

**Innovations in
Sustainable Urban
Mobility Plans**

**for low-carbon
urban transport**

InnovaSUMP

Interreg Europe



European Union
European Regional
Development Fund

Action Plan for Exeter



June 2019

Exeter Overview



Key Facts

- Population - 127,300
- Historic Roman City
- Compact city, 7 km across
- 2 – 3 hours from London
- Greater Exeter Area
- Population 475,000



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June 2019

Interreg Europe Programme

Interreg Europe Programme of interregional cooperation helps regional and local governments across Europe to develop and deliver better policy. By creating an environment and opportunities for sharing solutions, the aim is to ensure that government investment, innovation and implementation efforts all lead to integrated and sustainable impact for people and place.

By building on its forerunner, INTERREG IVC (2007-2013), Interreg Europe aims to get maximum return from the EUR 359 million financed by the European Regional Development Fund (ERDF) for 2014-2020.

Solutions exist that can help European regions become the best that they can be. Today, the EU's emphasis is very much on paving the way for regions to realise their full potential – by helping them to capitalise on their innate strengths while tapping into opportunities that offer possibilities for economic, social and environmental progress.

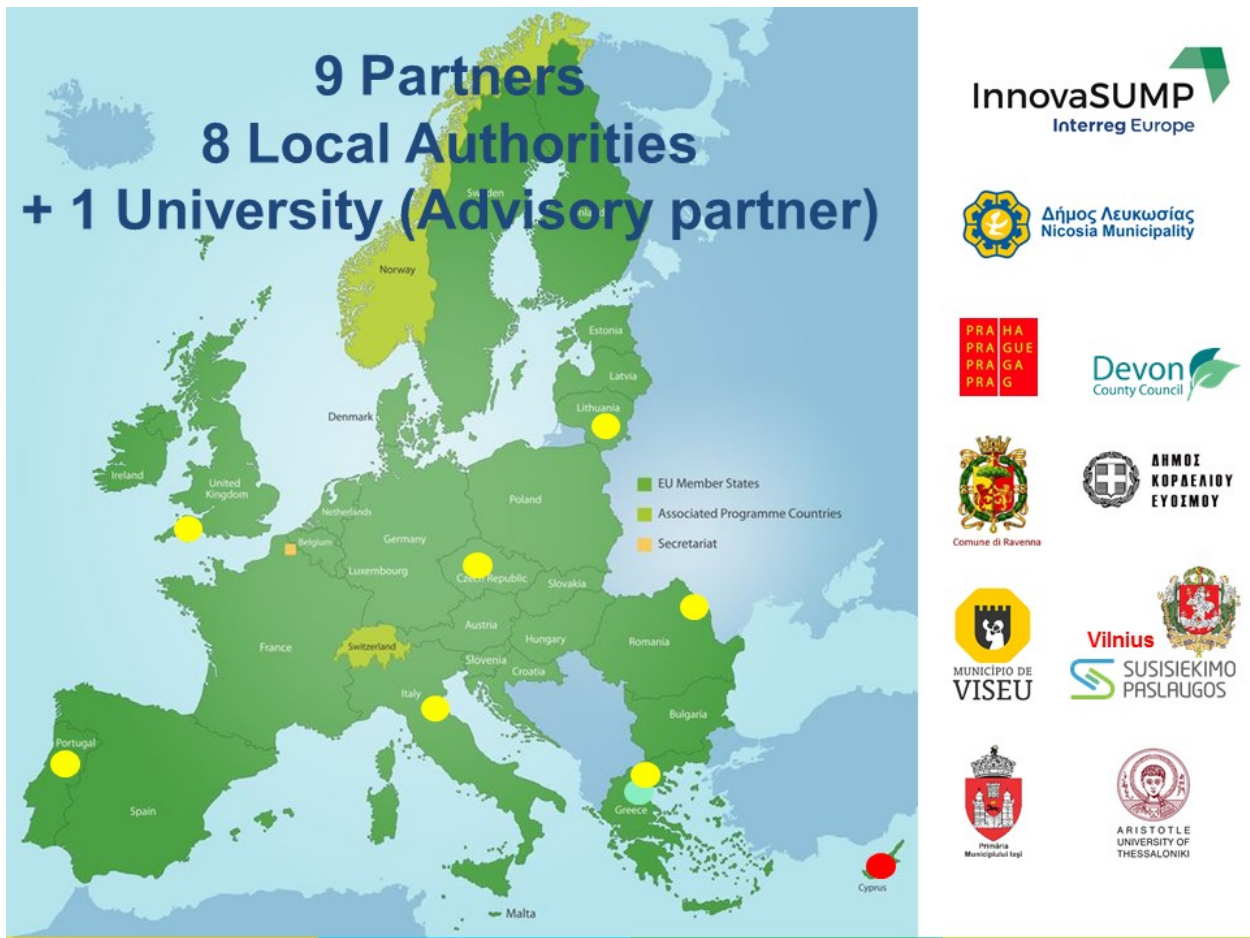
To achieve this goal, Interreg Europe offers opportunities for regional and local public authorities across Europe to share ideas and experience on public policy in practice, therefore improving strategies for their citizens and communities.

InnovaSUMP Project

The InnovaSUMP project aims at introducing:

- a) New innovations, enhancements & advances in preparation, elaboration, consultation, adoption, implementation, evaluation & monitoring of Sustainable Urban Mobility Plans (SUMP), based on the EU established methodology, for sustainable low carbon urban transport & mobility policies & measures promotion, funding, implementation & enhancement.
- b) Policies & measures that promote the use of & investments in sustainable mobility solutions, can be included in SUMP, i.e.: high quality PT systems, alternative/clean fuels, electric vehicles, smart ticketing, urban freight logistics, active modes of cycling & walking, new forms of car ownership & use, access control, congestion charging, fair & efficient pricing, ICT mobile applications, ITS transport telematics infrastructure, FTS/DRT, Intermodality improvements for 'seamless' travel, links with Smart Cities mobility initiatives, etc; including stakeholder engagement, public participation, consultation procedures, social media applications, policy formulation and adoption by city and transport authorities, polycentric SUMP approach for regional and district authorities.
- c) Policy & institutional implications for advances in implementing & funding innovative sustainable mobility solutions.
- d) Contribution of SUMP process innovations to: urban regeneration, social inclusion, equity considerations, economy, competitiveness, effective PPPs, citizen society empowerment, cohesion, links with the 'Urban Mobility Package 2013', links with SEAP, mid-term review of White paper & Europe2020 targets.
- e) Enhancements to SUMP Methodology: Promotion of low-carbon mobility solutions, Travel behaviour research & potential user response analyses, Integrating pricing & financing measures, Planning for visitors at tourism destinations, SUMP-SEAP-SECAP Integration.

InnovaSUMP Project Partnership



InnovaSUMP facilitates the take-up of Sustainable Urban Mobility Plans, with innovations on travel behaviour, pricing and financing, planning for tourism and sustainable energy, towards low-carbon transport solutions

www.interregeurope.eu/innovasump

FOREWORD



Rufus Gilbert, Cabinet Member for Economy and Skills

Exeter is a thriving economic centre and its ongoing growth is a success story. The growth and increasing demand for travel does however present challenges for the transport network in the city. Travel behaviour is also changing and technology is having a greater impact on the way we go about our daily business. We want to ensure Exeter remains a city where active travel is promoted and people can easily access amenities.

It is therefore the right time to refresh the transport strategy. This has involved a long period of preparation during which time we have listened to public views and discussed issues and opportunities with local groups, businesses and transport operators.

This action plan sets out the short term transport investments for supporting sustainable growth and reducing carbon emissions. It provides a sustainable set of proposals that will improve access the jobs, goods and services people need and ensure that Exeter continues to be an attractive place to live, work, study or visit.

Acknowledgements

This Action Plan forms a part of the InnovaSUMP interregional cooperation project. It is developed with co-funding support from European Regional Development Fund and made possible by the Interreg Europe programme.

We would like to thank everyone who has contributed to the creation of this Action Plan including InnovaSUMP project Partners, everyone who took part in the public consultation and groups and Stakeholders who we have met with and have helped in the formulation of the Transport Strategy and Action Plan.

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Introduction

The existing Transport Strategy for Exeter is set out in the Local Transport Plan 3 (2011-2026). A major focus for LTP3 was to support future growth and a close integration with the emerging Local Development Frameworks.

The County Council has made good progress in helping deliver this strategy, including approximately £80 million of new transport infrastructure for the Exeter and East Devon Growth Point area since 2011. This has included motorway junction improvements, road widening schemes, strategic cycling infrastructure, new bus services and two new rail stations. With a significant part of the existing strategy having now been delivered and there is now a need to update the transport strategy for the city.

The new Transport Strategy will build upon the growth led focus in the Local Transport Plan 3 and include a greater emphasis on improved travel choices, people and technology. The goals of the strategy have been supplemented with learnings from the exchange of experience on the InnovaSUMP project, notably the growing importance of place being adopted in partner cities, such as Ravenna and Nicosia, which have helped to shape the greater focus on people, active travel and urban realm.

We consulted on the proposals in early 2019 and we have listened to public views and discussed issues and opportunities with local groups, businesses and transport operators to help inform the Strategy.

Central to the Transport Strategy will be to improve capacity of sustainable transport networks, deliver interventions that contribute to improved quality of life and utilise the opportunities that technological advancements have created. This is embodied in three key themes:

- **Greater Connectivity**
- **Greater Places for People**
- **Greater Innovation**

This Action Plan sets out the short term transport investments that will support sustainable growth, low carbon economy and improve access to the jobs, goods and services. The Action Plan includes a sustainable set of proposals comprising the following

- **Action 1:** Park and Change at Exeter Science Park
- **Action 2:** E4 Strategic Cycle Route
- **Action 3:** E3 Strategic Cycle Route
- **Action 4:** Pinhoe Station Interchange
- **Action 5:** Heavitree Road Corridor Enhancement Scheme

Each of the actions will contribute to the overall aim of the SUMP to increase sustainable travel mode share.

The success of these measures will be monitored regularly to evaluate their impact. This monitoring will further help in informing future policy and Action Plans, the need for which is becoming increasingly important as significant changes will be needed to help tackle climate change.

Action Plan

Action Plan for the region of Devon County Council

Part I – General information

Project: InnovaSUMP

Partner organisation(s) concerned: Devon County Council

Country: Great Britain

NUTS2 region: Devon

Contact person: William Pratt

Email address: william.pratt@devon.gov.uk

Phone number: +441392 383239

Part II – Policy context

The Action Plan aims to impact:

- ☐ Investment for Growth and Jobs programme
- ☐ European Territorial Cooperation programme
- ☒ Other regional development policy instrument

Name of the policy instrument(s) addressed: **Devon County Council Local Transport Plan 3**

Further details on the policy context and the way the action plan should contribute to improve the policy instruments:

The Devon and Torbay Local Transport Plan 3 (LTP3) was designed as an overall policy instrument for the whole Devon and Torbay area and whilst there was a specific section on Exeter, there was no scope within it to include a detailed SUMP.

Following on from the current Local Transport Plan 3, planning is now underway for around another 35,000 dwellings and further employment land over the next 20 years or so within the Exeter travel to work area. The transport strategy needs to be updated to help address the challenges of further growth in and around the city.

The plan will specifically investigate low-carbon transport options to improve sustainable mobility, such as bus, rail, walking and cycling and include a detailed stand-alone transport plan for Exeter that will provide an update to the LTP3 and further support a low carbon economy.

In February 2019, Devon County Council declared a climate emergency and goals for transition to a zero-carbon economy. Transport interventions will need to play an important role in achieving these ambitious targets.

Part III – Details of the actions envisaged

ACTION 1: **Park and Change at Exeter Science Park**

1. **Relevance to the project** *(please describe how this action derives from the project and in particular from the interregional exchange of experience. Where does the inspiration for this action come from?)*

The project draws from learnings in Nicosia regarding their minibus Park and Ride/Change proposals. The use of minibuses in Nicosia, arising from their constrained city centre highway environment, identifies a more modest approach to Park and Ride than the model we have previously applied in Exeter which uses large scale sites (>500 parking spaces) and dedicated Park and Ride bus services.

In Exeter there are a number of corridors where the demand may not be sufficient for a standalone Park and Ride, and therefore a different solution would be needed.

The Nicosia example highlighted where a different approach had been taken to this problem (albeit for different reasons) that stimulated our thinking about how Park and Ride/Change could be provided in a different way. We noted that there are a number of routes into the city which are served by frequent interurban bus services, and therefore if a facility for parking along these routes were provided, the existing bus services could be frequent enough to provide an attractive alternative for final leg of journeys into the city.

This Action relates to thematic working group B. The Park and Change facilities provide additional capacity for peak periods of demand, notably wet Summer days when there is an increase in holidaymakers travelling into the city, which can put added pressures on the transport network.

The project also contributes towards the aspiration to have Park and Ride facilities on all main corridors, which is one of the three core themes of the 'Greater Connectivity' section of the draft Exeter Transport Strategy.

2. **Nature of the action** *(please describe precisely the content of action 1. What are the specific activities to be implemented?)*

Construction of a new 300-space Park and Change facility at Exeter Science Park, including electric bike hire docking station. There are 8 buses an hour that run past the site, including the 20 minute frequency 4 bus between Cranbrook and the City, 20 minute frequency K bus between Exeter Science Park and the City and half hourly 56 Connexions service between Exeter St Davids rail station, the City Centre, Exeter Airport and Exmouth.

In addition to providing a Park and Change facility onto local bus services, it sits adjacent to the E4 strategic cycle network – with scope for Park and Cycle. The site will also include 20 secure cycle lockers and an electric bike docking station.

The site also provides an overflow facility for the existing 700 space Honton Road Park and Ride – which can be at capacity during busy periods (particularly festive season).

3. Stakeholders involved *(please indicate the organisations in the region who are involved in the implementation of the action1 and explain their role)*

Devon County Council – Delivering the project as part of the East of Exeter National Productivity Investment Fund grant-funded project

Exeter and East Devon Growth Point – Providing funding through the Enterprise Zone

Stagecoach – public transport operator who runs services in vicinity of the site

Co-Bikes – involved with delivery of the electric bike docking station

4. Timeframe *(please specify the timing envisaged for action 1)*

Detailed Design beign finalised and DCC Cabinet Approval sought Autumn 2019

Construction start Winter 2019/20

Completion Autumn 2020.

5. Costs *(please estimate the costs related to the implementation of action 1)*

£2.6m capital build cost based on approved planning drawing

6. Funding sources *(please describe how action 1 will be financed. Is it through the policy instrument(s) indicated in part II):*

Enterprise Zone – 1300K

DfT National Productivity Investmanent Fund – 930K

Local Transport Plan – 370K

ACTION 2: E4 Strategic Cycle Route

1. **Relevance to the project** *(please describe how this action derives from the project and in particular from the interregional exchange of experience. Where does the inspiration for this action come from?)*

The project draws from learnings in Nicosia and their planned strategic cycle routes joining up the city centre and University and on cycle connections between two locations likely to have (due to demographic) a higher level of cycle use. We have also been impressed by the Ecotrail of Dão (Viseu) and cycle infrastructure through Vingis Park (Vilnius) that both highlight how, in addition to a mobility function, high quality cycle infrastructure can supplement Leisure activities.

The importance of providing high quality segregation, rather than on street lining which can be abused by motorists, has also been highlighted from some of the other cities visited (Thessaloniki).

The Project has been made possible by the integration of land use planning and transport. The new developments along its route provide developer contributions. These contributions then form a local contribution that Devon County Council is able to use as match funding to lever in more external funding, in this instance National Productivity Investment Funding (NPIF). This therefore provides an example of innovative pricing and financing of transport infrastructure – relating to Thematic Working Group D.

2. **Nature of the action** *(please describe precisely the content of action 1. What are the specific activities to be implemented)*

Construction of approximately 2km of new high quality strategic cycle network. Works to include

- 100 metre extension of two way cycle segregation on Pinhoe Road
- Upgraded pedestrian and cyclist crossing facilities at Pinhoe Road/Exhibition Way junction
- Enhanced cycle route along Exhibition Way, including widening and side road priority crossings
- New ped/cycle bridge crossing of Summer Lane, connecting the leisure offers at Exhibition Field and Exeter Arena
- Increasing width of existing shared path through Exhibition Fields Park and Bettysmead Park,

In total these schemes will deliver approximately 2km of high quality segregated cycle route. This represents a significant portion of the proposed E4 Science Park to Exeter University cycle route.

3. **Stakeholders involved** *(please indicate the organisations in the region who are involved in the implementation of the action1 and explain their role)*

Devon County Council – Delivering project

Exeter City Council – Landowner (Eastern fields and Bettysmead)

Exeter Cycle Campaign – Have provided input into design process

4. Timeframe *(please specify the timing envisaged for action 2)*

Widening of Bettysmead and Exhibition Fields path – Summer/Autumn 2019

Summer Lane - Planning Consent Summer 2019

- Construction Spring 2020-Summer 2020

Pinhoe Road/Exhibition Way – Construct Winter 2019/20 to Autumn 2020.

5. Costs *(please estimate the costs related to the implementation of action 2)*

Total Cost - **£3.4m**

Sections to include:

Bettysmead Path - £250K

Summer Lane Bridge - £1.6m

Pinhoe Road through Exhibition Way - £ 1.55m

6. Funding sources *(please describe how action 2 will be financed. Is it through the policy instrument(s) indicated in part II):*

Total package of **£3.4m** comprising

Section 106 (Brickworks/Tithbarn Green/ Hill Barton) – 1025K

DfT National Productivity Investment Fund – 2375K

ACTION 3: E3 Strategic Cycle Route

- 1. Relevance to the project** *(please describe how this action derives from the project and in particular from the interregional exchange of experience. Where does the inspiration for this action come from?)*

As per Action 2, the project draws from learnings in Nicosia and their planned strategic cycle routes and the cycling infrastructure observed in Vilnius.

However, different to E4 route, the rationale from E3 is driven by the analysis of travel trends in the city which identified scope to improve modal shift between large residential areas of Heavitree and Whipton to employment in the East of Exeter. This is an example of inclusion of travel behaviour research in the development of transport interventions, linking to Working Group A.

The E3 route is also part funded by new development along and in vicinity to the route, highlighting means of funding infrastructure and therefore linking to Thematic Working Group D.

- 2. Nature of the action** *(please describe precisely the content of action 1. What are the specific activities to be implemented)*

Upgrade of existing facilities and provision of new infrastructure to provide 2.8km of enhanced strategic cycle network from Hollow Lane, through Whipton ward and Heavitree ward to Polsloe Road. This will connect two main residential areas in Exeter to employment and the existing cycle network to new housing and jobs east of the city. There are also 3 primary schools along the route. Works include:

- New crossing facilities including signalised crossing of busy primary distributor road, parallel crossings at mini roundabout and side road priority crossings
- Increasing usable width of existing shared path
- Traffic calming on existing streets to make environment more attractive for pedestrians and cyclists
- Modal filters to remove through vehicular traffic to provide a quieter and safer environment for pedestrians and cyclists

- 3. Stakeholders involved** *(please indicate the organisations in the region who are involved in the implementation of the action1 and explain their role)*

Devon County Council – Delivering project

Exeter City Council – Landowner

4. Timeframe *(please specify the timing envisaged for action 2)*

Detailed design 2019/20

Phased construction from 2020

Hill Barton Road Toucan Crossing- Spring 2020.

5. Costs *(please estimate the costs related to the implementation of action 2)*

£ 750,000 estimate

6. Funding sources *(please describe how action 2 will be financed. Is it through the policy instrument(s) indicated in part II):*

DfT National Productivity Investment Fund – 160K

S106 Developer Funding (Tithebarn Green) – 200K

Devon County Local Transport Plan - 390K

ACTION 4 - Pinhoe Railway Station Interchange

- 1. Relevance to the project** *(please describe how this action derives from the project and in particular from the interregional exchange of experience. Where does the inspiration for this action come from?)*

The importance of good interchange at Public transport nodes was observed at many of the partner cities, most notably in Vilnius, Ravenna and Prague.

The electric minibus proposals in Viseua also highlighted the growing role of electric vehicles in transport. This stimulated our thinking about how we could incorporate more electro-mobility into our transport strategy, leading to the proposed combined electric bike and electric car parking spaces to be provided at the station. We have also had correspondence with staff from Ravenna regarding specifications for electric charging posts.

Sustainable connections to airports at the partner cities were also noted, including efforts in Thessalonikis to extend the tram line. Exeter International airport is served by bus services, but there is no connection to the local rail network. Having seen efforts elsewhere to provide sustainable connections to international airports stimulated our thinking as to how we could deliver something to Exeter Airport.

- 2. Nature of the action** *(please describe precisely the content of action 1. What are the specific activities to be implemented)*

Improve interchange facilities at Pinhoe railway station. The new facilities on land to the north east of the level crossing, between Causey Lane and the rail track will include the following:

- 17 parking spaces, including two disabled bays.
- 15 secure bike lockers
- Taxi stand
- Stand for minibus shuttle to Exeter Airport

Additionally, an electric car club vehicle for public hire and an electric charging point will be provided in the existing car park to the south of the platforms. This would complement the electric bike hire that is set to be installed later in Autumn 2019.

We believe the proposed scheme provides a modest level of additional parking and increases the 'last mile' choice of modes available at the interchange for rail passengers. This will help to improve the attractiveness of the station and help to encourage a higher number of rail trips to and from the homes and jobs in and around Pinhoe.

An application for external funding for a new minibus shuttle from Pinhoe Station to Exeter International Airport has been made to the South Western Railway CCIF. If successful, the project will also include a 2 year trial of a new public transport connection to the airport.

3. Stakeholders involved *(please indicate the organisations in the region who are involved in the implementation of the action1 and explain their role)*

Devon County Council – Landowner and project delivery

South Western Railway – Station Operator/Run CCIF bid

Exeter City Council – Land owner of southern car park where electro mobility hub will be provided

Co- Cars – Operator of Car club system in the city

4. Timeframe *(please specify the timing envisaged for action 2)*

Public Consultation – Autumn 2019

Planning application - Winter 2020

Start Construction - Summer 2020

Opening Winter 2021

5. Costs *(please estimate the costs related to the implementation of action 2)*

£449,400 combined package

Interchange £249,500

Airport Shuttle - £199,900 (dependent on successful CCIF bid)

6. Funding sources *(please describe how action 2 will be financed. Is it through the policy instrument(s) indicated in part II)*

Devon County LTP 100,600

Developer contributions- 129,300.

SWR CCIF fund - £222,500

Also provides a proportion towards the transport interchange. If the CCIF bid is unsuccessful, this shortfall will be made up from LTP.

ACTION 5

Name of the action: **Heavitree Road - air quality, safety and bus improvement strategy**

1. **Relevance to the project** *(please describe how this action derives from the project and in particular from the interregional exchange of experience. Where does the inspiration for this action come from?)*

Congested urban corridors is a common theme across urban areas, and a problem that partners repeatedly identified within their own cities. It is a difficult problem to solve, and we were excited to see the radical and innovative solutions being explored in Nicosia where they were considering making major arterial routes one way.

Although the solutions being considered in Exeter is not the same as in Nicosia, the Nicosia example highlighted the scope to be more innovative in thinking about travel and access solutions, including considering the needs of people and the quality of place-making.

2. **Nature of the action** *(please describe precisely the content of action 1. What are the specific activities to be implemented)*

Heavitree Road is one of the most congested radial routes in the city, with the worst air quality levels in Exeter, high levels of accidents (especially for vulnerable road users), journey time reliability issues and severance issues for people living in or visiting the Heavitree neighbourhood. As a complex corridor, with sometimes conflicting needs the Action is to work through to a preferred scheme to bid for future funding beyond the Action Plan timeframe.

Scheme development will involve data collection (part progressed), traffic modelling, stakeholder and public engagement in order to work up a preferred scheme.

3. **Stakeholders involved** *(please indicate the organisations in the region who are involved in the implementation of the action and explain their role)*

Exeter City Council

Exeter City Futures – Community Interest Company bringing together key players to develop ideas

Stagecoach – Operator of majority of bus services along the corridor, key consultee and will need to progress any emission-based restrictions with public transport access in mind

4. **Timeframe** *(please specify the timing envisaged for action 2)*

Data collection and traffic modelling-2019.

Community engagement and public workshops and consultation Spring 2020.

Develop preferred scheme in Summer/Autumn 2020.

Reconsult public Winter 2020/21 to finalise preferred scheme.

5. **Costs** *(please estimate the costs related to the implementation of action 2)*

Total - 140,000

Data Collection/ Traffic modelling - 25,000

Public engagement 15,000

Detailed design 100,000

6. **Funding sources** *(please describe how action 2 will be financed. Is it through the policy instrument(s) indicated in part II)*

Devon County LTP 140,000

Note, some InnovaSUMP External expertise to support evidence base in semester 1 not included (15K)

Monitoring Procedures in Phase 2

Alongside the delivery of the Action Plan, several key metrics have been identified to evaluate the success of the proposed measures.

Where possible, the monitoring will draw on existing established data collection records, which will provide a suitable benchmark for identifying the change from each of the measures. This includes the County Councils existing Automatic Cycle count data, published rail station patronage and data from operators.

The proposed monitoring of the Action Plan will be undertaken as follows;

Action	Metric	Data source and Collection Technique	Frequency
Park and Change at Exeter Science Park	Number of parking spaces in use	Manual counts	6 - monthly
E4 Strategic Cycle Route	Number of cyclists	Automatic Cycle Counter data at - Prince Charles Road	6 - monthly
E3 Strategic Cycle Route	Number of cyclists	Automatic Cycle Counter data at - Redhayes Bridge	6 - monthly
Pinhoe Station Interchange	Station Passengers Numbers	Office for Rail Regulation	Annually
	Recorded users of Mini bus service	Ticketing data from operator	Annually
	Recorded trips to and from electric bike dock	Total trip numbers from bike operator.	Annually

This monitoring will help to identify how effective each of the measures has been and assist in the development of future policy and Action Plans.

Park and change
at Exeter Science
Park



Strategic Cycle
Routes



Pinhoe Station
Interchange



Heavitree Road
Corridor
Enhancement
Scheme



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