

<b>Report to</b>	Norwich highways agency committee 27 November 2014	<b>Item</b>
<b>Report of</b>	Head of city development services	<b>7</b>
<b>Subject</b>	Push the Pedalways - Project 4 – The Avenues and Project 19 – 20mph areas (west section)	

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## **Purpose**

To consider the responses to The Avenues and 20mph area statutory consultation and approve the proposals for implementation, with amendments.

## **Recommendation**

Members are recommended to;

- (1) Acknowledge the response to the consultation;
- (2) Ask the Head of city development services to: Carry out detailed design and installation of the amended proposal for The Avenues as shown on drawing Nos. - PE4073MMD-301739cb04-PRE-1101, 1102, 1103 and 1104 and consisting of ;
  - a) Continuous one way cycle tracks 2m-2.2m in width on both sides of The Avenues between Bluebell Road and Colman Road built over the verge with a 40mm low kerb separating them from the carriageway
  - b) Speed reducing crossing tables for cyclists and pedestrians travelling along The Avenues at the following side roads: George Borrow Road, Lovelace Road, Stannard Road and the entrances to Bluebell allotments; also at the junction of The Avenues with Bluebell Road.
  - c) The provision of cycle tracks partly separated from the footway on the north side of The Avenues linking to the toucan crossing over Colman Road and at the Bluebell Road junction linking the cycle track both on the north and south of The Avenues to the existing shared cycleway/footpath on Bluebell Road.
  - d) Extension of the existing 20mph restrictions so that all streets within the area bounded by Earlham Road, Bluebell Road, Jessop Road and Christchurch Road are covered by a 20mph restriction. Bluebell Road between Earlham Road and North Park Avenue and North Park Avenue will also be subject to the 20mph restriction.
  - e) The reinforcement of sufficient verge space with a porous material on The Avenues between Stannard Road and Bluebell Road to allow residents' to park cars off the carriageway, without obstructing the cycle tracks, and access parking within the curtilage of their properties while minimising damage to verges and trees

- f) Alterations to the traffic signals at the junction of Colman Road and The Avenues to:
- i. give cyclists dedicated signals that release them to cross Colman Road several seconds ahead of vehicles;
  - ii. provide a signalised pedestrian crossing over Colman Road immediately to the south of The Avenues with raised table courtesy crossings at the entrances to the service lanes;
  - iii. convert the crossing over Colman Road immediately to the north of The Avenues into a toucan crossing that cyclists can ride across alongside pedestrians;
  - iv. advanced stop boxes enlarged to 7.5m.

- (1) Complete the necessary statutory processes associated with the installation of the 20mph Speed Restriction Order and the amendment to the University CPZ Traffic Regulation Order for 5m of double yellow line on Lovelace Road as shown on Plan Nos. PL/TR/4142/225/1 and PL/TR/3584/285 respectively.
- (2) Proceed with the necessary statutory processes to obtain a Traffic Regulation Order to prohibit parking on the grass verges in The Avenues between Bluebell Road and Colman Road and also give notice to the proposed changes in design for the speed tables in Bluebell Road at the junctions with The Avenues and Cow Drive along with two sets of traffic calming cushions.
- (3) Subject to the number and scope of the responses received to the verge parking TRO, delegate authority to the head of city development services, in consultation with the chair and vice chair of this committee, to consider any comments or objections.

### **Corporate and service priorities**

The report helps to meet the corporate priority of a safe and clean city and the service plan priority to implement the Local Transport Plan and Norwich Area Transportation Strategy.

### **Financial implications**

£850,000 is available from the Push the Pedalways programme budget to implement this project. This consists of £809,000 of the Department for Transport's cycle city ambition funding, £14,000 from the clinical commissioning group, £6K from Norfolk public health and £21k from the local transport plan budget

**Ward/s:** University

**Cabinet member:** Cllr Stonard, cabinet member for environment, development and transport.

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## **Background documents**

Norwich Highways Agency Committee report 24 July 2014

Consultation material available online at

<http://www.norwich.gov.uk/TransportAndStreets/Transport/Cycling/Pages/TheAvenuesSecondConsultation.aspx>

Consultation responses

# Report

## Background

1. The development of a cycle network for the greater Norwich area is a key component of the Norwich Area Transportation Strategy (NATS). Members will be aware that the City Council has received £3.7M of cycle city ambition grant funding from the Department for Transport to fund the Push the Pedalways programme of cycling infrastructure improvements. These are concentrated on the pink pedalway between the Norfolk and Norwich Hospital / UEA and Heartsease / Salhouse Road, along with some important, strategic links to that route such as Magdalen Street. This funding is supplemented by £2M of local funding contributions.
2. The programme consists of a range of individual projects and this report is about project 4 The Avenues, which seeks to improve the cycling provision along The Avenues between Bluebell Road and Elizabeth Fry Road. Also project 19, 20mph areas, which aims to install a 20mph zone to cover the surrounding area of the pink pedalway.
3. In July 2014 following an options consultation this committee agreed to carry out statutory consultation on the following proposals
  - g) Continuous one way cycle tracks 2m-2.2m in width on both sides of The Avenues between Bluebell Road and Colman Road built over the verge with a low kerb separating them from the carriageway
  - h) Speed reducing crossing tables for cyclists and pedestrians travelling along The Avenues at the following side roads: George Borrow Road, Lovelace Road, Stannard Road and the entrances to Bluebell allotments; at the junction of Bluebell Road and Cow Drive; and across Bluebell Road north of The Avenues
  - i) The provision of cycle tracks partly separated from the footway on the north side of The Avenues linking to the toucan crossing over Colman Road and also to the raised table on Bluebell Road as a connection to the existing shared cycleway / footway on the west of Bluebell Road.
  - j) Extending the existing 20mph restrictions so that all streets within the area bounded by Earlham Road, Bluebell Road, North Park Avenue, Jessop Road and Christchurch Road are covered by a 20mph restriction. Bluebell Road between Earlham Road and North Park Avenue and North Park Avenue will also be subject to the 20mph restriction. Also on Lovelace Road to replace 5m of limited waiting area with double yellow lines.
  - k) The reinforcement of sufficient verge space with a porous material on The Avenues between Stannard Road and Bluebell Road to allow residents' to park cars off the carriageway, without obstructing the cycle tracks, and access parking within the curtilage of their properties while minimising damage to verges and trees and with vehicles physically prevented from accessing other areas of verge.
  - l) Alterations to the traffic signals at the junction of Colman Road and The Avenues to:

- v. give cyclists dedicated signals that release them to cross Colman Road several seconds ahead of vehicles;
- vi. provide a signalised pedestrian crossing over Colman Road immediately to the south of The Avenues with raised table courtesy crossings at the entrances to the service lanes;
- vii. convert the crossing over Colman Road immediately to the north of The Avenues into a toucan crossing that cyclists can ride across alongside pedestrians;
- viii. advanced stop boxes enlarged to 7.5m.

## Consultation

4. The statutory consultation for The Avenues project and the extended 20mph zone were advertised in the local press on 18 September 2014. Street notices were placed on site and local residents were written to. A consultation exhibition was also held at the scout hut on The Avenues on 25 September 2014.
5. Plans showing the proposals consulted are attached as appendix 1.
6. 103 responses were received from the consultation, the table below summarises the response.

	The Avenues	Colman Road / The Avenues junction	Bluebell Road	20mph Speed Restriction Order and traffic calming
Agree with proposals	44	14	8	11
Disagree with proposals	8	3	1	2

## The Avenues

7. Many of the responses did not directly say whether the respondent agreed with the proposal but gave comments on aspects of the design. The table below shows the summary of the comments most stated:-

Comments	Number of respondents
More parking provision or vehicle access to properties	24
Where will wheelie bins stand for collection?	8
Kerb between road and cycle track too high	8

Comments	Number of respondents
Too much traffic will still use The Avenues	7
A pedestrian crossing should be provided across The Avenues as it will be a very wide road to cross.	4
Why is a toucan crossing and an improved cycle facilities at Colman Road junction necessary?	4
Concerns over bus stops	4

8. The main concern with the proposals for residents is the reduction in area for parking on The Avenues. This was also the most discussed topic at the consultation event. Along with this is also the lack of suitable space available for residents to place their wheelie bins on collection day.
9. The original design for the number of parking spaces was based on a one space per household that did not have off street parking. However residents are keen to park in the immediate vicinity of their homes and original design does not cater for this. Nor does it contain an allowance for visitor parking.
10. The design team have reviewed the parking provision with the intention of providing more areas for parking especially at locations indicated by the respondents where possible. The grass areas will be made accessible to stand wheelie bins on collection day. Plans showing the proposed amended scheme (PE4073MMD-301739cb04-PRE-1101, 1102, 1103 and 1104) will be displayed at committee.
11. Eight of responders thought the height of the kerb separating the cycle track from the road was dangerous or would cause problems to cyclists when joining / leaving the cycle track. It was also suggested that a white line would be sufficient to keep drivers off the cycle track. It is felt the 40mm kerb edge is necessary to deter vehicles from driving onto the track and give the cyclists a feeling of safety. The kerb separating the cycle track from the road will become flush at the junctions with roads and driveway to the allotments and there will also be sections of flush kerb provided at other locations to give the cyclist areas to join or leave the cycle track safely.
12. Seven people thought the number of vehicles on The Avenues should be reduced and also commented that they considered the closure of Park Lane (project 8) useful for this reason. Park Lane proposals are a separate report to this committee meeting; however it is felt that the existing levels of traffic on The Avenues would not disadvantage cyclists on the cycle track. With the improved traffic calming measures vehicles should keep to the 20mph limit.
13. Four people commented that it is not necessary to provide both on and off carriageway facilities for cyclists at the Colman Road junction. It was thought that as the cyclists have the advanced stop line (ASL) with large holding area and early start signals, the toucan crossing to the north of the junction would not be used. The pedalways are designed for all cyclists; confident cyclists will use the ASL (Advance Stop Line) at the junction however cyclists who are not so confident or are with

younger cyclists have the option of using the Toucan crossing on a journey city bound or to dismount and use the pedestrian crossing to the south of the junction on a west bound journey. These alternative ways to cross were thought essential at this complex junction to make the pedalway accessible for all.

14. An extra pedestrian crossing mid-way on The Avenues was requested for the elderly or disabled as it was felt the road would be difficult to cross because of the width. The design has been amended to provide official crossing points (dropped kerbs and tactile slabs) near road junctions and between the two proposed bus stops near Lovelace Road which will assist pedestrians with a level area to cross. As the road has a 20mph restriction and relatively low traffic flows it is not felt necessary to provide further assistance.
15. Concerns were expressed over the positioning of the proposed bus stops on The Avenues and two people raised concerns over the restriction to parking behind one of the stops; The positioning of the proposed bus stops has been agreed with bus operators who service this area. To provide a bus stop that will not impede onto the cycle track it is necessary to provide a landing area creating what is known as a "floating bus stop". It is not possible to have parking places behind these bus stops as the kerb height needs to be raised to enable access to buses and the necessary bus stop design reduces the available verge. However it is proposed to increase the number of parking spaces near to these properties to give alternative areas to park. The position of these bus stops has been made in consideration of existing vehicle access to properties.
16. Safety concerns were raised by a few responders of cars reversing out of the parking spaces over the cycle track; There is the potential of conflict when vehicles are leaving or joining the carriageway, however this is the same situation as the current practice. All road users need to be considerate of others.
17. The Norfolk and Norwich Association for the Blind (NNAB) were consulted on these proposals and they requested tactile paving at bus stops and where pedestrians will cross the road (and cycle track); these will be introduced in the detail designs. Discussions will continue with the NNAB to ensure our proposals do not adversely affect the independence of the visually impaired. Members of the local disability association also visited city hall to discuss the proposals and were content with the design.

## **Considerations**

18. The original design proposed that all grass areas along The Avenues were protected by physical barriers, to prevent them being parked on. However residents have expressed concerns about where they will place bins on refuse collection days. Additionally interdepartmental concerns have been raised about the ability to cut the grass and the maintenance expense of verge protection measures.
19. The adopted policy to only use physical measures when there are road safety concerns or transient parking problems caused by non local people such as at local shops or schools.
20. In order to address the concerns expressed it is recommended to protect the grass areas on The Avenues between Bluebell Road and Colman Road with a Traffic Regulation Order preventing verge parking. This restriction would be signed to

inform the public and as the majority of the area is in the University CPZ, regular enforcement patrols would be carried out. This practice has shown to be successful in other areas of the city such as on Earlham Road and gives a cost effective solution for verge protection.

21. After the scheme is installed it is the intention to discourage residents driving into their front gardens without official crossovers by enforcement of illegal crossovers. Members are requested to give support for officers to follow this procedure.
22. The junction of The Avenues with Bluebell Road has been redesigned with a raised table covering this junction and removing the table at the junction of Cow Drive with Bluebell Road. This has been designed to simplify the junction and in consideration of new proposals for development of residential units at the UEA.
23. After concerns with the suggested floating bus stop at the Colman Road end of The Avenues (south side) causing confusion for road users, it has been decided to leave the bus stop as exists and start the cycle track further west.
24. All proposed changes will be incorporated in amended plans that will be available for inspection at the meeting.

### **Responses to the 20mph speed restriction order and traffic calming**

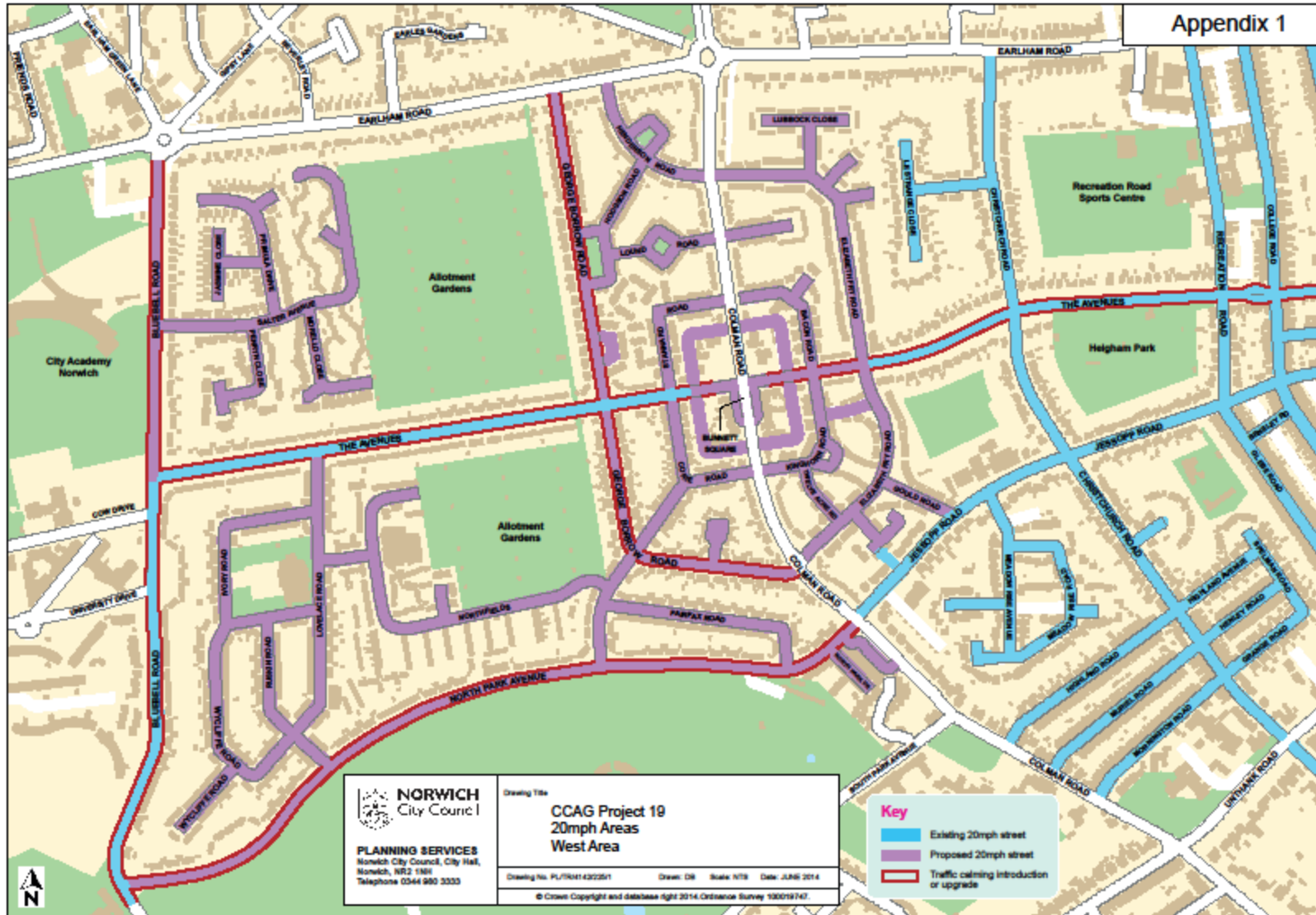
25. The area covered by the advertised 20mph speed restriction Order can be seen on Plan No. PL/TR/4142/225/1, attached as appendix 1. The proposed amendment to the limited waiting area on Lovelace Road is shown on Plan No. PL/TR/3584 attached as appendix 2.
26. There were 2 official objection to the proposed 20mph zone for the west area bounded by Earlham Road, Bluebell Road, North Park Avenue and Christchurch Road and one respondent stated that they did not think 20mph areas work as "people don't stick to it". However 11 people were in agreement with the 20mph zone proposals.
27. Four people stated that they preferred road humps or raised tables to speed cushions and some thought that speed cushions were dangerous as cyclists can be forced to manoeuvre into the path of other vehicles. Two people stated they did not like the existing pinch points (traffic calming) on the east section of The Avenues. Two people said they did not want the proposed traffic calming on their road.
28. All traffic calming proposed (raised tables and speed cushions) will be designed to Department for Transport recommendations. The decision to use speed cushions has been made because if they are positioned correctly they give an easier passage for cyclists, do not cause uneven travel for buses or ambulances and do not interfere with road drainage. This project does not cover re-design of the existing traffic calming on the eastern section of The Avenues.
29. An amendment to the University CPZ Traffic Regulation Order was also advertised to reduce the limited waiting area in Lovelace Road by 5m and replace with double yellow lines. This was to help buses turning the corner from Northfields into Lovelace Road. There were no objections to this amendment.




## Conclusion

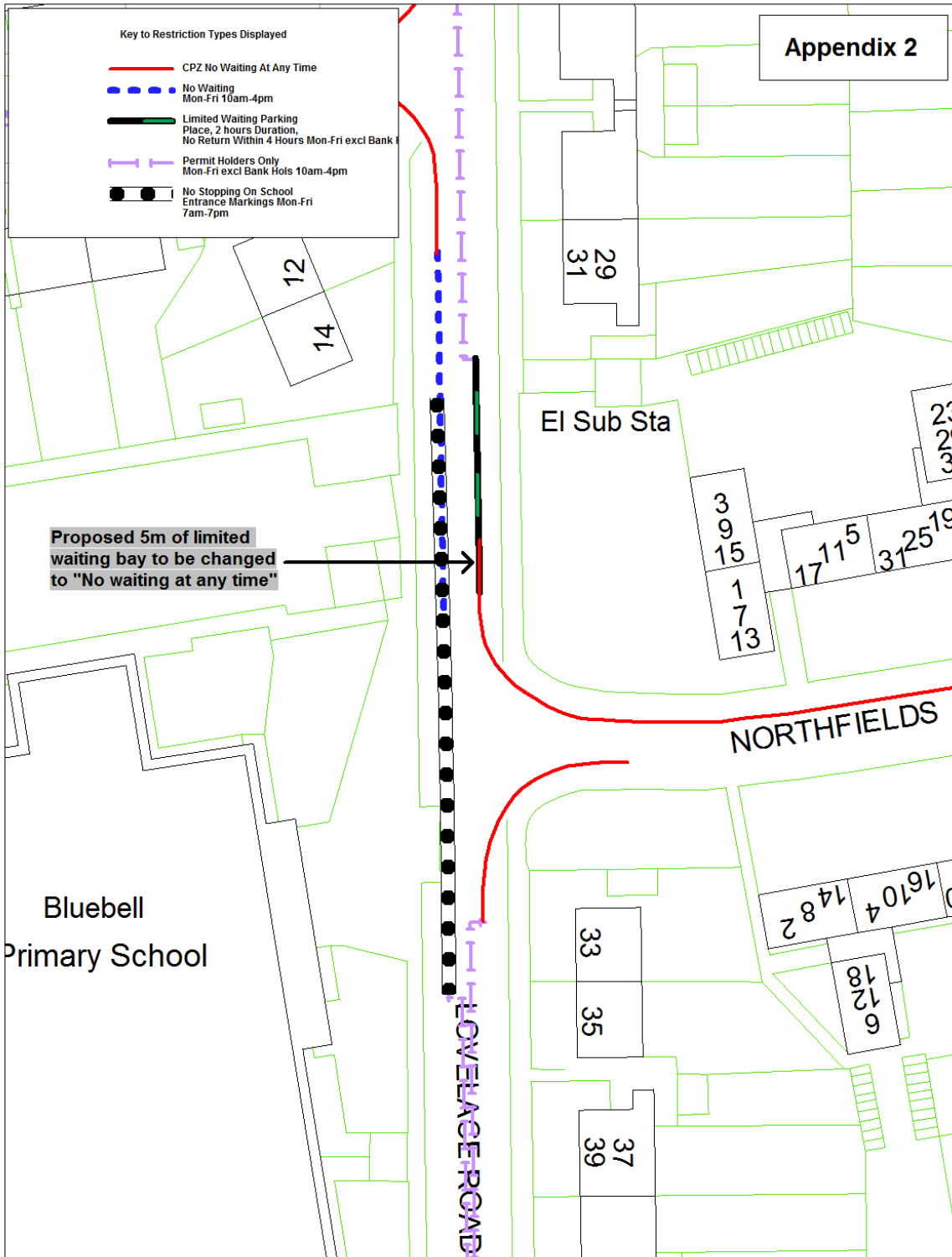
30. The Avenues scheme has been amended following consultation to address concerns where appropriate. Amended plans PE4073MMD-301739cb04-PRE-1101, 1102, 1103 and 1104 will be available at the meeting. Members are requested to agree to the implementation of the revised proposals.
31. Members are requested to agree the introduction of the advertised 20mph Speed Restriction Order (with traffic calming) and amendment to the University CPZ amendment Order as advertised.
32. It will be necessary to follow legal procedures, consult the public and stakeholders to enable the introduction of a TRO to prohibit parking on the grass areas in The Avenues. Members are requested to give approval to follow that procedure. Depending on the number of objections received, and assuming they are not significant in numbers or content, it is requested that members delegate authority to the Head of city development services, in discussion with the chair and vice chair, to consider the results of the consultation to enable the detailed design of the scheme to be finalised
33. The Avenues scheme is programmed for implementation starting late April 2015.

Appendix 1



 <p><b>NORWICH</b> City Council</p> <p>PLANNING SERVICES Norwich City Council, City Hall, Norwich, NR2 1NE Telephone 0344 980 3333</p>	<p>Drawing Title</p> <p><b>CCAG Project 19 20mph Areas West Area</b></p>
	<p>Drawing No. PL/19/11432251      Drawn: DS    Scale: NTS    Date: JUNE 2014</p>
	<p>© Crown Copyright and database right 2014. Ordnance Survey 100019747</p>
	<p>Key</p> <ul style="list-style-type: none"> <li><span style="color: blue;">—</span> Existing 20mph street</li> <li><span style="color: purple;">—</span> Proposed 20mph street</li> <li><span style="color: red;">—</span> Traffic calming introduction or upgrade</li> </ul>





Appendix 2

<p><b>NORWICH</b> City Council</p>	<small>© Crown copyright. All rights reserved Licence No. 2013</small>		<p>SCALE</p> <p>1 : 500</p>
	<p><b>Lovelave Road: Proposed changes to waiting restrictions</b></p>		<p>DATE</p> <p>12/11/2014</p>
			<p>DRAWING No.</p> <p>PL/TR/3584/285</p>
			<p>DRAWN BY</p> <p>CS</p>