Report to Norwich Highways Agency committee
21 September 2017

Report of Head of city development services

Transport for Norwich – Queens Road/Brazengate

# **Purpose**

Subject

To consider the results of the consultation and to agree to implement the scheme.

#### Recommendation

That the committee:

- (1) approves the changes required to implement the scheme, including:
  - (a) Provision of mandatory and advisory cycle lanes on Brazengate (see Appendix 4, drawing nos. PE4113-MP-002C, 003C & 004C).
  - (b) Removal of a pedestrian refuge on Brazengate, just south of the Grove Road junction, and installation of a zebra crossing in its place (see Appendix 4, drawing no. PE4113-MP-003C).
  - (c) Installation of early release traffic signals with camera detection for cyclists at the Brazengate and All Saints Green junctions with Queens Road, together with changes to the traffic islands and controlled crossings (see Appendix 4, drawing no. PE4113-MP-002C).
  - (d) Changes to the All Saints Green / Surrey Street junction to remove existing traffic signals and controlled pedestrian crossings and install informal crossing points (see Appendix 4, drawing no. PE4113-MP-001C).
  - (e) Provide camera enforcement at the existing bus gate at Grove Road to allow use by buses only from Grove Road to Brazengate during the operational times of 07:30-09:30 Monday to Friday (see Appendix 4, drawing no. PE4113-MP-003C).
  - (f) Provision of a southbound advisory cycle lane on All Saints Green, between the junctions with Surrey Street and Queens Road (see Appendix 4, drawing nos. PE4113-MP-001C & 002C).

- (2) asks the head of city development services to carry out the necessary statutory processes to confirm the following traffic regulation orders (TRO) and notices:
  - (a) the Traffic Management Order rescind the current TRO that covers the Grove Road bus gate, and introduce a new TRO that allows for civil enforcement of the bus lane over the same length and operational times as the existing one (see Appendix 4, drawing no. PE4113-MP-003C).
  - (b) installation of a new zebra crossing on Brazengate, just south of the junction with Grove Road (see Appendix 4, drawing no. PE4113-MP-003C).

# Corporate and service priorities

The report helps to meet the corporate priority a safe, clean and low carbon city

# **Financial implications**

The scheme has been allocated £550,000 of funding from the Department for Transport City Cycle Ambition grant.

Ward/s: Mancroft and Town Close

Cabinet member: Councillor Stonard - Sustainable and inclusive growth

#### **Contact officers**

Barry Lloyd, Project Engineer, Norfolk County Council 01603 223248

Bruce Bentley, Principal Transportation Planner, Norwich 01603 212445 City Council

# **Background documents**

None.

# Report

# **Background**

- 1. At the meeting in March 2017, members approved for consultation the proposed 'Transport for Norwich' (TfN) scheme to provide improvements for cyclists using the yellow pedalway on Brazengate and All Saints Green, and at the junction with Queens Road. The plans attached as Appendix 1 and 2 show the location of the site and the route of the yellow and orange pedalways through it.
- 2. Other proposals included the provision of mandatory and advisory cycle lanes on Brazengate, and an advisory cycle lane on the east side of All Saints Green. At the Surrey Street junction with All Saints Green, the proposal included for the removal of the traffic signals, giving priority to Surrey Street, with give-way junctions for All Saints Green.
- 3. A new zebra crossing was proposed for Brazengate, just south of the Grove Road junction. It was also proposed to provide camera enforcement at the Grove Road bus gate, and to review the operational times of the bus gate.
- 4. TfN is an overarching programme of strategic works to improve accessibility by all modes of transport around the City, and encourage the use of more sustainable modes of transport, such as public transport, cycling and walking, but also includes capacity enhancement of the strategic road network, and new road building, in particular the Norwich Northern Distributor Road (NDR). The aim of the strategy within the urban area is to stabilise traffic levels and to cater for increased demands for travel by more sustainable means. This scheme provides improvements to the pedestrian and cycling environment.

# Consultation

- 5. The proposed changes were the subject of a recently consultation. The consultation ran for 4 weeks, from 9 June 2017 until 7 July. Copies of the consultation plans are attached as Appendix 3.
- 6. The details of the consultation were publicised in the local press in order to inform as many people as possible.
- 7. The consultation material was also available online on Norfolk County Council's website at www.norfolk.gov.uk/brazengate.
- 8. The consultation material also included details about a separate proposal to convert the existing signalised crossing on Grove Road to a zebra crossing. The consultation results for this proposal are reported separately.

# Stakeholder views and feedback

- 9. During the consultation, a total of 30 responses were received.
- 10. The consultation results have been analysed. Of the 30 responses received, 9 expressed support of the proposals, either unreservedly or with some concerns.

11. A number of issues were raised by respondents, either disagreeing with the principle of the scheme or parts of the proposals, with some suggesting changes to the proposals. Three respondents objected to the principles of the scheme. The issues have been grouped into a number of common topics and these are discussed below, together with officer comments. Many respondents raised more than one issue.

# Traffic impacts and accesses

- 12. Two respondents said that the proposals would create difficulties for motorists and would not aid traffic flow, one commented that money would be better spent elsewhere rather than on cycle lanes.
- 13. There are no proposals as part of this scheme to restrict motor traffic. The changes introduced in the city centre in early 2017, with the closure of All Saints Street for traffic from Ber Street, and the closure of Westlegate and Red Lion Street for general traffic, resulted in a large reduction in the amount of traffic using All Saints Green. These changes have meant that cycle improvements can be introduced on All Saints Green and at the junction with Queens Road without the need for significant additional measures that could impact on traffic using the inner ring road.
- 14. A comment was received from a representative of Marsh Ltd regarding the exit on Brazengate from the Marsh office, suggesting it could be more difficult to exit onto Brazengate due to the changes. However, the nearside lane width will be as existing, and the central cycle lane will be widened by modifying the central island so the new layout won't constrain vehicles emerging from the exit. Although the crossing facilities at the Queens Road junction will be enhanced, it is not intended to introduce additional delay on the signals at Queens Road for traffic on Brazengate. The reduction in traffic from All Saints Green will enable the signal timings to be adjusted, to the benefit of pedestrians and cyclists. Although a yellow box marking was suggested on Brazengate, adjacent to the exit, this type of marking is not appropriate here, and the access will operate as existing.

# Pedestrian and cycle access

- 15. A number of respondents raised concerns relating to pedestrian and cycle access. Issues raised included the following:
  - (a) A respondent queried the need to relocate the Brazengate pedestrian crossing location nearer to the Sainsbury's access, and whether the funding would be better spent improving provision for pedestrians at all the arms of the Queens Road junction;
  - (b) several comments were received regarding the proposal to remove the traffic signals at the All Saints Green junction with Surrey Street, the layout of the junction on the north side, and the proposal to make Surrey Street the priority route;
  - (c) a concern from a respondent that the proposed cycleways are 'too short and dangerous' and that further changes to the cycle network should be abandoned;
  - (d) a concern from two respondents that cyclists turning right from Brazengate into Grove Road would have to wait in the centre of the road:

- (e) a request was received to provide protected two-way cycle lanes on All Saints Green, between Queens Road and Surrey Street;
- (f) a comment was received about perceived high traffic speeds on Brazengate and Grove Road, and the danger to cyclists;
- (g) four respondents commented on the Sainsbury's car park exit, citing issues in the existing layout;
- (h) A comment was received requesting that the existing circular path be retained between Grove Road and Brazengate (south), due to the gentler gradient when compared to the direct route.

#### Pedestrian access

- 16. Regarding the crossing facilities at the Queens Road junction, these have been reviewed as part of the detailed design and it is intended to improve these facilities by widening two of the pedestrian refuge islands on Queens Road, as well as reducing the stagger on the Brazengate crossing which will bring the crossing point nearer to the pedestrian entrance of the Sainsbury's store.
- 17. On the southbound All Saints Green approach to the Queens Road junction, it is proposed to introduce a new traffic island that will reduce the crossing width of the vehicular lane for pedestrians.
- 18. With Westlegate having being pedestrianised and All Saints Green now being closed to through traffic outside John Lewis, there has been a significant reduction in traffic using the junction and therefore a signalised junction is no longer considered appropriate. From recent surveys, it was identified that the highest flow of pedestrian traffic was that using the northern All Saints Green arm of the junction, including large numbers of secondary school aged children on weekdays. Therefore a continuous footway on this arm is considered best to cater for this dominant pedestrian flow. The other junction arms will still benefit from uncontrolled crossing points, with dropped kerbs and tactile paving, and the reduction in the volume of traffic as stated above makes it easier and safer to cross than was the case when All Saints Street was a through route.
- 19. Three personal accidents involving pedestrians have been recorded within the last six years at the All Saints Green/Surrey Street junction, all of which involved improper use of the crossing, i.e. crossing on a 'red man'. This suggests that the current signalised layout of the junction is not responsive enough to pedestrian demand.
- 20. Although the initial proposal involved the installation of a raised table at the junction of All Saints Green/Surrey Street, this is not now proposed as it would provide little benefit, would introduce a vertical feature on the bus route, and would result in the need for changes to the drainage system here in order to prevent ponding of surface water. On the north side of the junction, it is proposed to widen the dropped kerb crossing point and to install a coloured surface on the carriageway. Tactile paving will be provided to the revised crossing widths. It is proposed to tighten the northwest radii of the junction in order to achieve a better alignment over the drop kerb section.

- 21. One respondent suggested a footway be considered on the western side of Brazengate, to the south of Grove Road junction. Although it is intended to install a short section of footway to the new zebra crossing, extending it further would serve little purpose and there is no width available for a footway where Brazengate passes under the bridge.
- 22. The current informal path between Grove Road and Brazengate (south) will be formalised and widened. Although this more direct link is steeper than the existing circular path, it is still within acceptable limits regarding its longitudinal gradient. However, a compromise solution will be to retain the existing circular path as well as formalising the straight link so that there is an optional route for those wishing to use it, this will be considered as part of the detailed design.

# Cycle access

- 23. Widened cycle lanes are to be provided along both sides of Brazengate and a new one on the southbound side of All Saints Green. Although this scheme extends over a relatively short length, the proposed changes links to other improvements that have been introduced on the pedalway, such as the new cycle lane up Cattle Market Street and Golden Ball Street. Together, these enhancements provide for a more attractive route for cyclists.
- 24. It would not be possible to provide a dedicated right turn lane on Brazengate for cyclists turning right into Grove Road as the road space has been used to provide the wider cycle lanes on each side of Brazengate. However the hatched road markings on the northern approach from the traffic and the fact that the road is on a bend, will help to constrain traffic speeds. Traffic from the southern end of Brazengate is predominantly that from the Sainsbury's car park so the low volume of traffic will allow adequate opportunity for cyclists to turn right from the general traffic lane.
- 25. It is proposed to provide an uphill advisory cycle lane on All Saints Green, this will lead into a protected segregated cycle lane on the approach to Queens Road, with the new traffic island. The centre line will be removed to enable provision of this lane.
- 26. Regarding traffic speeds, there are separate proposals to introduce 20mph speed limits on both Brazengate and Grove Road.
- 27. Regarding the request to make All Saints Green the priority route, to aid cyclists, this would result in traffic on Surrey Street having to give way whereas this is the busier route and is also the dominant bus route. In addition, Surrey Street (northbound) leads to the access only on Westlegate making Surrey Street the main route reduces the chance of traffic inadvertently going north towards Westlegate in error.
- 28. Regarding the Sainsbury's car park exit on Brazengate, some changes were made as part of the adjacent development within the last couple of years but it is proposed to re-establish the advisory cycle lane southwards across the exit as part of the proposal. Red surfacing will highlight the cycle lane to drivers leaving the car park.

# **Bus gate**

- 29. Three respondents thought that the bus gate did not serve a useful purpose. The intention of the bus gate is to restrict drivers from using inappropriate routes around the Grove Road / Southwell Road area during the busy morning peak i.e. encourage drivers to use the A11/Ipswich Road or Hall Road to access the inner ring road from the south of Norwich. The bus gate also offers the Harford Park and Ride buses a reduced journey time compared to travelling by private car. Removing the bus gate would see a return to significant amounts of rat running traffic through the Trafford Road / Grove Walk area that was common prior to its installation in the early 1990's.
- 30. The bus gate restriction will continue to operate under the same times as it currently does (Mon-Fri 07:30-09:30). Local residents who are required to drive to local services in the area are still able to drive through the bus gate outside of the restricted times. Residents of the properties within the restricted area will still be able to access their properties as at present.
- 31. One respondent cited a general lack of enforcement at restrictions. In the case of the Grove Road bus gate, it is intended to enforce its use by means of a camera. Some of the signing at and on the approach to the bus gate will be modified as part of the scheme.

#### Street furniture and obstructions

- 32. A comment was received about the need to reduce street clutter. When scheme such as this are proposed, opportunity is taken to review the existing signing and other street furniture. The removal of the traffic signal poles at the All Saints Green junction with Surrey Street will result in wider useable footway widths along here.
- 33. A request was received to widen the footway on the south side of Grove Road near the junction with Brazengate. The footway width is currently 1.2 metres and while it could be widened by approximately 300mm, this would be relatively costly. There is an existing island on which the variable bus gate sign is currently located, this could be removed to provide additional width but the cost of this is being investigated, and may need to remain in its current location.

# Landscaping

34. A request was received to provide hard landscaping at the widened southern verge between Grove Road and Brazengate rather than grass. It is proposed to plant two trees here, subject to underground utilities, and to provide low planting within the extended verge area.

# **Timescales**

35. Subject to approvals and legal processes the scheme is planned to be constructed during the final quarter of 2017-18 (January-March 2018). The precise duration will be subject to the construction programme, based on the final proposed layout and the agreed traffic management plan, for the work on the inner ring road.

# Conclusion

- 36. This project is rooted in strategy documents that have been adopted by Norwich City Council and Norfolk County Council and the proposals will meet the requirements of the brief by providing benefits to cyclists using both the yellow pedalway and the section of the orange pedalway that passes through the extent of the proposal.
- 37. The scheme builds on changes recently introduced within the city centre, including the closure of All Saints Street to traffic, and the closure of Westlegate and Red Lion Street to general traffic. These changes enable the cycle improvements detailed in this report to be made, providing further enhancements to the cycle network.

# **Resource Implications**

- 38. Finance: The TfN programme forms and integral part of strategic infrastructure as set out in the Joint Core Strategy (JCS). The delivery of this work is funded by government grants by way of the City Cycle Ambition programme.
- 39. Staff: The project will be delivered through joint team working involving both County Council and City Council officers.
- 40. Property: The proposals can be provided within the existing highway boundary.
- 41. IT: No implications.

# Other Implications

- 42. Legal: None.
- 43. Human Rights: None.
- 44. Communications: The Communications Project Manager for Transport for Norwich schemes will manage publicity and enquiries.

#### Section 17 - Crime and Disorder Act

45. The scheme will be designed to ensure there are no negative effects on crime and disorder and will include adequate lighting levels along the route.

# **Risk Implications / Assessment**

- 46. A risk assessment has been undertaken for development of the NATS Implementation Plan (TfN). The key risks for delivering this are around funding, timescales and planning. These risks are being managed through active project management and ongoing engagement with stakeholders.
- A risk register is being maintained as part of the technical design and construction delivery processes.

# **Integrated impact assessment**



Report author to complete	
Committee:	Norwich Highways Agency Committee
Committee date:	21 September 2017
Director / Head of service	Head of City Development Services and Executive Director of Community and Environmental Services
Report subject:	Transport for Norwich – Queens Road/Brazengate
Date assessed:	August 2017
Description:	To seek approval to implement the proposed scheme

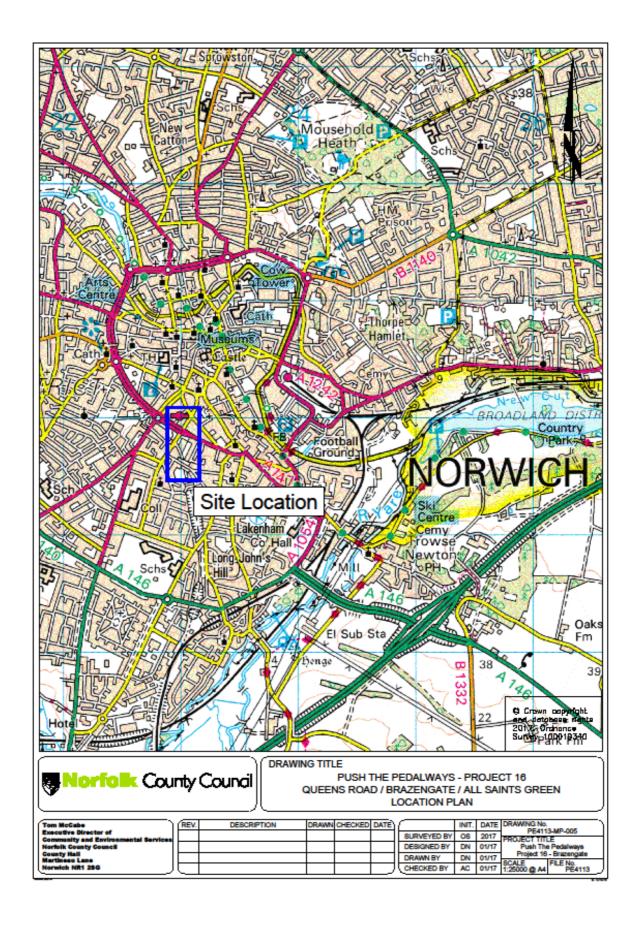
	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)				
Other departments and services e.g. office facilities, customer contact				
ICT services				
Economic development				The scheme will improve access to areas of employment, education and leisure and promote cycle use to help reduce congestion which aids the flow of people and goods/services on the road network.
Financial inclusion	$\boxtimes$			
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	$\boxtimes$			The enhanced crossing facilities on the ring road and on Brazengate will provide additional safeguards over the existing situation.
S17 crime and disorder act 1998				The lighting levels along the route will be appropriate.
Human Rights Act 1998				

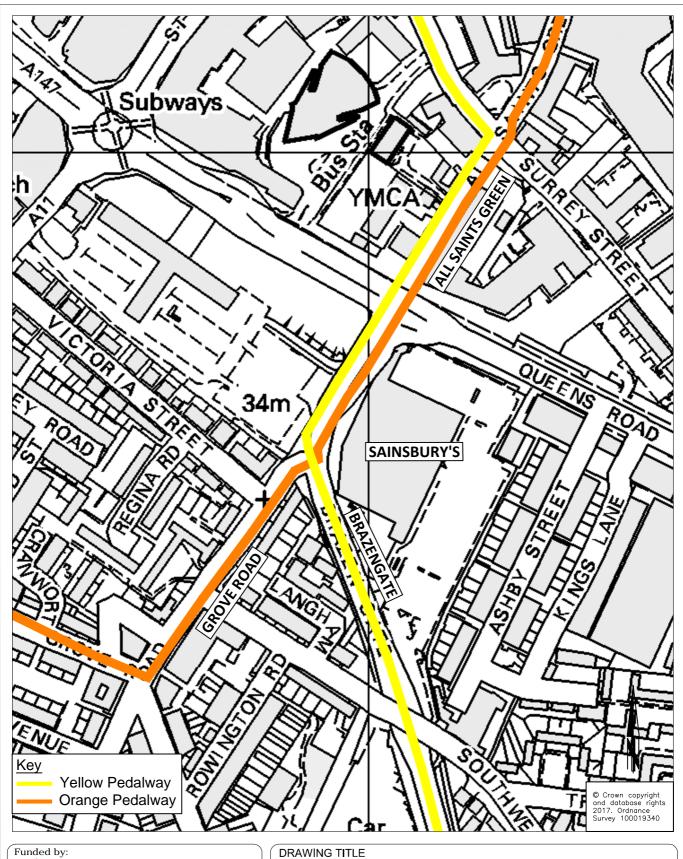
		Impact		
Health and well being		$\boxtimes$		The scheme seeks to contribute to a reduction in congestion and an improvement in air quality by encouraging cycle use. Pedestrians will benefit from improved crossing facilities at the Queens Road junction with Brazengate and All Saints Green. A new zebra crossing will be provided on Brazengate, south of the Grove Road.
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	$\boxtimes$			
Eliminating discrimination & harassment	$\boxtimes$			
Advancing equality of opportunity				
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation				The proposed changes will promote cycle useage and support a reduction in congestion which will allow goods and services to move more freely on the network.
Natural and built environment				The removal of traffic signals at the All Saints Green/Surrey Street junction will remove street clutter and help to enhance the built environment. Proposed planting by the Grove Road junction with Brazengate will enhance the natural environment.

	Impact			
Waste minimisation & resource use	$\boxtimes$			
Pollution				The scheme contributes to the corporate priority of 'a safe, clean and low carbon city' by seeking to reduce congestion and improve air quality.
Sustainable procurement				
Energy and climate change				The scheme contributes to the corporate priority 'a safe, clean and low carbon city' by encouraging cycle use, reducing car use and CO2 emissions. Removal of traffic signals helps to reduce electricity usage.
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(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
(Please add an 'x' as appropriate)  Risk management	Neutral	Positive	Negative	Comments
	-	Positive	Negative	Comments
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Risk management		Positive	Negative	Comments
Risk management  Recommendations from impact ass		Positive	Negative	Comments
Risk management  Recommendations from impact ass  Positive		Positive	Negative	Comments

Neutral	
No further comments.	
Issues	
No further comments.	

# Appendix 1 – Site Location Plan









NEWANGLA
Local Enterprise Partnership

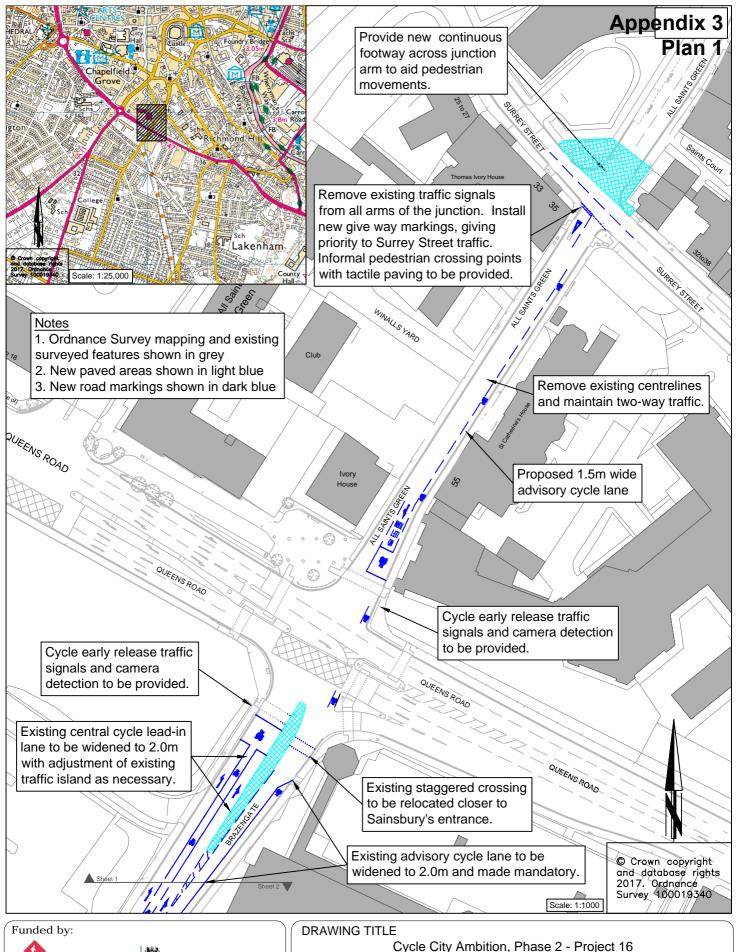
PUSH THE PEDALWAYS - PROJECT 16 QUEENS ROAD / BRAZENGATE / ALL SAINTS GREEN PEDALWAY PLAN

Tom McCabe
Executive Director of
Community and Environmental Services
Norfolk County Council
County Hall
Martineau Lane
Norwich NR1 2SG

REV.	DESCRIPTION	CHECKED	DATE
Α	Removal of blue Pedalway	AC	01/17

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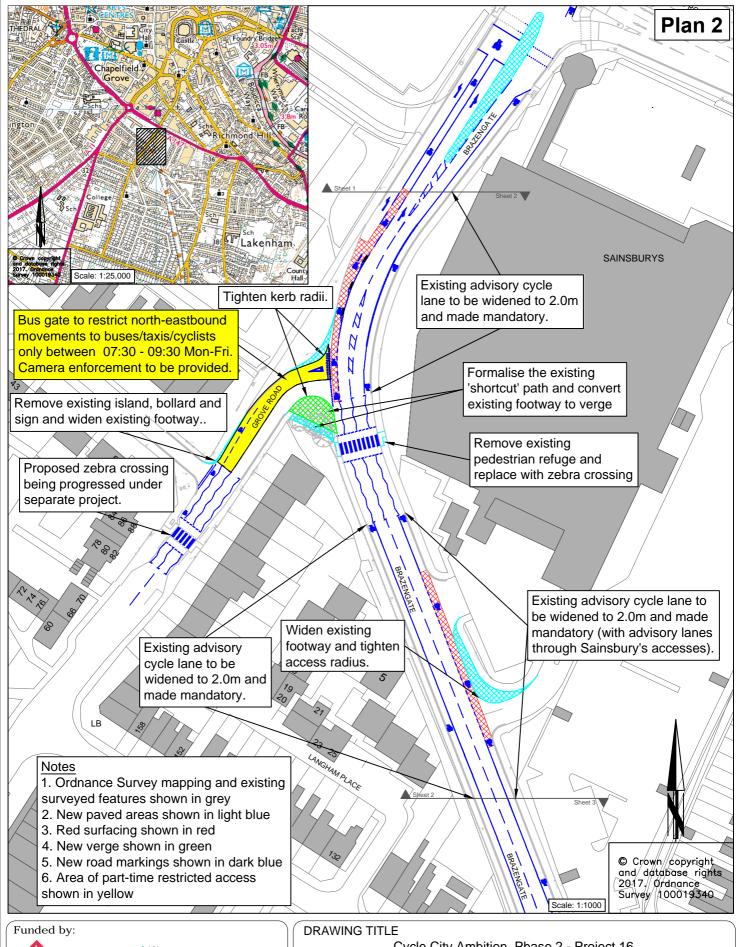
Cycle City Ambition, Phase 2 - Project 16
Brazengate to All Saints Green - Cycling Improvements
Consultation Plan - Sheet 1 of 3

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Executive Director of
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Norfolk County Council
County Hall
Martineau Lane
Norwich NR1 2SC

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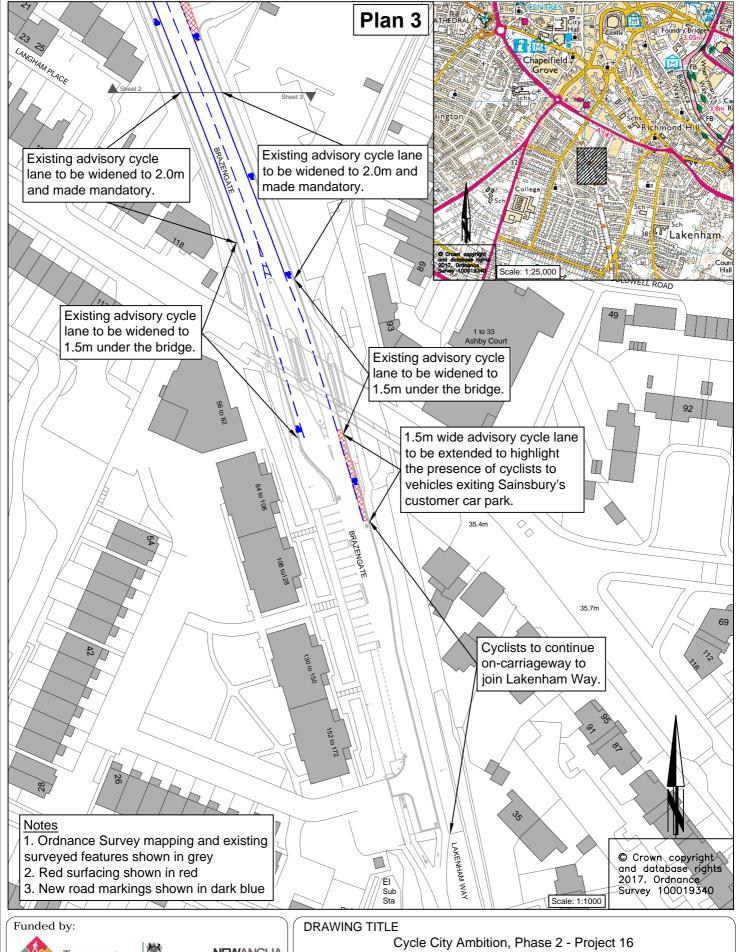


Cycle City Ambition, Phase 2 - Project 16
Brazengate to All Saints Green - Cycling Improvements
Consultation Plan - Sheet 2 of 3

Tom McCabe
Executive Director of
Community and Environmental Services
Norfolk County Council
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Cycle City Ambition, Phase 2 - Project 16
Brazengate to All Saints Green - Cycling Improvements
Consultation Plan - Sheet 3 of 3

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	Executive Director of
	Community and Environmental Services
	Norfolk County Council
	County Hall
	Martineau Lane
l	Norwich NR1 2SG

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