

**Report to** Norwich highways agency committee

**Item**

24 July 2014

**Report of** Head of city development services

10

**Subject** Push the Pedalways - Magdalen Street and Cowgate cycle contra-flow

### **Purpose**

To consider the results of the consultation on the proposals for contra-flow cycling on sections of Magdalen Street and Cowgate, and to agree that those proposals should be implemented.

### **Recommendations**

That the committee:

- (1) notes the results of the consultation on the proposals to introduce contra flow cycling on Magdalen Street between Edward Street and Bull Close Road and on Cowgate between Magdalen Street and Peacock Street.
- (2) asks the head of city development services to progress statutory procedures associated with implementing the legal orders and notices that are associated with the scheme as shown on Drawings 301739 CA11 PE4080 PRE-02b & 03b – and plan PL/TR/4142/224.2 & 3, which will have the effect of ;
  - (a) banning the right turn from Magdalen Street into Bull Close Road
  - (b) introducing a mandatory southbound cycle lane on Magdalen Street between Bull Close Road and Edward Street and an advisory westbound cycle lane on Cowgate between Peacock Street and Magdalen Street
  - (c) Amending the position of the parking and loading bays on Magdalen Street and the disabled bay on Cowgate
  - (d) Removing the signalled crossing on Magdalen Street by Magdalen Close.

### **Financial consequences**

The budget estimate for the scheme is £250,000. Funding is available from the following sources; £135,000 cycle city ambition grant, £32,000 local transport plan funding, £90,000 City S106 funding and £4,000 Clinical commissioning group funding (Total £261,000)

## **Corporate objective / Service plan priority**

The scheme helps to meet the corporate priority 'A safe and clean city' and the service plan priority to implement the Local Transport Plan.

**Wards:** Mancroft & Sewell

**Cabinet member:** Cllr Stonard – Environment, development and transport

## **Contact Officers**

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## **Background documents**

Traffic counts and traffic modelling data

Drawings 301739 CA11 PE4080 PRE-02a&b and 03a&b –

Consultation material available online at  
<http://www.norwich.gov.uk/TransportAndStreets/Transport/Cycling/Pages/MagdalenStreetConsultation.aspx>

Consultation responses

## **Background**

1. At the NHAC meeting on 20 March the committee agreed in principle the proposals that enabled contra-flow cycling on parts of Magdalen Street and Cowgate, as part of the Push the Pedalways programme. It was agreed that public consultation should be carried out on the proposals and the necessary traffic regulation orders be advertised.
2. The agreed measures are shown on the plans attached as appendix 1a, b and c. These can be summarised as;
  - (a) Reduce the 2 lane north bound approach on Magdalen Street to the Magdalen Gates junction to 1 lane and ban the right turn from Magdalen Street into Bull Close Road;
  - (b) Redesign the Magdalen Gates signal junction to cater for the additional cycle movements. Provide a southbound mandatory cycle lane on Magdalen Street between Bull Close Road and Edward Street using existing carriageway, amending kerb lines where necessary to achieve a average width for that lane of 1.5m;
  - (c) Amend the position of the parking and loading bays on Magdalen Street to accommodate the contra-flow cycle lane;
  - (d) Remove the signalled crossing on Magdalen Street by Magdalen Close, retaining the existing speed table as an informal crossing point;
  - (e) Modify the traffic signals at the Magdalen Street junction with Edward Street and Cowgate to accommodate the cycle contra-flows on Magdalen Street and Cowgate and provide low level traffic signals;
  - (f) Provide a westbound advisory cycle lane on Cowgate between Peacock Street and Magdalen Street;
  - (g) Carry out de-cluttering in the street to remove all redundant street furniture, such as guard railing and unnecessary street signs.

## **Consultation**

3. Public consultation was carried in between 2 and 23 June 2014. 1472 letters were sent to all local residents and businesses informing them of the proposals and inviting them to comment. Plans were on display in the café at Epic studios, as well as being available to view on request at City Hall. The required traffic regulation orders were advertised in the local press on 2 June, and street notices were placed Magdalen Street and Cowgate. The public were invited to email or write in with their comments, suggestions or objections.
4. The consultation prompted 43 responses. These are summarised in the table attached as appendix 2, along with an officer response to each issue raised. 32 out of the 43 respondents (74%) welcomed the proposals.
5. Of those that opposed the scheme or expressed reservations the main issues raised was the attitude of cyclists and the belief that they ignore the Highway Code and have no respect for pedestrians; the possibility of rat running traffic in residential streets and the need for cycle improvements

on Magdalen Road. These have been addressed in the officer comments in Appendix 2.

6. A site visit was held between officers and members of the Norfolk and Norwich Association for the Blind, whose head office is located close by in Magpie Road, to discuss the overall scheme and particularly the proposal to remove the existing signalled crossing by Magdalen Close. A copy of their response is attached as appendix 3.
7. While the NNAB would like to see the existing signalled crossing retained they understand that given the current usage it is not a practical or cost effective option for this scheme. They comment that with the introduction of the contra flow cycle lane there may be more need for a signalled crossing here, however the potential numbers involved will still not be high enough to justify a signalled crossing facility at this location.
8. Issues such as the position of the guard railing and the use of tactile paving can be accommodated through the detailed design process. At the same time improvements to the signalled crossings at the Cowgate junction will also be investigated, however a full pedestrian phase on each arm of the junction is not achievable within the scope of this project, as it would involve the complete remodelling of the signalled junction. This suggestion will be considered as part of any future work at the junction.

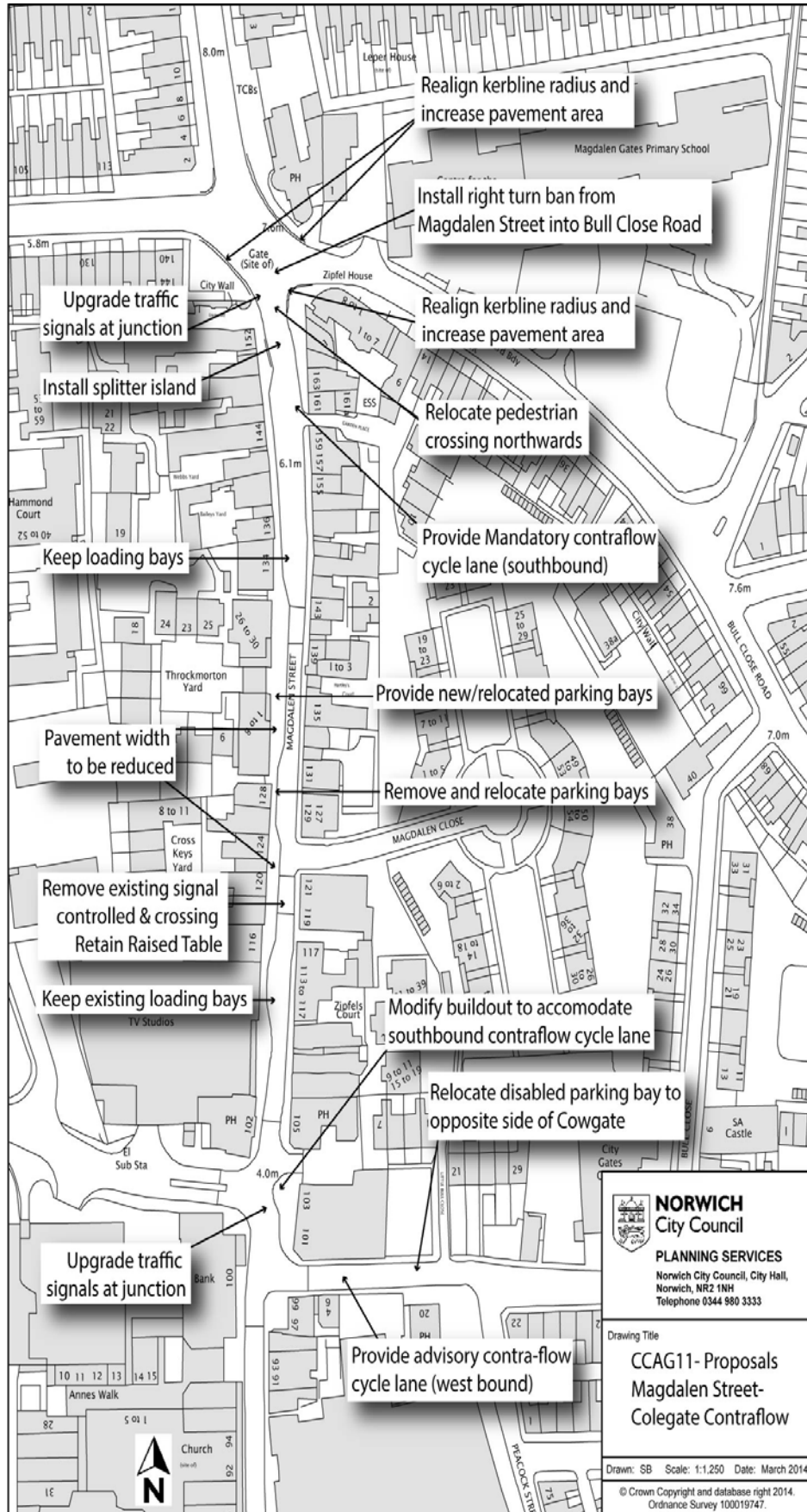
## **Conclusions**

9. The proposals have been positively received by the public and it is therefore proposed that the traffic regulation orders are implemented as advertised. There are a number of detailed elements of the proposals such as how to position cyclist on Magdalen Road so that they can safely access the contra-flow cycle lane, the design of tactile paving and the position of guard-railing that will be resolved during the detailed design stage

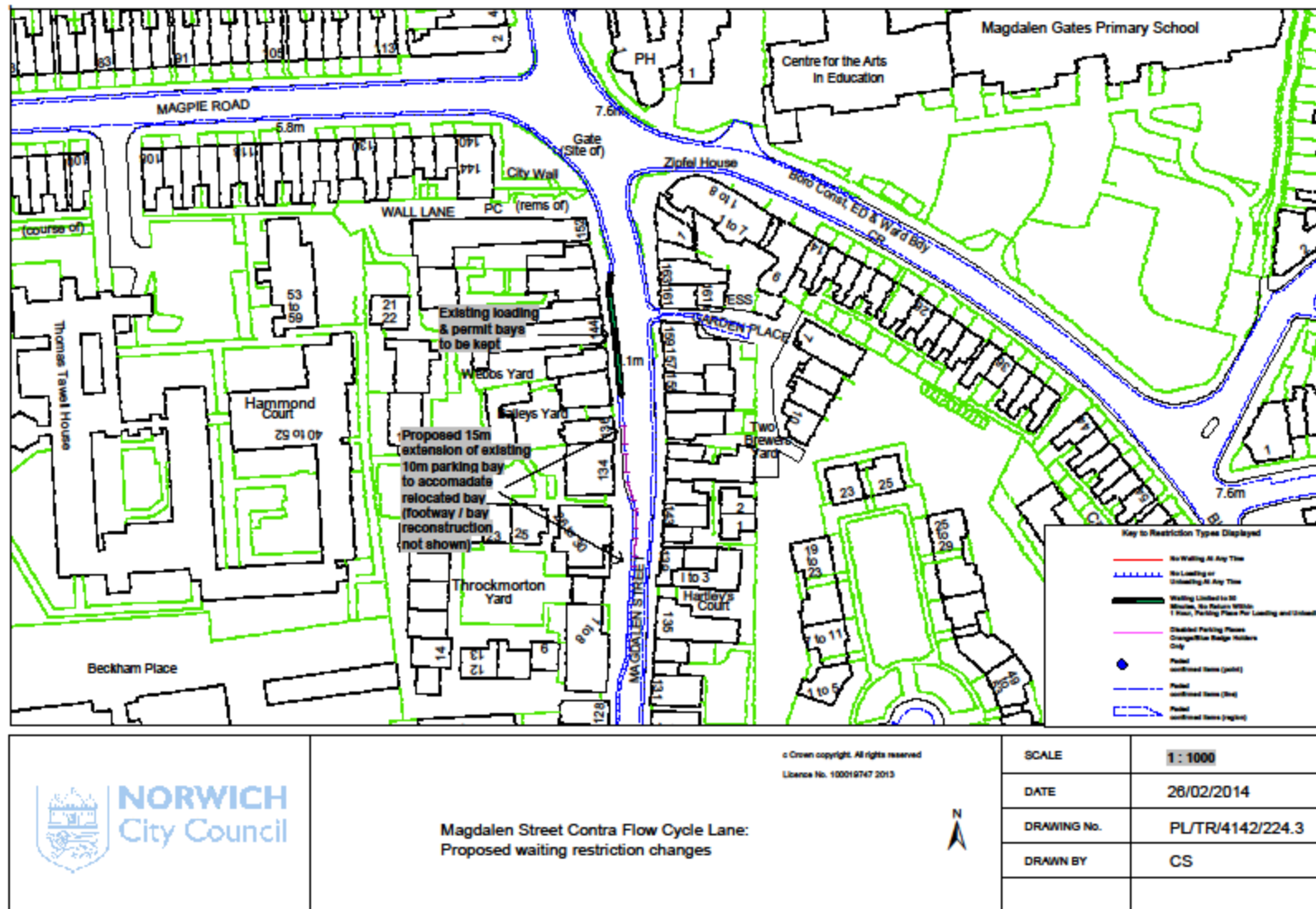
## **Implementation**

10. Should this scheme be approved for implementation then work will be completed by September 2015. The exact dates will need to be co-ordinated with other works in the area, including the Push the Pedalways scheme in Tombland and Palace Street.

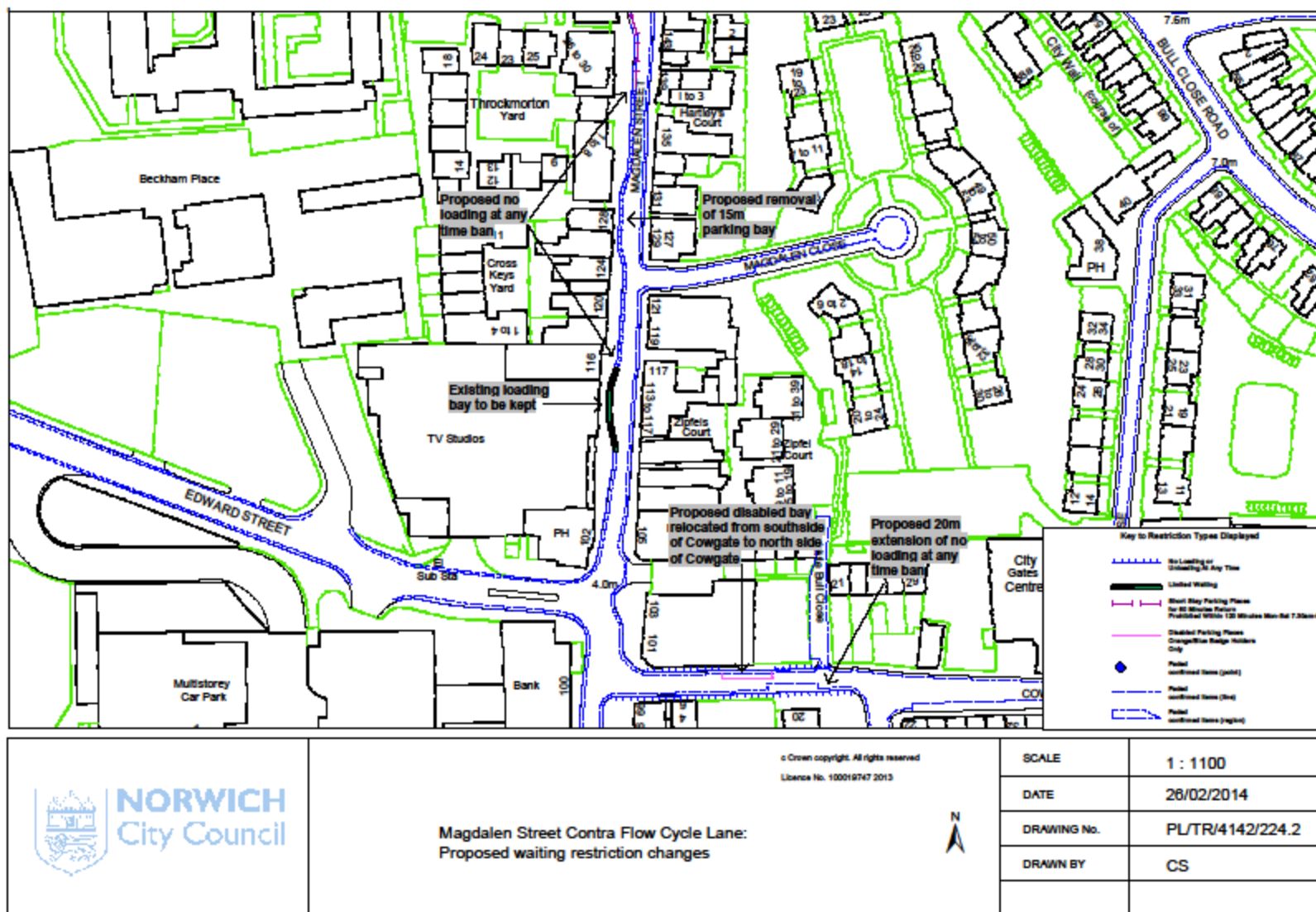
## Appendix 1a



# Appendix 1b



## Appendix 1c



## Appendix 2

<b>Respondent</b>	<b>Comments made</b>	<b>Officer response</b>
Mr BW	Support the proposals. Can the Magdalen Road approach to the junction also be improved for cyclists too?	Improvements are needed for the cyclists on this approach to the junction, however this is beyond the scope of this project and will be considered in the future when the blue pedalway is implemented. The question of how cyclists will position themselves on Magdalen Road to enter the contra flow cycle lane will be addressed as part of the detailed design for this scheme.
Ms NDP – local resident & cyclist	It is a brilliant idea.	Welcome the support.
Mr JR – local resident & cyclist	Great idea. Can buses and HGVs be prevented from using narrow section of Magdalen Street.	Welcome the support. Magdalen Street is the main bus route out of the city to the north and banning buses from this section would not be practical.
Ms RB	Fed up with cyclists riding on pavements. The scheme is not needed, there should simply be much stricter enforcement of cyclists riding on the pavement. The rights of pedestrians should be respected more.	This scheme will strongly encourage cyclists not to ride on the pavement in this area. The resources are not available to carry out widespread enforcement.
Ms DB - Cyclist	Proposals are very welcome. Don't allow delivery vehicles to block the cycle lane. Can the 20mph speed limit be enforced with a camera.	Welcome the support. The cycle lane will have a no waiting, no loading at any time restriction in it, delivery vehicles will have to use the loading bays. At the current time 20mph cannot be enforced with cameras, the scheme is designed so that the 20mph limit should be self-enforcing.



## Appendix 2

<b>Respondent</b>	<b>Comments made</b>	<b>Officer response</b>
Mr LG – local resident	Opposes the scheme. Cyclists do not obey the rules of the road and banning the right turn from Magdalen Street into Bull Close Road will divert traffic through the narrow terraced streets such as Marlborough Road and Beaconsfield Road.	The volume of vehicles making the right turn is low, and it is anticipated that the majority will turn down Colegate instead to access Bull Close Road. The number of vehicles diverting into the terraced streets is expected to be minimal.
Ms LP & Mr PT – local residents	It is a great idea.	Welcome the support.
Ms VM – local resident	Support the proposals which are not before time.	Welcome the support.
Mr BF	Opposes the scheme and asks that the NNAB are consulted.	The NNAB have been consulted; see main body of the report.
Ms AW – potential cyclist	Great idea, stopped cycling a while ago but will consider taking it up again if there are better facilities.	Welcome the support.
Mr JR	Could a similar scheme be proposed for St Augustine's Street.	There are no plans for this at the current time.
Mr ED – Manager of local business	Proposals are warmly welcomed.	Welcome the support.
Mr JP – cyclist	Delighted with the proposal.	Welcome the support.
Mr FA – local tour operator	Coaches should be exempted from the right turn ban from Magdalen Street into Bull Close Road. Cyclists should be banned from the road as they ignore the rules of the road.	It is not possible to exempt coaches from the banned right turn as this would compromise safety and capacity at the junction.
Mr PBL	Wholeheartedly support the proposals.	Welcome the support.

## Appendix 2

<b>Respondent</b>	<b>Comments made</b>	<b>Officer response</b>
Ms CC – local residents	Welcomes the proposals, but concerned about increased rat running in the Marlborough Road area.	Welcome the support. The volume of vehicles making the right turn is low, and it is anticipated that the majority will turn down Colegate instead to access Bull Close Road. The number of vehicles diverting into the terraced streets to the north of Magpie Road is expected to be minimal.
Ms SC & Ms JC	Welcomes the scheme. More should be done across the city to stop cycling on the pavement	Welcome the support. The issue of cycling on the pavement is a city wide one and the police do not have the resources to effectively enforce it.
Mr MW – cyclist	Strongly welcomes the proposals which will restore a route that has been severed for 40 years.	Welcome the support.
Mr MW – cycle trainer	Strongly welcomes the proposals, which are an improvement on the existing substandard route along Edward Street.	Welcome the support.
Ms HM	Proposals are an intelligent and thoughtful solution to the problems in Magdalen Street.	Welcome the support.
Mr IC – cyclist	Fully supports the pink pedalway project. Comments on the details of the scheme – guard railing should be moved to the edge of the pavements, a safe route needs to be found for cyclists going straight on from Magdalen Road to Magdalen Street, why is the raised table being removed?	Welcome the support. Much of the guard-railing is being removed, what is left has to be located 450mm from the kerb edge to avoid being hit by wing mirrors from passing vehicles. The straight ahead movement from Magdalen Road to Magdalen Street will be considered as part of the detailed design phase for the Magdalen Street junction. The raised table is being removed as all kerb lines in the area are being realigned, and with the narrower carriageway for vehicles a table is no longer required.

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<b>Respondent</b>	<b>Comments made</b>	<b>Officer response</b>
Mr TP – cyclist	These changes will make a commute to and from the north of the city much better, quicker and safer for cyclists.	Welcome the support.
Ms IC – local resident & cyclist	Proposals will improve cycling.	Welcome the support.
Mr TC - cyclist	Agrees with the proposals.	Welcome the support.
Mr SC - cyclist	Broadly supports the proposals.	Welcome the support.
Mr MR – cyclist	Wholeheartedly support, makes cycling easier.	Welcome the support.
Ms TP - cyclist	Supports the proposals.	Welcome the support.
MR TJ - cyclist	Feels strongly that the proposals should be supported.	Welcome the support.
Ms SW- cyclist	In agreement with the proposals.	Welcome the support.
Mr JA – cyclist	The Magdalen Road approach to the junction needs improving, the guard-railing on the crossing by Golden Dog Lane should be taken down as the footpath is narrow, northbound traffic should be diverted onto Cowgate or Edward Street instead. On street parking should be removed from Sprowston Road and Magdalen Street. The pavement on the east side under the flyover should be moved behind the pillars.	Improvements are needed for the cyclists on this approach to the junction, however this is beyond the scope of this project and will be considered in the future when the blue pedalway is implemented. The question of how cyclists will position themselves on Magdalen Road to enter the contra flow cycle lane will be addressed as part of the detailed design for this scheme. While the other issues raised may be valid they are beyond the scope of this project and cannot be addressed at this time.
Ms VG	The proposals will go a long way to solving the problems faced by cyclists.	Welcome the support.
Mr JH – cyclist	Fully support the proposals which will improve journeys and safety for cycling between the north and the city centre.	Welcome the support.

## Appendix 2

<b>Respondent</b>	<b>Comments made</b>	<b>Officer response</b>
Ms PM – cyclist	Improvements will make my journeys quicker and safer.	Welcome the support.
Cllr Richard Bearman	Strongly supports the south bound contraflow on Magdalen Street and the short contra flow lane on Cowgate. Cycling on the pavement should be discouraged and policed effectively.	Welcome the support. The pedalway schemes are designed to discourage cycling on the pavement unless shared use facilities are being promoted in areas where there is sufficient space and segregation is not possible. Enforcement is the responsibility of Norfolk Constabulary.
Mr DF – pedestrian	The proposals do not look radical and should not be too difficult for the blind, deaf and elderly to cope with. It should help deal with the problem of cyclists whizzing down the pavement.	The proposals are designed to improve the situation for pedestrians as well as cyclists.
Norwich cycling campaign	Fully support the proposals with a number of queries on the design <ul style="list-style-type: none"> <li>• ASL is needed on Magdalen Road</li> <li>• Parking &amp; Loading bays need to be made wide where possible</li> <li>• Distance of ASL on Magdalen Street from junction</li> <li>• Right turning cyclists from Magpie Road</li> <li>• Demarcation of contra-flow cycle lane on Cowgate.</li> </ul>	Welcome the support. The detailed design of the Magdalen Gates junction is yet to be completed and these issues will be addressed as part of that design.
Mr PO	Supports the scheme and believes more should be done to promote cycling.	Welcome the support.
Mr MH – Local resident	Supports the proposals.	Welcome the support.

## Appendix 2

Respondent	Comments made	Officer response
Ms GW	<p>Has a number of concerns;</p> <ul style="list-style-type: none"> <li>• where the banned right turn traffic will go,</li> <li>• northbound cyclists will continue to ride on the footpath</li> <li>• pedestrians will find it difficult to cross the road with a contra flow cycle lane</li> <li>• believes the law should be enforced, not the layout changed</li> </ul>	<p>The volume of vehicles making the right turn is low, and it is anticipated that the majority will turn down Colegate instead to access Bull Close Road. The number of vehicles diverting into the terraced streets north of Magpie Road is expected to be minimal.</p> <p>The volumes of both traffic and cyclists on this section of Magdalen Street are not high and pedestrians will still be able to cross the road safely and easily.</p> <p>The difficulty resourcing the enforcement is one of the reasons for creating a scheme that will design out the problem.</p>
MS LB	Cyclists should not use the pavements and more should be done to enforce this.	The difficulty resourcing the enforcement is one of the reasons for creating a scheme that will design out the problem.
Ms RH & Mr MW – Local residents & cyclists	Generally it looks like a great plan, however concerned about the lack of advanced stop line on Magdalen Road and the loss of guard-railing at the exit of Anglia Square opposite Roys.	Welcome the support. The markings for cyclists on Magdalen Road will be considered at detailed design stage. The pavements in the area of Anglia Square are very narrow and the removal of the guard-railing will allow pedestrians to move around more easily.

## Appendix 2

Respondent	Comments made	Officer response
Ms KW - local business owner	<p>Strongly opposes the scheme. Does not believe the cyclists will make use of the contra flow facility and will continue to use the footpath.</p> <p>Is concerned that the disruption caused by the construction threatens the viability of her business.</p> <p>Believes there needs to be more enforcement of current laws and regulations.</p> <p>Would like the loading bay changed to a parking bay.</p>	<p>At the present time cyclists are faced with a choice of a long detour to head south into the city or riding on the footpath, we firmly believe that given the choice of a contra flow cycle lane and a narrow footpath full of pedestrians the vast majority, if not all, cyclists will opt for the contra-flow lane.</p> <p>While there will inevitably be some disruption during construction, this will be kept to a minimum and access will be maintained to the businesses at all times.</p> <p>The difficulty resourcing the enforcement is one of the reasons for creating a scheme that will design out the problem.</p> <p>The loading bay is used by a number of businesses in the area. Alternative on and off street parking facilities are available locally.</p>
Mr BB – Local resident	<p>Concerned about vehicle speeds, especially buses and motorcycles and queries if Cowgate will be subject to 20mph restriction. Would like to know how much additional traffic will be using Cowgate to access Bull Close Road when the right turn is banned</p>	<p>Cowgate will become subject to a 20mph speed restriction. 312 vehicles on an average day between 7am and 7pm currently make the right turn, it is estimated that around half of these will use Cowgate instead, equating to 156 extra vehicles a day or average of 13 an hour.</p>

## Appendix 3



### The Norfolk and Norwich Association for the Blind

Please support the local Charity for Blind and Partially Sighted People in Norfolk

Magpie Road  
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[www.nnab.org.uk](http://www.nnab.org.uk)

20<sup>th</sup> June 2014

#### **Push The Pedalways** **Magdalen Street & Cowgate Cycle Contra-flow**

Following on from a meeting held at the NNAB offices with Linda Abel, Senior Transportation Planner, on Wednesday 18<sup>th</sup> June 2014, The Norfolk & Norwich Association for the Blind would like to submit the below points and issues in response to this consultation.

Key to Abbreviations used in the report:  
VIPs = Visually Impaired Person(s)

We endorse the aims of this scheme to remove cyclists from using the pavement on Magdalen Street and the surrounding areas.

We support the improvement of all four crossings at the junction of Magdalen Street with Magpie Road, Bull Close Road and Magdalen Road. It is vital to remember that when upgrading these crossings, and any signalled crossings within the Push The Pedalways Scheme, that a rotating cone is always installed so a VIP knows when it is safe to cross. At present one of the crossings at this junction (no. 2) lacks this function.

We are pleased to learn that the new southbound cycle lane will be on the road instead of the footway and that there will be a differentiation by way of a kerb into the road, as shown by the 'typical street section'. However, whenever there is an absence of a kerb at a raised table it must be re-iterated the importance of a textured surface between the footway and the road so that a VIP, using a mobility cane, can sense where the road starts and not drift into the traffic. We are pleased to learn of the removal of the raised table as noted on the map near building 139, as this has no differentiation between the footway and the road.

We would recommend the use of coloured cycle lanes as we believe this would be a better way to assist drivers to remain in their lane, which in turn would encourage the reduction of driving speeds. Any speed reduction means less traffic noise which assists any VIP walking safely along the street or negotiating any street crossings.

We strongly object to any of the guardrails being removed, as noted on the map by buildings 102 and 105. Guardrails are essential to VIPs, particularly those with mobility canes, as they use them as reference points and guides when navigating their way along the road up to a crossing and to prevent them from drifting into the road at dangerous junctions.

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Also at:

3 North Lynn Business Village, Bergen Way, King's Lynn, Norfolk. PE30 2JG T: 01553 660 808  
14/15 Willmet House, Victoria Arcade, Row 70, Regent Street, Great Yarmouth, Norfolk. NR10 1RR T: 01493 745 973



## Appendix 3



Patron: Her Majesty the Queen

Director: Mr. SJM. Mariner  
Registered Charity No. 207060

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[www.nnab.org.uk](http://www.nnab.org.uk)

We are concerned about the removal of the existing pedestrian crossing, as noted on the map near buildings 120 and 121. If this is removed and replaced by a raised table, we are agreeable to this as long as blister tactile paving and highlighted contrasting materials are installed as noted on the South Section map.

We appreciate that part of the justification in wanting to remove this crossing is due to low usage. However, this is based on current levels of activity with the current one-way traffic system. We anticipate that the need for the crossing will become more important in the future due to the change of the one way traffic flow turning into a contra-flow system. As the ultimate aim of the scheme is to encourage more cyclists to travel into the city Magdalen Street will become harder to cross in the future, particularly for a VIP. VIPs are not able to hear cyclists approaching if there is a lot of background noise from motorised vehicles. Removal of this crossing means that the only safe option to get across to this side of the street for a VIP is to walk all the way to the top of the four way junction (Magpie Road etc) and then walk back on themselves once they have crossed. This substantially increases their journey which can lead to disorientation and additional stress.

Many of our visually impaired residents at Hammond Court use the Gurney Surgery at 101-103 Magdalen Street. Removal of the proposed crossing makes this end of Magdalen Street not safely accessible. Therefore, we propose that should the pedestrian crossing be removed a signalled, or at the very least a zebra, crossing be installed at the corner of Cowgate instead, rather than the current proposal suggestion of raising the carriage way to foot level. As noted above this crossing is dangerous for VIPs with mobility aids unless a tactile surface clearly differentiates the difference between road and pavement. Currently this is not the case.

Our preferred solution for the greatest safety to all pedestrians, not just the visually impaired, to the south section junction would be to create a four way crossing instead. In addition to the current crossings that a third one to be created at Cowgate, and a fourth across Magdalen Street at a suitable location to make the journey to the Gurney Surgery as direct, stress free and as safe as possible.

Should you wish to discuss any of these recommendations further, please contact me on the details listed at the top of this document.

**Signed on behalf of The Norfolk & Norwich Association for the Blind**

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