

Report to Norwich highways agency committee
23 July 2015
Report of Head of city development services
Subject Push the Pedalways programme update

Item

6

Purpose

To update the committee on the progress of the Push the Pedalways phase one programme of cycling infrastructure improvements

Recommendation

To note the content of this report

Corporate and service priorities

The report helps to meet the corporate priority a prosperous city, a safe and clean city and a city of character and culture and the service plan priority to implement the Norwich Area Transport Strategy.

Financial implications

The budget for the Push the Pedalways programme phase one was originally £5.55M. £3.7M of this comes from the Department for Transport's cycle city ambition fund, with local contributions from the County council, the City council, Broadland district council, Norfolk public health, the clinical commissioning group and the UEA. Subsequent to the award of the cycle ambition funding, a further £321k of local contributions were secured increasing the total to £5.87M

As work on the programme has progressed it has been necessary to defer some schemes and move funding between others to ensure that the overall programme is affordable within the funds available. Appendix 1 of the report sets out the current financial position.

Ward/s: All wards

Cabinet member: Councillor Bremner – Environment Sustainable development

Contact officer

Joanne Deverick, Transportation and network manager 01603 212461
Joannedeverick@norwich.gov.uk

Background documents

None

Report

Background

1. In October 2014 this committee received an update report of the progress to date of Push the Pedalways, a £5.87M programme to improve cycling in Norwich and particularly along the line of the pink pedalway from the hospital in the west, along The Avenues, through the city centre, out across Mousehold Heath and on to Salhouse Road in the east. The funding consists of £3.7M of cycle ambition funding from the Department for Transport (DfT) and £2M of local contributions from the city council, county council, Broadland district council, clinical commissioning group, Norfolk public health and the University of East Anglia.
2. The vision for the pedalway project is that it will provide cycling infrastructure that is designed to a very high standard so that people who do not currently feel able to cycle will find it an attractive and safe option for their journeys around the city. All the design proposals have been evaluated against the five criteria of cohesion, directness, safety, comfort and attractiveness. The intention is that along the whole route cyclists will either have separate space from vehicles or share with vehicles travelling less than 20mph. It should especially appeal to women, children and older people who are under-represented in the cycling population.
3. Delivering this vision has presented a number of challenges and since that update report the project has encountered both financial and technical difficulties. The tight timescale for spending the DfT money has been an additional burden. As a result, it has proved necessary to change the scope of some of the elements of the project. This report sets out what has been achieved to date and what revisions to the project have been required.
4. Appendix 1 sets out the latest financial position for the overall programme and constituent projects.
5. Members will be aware that the city council has recently been awarded a further £8.4M of cycle ambition funding to complete the blue and yellow pedalways over the next 3 years. The valuable lessons learned from the pink pedalway will inform the management, design, consultation and construction process with an emphasis on affordability and realistic delivery. A report on the outline proposals for the blue and yellow pedalways will be reported to a future meeting.

Projects

Project 1: Norfolk and Norwich Hospital hub - COMPLETE

6. This is an important destination at the west end of the pink pedalway. Two long shelters have been provided to cover the cycle parking near the outpatients' entrance and new cycle stands have been installed near the inpatient entrances.

Project 2: North Park Avenue zebra - COMPLETE

7. There is a popular access to the UEA campus and the pink pedalway at the junction of North Park Avenue and Bluebell Road. A zebra crossing on a raised table has

been installed across Bluebell Road and the 20mph zone on Bluebell Road has been extended to the south of North Park Avenue.

Project 3: UEA hub - COMPLETE

8. Cycle stands have installed near the Faculty of Education, paid for by the UEA

Project 4: The Avenues – IN PROGRESS, SCHEME REVISED

9. In November this committee agreed that the scheme for The Avenues should include building two 2m wide hybrid cycle tracks between Bluebell Road and Colman Road that have priority over side roads and providing properly surfaced parking spaces with verge protection. At the junction with Colman Road cyclists would have dedicated signals that released them several seconds earlier than vehicles. A 20mph area was proposed for neighbourhood adjacent to The Avenues with traffic calming on George Borrow Road, North Park Avenue and Bluebell Road.
10. Following approval of this scheme, detailed design work was undertaken and this highlighted a number of technical difficulties in providing the hybrid cycle lanes; the need to hand dig around tree roots to avoid damage to the trees added very significantly to the costs of the scheme and even with hand digging no guarantee could be given that the trees would not be damaged and their longevity adversely affected. Additionally the engineers were concerned that within a few years the tree roots would begin to disturb the surface of the track thus creating a maintenance liability.
11. Due to escalating costs, the concerns about the viability of the tress and the long term maintenance implications of the hybrid track the difficult decision was taken to phase the introduction of The Avenues scheme. In early June, work started to implement the improvements to the Colman Road / Avenues junction which are designed to address the long stranding history of cycle accidents at the junction. As part of this first phase of works junction tables are also being introduced along The Avenues at Stannard Road, Lovelace Road, Bluebell Road and George Borrow Road, the latter of which is also a cycle accident cluster site. Full width sinusoidal (cycle friendly) road humps are to be provided along The Avenues to effectively restrict vehicle speeds to 20mph and advisory cycle lanes will be painted on the carriageway. Traffic calming will also be provided in George Borrow Road, to address the long standing concerns about vehicle speeds.
12. Currently the detailed design for the verge works and parking areas are being revised to take account of the removal of the hybrid cycle track. These will be implemented as a second phase to The Avenues scheme.
13. While it is acknowledged that this revised scheme does not deliver the same improvements for cyclists as the hybrid cycle tracks, cyclists will still enjoy the most significant benefits, i.e. from the improved safety at junctions, on carriageway cycle lanes, retention of the off-carriageway cycle track with improved crossings over side roads and the reduced vehicle speeds.

Project 5: Earlham Road (Gypsy Lane to Christchurch Road) – DEFERRED

14. This project on the green pedalway was cancelled in order to ensure there was sufficient money to undertake the Tombland and Palace Street project to the necessary standard. This scheme will be revisited when funding for the green pedalway is available.

Project 6: Adelaide Street – DEFERRED

15. The orange pedalway runs along Adelaide Street but cyclists must dismount at the doctor's surgery. A connection across the surgery car park was planned, but agreement could not be reached on the necessary amendments to their car park. This scheme will be revisited when funding for the orange pedalway is available.

Project 7: Earlham Road (Alexandra Road to Park Lane) - COMPLETED

16. The zebra crossing on Earlham Road has been put on a raised table to make it safer by slowing traffic on Earlham Road. This helps pedestrians and cyclists on the orange pedalway as they head towards the connection with the pink pedalway at the junction with Avenue Road.

Project 8: Park Lane to Vauxhall Street – TO BE IMPLEMENTED WITH MINOR AMENDMENTS

17. In November this committee agreed not to proceed with the implementation of road closures on Avenue Road and Park Lane due to opposition from local residents. Instead a scheme was approved that included the following;
- The replacement of the signalled crossing on Unthank Road by Essex Street with a zebra crossing on Unthank Road between Essex Street and Park Lane, with the 2 junctions and crossing on a speed table.
 - Replacement of speed cushions on Avenue Road with sinusoidal full width humps
 - Junction tables on the entrances to Swansea Road, Cardiff Road and Pembroke Road from Avenue Road.
 - Contraflow cycling permitted in Essex Street and Rupert Street
 - The creation of cycle streets in Avenue Road and Essex Street.
 - Amendments to waiting restrictions in the area
18. The cycle street concept was a new idea suggested by the DfT, however none of the other cycle ambition cities looked to make use of this measure and discussions with the DfT on how these may be implemented have stalled. It will therefore not be possible to introduce these elements as part of the pedalway project. Additionally following the detailed design works the scheme has come in over budget and therefore it will not be possible to provide the junction tables on Swansea Road, Cardiff Road and Pembroke Road, which have the least benefits for cyclists.
19. The work to implement this scheme is programmed to start on 8 August and will take 3 weeks to complete, with the most disruptive work on Unthank Road being completed in the first week.

Project 9: Vauxhall Street to Bethel Street - COMPLETE

20. This project is connected to the Chapel Field North project. It included the reconstructing the toucan crossing over Chapel Field Road at the end of Vauxhall Street to provide more room for cyclists to ride separately from pedestrians, more space on the shared use path around the edge of the Grapes Hill roundabout, new entrances and path in Chapelfield Gardens and the transformation of Little Bethel Street into a traffic free cycle street.
21. In order to complete the scheme to a high standard more cycle ambition funding than originally anticipated was allocated to this project; in particular to provide greater width to the shared use provision alongside Chapelfield Gardens at the Grapes Hill roundabout.

Project 10: Market hub - COMPLETE

22. New cycle stands have been installed next to the Guildhall near the taxi rank and in Malthouse Road by Marks and Spencer. The cycle store under City Hall has been refurbished.

Project 11: Magdalen Street and Cowgate contraflow - COMPLETE

23. The scheme provided for contraflow cycling on the northern section of Magdalen Street between Bull Close and Cowgate and on Cowgate between Magdalen Road and Peacock Street. It has proved popular with cyclists and has been generally well received by the local community, with the traders now promoting Magdalen Street as a cycle friendly street. Unforeseen difficulties in the construction have resulted in an overspend on this project, however, which has necessitated changes to other projects.

Project 12: St Andrews Plain hub - COMPLETE

24. Extra cycle stands have been installed in St Andrews Plain.

Project 13: Tombland and Palace Street – IN PROGRESS, WITH AMENDMENTS

25. Following a lengthy debate and extended consultation with stakeholders the scheme for Tombland and Palace Street was agreed by this committee in January 2015. The scheme consists of
 - The removal of the roundabout and traffic island on Tombland
 - The narrowing of the carriageway on Tombland,
 - Widened footpaths on the western side of Tombland
 - Widened footpaths and a cycle path on the eastern side of Tombland
 - The removal of the signalled crossing by the Erpingham Gate and the provision of an informal courtesy crossing on a raised table.
 - The provision of pedestrian and cycle signalled crossing facilities at the junction of Princes Street
 - Narrowing of the carriageway on Palace Street to 5m and a widened shared use footpath cycle way on the southern side of Palace Street with build-outs and informal crossing points

26. Following approval being given to the scheme, a more detailed analysis showed that the plans were incompatible with the Salhouse Road Bus Rapid Transit (BRT) route.. A re-evaluation of the options for Palace Street was therefore carried out and it was decided to implement the proposals that were included in the original bid to the DfT for the cycle ambition funding which was to implement a no waiting at any time restriction along the length of Palace Street (which this committee had agreed) and paint 1.5m wide on carriageway advisory cycle lanes on both sides of the road. This leaves a 4 – 4.5m wide running lane for vehicles which is wide enough for 2 cars to pass, but larger vehicles will need to overrun the cycle lane. Experience elsewhere in the country suggests that this approach is suitable for the volume and make up of traffic that currently uses Palace Street. This is intended to be an interim solution until the BRT works on the Salhouse corridor come forward and an alternative solution for cyclists will be required.
27. Implementation of this scheme started in mid-May and will run through until the Autumn

Project 14: Gilders Way to Cannell Green - COMPLETE

28. The pedestrian refuge on Barrack Street between the junctions with Gilders Way and St James Close has being enlarged so that it can be used by cyclists connecting to the pink pedalway on Gilders Way from St James Close. It is intended that when the St James Place development is completed a better signal controlled crossing for cyclists and pedestrians will be provided on Barrack Street to the west of the junction with St James Place.

Project 15: Cannell Green to Valley Drive – PART COMPLETED, SOME REVISIONS REQUIRED

29. A raised table has been constructed on Gurney Road near the junction with Britannia Road to support an extension of the 20mph limit on Gurney Road. The 20mph zone also includes Britannia Road and Vincent Road. The path alongside Gurney Road between Britannia Road and Mousehold Avenue has been widened so that it can be shared by cyclists and pedestrians. Motion sensitive lighting has been installed along Valley Drive.
30. Following public consultation and the granting of planning permission it was intended to build a new ramp and path across the open space and Mousehold Heath from St James Close on the alignment of the historic Dragoon Street connecting to Gurney Road near the Rangers House. However during detailed design it became apparent that the accommodation works needed to provide the ramp were significantly more expensive than budgeted for and the scheme was unaffordable. A revised design for a shorter route between the northern most point of Heathgate and the Rangers House is now being progressed and it is anticipated that work will start on this in the late summer.

Project 16: St Williams Way - DEFERRED

31. Improvements for cyclists were planned at the Thunder Lane / St Williams Way signalled junction along with measures to improve and extend the on carriageway cycle lanes. However this is on the green pedalway, not the pink, and financial

constraints on the overall programme of schemes has led to this being deferred until funding for the green pedalway is available.

Project 17: Munnings Road to Greenborough Road – COMPLETE

32. New tree-lined and lit cycle and pedestrian paths have been constructed across the Heartsease Towers recreation ground to link Munnings Road to Lishman Road by the most direct route. A raised table has been provided at the junction of Sale Road and Lishman Road. The proposals for a cycle crossing point on Woodside Road and a 20mph speed limit in the Greenborough Road area have been moved to the Salhouse Road project.

Project 18: Salhouse Road – IN PROGRESS

33. A toucan crossing is to be provided on Salhouse Road opposite the end of Hammond Close which will link to an off carriageway cycle track alongside Salhouse Road that will be provided as part of a new development. Additionally a tiger crossing will be provided on Woodside Road between Lishman Road and Greenborough Road. These projects are in Broadland Council's area and therefore not within the jurisdiction of this committee.

Project 19: 20mph areas – PART COMPLETED, PART IN PROGRESS

34. It was planned that 20mph zones were introduced along the length of the pink pedalway and in the residential areas 400m either side of it, with traffic calming installed where necessary. To date 20mph restrictions have been installed in the Gurney Road area, and the work on Project 4 The Avenues will see the completion of the 20mph area in the west of the city.
35. There is a separate report on this agenda that details the results of the consultation on the City Centre and east City (Heartsease) 20mph areas, which recommends some amendments to the proposals. Budget constraints on the Pink Pedalway project may mean that the introduction of some of the city centre measures will need to be done as part of the second phase of the cycle ambition funding, although it is still anticipated that the works will be completed in the current financial year.

Project 20: Cycling in pedestrianized areas - DEFERRED

36. This project was been cancelled early in the programme when it became clear that there was no clear consensus on the extent of cycling that might be permitted nor on consequential changes such as to delivery timings. The broader issue of access for cyclists in the city centre will be looked at as part of the second phase of cycle ambition funding.

Project 21: Directional signage and clutter removal – PART IN PROGRESS, PART DEFERRED

37. It was originally intended that way-finding signs were to be installed across the entire pedalway network to help cyclists find their way to all the destinations on the network. Redundant signs and other street furniture were also to be removed in the vicinity of the new signs. However when putting together the original bid the amount of officer time required to design the way finding network was significantly underestimated, and

it has therefore proved necessary to reduce the scope of the way-finding signs that are provided. Part of the blue pedalway was implemented prior to knowing that funding for this pedalway was to be made available through the second phase of cycle ambition funding. The remaining work will see the pink pedalway signed. In future way-finding will be provided as part of each pedalway as it is implemented making use of the design work that has been funded through this programme.

Project 22: Automatic cycle counters – ONGOING

38. This is the monitoring and evaluation element of the programme. Additional automatic and manual monitoring points have been established to provide good cycle count data to measure changes in cycling activity on the pink pedalway resulting from Push the Pedalways.

Appendix 1 – Budget changes

Ref	Name	Project Status	Original budget £'000's	Actual costs / Revised Forecast £'000's	Change £'000's
1	Norfolk and Norwich Hospital hub	Complete	50	34	-16
2	North Park Avenue - UEA zebra	Complete	70	44	-26
3	UEA Hub	Complete	20	20	0
4	The Avenues	In progress	765	785	20
5	Earlham Rd (Gypsy Lane - Christchurch Rd)	Deferred	495	1	-494
6	Adelaide Street health centre link	Deferred	14	4	-10
7	Alexandra Rd - Park Lane (via Earlham Rd)	Complete	27	28	1
8	Park Lane - Vauxhall Street	In progress	180	214	34
9	Vauxhall Street - Bethel Street	Complete	953	953	0
10	Market hub	Complete	45	55	10
11	Magdalen Street and Cowgate contraflow	Complete	225	415	190
12	St Andrew's Plain hub	Complete	27	15	-12
13	Tombland & Palace Street	In progress	360	974	614
14	Gilders Way - Cannell Green	Complete	36	44	8
15	Heathgate - Valley Drive	In progress	567	617	50
16	Laundry Lane - St Williams Way	Deferred	113	13	-100
17	Munnings Road - Greenborough Road	Complete	86	139	54
18	Salhouse Rd	In progress	365	236	-129
19	20 mph areas	In progress	405	185	-220
20	Simplify cycling & loading in pedestrian areas	Deferred	50	3	-47
21	Directional signage and clutter removal	In progress	203	180	-23
22	Automatic cycle counters	Complete	27	27	0
23	Cycle City Ambition Project Administration	In progress	473	520	47
	Contingency fund*			369	369
	Grand total		5553	5875	321

*Contingency fund is made up of the additional £321K of third party funding that has been secured, and £48k of savings made across the programme as a result of reshaping elements. It is being held to accommodate any cost over runs in schemes already in progress. Any funding not required they will be spent on the 20mph and wayfinding schemes.