

Report to Norwich highways agency committee

Item

24 November 2016

Joint Report of Head of City Development Services and Executive director of community and environmental services

8

Subject Transport for Norwich – Newmarket Road; Eaton slip road to Daniels Road

Purpose

To consider the results of the consultation linked to the proposals for improvements to the existing footpath/cycleway between Daniels Road and the slip road into Eaton Village and to agree to implement the scheme.

Recommendation

1. To approve the changes required to implement the scheme (as shown on plans PE4120-HP-0100-011 to 014, contained in Appendix 2 of the report) , including:
 - a) Improvement of the existing shared use footpath/cycle path between Unthank Road and Daniels Road roundabout by widening, where possible, and re-surfacing with asphalt.
 - b) Provision of a new raised table priority cycle and pedestrian crossing in the Sunningdale side road junction, offset 5.0m into the junction bellmouth.
 - c) Removal of the existing vehicular priority accesses at numbers 164 to 172 and 182 to 186 Newmarket Road, replacing these with dropped vehicular crossing accesses to provide cycle priority at these locations.
 - d) Provision of a continuous footpath across the side road junctions of Branksome Road, Camberley Road and Claremont Road, giving priority to cyclists at these locations.
 - e) Provision of a priority cycle crossing point at Elveden Close.
 - f) Alterations to existing road markings and signage to denote cyclist priority at the side roads.
2. To ask the transportation and network Manager at Norwich City Council to carry out the necessary statutory processes to confirm the following notice:

Propose to install a raised table priority cycle crossing on Sunningdale to assist with traffic calming.

Corporate and service priorities

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

Financial implications

The budget for the scheme is £300,000 to be funded from the Cycle Ambition Grant (total funds £1,100,000 - of which the remaining £800,000 is allocated for stage 2: Daniels Road roundabout to Hanover Road.)

Ward/s: Eaton

Cabinet member: Councillor Bremner – Environment and sustainable development

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Background documents

Consultation returns

Report

Strategic Objectives

1. Norwich and its surrounding area is becoming an increasingly popular area to live, work and visit. It is the number one shopping destination in the Eastern Region and becoming one of the Nation's premier cultural centres. To ensure the Greater Norwich Area continues to be popular and grow, the transport systems need to be able to cope with the increased demand.
2. Norwich is a medieval city with a narrow road system; incorporating a 21st century transport system to cope with the increased demand without sacrificing highway space for a particular transport mode or at the expense of green space and historic buildings is challenging.
3. The Norwich area Transportation Strategy (NATS) now more widely known as Transport for Norwich (TfN), is the adopted strategy which will deliver the transport improvements needed over the next 15 plus years. The strategy recognises everybody's journeys are different and does not look to force people to use one particular mode. It does look to give people viable options on how they choose to travel and actively promote sustainable transport. To do this in some areas of the network there needs to be a re-balance of the highway space available.
4. The Strategy details the plan for future delivery of improvements in order to develop sustainable transport, reduce congestion and improve air quality within the Greater Norwich area. The strategy has already delivered key improvements such as the award winning Norwich Bus Station, St Augustine's Gyrotory, a network of Park & Ride facilities, St Stephens and Chapel Field North and various Bus Rapid Transit (BRT) improvements. It also includes the recently completed Postwick hub and the Northern Distributor Road which is due for completion late 2017.
5. The implementation plan for the Norwich Area Transportation Strategy (NATSIP) was agreed by Norfolk County Council in April 2010 and updated in November 2013 ([see link for updated implementation plan http://www.norfolk.gov.uk/view/NCC158241](http://www.norfolk.gov.uk/view/NCC158241)). The plan sets out the range of transport measures, together with their general intended phasing, for delivery over the short to medium term.
6. The plan has now been updated to take account of what has been delivered since 2010, and to reflect the latest position on future scheme delivery, given progress with implementation, and now that the growth plans for the area are more clear ([see joint core strategy document: http://www.greaternorwichgrowth.org.uk/dmsdocument/1953](http://www.greaternorwichgrowth.org.uk/dmsdocument/1953)).
7. Cycling is on the increase for both recreation and commuting nationally and the area has a thriving cycling community. The implementation of a City wide cycling network (see link to cycle map <http://www.norwich.gov.uk/TransportAndStreets/Transport/Cycling/Documents/CyclingMapFront.pdf>) is a key part of the Transport for Norwich Strategy as by delivering a comprehensive city network this reduces a number of short distance car journeys removing pressure on the network, as well as offering improving quality of life and the health benefits that have been well documented.

8. The Greater Norwich area is one of eight urban areas across the country that has been successful in bidding for Cycle Ambition funding from the Department for Transport to comprehensively improve the quality of cycling infrastructure across the Norwich cycle network a copy of the application documents can be found here <http://www.norwich.gov.uk/TransportAndStreets/Transport/Cycling/Pages/CycleCityAmbitionGrant2015.aspx>.

Background

9. Newmarket Road forms one of the main sections of the Blue pedalway which connects Wymondham, Hethersett and Cringleford to the city centre. The Blue pedalway connects with the orbital purple route in Eaton Village, and all other routes in the City Centre. The A11 / Newmarket Road corridor is also designated a bus rapid transit route.
10. Considerable housing development is planned for Cringleford, Hethersett and Wymondham. The Joint Core Strategy allocated 1,200 homes to Cringleford, 1,000 to Hethersett and 2,200 to Wymondham. This will be combined with employment development around the Norwich Research Park to place pressure on the transport network. Part of the strategy for dealing with this pressure is to try and divert many of the journeys that would otherwise involve a car onto public transport and bicycles
11. There is already a shared footpath/ cycleway on the southern side of Newmarket Road. However, this is routinely interrupted by quiet side junctions which provides priority to a few car drivers over the significant number of cyclists that use the path. In addition, the path is unacceptably narrow in some locations.

Proposals

12. At the September meeting this committee agreed to consult on proposals for improving cycling on the section of Newmarket Road between the Eaton Slip Road and Daniels Road. These proposals included:
 - a) To widen the existing facility to a nominal width of 3.0m, where possible, and to resurface the facility to provide an improved shared use footpath/cycle path
 - b) At the junctions with Branksome Road, Camberley Road and Claremont Road prioritise the footpath cycle way across the junction mouth
 - c) At the Elevedon Road junction offset the prioritised footpath cycle path behind the tree line
 - d) At the Sunningdale junction tighten the junction radii and provide a speed table for pedestrians and cyclists to cross the junction mouth. Vehicular priority remains.

These proposals are shown in Appendix 1

Consultation

13. Consultation started on 3 October 2016 and ran for 4 weeks, finishing on 1 November 2016. This was one week longer than the statutory minimum three week period for traffic regulation order consultation.
14. Details of the consultation were sent out to affected frontages along Newmarket Road and to other relevant stakeholders across the Eaton ward and other outside

organisations. The project also has a dedicated web page www.norfolk.gov.uk/newmarketroad set up to help publicity.

15. There were 11 responders to the consultation proposals. Their responses have been recorded and queries raised answered. Responses relate mainly to the interaction between cyclists and pedestrians and cyclists and motor vehicles, with half of the responses being very specific to the individuals' concerned. Please see Appendix 2 for a full summary of responses and Officers comments.
16. A meeting was held with both the Norwich Cycling campaign and the Norfolk and Norwich Association for the Blind (NNAB) on 01 September 2016, where the scheme proposals were presented. Both parties appeared favourable to the proposals and deemed that they were an improvement on the existing situation, particularly with relation to the widening of the existing shared footpath/cycleway.
17. However, consequent to that meeting, further correspondence was received from the NNAB raising concerns about the proposed junction treatments, and in particular those that provided priority at the junctions to users of the footpath cycleway. A copy of the letter is attached as appendix 3. These treatments are proposed on side junctions that have relatively light traffic flows, and general traffic will be required to yield to users of the footpath/cycleway, with the give way junction markings being set behind the footpath / cycleway. The proposals have been safety audited, and all the junctions provide more than adequate visibility for motorists to see anyone using the route. To maintain the current arrangements, as the NNAB would prefer, would maintain the current arrangements by which cyclists and pedestrians are expected to give way at every side junction, thus substantially reducing the overall benefits of the scheme and making it much less likely that the project would deliver the required increase in cycling that the City Cycling Ambition projects are expected to achieve.
18. A meeting was held with Norwich City College on 20 October 2016. The city college support the proposals and feel these would be of benefit to both students and staff.

Traffic Regulation Orders and notices

19. Legal orders will be required for the raised table crossing on Sunningdale.

Traffic Impacts

20. Traffic management will be required during the works and delays to traffic are likely. It is intended to issue a press release for information closer to the start of construction. Work will be programmed to minimise impact on the road network where possible.

Timescales

21. If members approve the presented scheme, construction would commence in January 2017 and is anticipated to be completed by April 2017.
22. Although the detailed programme of works is yet to be finalised, construction would be carried out using a phased approach, with works progressing along Newmarket Road in sections. This would be managed collectively with city and county council officers working collaboratively with the contractor and street works co-ordinators to mitigate impacts on the local network to avoid key embargo times with common aims to minimise disruption where possible.

Conclusions

23. The proposals represent minor adjustments to an existing cycling facility that will make it more coherent and easier to use. The final sections (the junction with Eaton Road and the part of Newmarket road inside the outer ring road) will be presented to a future meeting.
24. One of the main objectives derived from the TfN strategy is to increase walking and cycling and the strategy follows a mode hierarchy principal where walking, cycling and public transport are, where appropriate, prioritised above use of the car. These proposals form part of that overall package as it provides a priority cycle route into the city centre, promoting the use of sustainable travel methods.
25. Half of the consultation responses were received from residents living on one of the small private access roads and are very specific issues to those respondents. These responses are not related to the wider scheme proposals and as such have not resulted in changes to the scheme proposals.

Resource Implications

26. Finance: The TfN programme forms an integral part of strategic infrastructure as set out in the Joint Core Strategy. The delivery of this works is funded by government grants by way of the City Cycle Ambition programme.
27. Staff: The project will be delivered through joint team working involving both County Council and City Council officers.
28. Property: The proposals can be delivered within the existing highway boundary so there is no requirement for land acquisition.

Other Implications

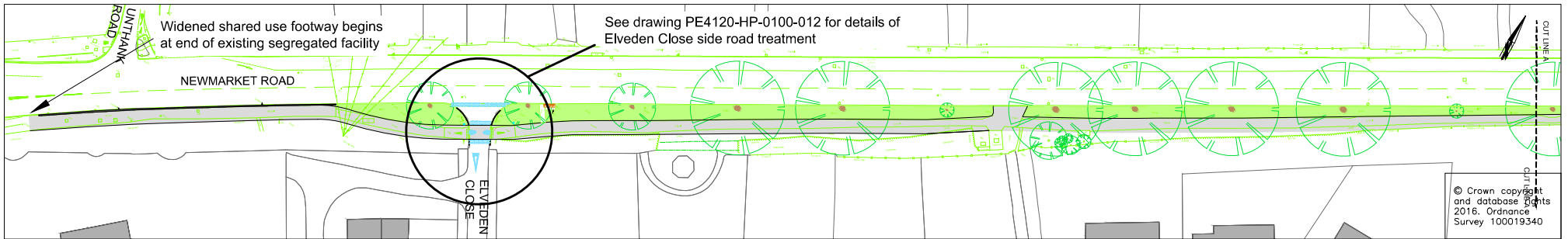
29. Legal Implications: None.
30. Human Rights: None.
31. Communications: The Communications Project Manager for Transport for Norwich schemes will manage publicity and enquiries.

Section 17 – Crime & Disorder Act

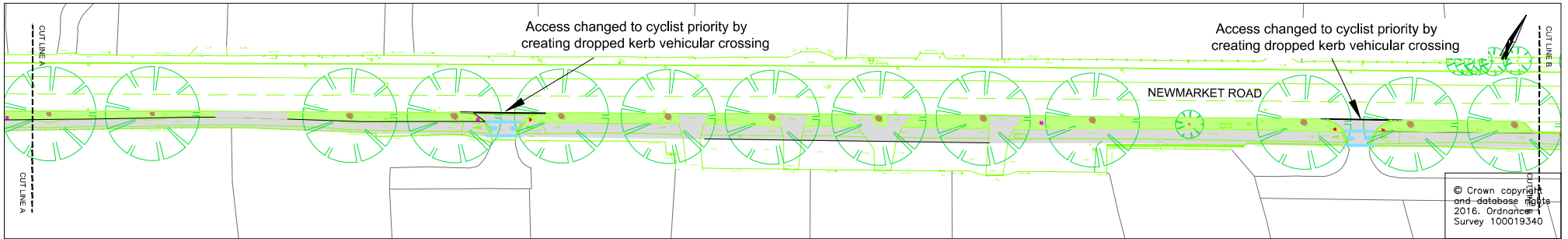
32. The scheme will be designed to ensure it has a positive effect on crime and disorder where possible. Care will be taken during construction to minimise opportunities for crime and disorder, for instance the secure storage of construction equipment and materials.

Risk Implications/Assessment

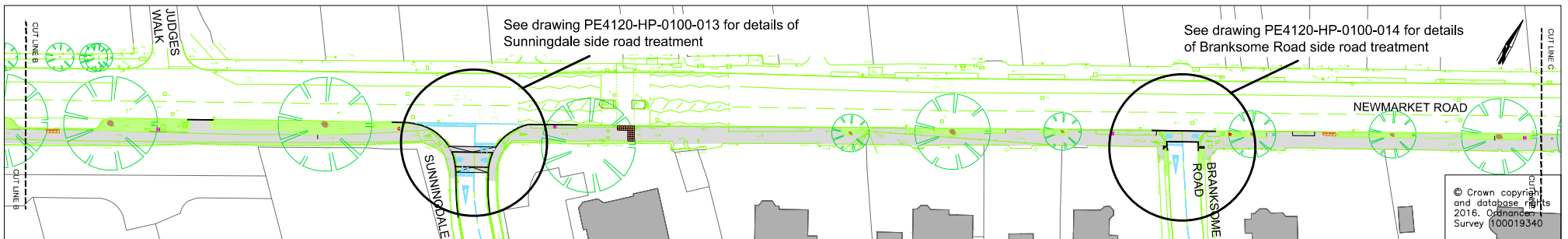
33. A risk assessment has been undertaken for the development of the NATS Implementation Plan (TfN). The key risks for delivering this are around funding, planning and timescales. These risks are being managed through active project management and ongoing engagement with stakeholders.



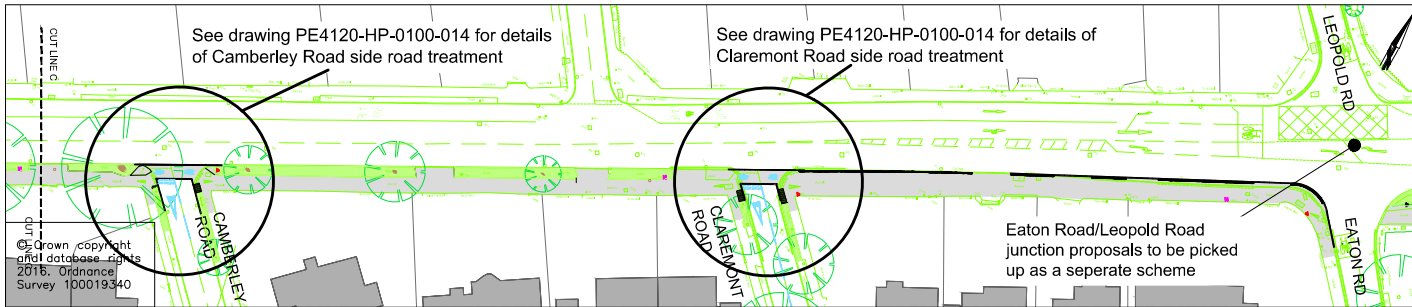
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KEY

-  Proposed widened shared use footway/cycleway
-  Proposed new kerbs
-  Proposed new road/cycle markings
-  Existing verge

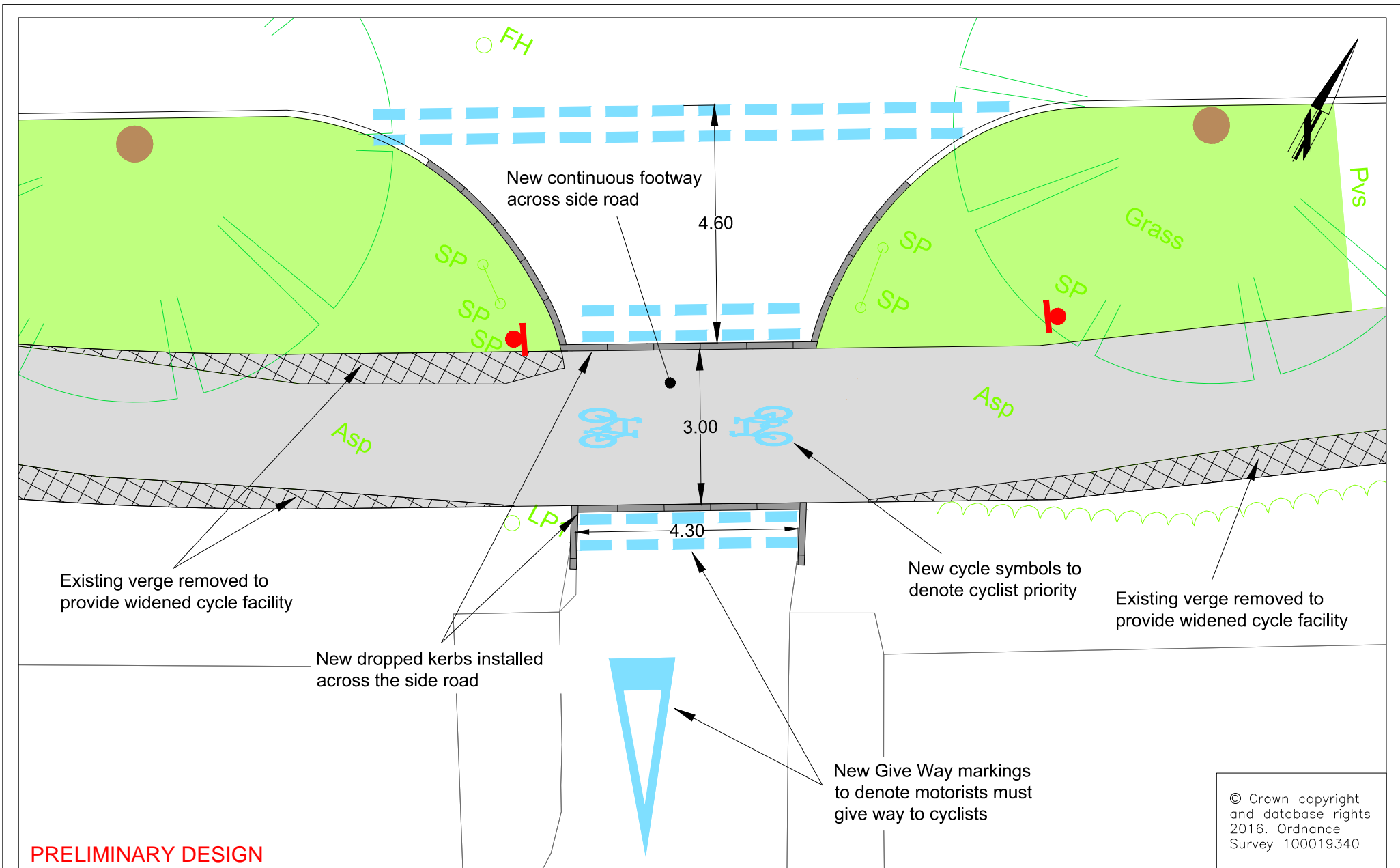


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Martineau Lane
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DRAWING TITLE
A11 Newmarket Road Project 31 & 33-Phase 1
Improvements to Shared Use Facility
Overview Plan

REV.	DESCRIPTION	CHECKED	DATE

INIT.	DATE	DRAWING No.
PC	2016	PE4120-HP-0100-011
DAG	08/16	PROJECT TITLE
DAG	08/16	A11 Newmarket Rd Project 31 & 33 Cycling Improvement Scheme
NRW	08/16	SCALE
		FILE No.
		1:1250 @ A4
		PE4120



PRELIMINARY DESIGN

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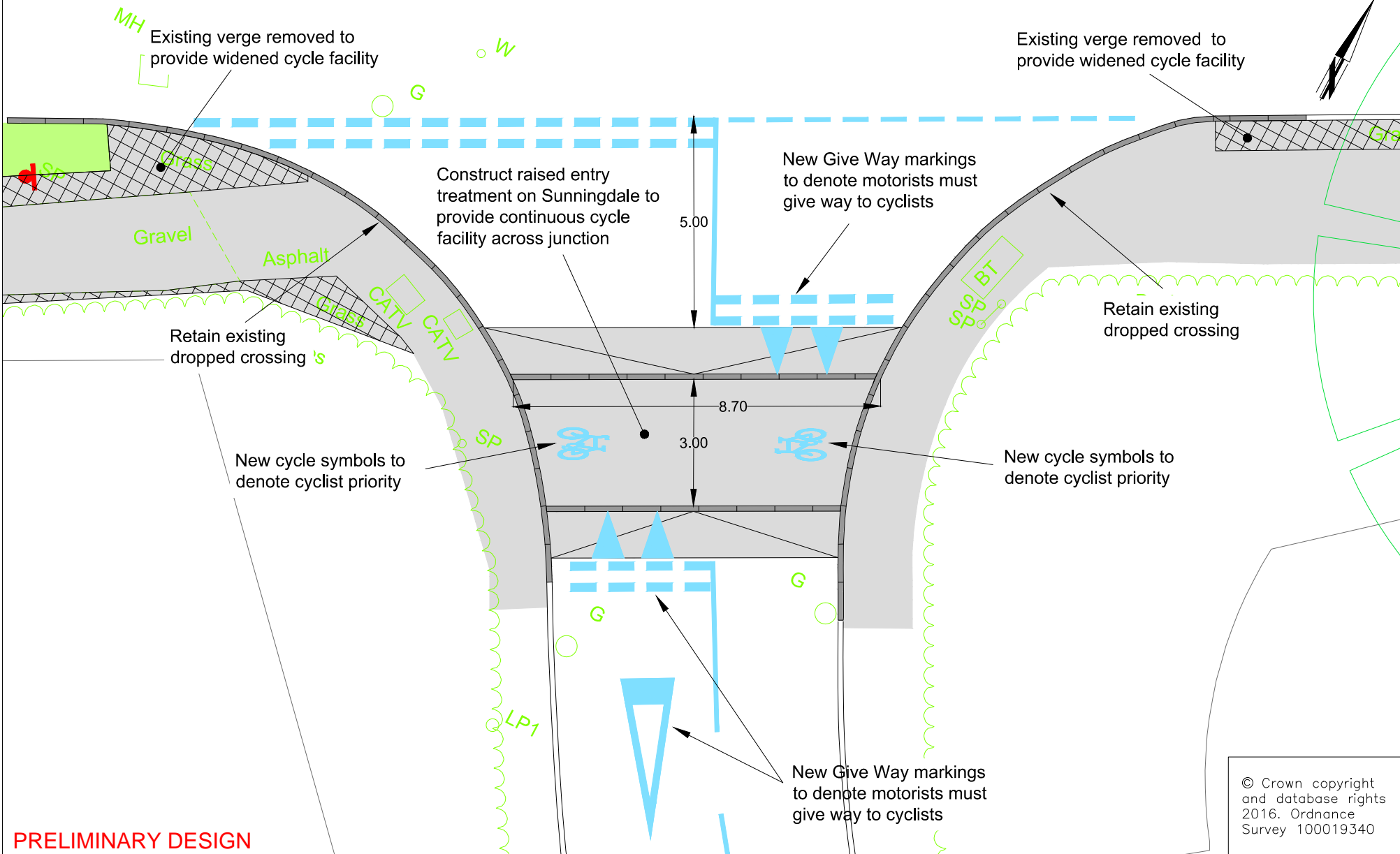


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DRAWING TITLE
A11 Newmarket Road Project 31 & 33-Phase 1
Elveden Close Treatment Detail

REV.	DESCRIPTION	CHECKED	DATE

INIT.	DATE	DRAWING No.
PC	2016	PE4120-HP-0100-012
DAG	08/16	PROJECT TITLE
DAG	08/16	A11 Newmarket Rd Project 31 & 33 Cycling Improvement Scheme
NRW	08/16	SCALE
		FILE No.
		1:100 @ A4
		PE4120



PRELIMINARY DESIGN

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Survey 100019340



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DRAWING TITLE
A11 Newmarket Road Project 31 & 33-Phase 1
Sunningdale Treatment Detail

REV.	DESCRIPTION	CHECKED	DATE

INIT.	DATE	DRAWING No.
PC	2016	PE4120-HP-0100-013
DAG	08/16	PROJECT TITLE
DAG	08/16	A11 Newmarket Rd Project 31 & 33 Cycling Improvement Scheme
NRW	08/16	SCALE FILE No.
		1:125 @ A4 PE4120

Appendix 2

<i>Issue Ref.</i>	<i>No. Times raised</i>	<i>Issue</i>	<i>Officers Comments (how many responses for each)</i>
		General Comments	
0	4	In favour	
1a	7	Against the proposals	
		Shared use facility queries	
1b	5	Increased risk to pedestrians from high speed cyclists.	The proposals are not a significant change to that which currently exists. The widened cycle facility is proposed in an attempt to encourage more cyclists to use the off carriageway cycle path and to provide a more consistent route. However, it is recognised that cyclists speed may be an issue and that this situation may be worse once an improved facility is constructed. It is not possible to enforce speed restrictions on the cycle track and no legislation exists to allow enforcement. It is also difficult to ensure cyclists are courteous to other users of the facility. Therefore, it is proposed to provide warning signs along the route in an attempt to reduce cyclists speed. In addition the widened facility should provide additional space for both cyclists and pedestrians, potentially lessening the risk of interaction between both parties.
1c	1	Will the council compulsory purchase third party land?	There are no proposals to compulsory purchase any third party land. The footway will be narrowed where site restraints prevent widening to 3.0m.
1d	1	Were traffic assessments undertaken?	A 12 hour traffic count was taken at the side road junctions in April 2016. This determined that the flow of traffic from the side roads made up less than 2% of movements along this section of the Newmarket Road corridor.
1e	1	Impact on of vehicles turning into side roads	The impact on Newmarket Road of vehicles waiting for cyclists to cross the side roads or into accesses will be negligible as traffic counts show minimal traffic flows into the side roads, even at peak times. When exiting Newmarket Road it would be assumed that a driver would exercise due care and attention and ensure there is a sufficient gap in oncoming traffic, that no cyclists or pedestrians were crossing the access or side road and that it was clear and safe to proceed. Under the new arrangement it would still be assumed that a motorist would ensure the cycle facility was clear of both cyclists and pedestrians before crossing it into the service road.

Appendix 2

Issue Ref.	No. Times raised	Issue	Officers Comments (how many responses for each)
1f	1	Alternative location for cycle path	Budgetary restraints prevented construction of a facility on the opposite side of Newmarket Road.
1g	1	Provision of separate lanes for pedestrians and cyclists	The scheme is to upgrade the existing shared use footpath/cycle path. There is insufficient width to provide a facility with separate lanes for cyclists and pedestrians (both the Sustrans Handbook for Cycle Friendly Design and the London Cycle Design Standards recommends 4.5m width as a minimum). Therefore it is not appropriate to provide separate lanes.
1h	1	Resurfacing proposals	It is proposed to resurface the unbound areas with asphalt
		Private access road to 164-176 Newmarket Road	
2a	2	Is it an offence to wait on the cycleway to pull out onto Newmarket Road?	No offence will be committed if a vehicle has to wait on the cycle facility in order to safely pull out onto Newmarket Road. This situation is no different to a vehicle exiting across the footpath from a singular private driveway to join the main road. The affected parties would need to refer to their own motor insurance policies in the event of an accident.
2b	2	Request to review existing risk and consider solutions.	The scheme is an improvement on the existing facility and is not considered high risk. The scheme has been discussed at length through the design stages and solutions have been provided to any significant risks that have been identified. The safety audit does not consider the proposal as high risk.
		Side Road Junctions	
3a	4	Interaction between vehicles and cyclists at side roads	It is intended for vehicles to give way to cyclists at the side road junctions and access roads to properties, with appropriate give way road markings and signs indicating that cyclists are crossing the side roads. Proposals for the side roads have been through a rigorous safety audit process which has not highlighted an increased risk to cyclists at the side roads. Cyclists can still choose to give way to motorists if they desire. It is further hoped at all locations that both motorised and non-motorised traffic would use common sense and have reasonable consideration for other road users.

Appendix 2

Issue Ref.	No. Times raised	Issue	Officers Comments (how many responses for each)
3b	5	Visibility concerns at the side road junctions	Visibility splays at the continuous footway treatments on all side roads meet or exceed the required minimum standard of 43.0m for a 30mph road as set out in the Manual for Streets (Chapter 7, pge 91). Existing vegetation will be trimmed back to facilitate widening of the footway which should improve visibility at the private accesses. It appears that the sight stopping distance for cyclists approaching the access roads will achieve the required parameters for a commuter route as specified in the Sustrans Handbook for Cycle Friendly Design.
3c	1	Additional waiting restrictions	It is not proposed to paint double yellow lines on any of the side roads as this falls outside of the scope of works. Rule 243 of the Highway Code states “Do not stop or park: opposite or within 10 metres (32 feet) of a junction, except in an authorised parking space”. If parking close to the junction is an issue this should be raised with Norwich City Council who may wish to look into enforcement.
3d	1	Positive support for changes to side road priority	No further comment
3e	1	Provision of a cycle crossing at the Eaton Road junction.	A toucan crossing on Eaton Road will be provided as part of the scheme looking at the Eaton Road/Leopold Road signalised junction.
		General	
4a	1	Could not find information on the County Council Website	Information was provided on the website in the relevant section.



Patron: Her Majesty the Queen

Director: Mr. M. Talbot
Registered Charity No. 207060

The Norfolk and Norwich Association for the Blind

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

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11 November 2016

Cycle path improvements: A11 Unthank Road to Daniels Road

The Norfolk & Norwich Association for the Blind (NNAB) attended a meeting on 1 September 2016 where we were shown plans regarding this scheme. We would like to submit the below report in response.

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

Having considered these plans, we cannot support these designs as we do not consider them an improvement for the visually impaired. Our concerns are outlined below.

Our biggest concern is safety with the continuous footpath crossing the joining side roads. Some VIPs may not realise they are crossing a road and instead think they are still on the safe refuge of a pavement which could lead to potentially dangerous conflicts. Moreover, we are sceptical that drivers will give way and not wait on these continuous footpaths. If a VIP wants to cross on the continuous footpath, they may not realise a vehicle (who may not be abiding to the design rules for very good reasons) could be obstructing them. Drivers turning from Newmarket Road, particularly into Sunningdale and Elveden Close, may also not understand this continuous footpath design, leading to potentially dangerous collisions.

We are aware that this continuous footpath design has been used in one other location in the City, on Earlham Road and West Pottergate. However the locations are not comparable. West Pottergate only leads to a small number of residential properties whereas Camberley Road, Claremont Road, Branksome Road and Sunningdale serve a much bigger catchment, as well as being a cut through by some road users to/from the Ipswich Road via Eaton Road. We therefore anticipate the volume of cars to be significantly higher and of a different nature, being composed of drivers intent on transit. All road schemes are different, we believe that modelling this scheme on a road layout in another part of the city will have a negative result for VIPs.

Furthermore because the design treatments for each junction are not consistent, with some straight across the top of the joining side road and others requiring a dog-leg, there are variations where vehicles may be waiting at different points. This will be extremely challenging for both VIPs and drivers to learn and remember.

We are concerned that if this design goes ahead it will set a precedent for road schemes in other parts of the city, for example the other side the roundabout of Newmarket Road towards the city.

Overall, we feel this scheme is not an improvement to VIPs. Retaining the current layout with definitive footway and road would be safer for the visually impaired.


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