Report to	Norwich highways agency committee	**Item**
	27 November 2014	
Report of	Head of city development services	5
Subject	Push the Pedalways – Tombland and Palace Street	

Purpose

To consider the results of the consultation on the proposals for Tombland and Palace Street, update members on progress since the October meeting. Agree that those proposals should be implemented with the suggested modifications highlighted at the consultation, and to agree to advertise an additional Traffic Regulation Order to amend the operation of the parking area in the Tombland Triangle.

Recommendations

That the committee:

(1) Notes the results of the consultation on the proposed plans for Tombland and Palace Street;

(2) Notes the progress since the October meeting as detailed in the report;

(3) Agrees the following modifications to the plans, which respond to some of the objections raised through the consultation:
   (a) Replacing the proposed Toucan crossing on Tombland with a traffic light control at the junction of Princes Street and Tombland, with a pedestrian crossing on Tombland immediately to the south of the junction
   (b) Introducing an additional loading bay outside 7-11 Tombland and on the north-south arm of the “Tombland triangle”
   (c) Omitting the proposed pinch point / raised table crossing on Palace Street immediately south of the junction with Pigg Lane.
   (d) Revising the detail of the courtesy crossing at Erpingham Gate (Appendix 3a)
   (e) Revising the detail to the layout of the area adjacent to the Tombland Triangle (Appendix 3b)

(4) Approves the plans for Tombland and Palace Street which (in addition to the features mentioned in (3)) include:

   (a) Replacing the roundabout in front of the Maids Head Hotel with a priority junction;
   (b) Removing the central island on Tombland in front of the Erpingham Gate;
   (c) Removing the signal controlled pedestrian crossing on Tombland by the Edith Cavell Statue;
   (d) Providing a two-way cycle track on the eastern side of Tombland and the southern side of Palace Street between Princes Street and St Martin at Palace Plain;

(e) Widening the footpaths in the northern part of Tombland;
(f) Amending the waiting, loading and parking restrictions in the area;
(g) Introducing contra flow cycling in the area known as the Tombland Triangle.

(5) Asks the Head of City Development Services to complete the statutory procedures for the following the Traffic Regulation Orders that have been advertised:

(a) Providing a two-way cycle track on the eastern side of Tombland and the southern side of Palace Street from Princes Street to St Martin at Palace Plain;
(b) Introducing a no waiting no loading restriction on Tombland and Palace Street between Princes Street and St Martin at Palace Plain;
(c) Introducing a loading bay on Tombland outside Samson and Hercules House;
(d) Amending the loading bay outside the Maids Head Hotel;
(e) Shortening the coach bay on Palace Street by St Martin at Palace Plain;
(f) Amending the position of the bus stops on the west side of Tombland;
(g) Allowing contra flow cycling on the one way sections of the Tombland Triangle.

(6) Ask the head of city development services to advertise additional Traffic Regulation Orders with respect to:

(a) The additional loading bay outside 7-11 Tombland;
(b) Adjustments to the parking arrangements on the north-south arm of the ”Tombland Triangle” to include a new loading bay;
(c) The reversion of part of the 24 hour taxi rank on the east-west arm of the “Tombland Triangle” to pay and display parking during the day (reverting to a taxi rank in the evening, as the existing bay does);

(7) Subject to the number and scope of the responses received to the above TROs, delegate authority to the Head of city development services, in consultation with the chair and vice chair of this committee, to consider any comments or objections;

(8) Ask the head of city development services to progress the detailed design of the modified plans shown in appendix 3 for implementation in 2015.

Financial consequences

As part of the Push the Pedalways bid a budget of £360,000 was initially allocated to this project. During the development of the scheme it became apparent that this was insufficient to adequately provide the necessary improvements to the area. Following the cancellation of the £495,000 Earlham Road roundabout pedalway project the budget has been increased to £802,000. The proposed scheme is affordable within that budget.

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: Thorpe Hamlet

Cabinet member: Cllr Stonard – Environment, development and transport

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Background documents

Traffic counts and traffic modelling data

Drawings
Consultation material available online at:

http://www.norwich.gov.uk/YourCouncil/Consultations/CurrentConsultations/Pages/TombIandAndPalaceStreetConsultation.aspx

Consultation responses
Manual for Streets

Introduction

1. The development of a cycle network for the greater Norwich area is a key component of the Norwich Area Transportation Strategy (NATS). Members will be aware that the City Council has received £3.7M of cycle city ambition grant funding from the Department for Transport to fund the Push the Pedalways programme of cycling infrastructure improvements. These are concentrated on the pink pedalway between the Norfolk and Norwich Hospital / UEA and Heartsease / Salhouse Road, along with some important, strategic links to that route such as Magdalen Street. This funding is supplemented by £2M of local funding contributions.

2. At the October meeting, the report recommending agreement of the scheme for Tombland was deferred, following concerns raised by the Norwich School. Members requested that officers meet with the school to discuss their concerns.

3. The schools primary concerns relate to the proposed 'courtesy crossing' at the Erpingham Gate, and the moving of the existing light controlled facility from its current location to a point that connects more directly with Princes Street, and the introduction of contra-flow cycling in the 'Tombland triangle'. Both these issues were discussed in the October report, which is reproduced in Appendix 1

Discussions with the School

4. Officers met with the school's Bursar and a representative of the Cathedral on the 7 November, and had a positive meeting in which both organisations confirmed that they were pleased to see most of the improvements to Tombland, but reiterated the concerns they had already raised. In particular, the school were unconvinced of the safety of the proposed courtesy crossing, which they believe, quite rightly, will be used by a significant number of school children. They are also concerned about potential conflict in the Tombland triangle area, between cyclists and pedestrians at the entrance to St Faiths Lane, especially during periods when parents are picking children up in this area. They do, however, recognise that the scheme has many benefits, and in particular for those students who cycle to the school

5. The original scheme that was consulted on in July had been subject to a safety audit, and no concerns in principle were raised about either of these issues. However, it is recognised that without detailed plans of what the proposals will look like it can be difficult to appreciate how the scheme will work. Detailed plans are not normally produced until a scheme has been agreed in principle.

6. Officers agreed during the discussions to a number of action points.

    - To meet with the school at the time that the school closes in the evening to see first-hand the interaction between the school children leaving the site with other people and vehicles in the area, and with the space and crossing facilities that are currently available. The school acknowledged that officers had already taken the time to do this but all parties agreed that this would be beneficial to exchange views and information.
    - To prepare additional details of the proposed courtesy crossing to demonstrate how the crossing point was intended to operate, how the respective levels

might work, and how the interaction of pedestrians with cyclists would be managed

- To undertake a further safety audit, providing these additional details, and highlighting the concerns of the school, and the particular issues that the area faces as the children left, particularly in the evening (and with particular attention to the crossing proposals, and the contraflow cycling in the Tombland Triangle), and request that the safety audit team took these into account in their assessment of the scheme

7. In the meantime, an equality impact assessment was prepared by the Project manager, and reviewed by the City Council's Equality officer. This report is attached at Appendix 2

Site meeting

8. This took place on 12 November, and was attended by City and County Council officers, and the Bursar of the School. It was confirmed that the detailed drawing were in preparation, and that once they were completed, these would be submitted, together with the overall scheme for safety audit, which would be likely to take place on 19 November, and consequently, was not be available as this report was finalised and published. Officers did agree to let the school have sight of the initial drawings of the new detailed designs on the understanding that these would be draft proposals, and could be subject to revision consequent on any advice of the safety audit, and were being provided to give the school a better understanding as to how the crossing might work. It was confirmed that the safety audit team would visit the site independently to review the area at school closing time

9. A copy of the detail prepared consequent on the discussions with the school is include as Appendix 3a

10. A copy of the Stage 1 Safety Audit will be available for your meeting, with a verbal update. The scheme will be safety audited at several stages, including post completion, to resolve any potential issues

Other Issues

11. To resolve a potential conflict between cyclists and pedestrians at the point where the cycle track joins the Tombland Triangle, a revised detail of this area was agreed by the Pedalways Board. This plan is included in Appendix 3b

Conclusions

12. No scheme can eliminate all potential conflict, which is inevitable where so many users have differing needs within a public space. However, the scheme has been revised following public consultation in order to reduce potential issues so far as practically possible and will result in a significantly improved environment for all users of Tombland, with significant improvements in safety overall

13. Additional work has been undertaken to try to answer the concerns that the Norwich school have raised, and their concerns have been raised specifically with the safety audit team. The scheme, in common with every other highway scheme, will be safety audited throughout the design process and post implementation.

14. The scheme has been significantly amended following consultation, with revisions suggested to the Princes Street junction to overcome issues of conflict, provide better pedestrian and cycling facilities, and improved levels of servicing provision for the businesses is Tombland, as well as addressing the concerns about vehicular capacity on Palace Street It is also recommended that the waiting restrictions in the 'Tombland triangle' are reviewed, to provide enhanced servicing there, and better parking arrangements.

15. Overall, the scheme now provides a good balance between the needs of all users, and a substantially improved environment for everyone, with substantial improvements in safety, due to the increased areas available for vulnerable users, and the reduced vehicle speeds proposed. The scheme is intended to support cycling and cyclist safety,

Implementation

16. There are a number of small amendments to waiting restrictions that will need to be advertised; including
    - The additional loading bay outside 7-11 Tombland
    - Adjustments to the parking arrangements on the north-south arm of the "Tombland Triangle" to include a new loading bay
    - The reversion of part of the 24 hour taxi rank on the east-west arm of the "Tombland Triangle" to pay and display parking during the day (reverting to a taxi rank in the evening, as the existing bay does)

17. Depending on the number of objections received, and assuming they are not significant in numbers or content, it is requested that members delegate authority to the Head of city development services, in discussion with the chair and vice chair, to consider the results of the consultation to enable the detailed design of the scheme to be finalised

18. Technical details of the scheme will be worked up with the aim of commencing on site in April 2015

Report to Norwich highways agency committee **APPENDIX 1**

23 October 2014

Report of Head of city development services

Subject Push the Pedalways – Tombland and Palace Street

Purpose

To seek approval for the Tombland and Palace Street cycle and walking improvement project that was agreed in principal by committee in June and which has been modified in response to consultation comments. To seek approval for the advertisement of an additional Traffic Regulation Order to amend the operation of the parking areas around the “Tombland Triangle”.

Recommendations

That the committee:

(1) Notes the results of the consultation on the proposed plans for Tombland and Palace Street

(2) Agrees the following modifications to the plans, which respond to some of the objections raised through the consultation:

(a) Introducing traffic light control at the junction of Princes Street and Tombland, with a pedestrian crossing on Tombland immediately to the south of the junction
(b) Introducing an additional loading bay outside 7-11 Tombland and on the north-south arm of the “Tombland triangle”
(c) Omitting the proposed pinch point / raised table crossing on Palace Street immediately south of the junction with Pigg Lane.

(3) Approves the plans for Tombland and Palace Street which (in addition to the features mentioned in (2)) include:

(a) Replacing the roundabout in front of the Maids Head Hotel with a priority junction
(b) Removing the central island on Tombland in front of the Erpingham Gate
(c) Removing the signal controlled pedestrian crossing on Tombland by the Edith Cavell Statue
(d) Providing a two-way cycle track on the eastern side of Tombland and the southern side of Palace Street between Princes Street and St Martin at Palace Plain
(e) Widening the footpaths in the northern part of Tombland
(f) Amending the waiting, loading and parking restrictions in the area

(g) Introducing contra flow cycling in the area known as the Tombland Triangle

(4) Asks the Head of City Development Services to complete the statutory procedures for the following the Traffic Regulation Orders that have been advertised:

(a) Providing a two-way cycle track on the eastern side of Tombland and the southern side of Palace Street from Princes Street to St Martin at Palace Plain.
(b) Introducing a no waiting no loading restriction on Tombland and Palace Street between Princes Street and St Martin at Palace Plain
(c) Introducing a loading bay on Tombland outside Samson and Hercules House
(d) Amending the loading bay outside the Maids Head Hotel
(e) Shortening the coach bay on Palace Street by St Martin at Palace Plain
(f) Amending the position of the bus stops on the west side of Tombland.
(g) Allowing contra flow cycling on the one way sections of the Tombland Triangle

(5) Ask the Head of City Development Services to advertise additional Traffic Regulation Orders with respect to:

(a) The additional loading bay outside 7-11 Tombland
(b) Adjustments to the parking arrangements on the north-south arm of the ”Tombland Triangle” to include a new loading bay
(c) The reversion of part of the 24 hour taxi rank on the east-west arm of the “Tombland Triangle” to pay and display parking during the day (reverting to a taxi rank in the evening, as the existing bay does)

Ask the Head of Development services to progress the detailed design of the modified plans shown in appendix 3 for implementation in 2015.

Financial consequences

As part of the Push the Pedalways bid a budget of £360,000 was initially allocated to this project. During the development of the scheme it became apparent that this was insufficient to adequately provide the necessary improvements to the area. Following the cancellation of the £495,000 Earlham Road roundabout pedalway project the budget has been increased to £802,000. The proposed scheme is affordable within that budget.

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: Thorpe Hamlet

Cabinet member: Cllr Stonard – Environment, development and transport

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Background documents

Traffic counts and traffic modelling data

Consultation material available online at

http://www.norwich.gov.uk/YourCouncil/Consultations/CurrentConsultations/Pages/TomblandAndPalaceStreetConsultation.aspx

Manual for Streets

Introduction

1. At the NHAC meeting on 12 June 2014 the committee agreed in principle the proposals for Tombland and Palace Street, as shown on the plans attached in Appendix 1.

2. Public consultation was carried in July and August 2014. 1750 letters were sent to all local residents and businesses informing them of the proposals and inviting them to comment. A ‘drop in’ session was held at the Cathedral Hostry and an exhibition was on display in City Hall. The required traffic regulation orders and notices were advertised in the local press, and street notices were placed in Tombland and Palace Street. The closing dates for representation on these were the 28th July 2014 and 11th August 2014 respectively. The public were invited to email or write in with their comments, suggestions or objections.

3. All the responses received are detailed in Appendix 2. In many cases, these have been summarised because of their length, but full copies of all the responses are available on request. Overall 102 responses were received with 54 fully or partially supporting the proposals. Letters of support from English Heritage and Living Streets were especially welcome. The report discusses issues of wide concern while other issues that were only raised by one respondent are listed with a response in appendix 3.

Discussion of issues raised during consultation

No need / justification for scheme, use alternative route for cyclists

4. Tombland is a critical point of convergence on the city’s movement network and a destination in its own right. It carries three of the pedalways including national cycle route one. Many journeys made by cyclists necessarily pass through Tombland and conditions for them are currently poor. There is already a significant level of cycle movement in Tombland, and the accident record there (dominated as it is by accidents involving cyclists) fully justifies the need to provide better facilities for cyclists in this area. Other routes would involve an inconvenient detour.

Provide cycle lanes on both sides of the carriageway

5. A number of consultees suggested that cycle lanes should be provided on both sides of the carriageway, with cyclists travelling with the traffic flow. This has not been proposed because it would be very difficult to stop motorists blocking the cycle lanes by parking in them. Furthermore, painted lanes on the carriageway do not make less confident cyclists feel safe or offer the additional protection from buses and lorries that cyclists will value when passing through Tombland on the pink pedalway. Priority has been given to the provision for a high quality connection to Palace Street rather than Wensum Street because Palace Street has a more

important status on the cycle network and the width of Wensum Street, Fye Bridge Street and Magdalen Street mean that an cycle track on Tombland would abruptly end as it entered Wensum Street.

Position of the light controlled crossing and the Princes Street junction

6. Significant levels of concern have been raised by the Norwich School and parents of its pupils about relocating the signal controlled pedestrian crossing from near the Erpingham Gate to the junction with Princes Street.

7. It is accepted that there is a significant demand from pedestrians to cross Tombland opposite the Erpingham Gate, but placing a light controlled crossing in this position is not possible because the gate has vehicular access. The current crossing position is conveniently placed between the school exit and the local sweet shop but it does not serve the pedestrian crossing demand between Erpingham Gate and Tombland Alley or between Princes Street and the Ethelbert Gate. Consequently there are currently a significant number of pedestrian movements at these points with no crossing.

8. The existing crossing is also not compatible with the proposed cycle track on the east side of Tombland. The proposed toucan crossing by Princes Street, which in the consultation version of the plan would have been shared by cyclists and pedestrians, has been replaced by a signal controlled junction for cyclists and vehicles with a separate pedestrian crossing. This is a response to concerns that were raised about potential conflict between waiting pedestrians and cyclists using the cycle track. Providing a formal crossing at this point, centrally in Tombland, links with more of the pedestrian and cyclist crossing desire lines than at any other point.

9. The provision of this new junction does have the potential to limit the flow of traffic on Tombland during peak hours (and in particular the evening peak) which could lead to increases in congestion. To avoid this, the lights will be on a longer phase at peak time so that sufficient time is given to movements on Tombland at the expense of a longer wait to cross Tombland from Princes Street. In the longer term, the implementation of other changes in the city centre will reduce traffic levels here, allowing crossing times to be reduced without needing to redesign the junction again.

Courtesy crossings and raised tables

10. The proposed courtesy crossings have been largely supported. The Norwich School support their provision on Palace Street and Wensum Street but have raised significant concerns about the safety of the proposed crossing on Tombland outside the Erpingham Gate, preferring the retention of the existing light controlled facility. The proposed courtesy crossing picks up the desire line from Erpingham Gate to Tombland Alley

providing a safer facility at a location where a significant number of people already cross.

11. The courtesy crossings on raised tables have a dual function of slowing vehicles in support of the proposed 20mph limit and making pedestrians more visible at popular crossing points, thereby providing a safer crossing opportunity. Despite the concerns that have been raised, there is no evidence to suggest that crossings of this nature are unsafe, and indeed many respondents have supported their use, except in this location. Experience elsewhere has demonstrated that the traffic calming effect results in motorists being more aware of pedestrian movement, and more inclined to cater for it in their driving style. This would not be achieved with other forms of speed management, such as camera enforcement. This benefit is achieved without significantly impacting on traffic flows in the way that light controlled crossings do. In addition, the proposal removes obtrusive highway equipment for around the Edith Cavell Statue and the Erpingham Gate, which are historically and architecturally important.

The need for guard railing

12. A number of respondents have expressed concern about the removal of the guard railing in Tombland. The pavement between Princes Street and Palace Street on Tombland is around 100m in length, and the existing barriers extend to around 20m. Barriers have historically been overused in an attempt to force pedestrians to cross at places other than on a desire line. The barriers in Tombland do not achieve this because they do not and cannot extend to the Erpingham Gate. The proposals cater better for pedestrian crossing on the desire lines and therefore the barriers are not needed. Furthermore the barriers narrow the pavement considerably and disfigure the space.

13. It has been suggested by some consultees that a barrier should be erected between the pavement and the proposed cycle track on the east side of Tombland. This is unnecessary because there a kerb and a change of surface materials that will provide separation. The pavements outside the Erpingham Gate will also be substantially widened from as little as 1.6m now to a minimum of 2.8m and up to 9m wide. There is little risk of anyone inadvertently walking into the cycle track. Where there is a desire to cross the cycle track, such as at the proposed courtesy crossings, these points will be highlighted to ensure that pedestrians are aware that they are crossing a cycle track and a refuge area is provided to allow pedestrians to wait and check for traffic before crossing the carriageway.

14. The value of the barriers to blind and partially sighted people in the absence of other detectable features is accepted. There is a misunderstanding that the proposed bollards are acting as a substitute for pedestrian guard railing, when in fact they are primarily there to protect the cycle track from parked cars. Following discussions with the Norfolk and Norwich Association for the Blind it is proposed to use a textured sett detail

to mark the transition between footpath and cycle track and the edge of the loading bays.

Congestion on Palace Street

15. Concerns have been raised about the reduced width and traffic calming proposed for Palace Street. Palace Street carries around 5500 vehicles southbound and 2700 vehicles northbound (7am to 7pm), with very few larger vehicles. The proposed chicane arrangement is widely used in the UK and is appropriate for streets with this level of traffic. The chicane is deliberately sited on the southbound (busier) carriageway because there is greater opportunity for vehicles to pass it with the lighter oncoming traffic. In addition, there is little potential for queuing on the northbound carriageway thereby minimising the potential for the chicane to be blocked by queuing traffic. The consultation plans featured two chicanes but on reflection the narrowing to the south of Pigg Lane is considered to be too close to the junction with Tombland and has been be omitted from the revised plans. It might be introduced in the future when traffic levels are lower. The removal of this narrowing will also help address the concerns raised about potential rat running in Fishergate as it reduces the potential for queuing traffic on Palace Street.

Removal of the roundabout and concerns about the operation of the priority junction

16. The current roundabout is the location of the majority of accidents on Tombland, and almost all of them involve cyclists. In addition, the roundabout and associated splitter island take up a large proportion of the space available and unless it is removed there is little potential to increase space for pedestrians and cyclists. Traffic already gives way at the roundabout to vehicles from Wensum Street, so the effect of changing the junction is unlikely to have any significant impact on this movement. Only 1500 vehicle exit from Wensum Street into Tombland between 7am and 7pm, so there are plenty of gaps for the 2500 vehicles wanting to turn right from Tombland into Palace Street. The proposed arrangement gives priority to the considerable number of bus services using Tombland and Wensum Street (around 1000 movements a day) and priority for cyclists using this route, who do not have the benefit of the cycle track, as has been discussed already.

Parent drop off

17. The issues caused by parents picking up and dropping off children is a concern for a number of respondents, both those who find the behaviour unacceptable and those who believe that it should be accommodated. It is impractical to provide a facility that would only be useful for a small part of the day. The changes in Tombland should make it easier for those parents who have to drive their children to school to drop them in nearby streets and allow them to walk to school, as the overall environment in Tombland

will be significantly safer, with much greater space for pedestrian movement.

Business Servicing

18. Tombland is surrounded by businesses operating from historic buildings with little or no servicing provision. Currently, many businesses service from the street, one-wheel up on the narrow pavements, to the detriment of pedestrians. However, a number of businesses raised concerns through the consultation that the amount of servicing space and its location was not suitable or adequate, and provided details of their servicing requirements. As a consequence of this, the scheme has been revised to increase the number of loading bays by providing an additional off-carriageway bay on the western side. This will make the footway adjacent to the loading bay very narrow when it is occupied but it will not be occupied for most of the time. If loading vehicles cause an obstruction to pedestrians when the scheme is operating then it would be possible to introduce a time restriction. A new service bay is also being proposed within the “Tombland Triangle”. It is also recommended that the current parking and taxi rank arrangements are altered to provide increased levels of parking during the day because the current taxi rank is hardly used, and could be significantly reduced in size.

Princes Street Cobbles

19. There were several suggestions that the cobbles in Princes Street should be removed for the benefit of cyclists. This is outside the scope of this project, which is focussed on the northern part of Tombland, with minor traffic management changes elsewhere. Any alteration of this historic cobbled street would require very careful consideration to ensure that its historic quality was not damaged.

Design issues, paving, bollards

20. During the consultation, an artist’s impression of how the scheme could look was presented to help people to understand the proposals. This impression was based upon the draft plans for the area and the scheme had not been fully developed. The scheme will need to be subject to full detailed design before construction and issues relating to the choice of bollard, the nature of the paving and the final detailing will all require refinement.

Landscaping and loss of tree

21. The tree currently in the centre of the island in Tombland was planted by the Norwich Society in 1993. Although the tree is reasonably healthy, it is routinely damaged by high sided vehicles due to its location. Its removal and replacement with enhanced tree planting is supported by the Council’s arboricultural team, particularly in view of the other benefits of the scheme in terms of hard and soft landscaping. Some respondents have asked for

the tree to be replanted elsewhere, but this is unlikely to be practical because it was planted in a sewer ring and would be expensive to move with little guarantee that it would survive. New planting is much more likely to establish effectively and would be the better option.

Two-way cycling in the "Tombland Triangle"

22. Concerns have been raised that the "Tombland Triangle" street sections are not wide enough to allow for contra flow cycling. The north-south arm of the triangle is 5.77m wide, and the east-west arm is 6.45m, although both arms have parking areas, which reduce the useable width to 3.97m (3.37 when the loading bay is in use by a large vehicle, but this is expected to be for limited periods only) and 4.45m respectively. Manual for Streets advises that 4.1m is an adequate width for two cars to pass at low speed, so there should be no issue at all on the east-west arm. There is no advice on the minimum width for contraflow cycling, but Transport for London suggest a minimum of 3.5m (2m carriageway, 1.5m cycleway) on lightly trafficked streets and there is nearly half a metre more than this available most of the time. Consequently, the concerns that have been raised are not justified.

Scheme should cover the whole of the Tombland area

23. Tombland is divided into three quite distinctive areas. The northern square, surrounded by the Erpingham Gate, Augustine Steward House and the Maids Head Hotel, which connects though a narrower street section to the substantial southern square. Ideally, the whole area should be redesigned at the same time, but this is not currently affordable within existing budgets. The southern square deserves very significant changes that are beyond the scope of highway budgets and improvements, but the current project for the northern square will allow a significant re-prioritisation of the space away from vehicular movement towards walking and cycling, which would be consistent with any scheme for the southern square.

Road width

24. The carriageway width proposed for Tombland is 6m, with selective widening to ensure that buses can get around the bends without traversing onto the opposite side of the road. This has been questioned by some consultees.

25. Manual for Streets advises that streets should no longer be designed by assuming 'place' to be automatically subservient to 'movement'. They should be considered in combination, with their relative importance depending on the street's function within a network. It is only by considering both aspects that the right balance will be achieved. It also says that bus routes should be a minimum of 6m wide for two directional travel.

26. In view of the importance of Tombland as a public space, the current bus routing via Magdalen Street, and the provision of improved off carriageway loading facilities, a width of 6m is considered appropriate. Providing a wider carriageway would reduce the width available for extending the currently inadequate pavements, reduce the width of the proposed cycle track below acceptable standards and potentially remove the opportunity to create off-carriageway service areas.

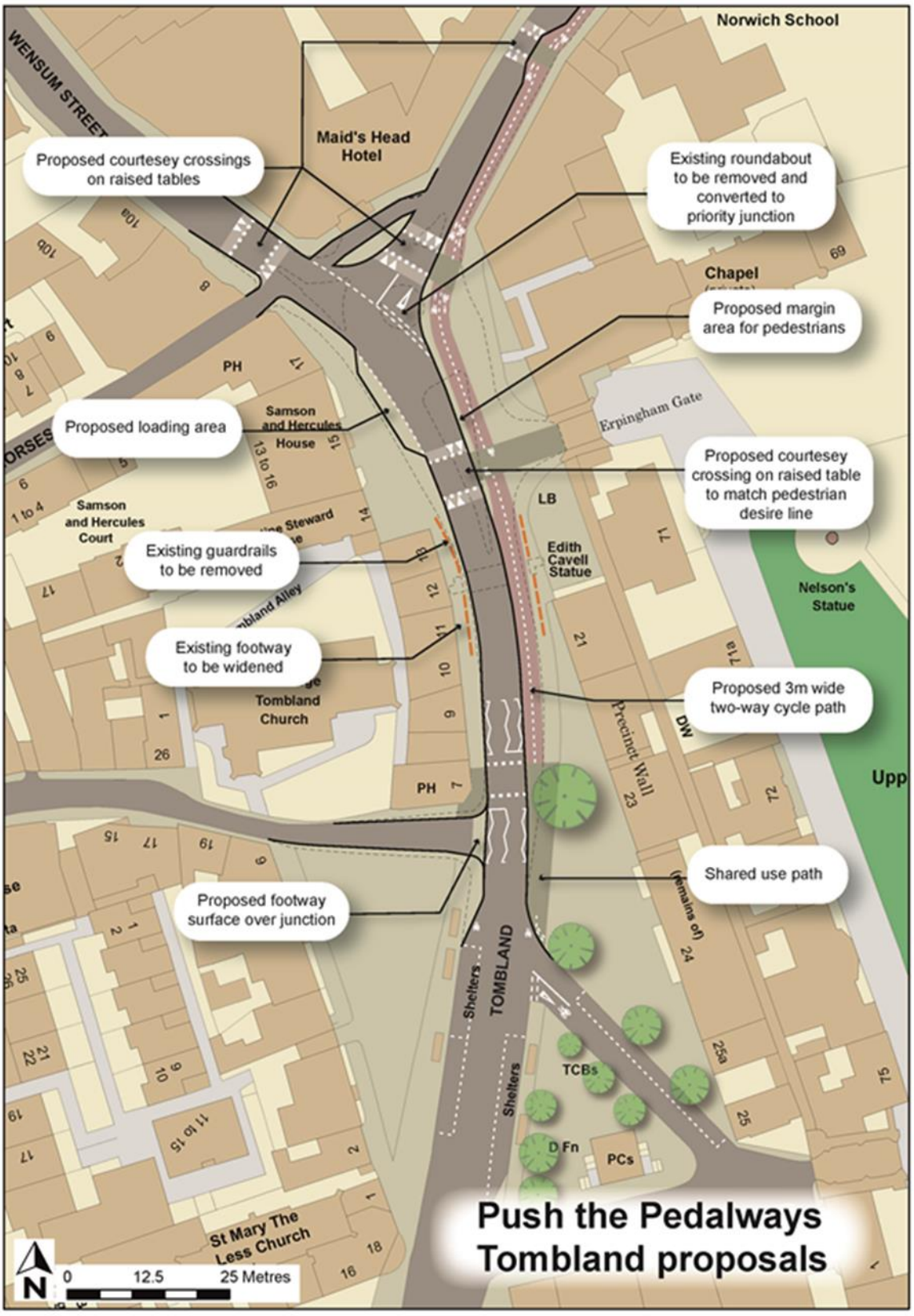
Conclusions

27. The scheme has been significantly amended following consultation in order to address legitimate concerns that have been raised. The project is a critical component of the Push the Pedalways programme to create a great new cross-city cycle route and will make Tombland and Palace Street much better places to spend time on foot or on a bike, without undermining their ability to carry large flows of traffic.

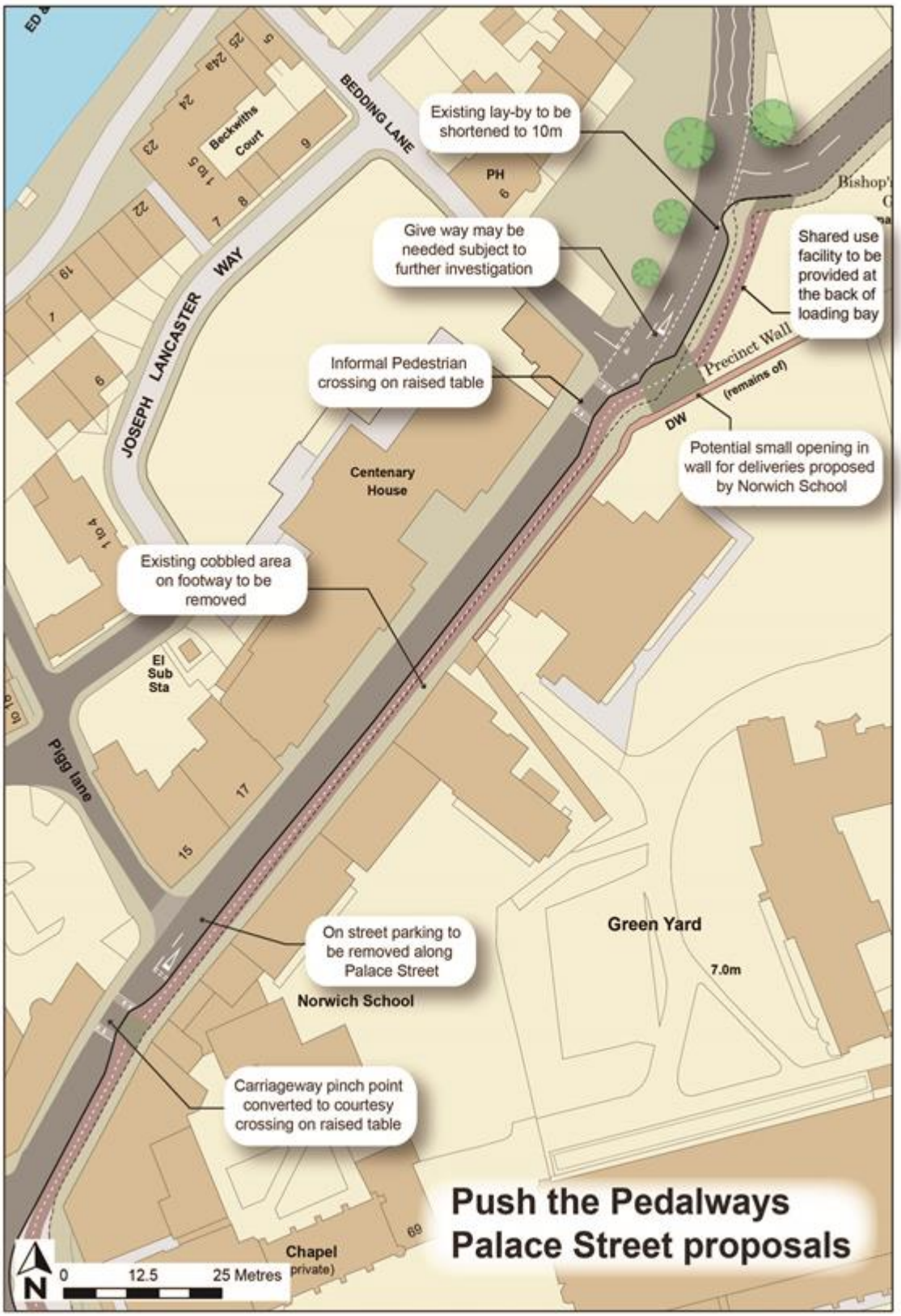
Implementation

28. Technical details of the scheme will be worked up with the aim of commencing on site in late spring 2015. Any objections to the further consultation on the recommended changes to the waiting restrictions in the “Tombland Triangle” will be reported to the January meeting

Appendix 1 – Tombland & Palace Street proposals



Appendix 1 – Tombland & Palace Street proposals



Appendix 2 – Consultation responses

Issue	Number of times raised	Officer Response
Total number of responses	100	This is broken down below into supporters and objectors. However, many comments received were suggestions or comments/questions. This is why the figures do not add up
Support scheme	33	Level of support welcomed (comments are included in the analysis)
Object to scheme	23	Issues raised are included in the analysis
Generally Support scheme (except moving of crossing)	14	Officers recognise that for many people, whilst supporting the general aims of the scheme, the crossing is a particular issue. These comments re included in the overall levels of concern about the moving of the crossing in the comment above. See Report
Object to light controlled crossing being moved	20	See paragraphs 6 - 9
Cycle Lane will be dangerous for pedestrians/other traffic	18	See paragraphs 12 - 14
Pinch points/narrowings in Palace Street will cause congestion	11	See paragraph 15
Two way cycling in Tombland Triangle dangerous/ will cause congestion	11	See paragraph 22
Loading facilities in Tombland will not be adequate	8	See paragraph 18
Support 20mph	6	Support noted
Area not suited as a cycle route - cyclists should be diverted elsewhere	6	See paragraph 4
Cyclists should be allocated road space	5	See paragraph 5
Removal of roundabout is unnecessary/retrograde step	5	See paragraph 16
Will be a visual improvement	5	Support noted

Appendix 2 – Consultation responses

Issue	Number of times raised	Officer Response
Loss of exiting tree/landscaping regrettable	5	Replacement landscaping will take place in Tombland, and the precise details have yet to be worked up.
Scheme should include wider area (all of Tombland)	5	It is agreed that this is desirable, but it is not affordable within current budgets. Scheme will act as a template for any improvements in the main Tombland square
Removal of roundabout is welcomed	5	Support noted
Reduction in carriageway width welcome	4	Support noted, See paragraphs 24 - 26
Courtesy crossings difficult/ dangerous to use	4	See paragraphs 10 & 11
Scheme is a waste of money	4	Tombland is both a critical part of the cycle network and an important historic meeting point. Scheme aims to balance the needs of all users with this historic space
Access to Erpingham Gate an improvement/ will protect historic gateway	4	This was one of the aims of the scheme
Concerns about shared areas	4	See paragraphs 6-14
Bollards are unsuitable (design)	3	Detailed design had yet to take place. Bollards were shown for demonstration proposes only
Scheme should not include speed ramps	3	Speed ramps are multifunctional, and are required to slow traffic.
Side streets will become rat runs because of increased congestion	3	See paragraph 15
T junction will cause congestion in palace Street	3	See paragraph 16
Coach bay on Palace Street won't be adequate	3	Norwich School, who use the bay most, confirm that they can manage their coaches so that there is only one there at a time
Do not agree with narrowing of carriageway	3	See paragraph 24-26
Support contraflow cycling	2	Support noted
Cycle path not necessary	2	See paragraph 4

Appendix 2 – Consultation responses

Issue	Number of times raised	Officer Response
School drop off should be catered for	2	It is not appropriate to design an area around a short term issue such as the dropping off of children by car. The more this is accommodated, the greater the issue will become.
Concern that area will not be suitable for disabled people	2	The needs of disabled people will be taken into account in the detailed design.
Princes Street cobbles should be removed	2	This is outside the scope of this project, but in any case, would be inappropriate in this historic street
Consultation inadequate	2	Letters were written to everyone in the area, and we held a drop in session in the Cathedral, and the proposals were on extended display in City Hall
Support courtesy raised crossings/traffic calming	2	Support noted
Scheme has not been based on evidence	2	See report and consultation material
Concerns about conflict in Erpingham Gate	2	There are no changes within Erpingham Gate, which is beyond the highway boundary
Motorists should be considered and take priority	2	This is a key City Centre location where the needs of all users need to be taken into account
Extended pedestrian areas will enhance area and setting of Edith Cavell memorial	2	Support noted
Light controlled crossings inappropriate in urban areas	1	Light controlled crossings are appropriate in locations of high traffic flow, and are particularly valued by the blind community
Concern about detail of cycle path termination in Bishopgate	1	Detailed design work has yet to be done on this scheme
Concerned about implications for those with impaired vision	1	We are in discussions with the NNAB, to ensure that the scheme is detailed appropriately to help blind people

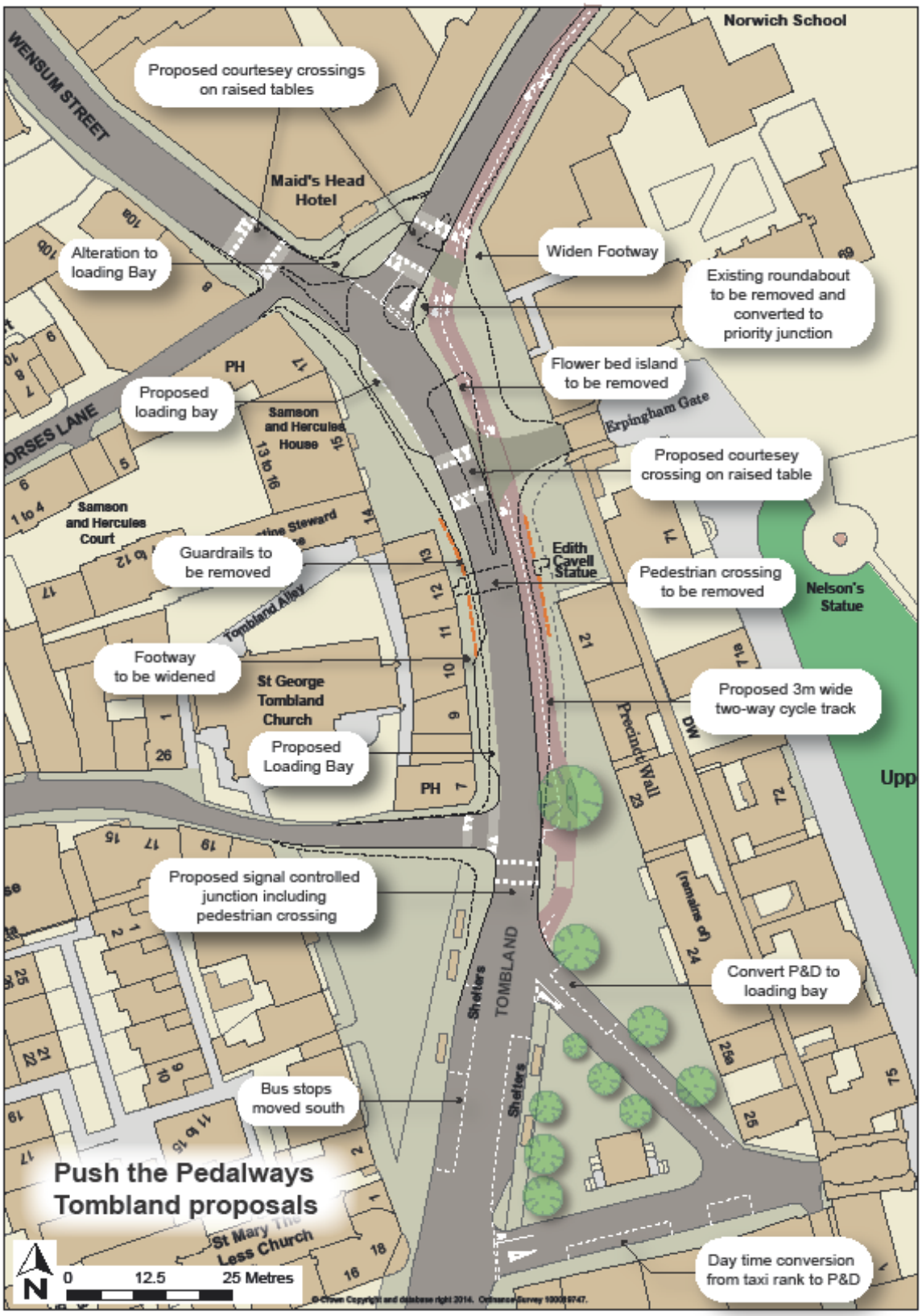
Appendix 2 – Consultation responses

Issue	Number of times raised	Officer Response
Where will the bus stops be	1	The bus stop will remain in their present location (slightly adjusted position)
Priority should be to traffic into Palace Street rather than Wensum Street	1	See paragraph 16
Parking on Bull Close Road should be removed	1	This is outside the scope of this project
Cycle routes should not be severed by the NDR	1	This is outside the scope of this project
National Cycle route along Bracondale/ King Street is unsatisfactory	1	This is outside the scope of this project, but the long term aspiration is to move the national Cycle route via Riverside and the deal Ground
Improvements for cyclists are inadequate	1	The scheme aims to balance the needs of all users
Streetscape inappropriate to area	1	The scheme is being designed to complement the historic setting
Should be allowed to drop off/ deliver on cycle path	1	This would undermine the purpose of providing the cycle path. It is not intended for car parking
design will attract anti-social behaviour	1	Detailed design work has yet to be done on this scheme
Would like to see bollards extended into Palace Street	1	There is insufficient width to extend the bollards into palace street, without severely compromising both the footway and the cycle path
Scheme will prevent access to Princes Street	1	Access to princes Street will not be compromised
Pedestrian crossing will cause delays to traffic	1	The timing of any junction or crossing is managed to minimise impact
Object to loss of parking on palace Street	1	Alternative parking is available in the area, particularly in the evening, whn most car parks have plenty of space
Wants traffic lights at Princes Street junction	1	These are being suggested
Scheme needs to be considered in a wider context from a cycling perspective	1	The scheme is an integral part of the ‘Push the Pedalways’ programme, and a number of routes meet in Tombland
More soft landscape needed	1	Detailed design work has yet to be done on this scheme

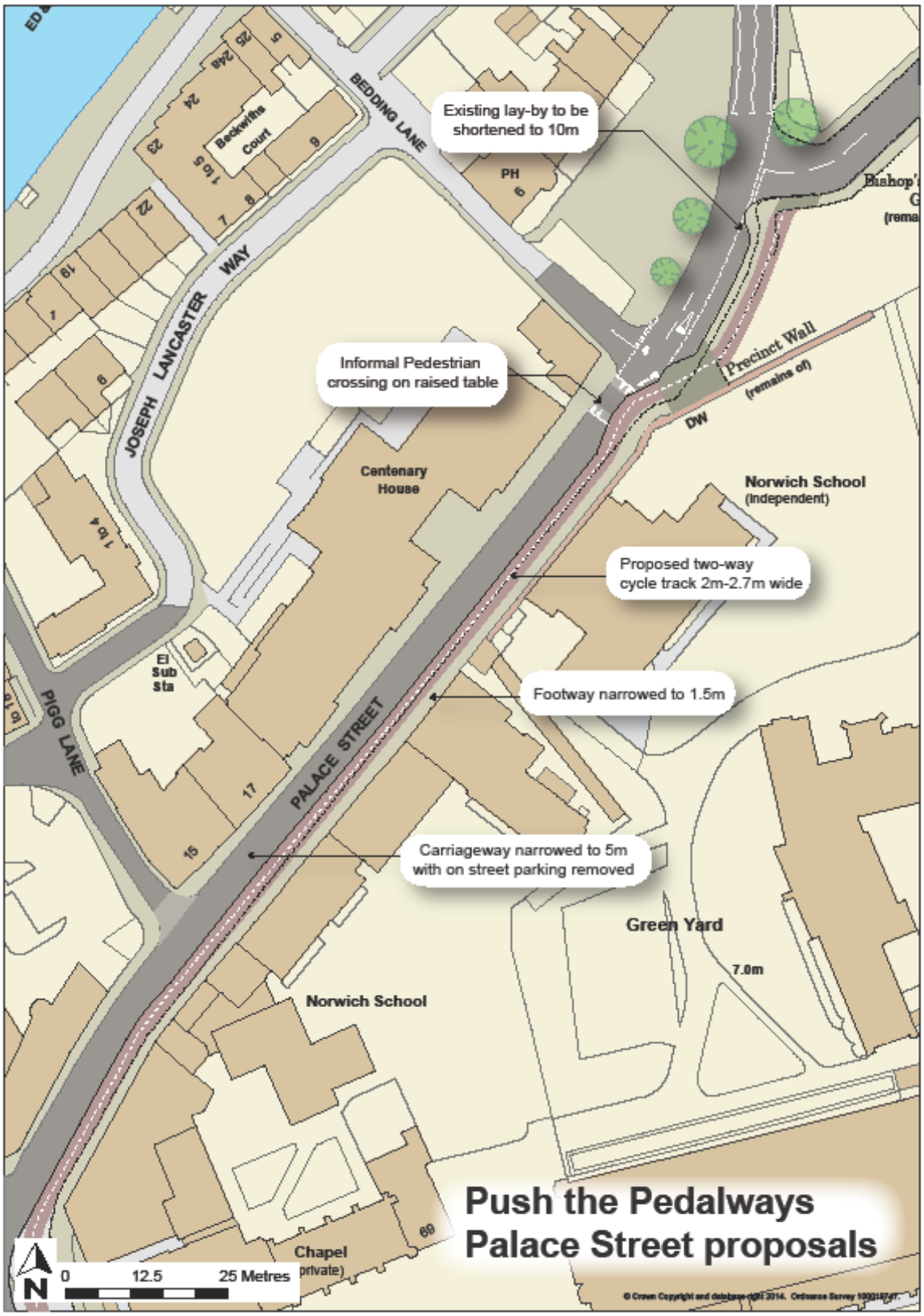
Appendix 2 – Consultation responses

Issue	**Number of times raised**	**Officer Response**
will scheme increase risk of flooding	1	The area is already mostly hard landscaped. New planting areas will provide additional natural drainage
Would like to see Tombland completely pedestrianised	1	Noted
Maintenance will be an issue	1	Maintenance issues will be considered as part of the detailed design
Support removal of parkin on Palace Street	1	Support noted

Appendix 3a – Tombland revised proposals



Appendix 3b – Palace Street revised proposals



Equality impact assessment template

NORWICH City Council

Name of head of service or executive head authorising:	City development Services
role:	Head of Service
Brief synopsis of assessment	Overall, the effects of this proposal are likely to be positive for potentially affected groups.
Lead review manager name:	Bruce Bentley
Role:	Project Manager
Date:	30th October

1. Title of proposed policy, function or project:

City Cycle Ambition Grant project 13. Tombland and palace Street

2. What are the aims and objectives?

The Tombland scheme is part of an overall project (Push the Pedalways) that seeks to

1. Boost economic growth by enabling residents to reach job opportunities, city centre facilities and linking major development sites to the cycle network.
2. Tackle health problems in parts of the city with high levels of obesity by providing cycling infrastructure and targeted cycling promotion.
3. Double the level of cycling within ten years.
4. Broaden the demographic appeal of cycling.
5. Reduce the rate of accidents involving cyclists and pedestrians.
6. Cut carbon emissions from journeys within the city.

The Tombland scheme itself has the following objectives, and is primarily a scheme that re-allocates existing highway space in favour of pedestrian and cycle movement. The project objectives are

<u>Essential</u>

1. Provide a safer route for cyclists between Princes Street and Bishopgate on the pink pedalway.
2. Reduce the amount of street clutter that disfigures Tombland, especially guard-railing and the lighting column in front of Samson and Hercules.
3. Introduction of 20mph limit and reinforcement with traffic calming if necessary.

<u>Desirable</u>

1. Provide a safer route for cyclists on the green pedalway between Princes Street and St Faiths Lane and on NCN1 (red pedalway) between Princes Street and Upper King Street. (This is subject to

ongoing routing negotiations with Sustrans).
4. Provide additional cycle stands, potentially on the site of the redundant toilet.
5. Enable larger vehicles to enter The Close through the Erpingham Gate rather than the narrower Ethelbert Gate, which is being damaged.
6. Enable cycling from Queen Street into St Faiths Lane and from St Faiths Lane into Princes Street without needing to ride along Tombland.

3. Who are the key stakeholders?

The Council

Members of the public

Local Businesses

Local Residents

Cycling groups

Disabled Groups

Heritage Groups

4. What evidence has been used for this assessment?

Consultation responses

Best Practice guidance

Project Brief

5. Have any concerns been raised about the proposed policy? (Copy and paste this symbol ✓ to tick the relevant fields below)

	Yes	No	Not known
Age	✓		
Disability	✓		
Gender		✓	
Racial group		✓	
Religion or belief		✓	
Sexual orientation		✓	
Socio-economic status		✓	

5a. What have people from these equalities groups told you about their concerns?

The moving of the current light controlled crossing from its current location will take it away from the desire line for schoolchildren, and will make them use a more dangerous alternative.

Blind people could be adversely affected by elements of the detailed design of the scheme, but overall, the changes are welcomed

6. Do different groups have different needs in relation to this policy? (Copy and paste this symbol ✓ to tick the relevant fields below)

	Yes	No	Not known
Age	✓		
Disability	✓		
Gender		✓	
Racial group		✓	
Religion or belief		✓	
Sexual orientation		✓	
Socio-economic status		✓	

6a. Please explain what the potential outcomes are for these equalities groups:

A poorly detailed scheme could adversely affect the mobility of disabled people, and blind people in particular. The proposed light controlled crossing, which is on a number of desire lines, and central to the area as a whole, will benefit people with walking difficulties by reducing the overall length of journeys for most users. In addition, the reduced width of the crossing will make that movement safer.

The impact on Children over any other group is marginal. A light controlled crossing at a position that picks up more desire lines than the current location is proposed, and in addition, new courtesy crossing points are provided in several positions where there is currently no provision, and there is a need to cross the road. Whilst one desire line (between the School and the local sweet shop) is not catered for by the light controlled facility without a slight diversion, all other destinations have improved facilities. Traffic calming is proposed throughout the area, and pavements are being substantially widened. Off road cycling facilities are also being provided, and consequently the overall environment for all children is likely to be improved

7. Is there a chance to: a. promote equality of opportunity, and b. promote good relations in the community? (Copy and paste this symbol ✓ to tick the relevant fields below)

	Yes	No	Not known
Age		✓	
Disability	✓		
Gender		✓	
Racial group		✓	
Religion or belief		✓	
Sexual orientation		✓	
Socio-economic status		✓	

7a. Please explain whether the potential is for a positive or neutral outcome:

There is potential for a positive outcome. The scheme is being designed at the detailed stage to take account of all relevant best practice guidance with relation to disabled people, and provides enhanced pavements, which currently do not meet recommended standards in some locations. Discussions are taking place with the Blind association to ensure that the scheme is detailed to ensure that the area is designed to account for their needs, which again, is an improvement over the current situation

8. Is there evidence to suggest that the policy may have a disproportionate adverse impact on an equalities group? (Copy and paste this symbol ✓ to tick the relevant fields below)

	Yes	No	Not known
Age		✓	
Disability		✓	
Gender		✓	
Racial group		✓	
Religion or belief		✓	
Sexual orientation		✓	
Socio-economic status		✓	

8a. Please explain what this potential impact is and how you intend to mitigate against it in a proportionate and relevant way:

Overall, impacts are likely to be positive

9. Please outline key recommendations and actions committed to in the future:

Continue to discuss detailed design issues with the Blind Association

10. On the basis of this assessment, should this policy go on to the further impact assessment stage?

No

11b. Please explain:

No disproportionate negative impact has been identified

Please note that the further impact assessment is only necessary if a potentially disproportionate negative impact has been identified.

KEY

- Two way cycle track
- Tactile area - extent tbc
- Ramped area or area of raised levels
- Conservation kerbs demarcating areas and level change
- Area strengthened to take vehicle movements dashed red line indicating edge of tracking
- Banding highlighting key pedestrian route
- Bollards to protect pavement and cycle track from traffic

Conservation kerb defining edge of footpath

Transition kerbs

Additional bollards to define entrance

Cyclepath at consistent level between kerbs - with ramped approach to crossing

Crossing levels flush with footpath

Ramp up approaching crossing

Reservoir to match raised table profile

Tactile area (paving or studs) to highlight crossing

Contrasting banding to be taken through from Erpingham Gate

Crossing levels flush with footpath

Tactile area (paving or studs) to highlight crossing

Additional bollards to define entrance

Tactile area (paving or studs) to highlight crossing

Ramp up approaching crossing

Cyclepath at consistent level between kerbs - with ramped approach to crossing

LB

Reservoir to match raised table profile

Conservation kerb defining edge of footpath

Transition kerbs

14

Title
Push the Pedalways
Tombland and Palace Street
Norwich City Council
Erpingham Gate Crossing

Date 14.11.14	Scale(s) 1:100
Designed by EH/BB	NEG. No.
Drawn By EH	Checked By BB
DWG. No. CCAG13/FEA/02	

No.	Date	Notes REVISIONS	Int.	Ckd.

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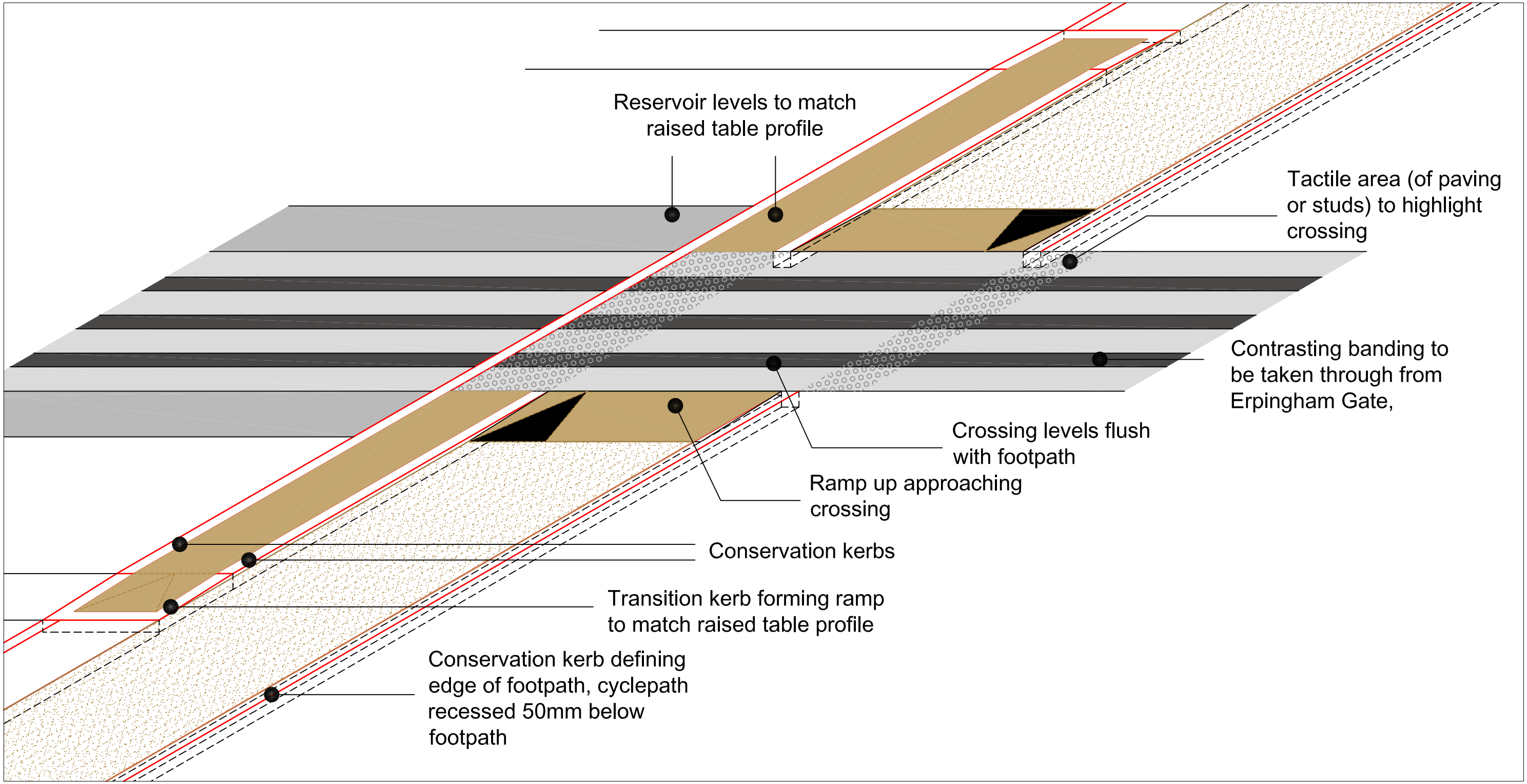

Title
Push the Pedalways
Tombland and Palace Street
Norwich City Council
Erpingham Gate Crossing Isometric Sketch Detail

Date 14.11.14	Scale(s) 1:100	No.	Date	Notes REVISIONS	Int.	Ckd.
Designed by EH/BB	NEG. No.					
Drawn By EH	Checked By BB					
DWG. No. CCAG13/FEA/03						

Jerry Massey
Deputy Chief Executive
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1.49

CUT LINE1

TUC LENL

Maid's Head Hotel

Chapel (Private)

Erpingham Gate

Nelson's Statue

Upper Close

Proposed courtesy crossing on raised table

Existing roundabout to be removed and converted to a priority junction

Note: Landscape Design Proposals to be confirmed

Proposed reservoir area for pedestrians

Proposed courtesy crossing on raised table to match pedestrian desire line

Note: Landscape Design Proposals to be confirmed

Existing guardrails to be removed

Existing signalised crossing to be removed

Existing footway to be widened

Proposed 3m wide two-way cycle track

Local footway narrowing to 1m width

Existing tree to be retained and details around it to be confirmed

Proposed crossing point at the narrowed bell mouth

Proposed Traffic Signal Junction

Proposed 1.5m footway

Proposed Pedestrian Crossing

Extent of existing external seating area shown indicatively

Existing bus stops to be moved southwards

Public Toilets

PH

Samson and Hercules House

Augustine Steward House

Tombland Alley

St George Tombland Church

Tombland

Precinct Wall

(remains of)

DW

KEY

- Existing Layout (OS map)
- Existing Layout (Topo Survey)
- Proposed conservation type kerbs - See note 1
- Proposed conservation type dropped kerb - See note 1
- Proposed cycle facilities - Brett Regatta riven sett style paving (color: silver haze). See note 2. Total Area = 732m²
- Proposed shared use surface - Brett Aura riven paving laid in random style (color: bronze Fleck). See note 2. Total Area = 91m²
- Proposed Raised Table - HRA with rolled in golden gravel chippings. Total Area = 103m
- Proposed loading area - Brett Quardon riven concrete paving laid in random style (color: natural). Total Area = 147m²
- New footway/pavement - Brett Quardon riven concrete paving laid in random style (color: natural). Total Area = 1460m²
- Piatto modular block paving 200mm x 200mm (color: TBC). Total Area = 112m²
- Proposed conservation style footway edging
- Proposed demarcation between cycle track and footpath - Brett Regatta riven sett style paving - 200mm x 133mm laid length ways (color: burnt oak)
- Proposed road marking
- Proposed traffic signal post
- Proposed bollard
- LC1 Existing lighting column to be relocated
- Proposed tactile paving
- Proposed double yellow lines for waiting and loading restrictions
- G Proposed gully

Notes:

1. Existing granite kerbs to be re-used where possible
2. A contrasting stripe to be laid into the footway/cycleway design at regular intervals - use Regatta riven sett style paving. Size TBC (color: Silver Haze)

PUSH THE PEDALWAYS

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NORWICH City Council

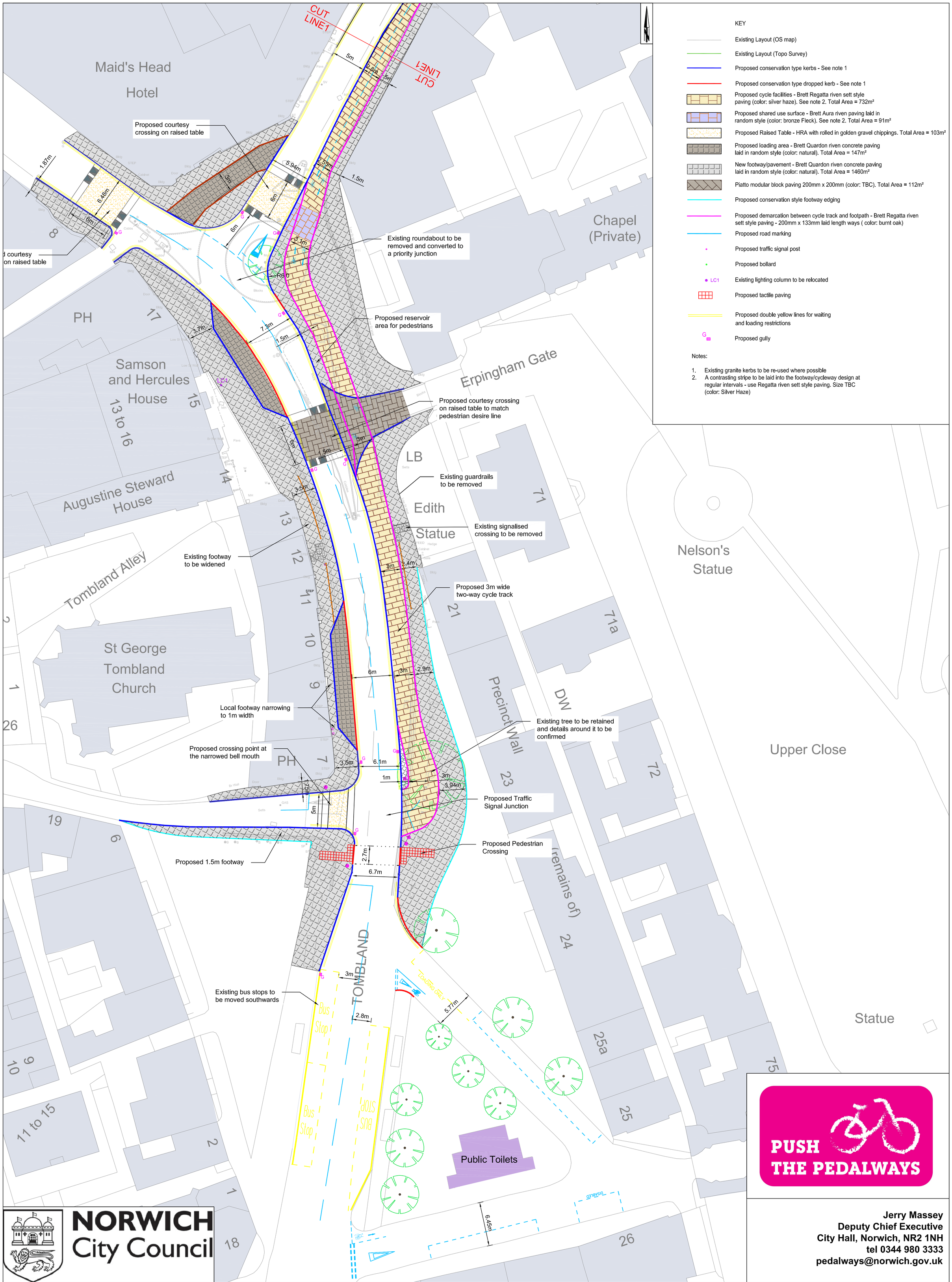
Title

Push the Pedalways
Tombland and Palace Street
Norwich City Council
Signalised crossing Feasibility Sketch

COMMENT

Date	Scale(s)
08/10/14	1:250
Designed by BW	NEG. No.
Drawn By EH	Checked By BW
DWG. No. CCAG13/FEA/01	

No.	Date	Notes REVISIONS	Int.	Ckd.



NORWICH City Council

PUSH THE PEDALWAYS

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Title

Push the Pedalways
Tombland and Palace Street
Preliminary Design
Sheet 1 of 2

DRAFT

Date 21/05/2014	Scale(s) 1:250
Designed by JR	NEG. No.
Drawn By JR	Checked By DC/AH
DWG. No. 301739CA-13-PE4082-PRE-004	

No.	Date	Notes REVISIONS	Int.	Ckd.
D	09/14	Loading Bay added outside No. 9/10	JR	AH
E	09/14	Paving details added to key	JCR	

20mph speed limit to be introduced

Give way may be needed subject to further investigation

Existing lay-by to be shortened to 18m

Existing bench to be relocated to the south of the junction

Informal Pedestrian Crossing on raised table

Potential small opening in wall for deliveries proposed by Norwich school

Existing cobbled area on footway to be retained

On street parking to be removed along Palace Street

CUT LINE1

CUT LINE1

Beckwiths Court

Centenary House

Norwich School

Norwich School

Precinct Wall (remains of)

PALACE STREET

PIGG LANE

JOSEPH LANCASTER WAY

BEDDING LANE

ST MARTI

Bisho

(rem

PH

El Sta

1 to 5

1 to 4

1

6

7

8

9

15

17

19

22

23

24

24a

25

5

DW

KEY

- Existing Layout (OS map)
- Existing Layout (Topo Survey)
- Proposed conservation type kerbs - See note 1
- Proposed conservation type dropped kerb - See note 1
- Proposed cycle facilities - Brett Regatta riven sett style paving (color: silver haze). See note 2. Total Area = 732m²
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- New footway/pavement - Brett Quardon riven concrete paving laid in random style (color: natural). Total Area = 1460m²
- Platto modular block paving 200mm x 200mm (color: TBC). Total Area = 112m²
- Proposed conservation style footway edging
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2. A contrasting stripe to be laid into the footway/cycleway design at regular intervals - use Regatta riven sett style paving. Size TBC (color: Silver Haze)

Palace Street - Typical Section (Indicative Only)

Tombland - Typical Section (Indicative Only)

SCALE: N.T.S.

PUSH THE PEDALWAYS

NORWICH City Council

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Title

Push the Pedalways
Tombland and Palace Street

Preliminary Design

Sheet 2 of 2

DRAFT

Date	Scale(s)
02/06/2014	1:250
Designed by JR	NEG. No.
Drawn By JR	Checked By AH
DWG. No. 301739CA-13-PE4082-PRE-005	

No.	Date	Notes REVISIONS	Int.	Ckd.
C	06/14	Segragated facilities provided at north end.	JR	AH
D	09/14	Paving details added to key	JCR	