Report to	Norwich Highways Agency committee 16 March 2017	**Item**
Report of	Head of city development services	14
Subject	Transport for Norwich – City Centre Access Strategy, Contraflow Cycle Lanes	

Purpose

To seek approval to consult on proposals to introduce contraflow cycling on existing one-way streets in the City Centre. Members are also asked to approve the advertisement of Traffic Regulation Orders that would be required to enable their implementation.

Recommendation

That the committee:

(1) asks the head of city development services to commence the necessary statutory process for all traffic regulation orders and notices required to:

(a) allow contraflow cycling on:

(i) St Swithins Road
(ii) Ten Bell Lane
(iii) Cow Hill
(iv) Willow Lane
(v) Westwick Street (Charing Cross to Coslany Street)
(vi) Muspole Street
(vii) Lobster Lane
(viii) Little London Street
(ix) Redwell Street
(x) Bedding Lane
(xi) Crooks Place (St Stephens Square to Wessex Street)
(xii) St Stephens Square
(xiii) Timberhill

(b) make associated changes to waiting and loading restrictions as outlined in the report.

(2) approves for consultation the proposals for the City Centre Access project that relate to contraflow cycling on all of the above streets.

(3) note that all responses will be considered at a future meeting of the committee

Corporate and service priorities

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

Financial implications

There is a budget funded by the Department for Transport (DfT) of £250,000*

The cost to update signage and put in any measures for controlled access will come from this budget. The cost will be dependent on the outcome of any consultation and subsequent decision.

Ward/s: Mancroft

Cabinet member: Councillor Bremner - Environment and sustainable development

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Background documents

None

Report

Background

1. The City Cycle Ambition Grant (CCAG) was originally awarded to Norwich City Council in 2013 and a further grant was made in 2015. The aim of this scheme is to improve facilities for the cyclist and encourage as many people as possible, even the most vulnerable, to use this sustainable and healthy form of travel. It is the intention of the CCAG to encourage more people to cycle throughout the city, to make cycling enjoyable for all and improve the infrastructure to benefit all kinds of cycling from commuter to leisure.

2. The City Centre Access Strategy as a whole considers two key elements that affect access in the city centre: The restrictions for cycling and motor vehicles in pedestrian areas and the provision of contraflow cycling on some one-way streets. This report forms the second part of works to improve cycle permeability on one-way streets identified later in this report. The first report taken to Norwich Highways Agency committee in November 2016 considered the access restrictions in pedestrian zones.

3. One-way systems were widely introduced in the city centre in past decades to keep traffic flowing and provide more space for car parking. This was generally done without regard to the problems caused for cyclists who usually then have longer, less direct and more confusing journeys. One way systems often result in faster driving which makes cyclists feel less safe. Cyclists sometimes illegally resort to cycling on the pavement. This was the case in Magdalen Street before the recent introduction of a contraflow lane.

4. In March 2011 a report on contraflow cycling was presented to NHAC. Each street was reviewed and put in priority order based on the likely costs and benefits. Since then cyclist have been allowed to ride in both directions on:

   (a) Magdalen Street – contraflow
   (b) Duke Street – contraflow
   (c) Chapel Field North – two way for all
   (d) Cleveland Road – two way for all
   (e) Bethel Street – two way for all
   (f) Little Bethel Street – two way for cyclists
   (g) Cowgate – contraflow

5. CCAG project 45, the City Centre Access Strategy, reviews access restrictions in pedestrian areas (taken to committee and approved for consultation in November 2016) and also recommends in this report allowing contraflow cycling on suitable streets that will increase cycle permeability and encourage cycle use along quieter routes. Restricted access problem may deter some more vulnerable cyclists from using the pedalways or encourage cyclist onto busier and faster roads.

6. This report looks at implementing contraflow cycling on the following streets which are shown in appendix 1:

- St Swithins Road
- Ten Bell Lane
- Cow Hill
- Willow Lane
- Westwick Street (Charing Cross to Coslany Street)
- Muspole Street
- Lobster Lane*
- Little London Street*
- Redwell Street
- Bedding Lane
- Crooks Place (St Stephens Square to Wessex Street)
- St Stephens Square
- Timberhill*

*require signage only

Research

7. Sustrans advise that contraflow cycling has the following benefits:

   (a) It improves the permeability, accessibility and directness of the cycle network.
   (b) By providing a journey time advantage compared to other modes, contraflow cycling can encourage walking and cycling and reduce short car trips.
   (c) It avoids displacing cycle users onto busy alternative routes.
   (d) It aids route-finding because every street is available for two way cycling.
   (e) Contraflow cycling has been shown to be safe even in narrow streets, streets with high pedestrian flows and streets with high levels of kerbside parking or loading activity.
   (f) Formalising contraflow cycling is likely to reduce cycling on the footway.
   (g) Contraflow cycling is generally a low cost measure and is popular with cycle users.

8. The DfT Traffic Advisory Leaflet 6/98 - Contraflow Cycling, states that: '*European experience and the recent research from TRL indicates that the form of provision necessary for contraflow cycling may vary, depending on the traffic environment and street layout into which the scheme is being introduced. Where speeds and flows are low and the street layout conducive, contraflow cycling may be introduced safely with less physical infrastructure than in other circumstances'.*

9. A report from the City of London using data collected in March 2014 found that where they had introduced contraflow cycling there had been a 33% increase in cycle flow with 2 out of 5 cyclists travelling in the contraflow direction.

10. In Norwich, where some one-way streets have been adapted to allow contraflow cycling, there is strong evidence that this provision can lead to an increase in the number of cycle journeys. The cycle count figures in both directions of Magdalen Street (north) show a threefold increase in cyclists comparing the before and after implementation data. Other cycle contraflows in Norwich such as Essex Street have increased cycle permeability and provided route options for cyclists. In this case we have not seen a large increase in cycle journeys. This should be viewed within the context that on quieter streets there is typically a baseline of cycle journeys in the

contraflow direction prior to the contraflow facility. There are streets within this report where we know this to be the case such as on Lobster Lane.

11. In Brussels, where one street in four has a cyclist contraflow, the contraflows make up a significant part of the cycling network and contributes to high cycle permeability throughout the city. Subsequent research looked in detail at safety on cycle contraflows and concluded that contraflow cycling provides a road safety solution rather than a road safety problem.

12. The cycle contraflow options for each street in this report depend in part on traffic speed, traffic volume, available road space, parking and loading requirements. The London Cycling Design Standards (LCDS) encourage flexible, minimal approach to signage, particularly in areas with 20mph limits, and of course, the entire city centre of Norwich is now a 20mph area. The LCDS also considers the option for contraflow cycling to omit lane marking altogether where appropriate. An example in Norwich is Lobster Lane where an *Except Cycles* sub plate beneath the existing *No Entry* sign is appropriate to allow cycling.

13. Many of the streets will require only minimal intervention, with the provision of additional signage to highlight the use by cyclists in both directions. In some locations an entry treatment will be needed that demonstrates the inbound cycling movement on the road surface. Although detailed design work has not yet been done, the following proposals indicate the likely extent of work required.

The Proposals

14. It is proposed that contra flow cycling is allowed on the following streets;

    (a) **St Swithins Road:** will provide a link from the existing Westwick Street cycle lane to the Dereham Road/ Grapes Hill Junction. This also provides an alternative to St Margaret's Street which is cobbled and involves a difficult right turn for cyclists. Improvements required: Some kerb alignment, surface treatment, separators, signage and lines. A proposed layout is shown in appendix 2.

    (b) **Ten Bell Lane**: will enable more direct journeys by bike between the west of the city centre and Benedict's Street, Westwick Street and beyond. It provides direct access to many of the businesses on Benedict's Street. Improvements required: signage and lines (potentially some lowering of a small section of kerb).

    (c) **Cow Hill**: will enable more direct access from Upper St Giles to Pottergate. Improvements required: Signage and lines including entrance treatment.

    (d) **Willow Lane:** will enable direct access from Pottergate to residences and businesses on St Giles and the city. This route is considerably less steep than the adjacent Cow Hill. Improvements required: Signage and lines.

    (e) **Westwick Street (Charing Cross to Coslany Street):** will provide a link to Heigham Road and a more direct route from the city centre to the Coslany Street and Oak Street route (part of National Cycle route) out of the city. It will crucially provide an alternative to Duke Street for cyclists leaving the Charing Cross area of the city outwards towards Oak Street and beyond. Improvements required: Pedestrian islands, traffic separators (consistent with existing separators in place

further down Westwick Street), signage and lines. A proposed layout is shown in appendix 3.

(f) **Muspole Street:** will allow cyclists to access businesses and residences from the pedalway on Colgate. Improvements required: Signage and lines including entrance treatment.

(g) **Lobster Lane**: will allow cyclist to access businesses, residences and cycle parking on Pottergate and beyond. Improvements required: Signage only

(h) **Little London Street:** will allow cyclists to connect journeys between two quiet streets in either direction and provide the most direct route to the cycle parking here. Improvements required: Signage only

(i) **Redwell Street:** will be of benefit for access to the properties on Princes Street and Elm Hill. Improvements required: Signage and lines.

(j) **Bedding Lane:** will be of benefit to access quayside and Magdalen Street from Bishopgate and the east of the city. Improvements required: Signage only.

(k) **St Stephens Square:** will allow city bound cyclists on St Stephens Road to access the Toucan crossing at Chapel Field Road. Improvements required: Signage and lines including entrance treatment.

(l) **Crooks Place (St Stephens Square to Wessex Street):** will allow city bound cyclists on St Stephens Square to access the Toucan crossing at Chapel Field Road. Improvements required: Signage and lines including entrance treatment.

(m)**Timberhill (Red Lion Street to Lion and Castle Yard):** will allow access from Red Lion Street to businesses and residences on Timberhill. Improvements required: Signage only

15. Locations where contra-flow cycling is <u>not</u> being recommended:

(a) **St Giles Street:** is currently one-way into the city. Prior to Bethel Street becoming two-way to traffic; a cycle contraflow on St Giles Street had the potential to make westbound journeys from the city much easier and more direct for cycling. Following this change, alternatives for westbound cycle trips are Bethel Street or using Upper Goat Lane to connect to Pottergate. Cycle contraflow on St Giles Street would require changes to lines, signs and kerb lines, Along with the likely loss of on street parking and at this time the potential costs outweigh the benefits. St Giles Street has been taken out of the consideration for this report.

(b) **Elm Hill:** is currently one-way from Wagon and Horses Lane to Wensum Street. Elm Hill is a narrow street with narrow footways and has short term parking where it meets Wensum Street making contraflow cycling difficult to provide. It has heavily cobbled surface which is not comfortable for cycling and changes here would be likely to be detrimental to the streetscape. The benefits of contraflow cycling here are minimal and this route has been taken out of the consideration for this report.

Conclusions

16. The City Centre Access Strategy is an important link in achieving a connected city with a network of route options that enable safe and direct cycling. It will continue the work of the Cycle City Ambition Grant to remove barriers to cycling.

17. Further contraflow cycling provision will increase cycle permeability in the city. A substantial evidence base exists to show that cycle contraflow can actually be safer than encouraging cyclists to mix with the busier and/or faster moving traffic on the surrounding roads.

18. The contraflow cycle routes in this report have been included for the benefits they offer weighed against the prospective costs and challenges to implement. Consultation will further inform the design and implementation of proposals for implementing cycle contraflow in the city centre.

19. If approved; the timescales for this scheme are for planned consultation in May 2017 and implementation will take place during the autumn / winter.

Integrated impact assessment

NORWICH City Council

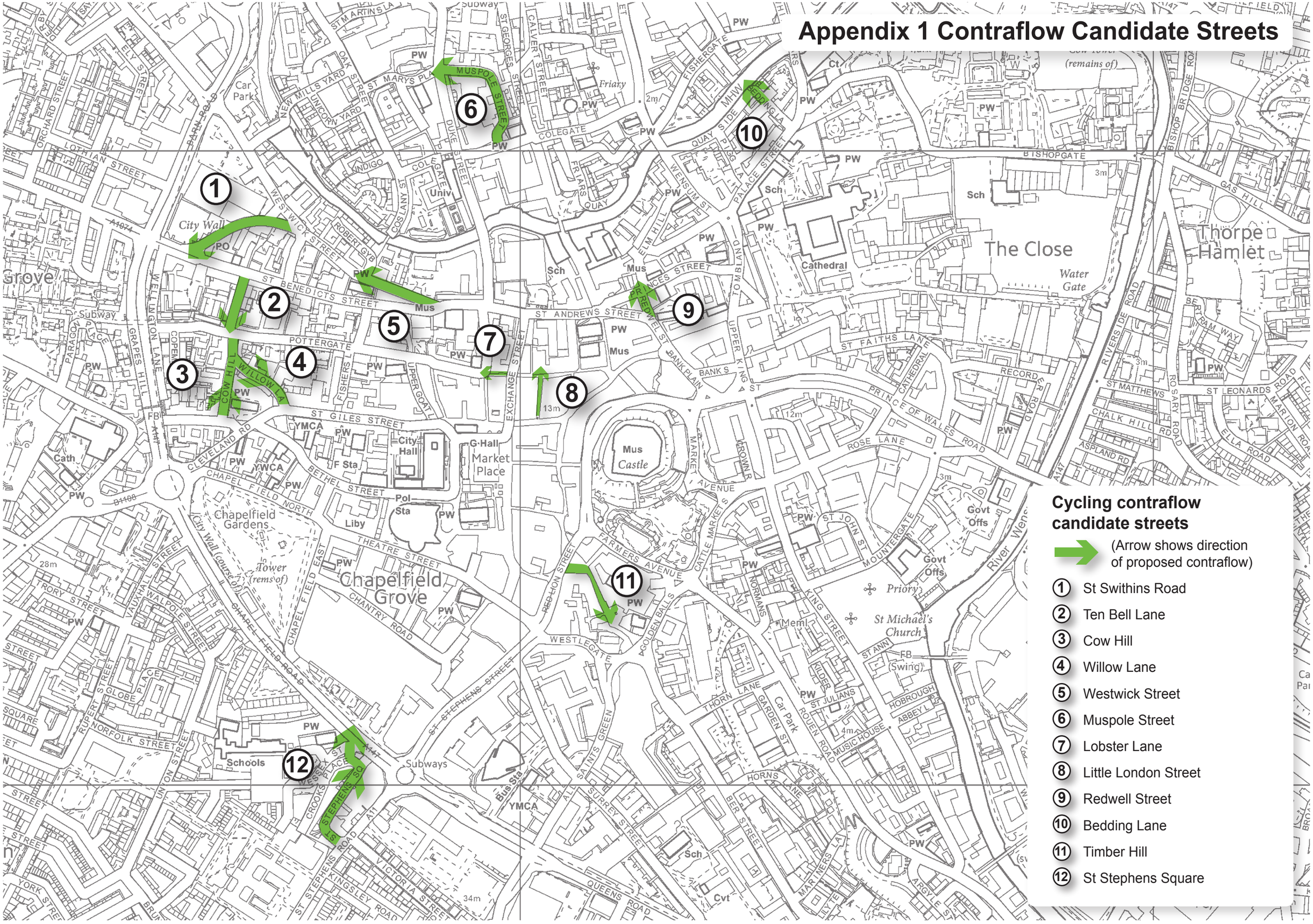
Report author to complete	
Committee:	Norwich Highways Agency Commitee
Committee date:	16 March 2017
Director / Head of service	David Moorcroft/ Andy Watt
Report subject:	Transport for Norwich – City Centre Access Strategy, Contraflow Cycle Lanes
Date assessed:	8 February 2017
Description:	A report to seek consultation on cycle contraflows on specific streets in the city centre

	Impact			
Economic (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Finance (value for money)	☐	☒	☐	
Other departments and services e.g. office facilities, customer contact	☒	☐	☐	
ICT services	☒	☐	☐	
Economic development	☐	☒	☐	
Financial inclusion	☐	☒	☐	
Social (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Safeguarding children and adults	☒	☐	☐	
S17 crime and disorder act 1998	☐	☒	☐	Will increase the level of adherence through allowing contraflow where appropriate
Human Rights Act 1998	☒	☐	☐	
Health and well being	☐	☒	☐	

	Impact			
Equality and diversity (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Relations between groups (cohesion)	☒	☐	☐	
Eliminating discrimination & harassment	☒	☐	☐	
Advancing equality of opportunity	☐	☒	☐	Will provide safer opportunity for affordable and direct travel
Environmental (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Transportation	☐	☒	☐	
Natural and built environment	☒	☐	☐	
Waste minimisation & resource use	☒	☐	☐	
Pollution	☐	☒	☐	Will encourage use of zero emission transport
Sustainable procurement	☒	☐	☐	
Energy and climate change	☐	☒	☐	Will encourage use of zero emission transport
(Please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Risk management	☒	☐	☐	

Recommendations from impact assessment
Positive
Will help achieve our transport objectives, ensure better access to sustainable / active travel and promote a healthy zero emission tranport choice.
Negative
N/A
Neutral
This report
Issues
N/A

Appendix 1 Contraflow Candidate Streets

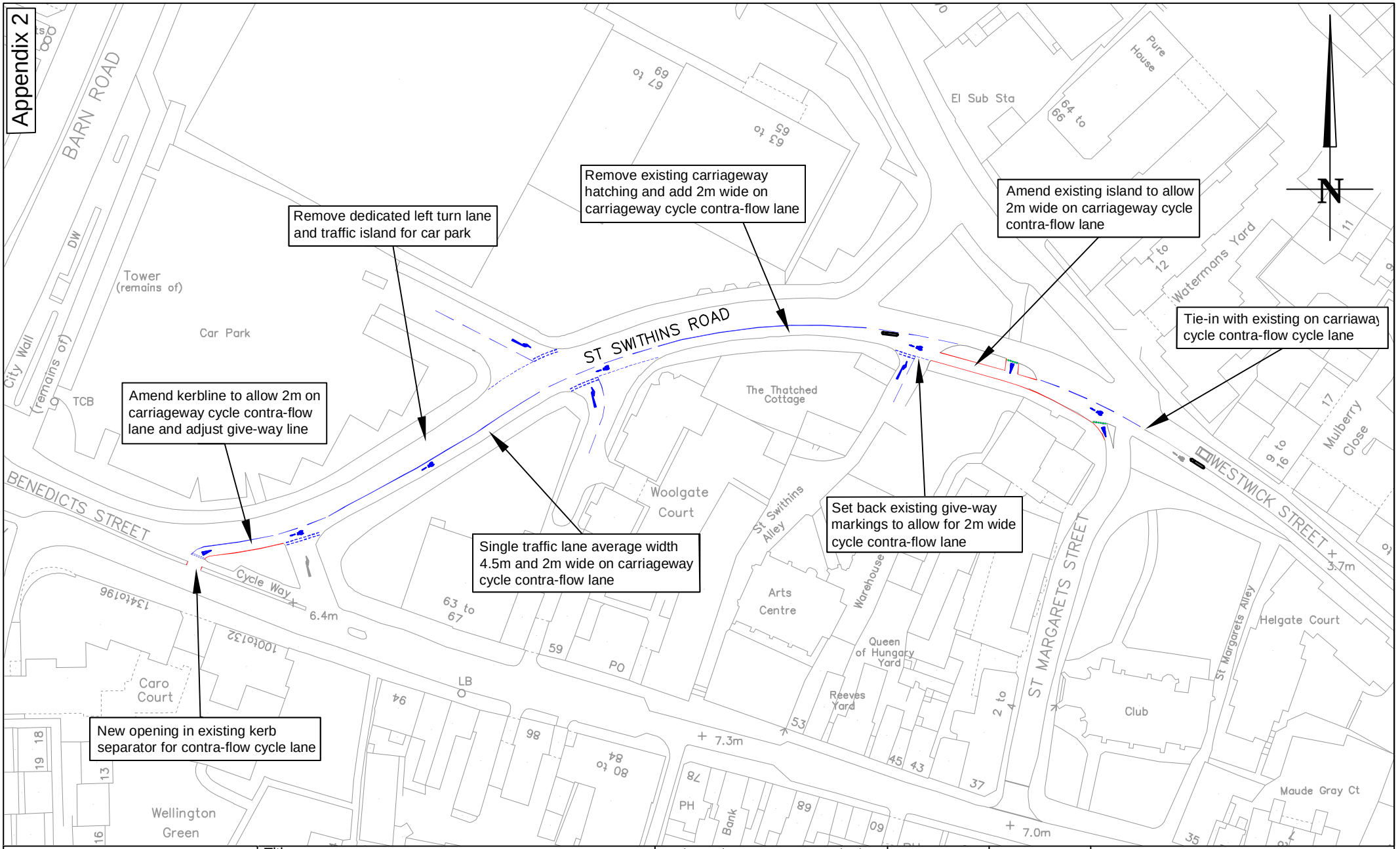


Cycling contraflow candidate streets

(Arrow shows direction of proposed contraflow)

1. St Swithins Road
2. Ten Bell Lane
3. Cow Hill
4. Willow Lane
5. Westwick Street
6. Muspole Street
7. Lobster Lane
8. Little London Street
9. Redwell Street
10. Bedding Lane
11. Timber Hill
12. St Stephens Square

Appendix 2



NORWICH City Council

Title
City Centre Access Strategy for Cyclists
Consulation Plan for
Contra Flow Cycle Lane on St Swithins Road

No.	Date	Notes	REVISIONS	Int.	Ckd.

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Date Feb 17	Scale(s) 1:1000
Drawn By TC	Designed By EP
Checked By	NEG. No.
DWG. No. CCAG2-HD-45-01	

Andy Watt
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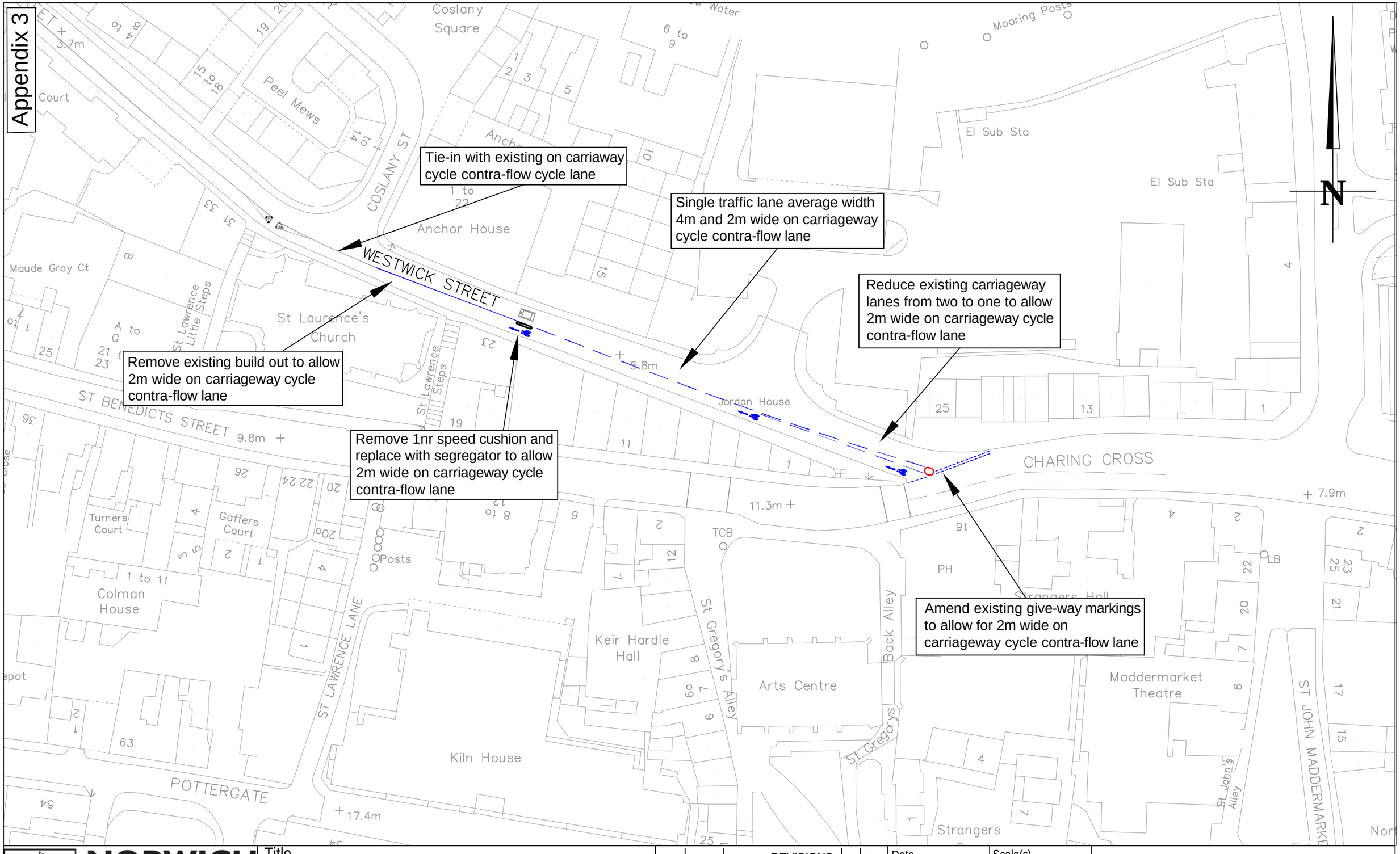
Appendix 3



NORWICH City Council

Title
City Centre Access Strategy for Cyclists
Consulation Plan for
Contra Flow Cycle Lane on Westwick Street

No.	Date	Notes REVISIONS	Int.	Ckd.

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