

Report to Norwich highways agency committee
27 November 2014
Report of Head of city development services
Subject Push the Pedalways - Park Lane to Vauxhall Street

Item

6

Purpose

To consider the results of the statutory consultation on the proposals for the delivering the pink pedalway between Park Lane and Vauxhall Street and to propose that an amended scheme is implemented.

Recommendation

Members are recommended to

- (1) Note the results of the consultation;
- (2) Agree that the following proposals should not be adopted;
 - (a) the proposed road closures on Park Lane to the immediate north of the junction with Avenue Road and on Avenue Road to the immediate east of Maida Vale;
 - (b) The move of Maida Vale from controlled parking zone R to P;
- (3) Agree that the following proposals should be implemented, as shown on plan numbers CCAG8-CON-09 & 10
 - (a) amend the parking restrictions on Avenue Road;
 - (b) replace the speed cushions on Avenue Road with sinusoidal humps;
 - (c) extend the footpath on the northern side of Avenue Road across the junctions of Swansea Road, Cardiff Road and Pembroke Roa;
 - (d) remove the existing signalled crossing on Unthank Road and replace with a zebra crossing;
 - (e) introduce a raised table on Unthank Road between from just south of the Park Lane junction to just north of the Essex Street junction;
 - (f) extend the existing 20mph restriction on Unthank Road to the north of the Essex Street junction;
 - (g) introduce a signed only contra flow cycle lane on Essex Street;
 - (h) introduce contra flow cycling on the section of Rupert Street between Trinity Street and Cambridge Street;

- (4) Ask the head of city development services to complete the necessary statutory procedures associated with the measures described in 3 a – h;
- (5) Ask the Head of city development services to proceed with the necessary statutory processes to amend the waiting restrictions on Vauxhall Street, Chester Street and York Street and introduce shared use facilities for cyclists as shown on Plan no CCAG8-CON-11 & 01. Subject to the number and scope of the responses received to these proposals, 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;
- (6) Ask the head of city development services to work with the Department for Transport to agree detailed proposals for the cycle street concept and report to a future meeting of this committee on how this will be implemented in Essex Street, Avenue Road and Park Lane between Unthank Road and Avenue Road;
- (7) Ask the Head of city development services to investigate ways of improving the cycle link between Mill Hill Road and West Pottergate, subject to funding.

Corporate and service priorities

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

Financial implications

£180,000 of the Department for Transport's cycle ambition funding is available from the Push the Pedalways programme to implement this project.

Ward/s: Nelson & Town Close

Cabinet member: Cllr Stonard, cabinet member for environment, development and transport.

Contact officers

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Background documents

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

Consultation responses

Report

Background

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. In July 2014 this committee considered the results of the options consultation on the proposals for delivering the pink pedalway between Park Lane and Vauxhall Street and agreed to carry out statutory consultation on a scheme which included the following elements;
 - The introduction of a road closure on Park Lane to the immediate north of the junction with Avenue Road and a road closure on Avenue Road to the immediate east of Maida Vale. Cyclists and emergency vehicles will be exempt from those closures.
 - The introduction of a no waiting at any time restriction on the entire length of the northern side of Avenue Road, including the removal of the bus stop cage, the replacement of the bus stop cage and a 9m length of double yellow line on the southern side of Avenue Road with a permit parking restriction and the transfer of Maida Vale from parking zone R to parking zone P.
 - The realignment of the junction of Park Lane with Unthank Road to provide wider shared-use footpath / cycleway in the vicinity of the junction.
 - The removal of the existing signalled crossing on Unthank Road by Essex Street and the provision of a new type of shared-use pedestrian / cyclist crossing on a raised table on Unthank Road between Park Lane and Essex Street.
 - The introduction of contra flow cycling on the section of Rupert Street between Trinity Street and Cambridge Street
 - The introduction of a signed only contra flow cycle lane on Essex Street and the designation of Essex Street as a Cycle Street.
 - The extension of the existing 20mph restriction on Unthank Road to the north of the Essex Street junction.

Consultation process

3. On 3 September 4179 letters that included a leaflet highlighting the proposals, were posted to addresses within the area bounded by (and including) Earham Road Recreation Road, College Road, Unthank Road, Cambridge Street, Rupert Street, Union Street, Walpole Street, Vauxhall Street, Chapel Field Road, and Convent Road. On 11 September letters were hand delivered to the residents in the

Christchurch Road area when it was realised that they had been missed from the original letter drop. The standard stake holder list was also informed of the consultation. An exhibition was held in the Trinity Church Hall on 12 September, where staff were on hand to answer questions

Consultation responses

4. The consultation generated a huge number of responses, the vast majority of which were concerned about the proposed road closures on Avenue Road and Park Lane. In total 716 individual responses were logged, although it is acknowledged that in this there has been a small degree of duplication with, for example, an individual sending in an email and also completing a comment form at the exhibition. However these instances are relatively few in number and do not materially affect the overall results.
5. The table below shows an overall summary of the respondents in favour and opposed to each element of the proposed scheme. The table attached as appendix 1 shows the breakdown of responses by area, however as the vast majority of representations were received by email and the consultation did not ask for a postal address, it has not been possible to accurately derive where around a third of the responses came from. However, it is believed the vast majority live in the area bounded by Colman Road, Earlham Road and Unthank Road.

Proposal	Number who support the proposal	Number who oppose the proposal	Number who commented on the proposal but did not express an opinion either way.
Close Avenue Road	160	500	4
Close Park Lane	161	513	2
Changes to parking restrictions on Avenue Road	28	10	0
Move Maida Vale from zone R to P	0	11	0
Remove the existing signalled crossing and replace with a parallel pedestrian / cycle crossing	36	34	1
Introduce contra flow cycling on Essex Street	35	22	0
Introduce contra flow cycling on Rupert Street	27	6	0

6. In addition to the individual responses received, a petition opposing the road closures was submitted. The local MP also submitted 102 copies of a survey he organised about the closures which showed that 93 respondents were against the closure and 9 were in favour. 89 people who responded to the MP's survey indicated that they had also responded to the city council directly.

Discussion on issues raised

Proposed road closures

7. The vast majority of representations received related to the proposed road closures on Avenue Road and Park Lane. Over 70% of respondents were concerned about displaced traffic, either in the side roads in the immediate vicinity of the closure points such as Doris Road, Pembroke Road and Portersfield Road, or on the roads that directly connect Unthank Road and Earlham Road such as College Road, Glebe Road and Christchurch Road. The concerns focused on the effect that additional traffic would have on the safety of children attending schools in the area, the unsuitability of the roads to carry any additional traffic and the problems already encountered when two vehicles meet on a road that effectively has one running lane due to the number of cars parked in the area.
8. The traffic modelling suggests that the majority of through traffic using Park Lane and Avenue Road will divert to the main road network, but it is accepted that approximately 20% of through traffic will continue to use streets in the area. Local traffic that would pass through the closure points would also need to divert onto other roads and therefore some displaced traffic is inevitable. This is acknowledged in the traffic modelling report that formed part of the consultation.
9. A number of people concerned about the proposed road closures suggested that they may be acceptable if accompanied by further traffic calming across the area, or the introduction of a network of one way streets. One way streets increase vehicle speeds and contra flow cycling would need to be accommodated in each one way street, which given the presence of parking on both sides of the road on most streets would be difficult to achieve.
10. It is clear from the volume of representations received that there are deep concerns among the local community on the impact that road closures may have. There have been suggestions that the closures could be introduced on an experimental basis. This has been considered, but given the given the strength of feeling that is evident in the area it is not believed that at the current time such an experiment would be appropriate and it has the potential to detract from the delivery of the overall pink pedalway implementation project.
11. It is therefore proposed that the road closures are not progressed as part of the current works.
12. Consideration has been given to looking to implement either of the 2 options that were also consulted on in June;
 - closing Park Lane to the north of Avenue Road and making Park Lane one way westbound between Unthank Road and Avenue Road

- making Park Lane one way westbound between Unthank Road and Avenue Road
13. While the effect on displaced traffic of both these options would be less than the published proposals, there would still be an impact on the surrounding streets, and it is likely that a statutory consultation that would be required for the traffic regulation orders backing both these options would generate significant opposition, based on the recent consultation results.
 14. It is therefore proposed that the project for implementing the pink pedalway in Park Lane and Avenue Road should be accommodated within the existing traffic management arrangements.

Avenue Road Parking

15. The majority of people who commented on the proposals to introduce a double yellow line on the whole length of the northern side of Avenue Road and replace the bus stop cage on the southern side of Avenue Road and 9m of double yellow line with permit parking, supported the idea.
16. Of the issues raised in relation to the parking arrangements in Avenue Road, the most predominant one raised by 15 people was concerning the loss of the bus stops, and more particularly the loss of the thrice daily bus service. The bus operator had taken the decision prior to the proposals being published that the service was no longer commercially viable and the service was withdrawn at the beginning of September 2014. There is no prospect of it being reinstated in the foreseeable future.
17. The other main concern raised by 9 people was on the loss of parking spaces for residents. It is acknowledged that there will be a small reduction in the number of spaces potentially available to residents but the benefits for cyclists using the street would be significant, and it should be noted that more people support the scheme than oppose it.
18. It is therefore proposed that the changes to the waiting restrictions on Avenue Road be implemented as advertised.
19. With the levels of traffic to remain the same as existing in Avenue Road is critical that the environment for cyclists is improved. Removing the parking on the north side of Avenue Road will allow the existing speed cushions to be removed and replaced with sinusoidal road humps which are more cycle friendly. It is also proposed to adopt the cycle street approach that is planned for Essex Street in both Avenue Road and the section of Park Lane between Avenue Road and Unthank Road..
20. The concept of a cycle street is one that has been recently raised by the Department for Transport (DfT) and it is understood that the DfT are looking to work with local authorities to develop the idea. One of the key elements of a cycle street is that vehicles will be banned from overtaking cyclists. It is proposed that the city and county councils work with the DfT to refine the cycle street concept and report back to a future meeting on exactly how it would be implemented in the three streets suggested.
21. The revised proposals for Avenue Road are attached as appendix 2

Maida Vale permit parking

22. There was unanimous opposition to moving Maida Vale from CPZ zone R to P. If the road closures are not progressed then the need for this is removed. It is therefore proposed not to implement the change.

Unthank Road crossing

23. Opinions on the replacement of the signalled crossing on Unthank Road north of Essex Street with a combined pedestrian / cycle parallel crossing on Unthank Road between Park Lane and Essex Street are evenly divided with 36 favouring the idea and 34 opposing it. This result mirrors the result of the June consultation when there was a very small majority in favour of the new style crossing.
24. Over 80% of people opposing the combined pedestrian / cycle parallel crossing were concerned about the shared used footpath / cycleways that would need to be created in the vicinity of the crossing. Among those objecting to the shared use are the Norfolk and Norwich Association for the Blind and a local ward member.
25. The current signalled crossing was introduced at a time when it was felt that pedestrians were subservient to vehicles and they had to be controlled to help the flow of traffic. Thinking has moved on in recent years and within urban areas the focus has changed to all modes sharing space. In a 20mph zone such as Unthank Road a signalled crossing is no longer considered appropriate and a zebra style crossing affords more priority to pedestrians.
26. Given the level of concerns raised about the shared use paths that would be needed if a zebra crossing with a parallel cycle crossing were to be provided, it is suggested that the parallel cycle crossing is not implemented along side the zebra crossing. Cyclists wishing to travel between Park Lane and Essex Street will have the choice of staying on the carriageway which will be traffic calmed or dismounting and pushing their cycles across the zebra crossing
27. The original proposal that was consulted on saw the existing zebra crossing on Park Lane by the junction of Unthank Road removed, as with very low levels of traffic in Park Lane it would not be necessary. As traffic levels in Park Lane will now remain as they currently are it is proposed that a zebra crossing is retained here, in a slightly realigned position to accommodate the proposed junction table.
28. The proposed layout for this area is shown on the plan attached as appendix 3

Essex Street

29. The consultation responses show that there is overall support for the Essex Street proposals and it is therefore proposed to implement the contra-flow cycling as advertised.
30. Discussions continue with the Department for Transport on what the mechanisms are for dedicating a street as cycle street and a further report may be needed to complete this process.

Rupert Street

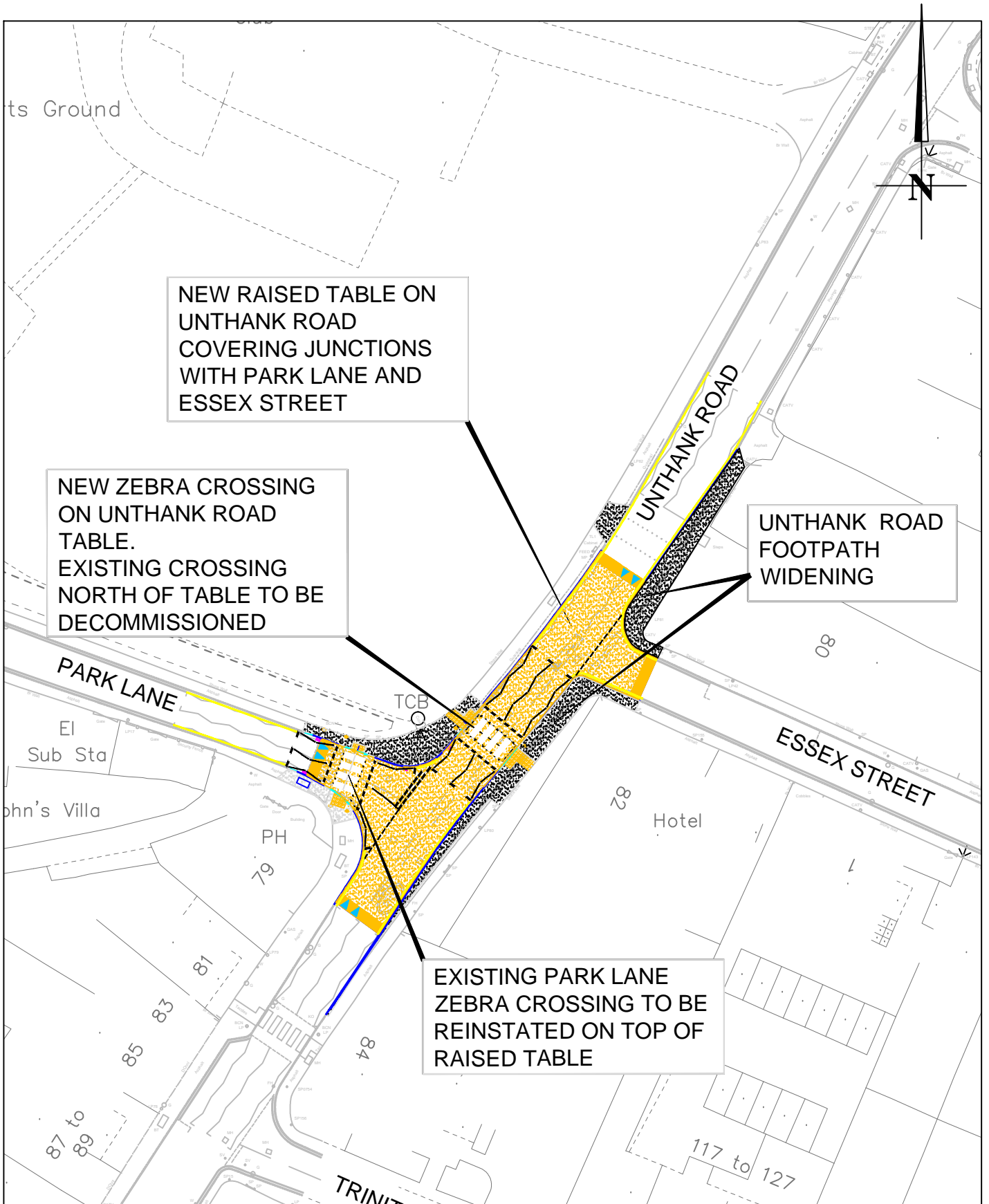
31. The consultation responses show that there is overall support for the Rupert Street proposals and it is therefore proposed to implement the contra-flow cycling as advertised.
32. Subsequent to the consultation it has become apparent that there is a need to make some very minor amendments to waiting restrictions and the shared use arrangements in the area to ensure that cyclists can access the proposed cycle facilities in the Rupert Street area. The proposals for York Street are shown on the plan attached as appendix 4 and Vauxhall Street, appendix 5. . As these are minor modifications it is suggested that the determination of any objections to the statutory consultation is delegated to the Head of city development services in discussion with the chair and vice chair of this committee.

Conclusions

33. This public consultation has sparked considerable debate in the local area and the proposals have been radically altered to take account the concerns of local people.
34. It is acknowledged that as a result of this the pedalway proposals for the area will be less effective for cyclists than if traffic levels in Park Lane and Avenue Road could be reduced. It remains the ambition of the city council to reduce through traffic in all residential areas and there may be an opportunity in the future to look at alternative options for doing this in the Park Lane area.
35. Recognising that these pink pedalway proposals for the Park Lane area are a compromise to accommodate local concerns, it is suggested that as part of the wider implementation of the pedalway network, Mill Hill neighbourhood route is given more prominence to enable a connection to be made to the green pedalway. This is likely to involve improvement to the Mill Hill Road / Earlham Road junction to enable cyclists to cross safely between Mill Hill Road and West Pottergate. Funding for this proposal is not available as part of the current cycle ambition grant and alternate sources of funding will need to be secured in order for this to be progressed.
36. Should members agreed to the proposals outlined in this report, it is anticipated that they will be implemented on site during summer 2015.

Appendix 1 Summary of responses by area

	Park Lane, Mill Hill Road & Avenue Road		Vicinity of proposed closures		College Road / Christchurch Road area		Vauxhall Street Area		Immediately outside of consultation area		Wider Norwich and beyond		Address not known	
	Agree	Dis agree	Agree	Dis agree	Agree	Dis agree	Agree	Dis agree	Agree	Dis agree	Agree	Dis agree	Agree	Dis agree
Close Avenue Road	39	23	7	83	6	186	2	10	5	23	11	11	90	164
Close Park Lane	39	24	8	87	6	185	2	10	5	23	11	11	90	173
Changes to parking restrictions on Avenue Road	6	3	1	2	4	2	3	0	2	0	2	0	10	3
Move Maida Vale from zone R to P	0	0	0	7	0	0	0	0	0	0	0	0	0	4
Remove the existing signalled crossing and replace with a parallel pedestrian / cycle crossing	6	2	5	7	6	7	2	2	2	2	3	2	12	12
Introduce contra flow cycling on Essex Stree	7	0	1	3	3	4	4	2	2	0	3	2	15	11
Introduce contra flow cycling on Rupert Street	6	1	1	0	4	0	2	0	2	0	2	1	10	4



NEW RAISED TABLE ON UNTHANK ROAD COVERING JUNCTIONS WITH PARK LANE AND ESSEX STREET

NEW ZEBRA CROSSING ON UNTHANK ROAD TABLE. EXISTING CROSSING NORTH OF TABLE TO BE DECOMMISSIONED

UNTHANK ROAD FOOTPATH WIDENING

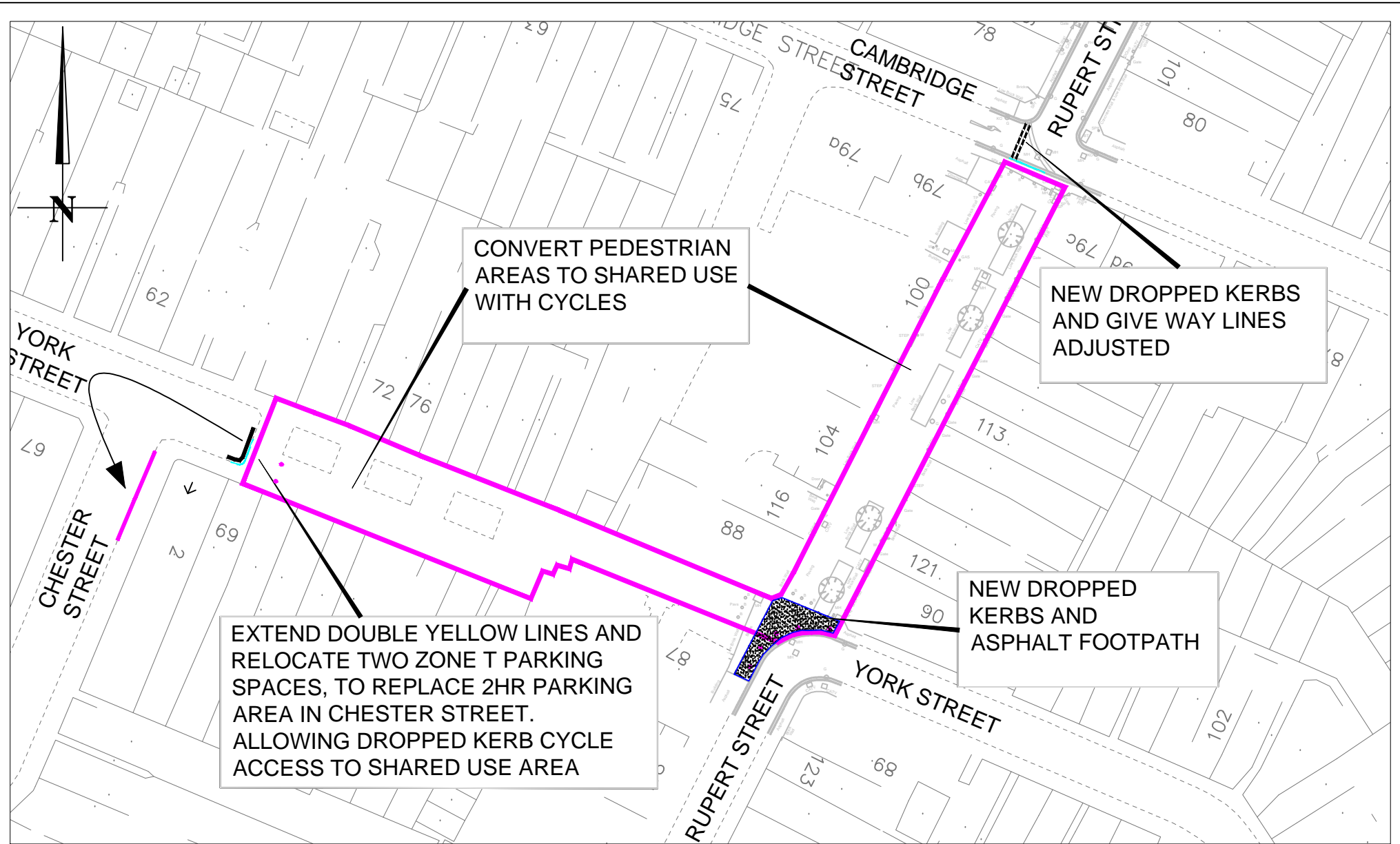
EXISTING PARK LANE ZEBRA CROSSING TO BE REINSTATED ON TOP OF RAISED TABLE

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Title
 CCAG8 PARK LANE - VAUXHALL STREET

UNTHANK ROAD PROPOSED
 TRAFFIC CALMING & CROSSING WORKS

Date	Scale(s)	No.	Date	Notes	REVISIONS	Int.	Ckd.
NOV 2014	N.T.S.						
Drawn By AJE	Designed By AJE						
Checked By JD	NEG. No.						
DWG. No. CCAG8-CON-10							



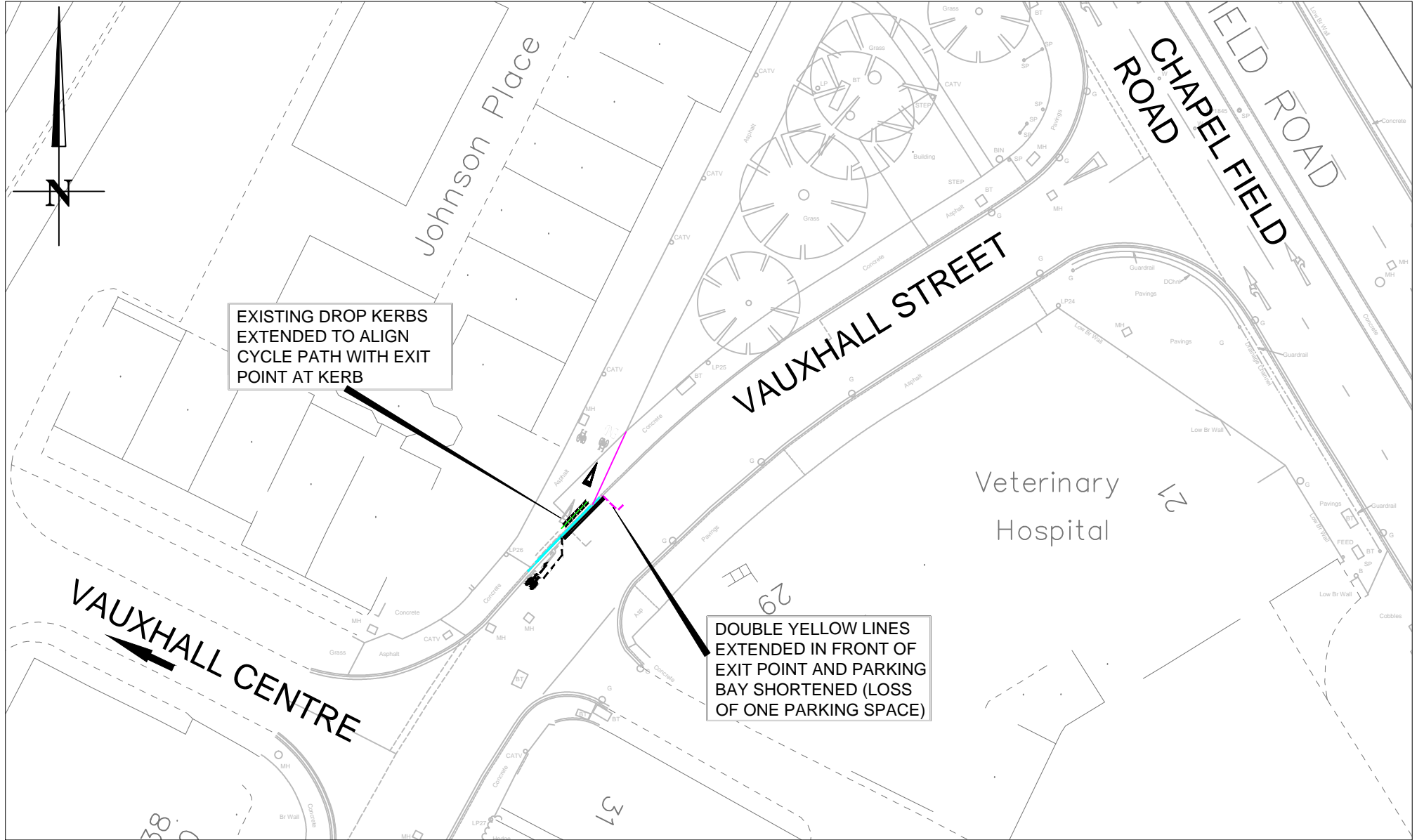
NORWICH
City Council

Title
CCAG8 PARK LANE - VAUXHALL STREET

RUPERT STREET / VAUXHALL STREET
CHANGES TO SHARED USE AND WAITING RESTRICTIONS

No.	Date	Notes	REVISIONS	Int.	Ckd.	Date	Scale(s)
						NOV' 2014	N.T.S.
						Drawn By AJDE	Designed By AJDE
						Checked By JD	NEG. No.
						DWG. No. CCAG8-CON-11	

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NORWICH
City Council

Title
CCAG9 VAUXHALL STREET - BETHEL STREET

VAUXHALL STREET
CHANGES TO CYCLE PATH EXIT POINT

No.	Date	Notes	REVISIONS	Int.	Ckd.

Date	NOV' 2014	Scale(s)	N.T.S.
Drawn By	AJDE	Designed By	AJDE
Checked By	JD	NEG. No.	
DWG. No.	CCAG9-CON-01		

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