

**Report to** Norwich Highways Agency committee  
22 January 2015

**Item**

**Report of** Head of city development services

**4**

**Subject** Push the Pedalways – Tombland and Palace Street

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### **Purpose**

To update the committee on the discussions with the Norwich School on the Tombland and Palace Street proposals and to agree a scheme to take forward for implementation accordingly.

### **Recommendations**

To:

- (1) note the results of the consultation on the proposed plans for Tombland and Palace Street and the progress since the November meeting as detailed in the report;
- (2) agrees the following modifications to the plans, which respond to 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 north of the junction;
  - b) introducing an additional loading bay outside 9-12 Tombland and in 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 1); and
  - e) revising the layout of the parking and taxi rank arrangements in the “Tombland Triangle”.
- (3) agree not to implement the proposal to provide contra-flow cycling facilities in the “Tombland triangle”;
- (4) approves the plans for Tombland and Palace Street which (in addition to the features mentioned in 2 above 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 existing signal controlled pedestrian crossing on Tombland;
  - 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; and
  - f) Amending the waiting, loading and parking restrictions in the area.
- (5) ask 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) Adjustments to the parking arrangements on the north-south arm of the "Tombland Triangle" to include a new loading bay;
- h) 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);

(6) ask the head of city development services to:

- a) advertise any minor amendments to the already advertised Traffic Regulation Orders required for the revised scheme and in particular the minor adjustment with respect to the loading bay now outside nos. 9-12 Princes Street; and
- b) publish the appropriate crossing and hump notices to take account of the revisions to the scheme.

(7) Delegates the consideration of any objections to these minor changes in 6 above to the head of city development services in consultation with the chair and vice-chair.

### **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 Earham 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

### **Contact Officers**

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### **Background documents**

None

## **Introduction**

1. At your November meeting, it was agreed to defer a decision on the Tombland and Palace Street proposals to allow for further discussions with Norwich School. The main discussion on the Tombland/ Palace Street proposals and all the consultation responses received during the consultation that ended in July 2014 as well as details of subsequent discussions with the school are included in the reports that were on the committee agendas in October and November 2014. This report therefore concentrates on progress since the November NHAC meeting. Members should refer to the previous reports for discussions of the issues raised in this scheme, and details of all other responses received (from both supporters and objectors).

## **The Stage 1 Safety Audit**

2. In response to the concerns raised by the Norwich School, additional detailed design work was undertaken in respect of the proposed speed table/crossing point at Erpingham Gate and this was reported to the Committee in November. Norfolk county council's safety audit team undertook the stage 1 audit on the 19 November and auditors were asked to consider issues in the area at the time when school children were leaving the school in particular. Safety auditors raised concerns over the original design of the courtesy crossing by the Erpingham Gate, suggesting that there could be conflict between pedestrians waiting to cross, and vehicles exiting from the gate.
3. The design team was confident that this issue could be resolved. The proposal was therefore further developed to fully take account of the advice received and resubmitted to the safety audit team. The revised detail (reproduced in Appendix 1) which shows a longer table was provided to the safety auditors, who have agreed that it took full account of the issues raised.

## **First meeting with the school**

4. Officers met with the school and a representative of the Cathedral on the 15 December, and presented to them the revised plan that had been agreed by the safety audit team which took account of the issues that the team had raised. The school, however, whilst recognising many benefits in the scheme and that the design of the speed table and outside Erpingham Gate had been improved, re-iterated their concerns over the moving of the light controlled crossing from its current location to the junction of Princes Street. They also had concerns that the proposed detailed design of the shared space outside the Erpingham Gate did not give sufficient space for pupils to wait to cross the road. In addition, both the school and the Cathedral representative re-iterated concerns over the introduction of contra-flow cycling in the 'Tombland Triangle'.
5. Officers agreed to reconsider the schools concerns, and following the meeting they have examined three alternative options for further discussion with the school. These were;
  - a. Amend the current proposals to adjust the line of the cycle track to provide additional waiting space at the roadside, whilst making cyclists more aware of vehicles exiting the Erpingham Gate and making it even clearer that they are entering a short length of shared space. This detail is reproduced in Appendix 1

- b. Move the light controlled crossing north of Princes Street. This detail was produced in sketch form for the second meeting with the school, but there has been insufficient time to produce a 'worked up' drawing in time for this report. A full detail will be published as soon as it is available, in advance of the meeting.
- c. Retain a light controlled crossing close to its current location. This detail is included as Appendix 2

## **Second Meeting with the school**

- 6. At this meeting, officers tabled the three possible options for the Tombland area. The school recognised the improvements in the detailing to the area outside the Erpingham Gate and also recognised that there were significant issues relating to the retention of a signalled crossing close to its existing location.
- 7. However, the School did indicate that the proposed new location, to the north of the Princes Street junction would be in a location that they would find acceptable. In a subsequent email the school confirmed this but that they remain concerned that the proposed courtesy crossing would be attractive to some school children and may pose a risk to them.

## **Discussion of options**

### ***Original option, with amendments***

- 8. The scheme recommended to the Committee in November provided for four courtesy styled crossings over much narrowed carriageways and a light controlled facility associated with a new light controlled junction at Princes Street. This junction would provide easy, convenient and safe access to and from all the cycle routes that converge in the Tombland area, whilst also providing a light controlled pedestrian facility, well located in relation to the overall Tombland area, the main route into it from Princes Street and between the bus stops in Tombland. In addition, the scheme provided an almost completely segregated cycle route, separated from the pedestrian areas by a kerb and pedestrian access to the light controlled crossing being completely segregated from cycle movement.
- 9. Pedestrians would be required to cross the cycle route to the Palace Street speed table/courtesy crossing and would use the shared space area in front of the Erpingham Gate to access this possible crossing point. However, the scheme has minimised the number and scale of these potential conflict points, and provided adequate space for pedestrians to wait outside any conflict zone. The Norfolk and Norwich Blind Association have been supportive of the 'Push the Pedalways' schemes because it has been our published intent to provide fully segregated cycle facilities so far as that is possible. This is not possible outside the Erpingham Gate, because by its very nature this access is a combined one for all users including motor vehicles. Whilst it is acknowledged that the school still have concerns over the attractiveness of this crossing point to its' pupils, it is a significant desire line for many pedestrians in Tombland, and consequently is a movement that needs to be safely catered for.

10. The county council's schools crossing patrols manager confirmed that the scheme is suitable for the location, and the facilities provided means that a Crossing Patrol would not be necessary

### ***Option with pedestrian crossing retained in existing position***

11. Placing a crossing in the location initially favoured by the school (as shown in Appendix 2) would have to replace the signal facility that was proposed at Princes Street. The latter would be replaced by a raised table for both pedestrians and cyclists. This would be a raised junction table, so would it not function as effectively for cycling movements as the signalised crossing.
12. The alternative crossing would need to be approximately midway between the tables at Princes Street and Erpingham gate (approximately 35 metres north of the signal controlled crossing as originally proposed). Given width constraints, the shared surface in front of the Erpingham Gate would have to be significantly extended, thus losing the benefit of the segregated cycling facility for much of its length.
13. This would create significant additional conflicts between pedestrians (particularly those waiting to cross) and create additional issues for the blind and partially sighted, particularly as it would be much harder to manage cyclists on this much extended space. It would also require a reduction in the size of the loading facilities for local businesses, which would mean that it could not accommodate larger service vehicles. This option cannot therefore be recommended

### ***Preferred option signalled crossing facility provided north of Princes Street junction***

14. However, it is possible to place a light controlled pedestrian crossing immediately to the north of Princes Street and link this with the adjacent new light controlled junction. This arrangement would allow two stage operation of the light controlled junction, which would benefit both vehicular traffic and cyclist movement by enabling a reduced signal cycle time and faster phasing of the lights with reduced delays.
15. Vehicles exiting Princes Street and turning left onto the main carriageway on Tombland would have to stop immediately to allow pedestrians to cross, but there are anticipated to be very few of these movements, and the delay would be minimal. The only adverse effect of this arrangement is to add a potential conflict between pedestrians accessing the crossing, and cyclists using the cycle track. However, this crossing point would be very close to the main junction, and consequently cyclists' speeds would be very low and the location can be detailed to ensure that any potential conflict is kept to a minimum.
16. This new revised arrangement is considered to be an improvement overall on the original proposal and the school have said that they are content with the crossing in the new location proposed. Consequently this option is now recommended

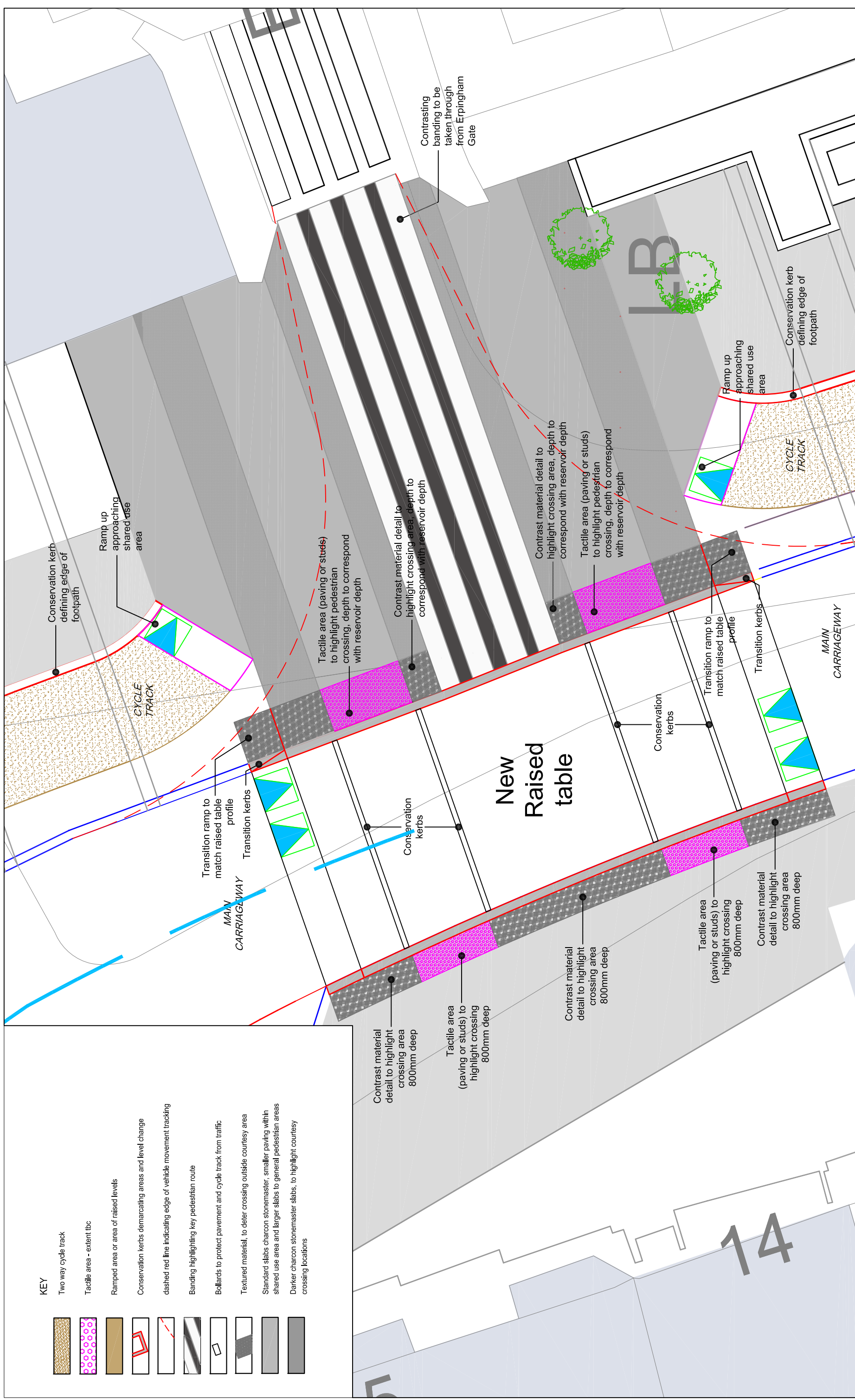
### **Contra-flow cycling in Tombland**

17. Although no safety concerns have been raised through the safety audit about this proposal, both the school and the Cathedral continue to be concerned. As there are longer term aspirations to review the entire southern part of Tombland and hopefully











provide a high quality enhancement to the whole area, this change would only be for the shorter term anyway. It is therefore suggested that the proposed introduction of contra-flow cycling in the 'Tombland triangle' is not progressed at the current time

## **Conclusions**

18. The request of the school to retain the light controlled crossing closer to its existing position has been fully explored. There are shortcomings associated with retaining the crossing at or very near to its existing position, not least regarding a reduction in pedestrian/cycle segregation and difficulties in accommodating a loading bay.
19. However an alternative which would see the crossing moved from the originally planned location to the south of Princes Street to north of Princes Street has many advantages. Apart from meeting the schools concerns it would allow the proposed signal junction with Princes Street to operate much more efficiently thus reducing delays for all road users. It is therefore proposed to proceed with this option.
20. The proposed arrangements for the speed table/crossing point at Erpingham Gate have been amended to meet safety auditor concerns. Officers will continue to develop the detailed design and as part of the stage II (detailed design) and stage III (post-construction) safety audit process.

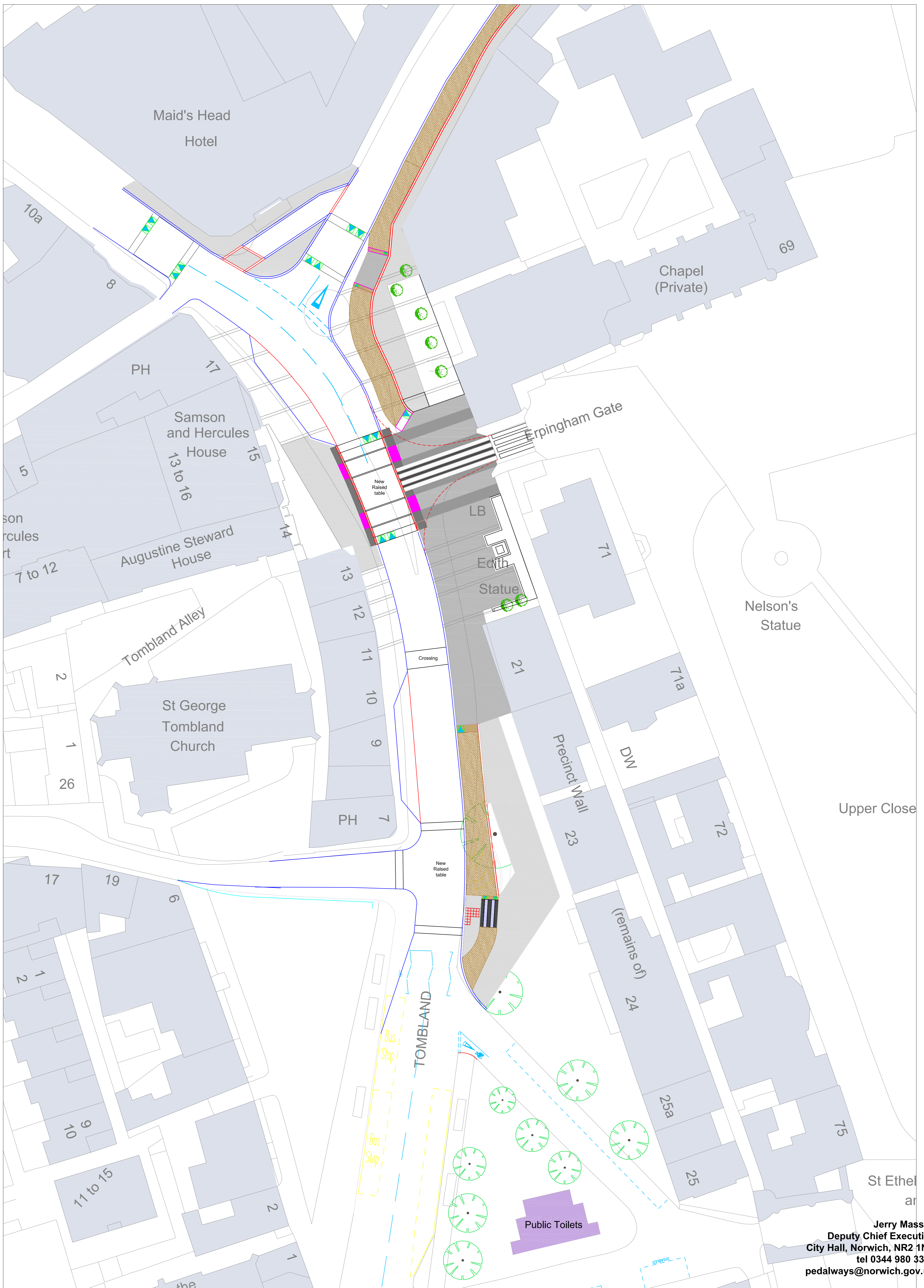


**KEY**

-  Two way cycle track
-  Tactile area - extent tbc
-  Ramped area or area of raised levels
-  Conservation kerbs demarcating areas and level change
-  dashed red line indicating edge of vehicle movement tracking
-  Banding highlighting key pedestrian route
-  Bollards to protect pavement and cycle track from traffic
-  Textured material, to deter crossing outside courtesy area
-  Standard slabs charcon stonemaster, smaller paving within shared use area and larger slabs to general pedestrian areas
-  Darker charcon stonemaster slabs, to highlight courtesy crossing locations

|  |  |                                   |  |                           |  |   |  |
|--|--|-----------------------------------|--|---------------------------|--|---|--|
| <p><b>Title</b><br/>         Push the Pedalways<br/>         Tombland and Palace Street<br/>         Norwich City Council<br/>         Erpingham Gate Crossing</p> |  | <p>Date<br/>14.11.14</p>          |  | <p>Scale(s)<br/>1:100</p> |  | <p>No. Date Notes REVISIONS Int. Ckd.</p>                               |  |
|  |  | <p>Designed by<br/>EH/BB</p>      |  | <p>NEG. No.</p>           |  | <p>A Dec14 Crossing revised to reflect safety audit recommendations</p> |  |
|  |  | <p>Drawn By<br/>EH</p>            |  | <p>Checked By<br/>BB</p>  |  | <p>B Jan15 Cycle track alignment revised</p>                            |  |
|  |  | <p>DWG. No.<br/>CCAG13/FEA/02</p> |  |                           |  |   |  |

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Title  
Push the Pedalways  
Tombland and Palace Street  
Norwich City Council  
Extended Shared Space Option

|                             |                   |   |      |          |           |      |      |
|-----------------------------|-------------------|---|------|----------|-----------|------|------|
| Date<br>06/01/15            | Scale(s)<br>1:250 | No.   | Date | Notes    | REVISIONS | Int. | Ckd. |
| Designed by<br>BB           | NEG. No.          | REV   | DATE | REVISION |           | INT  | INT  |
| Drawn By<br>EH              | Checked By<br>BB  |   |      |          |           |      |      |
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