

Report to Norwich Highways Agency committee
20 September 2017
Report of Head of city development services
Subject Transport for Norwich – City Centre Access Strategy

Item
5

Purpose

To consider responses from consultation and approve changes to city centre access restrictions and installation of contraflow cycle facilities.

Recommendation

To:

- (1) approve the installation of the scheme as set out below:
 - (a) cycle contraflow facilities on Bedding Lane, Lobster Lane, Little London Street, Muspole Street, St Swithins Road (plan CCAG2-HD-45-02-108), Timberhill and Willow Lane;
 - (b) associated changes to kerb alignment and installation of raised separators;
- (2) ask the head of city development services to complete the necessary statutory legal procedures to:
 - (a) allow cycling at all times and loading only between 5pm and 10am (on existing time restricted streets) as shown in Appendices 1c and 1d; and described as option 2 in the consultation;
 - (b) finalise the traffic regulation order to remove the no waiting Monday to Saturday 8am to 6:30pm on the northern edge of Westwick Street opposite property numbers 3 to 15 and replace with no waiting or loading at any time;.
 - (c) finalise the traffic regulation order to remove the no waiting Monday to Saturday 8am to 6:30pm on St Swithins Road and replace with no waiting or loading at any time.
 - (d) advertise the revised road hump notice for Westwick Street (plan CCAG2-HD-45-02-107)
 - (e) proceed with an Experimental Traffic Regulation Order to allow contraflow cycling on Cow Hill, Crooks Place (St Stephens Square to

Wessex Street), Redwell Street, St Stephens Square and Ten Bell Lane.

Corporate and service priorities

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

Financial implications

£100,000 to be funded from the Cycle City Ambition fund.

Ward/s: Mancroft and Thorpe Hamlet

Cabinet member: Councillor Mike Stonard - Sustainable and inclusive growth

Contact officers

Ed Parnaby, Transportation planner 01603 212446

Bruce Bentley, Principal transportation planner 01603 212445

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 cycling 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 considers two key elements that affect access in the city centre: The restrictions for cycling and for loading of motor vehicles in pedestrian areas and the provision of two-way cycling on some one-way streets (cycle contraflow). A report taken to Norwich Highways Agency committee (NHAC) in November 2016 considered the access restrictions in pedestrian zones. Subsequently a report was taken to NHAC in March 2017 which considered a number of cycle contraflows. At these committee meetings members agreed to public consultation on both of these schemes. The outcome of the consultation on both of these elements will be considered within this report.
3. Pedestrian zones in Norwich vary significantly in function from streets that allow all vehicles for access (Pottergate) through to those that prohibit all vehicles (London Street). A number of the pedestrian zones utilise timed restrictions for all vehicles (Gentlemen's Walk) and these timings vary across the city centre.
4. Many of the existing pedestrian zones in Norwich are what would already be designated as pedestrian and cycle zones within the recently published Traffic Signs Regulations and General Directions 2016 which prescribes the highway signs that can be used on the highway.
5. This scheme proposes to make vehicle loading restrictions more consistent, allow more access for people cycling and providing contraflow cycling provision on suitable streets. It will increase cycle permeability and encourage the use of quieter routes. Restricted access may deter some more vulnerable cyclists from using the pedalways or encourage cyclists onto busier and faster roads.

Public Consultation

6. The consultation period was from 28 July to 22 August 2017.
7. Details of the proposal were advertised in the local press, road notices were erected, statutory consultees and transportation consultees were directly informed. 740 local residents and businesses were written to and details were posted on the websites of Norwich City Council and Norfolk County Council. With regards to loading restrictions and cycle access, the letter sent asked residents to consider two options:
 - a) Option 1: access to existing time-restricted areas in the city centre permitted for all vehicles (including cyclists) between 5pm and 10am, seven days a week. This would include allowing cycling between these hours on streets that currently restrict all vehicles at all times.

- b) Option 2: access by motor vehicles to existing time-restricted streets in the city centre permitted between 5pm and 10am, seven days a week. Cycling permitted at all times.
- 8. The consultation asked for consideration of allowing contraflow cycling on Bedding Lane, Little London Street, Lobster Lane, Muspole Street, St Swithins Road, Timberhill, Westwick Street (from Charing Cross to Coslany Street, completing an existing scheme) and Willow Lane. On Westwick Street, 18 residents and businesses were written to with an explanation of proposed changes to nearby waiting restrictions and an accompanying plan.
- 9. Consultation plans are attached as Appendix 1

Responses

- 10. 89 responses to the consultation were received. 17 from businesses and 67 from residents, five from stakeholders. A summary of all responses can be seen attached as Appendix 2.
- 11. 16 responses were in favour of option 1, to have timed restriction for cycling. 29 responses were in favour option 2, to allow cycling at all times. 12 responses did not support either option and felt that no change was needed and/or cycling should not be allowed in any of the pedestrian zones. Some responses did not state a preference or commented only on the cycle contraflow element of the consultation.
- 12. There were concerns expressed over safety of cycling in the city centre with twelve responses outlining: allowing more cycling as being unsafe, issues with near misses and the proposals increasing chance of conflict.
- 13. Another theme was a concern of allowing cycling on some of the very narrow streets in the city such as Lower Goat Lane, Swan Lane, Back of the Inns, Bridewell Alley, St Gregory's Alley and Old Post Office Court. Nine responses raised this issue.
- 14. Eight respondents commented that the proposals were an important positive step to improve public health, reduce congestion and improve air quality
- 15. Seven responses highlighted the need for more enforcement of the access restrictions.
- 16. Seven responses highlighted that current signage was inconsistent or unclear.
- 17. Five responses specifically mentioned that those cycling need to use a bell and/or keep their speed low.
- 18. Four responses mentioned that motorised vehicles moving and turning in pedestrian zones presented a danger. Bin lorries, vans and drivers using blue badge parking areas were highlighted. The issue of motorised vehicles in restricted pedestrian zones (that prohibit vehicles at all times) such as London Street was raised.
- 19. The contraflow proposals were supported by twelve respondents. A small number of respondents (four) felt that creating provision for two-way cycling on one-way streets did not work well or was dangerous.

20. There were two objections to the removal of the single yellow lines (evening parking) along part of Westwick Street and St Swithins Road.
21. Norwich Cycling Campaign supported the proposed access changes under Option 2. A concern was raised over how cyclists would reach St John Maddermarket from Westwick Street and a response to this issue is later in this report. Maintaining the existing loading area on the south side of Westwick Street (number 23 eastward) was highlighted as a potential increased risk for cyclists.
22. The Norwich Society supported Option 1 and stated that a complete ban should be retained on narrow streets. The Norwich Society raised a number of concerns which form part of the summary of responses in Appendix 2. The Norwich Society also raised a question regarding the right turning movement into Coslany Street from Westwick Street and the installation of a raised table which will be covered later in this report.
23. Green Party city council group response was in support of Option 1. In their response it was highlighted that shared space can raise concerns, particularly for visually impaired pedestrians and those with limited mobility. It was raised that busy city centre streets should not be labelled as part of the cycle network but that there is potential for a useful east-west cycling link from Pottergate, along Bedford Street to the eastern part of London Street requiring improvements to access at the junction with Bank Plain. The Green Party stated their support of the principle of making cycling easy and accessible and was generally supportive of the contraflow cycling proposals provided that clear signage and lines are included.
24. Living Streets were in favour of Option 1 and were opposed to any further relaxation regarding cycling in pedestrianised areas. It was stated that the low accident figures were not reflective of the issue and that allowing more cycling in these streets would lead to fear and anxiety amongst pedestrians.
25. The response from Jarrold and Sons Ltd described near misses between cyclists and pedestrians as being an indicator of risk and allowing more cycling here would be detrimental to pedestrians. Concern was voiced over cycling in narrow streets. The proposed change to loading times in some streets was cited as being a particular challenge to smaller businesses that may have less influence over their suppliers. It was raised that greater consistency of restrictions could overlook the varied nature of the city centre streets. The cycle contraflow proposals were cautiously supported. It was questioned whether the timing and duration (three weeks) of the consultation reduced the chance for businesses owners to engage with the consultation process.
26. The Norfolk and Norwich Association for the Blind (NNAB) were consulted and they stated that they had no specific concerns.

Considerations

Cycle access and loading

27. Although the consultation response overall was positive about option 2, to allow cycle access at all times, there are a number of concerns raised in the consultation that warrant consideration.

28. Whilst the access restrictions for cycling could be set to coincide with the times of greatest pedestrian flow; evidence from Department for Transport shows that those cycling adapt their speed to pedestrian density, and dismount if necessary.
29. The consultation highlighted that there is some level of misunderstanding of the nature of pedestrian zones. In Norwich these zones vary from Pottergate which allows all vehicles for access through to London Street which restricts all vehicles all of the time. The level of restriction on the time-restricted streets is somewhere in between. It is important to understand why these streets need different restrictions but it should be acknowledged that the current time restrictions varying by day and varying by connecting street does give rise to confusion and has been shown to undermine enforcement.
30. Although twelve responses expressed a desire for no change from the present restrictions and/or for cycling to be prohibited from all pedestrian streets, it should be noted that neither of these approaches represent a workable option. The current restrictions changing from street to street and by weekday to weekend creates confusion and a largely unenforceable set of restrictions. Creating a city centre environment that is safe for both cycling and walking will work towards the Norwich City Council priority of a safe, clean and low carbon city.
31. In respect of safety concerns; a review of recorded accidents of all types within the city centre was carried out when considering these proposals. A safety audit was then carried out on the consultation plans which showed the proposed changes in detail. Updated accident data can be seen in appendix 4. It shows the three injuries (recorded as slight) involving both pedestrian and cycle in three years. Put within the wider context, the question over safety would appear to more of perceived risk rather than objective risk. In practice; cycling occurs within restricted times on busy streets such as Gentlemen's Walk and Castle Street at present without any serious injuries. Experience in Norwich on streets like Pottergate or Westlegate, shows that allowing both cycling and limited motorised traffic (access only) can still be harmonious with high pedestrian flow. Increased awareness that safe cycling is welcome across the city centre could reduce the level of conflict associated with observing others contravening regulations.
32. Nine responses showed concern regarding cycling on narrow streets. On first impression, allowing cycling on narrow streets looks to be problematic as these streets are unlikely to be suitable for cycling during busier times. It should be noted that these streets are largely self-enforcing; streets such as Lower Goat Lane, Swan Lane, Back of the Inns, St Gregory's Alley and Bridewell Alley do not currently have any access signage to restrict cycling despite these streets having existing No vehicles restrictions. The evidence in Norwich would appear to align with Department for Transport guidance that typically cyclists dismount, cycle these streets only at quieter times of the day, reduce speed or simply avoid these streets.
33. It is noted that seven responses explained that more enforcement of the access restrictions is needed. These respondents included those supporting option 1 and those supporting option 2, suggesting this is a shared common issue. With the recommended option 2; there is a clearer set of restrictions to enforce and any dangerous cycling or driving can be an enforcement priority. Officers will meet with Norfolk Police to discuss how enforcement work can be tied in with proposed changes most effectively.

34. With five responses mentioning the need to use bells and keep speed low when cycling, consideration should be given to whether issuing a code of conduct would be of overall benefit. The use of *share with care* signs could be considered. These have been used on the scheme at Bussey Road Ives / Road.
35. Four responses mentioned the danger posed by motorised vehicles within the pedestrian zones. The proposed timings further restrict the times in which motorised vehicles can move through some streets. In addition to risk/perceived risk to pedestrians there is also the issue of damage caused by motor vehicles in streets with *No vehicles at any time* restrictions. On London Street in particular this has caused costly damage to benches, paving and bollards and with some areas having to be repaired with asphalt due to reduced maintenance budgets.

Cycle contraflow

36. Responses to the cycle contraflow were strongly positive although there was some question of the need for this on some streets as '*people were already cycling them*'. This should be seen as reason to provide safe provision rather than a reason to save what is in some cases only the cost of minor signing changes (Little London Street, Lobster lane, Timberhill). Cycle contraflow has proven to be a safe way to allow more direct access for cycling which was lost when these streets were made one-way for traffic.
37. The two objections to removing some roadside evening parking on Westwick Street and St Swithins are noted. This was necessary to facilitate a clear eastbound traffic lane and allow two-way cycling. There is not a shortage of evening parking in this area of the city.
38. In response to the issue raised for cyclists moving from Westwick Street to St John Maddermarket, a two-way cycle lane has been considered between Coslany Street and Charring Cross.
39. Maintaining the loading restriction (No loading, 7.30 -9.30 and 16.30-18.30 Monday to Saturday) on the southern area of Westwick Street will mean occasional vehicle loading within the lane requiring a cyclist to pass with care. Only a very small number of businesses need to load this way and cannot load during peak time. This compromise is necessary for the facility and any risk presented to cyclists needing to pass a loading vehicle is comparable to where this happens elsewhere and without the benefit of a peak time restriction. Without this compromise this scheme which is of overall safety benefit could not be implemented.
40. It should be noted that the raised table on Westwick Street is not intended to be used by cyclists. Although it is not intended to be used as a crossing for cyclists, it is acknowledged that placing this to the west of the junction with Coslany Street will make both right turning cycle movements easier whilst retaining its function to keep speeds low and to assist pedestrian crossing. See revised design in appendix 3.
41. In response to question raised in the consultation, this is not a proposal to make these pedestrian and cycle zones part of the pedalway network. However, some pedestrianised streets (Pottergate/ St Andrews Hill) are already part of the pedalway network and allow motor vehicles at all times. The suggestion raised that improvements to where Bank Plain meets London Street could provide a useful addition to an east/west cycle connection has been previously considered by

officers. If Option 2 is in place, feasibility of improvements where London Street meets Bank Plain should be considered.

42. During the pre-consultation stage, safety audit recommended that five of the streets originally considered for contraflow cycling in the report taken to committee in March 2017, should proceed on an experimental traffic regulation order. These streets have sections with restricted widths but low levels of motorised traffic flow. Cycle contraflow on these streets will further the objective of increasing cycling through increased cycle permeability. These are: Cow Hill, Crooks Place (St Stephens Square to Wessex Street), Redwell Street, St Stephens Square and Ten Bell Lane.

Conclusion

43. It is recommended that access option 2 be implemented. This is to allow loading access by motor vehicles to existing time-restricted streets described in appendix 1d in the city centre between 5pm and 10am, seven days a week. Cycling to be permitted at all times within these streets.
44. There is not adequate reason to consider the use of large regulatory pedestrian zone signs (prescribed by the Department for Transport) to prohibit daytime cycling on narrow streets. These streets currently prohibit all vehicles but do not have any signage to this effect, they are largely self-enforcing.
45. Consideration to be given to the use of '*Share with care*' signage within pedestrian and cycle zones.
46. Consideration to be given to whether publishing a code of conduct within pedestrian zones is necessary.
47. If implemented there are a number of methods that can be used to assess how people using these narrow city centre streets including video survey data.
48. Additional bollards need be installed on London Street to protect this area from motorised vehicles as per the existing restriction on this street.
49. To recommend cycle contraflow is implemented on Lobster Lane, Little London Street, Muspole Street, St Swithins Road, Timberhill and Willow Lane.
50. The proposed cycle contraflow on Westwick Street to be revised following consultation. The revised design includes a two-way cycle lane between its junctions with Coslany Street and Charring Cross. This improves safety for eastbound cyclists and to facilitate a safer route towards St John Maddermarket and the city centre.
51. The proposed raised table on Westwick Street should instead be located to the west of the junction with Coslany Street. This will make it safer for cyclists travelling downhill on Westwick Street to give a right turning signal and will be less likely to create a bunching of traffic over the junction with Coslany Street. This location will still improve pedestrian crossing of Westwick Street and aligns with St Lawrence Little Steps

Integrated impact assessment



NORWICH
City Council

Report author to complete

Committee:	Norwich Highways Agency Committee
Committee date:	20 September 2017
Director / Head of service	Andy Watt
Report subject:	Transport for Norwich - City Centre Access and Loading
Date assessed:	17/08/2017
Description:	To consider consultation responses to the City Centre Access Review (Loading and Cycling)

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme is viewed as value for money
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme helps to encourage sustainable travel to benefit the city and everyone who lives and works here.
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme promote cycling and walking which are inclusive and low cost forms of transport
<hr/>				
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The proposed facilites will help to encourage more walking and cycling which has been shown to benefit health. If more drivers are encouraged to walk or cycle, air polution will decrease.
<hr/>				

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Both the Norwich Access group and Norfolk and Norwich association for the blind have been consulted and have raised no specific concerns about these proposals
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme helps to meet the corporate priority of a safe, clean and low carbon city
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme will not have any adverse effects on the environment, but by encouraging non motorised travel will help improve air quality.
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme will help improve air quality by encouraging non motorised forms of travel
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme contributes to the corporate priority 'a safe, clean and low carbon city' by encouraging cycle use, reducing car use and CO2 emissions
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The scheme is safety audited to ensure that the measures implemented create a safe environment. Some concerns regarding near misses have been raised in the consultation but local accident safety data supports this as does guidance from Department for Transport
Recommendations from impact assessment				
Positive				
N/A				
Negative				
N/A				
Neutral				
N/A				
Issues				

	Impact	
N/A		

Appendix 1a



Consultation: access for cycling and loading in Norwich city centre

Norwich City Council and Norfolk County Council are reviewing the city's access restrictions for cycling, contraflow cycling and motor vehicle loading. The aim is to put in place a clearer and more consistent approach across the streets affected.

Current approach and issues

The existing restrictions have developed over many years and current timed restrictions vary across adjoining streets, with the added confusion that some apply seven days a week and others change at the weekend. This has led to confusion around signage and enforcement to protect certain areas from motor vehicles.

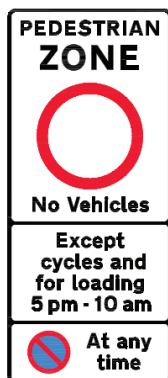
Proposed solutions

A clear and consistent approach is needed. This will help those travelling into the city to understand what's permitted and when, and to allow more effective enforcement. Allowing cycling on these streets, either all or part of the time, will also encourage more people to travel by bike. Experience in Norwich and across the UK shows that these proposals are an effective and safe way of allowing cycling on routes with little motorised traffic and that directly access homes, shops, services and employment.

Options for cycling and loading access:

Option 1: access to existing time-restricted areas in the city centre permitted for all vehicles (including cyclists) between 5pm and 10am, seven days a week. This would include allowing cycling between these hours on streets that currently restrict all vehicles at all times.

Option 2: access by motor vehicles to existing time-restricted streets in the city centre permitted between 5pm and 10am, seven days a week. Cycling permitted at all times.



Option 1



Option 2

Appendix 1a

Changes are proposed for cycling and loading in all or part of the following streets: Arcade Street, Back of the Inns, Bridewell Alley, Brigg Street, Castle Street, Davey Place, Dove Street, Gentlemans Walk, Grout's Thoroughfare, Guildhall Hill, Hay Hill, Haymarket, London Street, Lower Goat Lane, Malthouse Road, Old Post Office Court, Orford Place, School Lane, St Gregorys Alley, St Gregorys Back Alley, St Johns Alley, St Peters Street, Swan Lane, Weavers Lane and White Lion Street.

Contraflow cycling

The second part of this consultation looks at provision of contraflow cycling on one-way streets.

Allowing high levels of accessibility for cyclists is a way to increase capacity of the cycle network and improve air quality.

Contraflow cycling facilities have already worked effectively elsewhere in Norwich.

We are proposing to allow this on the following streets:

Bedding Lane, Little London Street, Lobster Lane, Muspole Street, St Swithins Road, Timberhill, Westwick Street (from Charing Cross to Coslany Street, completing an existing scheme) and Willow Lane.

How to comment

We'd like your feedback on these proposals and to find out your preferred options for cycling and loading access in the city centre.

To take part in the consultation, please get in touch with your comments by emailing transport@norwich.gov.uk or writing to:

City centre access consultation

Norwich City Council

St Peters Street

Norwich

NR2 1NH

You can also access these proposals at www.norwich.gov.uk/consultations

For more on Transport for Norwich, please visit www.norfolk.gov.uk/tfn

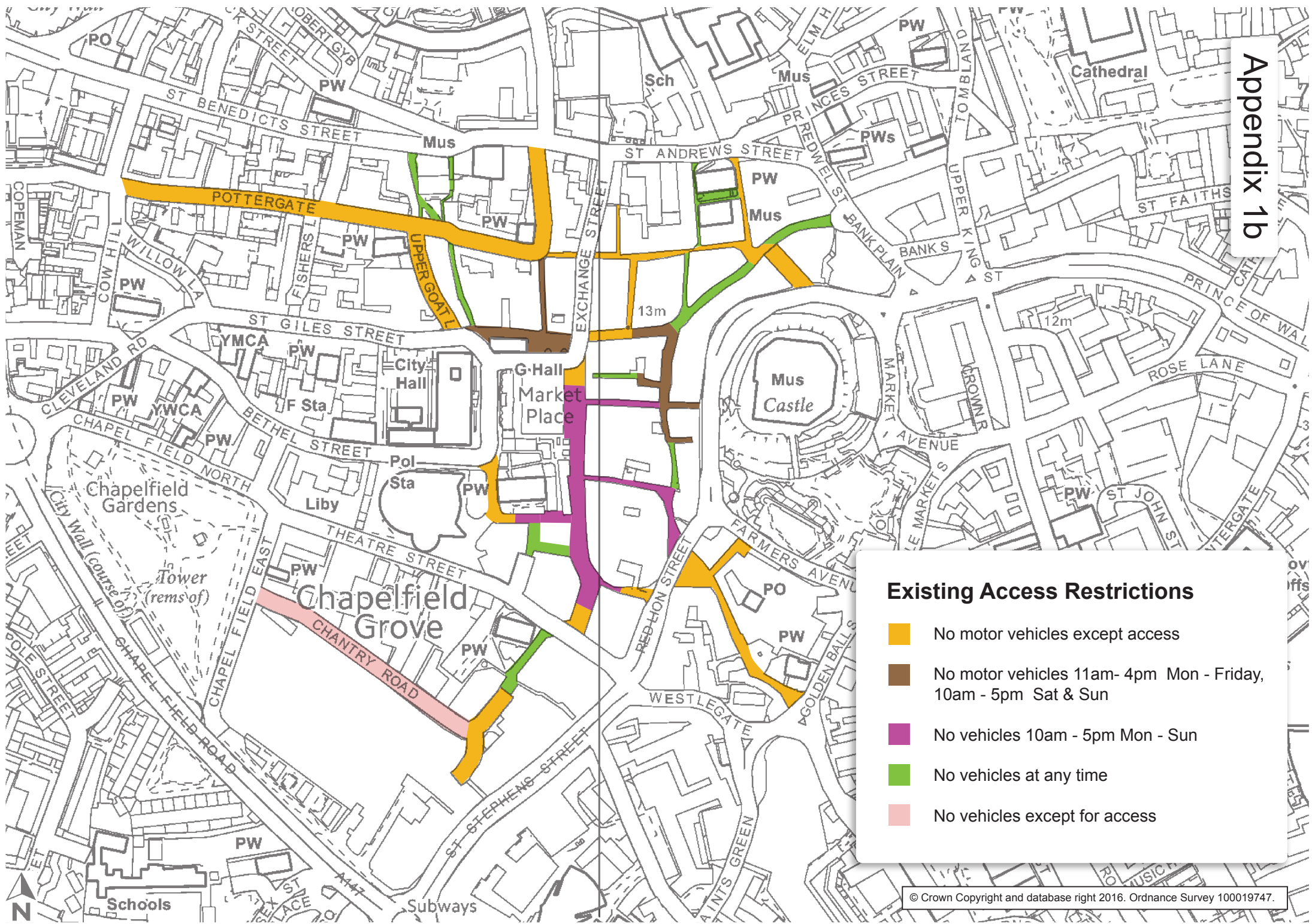
Background/related information

The cost of the scheme will be funded by the Cycle City Ambition Grant awarded to Norwich by the Department for Transport (DfT). This money is specifically allocated to improving our facilities for cycling.

Detailed review of accident levels in the city support proposals to allow wider access for cycling in the way outlined in this consultation. Accidents between pedestrians and cyclists very rarely occur in pedestrianised areas.

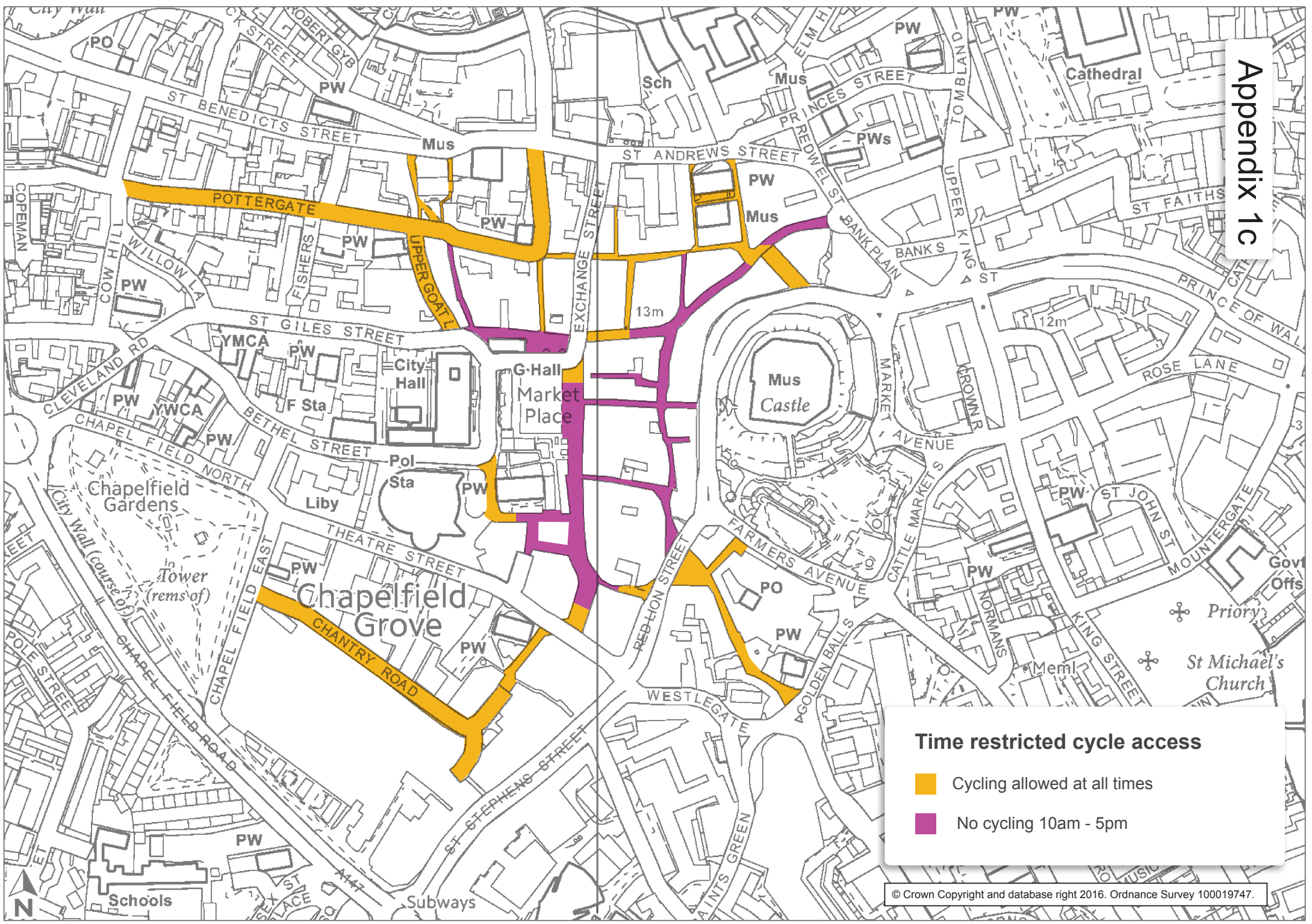
These proposals are in line with DfT recommendations. In its publication 'Cycling in Pedestrian Areas', it says: *"Observations revealed no real factors to justify excluding cyclists from pedestrianised areas, suggesting that cycling could be more widely permitted without detriment to pedestrians."*

The existing motor vehicle exemptions will remain and access to blue badge parking retained.



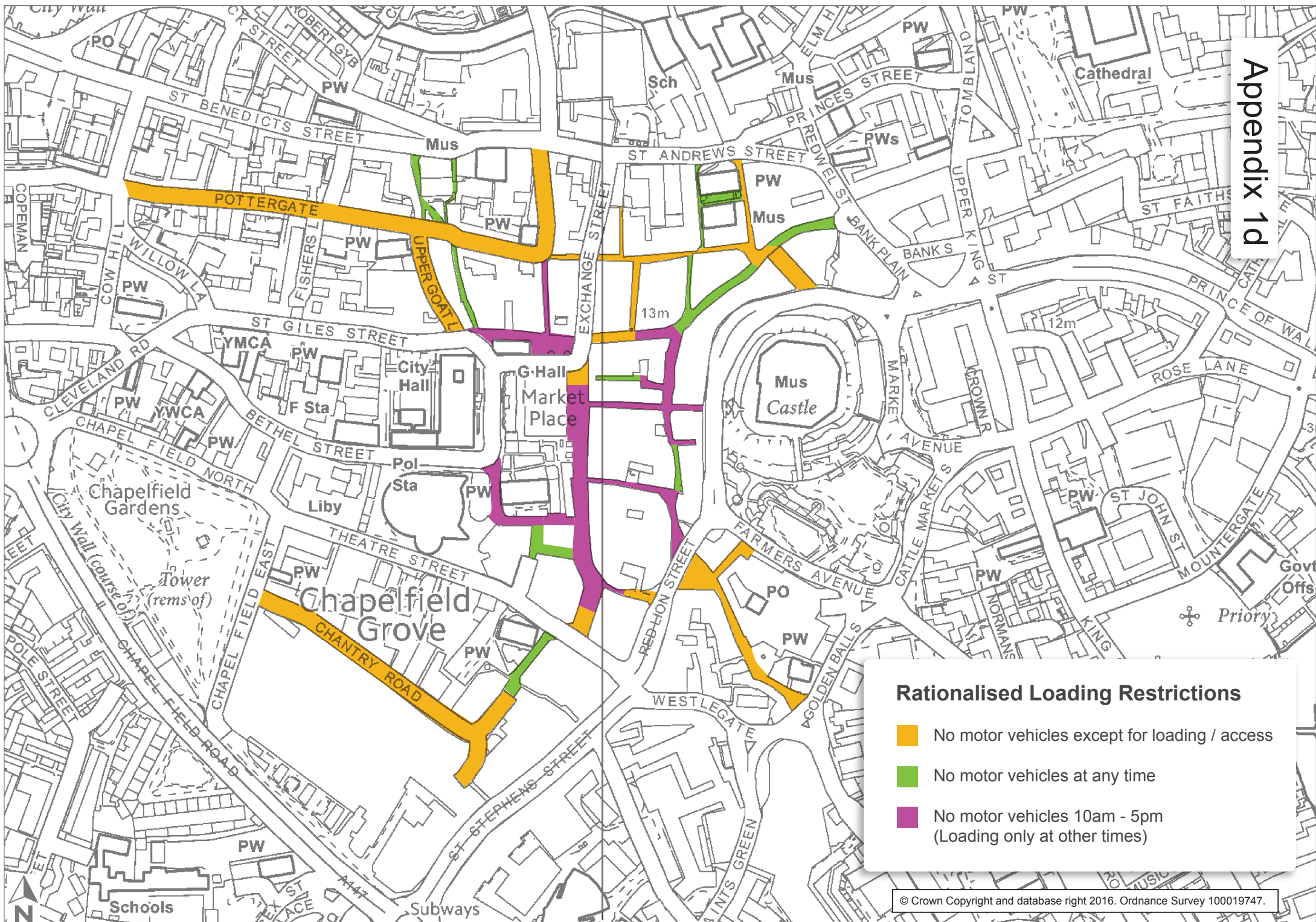
Existing Access Restrictions

-  No motor vehicles except access
-  No motor vehicles 11am- 4pm Mon - Friday, 10am - 5pm Sat & Sun
-  No vehicles 10am - 5pm Mon - Sun
-  No vehicles at any time
-  No vehicles except for access






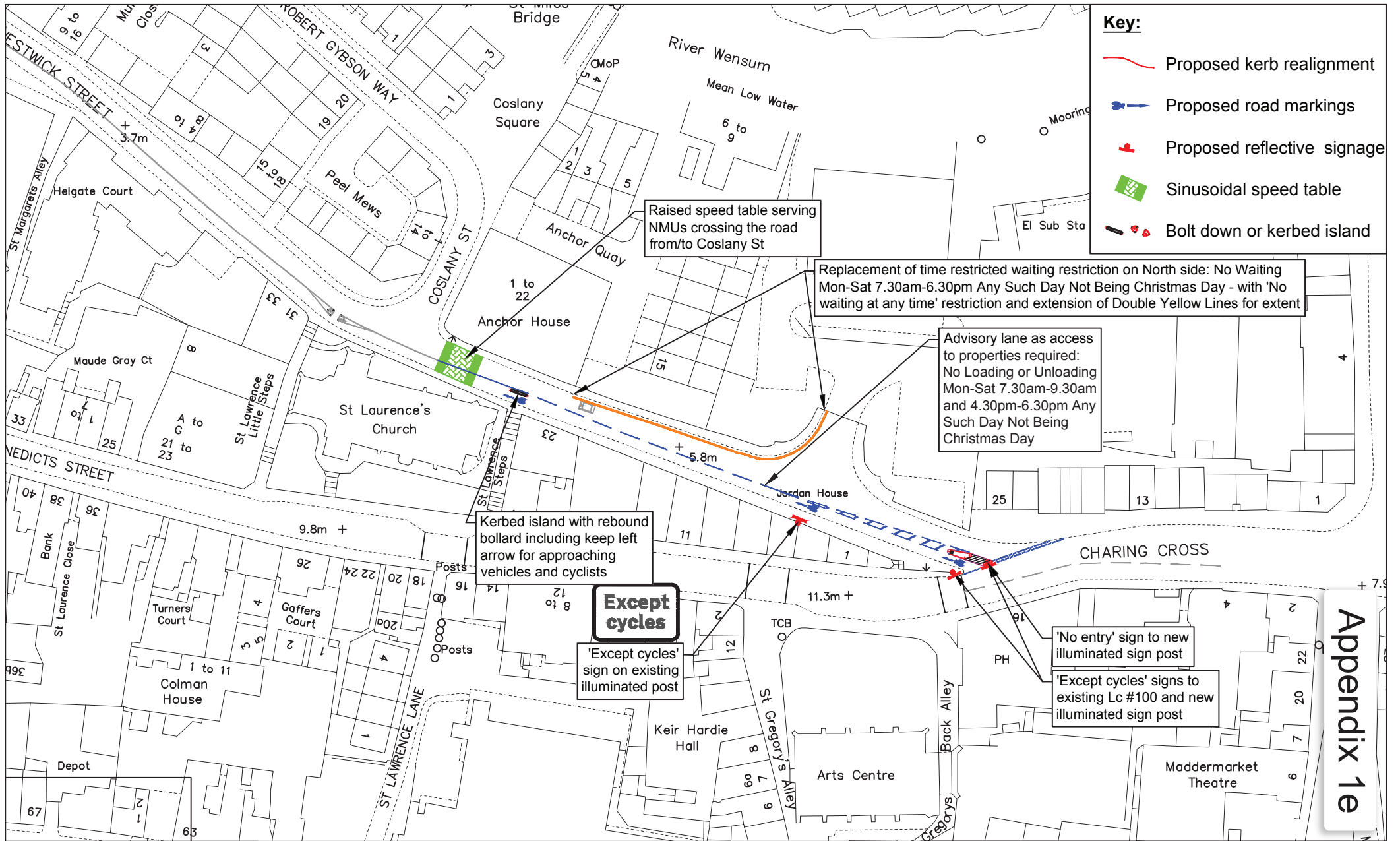
Time restricted cycle access

- Cycling allowed at all times
- No cycling 10am - 5pm



Rationalised Loading Restrictions

-  No motor vehicles except for loading / access
-  No motor vehicles at any time
-  No motor vehicles 10am - 5pm (Loading only at other times)



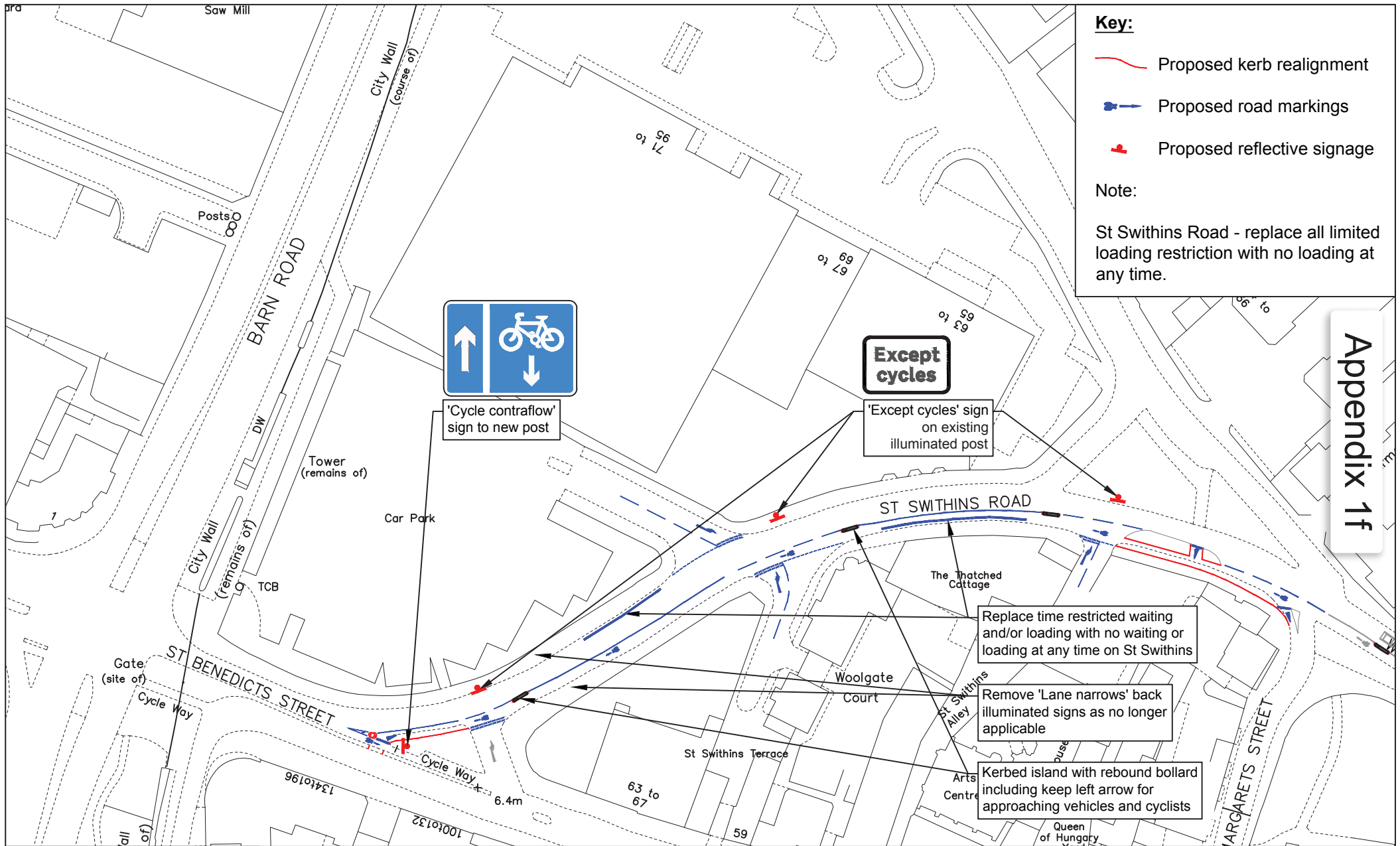
Appendix 1e






Title
 City Cycle Ambition Grant Funding
 Safety Audit Stage 2 Proposed Works
 Westwick Street (East area)

No.	Date	Notes	REVISIONS	Int.	Ckd.	Date	Scale(s)
						May 2017	1:100
						Drawn By JG	Designed By JG
						Checked By TC	NEG. No.
						DWG. No. CCAG2-HD-45-02-107	

Andy Watt
 Head of City Development Services
 City Hall, Norwich, NR2 1NH
 tel 0344 980 3333
 highways@norwich.gov.uk



Key:

-  Proposed kerb realignment
-  Proposed road markings
-  Proposed reflective signage

Note:

St Swithins Road - replace all limited loading restriction with no loading at any time.

Appendix 1f



NORWICH City Council

Title
City Cycle Ambition Grant Funding
Safety Audit Stage 2 Proposed Works
Westwick Street (West area)

No.	Date	Notes	REVISIONS	Int.	Ckd.	Date	Scale(s)
A	29/8/17	Post consultation		JG	EP	May 2017	NTS
						Drawn By JG	Designed By JG
						Checked By TC	NEG. No.
						DWG. No. CCAG2-HD-45-02-108	

Andy Watt
Head of City Development Services
City Hall, Norwich, NR2 1NH
tel 0344 980 3333
highways@norwich.gov.uk

Response on access and loading proposals	Number	Officer response
In favour of option 2	29	Covered in report
In favour of option 1	16	Covered in report
No change needed / don't allow any cycling	12	Outside scope of consultation. Consultation material outlines why not making any change leaves restrictions difficult to follow and challenging to enforce.
Allowing more cycling is unsafe / near misses are commonplace / conflict will increase	12	Covered in report
Cycling not suitable for a few very narrow streets	9	These streets currently restrict all vehicles at all times but without any dedicated signage. This helps to demonstrate that streets of this nature are largely self-enforcing. To restrict vehicle movements on these streets alone would require a cluttered approach to street signing. For example, signing timed restrictions on Swan Lane would require a sizable pedestrian zone sign on its corner with Bedford Street in addition to new signage at the lower end of London Street. There is a very low level of cycling on these streets at present and we would not anticipate this changing significantly on these narrowest of streets. There is no clear justification to prevent cycling outside business hours or potentially cycling at any time.
Increasing cycling important for public health / reducing congestion / improving air quality	8	Agree - outlined in consultation
More enforcement needed	7	We will speak to Norfolk Police in this regard. Specifically to see if any changes can be accompanied with enforcement of clear contravention of the restrictions and of any genuinely dangerous behaviour.
Current signage is inconsistent	7	Agree - outlined in consultation
Majority of people cycle carefully and respectfully	6	This is part of the basis for the proposals
Those cycling need to use bell more / ride slower	5	In practice this is difficult to enforce. Although nothing in the proposals prevents police enforcement of

Response on access and loading proposals	Number	Officer response
		genuinely dangerous cycling using existing powers.
Some/many/all cyclists don't follow signs	4	Some do not but this is not an issue unique to cyclists.
Bin lorries / blue badge parking / vans present danger in pedestrian zones/ on London Street	4	Potentially so but there are a number of streets where some access by motorised vehicle is necessary. On London Street (where access is restricted to all vehicles at all times) costly damage to the paving and seating is frequently caused by motorised vehicles and this will remain prohibited on London Street under the proposals. Improving the arrangement of bollards to protect this area and making improvements that make it clearer where large vehicles can access should be considered.
Welcome allowing cycle access on London Street	3	Noted
Will need clear markings on the ground and signage	3	Agree, this is outlined on the consultation plans and will be finalised during detailed design.
Could cycle speed limit signs be used	3	Whilst we welcome cycling that is at an appropriate speed to the situation, we would not be able to implement a cycle speed limit and this would in itself be unenforceable. Police can (and still will be able to) enforce any level of dangerous cycling on these streets.
Use cycle lanes on Gentlemens Walk, Haymarket, Bedford St etc	3	Cycle lanes have the potential to reduce conflict and improve safety and function. In busy streets like these, lanes tend to encourage cycling and walking right up to the line and encourage greater speeds. A lane may also imply to cyclist that there is not a need to dismount which inevitably at the busiest times there is likely to be and on these streets is what is typically observed. Surface improvement on Bedford Street (raised in consultation) may improve this route for cycling could but is

Response on access and loading proposals	Number	Officer response
		outside the scope of this consultation.
Distances are low so do not allow cycling and encourage people to walk with their bikes instead	3	Allowing more cycle permeability along routes with low motorised traffic is essential to encouraging more people to cycle and who may not be capable or confident to cycle on busier streets. Whilst the distances are modest, steering cyclists towards less direct, more hilly or high traffic flow routes cannot on balance be viewed as viable alternative.
Could affect businesses by deterring pedestrians	3	We believe the overall effect on business will be positive. However, the consultation does demonstrate some feeling that more cycling could affect pedestrian comfort. Enabling more people to travel to and through the city by bike is an area where further and sustainable growth in numbers is possible. It should be noted that as well as being both healthy and zero emission travel; ten bikes can park in the space taken by one car and cycling is particularly important to growth in cities where space is often limited.
Not suitable to mix pedestrians and cyclists where there is a gradient	3	Gradients do present a challenge as speeds tend to increase. However the streets within this consultation are not steeper than Westlegate which already operates (and is signed) as a pedestrian and cycle Zone.
Changing from 4pm to 11am access will be too restrictive, particularly on smaller businesses	3	The proposed 10am until 5pm restrictions may require some adjustment by businesses within zones where the timings are changing. Many businesses such as those on Gentlemen's Walk already ensure all deliveries take place before 10am or after 5pm. There are nearby loading bays that facilitate loading at all times.

Response on access and loading proposals	Number	Officer response
		Many of the city's smaller and independent business are on streets that actually prohibit all vehicles at all times. Swan Lane, Lower Goat Lane and Bridewell Alley are examples of streets with a strong presence of independent businesses who all need to load from nearby unrestricted streets or loading bays.
More cycle parking needed	3	Agree. We included provision of cycle parking within our bid for the Cycle City Ambition Grant. We continue to identify further opportunities than can help facilitate continued growth in cycling.
Restriction should operate from 10am until 6pm	3	This proposal may further protect these streets from vehicles but would be overly restrictive on businesses for loading and on cycle commuting if a timed cycle access was implemented.
It will / will it still be possible to enforce reckless cycling	2	Yes, nothing in this consultation affects protecting people from dangerous cycling or driving.
Accident figures are not reflective because bikes are untraceable	2	The accident figures include reported injuries even where the incident was reported to the police over the counter. The vehicles involved did not need to be traceable for this to be reported and included in the data.
London Street is a historic pedestrian street and it should remain this way, not allowing any vehicles including cycles	2	There has historically been a level of cycling on this street and all vehicle types can be seen on London Street despite the all vehicles restriction. We are considering how we can better protect this area from expensive damage to benches and paving from large motorised vehicles which affects the streetscape and amenity of this area.
Consultation should have run for longer / not during summer	2	Cycle City Ambition Grant funded schemes are both limited in time and funding. To delay the scheme or to operate it for longer than is necessary could not have been justified. The city centre areas are typically busy during the summer months and many people would have

Response on access and loading proposals	Number	Officer response
		encountered the consultation material.
Proposals may not be compatible with growing night time economy	2	Even with a growing night time economy, numbers of evening visitors are unlikely to exceed current daytime peaks. For many, cycling presents a key way to reach the city in the evening and it would reasonably appear that allowing cycling more widely is compatible with a growing economy.
Norwich should utilise rising bollards to protect pedestrian areas from motorised vehicles	2	Rising bollards and registration recognition systems for vehicles appear to resolve many of the issues associated with vehicles entering prohibited streets. In practice, this infrastructure requires a large capital outlay and ongoing maintenance. They are not always the appropriate solution as review of automatic bollards in other cities will show; they can on occasion present a safety hazard when used inappropriately which goes well beyond the need to protect pedestrian spaces. Consideration should be given to where any further conventional fixed (or manually droppable) bollards could be placed to protect streets that restrict motor vehicles at all times.
This is positive for facilitating some switching of vans to cargo cycles within the city	2	Further use of zero emission deliveries is welcome. Applying all of the experience and available guidance that applies to how those who cycle respond to high pedestrian flow then this poses little concern.
Need awareness campaign to reduce conflict with new access restrictions	2	We will consider whether an awareness campaign to encouraging all users to share carefully can be delivered that would be a good value accompaniment to this scheme.

Response on access and loading proposals	Number	Officer response
Cycling and loadings are separate issues / should have been separate consultations	2	In practice, access and loading are covered by the same existing Traffic Regulation Order and are both signed on street with the prescribed pedestrian zone signage. Separating these would have added additional cost and time.
Bedford Street and eastern end of London Street should be open to cyclists at all times and made into clear continuous cycle route	1	If the proposals are approved then improvements including cycle access at the eastern end of London Street should be considered. Liberalising cycling in the city is largely about creating route options to encourage more people to cycle which work to compliment the pedalway network.
Too many drivers flouting access rules on Bedford Street and Pottergate	1	Changes to these streets were beyond the scope of this consultation. These streets are for motorised vehicles for the purpose of access only. We are aware that some level of misuse might occur but owing to the level of partial blocking from loading on these streets they do not make particularly useful opportunities for rat running.
Allowing cycling on London Street and Gentlemens Walk will provide a safe alternative to Castle Meadow	1	Offering quieter and traffic free routes is particularly useful to less confident cyclists
Having a 10am to 5pm loading restriction will concentrate vehicle loading at the busiest times	1	We believe this timing is the right balance between allowing necessary loading and protecting these streets from motorised vehicles. Outside these hours the city centre streets are less busy with pedestrians and can more adequately accommodate loading vehicles
Making the restriction 9am to 5pm would be safer and still allow cycling to work	1	With many workers in Norwich on flexible hours starting work at 10am is increasingly popular to assist with work life balance. Prohibited access before 10am would be overly onerous on businesses and commuters in what is usually a quieter time of day.

Response on access and loading proposals	Number	Officer response
Cyclist shave dedicated routes in the city already	1	Whilst cyclists do have a network of routes in the city as a whole, looking at these routes on map will show clearly that there is an absence of routes in the city centre itself. This encourages cyclists onto busier routes that present a challenge with higher traffic flow where there are limits to how much speed and volume of traffic can be reduced
Why can't cyclists pay to park their bikes?	1	Carpark costs include substantial building, ongoing maintenance costs and often security/enforcement staff. This is not the case for cycling parking where typically ten bikes fit within one car parking space. It is unlikely to be practical to charge users on this basis. Added to this, cycling is zero emission transport that fits within national and local objectives to create healthy, low emission cities.
This won't deal with pollution caused by buses and taxis	1	It won't but more journeys made by bike will make progress towards a cleaner, healthier city.
Pedestrianise Bridewell Alley and Dove Street	1	These streets are pedestrianised already. Pedestrianised streets vary in the level of restriction to vehicles and their function.
Include Timberhill and Bedford Street in timed vehicle restriction	1	Outside scope of consultation.
Proposals not future proof in respect of electric cycles	1	This an emerging and potentially growing sector within the cycle market. Government guidelines class an electric bike that meets the criteria for an electrically assisted pedal cycle (EAPC) as a normal pedal cycle. These bikes must have a 15.5mph limited speed assist. We will continue to review how changes in technology might affect these streets or influence policies.

Response on access and loading proposals	Number	Officer response
Proposals not future proof if cycling levels reach Danish levels (~40% of all journeys)	1	We have seen an increase in cycling in Norwich but it should be noted that a 40% share of journeys being made by bike is unlikely in the short term. In order to grow cycling levels we must make positive steps towards a cycling culture where it is cost effective to do so. This scheme has the potential to be a positive step to encouraging less confident cyclists and commuters onto their bikes.
Is Norwich [City Council] admitting the pedalways are too dangerous by now allowing more cycling through the city centre?	1	One of the key aims of the pedalways scheme is to create safe routes that are suitable for less confident cyclists. The city centre is predominantly a mix of busy motorised traffic streets and quieter streets (mostly pedestrianised). To provide useful cycle facilities the quieter streets provides a clear choice and compliments work on nearby pedalways
Were Living Streets consulted?	1	Yes. We have had a response and they are in favour of Option 1
Increased loading from adjacent unrestricted streets could become a problem and should be monitored	1	We will continue to monitor this.
Will this affect disability vehicles?	1	Blue badge parking access is not being changed within these proposals. Mobility vehicles access throughout the pedestrian zones remains unchanged also.

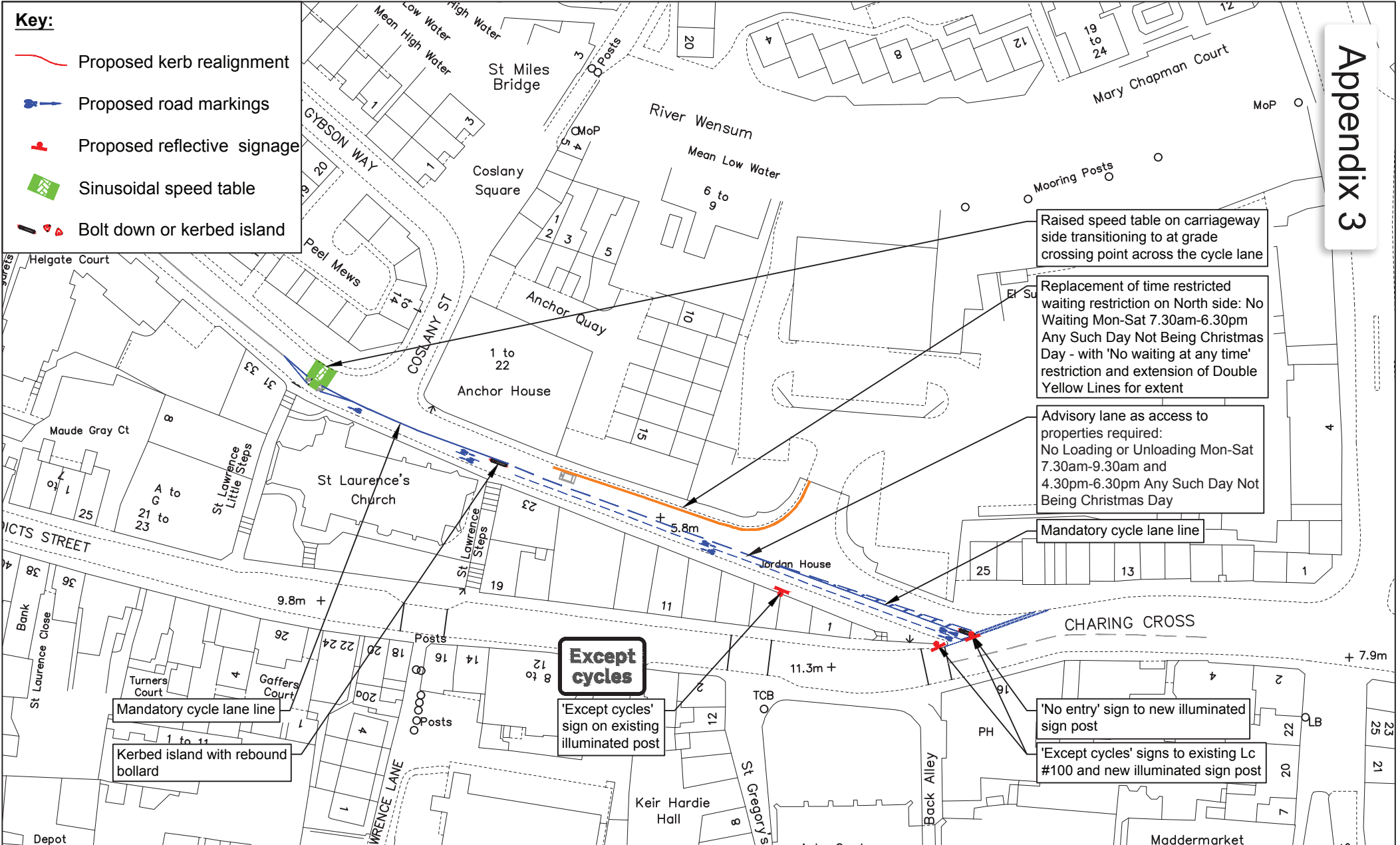
Specific comments on contraflow proposals	Number	Officer response
Support the contraflow proposals	13	Noted
Support contraflow on Westwick Street	6	Noted
Contraflow cycling on one-way streets don't work well / are dangerous	4	Experience in Norwich and accident data shows this to be incorrect
Support contraflow on Muspole Street, will need lots of signage due to St Georges Works	3	At detailed design we will consider this further
Contraflows will need to be well signed to avoid conflict	3	We will use an appropriate level of regulatory signage
Support contraflow on St Swithins Road	2	Noted
Westwick Street Contraflow will mean any traffic overtaking parked cars will risk head on collision	2	Whilst this design required a compromise on loading, there is a peak time and an all times loading restriction on this street. Overtaking parked cars is a practical reality on many routes and we expect the level of vehicles loading here to continue to be very low.
Object to loosing evening parking on Westwick Street and St Swithins Road	2	The evening parking that is being changed to <i>No loading</i> is for safety reasons and cannot be retained. There is no shortage of parking in this area for the evenings. Please see On-street parking charges report taken to the Norwich Highways Agency Committee for further details on changes to on-street parking charging
Use a box junction around Coslany Street to keep it clear	2	We would not consider the ongoing maintenance of a box junction marking to be warranted on a minor junction.
Proposal for Westwick Street does not adequately allow for movement from Westwick Street to St John Maddermarket. Make Westwick Street facility two-way cycle lane	2	See updated plan in appendix

Specific comments on contraflow proposals	Number	Officer response
Westwick Street contraflow is <u>not</u> needed as people can use St Margaret's Street or Duke Street	2	For many these two alternatives are less direct. This route can give direct access from the city for residents in Coslany Street and much of the residential area west of Oak Street. We cannot rely on providing only less direct routes and along routes with high traffic volumes.
Relocate proposed raised table further west to slow traffic before the Coslany St junction	2	See updated plan in appendix
Cyclists using raised table to cross Westwick Street risk conflict with cars pulling out of Coslany Street	1	Raised tables are not intended to be used by cyclists but we are proposing to relocate this to the west of the junction. See updated plan in appendix
Cycle contraflows should also include Tombland Triangle / Lower Queen Street	1	Outside scope of this consultation
Lobster Lane, Little London Street and Timberhill are not wide enough for cycle contraflow. Pavements next to cycle contraflows should at least allow two people in wheelchairs or with buggies to pass.	1	Like with many of the streets within this consultation, motorised vehicle flow is low along these streets. Lobster Lane is between 3.8m and 5.8m wide and only when large vehicles come down here on occasion or at high peaks should users find space constrained. Primarily these contraflows increase the options for quiet routes for those cycling outside the busiest times. It should be noted that in the case of these streets, many people are unaware of the current restrictions and cycle these streets in either direction without recorded incident.
Support contraflow on Muspole Street	1	Noted
Contraflow should apply to Ten Bell Lane and St Stephens Square	1	See main report, these streets are being covered separately under an experimental traffic regulation order.

Specific comments on contraflow proposals	Number	Officer response
Cycle lanes should use concrete kerbs to protect from motorised vehicles / elevate cycle routes to pavement level	1	Further steps to achieve segregation are often welcome by all users. We have chosen an outline design that is cost effective within the available budget for Westwick Street and St Swithins Road. We will consider exactly what separation can be achieved given the need to maintain some loading on Westwick Street.
People already cycle on some of these streets two-way already so why spend money on these facilities?	1	We are aware of some level of existing cycle contraflow on these streets, this goes some way to demonstrating there is already a need. A dedicated and signed facility is likely to improve safety for both pedestrians and cyclists who will be more aware of permitted traffic movements. Some of these streets require little more than an 'Except cycles' sub plate on an existing No entry sign so are cost effective.
Muspole Street and Willow Lane are not suitable for cycle contraflow	1	Allowing two-way cycling on these streets occurs without recorded incident, provides alternatives to busier routes and has passed safety audit.
Reducing two lane section of Westwick Street to one lane will cause traffic to back up to Barn Road	1	It is highly unlikely that traffic along this route would need to queue to the inner ring road.
Loading on Westwick Street will be more difficult	1	Loading on Westwick Street will require drivers to consider what would effectively be two-way traffic. This is not dissimilar to the considerations needed on any two-way street.
Contraflow on Willow Lane and Muspole Street not suitable as they are sharply curved. Cyclists will use the safer and more direct route	1	For many journeys these streets are the safer and more direct route. With the regulatory signage outlined in the proposals, drivers should expect some oncoming traffic and be driving with full care and attention.

Specific comments on contraflow proposals	Number	Officer response
Concerns about the point where the cycle lane from Dereham Road meets St Swithins Road contraflow	1	Consideration was given to how to make this a safe connection to Dereham Road. City bound cyclists (and motorised vehicles) are only present intermittently due to the light controlled junction at the end of Dereham Road. Sight lines are very good so cyclists on the new facility should have clear view and not often need to give way. In addition, the new proposed facility will be clearly marked and a raised protector will deter drivers from encroaching in the lane.
To avoid conflict with loading vehicles serving the eastern part of Westwick Street create a wider footway to incorporate the advisory section of cycle track.	1	This would have the effect of placing loading vehicles in the remaining traffic lane
Use coloured asphalt to show lanes clearly	1	Visibility of the cycle lanes is important but ongoing maintenance costs being need to be kept affordable. Owing to the higher costs, coloured surface treatments will only be used where we believe they are absolutely necessary
Put loading on opposite side of the Westwick Street (northern)	1	This would require loading of large objects to take place across the carriageway which would increase any hazard posed from loading.
Department for Transport guidance is not to use Except Cycles sub plates on No Entry sign	1	This is incorrect. Guidelines have allowed for use of except cycles sub plate and it is already used successfully in Norwich.
Signs need to read 'No Vehicles <i>including cycles</i> '	1	This is not an option available to us.
Advisory contraflow section on Westwick Street does not meet guidelines for motorised speed and volume	1	Guidelines recommend that <u>either</u> speed or volume of motorised traffic must be below the specified figures. Speed on this street is at an acceptable level with further speed calming in the proposals.
Has a health and safety risk analysis been conducted to assess the suitability of these changes?	1	A safety audit has been completed prior to consultation.

Specific comments on contraflow proposals	Number	Officer response
Cyclists already cycle the wrong way up Queen Street and with table and chairs too it is difficult for pedestrians	1	Queen Street is already two-way for cycling (and signed). There are some large vehicles loading which present more concern, motorised vehicles are accordingly time restricted here. Queen Street is not being considered for review within this consultation.



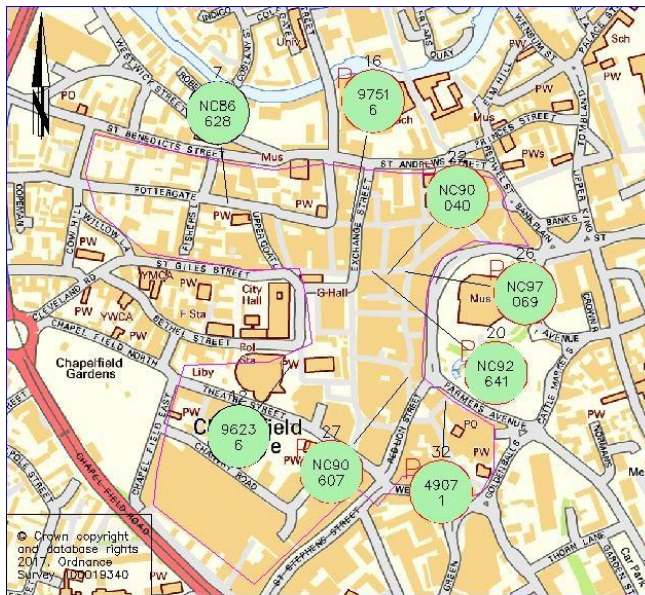
Title
City Cycle Ambition Grant Funding
Safety Audit Stage 2 Proposed Works
Westwick Street (East area)

No.	Date	Notes	REVISIONS	Int.	Ckd.	Date	Scale(s)
A	29/8/17	Post consultation		JG	EP	May 2017	NTS
						Drawn By JG	Designed By JG
						Checked By TC	NEG. No.
						DWG. No. CCAG2-HD-45-02-107	

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Appendix 4 - Accident data for pedestrian zones in last three years

Three slight injuries within pedestrian zones in accidents that involved both cycles and pedestrians in three years of data.



	7	12	16	20	22	26	27	32
Reference Number	NC86 628	9623 6	9751 6	NC92 641	NC90 040	NC97 069	NC90 607	4907 1
Date / Day	Th18	Tu19	Mo25	Th30	Fr01	Fr15	Tu26	Th11
Month	Dec	Jul	Jul	Jul	May	Jan	May	Feb
Year	2014	2016	2016	2015	2015	2016	2015	2016
Time	1650	0550	1410	1525	0950	1550	1029	0830
Severity	SI	SI	SI	SI	SI	SI	SI	SI
Dark / Lit								
Weather Conditions								
Road Surface								
Special Conditions								
Carriageway Hazards								
Vehicle Manoeuvres								
Vehicle	1 5 e	4 5	11	21	11	17	31	21
Vehicle	2 6 t	37	21					
Vehicle	3 7 c							
Vehicle	4 8							
Casualty / age	37 66	21 20	26	41	56	41	33	17
Failed to Give-Way								
Signal Ignored								
Loss of Control								
Hit Object <u>IN</u> C'way								
Hit Object <u>OFF</u> C'way								
Vehicle Left C'way								
Breath Test								
Contributory Factors	1/2	V1** 405	V1**V1** 405 403	V1** 405	V1** 405	C1**V1** 802 405	V1** 407	
		V1** 602	V1**V1* 405 602					
* possible, ** very likely	5/6							
School No./Ref.								
User fields:	1							
	2							
	3							
	4							