

Report to Norwich Highways Agency committee
19 March 2020

Report of Head of city development services

Subject Transport for Norwich – Experimental 20mph speed limit in the Eaton area. Consideration to make a permanent Order

Item

6

Purpose

To consider the operation of the experimental 20mph speed limit and decide if the Speed Restriction Order is to be made permanent.

Recommendation

That the committee approves:

- (1) the 20mph speed limit in part of the Eaton area as shown on plan No. PL/TR/3763/74 and asks the head of city development services to carry out the statutory legal procedures to make it permanent;
- (2) the informal crossing point on Church Lane as shown on plan No. PEA029-001 and ask the head of city development services to arrange for it to be introduced.

Corporate and service priorities

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

Financial implications

The introduction of the informal crossing point and road signs / road markings for the permanent 20mph speed limit will cost £25,000, funded by the city cycle ambition grant from the Department of Transport that is held by the city council

Ward/s: Eaton

Cabinet member: Councillor Stonard - Sustainable and inclusive growth

Contact officers

Linda Abel, senior transportation planner 01603 212190

Joanne Deverick, transportation and network manager 01603 212461

Background documents

Church Lane pedestrian assessment report

Report

Background

1. On 20 September 2018, the committee approved the installation of permanent Speed Restriction Orders (SROs), in large areas of Norwich, some of which included traffic calming. This was part of the City Cycle Ambition Grant scheme to install 20mph speed restrictions around the Yellow and Blue Pedalways.
2. Consideration was given to the consultation response from many residents, Eaton Village Residents Association and the Eaton ward councillors who objected to the proposed traffic calming in Church Lane and Greenways. The committee decided to install an experimental 20mph speed limit without traffic calming in this particular area. This report covers the consultation responses received since the introduction of the experimental SRO was implemented, together with recent speed monitoring, to decide if the speed restriction should be made permanent.

The Eaton area 20mph Speed Restriction Order

3. The SRO was published in the local press and on the council web site on 24 May 2019 and came into effect on 3 June 2019. The 20mph road signs were installed together with large poster signs to advise drivers of the change in speed restriction. There was a period of six months for anyone to comment or object to the Order becoming permanent. Norfolk Constabulary was directly contacted to inform them of the Order.
4. The area covered by the Eaton area experimental 20mph SRO is shown on plan No.PL/TR/3763/74 attached as appendix 1.

Responses

5. In total 30 comments were received during the first six months of the experimental Order. Sixteen respondents agreed with the 20mph speed limit, 6 objected. The remaining respondents did not state an opinion on the 20mph, but commented on traffic in the Eaton area. A summary of responses is attached as Appendix 2.
6. Eighteen consultees reported that some drivers were exceeding the speed limit, especially on Church Lane and Greenways. Ten respondents specifically requested physical traffic calming. Four respondents, including the local ward councillors and the Eaton Village Residents Association, requested speed activated signs as a form of mild traffic calming but did not want physical traffic calming installed.
7. The reasons given by the 6 people who did not agree to the 20mph speed limit being made permanent were: there were no accidents when the speed limit was 30mph; car journeys will take longer; money will be better spent on other issues; and, the existing car parking already provides a natural traffic calming effect.
8. The Eaton Village Resident Association commented that they thought the council should have carried out a public awareness campaign about the new

20mph speed limits. They considered that this would help compliance. It was requested that speed activated signs and a zebra crossing on Church Lane, close to the shops and bus stops, should be installed. It was reported that there was a large body of support for the 20mph speed limit in Eaton village but they regularly received comments about the lack of compliance and the variable effectiveness of the scheme.

9. Councillor Judith Lubbock responded on behalf of the city and county councillors for Eaton ward, and made the following statement:

“We strongly believe that the 20 mph should remain in place and more time and help given to encourage motorists to reduce their speed in Church Lane and Greenways.”

The ward councillors believe that traffic calming in Church Lane or Greenways is unnecessary and would spoil the look of the area and make it difficult for the bus service. They requested speed activated signs on both Church Lane and Greenways to help with compliance and a city wide public information programme to educate drivers to understand the benefits of lower speeds. A pedestrian crossing was also requested on Church Lane close to the supermarket and bus stops to aid the many elderly residents that need to cross in this location.

10. The Norfolk Constabulary was contacted for its views on making this experimental speed restriction order permanent. The response stated that in essence, Norfolk Constabulary would welcome any form of speed limit where it is likely to assist in speed and casualty reduction. However, with a 20mph speed zone, sufficient traffic calming measures should be put in place to ensure that is self-enforcing and that the speed of vehicles is actually reduced in line with the displayed speed restriction. The police carried out some speed checks for 30 minutes on both Church Lane and Greenways and found that 74 per cent of vehicles were exceeding 24mph (the NPCC enforcement guideline of 20mph + 10% + 2mph) in Church Lane and 53 per cent in Greenways. This high percentage of non-compliant drivers is considered unacceptable and the police cannot support the continuation of the 20mph speed limit in both these locations unless appropriate traffic calming measures are put in to complement them, to ensure the speed of vehicles is brought down to an acceptable standard.

Surveys

11. Automatic traffic counts (ATCs) were carried out in February 2020 in five areas that the monitoring had been previously carried out before the experimental 20mph was installed. The table below shows the results:

ATC location	Average speed February 2019	Average speed February 2020	Difference
Church Lane o/s 43	25.9 mph	23.8 mph	2.1 mph
Church Lane o/s 87	27.5 mph	23.6 mph	3.9 mph
Lindford Drive o/s 18	22.4 mph	20.6 mph	1.8 mph
Greenways o/s 40	29 mph	24.9 mph	4.1 mph
Greenways o/s 80	22.6 mph	20.4 mph	2.2 mph

12. The traffic speeds on Church Lane and Greenways were relatively consistent during the day, with higher speeds at night. Speeds at the weekend were also found to be very similar to traffic speeds on Monday to Fridays.
13. Road safety is important and the personal injury accident data held for the three years before the introduction of the experimental 20mph shows there was one personal injury accident on Church Lane involving a reversing vehicle and a pedestrian. In the seven months that the experimental 20mph SRO has been in operation, there have been no personal injury accidents recorded in the area covered by the Order.
14. As requested at the September 2018 meeting, a pedestrian crossing assessment on Church Lane by the St Andrew's church hall was carried out by the road safety team at Norfolk county council. In this assessment, road safety records were studied, traffic flows monitored and pedestrian flows surveyed. The conclusion of this report was that it was considered with regularly occurring gaps in traffic and the number of pedestrians crossing at this location a zebra crossing was not appropriate. However, it was proposed that an unofficial pedestrian crossing consisting of a raised platform north of the church hall entrance would be suitable, aid pedestrians crossing in this location, lower traffic speeds and raise drivers' awareness. The proposed raised table is shown on Plan No. PEA029-001, attached as appendix 3.

Considerations

15. The majority of responses were in support of the 20mph speed limit, but there are concerns for the number of drivers who choose to ignore the speed limit, specifically in Church Lane and Greenways.
16. The main intention of the City Cycling Ambition Grant scheme is to improve the road environment by slowing traffic and encouraging more people to walk and cycle. Reports from the police and our own Automatic Traffic Counters (ATCs) have confirmed the two roads, where it was originally proposed to introduce traffic calming, still have traffic speeds in some areas above that desired for a 20mph speed limit. However, the traffic speeds have decreased considerably, giving benefit to all road users.
17. Electronic speed awareness signs have been requested, but these work best in roads where the majority of traffic is through traffic. In areas such as this contained road network in Eaton, most drivers are local or frequent visitors to places such as Eaton primary school, the signs would eventually be disregarded. Permanent interactive speed signs also add to the maintenance and electricity bills for Norfolk County Council at a time when these budgets are under significant pressure.
18. Physical traffic calming has been requested by some residents and the police. However, the ward councillors and residents' association are against any form of physical traffic calming. If it were to be considered, a basic scheme of traffic cushions in Church Lane and Greenways would cost in the region of £60,000. This is not considered to be value for money, especially as the majority of

people who have responded to the consultation and the local ward members do not want traffic calming introduced.

19. It is acknowledged, that the police would prefer physical traffic calming on both Church Lane and Greenways. However, with the introduction of 20mph roundel road markings drivers will be made more aware of the restriction. The raised table pedestrian crossing on Church Lane will help to slow traffic on this section of Church Lane.
20. The traffic speeds recorded on the ATCs are very close to speeds we would accept to introduce a 20mph speed limit, acknowledging that the areas chosen for speed survey were specifically where the roads are straight and wide so traffic is going faster. It is, therefore, proposed to implement the experimental 20mph order on a permanent basis.

Conclusion

21. It is recommended to install the proposed raised table on Church Lane, north of the entrance to the church rooms as on Plan PEA029-001 and make the whole area of the existing experimental 20mph into a permanent 20mph speed limit. This will also include removing the existing 20mph poster signs and painting 20mph roundels in selected locations.

Integrated impact assessment



NORWICH
City Council

Report author to complete

Committee:	Norwich Highways Agency Committee
Committee date:	19 March 2020
Director / Head of service	Andy Watt, head of city development services
Report subject:	Transport for Norwich – Experimental 20mph speed limit in the Eaton area. Consideration to make a permanent Order.
Date assessed:	24/02/2020

	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"/>	No specific comments
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comments
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme helps to encourage sustainable travel to benefit the city and all who live and work in the city.
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme promotes and encourages cycling which is a low cost form of transport, widely accessible to most.
Social (please add an 'x' as appropriate)				
Safeguarding children and adults	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme promotes road safety for all road users and seeks to improve facilities for both cyclists and pedestrians.
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comments
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comments

	Impact			
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The proposed 20mph speed limit will help to encourage more walking and cycling which has been shown to benefit health. If drivers are encouraged to walk or cycle for some of their shorter journeys, these individuals will not only improve their own wellbeing, but produce less pollution into the environment.
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"/>	No specific comments
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comments
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme aims to improve facilities for all cyclists and pedestrians and increase road safety for all road users.
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. Improving facilities for sustainable modes of transport.
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme will help the natural environment by encouraging people to cycle or walk instead of using motorised travel, thereby reducing air pollution.

	Impact			
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"/>	No specific comments
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme will help the natural environment by encouraging people to cycle or walk instead of using motorised travel, thereby reducing the use of fossil fuels. This in turn will help to reduce transport effects on climate change.
(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.

Recommendations from impact assessment

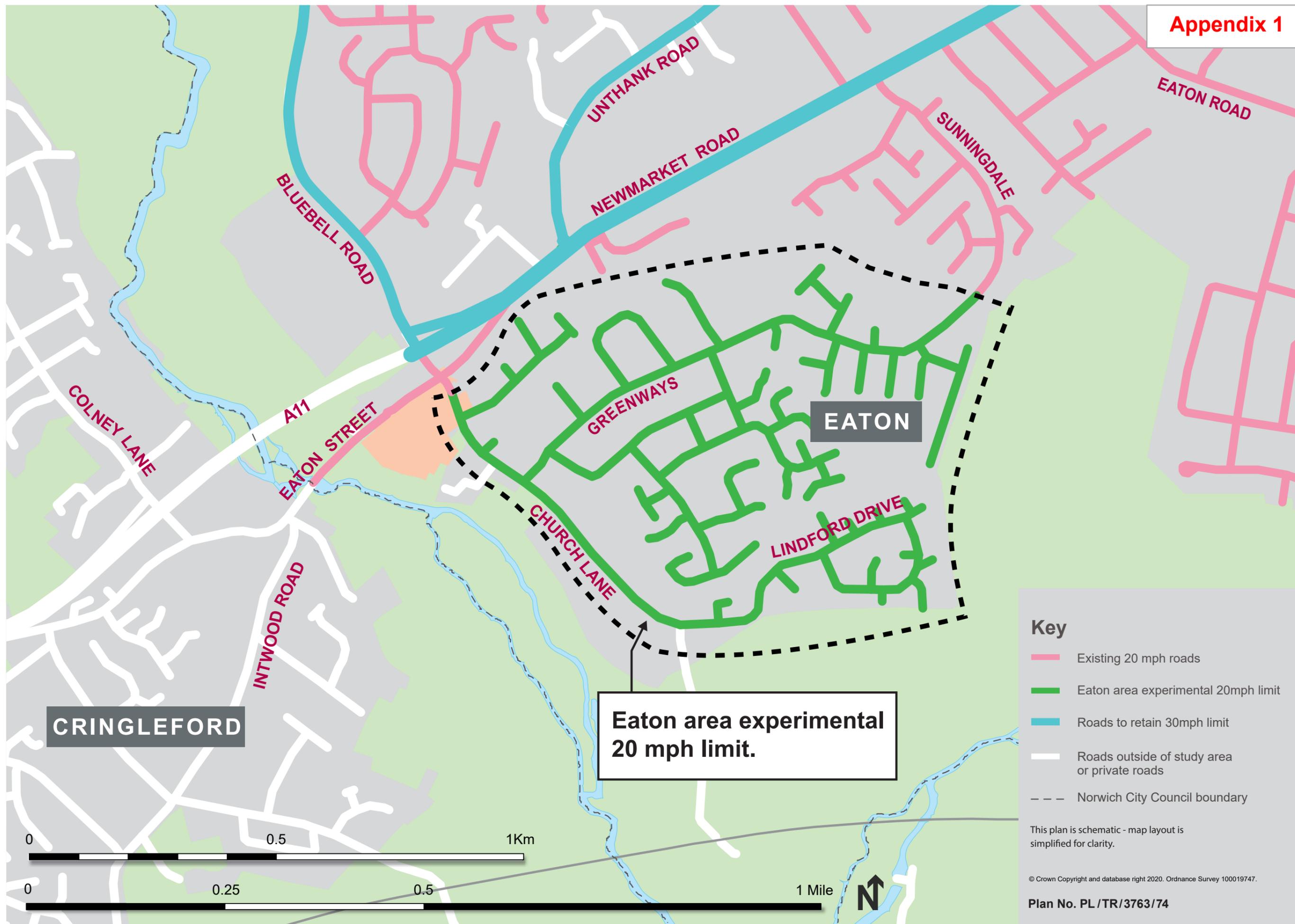
Positive

The scheme should be installed as in attached report.

Negative

No specific comments

Neutral
No specific comments
Issues
No specific comments



EATON

CRINGLEFORD

Eaton area experimental 20 mph limit.

- Key**
- Existing 20 mph roads
 - Eaton area experimental 20mph limit
 - Roads to retain 30mph limit
 - Roads outside of study area or private roads
 - Norwich City Council boundary

This plan is schematic - map layout is simplified for clarity.

© Crown Copyright and database right 2020. Ordnance Survey 100019747.

Plan No. PL/TR/3763/74

Appendix 2 – responses during experimental order period

Responder address	Responder	20mph		Reports some drivers speeding	Would like		Comments	Officer comments
		Agree	Not agree		Inter-active signs	Traffic calming		
Abinger Way	Resident		x				The 20mph speed restriction means car journeys take longer, it is unnecessary.	The 20mph speed limit is to make the road environment more pleasant for all road users including pedestrians and cyclists. The extra minute or so for motorised travel is not considered inappropriate.
Abinger Way	Resident		x				There are no road accidents in Eaton, 30mph is adequate.	The proposed 20mph speed limit is not purely for road safety, it is as mentioned above, to make the road environment more pleasant for all road users.
Amderley Drive	Resident	x		x			Parents driving to the local school often speed. 20mph signs are not easy to see.	Please see report. The appropriate signs as recommended by the Department for Transport are installed for the 20mph speed limit.
Chestnut Hill	Resident	x		x		x	Additional signing, traffic calming measure or warning light would be useful on Church Lane near Waitrose.	Please see report

Appendix 2 – responses during experimental order period

Responder address	Responder	20mph		Reports some drivers speeding	Would like		Comments	Officer comments
		Agree	Not agree		Inter-active signs	Traffic calming		
Chestnut Hill	Resident	x		x		x	Many drivers are ignoring restriction. Traffic calming and roundels needed on Church Lane.	Please see report
Church Lane	Resident	x		x			Traffic speeds have slowed but more signage such as 20mph roundels are needed.	Please see report
Church Lane	Resident			x		x	Traffic often speeds on Church Lane.	Please see report
Church Lane	Resident	x		x		x	Much more clear signing is needed.	Please see report
Ebbisham Drive	Resident			x			Further measures are not needed in Eaton.	Please see report
Ellicar Rise	Resident			x		x	Without traffic calming drivers will continue to ignore 20mph restriction.	Please see report
Greenways	Resident	x		x		x	Suggests speed cushions, 20mph roundels on Greenways.	Please see report
Greenways	Resident			x	x		Would like a zebra crossing on Church Lane	A pedestrian crossing assessment has been carried out and is discussed in the report.
Greenways	Resident	x		x		x		

Appendix 2 – responses during experimental order period

Responder address	Responder	20mph		Reports some drivers speeding	Would like		Comments	Officer comments
		Agree	Not agree		Inter-active signs	Traffic calming		
Marston Lane	Resident	x		x		x	Enforcement would help compliance.	Please see report
Nutfield Close	Resident	x					The cost of traffic calming would be best spent on the homeless and poor.	The budget for this scheme is from government specifically for transport improvements and cannot be spent on other issues.
Parsons Mead	Resident	x		x	x		Needs enforcement, a raised table on Church Lane would be effective.	Please see report
Parsons Mead	Resident			x			The speed restriction needs enforcement.	Please see report
off Greenways	Resident	x					Suggests a raised table in Church Lane and 20mph roundels.	Please see report
Not given	Resident		x				There were no accidents when it was 30mph, better spend money on road maintenance.	Please see report for accident data. The budget given for this scheme cannot be spent on general road maintenance.
Not given	Resident	x		x			Needs enforcement	Please see report.
Not given	Resident			x				

Appendix 2 – responses during experimental order period

Responder address	Responder	20mph		Reports some drivers speeding	Would like		Comments	Officer comments
		Agree	Not agree		Inter-active signs	Traffic calming		
Not given	Resident	x					The wide straight parts of Church Lane and Greenways should be returned to 30mph. The other smaller roads should remain as 20mph.	This approach is possible, but it does not give a whole area approach for the speed limit.
Not given	Resident					x	Suggests 20mph roundels on roads and needs enforcement.	Please see report
Not given	Resident		x				A 30mph that is enforced would be better. A raised table outside Waitrose is not needed as they cause problems for emergency vehicles and cyclists, a crossing may be useful.	Please see report
Not given	Resident	x					Suggests parking restrictions would help bus drivers.	We have not been informed by the bus companies that there is a problem with parked cars in this area. This could be considered at a later date if we are contacted by the bus companies.

Appendix 2 – responses during experimental order period

Responder address	Responder	20mph		Reports some drivers speeding	Would like		Comments	Officer comments
		Agree	Not agree		Inter-active signs	Traffic calming		
Not given	Resident		x				The existing parked vehicles provide a natural speed reduction.	It is correct that parked cars do slow traffic down but to work efficiently they need to be organised and permanent.
Not given	Resident			x		x	Delivery drivers often speed. The speed signs are ignored.	Please see report.
Not given	Resident		x				Church Lane and Greenways are wide and straight, a 20mph is not needed.	It is true the roads are easy to drive on at 30mph, however to make the road environment better for pedestrians, cyclists and residents it is important to bring the traffic speed down.
Eaton Village RA	Chris Stebbing	x		x	x		Suggests the council advertises 20mph speed limits more and encourage drivers to comply. Would like to see a zebra crossing on Church Lane close to the shops.	Please see report.

Appendix 2 – responses during experimental order period

Responder address	Responder	20mph		Reports some drivers speeding	Would like		Comments	Officer comments
		Agree	Not agree		Inter-active signs	Traffic calming		
City and County ward cllrs	Cllr Lubbock	x			x		Do not support traffic calming in Church Lane or Greenways. Would like a pedestrian crossing on Church Lane close to the supermarket and bus stop.	Please see report.
Total	30	16	6	18	4	10		

Raised table
(75mm high)
with 6m plateau

Relocate existing
southbound bus stop
from existing position



CHURCH LANE

Church
Access

10

12

14

© Crown copyright
and database rights
2018. Ordnance
Survey 100019340

DRAWING TITLE

Eaton Church Lane
Proposed Pedestrian Crossing
Raised Table



Tom McCabe
Executive Director of
Community and Environmental Services
Norfolk County Council
County Hall
Martineau Lane
Norwich NR1 2SG

REV.	DESCRIPTION	DRAWN	CHECKED	DATE

SURVEYED BY	INIT.	DATE	DRAWING No.
OS	OS	2019	PEA029-001
DESIGNED BY	JF	06/2019	PROJECT TITLE
DRAWN BY	JF	06/2019	Eaton Church Lane
CHECKED BY	KJA	06/2019	Proposed Pedestrian Crossing
SCALE			FILE No.
1: 200 @ A4			PEA029