

Report to Norwich highways agency committee

Item

15 September 2016

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Report of Head of city development services and Executive director
community and environmental services

Subject Transport for Norwich – Eaton and Cringleford area

Purpose

To agree proposals for consultation, including associate statutory notices and traffic regulation orders for Eaton Village Centre.

Recommendation

That the committee:

- (1) notes that the scheme for Eaton and Cringleford crosses the city boundary
- (2) agrees to consult on the scheme to improve cycling facilities, and improve the junction and pavements in Eaton Village Centre and provide light controls on the Cringleford Bridge as shown on Plan No. PE4118-HP-010
- (3) asks the head of city development services to advertise the necessary traffic regulation orders and notices to
 - (a) Introduce a 20mph Zone in Eaton Centre extending from the City boundary into Church Lane, Bluebell Road and the slip road from Newmarket Road.
 - (b) Provide a series of road humps throughout this 20mph Zone.
 - (c) Provide mandatory cycle lanes outbound from the City on the approaches to Cringleford Bridge, and inbound to facilitate access to facilitate cycle access to a revised Eaton Crossroads junction
 - (d) Widen existing footways along the slip road and Eaton Street to extend the existing shared use cycle track from Newmarket Road through the village centre
 - (e) Remove the parking bays on the slip road and the extension of double yellow lines on the slip road and into Eaton Street as shown on Plan No. PE4118-HP-010
- (4) notes that any objections received will be considered by a future meeting of the committee.

Corporate and service priorities

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

Financial implications

The budget for the scheme is £700,000 to be funded from:-

£475,000 DfT cycle city ambition (held by Norwich City)

£300,000 LGF (held by Norfolk County)

£100,000 CIL (held by Norfolk County)

The scheme was successful in receiving a contribution from the Local Growth Fund as the area along with the A11 corridor into the city has been highlighted as a priority for the Greater Norwich Growth Board.

Ward/s: Eaton

Cabinet member: Councillor Bremner – Environment and sustainable development

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Background documents

Consultation returns

Report

Strategic Objectives

1. Norwich and its surrounding area is becoming an increasingly popular area to live, work and visit. It is the number one shopping destination in the Eastern Region and becoming one the Nation's premier cultural centres. To ensure the Greater Norwich Area continues to be popular and grow, the transport systems need to be able to cope with the increased demand.
2. Norwich is a medieval city with a narrow road system; incorporating a 21st century transport system to cope with the increased demand without sacrificing highway space for a particular transport mode or at the expense of green space and historic buildings is challenging.
3. The Norwich area Transportation Strategy (NATS) now more widely known as Transport for Norwich (TfN), is the adopted strategy which will deliver the transport improvements needed over the next 15 plus years. The strategy recognises everybody's journeys are different and does not look to force people to use one particular mode. It does look to give people viable options on how they choose to travel and actively promote sustainable transport. To do this in some areas of the network there needs to be a re-balance of the highway space available.
4. The Strategy details the plan for future delivery of improvements in order to develop sustainable transport, reduce congestion and improve air quality within the Greater Norwich area. The strategy has already delivered key improvements such as the award winning Norwich Bus Station, St Augustine's Gyratory, a network of Park & Ride facilities, St Stephens and Chapel Field North and various Bus Rapid Transit (BRT) improvements. It also includes the recently completed Postwick hub and the Northern Distributor Road which is due for completion late 2017.
5. The implementation plan for the Norwich Area Transportation Strategy (NATSIP) was agreed by Norfolk County Council in April 2010 and updated in November 2013 ([see link for updated implementation plan http://www.norfolk.gov.uk/view/NCC158241](http://www.norfolk.gov.uk/view/NCC158241)). The plan sets out the range of transport measures, together with their general intended phasing, for delivery over the short to medium term.
6. The plan has now been updated to take account of what has been delivered since 2010, and to reflect the latest position on future scheme delivery, given progress with implementation, and now that the growth plans for the area are more clear ([see joint core strategy document: http://www.greaternorwichgrowth.org.uk/dmsdocument/1953](http://www.greaternorwichgrowth.org.uk/dmsdocument/1953)).

Cycling is on the increase for both recreation and commuting nationally and the area has a thriving cycling community. The implementation of a City wide cycling network (see link to cycle map:

<http://www.norwich.gov.uk/TransportAndStreets/Transport/Cycling/Documents/CyclingMapFront.pdf>) is a key part of the Transport for Norwich Strategy as by delivering a comprehensive city network this reduces a number of short distance car journeys removing pressure on the network, as well as offering improving quality of life and the health benefits that have been well documented.

7. The Greater Norwich area is one of eight urban areas across the country that has been successful in bidding for Cycle Ambition funding from the Department for Transport to comprehensively improve the quality of cycling infrastructure across the Norwich cycle network a copy of the application documents can be found here
<http://www.norwich.gov.uk/TransportAndStreets/Transport/Cycling/Pages/CycleCityAmbitionGrant2015.aspx>.

Background

8. The cycle network highlights the importance of the centre of Eaton and Cringleford for cyclists. Two strategic routes (called Pedalways) pass through the project area. The blue pedalway connects Wymondham, Hethersett and Cringleford to the city centre. The purple pedalway encircles the city and connects the Tuckswood / Hall Road area to NRP and Bowthorpe. A neighbourhood route on Bluebell Road intersects with the Pedalways in the centre of Eaton.
9. The A11 / Newmarket Road corridor has been designated a bus rapid transit route. Increasing the reliability and frequency of services and the comfort and accessibility of bus stops are key to encouraging more use of buses. A piece of work was undertaken in 2011 to identify mobility hubs, which would allow interchange between buses and other modes of transport at focal points for community activity. The mobility hub concept and its attributes are explained in the document at appendix 1. The centre of Eaton was identified as a good location for develop a mobility hub. This was further developed in the Newmarket Road BRT Place Making and Landscape Strategy.
10. Considerable housing development is planned for Cringleford, Hethersett and Wymondham. The Joint Core Strategy allocated 1,200 homes to Cringleford, 1,000 to Hethersett and 2,200 to Wymondham. This will be combined with employment development around the Norwich Research Park to place pressure on the transport network. Part of the strategy for dealing with this pressure is to try and divert many of the journeys that would otherwise involve a car onto public transport and bicycles
11. The pressure of traffic on the junction in the centre of Eaton and the pinch point on Cringleford Bridge is partly caused by two features of the road network in the area. Firstly, the quickest route to UEA from the A11 is via the centre of Eaton because there is no direct link from the A11 and the alternative via the southern bypass and Watton Road is further. Secondly, vehicular access to and from all of

the homes in Eaton south of Church Lane can only be gained via the junction in the centre of Eaton as there is no access between Greenways and Sunningdale to prevent through traffic, and undue pressure on the Sunningdale junction (which is a simple priority junction). Waitrose also has for a wide a catchment of customers, most of whom are car-borne.

Early consultation

12. In October 2015, a consultation took place with the residents and businesses of Eaton and Cringleford, and other key stakeholders. The purpose of this consultation was not to present proposals, but to help to identify issues that needed to be taken into account in any forthcoming plans. The principal issues raised were the operation of Cringleford Bridge, where there are substantial tailbacks during peak hours; the operation of the junction of Eaton Street and Church / Lane Bluebell Road where improvements for motor vehicles (and in particular left turning movements into Bluebell Road) were requested as well as improved facilities for pedestrians and cyclist. There was also significant support for the idea of a 20mph Zone in the area. The proposals before this committee have taken account of these concerns and seek to address them as effectively as possible.
13. A significant number of people also supported the idea of a crossing at the top of the slip road across Newmarket Road. This has, of course already been provided earlier this year, and links in to the current proposals
14. Discussions are also taking place with bus operators, where the latest proposals and site constraints have been fully explained with regards to potential improvements for the bus services.
15. In July, drafts of the proposals were discussed with local stakeholders and members. The Working Group appeared to be well received by those who attended to offer input into the scheme proposals at the preliminary design stage. Following the meeting, all the comments and queries raised at the meeting were collated and investigated by the Project Delivery team. A 'Working Group Questions and Feedback Report' has been prepared and distributed to local stakeholders which summarises the outcomes of the queries raised. This is contained in Appendix 1.

The proposals

16. Officers have reviewed a range of options for the Eaton Cringleford area, but inevitably, there are space constraints which do mean that it is not possible to provide both adequate capacity for motorised vehicular movement and fully segregated facilities for pedestrians and cyclists. The following proposals are recommended as the best balance within the constraints that we are working within, and provide improved facilities for all users. The proposals include the following:-
17. The slip road from the Newmarket Road onto Eaton Street will be reduced from two lanes to a single lane. This enables a significant widening of the footway on

the south side, providing opportunity to extend the two-way cycle path that runs along Newmarket Road and linking to the new crossing facilities at the top of the slip road. This will necessitate the removal of a few parking bays originally provided for users of the Post Office. However, this Post Office has relocated to the Cellar House PH opposite, which has its own car park.

18. The crossroads in Eaton village centre will have a new light controlled junction incorporating pedestrian crossing points. The new shared use path on the slip road will connect with a pedestrian / cycle crossing point to a widened shared use path along Eaton Street
19. The entrance into the Waitrose service yard adjacent to Red Lion PH is tightened to reduce the width that pedestrians and cyclists have to cross over. The access into the Waitrose car park will have a similar treatment with separate left and right turn lanes on exit. Proposed table at junction with Eaton Street and corner radii tightened up.
20. New speed tables are proposed throughout a proposed 20mph Zone, extending into Cringleford. The additional measure proposed within Cringleford itself are shown on the plan that will be available at the meeting.
21. Additional cycle facilities are provided within the main junction, so that more confident cyclists can remain on the road within this traffic calmed area. New cycle parking in the village centre is also proposed. The new mandatory cycle lane to the advanced stop line (ASL) on Eaton Street will require the extension of the existing double yellow lines.
22. At Cringleford Bridge it is proposed to introduce traffic lights to manage the flows. This was an issue raised by a significant number of respondents to the original consultation. This arrangement will allow traffic to be prioritised in different directions during the morning and evening peak periods, thus reducing delays and queuing. The lights will, however, need to operate all day on safety grounds, but this also has the advantage that the structure of the bridge, which is a 2* listed building and a scheduled ancient monument will be much better protected from vehicle strike, which is an issue at the moment. Consequently, this proposal has been supported by Historic England
23. A plan showing these proposals will be available at your meeting. These will be refined following consultation, and further design

Conclusions

24. The proposals represent a balance between the various demands in the area and achieve improvements for all transport modes. They provide solutions to issues raised by local residents and stakeholders. Detailed design work will iron out any minor issues, and take account of any responses received as a result of the consultation, the results of which will be reported back to the Committee in due course.



Eaton / Cringleford Project – Push the Pedalways

Working Group – Questions and Feedback Report

(Venue: Red Lion Pub in Eaton, Norfolk – Held on Friday 1st July 2016 from 10am)

August 2016

Introduction

This document contains Norfolk County Councils responses / feedback in conjunction with questions and queries that were raised by attendees of the Working Group meeting that took place at the Red Lion Pub in Eaton on Friday 1st July 2016 at 10am which lasted around 2 hours.

During the meeting a series of detailed discussions took place with a range of questions and queries raised by individuals. Concluding the meeting each point has been investigated and considered by the Project Delivery team. A summary of responses have been prepared which are presented within this document.

Questions and Responses

Question: Consider 3 way traffic lights at Intwood Road / Eaton Street junction, with pedestrian crossing points.

Response: This would have a negative impact to the traffic (flow capacity) using Newmarket Road and Eaton Street as the required green time for the Intwood Road green stage would have to come from Newmarket Road / Eaton Street green time, as would any pedestrian green man time and clearance periods.

Question: Can there be a single lane heading on Eaton Street east / north onto Bluebell Road? Currently busses turning left have to wait for traffic turning right to move before they can proceed due to the tail swing.

Response: The proposed new layout includes a much wider nearside lane now at 3.2m wide (was previously about 2.5 / 2.6m), this combined with a new constant 12m corner kerb radius and relocated stop line on Bluebell Road allow a large bus to make the left turn manoeuvre within the lane space provided. See the vehicle track diagram PE4118-TS-100 track 34.

It is beneficial in terms of capacity to have a separate left turn lane from Eaton Street into Bluebell Road as this relatively heavily traffic movement is able to run on green during more than one traffic signal controller stage whilst the ahead / right turn

adjacent lane does not.

Question: Can part time signals be considered? Can the signals at Cringleford Bridge be on demand on at off peak times? Is there any data on predicted travel times past along Eaton Street as a result of the new layout?

Response: Part time signals would not be a desirable option because:

- This would leave no formal traffic management arrangement during the time period when the traffic signals are not in operation which may pose a risk of conflict between any vehicles travelling in opposite directions over the narrow bridge.
- A 'no formal traffic control' option over the bridge was discounted as unacceptable with safety concerns at a previous progress meeting during the preliminary design process.
- There would be an inconsistent situation if sometimes when approaching there are signals and sometimes not, which may be confusing for some drivers.

During quieter times when there are lower traffic flows, the signals would rest in the absence of any demands on All Red, i.e. red signals shown at the same time on both approaches, when a vehicle is detected approaching from either direction the traffic signals would respond by providing a green signal allowing that vehicle to proceed. This is beneficial in terms of traffic calming as it removes the temptation for a vehicle arriving at the site to race to get through a green signal already showing before it changes to red, and also beneficial in terms of an approaching vehicle seeing a red signal not having to wait as long for it to change to green from an all red stage as opposed to the time needed for the signal to change if green were being provided to the opposing direction, which would then need to allow time for any vehicles already on the bridges to clear.

During busy periods the signals would likely be continuously changing from green to all red to green at the other end of the bridge section and back again to respond to continuing demands from vehicles and cycles with the green time being varied by the controller within predefined amounts depending on the traffic and gaps in traffic detected on the approaches.

Predicted travel time data: The performance of the Eaton Street / Bluebell Road / Church Lane junction with the new cycle facilities is expected to be similar to the existing layout. As far as the new signal controlled arrangement over the bridges is concerned, it is anticipated that the existing very long inbound tidal queues which sometimes extend back over Cringleford Bridge over the A11 in the am peak period would be significantly less as the signals would provide a more balanced provision of green time with the less busy outbound traffic flow, with a similar situation for the reverse pm peak period.

Question: Traffic turning right from Bluebell Road onto Eaton Street sometimes stops at the red lights (repeaters from the slip road onto Eaton Street from Newmarket Road)?

Response: The proposed new layout would remove the pedestrian refuge island and the secondary traffic signal mounted on it, a new signal would be provided instead on the new southern footway / cycleway where its signal aspects would be less visible to right turning traffic from Bluebell Road into Eaton Street, additionally visors /hoods/ louvres can be provided if considered necessary during the detail design stage to provide appropriate signal visibility, this should prevent drivers misinterpreting the signal and stopping when not required to do so.

Question: Can a dedicated Right Hand lane with a separate green at the Eaton junction on Eaton Street turning right into Church Lane be implemented?

Response: Due to the very low numbers of vehicles which travel straight ahead from Eaton Street (from south-west) into Eaton Street (north-east toward the A11 slip road) the proposed ahead and right turn lane (as was the existing) is predicted to mostly carry traffic wishing to turn right into Church Lane, so no separate lane is required. It is conceivable that a green right turn indicative arrow could be provided to give some time for waiting right turning vehicles which have been unable complete the turn in gaps in the opposing traffic flow from the slip road during the standard green time (during stage 1), a right green arrow for a few seconds would allow those waiting vehicles to proceed unopposed. This would need to be considered during detail design and included / excluded depending on the results of that process.

Question: Can the proposed zebra crossing outside of the church be moved away from the bend?

Response: The proposed location of the zebra is situated where the existing drop crossing is currently adjacent to the church. The scheme proposals include implementing a 20mph speed limit through this section of Newmarket Road, which will include a series of different traffic calming measures to be implemented such as raised tables to reinforce the proposed speed limit within the environment. The crossing will form part of the Stage 1 Safety Audit review and comments from our Safety Engineers will be fully considered during the detailed design.

Question: Can there be a keep clear box / yellow box implemented opposite Intwood Road to allow cyclist somewhere to go turning right from Intwood Road onto Eaton Street?

Response: Since the working group progress has been made with the design. As part of our proposals we are looking into the feasibility of yellow box / keep clear markings adjacent to the Intwood Road junction. This will be considered as part of the Safety Audit Review along with any impacts on traffic slows this may add.

Question: Outside 18 Eaton Street at the cross roads – there will be a large open space with listed buildings. Can we use special materials to convey the difference between pedestrian and cycle spaces?

Response: The palette of materials used across the scheme will need to be fully agreed with the appropriate conservation officer. This will be considered during the detailed design stage of the project.

Question: Eaton Village sign needs to be relocated during the works.

Response: All signing will be reviewed as part of the detailed design of the scheme.

Question: How far does the 20mph Speed Limit extent into Church Street?

Response: The exact extents is yet to be fully determined, the general feedback from the working group suggested they would like to see the section up to the Bank implemented as a 20mph in this busy area. This is currently being reviewed and will form part of the Stage 1 Safety Audit.

Question: Can segregation be considered rather than shared use along the Eaton Street Slip Road? How will pedestrians / cyclists / visually impaired pedestrians use this space particularly at the Eaton cross roads junction? Can the tactile's be extended to the building shorelines?

Response: It will not be possible to implement blanket segregation within the entire limits of the scheme, but where the available space allows for segregation it will be implemented. At the Eaton cross roads tactile slabbed areas will be extended to building lines to enable visually impaired to navigate. A palette of materials will be used at the shared areas around the junction to encourage cyclists to naturally separate themselves from pedestrians where there is no alternative to crossing pedestrian and cyclist paths.

Question: Bluebell Road Slip Road up to the A11, paved area on left hand side but wants it on the right hand side for the bus stop.

Response: Any considerations for improvements to Bluebell Road Slip Road do not fall within the extent of works for this brief. There is a separate scheme that is looking at improvements on Bluebell Road that is being delivered by Norwich City Council.

Question: Can the 30mph signs on Newmarket Road be moved further southbound, to be situated before the Newmarket Slip Road (northbound) to slow traffic adjoining the Newmarket Road traffic.

Response: These signs do not fall within the extent of works for this brief so would not be altered as part of the scheme. Norwich City Council are currently looking into this proposal as part of another scheme.

Question: Consider removing the bus lane on Newmarket Road before the Newmarket Slip Road (Northbound) entry as this causes traffic to cut across lanes without looking.

Response: This bus lane does not fall within the extent of works for this brief so would not be altered as part of the scheme.

Question: At the Keswick Road / Intwood Road junction, can some physical traffic calming features be implemented on Keswick Road to slow down traffic.

Response: This junction does not fall within the extent of works for this brief so would not be altered as part of the scheme.