

Report to Norwich Highways Agency Committee

Item

20 July 2017

9

Report of Head of City Development Services and Executive Director
of Community and Environmental Services

Subject Transport for Norwich – Transport improvements in Eaton

Purpose

To consider an alternative option for improving facilities for cyclists, pedestrians, public transport and general traffic in Eaton and to agree to implement the scheme. This alternative option has been developed when it became clear following detailed costing and project delivery planning that the original traffic proposals for Eaton, approved by this committee in November 2016, were not affordable using allocated budgets.

Recommendation

To approve the changes required to implement the scheme within the city boundary, including:

- (1) Reducing traffic speeds by the introduction of traffic calming and the implementation of a 20mph restriction. Gateway signs to be introduced on the entry to Eaton from both the slip road and Eaton side of the Cringleford bridge.
- (2) Enabling cyclists heading towards the city to reach the recently installed signal controlled toucan crossing and off-carriageway cycle track on Newmarket Road (A11) directly along Eaton Street, rather than crossing traffic lanes under the flyover and up the slip lane. This would be achieved by:
 - (a) Providing an on-carriageway feeder lane / Advance Stop Line (ASL) for cyclists on Eaton Street (west) approaching the crossroads heading towards the uphill slip road to enable cyclists to get a prominent head start at the traffic lights.
 - (b) New cycle traffic signal for ahead cycles to be introduced on Eaton Street (west) approach, to allow cycles to be given a green traffic signal in advance of general traffic to give them a head start heading straight on towards the uphill slip road.
 - (c) Widening the cycle track that leads up the hill from the Cellar House Public House to Newmarket Road from 1.5m to a 3.0m facility to allow for two way cycle flows.
- (3) Simplifying pedestrian crossings in the centre of Eaton, with central islands being removed.

- (4) Moving the stop line back in Bluebell Road so buses and other large vehicles can turn left from Eaton Street into Bluebell Road more easily.
- (5) Realigning / smoothening the radius of the kerbline to improve the turning movement for buses and other large vehicles turning from Eaton Street into Bluebell Road minimising delays to all road users. As a result, the left turn lane will be slightly widened to allow extra room for larger vehicles turning left.
- (6) Resurface the carriageway and upgrade the junction with new traffic signal equipment.

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

Cringleford Phase 1 Estimated Cost: £300,000. Currently being constructed.

Eaton Phase 2 Budget Cost: £600,000. Subject of this report.

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.

The development and implementation costs of the scheme will be refined as the detailed design is progressed.

Ward/s: Eaton

Cabinet member: Councillor Stonard – Sustainable and inclusive growth

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Background documents

None

Report

Background

1. In November 2016, this committee approved the delivery of a transport scheme covering both Cringleford and Eaton, which aimed to improve facilities for cyclists, pedestrians, public transport and general traffic in this area. However, during detailed costing and project delivery planning, it became clear that the original proposal was not affordable using allocated budgets. The majority of this cost increase came from significant traffic management that would be required, particularly in Eaton, the details of which could only be identified following intensive planning of how the scheme would be built on the ground.
2. The decision was made to continue with delivery of approved works in Cringleford and at the bridge between Cringleford and Eaton, as these were affordable and considered to be value for money. However it was decided to review proposals for Eaton centre, where the bulk of the unforeseen costs were, to achieve a scheme that would be deliverable within the allocated budget whilst at the same time bringing much needed benefits to cyclists, pedestrians, public transport and general traffic.

The amended proposals for Eaton centre

3. Officers have reviewed a range of options for the Eaton centre, but there are space constraints which mean that it is not possible to provide both adequate capacity for motorised vehicular movement and fully segregated facilities for both pedestrians and cyclists. The amended proposals as presented in this report are recommended as the best balance within the constraints of the area, and provide improved facilities for all users.
4. The revised scheme is shown on the plan attached as appendix 1 and can be summarised as follows

Measures in the original scheme that have been retained

- (a) Reducing traffic speeds by the introduction of traffic calming and the implementation of a 20mph restriction.
- (b) Retaining the existing parking area on Eaton Street outside the old Post Office, increasing the maximum stay to two hours.
- (c) Installing double yellow lines on the remainder of the slip road and extend these further into Eaton Street.
- (d) Moving the stop line back in Bluebell Road so buses can turn left from Eaton Street more easily, whilst improving the left turn radius from Eaton Street into Bluebell Road.
- (e) Simplifying pedestrian crossings in the centre of Eaton, removing centre islands and
- (f) Resurfacing the carriageway and upgrading the junction with new traffic signal equipment.

New measures that are now proposed

- (a) Providing an on-carriageway feeder lane / Advance Stop Line (ASL) for cyclists on Eaton Street (west) approaching the crossroads heading towards the uphill slip road to enable cyclists to get a prominent head start at the traffic lights.
- (b) New cycle traffic signal for ahead cycles to be introduced on Eaton Street (west) approach, to allow cycles to be given a green traffic signal in advance of general traffic to give them a head start heading straight on towards the uphill slip road.
- (c) Widening the cycle track that leads up the hill from the Cellar House Public House to Newmarket Road from 1.5m to a 3.0m facility to allow for two way cycle flows.
- (d) Installation of 'Gateway signs' on the main route into Eaton village centre to be sited at the Cringleford Bridge and Eaton Street Slip Road.

Previously agreed measures that will no longer be progressed

- (a) Narrowing the entrance to Waitrose car park and putting an informal crossing for cyclists and pedestrians on a raised table.
- (b) Widening pavements in the centre of Eaton with more attractive surfaces, planting and the removal of redundant street furniture to improve the look of the conservation areas.
- (c) Providing a toucan crossing on Church Lane to give a crossing point for pedestrians and cyclists.
- (d) Providing four new parking bays opposite to Barclays Bank on Church Lane as alternative parking to the parking bays removed from Eaton Street.
- (e) Providing short sections of mandatory cycle lanes centrally in the carriageway to enable right turning and ahead movements by cyclists travelling east and an on-carriageway cycle lane for cyclists travelling west towards Cringleford Bridge.

Consultation with stakeholders

5. The amended proposals have been discussed with a number of key stakeholders. A meeting was held with Norwich Cycling Campaign on 20/06/2017 and Norfolk and Norwich Association for the Blind (NNAB) on 21/06/2017 where the revised scheme proposals were presented. The feedback from the meetings were that the NNAB were happy to support the proposals as drafted and the Norwich Cycling Campaign had the following comments:

- (a) From a cycling point of view, we are not convinced that the position of the westbound Feeder Lane is safe provision for cycling and similar lanes have proved unpopular in other places such as Cambridge. Although there is a problem with the bus stop, we feel that a left hand feeder lane would be possible with some modifications to the bus stop.
- (b) We are disappointed that improvements for cycling could not be provided across the whole junction with ASLs and advanced green lights for

cycling.

- (c) As the Post Office is now operating in the pub, we do not support the car parking outside the old post office as this causes a significant problem for cyclists wanting to access the cycle path onto Newmarket Road. Unless a safer access to the cycle path is found for travelling uphill into oncoming cars coming down the slip road from Newmarket Road, then this is not an improvement for cycling.

Post meeting, the following information was feedback to the Norwich Cycling Group via email in relation to the points made above:-

- (a) Feeder Lane on Eaton Street (westbound): The positioning of this lane was discussed, the current plans and our preferred option show the feeder lane between two traffic lanes in order to get cycles into a prominent position and upto the ASL. The question was raised as to whether the feeder lane could be incorporated on the nearside, however further safety considerations were raised in relation to the bus stop adjacent to the Red Lion pub.
 - (b) ASL's on all approaches: The proposals brought to the meeting showed ASL's on both approaches on Eaton street where suitable width could be obtained to provide a feeder lane. However ASL's were not shown on the Church Lane and Bluebell Road approaches due to space constraints whereby a suitable width feeder lane could not be provided. There were various discussions held around the table as to whether all 4 approaches should have ASL's or not, it was mentioned that providing this facility without a feeder lane could encourage cyclists to attempt to get to the front of the signals without appropriate width which could in effect create a risk of collision, rather than a cyclist waiting within the live traffic.
 - (c) Retaining parking outside the old Post Office: As explained at the meeting, this matter has been considered extensively via consultation with the local businesses and residents to which there remains resilient support to retain the parking in this location. Whilst this section of parking will remain, the parking outside Adrian Rowe's Hair Salon will be removed in the latest proposals, improving the corridor for cycles and vehicles heading towards the slip road connecting to Newmarket Road.
6. The local ward and divisional members were presented the proposals at a meeting on 7 July. There was a positive discussion and general agreement that the proposals represent a good balance between meeting the needs of all users, taking into account the comments received during the original consultation..
7. Discussions have been held with First, the bus operator in the area, who has concerns over delays to the bus service over other highway users. It was noted that the proposed layout provides benefits to left turning buses from Eaton Street into Bluebell Road. First were supportive of the revised scheme.

8. As the revised proposals do not require any new traffic regulation orders there is no requirement for a formal consultation on the revised proposals. As a courtesy everyone who responded to the original consultation will be notified of the amended scheme, as well as publicity being given to it in the local residents newsletter.
9. A significant number of respondents raised concerns during the original consultation about the proposed conversion of the existing footpath to a shared use facility outside the shops on Eaton Street. This revised proposal removes this facility, and therefore is likely to be welcomed.

Timescales

10. Subject to Committee approval, construction would start in October 2017, and is anticipated to be completed by November 2017. The exact scope of the works will be identified during detailed design which will determine the overall length of the programme.
11. Although the detailed programme of works is yet to be finalised, construction would be carried out using a phased approach. This would be managed collectively with city and county officers working collaboratively with the contractor and street works coordinators to mitigate impacts on the local network to avoid key embargo times with common aims to minimise disruption where possible.

Resource Implications

12. Finance: The TfN programme forms an integral part of strategic infrastructure as set out in the Joint Core Strategy. The delivery of this work is funded through a number of sources including additional government grants e.g. City Cycle ambition, Community Infrastructure Levy, and mainstream capital funding LTP and allocated funding from the Local Enterprise Partnership (LEP). The overall funding of the programme has been agreed through the Greater Norwich Growth Board.
13. Staff: The project will be delivered through joint team working involving both County Council and City Council officers.
14. Property: The proposals can be provided within the existing highway boundary. Subject to a small proportion of the works which will need to be carried out within the Waitrose carpark to amend their access which falls outside of the highway boundary. Ongoing discussions to agree the exact extent and phasing of the works will take place with Waitrose to agree this.
15. IT: None.

Other implications

16. Legal Implications: None.

17. Human Rights: None.

18. Equality Impact Assessment (EqIA): An EqIA has been completed for the NATS Implementation Plan (TfN). An Equality Impact Assessment for this scheme has been carried out as part of the detailed development, after discussions with the appropriate groups.

19. Communications: None.

Section 17 - Crime and Disorder Act

20. The scheme will be designed to ensure it has a positive effect on crime and disorder where possible. Care will be taken during construction to minimise opportunities for crime and disorder, for instance the secure storage of construction equipment and materials.

Risk Implications/Assessment

21. A risk assessment has been undertaken for development of the NATS Implementation Plan (TfN). The key risks for delivering this are around funding, timescales and planning. These risks are being managed through active project management and ongoing engagement with stakeholders.

Integrated impact assessment



NORWICH
City Council

Report author to complete

Committee:	Norwich Area Highways Committee
Committee date:	20 July 2017
Director / Head of service	
Report subject:	Transport for Norwich – Transport improvements in Eaton
Date assessed:	29 June 2017
Description:	Description of revised proposals for Eaton.

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme aims to improve the safety of pedestrians and cyclists using this busy area of Eaton.
<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"/>	This scheme aims to improve the safety of pedestrians and cyclists using this busy area of Eaton.

	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"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The amended proposals as presented in this report are recommended as the best balance within the constraints of the area, and provide improved facilities for all users
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The design of this scheme is sympathetic to the surroundings.
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 aims to improve pollution locally through encouraging greater use of sustainable transport modes and reducing local congestion.
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment

Positive

This scheme aims to improve pollution locally through encouraging greater use of sustainable transport modes and reducing local congestion.

Negative

Neutral

Issues

