

Quiet Lanes Technical Guidance

Developing Quiet Lanes

If you are thinking about developing Quiet Lanes in your area, here is some basic information and guidance on how to Plan, develop, implement and manage Quiet Lanes. This guidance includes information on the methodology and measures we are testing within our demonstration schemes.

We are developing a process known as **PACE** - **Plan, Activate, Check, Enable**. PACE sets out criteria against which each project can be assessed and developed and our guidance will focus around this with some of the useful feedback and information from the demonstrations. A detailed description of PACE can be found on this website under the handbook section, but here is a brief summary.

Each Quiet Lane project will need to action **all** the points in the PACE process. Each stage will need to be actioned in the **correct order** ie Plan, Activate, Check and then Enable.

PACE

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Plan

- What is the project and what are you trying to achieve through Quiet Lanes?
- Establish a vision for the proposed network.
- Establish objectives and targets for the project
- Think about what might be a realistic time scale so that you can achieve the tasks within your project budget, both officer time and finance available.
- Desk top research: identify the policy framework - What policies have you in place that support Quiet Lanes?
 - LTP, PPG, Structure/development plans, Transport white paper
 - Look at the problems and issues that are present in the area.

Note: Quiet Lanes should be part of a number of policies. In Norfolk the highway authority produced the Norfolk Coast Transport Strategy in 1998. This strategy is a comprehensive approach to rural traffic demand management, which contains 17 policies and Quiet Lanes is one of these policies.

The desk top research will help you to put together a plan of your project area including off road routes such as Rights of Way, Greenways and possible Quiet Lanes. Think about the outline budget provision and resource allocation, this will allow for funding sources to be identified.

- Establish a plan of the defined area with Public Rights of Way and other off-road routes and a diagram of potential Quiet Lanes and Greenways locations.
- Demand Assessment - Assessing demand will help you to get the network and the facilities in the right places that meet the needs of the local community. Collecting this baseline information will provide a basis to monitor and measure changes on your network. To help you understand the local demand and issues you should consult the local community.
- Identifying the partnership - Who are the key organisations that should be involved in the project? You need to establish clear role and responsibilities.
- Community and user participation in the development of a network suitable for non-motorised transport - this includes the initial meetings of the partnership and informing key stakeholders. Please see the section on public engagement.

Below is an example of some figures prepared by our consultants Ajt Environmental Consultants for the Watling Chase Greenway Demonstration:

Demand Survey Key Figures from Watling Chase Greenway Demonstration

For existing users, journeys undertaken currently on an existing fragmented network:

- Walking: 5.4 million trips
- Cycling: 1 million trips
- Horse riding: 150,000 trips

- Sport training: 300,000 trips

Current levels of use of the above account for 54% of all journeys.

The study showed that for potential users an additional 40-60% of people would use a comprehensive high quality network for 6 million journeys, which would contribute to modal shift.

The extent of the network is as follows:

- Existing network, 30km
- Potential network, 70km that includes Quiet Road links

This excludes footways, unsurfaced bridleways, footpaths and reallocated space for cycling which provides 200km of existing routes that could be connected to the network.

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Activate

This stage is about developing a strategy for your local Quiet Lanes. Access and transport are at the heart of the strategy but you should also consider the following:

- Community and user participation - Please see plan stage. Community engagement work is a process which will be developed through each stage of the PACE process.
- Assessment of the route corridor - this will include the condition of the route, comfort for users, current journey levels, links to public transport, journey destinations, landscape character and nature conservation evaluation.
- Signs and signs audit - You need to review the signs that are already in place. The Quiet Lanes project is aimed at keeping an area natural and avoiding large numbers of signs that are intrusive to the landscape. The project aims to reduce signing and looks at offering a more appropriate route for motorised users. Please also see the Enable stage - signing and engineering section
- Management - This will include 4 key areas - looking at the existing network of Quiet Lanes, the input from the community work, assessment of the traffic counts and using your professional judgment. Acting as a facilitator to get the best out of the community work, promotion, information and signage.
- Maintenance - this includes identifying the current maintenance regime, how are current inspections carried out, identifying problem areas. Does this regime need to be changed to meet the requirements of expecting a heavy use of non-motorised users. This includes issues of safety, speed limits and local bylaws.
- Identification of legal issues - The highway authority has the statutory responsibility for managing the road network in the duty of care. You need to remember that the Quiet Lanes project does not seek to prevent traffic but affect behavior. As the highway authority you still have to maintain your duty of care under section 41 of the Highways Act. Should a highway authority wish to prohibit a class of traffic they must follow the statutory procedure of obtaining a Traffic Regulation Order (TRO).
- Identification of traffic issues - developing a Quiet Lanes network may require monitoring of vehicle speeds and flows.
- Financial estimates - these estimates focus on the cost of the works and of the project and the planning and promotion aspects.
- Funding - Identification of potential funding sources and necessary applications. Please see the latest news section of this site to find out about an important publication identifying transport funding opportunities.
- Information Plan - Establish methods and means to provide clear information to all sections of the community for the life cycle of the project. This plan should include promotion and publicity, signage and information hierarchy, user guide to promote responsible and careful use of the network, (please see share with care section) working with schools through safe routes to schools, visitor and tourism strategies and delivery/utility/business vehicles and emergency services use. The plan should aim to outreach to all sections of the community and promote the positive benefits of Quiet lanes and widen choice of travel.

- Safety Plan - This forms the completion of the feasibility/strategy stage. The highway authority will need to conduct a stage one safety audit, this will identify any areas of concern to be addressed in the detailed design.

The strategy - after you have considered all the criteria you need to draw up your strategy plan for the Quiet Lanes network. This plan will set out the basis for route selection and identifying the preferred network. This network should be endorsed by the local community through your consultation and community participation process.

Action - Share with Care

The Countryside Agency is developing a user guide to promote responsible and careful use of the Quiet Lanes network. The guide has been produced in consultation with around 30 national user groups and is currently being trialed in the demonstration areas.

The following wording was used on a leaflet for the Norfolk Pilot area which included the network and the winning entry in the school poster competition.

However you are travelling:

- Share a Quiet Lane with care.
- Be aware of all users.
- Look after yourself.
- Notice your environment.
- Follow the County and Highway Codes.

How you should use Quiet Lanes:

- Every entry and exit of a *Quiet Lane* is marked with a *Quiet Lane* sign.
- Travel with extreme care at slow speed and be prepared to stop if necessary.
- All types of users share the road without separation and remember that they have the same rights as you do.
- Nobody has priority.
- Be prepared to meet other types of users, be considerate and careful towards them.
- Don't assume that people can always see or hear you.
- Be aware of children and family groups, elderly, people with disabilities, horse riders and cyclists who all require extra care.

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Check

You need to check you have covered all the main points in the plan and activate stage. There is also a chance to agree or review your strategy plan during this phase.

REMEMBER: At this stage you can still go back and review elements of this work or undertake the first two phases again. This is your last chance to review the work before any implementation works are undertaken.

The checks that need to be undertaken are:

- Community participation process
- Objectives - review the project against your original aims and objectives. You may also want to consider a review against other policies and guidelines you have developed eg. walking and cycling strategies
- Information Plan - there is a need to develop a check which confirms that you have an adequate system for publicity, information giving, signage and schools.

You also need to put checks in place to guide the Enable and implementation stages:

- Setting targets - Once your Quiet Lanes project has completed the implementation stage you will move into the monitoring and evaluation phase. To complete the evaluation you will need to review the results against targets you have set in your check phase.
- Identify and examine the potential impacts of the project - This will include the benefits, issues and any problematic areas.

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Enable

We have now reached the point where your Quiet Lanes network is ready to proceed on the ground.

Implementation - detailed design and implementation for the network are drawn up along with the detailed costings, contract documentation and procurement. As part of the continuing Safety Plan (Please see Activate Stage), the highway authority will need to carry out a Stage 2 safety audit. A Stage 3 safety audit will also need to be undertaken, 'post-construction', to ensure the scheme is meeting all safety requirements.

Construction - A short construction programme is more effective in achieving the objectives of a scheme. A long phased programme produces community apathy and disinterest as the scheme drags on. A palette of measures implemented together are more effective over a phased period to ensure community support and encourage attitudinal change to driver speed, awareness of other road users and shift in attitude to use other modes of transport.

Management - monitoring traffic flows on and around the network. This would include counts of both motorised and non-motorised users. The monitoring and surveying is to establish that the targets are met and the quality of the network is maintained. This includes a review of targets and action leading to achievement. Please see the Enable monitoring section for further details.

Improvements - monitoring may show that the original objectives are no longer relevant or that use levels have become so high that network degradation and user interaction issues become evident. Should this occur then the PACE process is cyclical and should return to Stage 1 to re-evaluate how the network should be adapted.

- [Public Engagement](#)
- [Public Engagement Process \(PACE\)](#)
- [Quiet Lanes Public Engagement Model](#)
- [Engineering & Signing](#)
- [Monitoring & Assessment](#)

Enable - Public Engagement

The Quiet Lanes concept is about conserving and managing minor rural roads and developing local networks for local people to walk, cycle and horse ride more easily.

To be successful, Quiet Lanes should form part of a wider traffic management policy/strategy which encompasses the wider and surrounding area. This may include cycling and walking strategies, Safe Routes to Schools and public transport access. The public need to be made aware of this.

Quiet Lanes require a change in public attitudes and behavior to succeed, and community involvement is the key to the successful establishment of Quiet Lanes in your area. A network, which does not take account of people's views about what is acceptable to them, or fails to achieve a change in those views, is likely to be unsuccessful.

The development of the concept is very much based upon the 'Community Approach' which provides a sound basis to implement an effective Quiet Road network.

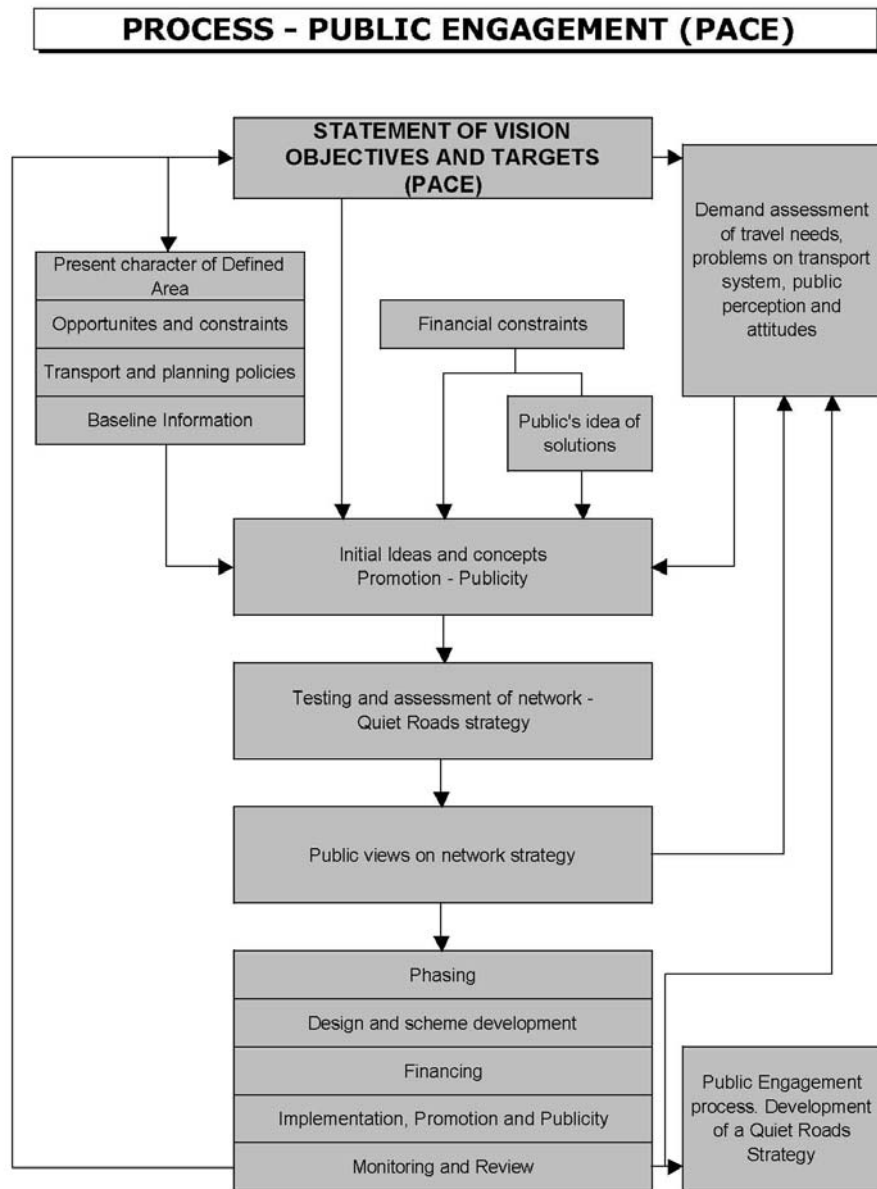
This community approach to public engagement is about local authority officers, local groups, key stakeholders, professionals and the community developing the project together.

The key areas where the officers and the public can work together are:

- Identifying the overall demand for Quiet Lanes in the defined area
- Examine the type of demand for journeys on the network such as leisure, commuting and school journeys that could replace the use of the car.
- Consider what factors would encourage local people to use the Quiet Road network.
- Identify what are considered to be perceived constraints or problems of the network and whether they would inhibit use of the network, such as busier sections of the network, crossings, poor links and rat running.
- Identify the main links within and to the network and show how and why the network needs to link to these strategic routes outside of the defined area. This is a key element because the network needs to take people to and from where they wish to journey.
- Identify 'missing links' and demands for routes and whether they form part of the strategic or local network.
- Identifying which routes the local people currently use for horse riding, cycling and walking.
- Identifying problem areas with the network - ie rat running
- Identifying routes where people usually use motorised transport to reach their destination.
- discussing attitudes and behavior towards the use of roads and the network - the public could providing extra monitoring counts in consultation with the highway authority
- helping to identify the most appropriate engineering and signing measures to be used on the network.
- From an officer perspective you need to gain local support for the project and 'sell' the concept to the wider community. Since public perceptions have been shown to be the key to success, appropriate promotion and publicity are vital. The key aims are to provide the community with a sense of 'ownership' of the network, to achieve greater accessibility with increased travel choice and encourage a change in attitude towards both the car, public transport and alternative modes of transport.

Enable - Public Engagement Process

The following flow chart shows the process for Public Engagement:



The Kent and Norfolk demonstration projects have trailed a three pronged approach to their Public Engagement of information, consultation and participation as follows:

Information

- Use of techniques to widely publicise ie workshops and meetings
 - Inform the community about the Quiet Road concept
 - Opportunities for the public to become involved
 - Various milestones achieved during the Quiet Lanes network development The network in use

Consultation

- Encourage the public to contribute to:
 - The identification of problems and issues
 - The type of measures they would like to see used to address the issues and problems in their area.
 - Find out levels of support for Quiet Lanes concept and network measures preference for the final network and strategy

Participation

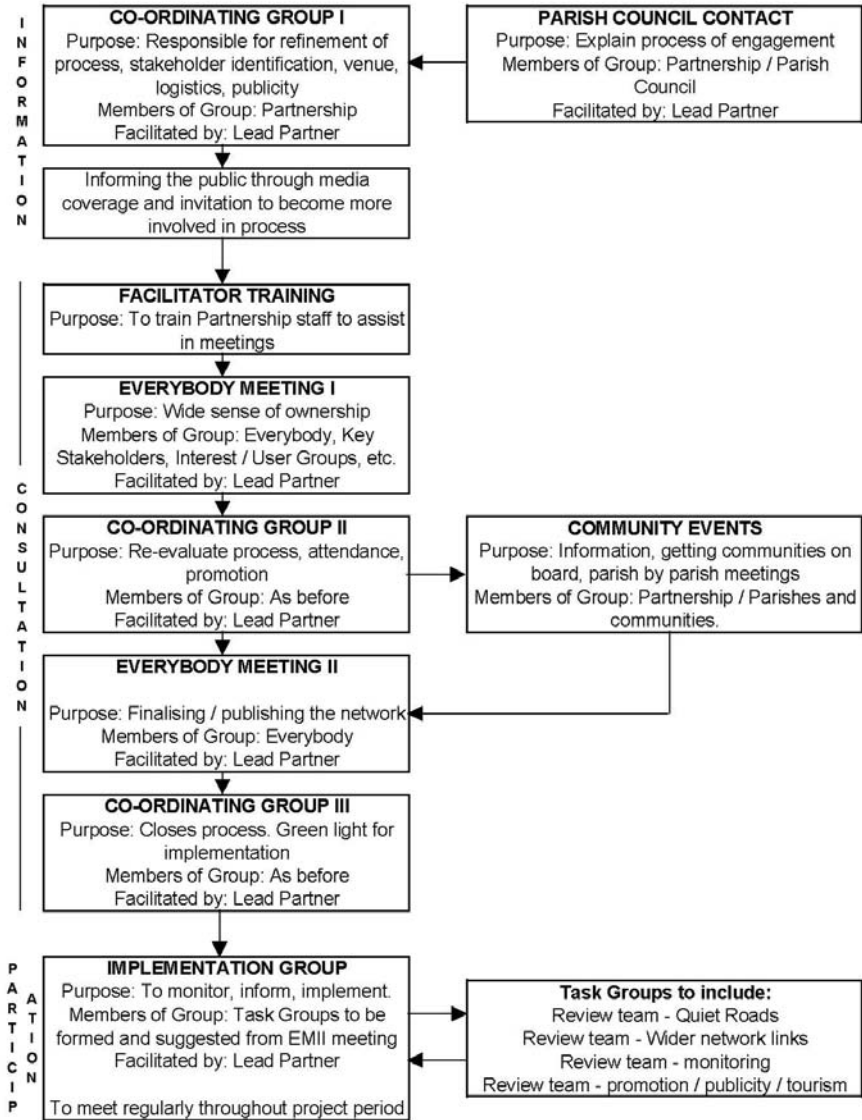
- Direct involvement of a smaller number of people in:
 - Monitoring and review of strategy, design and implementation
 - Monitoring of the network in use
 - Evaluation of network

As the process passes through from information to participation, this will include fewer people. Information is targeted to the widest possible audience. Consultation is targeted at particular groups in business, local residents, interest groups, user groups, and visitors. Participation generally works best by involving fewer but key representatives of the public.

Enable - Quiet Lanes Public Engagement Model

The framework flowchart below gives guidance about who to consult, when, why and how and managing the process:

QUIET ROADS PUBLIC ENGAGEMENT



Note: The demonstration areas in addition to conducting their series of different meetings and forming working groups, to develop their public engagement strategy, used various promotional leaflets and guides inviting the public to attend. For example the Kent Project sent one of their leaflets to 18,000 households in the area, there was also an article in a council newspaper which is delivered to over 40,000 households. Leaflets were also displayed at libraries and council offices.

The different types of meetings held are:

- **Co-ordinating Group** - this group is responsible for co-ordinating the project it includes representatives from the County and District Councils. This group may also involve the Parish councils.
- **Everybody meetings** - These meetings are aimed at raising awareness, exploring issues and gaining support for the project. Membership includes all stakeholders, user groups, NFU, disabled groups, emergency services, parish and district councils. These meetings need to be structured carefully to avoid a confrontational atmosphere or domination by more vociferous individuals or groups, by working in small groups (optimum number of 8) to raise and discuss issues relating to Quiet Lanes and overseen by an experienced facilitator.
- **Community Events** - These events include the wider community, mainly the public and involves raising awareness, exploring issues and finding out about how the local people use the network. These meetings are about face to face contact between Council officers and the wider community.
- **Implementation Group** - This group is established to monitor the network development and inform the wider community on the implementation and effectiveness of the review process. The group should consist of the co-ordinating group and the Parish Council/key stakeholder and user representatives. This group would be responsible for promoting clear information to their community, visitors and the media and how they intend to address any concerns and issues raised.

The public meetings held by the demonstration areas were usually held in different parishes throughout the network area and they took the form of workshops and exhibitions, allowing both the public and officers to have direct contact with each other. These meetings provided valuable local knowledge and local travel patterns upon which the Quiet Lanes network was developed.

Establishing contact and carrying out work with local schools was one of the important ways of establishing links between the Quiet Lanes concept and the wider community - in Norfolk they had a school poster competition and packs were developed for the children to take home to their parents.

Contact can be made through your Local authority Road Safety Officer to selected schools to form the focus of projects and involve the local school children as a central feature.

In Norfolk this has shown to be a good way to make initial contact upon which to develop a greater community involvement and project momentum and public approval.

The children have been quick to accept and appreciate the need and benefits of Quiet Lanes within their local area.

Enable - Engineering & Signing

Having identified the Quiet Lanes network in consultation with the local community, measures to develop the network on the ground are needed. Our two demonstration areas adopted a slightly different approach to determine which measures they would use - both demonstrations had consultation at the heart of the process.

Kent Demonstration

The engineering measures in the Kent project were developed by working with local residents, landowners, interest groups, engineers and stakeholders.

Through a series of meetings and workshops they identified a range of measures that would make the network of lanes better and more attractive for local people to use in the future and were appropriate for the local area.

The measures that were developed and agreed include:

- Quiet Lane entry signing, mounted on short wooden posts.
- Amendments to standard signing to ensure that through traffic is directed along main roads and not along Quiet Lanes. Unnecessary signs have been removed and village entry signing has been revised.
- Improved crossing points where the Quiet Lanes network crosses busy or main roads. This includes anti-skid surfacing, improvements to visibility, new warning signs and measures to increase awareness.
- Junction improvements on the network using verge build outs to reduce traffic speed and improve visibility for walkers, cyclists and horse riders.
- False cattle grids on some lanes to encourage slower speeds and increase driver awareness.
- Surface treatment at the edges of some lanes to give the visual impression of the road being narrower.
- Improvements to a footway to allow shared use.
- Improving the condition and linkages with the Public Rights of Way networks in the area.

All the engineering measures will be complemented by awareness campaigns to encourage everyone to use Quiet Lanes with consideration for others.

Norfolk Demonstration

Norfolk developed an original list of options that could be considered. These options were:

- Road closures
- Quiet Lanes Signing
- Speed Limits
- Road humps
- Entry Treatments
- Revised verge strategy

- Fingerpost signing
- Promoting Quiet Lanes

These potential options were studied in detail and also put out for consultation and discussed with partners and the public. Norfolk were left with a list like the one below:

- Quiet Lanes Signing
- Traffic Signing (fingerposts)
- Promoting Quiet Lanes - to users and the local community
- Village Nodes/highway speed management
- PROW links and other off road routes

Through consultation it was identified that the public did not want to see urban solutions or intrusive physical measures on these routes. They wanted measures that were in keeping with the natural environment and which enhanced and conserved the landscape character and tranquillity that already exists.

Quiet Lanes signs have been developed in consultation with DETR, who have subsequently given authorisation for Norfolk and Kent to use these signs. The signs consist of an entry and exist sign, destination information and waymarkers. These signs are displayed on timber posts with additional information on finger posts inside the network.

Village Node work was undertaken by Norfolk as a way of linking the communities to the network. Waymarking signs on wooden posts are used to direct people to the network. Again measures are kept minimal and a signs audit undertaken to reduce unnecessary signing.

Enable - Monitoring & Assessment

The success of a scheme will be measured in terms of the local communities' views and the perceived suitability of the network for their own use. Whilst recognising the importance of the car for rural communities, the project is helping to provide more effective alternatives to travel. The approach for Quiet Lanes is long term with solutions not simply involving physical measures but also changes in the way people choose to travel and move around their local area. Surveys are needed to look at the changes in patterns and modes of travel over time.

PLEASE NOTE: Norfolk and Kent Quiet Lanes are Demonstration Areas and as such require levels of monitoring to reflect their status. It is however essential that monitoring is done at the start of a scheme to produce data on traffic speed and flow and to identify issues and problems on the network. Post monitoring is required to check the scheme is working and to identify and address problems.

All surveys should be undertaken before, after and some time after implementation of the scheme. Attitude surveys should also be undertaken *before* any publicity if possible.

The two key elements you should be monitoring are **Behaviour** and **Attitudes** and **Speed/flow counts** (manual and automatic).

Behavior changes can be monitored or observed through traffic counts, speed measurements, accident records etc.... It is important to measure both motorised and non-motorised users.

Techniques used by Norfolk and Kent are:

- Traffic counts
- Speed measurements
- Accident records
- Video survey - Taken from a moving car to record the physical characteristics of the network and to assess the flows where formal counts have not been taken. This could be combined with a drive round survey to allow a snap shot of conditions at different times of the day and at weekends.

Attitude change will lead to a change in behavior. The public engagement strategy helps to provide the basis for this attitude change.

- Techniques used by Norfolk and Kent are:
- Questionnaires
- Interviews
- Focus Groups
- Correspondence

NOTE: The results of the monitoring for both Kent and Norfolk are expected this autumn will be posted on this website.

However the initial manual traffic counts out in Norfolk, before implementation of their Quiet Road measures, showed for existing users currently on the network (Pilot network of 59km)

- 4.3% walking
- 3% cycling
- 0.3% horse riding
- 0.1% wheelchair use
- Sport training was not evaluated

The current levels of use for cycling, walking, horse riding and wheelchairs account for 7.7% of all trips on the network.