

Report for Resolution

Report to	Norwich Highways Agency Committee 26 May 2011	Item 7
Joint report of	Head of City Development Services and Director of Environment, Transport and Development	
Subject	Norwich Area Transportation Strategy Implementation Making Room: St Stephens Street Area	

Purpose

To seek approval to consult on the proposals for the Making Room: St Stephens Street Area project. Members are also asked to approve the advertisement of Traffic Regulation Orders to support phases one and two of the scheme.

Recommendations

That the committee:

- (1) approves for consultation the proposals to create a new access route to the city centre for buses and deliveries via Chapelfield North and associated traffic management and design changes, as a contribution to the implementation of the Norwich Area Transportation Strategy.
- (2) asks the Head of City Development Services and the Head of Law and Governance to progress the statutory procedures associated with advertising the traffic regulation orders that are necessary for the implementation of phases one and two of the scheme, as described in paragraph 13 and shown on the plans in appendix one.

Financial Consequences

The cost and funding sources for the project are listed in the table below and illustrated in appendix two.

Costs	Amount
Design fees ¹	£220,000
Phase zero construction	£88,000
Phase one construction	£561,000
Phase two construction	£271,000
Total	£1,140,000
Funding source	Amount
Local Sustainable Transport Fund (Central Government) ²	£500,000
Growth Point / CLG (Central Government) ³	£332,000
Section 106 (Developers / City Council) ⁴	£188,000
Local Transport Plan (County Council) ⁵	£120,000
Total	£1,140,000

Notes:

¹ £150,000 has already been spent.

² A Local Sustainable Transport Fund bid was made by Norfolk County Council to the Department for Transport on 18 April 2011, which includes a £500,000 contribution to the construction of phases one and two. A decision is expected at the end of June 2011.

³ This project is part of the NATS city centre improvements and offers significant additional benefits to the Dereham Road Bus Rapid Transit project. £332,000 of Growth Point funding has been allocated by the Greater Norwich Development Partnership from the BRT project to contribute to the cost of building phases one and two.

⁴ The City Council's Cabinet has allocated £95,197 of section 106 developer contributions to the project. £30,000 of this money has already been spent. The remaining £92,803 will need specific further authorisation by Cabinet.

⁵ All of this money has already been spent

Strategic Objective / Service Priorities

The scheme is part of the Norwich Area Transportation Strategy Implementation Plan and supports the implementation of the Joint Core Strategy for Broadland, Norwich and South Norfolk.

The project helps to achieve the City Council's corporate objectives to make Norwich safe and secure, and build strong and proud local communities and the service plan priority to improve safety on roads and provide realistic sustainable transport options.

This project supports the following County Council's corporate objectives (2008-11) to improve travel and transport, and to protect and sustain the environment and the service objectives to provide safe, reliable, accessible and affordable transport; to promote the use of sustainable modes of travel for journeys to school and workplaces; and to reduce and adapt to the impacts of climate change.

Contact Officers

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Background Documents

Report to Norwich Highways Agency Committee 25 March 2010 on the Norwich Area Transportation Strategy Implementation Plan by the Director of Environment, Transport and Development.

Report to the County Council's Cabinet 6 April 2010 on the Norwich Area Transportation Strategy Implementation Plan by the Director of Environment, Transport and Development.

Joint Core Strategy for Broadland, Norwich and South Norfolk (adopted March 2011).

St Stephens Street Area Outline Masterplan (published October 2009).

Grapes Hill Roundabout Feasibility Study Report (November 2010).

Letters of support for the scheme.

Report

Background

1. The Making Room: St Stephens Area project fulfils policies in the Norwich Area Transportation Strategy Implementation Plan (NATSIP) (April 2010) and the Joint Core Strategy (JCS) for Broadland, Norwich and South Norfolk (March 2011). The most relevant policies include:
 - Promoting investment and property development in the city centre, especially in the St Stephens Street area, where development should be guided by the St Stephens Street Area Outline Masterplan.
 - Promoting better access to the city centre for bus passengers through the introduction of Bus Rapid Transit routes, including Dereham Road.
 - Introducing two-way access for buses and delivery vehicles on Chapelfield North.
 - Increasing the capacity for buses to pick up and drop off passengers in the city centre, including in Theatre Street.
 - Improving access to and within the city centre by cycle and on foot.
 - Enhancing streetscape and public realm quality
2. Traffic Regulation Orders to support the first phase of the Dereham Road BRT project were approved by NHAC on 24 March 2011 and will provide bus priority measures on the approach to the inner ring road. It is due to be completed by November 2011. The Making Room: St Stephens Area project is complementary to the Dereham Road BRT project because it will benefit these bus services, in addition to many others.
3. The brief for the project has six principal objectives that are derived from the NATSIP and JCS:
 - Improve the local economy by stimulating property investment in the St Stephens Street Area, the occupation of empty shops and the growth of the evening economy.
 - Increase walking, cycling and use of buses and reduce car use.
 - Create well-designed and maintainable public spaces and streets (informed by the Streetscape Design Manual), that people enjoy spending time in.
 - Increase peoples' sense of safety and reduce the number of casualties in road traffic accidents.
 - Maintain essential access for disabled motorists and vehicles servicing businesses.
 - Monitor and mitigate the impact of any displaced traffic.
4. **Appendix three** of this report contains diagrams showing the current traffic management arrangements in the area affected by the scheme and proposed traffic management arrangements that would apply at the end of phase two following the implementation of the traffic regulation orders (TROs) that are being recommended for statutory advertisement through this report. The NATSIP contains further proposals for the city centre, such as the removal of general traffic from St Stephens Street. Although it is not clear when these projects will happen due to funding constraints, the design of the current project anticipates the requirements of later projects in order to avoid abortive work. This particularly applies to All Saints

Green, Ber Street, Golden Ball Street, St Stephens Street and Westlegate. The third diagram in appendix three shows the traffic management arrangements that would apply following the full implementation of the NATSIP proposals (including the current project).

Design Proposals

- 5, Almost all the buses that travel along Dereham Road, Earlham Road and Unthank Road converge at the Grapes Hill roundabout and access the city centre via Chapelfield Road and St Stephens Street. This route is frequently congested and results in delays to bus services. The extra time taken by bus passengers to reach their destination and the unreliability of services deters people from travelling by bus. This project proposes to allow buses to access new bus stops in Theatre Street and Red Lion Street via Chapelfield North and Theatre Street. First and Konect buses have advised the project team which services they would re-route. When this information is combined with knowledge of bus capacity, loading levels at the end of their journey and service frequency, it has been calculated that in peak time around 1500 people per hour will each save between two and two and a half minutes per journey amounting to a total saving of 3300 minutes of bus passengers' time each hour as a direct result of this scheme. If more passengers are attracted to use the buses through the BRT proposals and additional services are provided, the time saving would be greater. This information is contained in the table in **appendix four**.
6. Making Chapelfield North two-way will also provide a more convenient route for delivery vehicles to reach Chapelfield Shopping Centre, Marks & Spencer and other businesses. Tourist coaches will also be able to more easily reach the Theatre Royal, Forum, Tourist Information Centre and Assembly House. These vehicles are currently directed through the busy pedestrian heart of the city centre via Queen Road, All Saints Green, Westlegate and Rampant Horse Street.
7. The project will not result in additional congestion or delays to traffic at the Grapes Hill roundabout. Making Chapelfield North two-way requires changes to the configuration of the roundabout. These changes reduce traffic capacity and need to be balanced by a measure restores capacity. It is therefore proposed to redistribute the carriageway space in Convent Road so that three lanes of traffic approach the roundabout and one lane leaves it. This will enable the same amount of traffic to enter the roundabout from Convent Road in a shorter period of time. The time saved can be given to the Chapelfield North and Cleveland Road arms of the roundabout to avoid creating delays.
8. The scheme also ensures that buses are not held up in traffic queues on Chapelfield North. Under the new arrangements traffic leaving St Giles car park and the Forum car park will do so via Cleveland Road (which becomes two way) and exit directly onto Grapes Hill Roundabout, completely avoiding Little Bethel Street or the need to join traffic that has come from Theatre Street. Little Bethel Street can therefore be closed to traffic and retained as a pedestrian / cycle link through to Chapelfield Gardens. This removes the problem of large vehicles attempting to use it. It will also make it easier and safer for people to walk along Chapelfield North and help children visiting the Garage dance studio. The proposals to prevent westbound traffic driving from Westlegate into Rampant Horse Street and Theatre Street and to prevent most eastbound traffic driving beyond the entrance to Chantry car park on

Theatre Street will also contribute to a dramatic reduction in general traffic in Chapelfield North and Rampant Horse Street, improving pedestrian safety in a location with a history of accidents. There will, however, be an increase in the number of buses and heavy goods vehicles in Chapelfield North.

9. The carriageway in Chapelfield North is currently too narrow for buses to pass in opposing directions and therefore needs to be widened. It is proposed to remove the footway alongside Chapelfield Gardens, which is less well used, and replace it with a wide tree lined route through the Gardens connected to the surrounding streets by new gateways at either end. These gateways would be very visible and new pedestrian crossings will be provided that lead directly to them. The path within the Gardens would also be lit using low energy and low maintenance LED lighting to allow people to use it more safely at night. The path is sufficiently wide for cyclists to use it in preference to the busier pedestrian route through the centre of the Gardens. A buffer strip to protect the street lighting columns and perimeter railings around the Gardens will remain on the south side of Chapelfield North.
10. To facilitate these improvements it will be necessary to remove the bus stop and car parking on Chapelfield North. However, the current parking is only available in the evening and as a result of the changes it is possible to replace this with at least an equal amount of parking nearby that is available 24 hours a day. The detail of this provision is shown in **appendix five**.
11. To avoid creating a through route for general traffic heading eastbound into the city centre through one of the busiest shopping areas in the City, Rampant Horse Street will become 'Access Only' beyond Millennium Plain, and only buses, taxis and cycles will be permitted to continue into Red Lion Street (a short length of bus lane will be installed outside Debenhams). Advisory signs at the junction of Theatre Street and Chapelfield East will warn people that Theatre Street is no longer a through route, but access to the Chantry Car park, and for business deliveries and access to the disabled parking spaces will be maintained. Picking up and dropping off at the Theatre Royal will also still be possible, as turning space will be available.
12. The existing bus stops and bus station in the city centre have reached their capacity and more stops are needed to deal with the anticipated growth in bus use resulting from development around Greater Norwich and the efforts to promote bus use. Three additional stops are required to deal with the re-routed buses. It is proposed to locate one outbound stop on the east side of Red Lion Street outside Barclays and another on the south side of Theatre Street between Hatch Brenner and the pedestrian gateway from St Stephens Churchyard. An additional stop for inbound services is proposed on the north side of Theatre Street opposite St Stephens Church. These are the only suitable places available, given the need to avoid crossing points and car park access and to have the stops conveniently close to the main shopping area. The bus stop infrastructure will be provided at no cost to the project through the City Council's bus shelter advertising contract.

Traffic Regulation Orders

13. The following Traffic Regulation Orders will be required to implement the scheme:

In relation to traffic management ...

- a) Rescind the one-way arrangements in Cleveland Road, Bethel Street, Little Bethel Street and Chapelfield North.
- b) Close Little Bethel Street to all traffic except cycles.
- c) Implement an access only for eastbound traffic just to the east of the Chantry car park entrance for all vehicles.
- d) Implement a bus lane on the eastbound carriageway of Rampant Horse Street between Brigg Street and Red Lion Street / St Stephens Street.
- e) Implement a 'right turn only' arrangement for all westbound traffic on Westlegate, except for cycles.
- f) Rescind the right turn ban into the Forum Car Park.
- g) Create a mandatory westbound cycle lane in Westlegate.

In relation to speed restriction ...

- h) Implement a 20mph zone on Cleveland Road between the new informal crossing point and St Giles Street; and for the entire length of St Giles Street, Bethel Street, Chapelfield North and Little Bethel Street.

In relation to on-Street parking and waiting arrangements ...

- i) Introduce No Waiting and No Loading (peak hour and at any time restrictions) on Chapelfield North.
- j) Convert the existing bus lay-by on the north side of Cleveland Road to Residents' Permit Parking.
- k) Provide new Residents' Permit Parking on the north side of Bethel Street (outside nos. 48-54), replacing existing double yellow lines and adjust the existing loading arrangements on the south side, to avoid parked vehicles obstructing new two-way carriageway.
- l) Provide short stay parking (two hour) on the south side of Cleveland Road replacing existing double yellow lines.
- m) Provide short stay (one hour) parking and a loading bay on Bethel Street (outside 61-67, Bethel Street) replacing the existing single yellow line.
- n) Provide new bus stops on both sides of Theatre Street close to the junction with William Booth Street, and on the eastern side of Red Lion Street.
- o) Provide short stay car parking on Chapelfield East in place of the existing underused motorcycle / loading bay.

In relation to pedestrian crossings ...

- p) Replace the existing Zebra crossing outside the Garage, with a new Zebra crossing just to the east of Little Bethel Street.

Accident reduction

- 14. One of the objectives of the scheme is to reduce the number of people involved in road traffic accidents. The nature and quantity of the accidents that have occurred in the area affected by the project over the last five years have been analysed. It has been estimated that the implementation of the project will result in an average of 2.9 fewer personal injury accidents each year, equating to a financial saving of £276,000.

Crime and Disorder (section 17)

- 15. Norfolk Constabulary have written expressing their support for the traffic management changes. The provision of more lighting in Chapelfield Gardens and the benefit this gives for CCTV image clarity will help to eliminate crime and the fear of crime.

Timescales

- 16. The decision on the Local Sustainable Transport Fund bid is expected to be made by the Department for Transport at the end of June. It is intended that this will be followed by a public consultation on the entire scheme and the statutory advertisement of TROs to support phases one and two in July. Any necessary amendments to the design will be made in August. Approval of the TROs will be sought from NHAC in September. If approval is given, phase zero within Chapelfield Gardens would be constructed between November 2011 and February 2012 and be contractually combined with the planned project to improve the play areas within the Gardens to achieve economies of scale and minimize disruption to park users and surrounding residents. Phases one and two would start in January 2012 immediately after the Christmas moratorium on works and be completed by summer 2012.

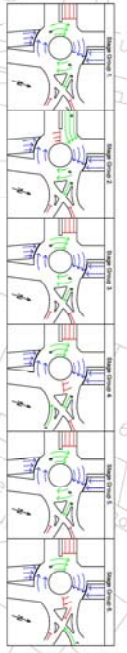
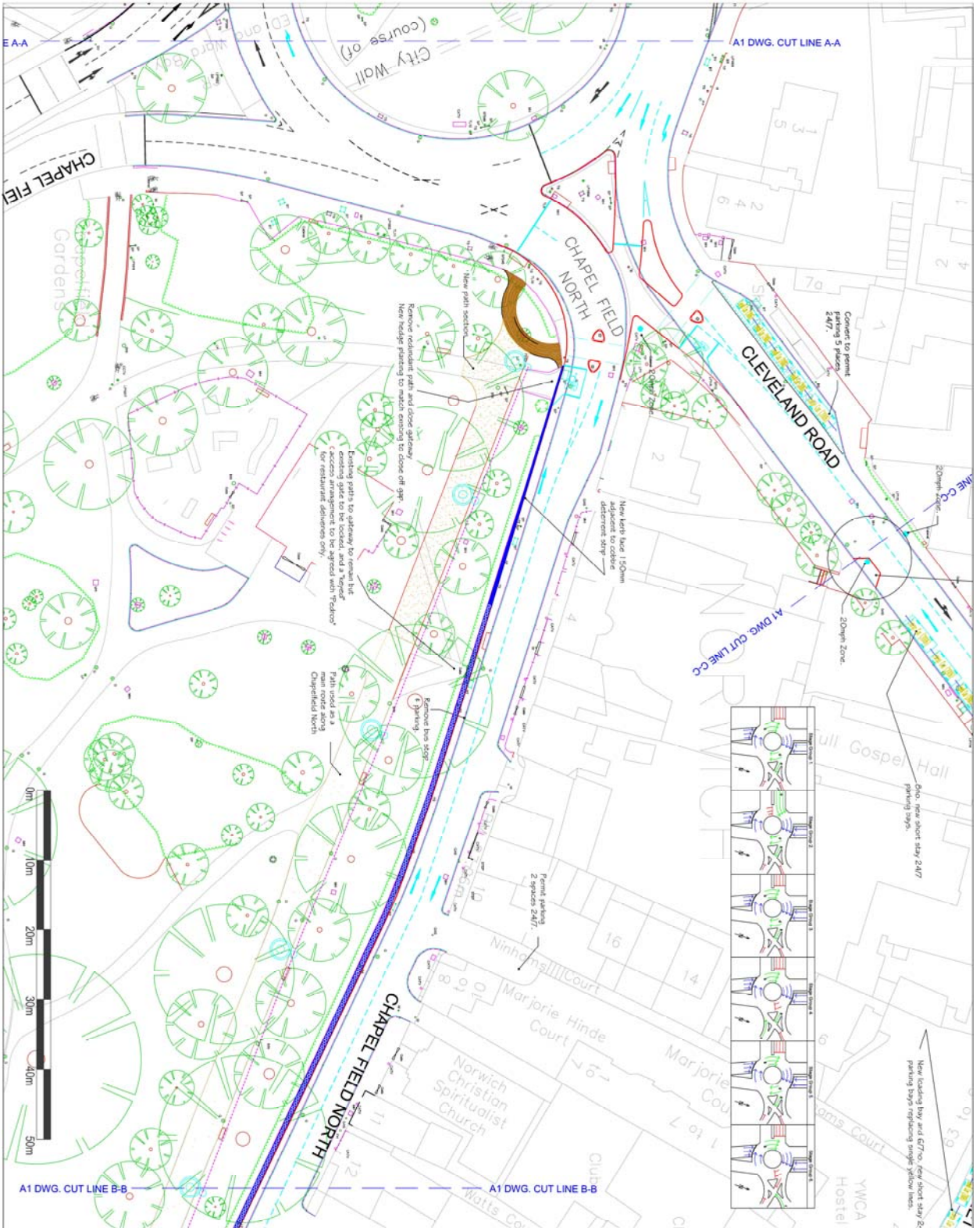
Stakeholder views

- 17. Meetings with a limited number of key stakeholders were held between January and March 2011 to ensure that no critical issues had been overlooked in the feasibility work and to gauge the level of support from businesses to help with the bid to the Local Sustainable Transport Fund. Letters have been received from Chapelfield Shopping Centre, First Eastern Counties, Hatch Brenner, John Lewis, Konect Buses, Marks & Spencer and The Theatre Royal. They unanimously support the principles of the scheme, while also raising some detailed issues that we have sought to address in the development of the scheme design.

Conclusion

- 18. The project is rooted in strategy documents that have been recently adopted by the City and County Councils; it will provide a range of compelling and quantified benefits; it commands support from a large majority of the public and stakeholder organizations and the project team are confident that all major issues of feasibility have been satisfactorily resolved. A public consultation will help us to identify any

residual issues that need to be addressed. If the Department for Transport provides the money that has been bid for and NHAC approves the TROs, then the next stage in delivering the transport improvements in the city centre for bus passengers, cyclists and pedestrians can begin before the end of the year.



NORWICH City Council

NOTES

1. New loading bay and 67 no. new short stay 2 parking bays replacing single yellow line.

LEGEND

- DITCH BARRIC
- SAXON TRAFFICA PAVING
- TEFLAN PAVING
- PERMITS PAVING
- ASPHALT RAMP
- CONSERVATION SETTS
- PLANTING BEDS
- NEW TREES
- SLUR COBBLE ED STRIP
- GLASS SETTS

REVISIONS

No.	Date	By	Check
A	11/11/2016	JMM	BMW
B	14/11/2016	JMM	BMW
C	14/11/2016	JMM	BMW
D	14/11/2016	JMM	BMW

Plan

Client: Norwich 10261 @ A1

Project: New Seating Area

Location: St. Stephens Area, Chapel Field North

Scale: 1:1000

Drawn by: JMM

Checked by: BMW

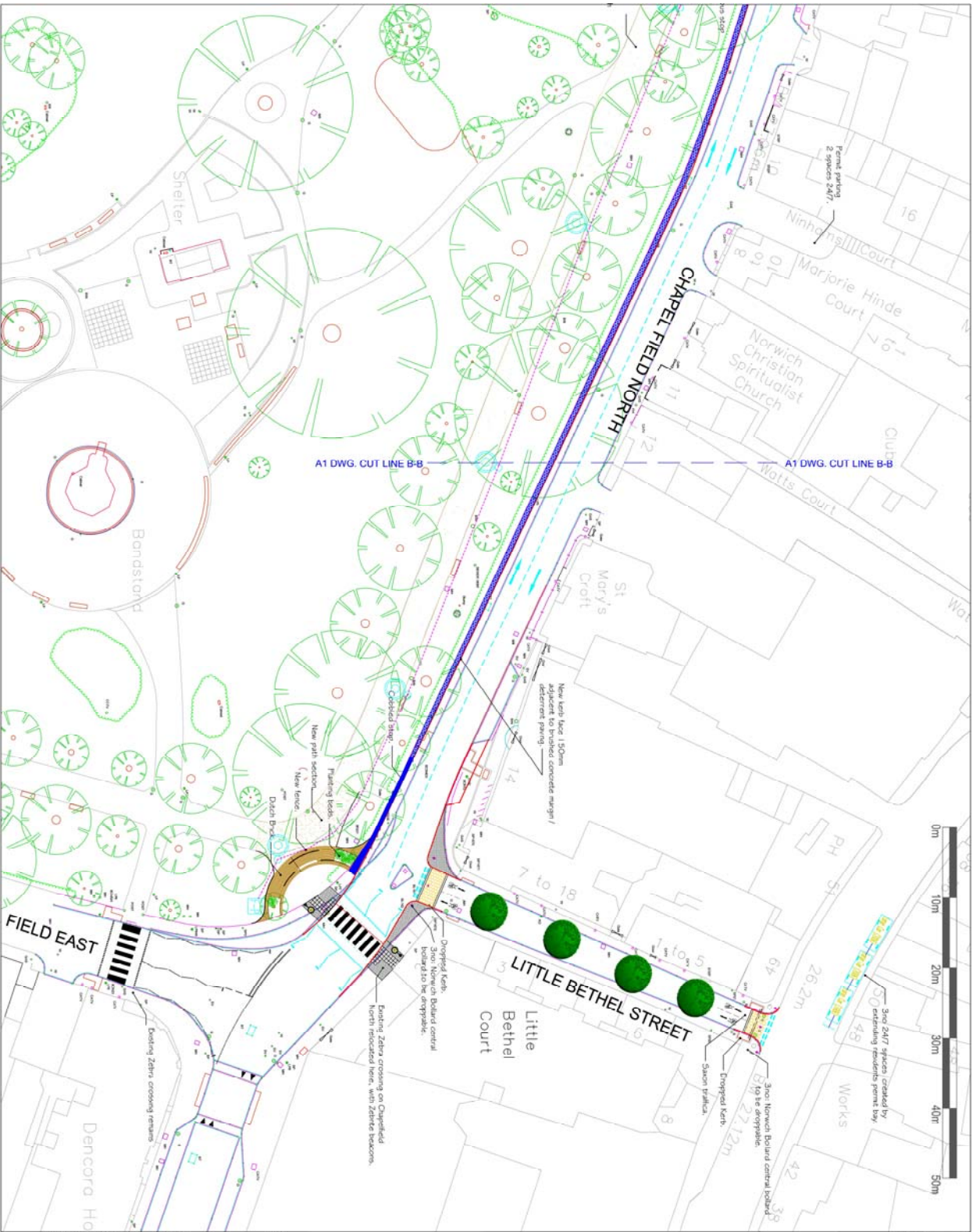
Project Manager: JMM

Client Contact: JMM

Client Address: City Hall, Norwich, NR2 1NH

Client Phone: 01603 213548

Client Email: jmm@norwich.gov.uk



LEGEND

- DUTCH BRICK
- SANDY TRAFALCA PAVING
- TEGULA PAVING
- TACTILE PAVING
- ASPHALT PAVING
- CONCRETE
- PLANTING BEDS
- NEW TREES
- FLINT CORNERED STIMP
- ELUM GLASS
- SETTS

NOTES

1. ALL WORKS TO BE COMPLETED BY 31/03/2024.

2. ALL MATERIALS TO BE SUPPLIED BY THE CONTRACTOR.

3. ALL WORKS TO BE COMPLETED IN ACCORDANCE WITH THE CITY OF NORWICH LOCAL AUTHORITY STANDARDS.

REVISIONS

No.	Date	Description	By	Checked
A	10/05/2024	Proposed parking bays added	AJE	EW
B	11/05/2024	Contractor's changes added to plan	AJE	EW
C	11/05/2024	Delivered parking removed	AJE	EW

Project Name: Making Room: St. Stephens Area

Location: Chapelfield North

Scale: 1:250 @ A1

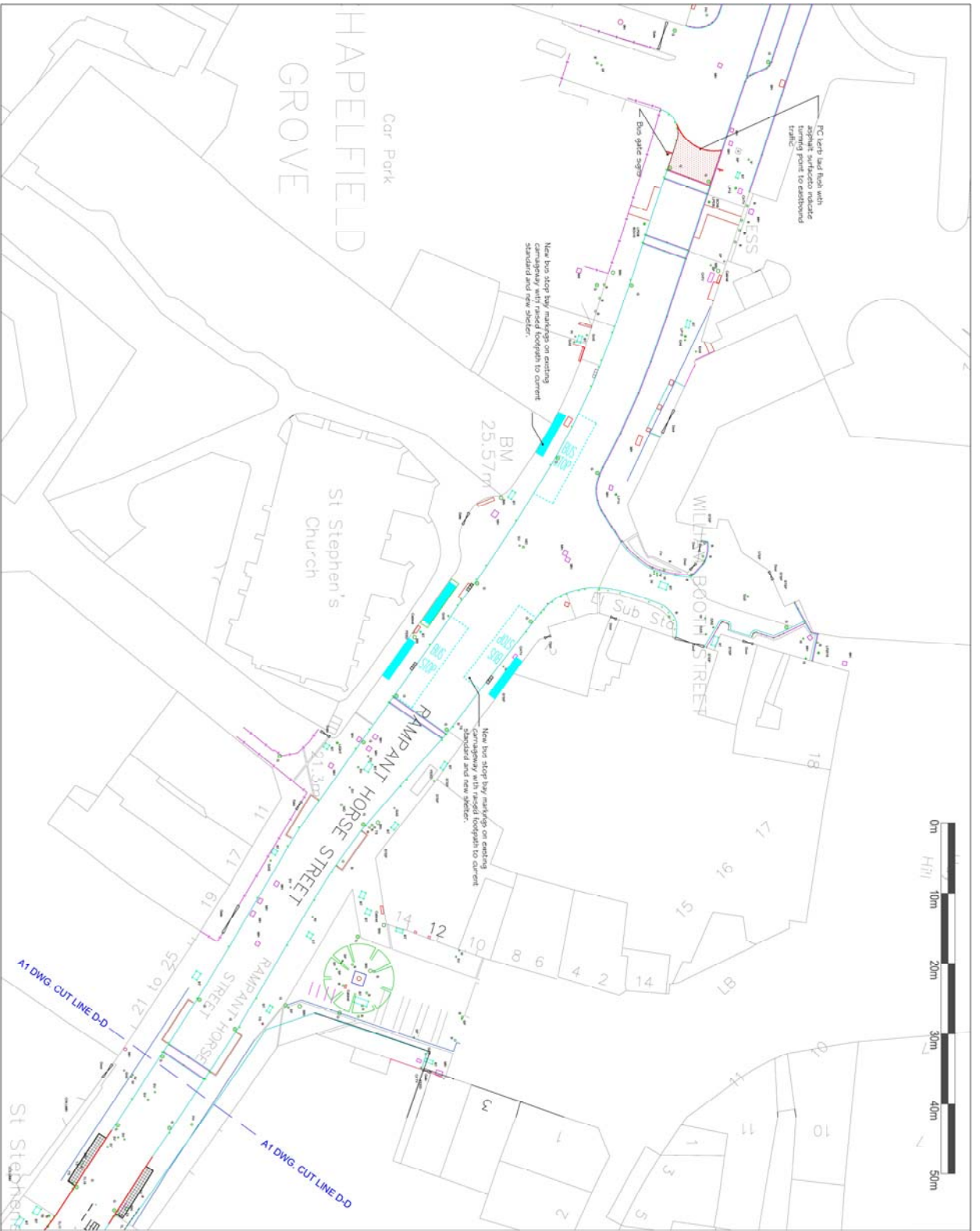
Drawn by: JERRY MASSY

Checked by: JERRY MASSY

Date: 10/05/2024

Rev. C

Client: Jerry Massy - Director of Development
City Hall, Norwich, NR2 1NH
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LEGEND

- DITCH BRICK
- SAXON TRAFFIC PAVING
- TEGULA PAVING
- TACTILE PAVING
- ASPHALT RAMPING
- CONSERVATION SETTS
- PLANTING BEDS
- NEW TREES
- SLAB COBBLED SETTS
- ELUM GLASS SETTS

REVISIONS

NO.	DATE	BY	REVISION
1	10-09-21	Rev A	Final Design

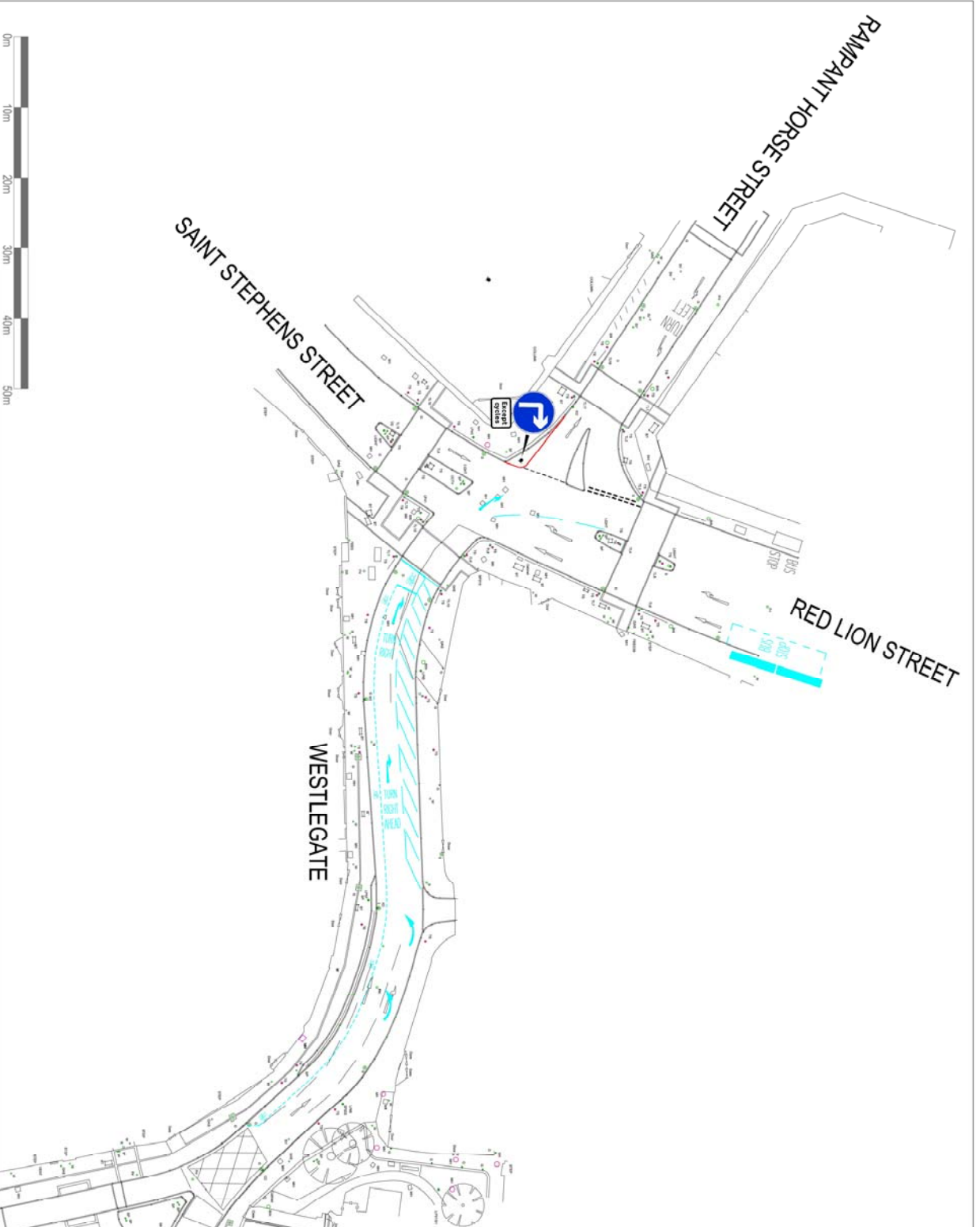
THE MAKING ROOM: ST. STEPHENS AREA

Rampant Horse Street

Plan

Project No.	1250 (8A1)
Drawn By	Jerry Massey
Checked By	Jerry Massey
Scale	1:100
Date	10-09-21 Rev A

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NOTES



REVISIONS

NO.	DATE	REVISION

Working Room :
St. Stephens Area

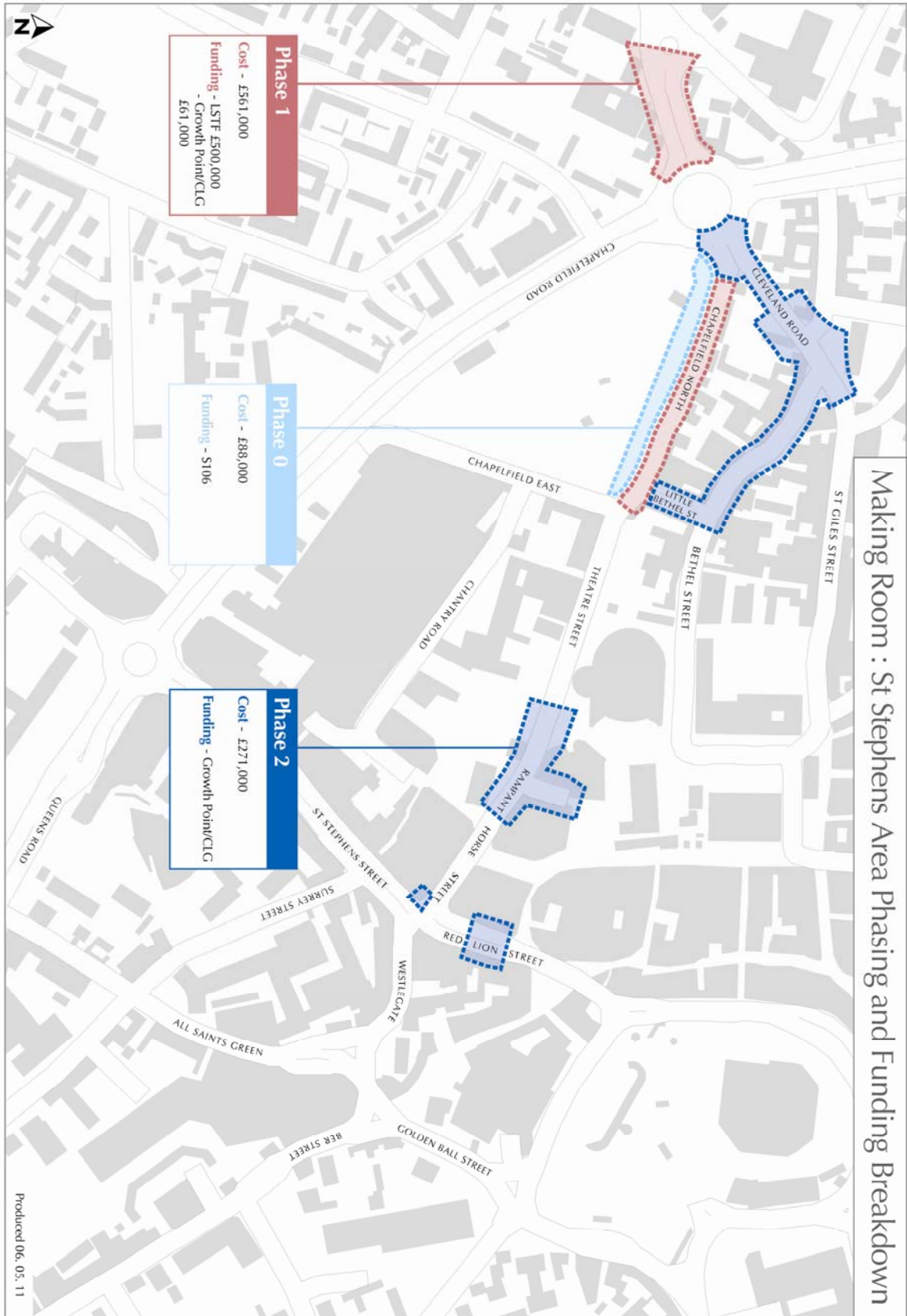
Westlegate
Repeat from only proposal upon completion of phase 2

Scale: 1:250 @ A1	DWG. No.
Author: A.E.	10-056-027
Checked: A.E.	
Drawn: S.M.	

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Appendix Two

Phasing plan with costs



Appendix Three

Traffic management diagrams





- KEY**
-  Buses
 -  General traffic
 -  Cycles
 -  Car park (with no. spaces)
 -  Disabled parking
 -  Access to disabled parking

Implementation of Phases 0-2

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Ordnance Survey 100019747



KEY

-  Buses
-  General traffic
-  Cycles
-  Car park (with no. of spaces)
-  Disabled parking
-  Access to disabled parking

**Full Implementation
of NATS**

Appendix Four

Time savings for bus passengers

Services	Services per hour							Total
	F16	F19/20	F21/22	F25/35	F28	K5	A	
Current number inbound buses (A)	0	0	0	0	0	0	0	0
Current number outbound buses (B)	4	4	6	0	5	2	1	22
Proposed number inbound buses (C)	4	4	0	10	0	0	0	18
Proposed number outbound buses (D)	4	4	6	10	5	2	1	32
Extra inbound buses from scheme (E=C-A)	4	4	0	10	0	0	0	18
Extra outbound buses from scheme (F=D-B)	0	0	0	10	0	0	0	10
Seating capacity (G)	65	65	65	65	65	43	30	
Average Off-peak loading (H)	35%	35%	35%	35%	35%	35%	35%	
Average Peak loading (I)	82%	82%	82%	82%	82%	82%	82%	
Average people on off-peak bus (J=GxH)	22.75	22.75	22.75	22.75	22.75	15.05	10.5	
Average people on a peak bus (K=GxI)	53.3	53.3	53.3	53.3	53.3	35.26	24.6	
Inbound AM peak time saving from scheme (L)	120 sec	120 sec	120 sec	120 sec	120 sec	120 sec	120 sec	
Outbound AM peak time saving from scheme (M)	150 sec	150 sec	150 sec	150 sec	150 sec	150 sec	150 sec	
Inbound PM peak time saving from scheme (N)	135 sec	135 sec	135 sec	135 sec	135 sec	135 sec	135 sec	
Outbound PM peak time saving from scheme (O)	135 sec	135 sec	135 sec	135 sec	135 sec	135 sec	135 sec	
Total Inbound AM peak time saving from scheme per hr (P=ExKxL)	426 min 24 sec	426 min 24 sec	0	1066 min	0	0	0	1948 min 48 sec
Total Outbound AM peak time saving from scheme per hr (Q=FxKxM)	0	0	0	1332 min 30 sec	0	0	0	1332 min 30 sec
Total Inbound PM peak time saving from scheme per hr (R=ExKxN)	479 min 42 sec	479 min 42 sec	0	1199 min 15 sec	0	0	0	2158 min 39 sec
Total Outbound PM peak time saving from scheme per hr (S=FxKxO)	0	0	0	1199 min 15 sec	0	0	0	1199 min 15 sec
Total Passenger time saved per peak hour (T=(P+R/2)+(Q+S/2))								3319 min 35 sec

Appendix Five

Replacement parking proposals

If parking were retained on Chapelfield North it would compromise the free flow of buses, which is a critical objective of the project.

Even with the loss of all parking on Chapelfield North we have scope to improve on the current provision by replacing the same number of residents permit parking spaces nearby and providing a net increase of between four and seven general parking spaces.

Furthermore, the new provision would be available 24 hours a day, seven days a week unlike the current provision, which is only available in the evening.

Lost provision on Chapelfield North	Replacement
<p>Residents permit parking (available evening only)</p> <p>3 spaces west of bus stop</p> <p>4/5 spaces east of bus stop</p>	<p>4/5 no. 24/7 spaces can be created in the existing bus lay-by in Cleveland Road, although it would be advisable to move the kerb outwards to prevent echelon or nose-in parking.</p> <p>3no. 24/7 spaces can be created outside 48-54 Bethel Street as a result of closing Little Bethel Street by extending existing residents permit bay.</p> <p>Note: All these new spaces will be accessed off the St Giles loop, so no unnecessary driving around between the two areas to find an available space</p>
<p>General parking (available evening only) on single yellow line</p> <p>9/10 spaces</p>	<p>4/5 no. short stay 24/7 parking spaces can be created on Chapelfield East in place of the existing underused motorcycle / loading bay.</p> <p>5/6 no. short stay 24/7 parking spaces can be created outside 61-67 Bethel Street by replacing existing single yellow line. The current parking here is only available in the evening.</p> <p>8 no. short stay 24/7 parking spaces can be created on the south side of Cleveland Road</p>

