



**Norwich Highways Agency committee**

**Date:** Thursday, 20 December 2018

**Time:** 10:00

**Venue:** Mancroft room, City Hall, St Peters Street, Norwich, NR2 1NH

**Members:**

**County  
Councillors:**

Fisher (chair)\*  
Vincent \*  
Bills  
Jones (C)  
Thomson

**City Councillors:**

Stonard (vice chair)\*  
Stutely\*  
Malik  
Carlo  
Peek

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## Agenda

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### 1 Public questions/petitions

To receive questions / petitions from the public

Please note that all questions must be received by the committee officer detailed on the front of the agenda by **10am on Monday, 17 December 2018**

Petitions must be received must be received by the committee officer detailed on the front of the agenda by **10am on Wednesday, 19 December 2018**

For guidance on submitting public questions or petitions please see appendix 1 of the council's constitution.

### 2 Declarations of interest

(Please note that it is the responsibility of individual members to declare an interest prior to the item if they arrive late for the meeting)

### 3 Apologies

To receive apologies for absence

### 4 Minutes

5 - 18

To approve the accuracy of the minutes of the meeting held on 20 September 2018

### 5 Transport for Norwich - A11 Newmarket Road – A140 Mile End Road Improvements to relieve congestion at the Daniels Road Roundabout

19 - 36

**Purpose** - To update members on current position of the work to identify capacity improvements on the outer ring road between South Park Avenue and Newmarket Road and to agree to consult on proposals.

**6 Tombland Transforming Cities Project 37 - 54**

**Purpose** - This report is to seek approval to consult on the proposals for improvement of Tombland

**7 Essex Street Safety Scheme 55 - 70**

**Purpose** - To consider the responses from the consultation and approve installation of further improvements described in this report.

**8 Waggon and Horses Lane - Proposed Traffic Management 71 - 82**

**Purpose** - For members to consider the results of an Experimental Traffic Regulation Order for a road closure on Waggon and Horses Lane to protect no 21 Elm Hill and to agree to make the closure permanent.

**9 Proposed Limited Waiting Restrictions in the Sewell Ward – Consultation Results 83 - 104**

**Purpose** - To consider all responses from the consultation and approve installation of the proposed limited waiting restrictions in four locations in Sewell Ward.

Date of publication: **Wednesday, 12 December 2018**





**Norwich Highways Agency committee**

**10:00 to 11:30**

**20 September 2018**

Present:     **County Councillors:**           **City Councillors:**  
                  Fisher (chair) (v)\*               Stonard (vice chair) (v)  
                  Bills (v) (as substitute for       Stutely (v)  
                  Councillor Vincent)           Carlo  
                  Jones (C)                           Malik  
  Peek

Apologies: County Councillors Vincent and Thomson

\*(v) voting member

**1. Public Questions/Petitions**

**Public question -**

**Question 1 - 20 mph proposals for Eaton Rise and speed enforcement**

Mr Les Rowlands, Eaton ward resident, asked the following question:

“While I fully support the proposal for a 20mph zone for Eaton Rise I wonder if consideration could also be given to creating a series of "pinch points" on the service road which runs along Ipswich Road from Constable Road to Welsford Road. This is because the service road is often used as a "rat run" by early morning traffic running into the city avoiding the main road to connect to Eaton Road and CNS school. Residents' pets have been run over by fast moving cars in the past and it is only a matter of time before something more serious occurs.”

Councillor Fisher, chair, replied on behalf of the committee:

“I am pleased to see that you support the 20mph proposals for Eaton Rise.

This committee has agreed a policy for the implementation of 20mph restrictions that applies across the city with the aim of maximising the number of streets that can benefit from this lower limit, whilst still being affordable. Traffic calming features on our roads are expensive to install and a major maintenance liability. . Consequently, the policy is that such measures are only proposed in areas where the existing average speeds are over 26mph.

The proposals before us today are consistent with the policy agreed by this committee on implementing 20mph restrictions and the use of traffic calming. The committee will be considering these proposals later this morning

Although speed monitoring has not recently been conducted on this section of the Ipswich Road service road, similar comparable roads do have speeds that are on average less than 26mph. It is therefore highly unlikely that average speeds at this location are over 26mph. We would not, therefore, look to provide “pinch points” or any other physical measures such as road humps for that reason.

However, I understand that the proposal is to install 20mph repeater signs and 20mph white painted roundels on the carriageway to inform drivers of the restriction in this area.”

Mr Rowlands asked as a supplementary question:

“What thought has been given to enforcement of the new 20 MPH speed limits in the city generally, for example, community speed checks with the police with local authority support? We’re aware of the latest ANPR technology which can also detect speed.”

The principal transportation planner, Norwich City Council, replied that enforcing speed limits was a responsibility of the police. Norfolk Constabulary supported 20mph speed restrictions which were self-enforcing and did not rely on hands-on enforcement to encourage compliance. The city council was supportive of community speed watch and would like to see these evolve in partnership with Norfolk Constabulary. He said that he was aware that Eaton Village Residents Association was considering this activity, which would help to improve drivers’ awareness of the speed restrictions. At the moment, the council was not considering enforcing 20mph speed limits with camera technology. Speed cameras were installed in areas where there was evidence of a road safety issue and vehicle speed was considered a contributing factor.

### **Local members’ questions:**

#### **Question 2 – Eaton**

Councillor Ackroyd, Eaton Ward councillor, asked the following question:

“Recent traffic works in Eaton caused residents living there to experience the most horrendous summer of delays and disruption.

Despite assurances that a full implementation plan would be carried out by Transport for Norwich (TfN) before works began, the local community had to live through many foreseeable situations such as:

- Traffic chaos on the first day with apparently no traffic management in place for the temporary lights until requested by councillors.
- Inaccurate knowledge of the area e.g. that Barclays Bank, and Eaton Hill housing exist despite the latter being passed at planning a few years

ago. The latter resulting in residents having no vehicular access to and from their houses until requested by councillors.

- Failure to notify residents in Eaton Street of extremely noisy overnight work being carried out.
- Inaccurate and poor signage e.g. an overnight road closure sign - 7am to 7pm - in Church Lane outside Waitrose despite this being the only vehicular access for approx. 1500 houses. Investigation revealed that the sign should have read that there would be access.

Does the chair agree that TfN could have done better, and what measures does he propose to ensure that this situation does not arise again?"

Councillor Fisher, chair, replied on behalf of the committee:

"We're aware that work in Eaton over the summer has been disruptive and frustrating for residents and businesses. We made every effort to address this by keeping residents and businesses informed and adapted traffic management and the delivery of works based on feedback wherever possible. Public information notices and traffic management plans were distributed to more 2,000 properties in the wider area, as well as to the local media. There was also regular dialogue between scheme engineers and councillors, as you have identified, throughout the scheme.

The first few days of works were particularly disruptive due to the temporary traffic management arrangements. Measures were immediately put in place that significantly improved traffic flows. This included restrictions to access to Barclays Bank, amending traffic signals and lane closures and turning off the traffic signals on the Cringleford bridge. It is not correct to say there was no traffic management in place; it was in place throughout.

We were fully aware of the residents at Eaton Hill. The design team visited them prior to the start of works to agree access arrangements. Amendments to traffic management associated with Barclays Bank were introduced to stop vehicles blocking Church Lane, brought about partly by poor driver behaviour.

With regards to the noisier work related to resurfacing, local residents and businesses directly adjacent to the surfacing works received a copy of the public information notice that described the works.

We did experience issues with some of the signage erected during the project being ambiguous and agree that this could have been better. I, personally, apologise for that. Based on feedback from on-site supervisory staff, residents and councillors, changes to the signage were made quickly.

As is standard practice, post project reviews (PPR) form part of the project delivery for all schemes delivered by Transport for Norwich and Eaton is no exception. So it will be discussed. This will include the project delivery team and the contractors and will include all feedback received with a view to ensure that lessons learned are identified and applied to future schemes."

By way of a supplementary question, Councillor Ackroyd commented that businesses in Eaton had reported loss of business by as much as 15 per cent during the period of the works. She asked the chair for assurance that greater care was taken during the implementation of schemes in future so that businesses could operate normally. The chair confirmed that this would “absolutely” be the case. He regretted that businesses had suffered but pointed out that the situation in Eaton was not unique, as some disruption during implementation of traffic improvement schemes was inevitable.

### **Question 3- Unthank Road – 20mph**

Councillor Lubbock, Eaton ward councillor, asked the following question:

“The Liberal Democrat councillors for Eaton surveyed 220 residents of Unthank Road to find out their views on a 20 mph limit. This was from Christchurch to the Newmarket Road junctions. There was overwhelming support for a lower speed limit in line with the other roads in Eaton Ward. From the 40 responses it was 2 to 1 in favour of a 20 mph limit.

The reasons the residents want lower speeds for all road users include:

- Difficulty in crossing the Unthank Road for children accessing the Colman Road schools and CNS without a crossing and often between parked cars as they queue towards the Ring Road traffic lights;
- To achieve consistency of speed limits with other side roads which will be 20 mph and consistency with Unthank Road further towards the city which is 20;
- Unthank Road is a residential road with many driveways onto it and side turnings, making it difficult to join fast moving traffic;
- Unthank Road is used by many pedestrians and cyclists;
- If 20mph speed limits are not introduced along with other roads, drivers will see the road as an alternative to Newmarket Road and this will increase the volume of traffic using it.

Please will you consider including all or part of Unthank Road in the 20 mph zone for Eaton? If this is not possible can the officers say when it is likely to happen? In the meantime could a flashing sign be deployed to help reduce speeds on this road?”

Councillor Fisher, chair, replied on behalf of the committee:

“The policy for the implementation of 20mph restrictions that applies across the city aims to maximise the number of streets that can benefit from this lower limit, but must still be affordable. The policy suggests that we should aim for 20mph to be the default speed on ‘C’ and ‘U’ class roads.

The extent of the 20mph speed restriction in this scheme was carefully chosen with reference to this policy. Unthank Road between the roundabout near the Catholic Cathedral and Newmarket Road is a “C” class road. However, the recorded average speed of vehicles near Judges Walk was 29.6mph. It would therefore require extensive physical traffic calming to bring the speed of traffic down to acceptable levels. This would require considerable investment which we do not have and cannot be justified as part of a cycle scheme.

Further speed surveys have been carried to assess the situation elsewhere on Unthank Road. These show an average speed of 26mph near Beechbank (inside the outer ring road) and an average speed of 28mph near Upton Road (outside the outer ring road). Such speeds are consistent with the need for physical traffic calming and the substantial investment this would require.

I note your suggestion about providing a permanent flashing sign on Unthank Road to enforce the existing 30mph speed limit. However there are no funds for this and it would not be a justified use of Cycle Ambition Grant funding.”

As a supplementary question, Councillor Lubbock commented that consistent application of 20 mph speed limits was proven to be more effective and asked that the council reviewed the current policy to remove the need for traffic calming in areas where the speed limit was over 25 mph. The chair said that a review of the 20mph policy was a decision for all members of the city council. The committee had to consider schemes and make decisions made in accordance with the council’s current policy.

### **Petition for a New Zebra Crossing over Unthank Road between Neville Street and Grosvenor Road and supporting 20mph speed limit**

Councillor Raby, Town Close ward councillor, introduced the petition of 124 signatures collected from residents living at the top end of Unthank Road and referred to three large car free developments in the area which would increase the number of pedestrians using the area. He then presented the following petition:

“Unthank Road is an important pedestrian and cycling route but the section of road serving the area between Grosvenor Road and Clarendon Road is difficult to cross at all times of the day due to high traffic volumes.

We the undersigned, call on the Norwich Highways Agency committee to support the provision of a new zebra crossing along Unthank Road between Grosvenor Road and Clarendon Road, with a 20mph speed limit either side of the new crossing.”

Councillor Fisher, chair, replied on behalf of the committee:

“I am sure that Councillor Raby is aware that there are a large number of places around the city that would benefit from pedestrian crossings, and when these are identified officers undertake surveys to prioritise the installation of new crossings in those locations where the need is greatest.

This location has already been identified as a potential location and it was surveyed in 2014. However, there are several other locations which have greater priority than here, and unfortunately, we have not been in a position for a number of years to provide any new pedestrian crossings, unless these have been provided as part of a wider scheme for which we have been able to obtain external funding.

Councillor Raby will also be aware that this committee is supporting the extension of 20mph zones across the city and there is a report to the committee

today on this very subject. Again this is dependent on obtaining funding and currently we have no proposals for the city end of Unthank Road.”

## **2. Declarations of Interest**

There were no declarations of interest.

## **3. Minutes**

**RESOLVED** to agree the accuracy of the minutes of the meeting held on 7 June 2018.

## **4. Transport for Norwich – 20mph Areas Associated with the Blue and Yellow pedalways – Consultation Results**

The principal transportation planner introduced the report and said that further consultation responses received before the closing date of the consultation were set out in a supplementary appendix to the report and circulated at the meeting. The majority of the comments had been addressed in the committee report. In relation to a request for variable speed limits, he explained that these were confusing to motorists but were suitable for short periods, for instance, where there was a school on a busy road. Members were advised that a petition had been received from residents of Theobold Road, comprising 77 signatures and objecting to the proposed waiting restrictions. He referred members to the revised plans on page 50 of the agenda papers and said that yellow lines had been reduced following a review. There were some primary locations where drivers should not park in accordance with the Highways Act.

At the chair’s discretion, a resident spoke in support of the Theobold Road petition, and said that residents were concerned about the removal of yellow lines and the impact that this would have on parking. Residents considered that: the proposals were flawed: there had been very little consultation; and, no further consultation on the amended plans. The introduction of yellow lines would exacerbate parking near the converted flats. The proposed yellow lines had been at the request of the bus company. The bus companies used to use mini-buses and now only operated one bus an hour. The roundabout was confusing to drivers. Residents were concerned that Sandy Lane was becoming a rat-run. They would like the bus stop to be moved to the other side of Mansfield Lane. The principal transportation planner confirmed that the reason for the yellow lines was because the bus company reported access issues in Theobold Road and had reduced the frequency of services because of this. Officers had consulted the bus company on the revised plans and had received confirmation that the proposal, in its reduced form, was acceptable.

Councillor Lubbock addressed the committee. The local members for Eaton and the residents’ association welcomed the proposals to increase 20mph areas in Eaton and thanked officers for the experimental order to trial 20mph without physical traffic calming, but asked that instead of 6 months, the experiment was extended to a year. This would enable local members and the residents’ association time to campaign and promote the scheme and reduce speed levels. The principal transportation planner explained that usually signed only schemes were implemented where the current speed limit was less than 25mph. The experimental order could be made for 18 months. The

speed limits would be assessed to see if a reduction to 20mph was achieved, and it would be simply a case of extending the period before an assessment was made. A member suggested that the speed limits could be checked at 6 months and then the speed limit could be made permanent earlier. The principal transportation planner said that the analysis would be made later if the experimental period was extended rather than doing the work twice.

During discussion members commented that Community Speed Watch was for areas where the speed limit was over 30mph, rather than 20mph as proposed, and that the residents' association would need to pursue this. A member said that he believed that restricting Community Speed Watch to areas over 30mph was a policy of Norfolk Constabulary, not a national one, and the position should be clarified with the Constabulary or the Norfolk Police and Crime Commissioner.

Councillor Stutely, Town Close ward councillor, said that residents of Trafford Road welcomed the speed restrictions and asked whether speed checks had been conducted to compare with outcomes in the future. The principal transportation planner said that speed checks had not been conducted but this could be arranged.

**RESOLVED**, unanimously, with all 4 voting members voting in favour, to:

- (1) approve installation of the 20mph scheme for the northern and southern areas and associated amended traffic calming and waiting restrictions including:
  - (a) installation of speed cushions on Constitution Hill;
  - (b) the retention of the two signalised pedestrian crossings on Woodcock Road and the amended traffic calming comprising of speed cushions, needing further advertising as below.
  - (c) highway improvement of widening a section of footpath outside St Andrew Churchyard on Church Lane as shown on plan No.CCAG2/21/25;
  - (d) installation of sinusoidal humps on Eaton Road;
  - (e) installation of a mini roundabout, speed cushions, reduced double yellow lines and bus stop clearways on Coleburn Road, Sandy Lane and Theobald Road;
  - (f) installation of a pedestrian refuge and speed cushions on South Park Avenue;
- (2) ask the head of city development services to carry out the statutory legal procedures to:
  - (a) finalise the speed restriction orders for the northern and southern areas as outlined on plans CCAG2/21/05 and 06, excluding the area as shown on plan No. CCAG2/21/06/A
  - (b) finalise the traffic regulation order for amended double yellow lines in Astell Road, Coleburn Road, Sandy Lane and Thobald Road as shown on plan No.CCAG2/21/23, and

- (c) finalise the traffic regulation order for changing a section of permit parking to double yellow lines in Eaton Road as shown on plan No.CCAG2/21/21;
- (d) advertise and consult on the revised proposals for traffic calming on Woodcock Road as shown on plan No.CCAG2/21/08A;
- (e) advertise and carry out a 12 month experimental extension of a 20mph zone with minimum traffic calming in the Eaton area shown on plan No.CCAG2/21/06/A.

## **5. Transport for Norwich – Earlham Road / Outer Ring Road to Heigham Road safety scheme**

The principal transportation planner, together with the transportation planner (Norwich City Council) introduced the report. After the report had been finalised, five further responses had been received to the Labour councillors' consultation newsletter. These were very evenly split between support and objections, and the matters raised were covered within the consultation responses. Councillor Carlo, from the Green Party had held four drop in information events during the consultation period where over a 100 people came to view and discuss the Earlham Road Green Pedalway plans. The responses were largely reflective of the consultation as a whole in that most people supported the scheme in principle; everyone supported 20mph along Earlham Road and side streets; and, there were some objections to the mandatory lane with associated prohibition of parking, as it would prevent nearby on-street parking.

In reply to a question, officers explained that the plans contained in appendices 5 and 6 were for consultation.

Councillor Carlo thanked the officers for this proposal and said that she welcomed the scheme which would make Earlham Road safer and reduce speeds in the densely populated side streets. The introduction of a 20mph speed limit would reduce cycling on pavements which cyclists continued to do despite police signs. The lack of comments from the police, fire service and bus companies, demonstrated that the proposals for 20mph were welcome. She agreed with Councillor Lubbock that the entire length of Unthank Road should be 20mph.

Councillor Stonard, vice chair and cabinet member for sustainable and inclusive growth, said that he was very pleased to see this scheme come forward and that this was due to the successful bid for national Cycling Ambition funding.

During discussion a member said that he welcomed the scheme but expressed concern that there could be delays in implementation, such as with the recently completed Brazen Gate project. The Transport for Norwich manager (Norfolk County Council) provided reassurance that the works would be monitored and that contractors could be subject to penalties if works were not completed satisfactorily or within timescales. As with all projects, Brazen Gate would be subject to a post project review and arrangements would be reviewed and lessons learnt that would benefit future projects.



**RESOLVED**, unanimously, with all 4 voting members voting in favour, to:

- (1) approve the installation of the scheme including:-
  - (a) Earlham Road / ORR roundabout (Appendix 2);
    - (i) upgrading the existing signalised pedestrian crossing to a toucan crossing;
    - (ii) building a new cycle zebra crossing on Earlham Road (eastern arm);
    - (iii) connecting the toucan crossing and cycle zebra with a shared path facility (excluding proposed shared path adjacent to Colman Road) ;
    - (iv) modifying the central island of the roundabout and splitter islands;
  - (b) Earlham Road between A140 and Christchurch Road (appendix 3);
    - (i) implementing 1.5m wide light-segregated cycle lanes on both sides of the carriageway;
    - (ii) creating a new raised table and cycle zebra crossing at the junction with Christchurch Road;
  - (c) Earlham Road between Christchurch Road and Heigham Road (Appendix 4);
    - (i) introducing a 20mph restriction including the side streets;
    - (ii) installing a new zebra crossing on a raised table near to Wellington Road;
    - (iii) building pedestrian priority crossings on side roads;
    - (iv) making changes to waiting restriction but existing waiting restrictions outside St Thomas Church to remain unchanged;
  - (d) Heigham Road/ Mill Hill Road / Earlham Road junction (Appendix 5):
    - (i) improving junction including narrowing of the carriageway;
    - (ii) installing cycle zebra over Earlham Road;
    - (iii) constructing a raised table across the junction;
    - (iv) the closure of West Pottergate at its junction with Heigham Road /Earlham Road to motor-vehicular through traffic.
- (2) ask the head of city development services to carry out the necessary statutory procedures to:
  - (a) finalise the traffic regulation order for the necessary amendments of no waiting restriction on Earlham Road;
  - (b) finalise the speed restriction order on Earlham Road and side roads;
  - (c) finalise the Traffic Management Order for West Pottergate;
- (3) agree for consultation the proposed extension of the 20mph zone (including traffic calming features) to include the area between Christchurch Road and the Outer ring road (Appendices 6 and 7);
- (4) delegate consideration of any comments received from the consultation to the head of city development services, in discussion with the chair and vice chair of this committee.

## 6. Transport for Norwich – Earlham Fiveways Roundabout

The principal transportation planner said that the further five responses to the Labour consultation newsletter reported above also applied to the proposal included in this item.

Councillor Peek, Wensum ward councillor, referred to the ongoing problem of drivers queuing on the road for Tesco's garage and shop. The principal transportation planner said that this had been raised with Tesco's and some steps had been taken to mitigate this including introducing a pay at the pump facility, which was not popular with drivers. The vice chair said that the problem was drivers waiting on the forecourt to turn right and creating a backlog. It was not possible to impose a restriction if westbound traffic could only turn left and use the roundabout, because barriers would be needed. The principal transportation planner confirmed that petrol stations could only operate if oil tankers could turn straight in or out in a single movement, and therefore a barrier could not be placed on the road to prevent right turns. The vice chair suggested that the garage operators could put up signage to advise westbound drivers not to turn right.

**RESOLVED**, unanimously with all 4 voting members voting in favour to:

- (1) approve installation of the scheme as shown in Appendix 2 including:
  - (a) upgrading three existing signalised pedestrian crossings to Toucan crossings;
  - (b) connecting all crossings with a shared path facility;
  - (c) building splitter islands on the four arms of the roundabout;
  - (d) resizing the central island to reduce the width of circulatory lanes;
  - (e) building a new raised table on Gypsy Lane near to the roundabout;
  - (f) installing new street lighting on the central island;
  - (g) implementing a 20mph speed restriction order on Gypsy Lane (part), Gypsy Close, Beverley Road (part) and Beverley Close.
- (2) ask the head of city development services to carry out the necessary statutory procedures to proceed with the scheme.

## 7. Lakenham Area Permit Parking Review

The principal transportation planner in introducing the report, referred to the plan set out in appendix 1 of the report, and explained that it was not proposed to include even numbers 140 to 160 Barrett Street in the proposed controlled parking zone. He said that he had received a further email from a resident in support of a clearway for the bus lane in Mansfield Lane which would not require a traffic regulation order.

**RESOLVED**, unanimously, with all 4 voting members voting in favour, to:

- (1) note the responses to the permit parking consultation;
- (2) agree to implement a permit parking scheme operating Monday to Saturday 8 am to 6:30 pm in Abbot Road, Elwyn Road, Gamewell Close, Hall Road (part), Latimer Road and Randolph Road as shown on plan no . PL/TR/3584/439.1 attached in Appendix 1;
- (3) agree not to implement permit parking in Barrett Road (part), Beeching Close, Beeching Road, Cavell Road, Coke Road, Duckett Close, Mansfield Lane (part) and Springbank, but to implement double yellow lines on the junctions as shown on plan no . PL/TR/3584/439.1 attached in Appendix ;
- (4) ask the head of city development services to complete the statutory processes to implement these proposals.

## **8. Goldsmith Street Area Parking and 20mph Proposals**

Councillor Carlo, Nelson ward councillor, said that she welcomed the scheme but considered that Exeter Street should be closed to traffic to stop it being used as a cut through to Dereham Road. This street closure would provide a safer area for children to play. The principal transportation planner said that potential closure of Exeter Street had been considered but the current proposal was based on the outcome of the consultation.

The chair referred to the consultation responses and said that a number of suggestions had been accepted, including a parking space for the car club and electric vehicle charging. The principal transportation planner said that the infrastructure would be put in place for the electric vehicle charging unit.

**RESOLVED**, unanimously with all 4 voting members voting in favour to:

- (1) note the responses to the consultation as summarised in Appendix 1;
- (2) agree to allow permit entitlement for properties within the Goldsmith Street area redevelopment as listed in appendix 2;
- (3) agree to implement waiting restrictions and 20mph zone as shown on the plan in Appendix 3, and agree to advertise amendments as shown by the plan in Appendix :
- (4) note that a road hump notice for speed tables has been advertised:
- (5) ask the head of city development services to complete the statutory processes to implement these proposals as advertised and to advertise an amendment Traffic Regulation Order;
- (6) ask the head of city development, in discussion with the chair and vice chair, to determine any objections to the amendment traffic regulation order.

## 9. Transport for Norwich – Rose Lane and Prince of Wales Road

During discussion, the principal transportation planner, in response to a members' question, referred to the plans and explained the proposals in relation to cyclists leaving the railway station and heading up Prince of Wales Road.

**RESOLVED**, unanimously, with all 4 voting members voting in favour, to:

- (1) agree the revised layout for the area surrounding the junction of Rose Lane with Prince of Wales Road as shown on the plan contained in Appendix 1:
- (2) ask the head of city development services to commence the statutory procedures associated with the following traffic regulation orders and notices associated with this phase of the scheme, which is shown on the plan contained in Appendix 1:
  - (a) reversing the direction of flow of traffic on Eastbourne Place, but maintaining cycle contraflow;
  - (b) introducing a 'Restricted Zone' in Eastbourne Place allowing loading only;
  - (c) relocate the existing light controlled crossings and upgrade them to Toucan crossings linking them via the newly created open space (one on Prince of Wales Road and one on Rose Lane);
- (3) delegate consideration of any objections to these traffic regulation orders to the head of city development services in consultation with the chair and vice chair.

## 10. Review of Parking Permit Pricing

The principal transportation planner said that there was an error in the report. The increased charges would be £3 a year and was 25p a month. He pointed out that the table in paragraph 13 of the report should be amended as the resident permits for medium sized vehicles should be corrected to £37.20 and for long vehicles to £52.80 per year.

**RESOLVED**, unanimously, with all 4 voting members voting in favour, to:

- (1) note the report;
- (2) approve the following changes to the parking permit charges, for the reasons as set out in the report, as follows:
  - (a) increase the monthly parking fee by 25p for all residential permits, and,
  - (b) the 2-hour charity rate business permit, which is charged at residential rates.

## 11. On-Street Parking Charges Review

**RESOLVED**, having considered the report, unanimously with all 4 voting members voting in favour, to agree not to increase on-street parking charges this year for the reasons as set out in the report.

## 12. Annual Report of the Norwich Highways Agency Agreement 2017-18

In reply to a question, the highways services manager (Norfolk County Council) explained that the footways maintenance programme had only five maintenance schemes each year due to financial constraints. This was based on priority. Other measures were also carried out to repair footways, especially where there was a trip hazard or a small localised repair made.

The head of city development services (Norwich City Council) explained some of the reasons where on street penalty charge notices (PCNs) had been issued and waived. This could be due to lines not being clearly defined or inadequate signage. He said that he was seeking for a reduction in waived PCNs in future.

Councillor Jones referred to the Norfolk Member Fund and said that he had been disappointed to learn that the annual £6,000 for minor highway improvements in his division had been allocated without his consent and that he had been misinformed that the funding could be rolled forward into the next financial year. The chair said that this was a particular problem for county councillors representing the Norwich Divisions. The principal transportation planner said that as a consequence of this happening, there had been a new structure in place which should prevent this situation reoccurring. Councillor Jones said that there had also been a situation where one of his constituents had a query about a pavement not being gritted and there had been confusion between customer contact teams at county and city councils as to whose responsibility it was. The principal transportation planner said that the city council was not responsible for all highways issues and that in the case Councillor Jones had outlined the issue was with ensuring that customer contact teams were advised accordingly. The highways services manager apologised and said that public enquiries should be straight forward and that they would strive to prevent this happening again.

During discussion members considered surface dressing and the issues caused by “tar and chip”. The highways services manager said that this was the standard form of surface road treatment, which sealed the surface and prevented water getting in and causing potholes, and that given the financial situation, the county council had the second largest programme in England. The contractors were aware of the aftercare following the application of the treatment, which included sweeping up loose chippings and clearing gullies. A member suggested the use of micro-asphalt. The highway services manager explained that a range of surfacing treatments was available and treatments were carefully considered for each site. Micro-asphalt had advantages and disadvantages, but was difficult to repair and replace.

In reply to the chair, the Transport for Norwich manager explained that the Brazen Gate scheme would be reviewed in a post project review. The delay had been due to a bespoke stand to support three components on the same pole. The review would consider whether a standard pole would have been more appropriate.

**RESOLVED**, unanimously, with all 4 voting members voting in favour, to approve the Norwich Highways Agency Annual Report for 2017-18.

CHAIR



<b>Report to</b>	Norwich Highways Agency Committee 20 December 2018	<b>Item</b>
<b>Joint Report of</b>	Assistant Director Communities and Environmental Services, and Head of city development services	<b>5</b>
<b>Subject</b>	Transport for Norwich - A11 Newmarket Road – A140 Mile End Road Improvements to relieve congestion at the Daniels Road Roundabout	

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### **Purpose**

To update members on current position of the work to identify capacity improvements on the outer ring road between South Park Avenue and Newmarket Road and to agree to consult on proposals.

### **Recommendation**

That the committee

- (1) agrees to consult on proposals for changes to the section of the outer ring road between South Park Avenue and Newmarket Road as shown on the plans in Appendix 1 to include the following:-
  - (a) Alterations to the traffic light controlled junction at South Park Avenue to improve the operation of the junction, including pedestrian facilities
  - (b) New pedestrian refuges near to Highland Road and Unthank Road
  - (c) Replacing the existing pedestrian crossings near Mornington Road and Waldeck Road with a staggered signalised pedestrian crossing
  - (d) Provide double yellow lines on the northern side of Colman Road with a combination of double yellow lines and limited waiting parking bays on the southern side
  - (e) Provide double yellow lines on both sides of Unthank Road with a parking bay on the northern side
- (2) asks the head of city development services to commence the necessary statutory process to implement the above proposals;
- (3) notes that the results of the consultation will be reported to the committee at a future date.

### **Corporate and service priorities**

The report helps to meet the corporate priority 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 Local Enterprise Partnership (LEP) Local Growth Fund has allocated funding of £1,650,000 for a scheme to improve capacity at the A11 / A140 roundabout. The cost of the implementation of these recommended works is initially estimated at £650,000, but this will be subject to revision following more detailed design work. The remaining funds will be reinvested to support the delivery of transport improvement schemes in Norwich.

**Ward/s:** Eaton, Nelson and University

**Cabinet member;** Councillor Stonard - Sustainable and inclusive growth

## **Contact officers**

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## **Background documents**

None



## Report

### Background

1. The roundabout junction of the A11 Newmarket Road with the A140 Daniels Road / Newmarket Road has been identified as one of the key sites in Norwich where capacity improvements are needed to improve journey times for all road users. The Local Enterprise Partnership (LEP) has recognised the need for improvements at the junction and has allocated £1.65M to improve capacity at this location.
2. At the inception of the project, it was identified that one of the main causes of congestion at the roundabout was the queuing back from adjoining junctions on the network. At the June meeting of this committee officers advised that work was underway looking at the section of the outer ring road (ORR) between South Park Avenue and Newmarket Road, with a view to improving the operation of this complex section, and reducing tailbacks through the roundabout from Mile End Road and that the timing of the traffic lights at Christchurch Road and Eaton Road would be amended and the impact on traffic congestion evaluated.
3. The timing of the traffic lights on the junctions on Newmarket Road has been revised, and the impacts monitored. Resources have not allowed officers to progress both the work on Colman Road/ Mile End Road and the impact of these timing changes on Newmarket Road. This report therefore concentrates on Colman Road/ Mile End Road only and the results of the changes to the signal timings will be considered at a future meeting.

### Issues and proposals

4. The signalised junctions on the A11 Newmarket Road and A140 ORR (Mile End Road and Colman Road) are currently given long green times at the expense of the main road traffic and this is one of the contributors to congestion on the ORR at both the Unthank Road and South Park Avenue junctions. It is proposed to rebalance the timings at these junctions to favour traffic on the ORR.
5. In addition, physical changes can be made at the Colman Road/South Park Avenue to allow simplified staging. To allow this, the pedestrian controlled movements would be staggered so that pedestrians would have to cross in two movements where they currently cross in one. This enables traffic to keep flowing on the ORR when pedestrians cross the other lane
6. The pedestrian crossings on the ORR either side of Unthank Road are currently not synchronised with the signal timings. This means that sometimes vehicles on the ORR are stopped at a crossing having passed the junction or held back from the junction by a crossing when the ORR has a green light. This adds to congestion as far back as the A11 roundabout.
7. Proposals aim to remedy this by providing staggered crossings to replace the straight-across pedestrian crossings which only stop one direction of traffic at a time. This makes it easier to synchronise the green time of the crossing with the green time at the Mile End/Unthank signals. Along with the provision of proposed

staggered crossings, several uncontrolled pedestrian crossings are proposed to assist crossing Colman Road / Mile End Road when gaps in traffic present themselves, increasing the opportunities for pedestrians to cross the ORR.

8. Additional parking controls are also proposed to manage parking in this length of the ORR. This helps to ensure that traffic lanes are not obstructed by parked vehicles and traffic is kept flowing. Initially, one-hour parking bays will be advertised, this provides the option to provide a longer stay (dependant on the consultation responses) without the need to re-advertise.
9. These proposals are shown on the plans in Appendix 1.

### **Traffic Modelling**

10. Officers have investigated the operation of the traffic light controlled junctions and crossings and the effect of the current uncontrolled parking on the road. Testing was carried out using microsimulation modelling software.
11. The modelling has shown that the proposals reduce journey times on the ORR for general traffic throughout the day, and make journey times far more consistent. Peak hour delays for traffic on the ring road are almost eradicated.
12. Overall journey times for bus services are both quicker and more consistent.
13. Graphs showing the impacts of the proposals on journey time for both buses and general traffic are contained in Appendix 2.

### **Transforming Cities Fund**

14. Members will be aware that through the Transforming Cities fund Norwich has the opportunity to deliver significant improvements on the A11 corridor to improve public transport. The works proposed for Mile End Road and Colman Road will not prejudice any future work on Newmarket Road and therefore it is considered that it is worthwhile doing these works ahead of any future potential works funded through the Transforming Cities Fund in this area.

### **Timetable**

15. It is proposed that the consultation takes place early in the new year with the results of that consultation being reported back to the March committee. Subject to approval, the construction work will start in late summer 2019.

### **Resource Implications**

16. Finance: The Transport for Norwich (TfN) programme forms an integral part of strategic infrastructure as set out in the Joint Core Strategy. The delivery of this works is funded by government grants by way of the Local Enterprise Partnership (LEP) Local Growth Fund.

17. Staff: The project will be delivered through joint team working involving both county council and city council officers.
18. Property: The proposals can be delivered within the existing highway boundary so there is no requirement for land acquisition.

### **Other Implications**

19. Legal Implications: None.
20. Environmental implications. It will be necessary to remove approximately two trees on South Park Avenue in close proximity to the junction with Colman Road in order to construct these improvements. However, no significant environmental impacts have been identified, and the proposals are therefore permitted development.
21. Human Rights: None.
22. Communications: The Communications Project Manager for Transport for Norwich schemes will manage publicity and enquiries.
23. An Integrated Impact Assessment has been conducted which amongst other factors has considered the impact of these proposals on equality and diversity for all users of the proposed highway improvements. The overall assessment has determined the impact of this scheme to be neutral in this regard.

### **Section 17 - Crime & Disorder Act**

24. 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**

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

### **Conclusions**

26. Extensive traffic modelling has been undertaken on the ORR between the Newmarket Road and South Park Avenue, and changes to the road layout and the operation of junctions and pedestrian crossings have been identified that will reduce congestion on this busy section, and help to prevent blocking of the exit from the Newmarket Road ORR roundabout.
27. The proposed changes are recommended to progress to consultation.

## Integrated impact assessment



**NORWICH**  
City Council

### Report author to complete

<b>Committee:</b>	Norwich Highways Agency Committee
<b>Committee date:</b>	20 December 2018
<b>Director / Head of service</b>	Head of City Development Services
<b>Report subject:</b>	Transport for Norwich - A11 Newmarket Road – A140 Mile End Road Improvements to relieve congestion at the Daniels Road Roundabout
<b>Date assessed:</b>	14 March 2018
<b>Description:</b>	This report updates members on the current position of the work to identify capacity improvements at the A11 Newmarket Road / A140 Mile End Road junction

	Impact			
<b>Economic (please add an 'x' as appropriate)</b>	<b>Neu tral</b>	<b>Positi ve</b>	<b>Negat ive</b>	<b>Comments</b>
<b>Finance (value for money)</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The TfN programme forms an integral part of strategic infrastructure as set out in the Joint Core Strategy. The delivery of this project is funded by the Local Enterprise Partnership (LEP) Local Growth Fund.
<b>Other departments and services e.g. office facilities, customer contact</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The project will be delivered through joint team working involving both County Council and City Council officers
<b>ICT services</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No further comments.
<b>Economic development</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No further comments.
<b>Financial inclusion</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No further comments.
<b>Social (please add an 'x' as appropriate)</b>	<b>Neu tral</b>	<b>Positi ve</b>	<b>Negat ive</b>	<b>Comments</b>
<b>Safeguarding children and adults</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No further comments.
<b><u>S17 crime and disorder act 1998</u></b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This 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.

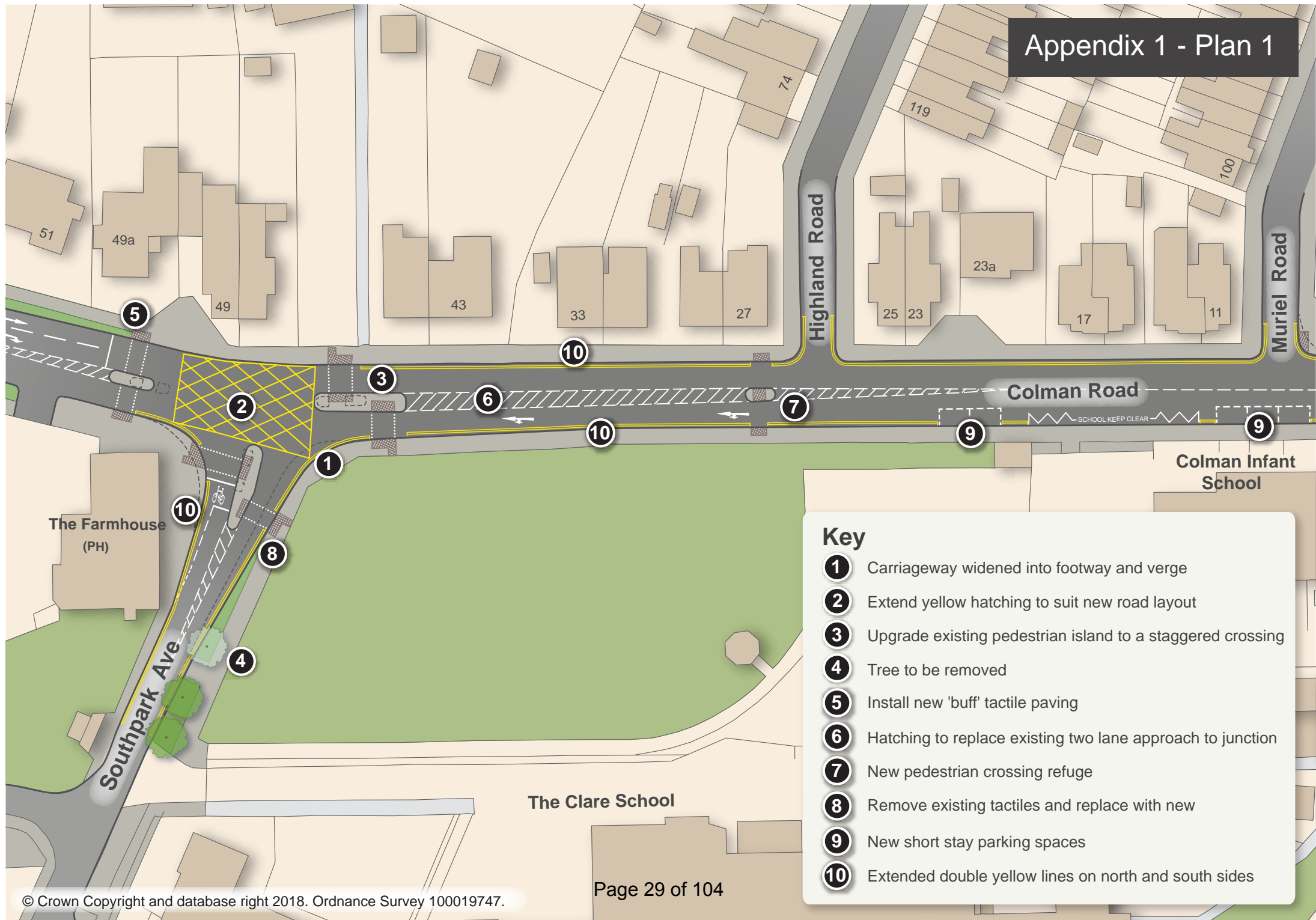
	Impact			
<b>Human Rights Act 1998</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No further comments
<b>Health and well being</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The transport for Norwich strategy aims to encourage more trips by foot and cycle. These proposals from part of that strategy by encouraging general traffic to use the main road network
<b>Equality and diversity (please add an 'x' as appropriate)</b>	<b>Neu tral</b>	<b>Positi ve</b>	<b>Negat ive</b>	<b>Comments</b>
<b>Relations between groups (cohesion)</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No further comments.
<b>Eliminating discrimination &amp; harassment</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No further comments.
<b>Advancing equality of opportunity</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No further comments.
<b>Environmental (please add an 'x' as appropriate)</b>	<b>Neu tral</b>	<b>Positi ve</b>	<b>Negat ive</b>	<b>Comments</b>
<b>Transportation</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	One of the main objectives derived from the TfN strategy is to increase walking and cycling and the strategy follows a mode hierarchy principal where walking, cycling and public transport are, where appropriate, prioritised above use of the car. These proposals form part of that overall package as they contribute to an improved journey time for public transport and an improved cycle environment, promoting the use of sustainable travel methods.

	Impact			
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	No further comments
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No further comments
Pollution	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	These proposals are intended to reduce journey times and delays on the main road network
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No further comments
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	These proposals are intended to reduce journey times and delays on the main road network
<b>(Please add an 'x' as appropriate)</b>	<b>Neu tral</b>	<b>Positi ve</b>	<b>Negat ive</b>	<b>Comments</b>
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	A risk assessment has been undertaken for the development of the NATS Implementation Plan (TfN). The key risks for delivering this are around funding, planning and timescales. These risks are being managed through active project management and ongoing engagement with stakeholders

Recommendations from impact assessment	
Positive	
None	
Negative	

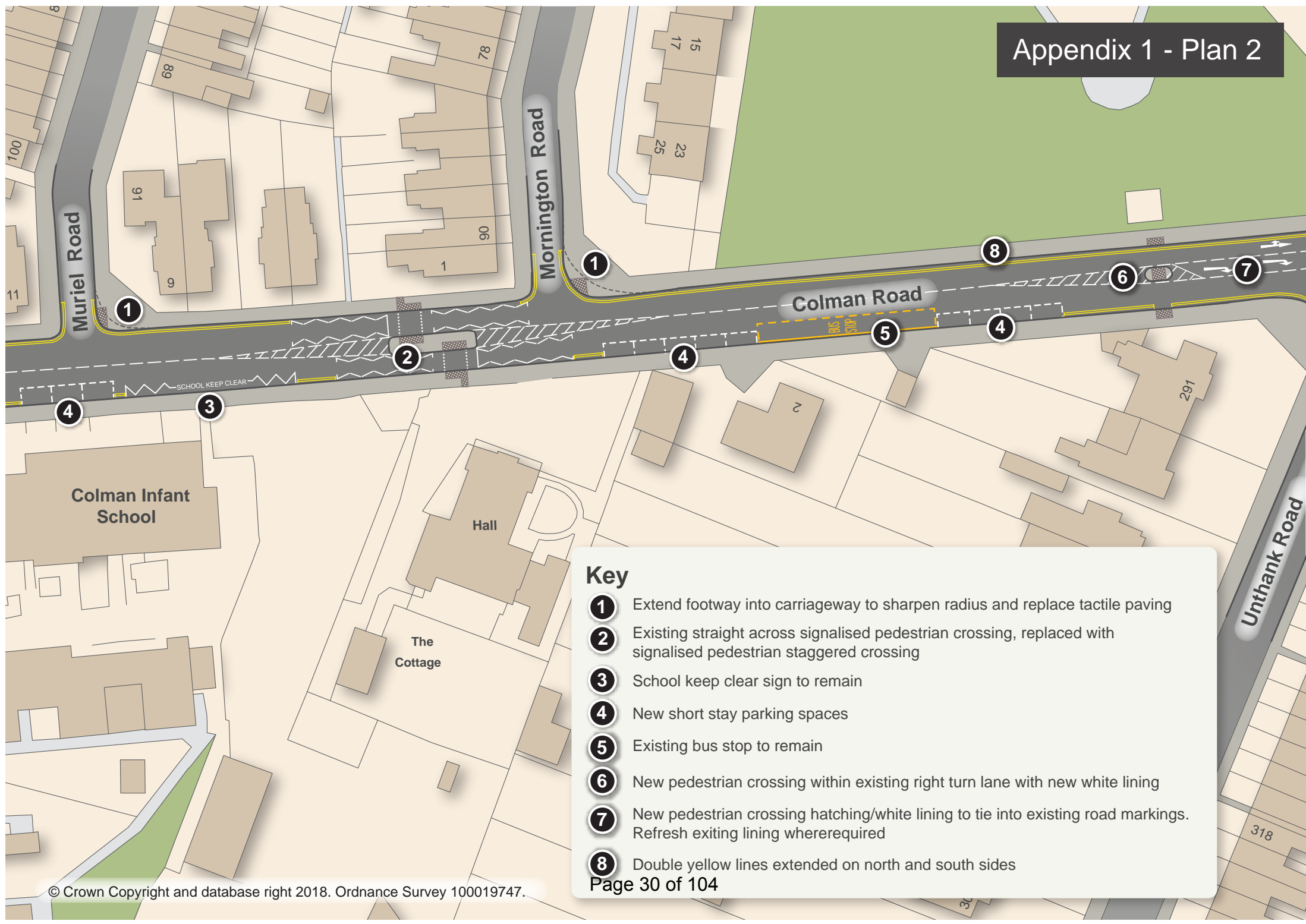
None
<b>Neutral</b>
<b>Issues</b>





**Key**

- 1 Carriageway widened into footway and verge
- 2 Extend yellow hatching to suit new road layout
- 3 Upgrade existing pedestrian island to a staggered crossing
- 4 Tree to be removed
- 5 Install new 'buff' tactile paving
- 6 Hatching to replace existing two lane approach to junction
- 7 New pedestrian crossing refuge
- 8 Remove existing tactiles and replace with new
- 9 New short stay parking spaces
- 10 Extended double yellow lines on north and south sides



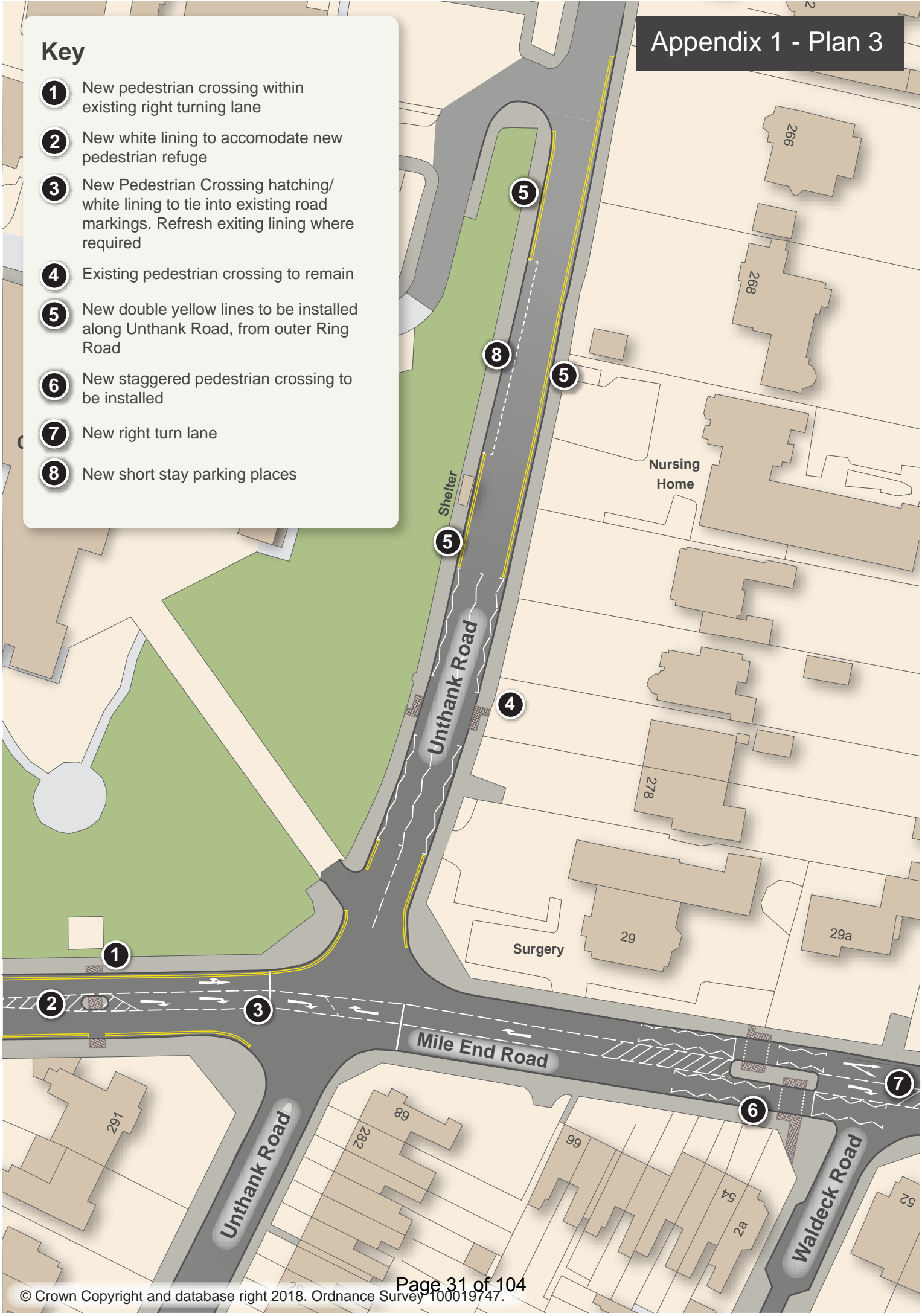
**Key**

- 1 Extend footway into carriageway to sharpen radius and replace tactile paving
- 2 Existing straight across signalised pedestrian crossing, replaced with signalised pedestrian staggered crossing
- 3 School keep clear sign to remain
- 4 New short stay parking spaces
- 5 Existing bus stop to remain
- 6 New pedestrian crossing within existing right turn lane with new white lining
- 7 New pedestrian crossing hatching/white lining to tie into existing road markings. Refresh exiting lining wherever required
- 8 Double yellow lines extended on north and south sides

Page 30 of 104

**Key**

- 1 New pedestrian crossing within existing right turning lane
- 2 New white lining to accomodate new pedestrian refuge
- 3 New Pedestrian Crossing hatching/ white lining to tie into existing road markings. Refresh exiting lining where required
- 4 Existing pedestrian crossing to remain
- 5 New double yellow lines to be installed along Unthank Road, from outer Ring Road
- 6 New staggered pedestrian crossing to be installed
- 7 New right turn lane
- 8 New short stay parking places



Key

- 1 New staggered pedestrian crossing to be installed
- 2 New right turn lane
- 3 Extend length of right turn lane starting adjacent to Melrose Road

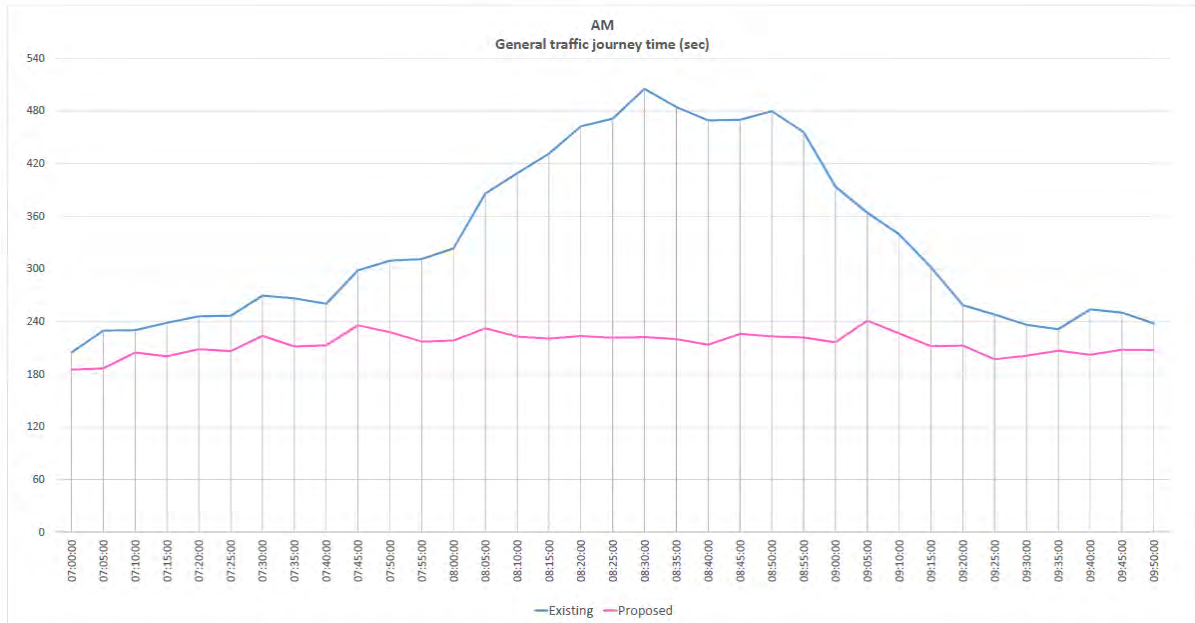




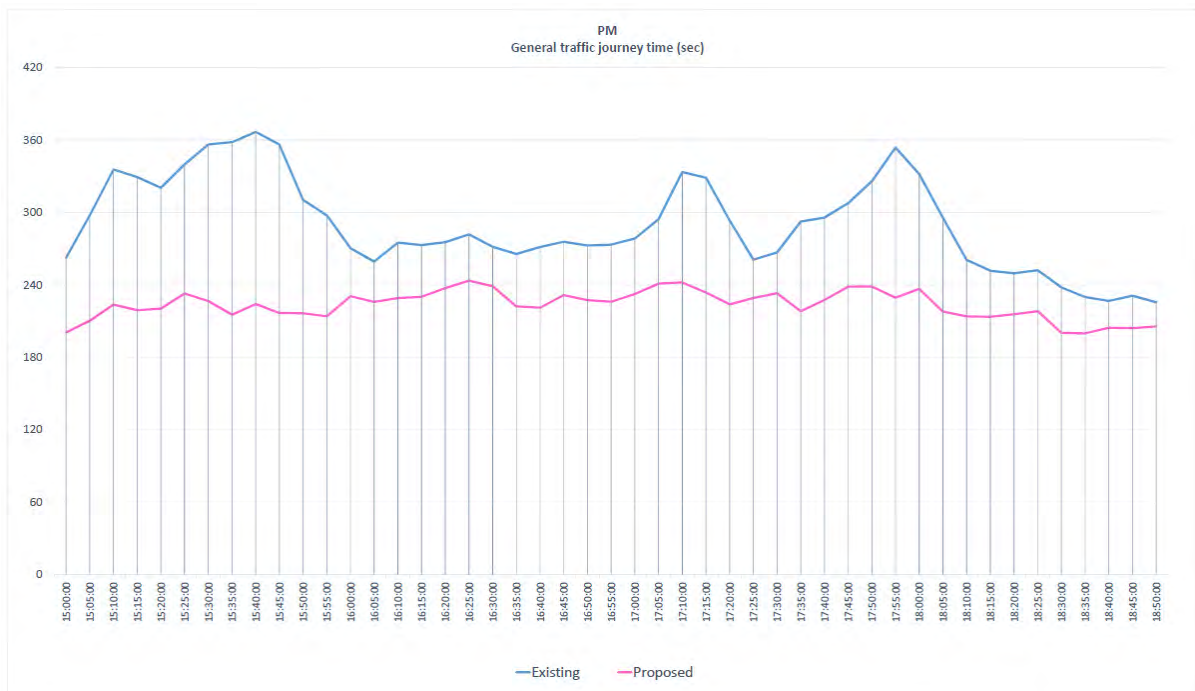
- The **A.M.** testing period was carried out between 07:00 – 10:00
- The **P.M.** testing period was carried out between 15:00 – 19:00

**A. General Traffic Journey Time results – Daniels Road roundabout to The Avenues**

**Fig 1. A.M. Results**

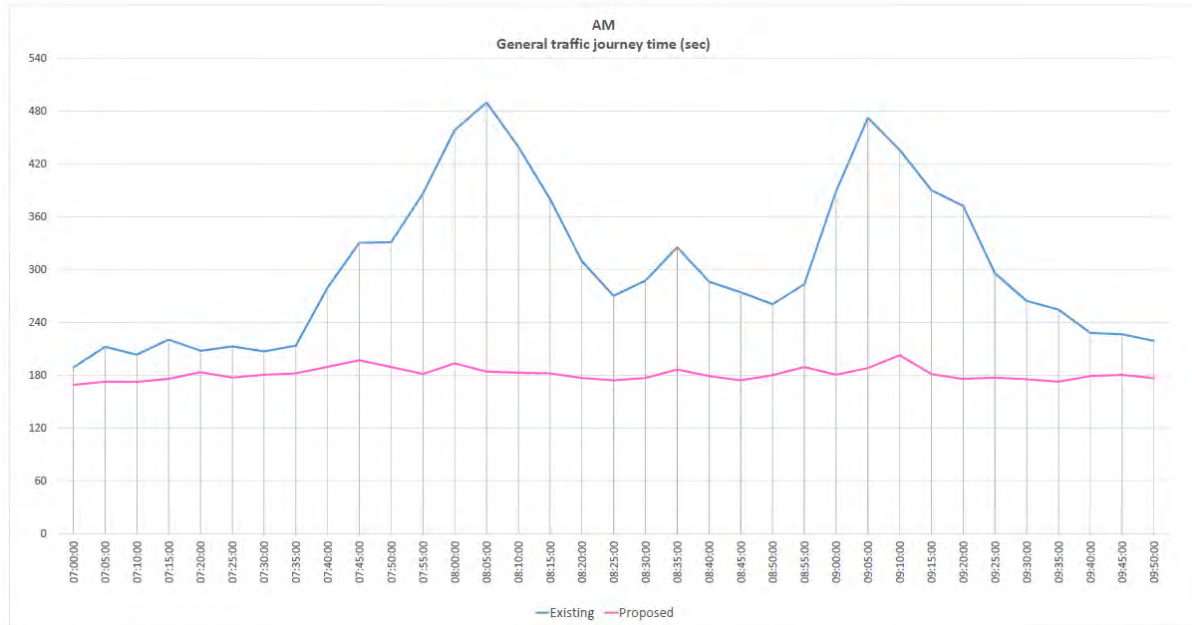


**Fig 2. P.M. Results**

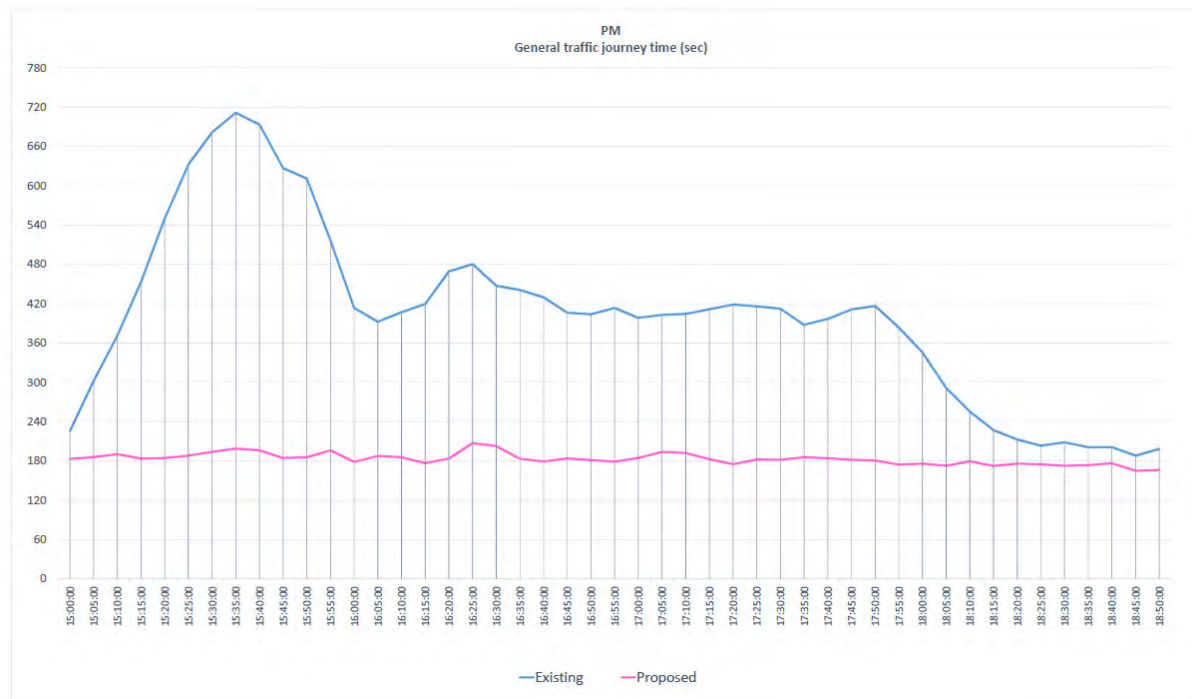


**B. General Traffic Journey Time results – The Avenues to Daniels Road roundabout**

**Fig 3. A.M. Results**



**Fig 4. P.M. Results**



Bus Journey Times

C. Bus Journey Time results – Unthank Road to South Park Avenue

Fig 5. A.M. Results

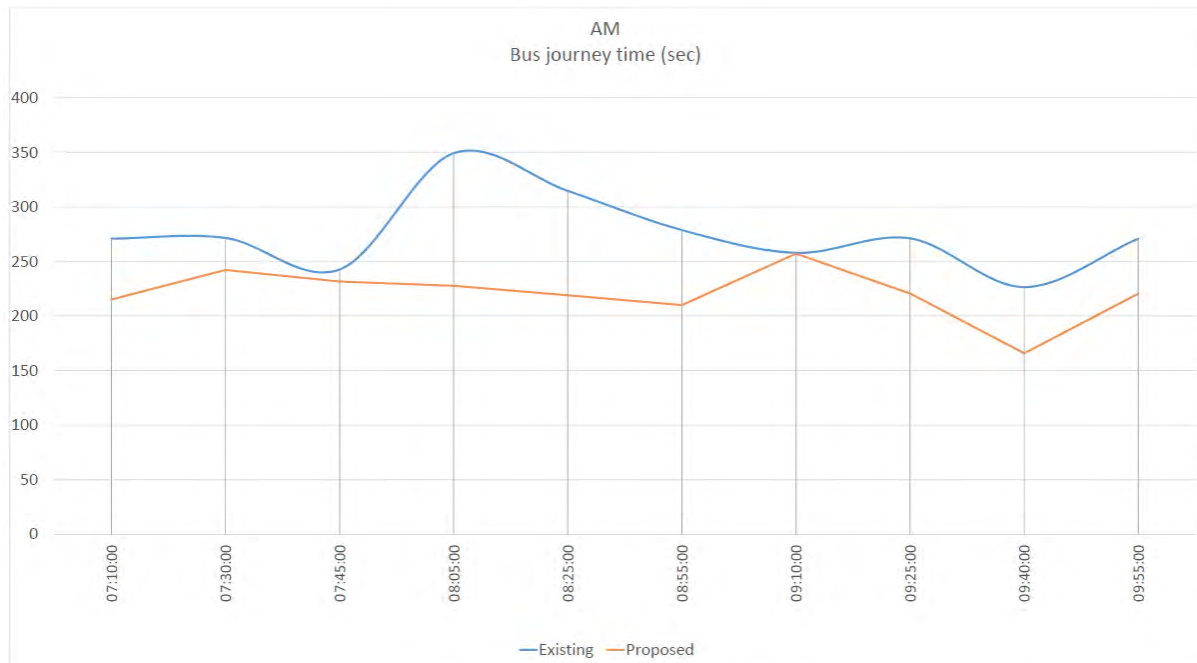
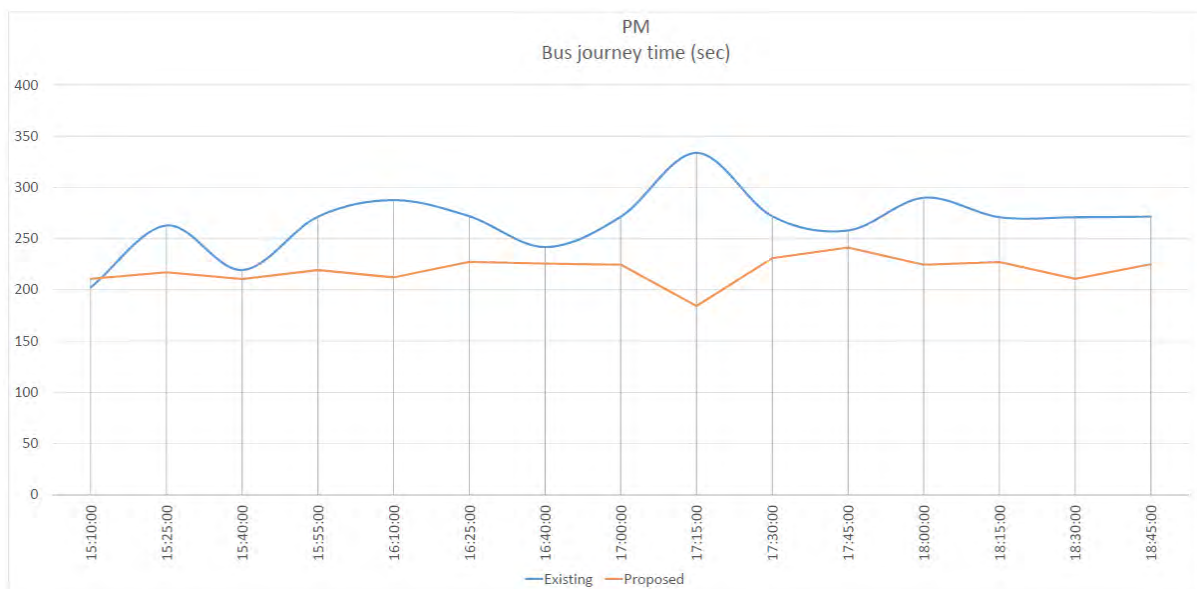
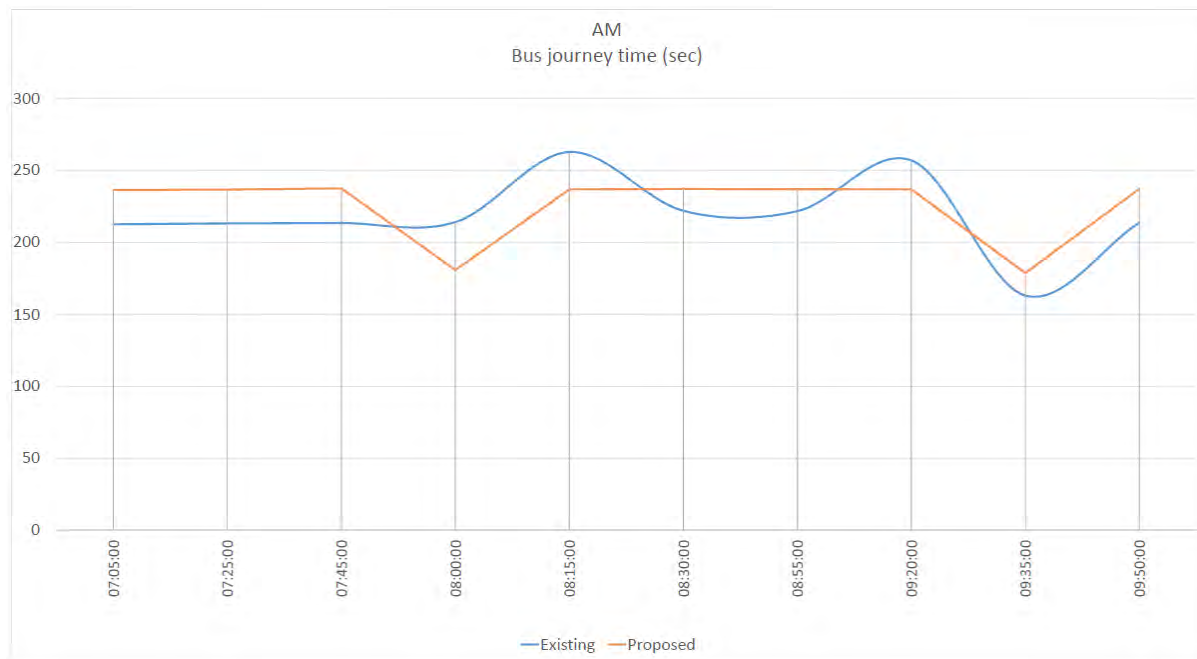


Fig 6. P.M. Results

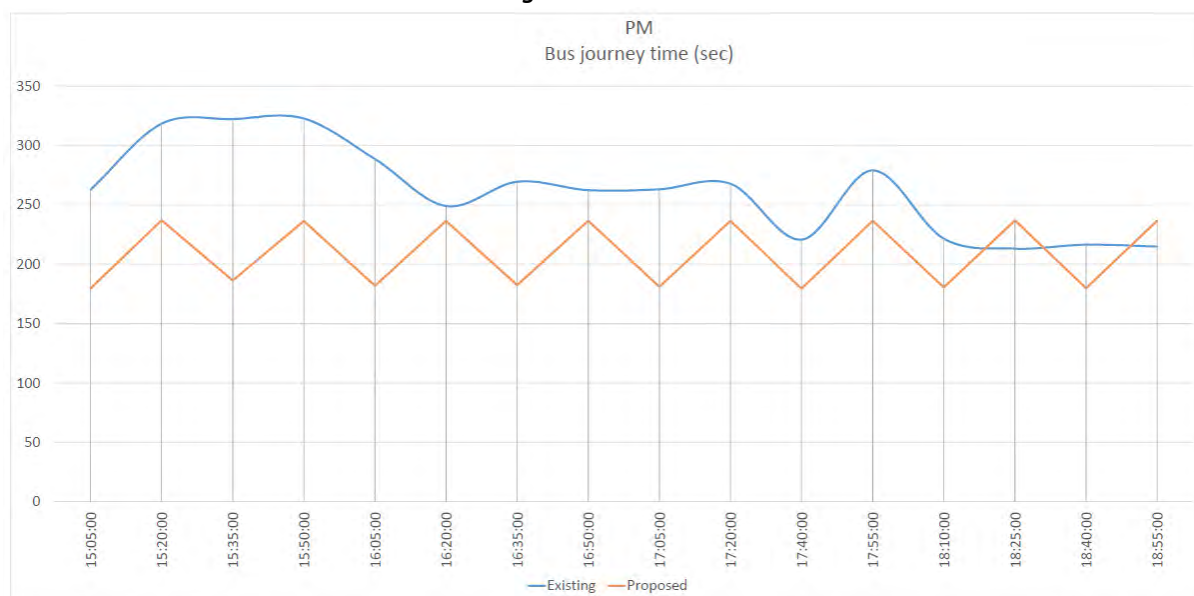


**D. Bus Journey Time results – South Park Avenue to Unthank road**

**Fig 7. A.M. Results**



**Fig 8. P.M. Results**





**Report to** Norwich Highways Agency committee  
20 December 2018  
**Report of** Head of city development services  
**Subject** Tombland Transforming Cities Project

**Item**  
**6**

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## **Purpose**

This report is to seek approval to consult on the proposals for the improvement of Tombland.

## **Recommendation**

To approve for consultation the proposals for Tombland that improve facilities for pedestrians, cyclists and public transport users by better managing existing traffic movements and creating and improved the environment to boost the local economy as shown on the plan attached as Appendix 1 which have the following effects:

- (1) removing traffic from the northern arm of the 'Tombland Triangle', creating a two-way route to the Ethelbert Gate and improved pedestrian space;
- (2) replacing the pedestrian crossing where Upper King Street meets Tombland, narrowing the carriageway to make crossing easier and putting it on a table to reduce speeds and increase pedestrian safety;
- (3) moving the inbound bus stop CP from Tombland to Upper King Street and widening the pavement to provide improved waiting facilities, including a bus shelter;
- (4) moving the outbound bus stop CK from Upper King Street to Tombland and extending the kerb space available for bus stopping on the west side of Tombland to provide more coherent facilities for north bound bus services;
- (5) providing a new bay in Tombland that caters for loading (including coach drop-off and pick up), taxis and disabled parking;
- (6) formalising the motorcycle parking and increase the amount of bicycle parking;
- (7) implementing changes to the on street parking and loading restrictions.

## **Corporate and service priorities**

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

## **Financial implications**

The scheme cost has been estimated at £1.3m. The Tombland project is part of the city centre infrastructure package identified in the successful shortlisting for the

Transforming Cities Fund application. The receipt of funding for schemes through the Transforming Cities programme is subject to presenting business cases to the Department for Transport for their approval and to do that support for the scheme needs to be demonstrated. Should the transforming cities funding not be forthcoming, this scheme will not progress unless alternative funding can be found

**Ward/s:** Thorpe Hamlet

**Cabinet member:** Councillor Stonard - Sustainable and inclusive growth

**Contact officers**

Jeremy Wiggin – Transport for Norwich Manager 01603 223117  
Norfolk county council

Zoe Tebbutt – Landscape Architect 01603 212424  
Norwich city council

**Background documents**

None

# Report

## Background

1. The Department for Transport has shortlisted Norwich as a city that is eligible to apply for capital funding from the Transforming Cities Fund. The county council's successful application is based on a vision to "Invest in clean transport creating a healthy environment, increasing social mobility and boosting productivity through enhanced access to employment and learning." There are three packages of infrastructure investment covering the bus network, the city centre and mobility hubs, which will "tackle congestion and connectivity, bolster rail links, support our key economic sectors and unlock brownfield regeneration potential". The city centre package is described as "transforming the city centre by connecting the train and bus stations, development sites and City College with good streets and spaces". The improvement of Tombland south eastern section of Tombland, which builds upon the recent improvements to the northern section, is named as a specific project in the city centre package and the project has synergy with the Prince of Wales and London Street proposals, enhancing accessibility between the City Centre and the railway station.
2. The strategic objectives for the Tombland project deliver this vision by:
  - (a) Making it easier to walk and cycle through Tombland on movement routes between the railway station, Magdalen Street and the Anglia Square development site and the Norwich Lanes.
  - (b) Providing more space for people to access buses and coaches.
  - (c) Reducing conflict and intimidation for pedestrians and cyclists from manoeuvring vehicles.
  - (d) Making it easier for people with mobility and sight problems to navigate around the city centre.
  - (e) Boosting the visitor economy by providing better conditions for sitting out, events and pavement cafes and making the space more attractive.
  - (f) Attracting inward investment in the key economic digital, creative and legal sectors based around the Norwich Lanes and Cathedral Quarter, which especially value the quality of the environment as a reason to invest.
  - (g) Making the space easier to maintain by providing smoother surfaces that can be cleaned and replacing derelict and damaged street furniture.
3. The northern part of Tombland between the Maids Head Hotel and Princes Street was improved as part of the cycling ambition programme in 2015/16, which saw the removal of the roundabout, the creation of much wider pavements and better crossings. This project also introduced a 20mph throughout the city centre.
4. The southern part of Tombland is bisected by the carriageway that carries significant amounts of traffic, including all of the bus services to and from the north of the city. In the longer term the Norwich Area Transportation Strategy seeks to reduce the amount of north-south through traffic but for the time being there will not be any strategic re-routing of traffic and any reduction of traffic

would be the result of the vigorous promotion of alternatives to car use through the implementation of Transport for Norwich projects.

5. The part of Tombland to the east of the main carriageway is the focus of this project. It comprises the cobbled triangular area in the vicinity of the Ethelbert Gate, which contains a redundant public toilet, trade waste bins, pavement cafes, parking, loading and taxi ranks, cycle parking, motorcycle parking, a street trading pitch, telephone boxes and an obelisk. The project area extends into Upper King Street and the bus stop arrangement on the west side of the carriageway in Tombland.
6. The east part of Tombland has been selected as a higher priority for improvement than the west because it has the most problematic layout, is in the most degraded condition and has the most potential for transformational improvement.
7. A feasibility study has been produced that provides detailed analytical information about the functioning of the space, considers alternative design options, outlines officers' response to initial feedback from key stakeholder groups and presents a preferred design option with costings and an indicative programme for implementation. The proposals in this report are based upon it. (The feasibility study is available on the city council's website with the documents for this meeting; click [here](#) ).

### **Current problems**

8. The feasibility study has identified that this part of Tombland suffers due to the pressure of competing uses that take place in the space that have developed incrementally without any fundamental redesign to accommodate them. Specific problems that the project seeks to resolve are:
  - (a) Blocked pedestrian route along the front of the buildings on the east side of Tombland.
  - (b) Pedestrian crossing at the top of Upper King Street forcing pedestrians to deviate from their direct route to Queens Street with insufficient space on the east side of the crossing.
  - (c) Intrusion of traffic circulating around the disused public toilet and lack of footway adjacent to the traffic circulation route making pedestrians feel uncomfortable and unsafe.
  - (d) Conflict between motorists, pedestrians and cyclists passing through the Ethelbert Gate.
  - (e) Pinch points around the bus shelters obstructing pedestrian movement and offering a poor waiting environment for passengers.
  - (f) Lack of waiting space and a poor arrival experience for coach passengers.
  - (g) Addressing the needs of disabled and less mobile people
  - (h) Inconvenient gyratory arrangement for cyclists that prevents cycling directly from Queen Street towards the Cathedral Close via the Ethelbert Gate, obliging cyclists to make a difficult right turn from the main carriageway.
  - (i) Limited visibility for cyclists emerging from the eastern part of Tombland to cross main carriageway into Queen Street.

- (j) Impractical and hidden cycle parking.
- (k) Vehicle loading, taxi and disabled parking space that is off the main carriageway and associated with poor surfaces making them less useable.
- (l) Abuse of loading area for informal picking up and dropping off of passengers leading to delivery vehicles driving across paved areas.
- (m) Informal and undefined area for motorcycle parking.
- (n) Noise and fumes from adjacent bus stops and lack of space preventing the staging of outdoor public events and performances.
- (o) Disused public toilet taking up valuable space.
- (p) Rough surfaces that are difficult to walk on, and are hard to maintain.
- (q) Poor placement and dilapidated state of street furniture.
- (r) Trees that create trip-hazards by uplifting paving.
- (s) Historic obelisk and listed telephone boxes that are hidden by other structures.
- (t) Damage to the 14<sup>th</sup> century Ethelbert Gate scheduled monument from vehicles strikes resulting from the oblique alignment of approaching vehicles following the existing one way circuit road around the disused toilet.
- (u) Pavement cafes that do not function properly due to the rough surfaces and closeness to trade waste bins that are ugly and smelly.
- (v) Street trading pitch that is difficult to service.
- (w) Ineffective street lighting leading to feelings of insecurity and difficult navigation of the space.

## **Proposed design**

9. A design proposal has been produced that successfully tackles all the problems identified in paragraph 8. It is shown in appendix 1. The main features are explained under the subheadings below.

### **Traffic circulation and cycle movement**

10. Traffic currently circulates clockwise on a one-way loop road. This restricts people's ability to walk across the space, prevents cyclists riding towards the Ethelbert Gate and St Faiths Lane from Queen Street, introduces noise and poor air quality, creates confusing traffic movements outside the Ethelbert Gate and results in damage to the scheduled monument from large vehicles approaching at an oblique angle.
11. The northern arm of the loop road will be removed and the southern arm will be made two-way. This will allow cyclists to cross the Tombland carriageway directly from Queen Street into the east part of the space. Cyclists travelling in the opposite direction towards Queen Street will benefit from the greater inter-visibility between themselves and vehicles on the Tombland carriageway as the wider footway on the east side of the carriageway will allow them to be positioned further out.

### **Pedestrian movement**

12. It is currently impossible to walk along the front of the buildings on the east side of Tombland because of the pavement cafes, trade waste bins and rough surfaces. Pedestrians are forced share the road cars circulating around the

disused toilet. A generous 3m wide smooth path would be created in front of the buildings.

13. The footways on the south side of Tombland and around the pedestrian crossing at the top of Upper King Street are especially busy and will be widened to cope with the greater demand arising from this scheme. The pedestrian crossing distance would be shortened, the area of the crossing widened and put on a raised table to make the connection across the Tombland carriageway safer and more convenient.

### **Bus and coach stops**

14. The layby on the east side of the main Tombland carriageway accommodates two buses at the inbound stop CP. It is a popular place for people to disembark after travelling into Norwich but far fewer people board services here compared to outbound stops on the west side of Tombland. Stop CP would be moved into Upper King Street and the footway on the east side of Upper King Street would be widened to 3m in order to accommodate a bus shelter. The buses would no longer be in a layby so they would have no difficulty re-joining the stream of traffic when they pull away.
15. Bus stop CK on the west side of Upper King Street mainly caters for boarding passengers due to it being an outbound service. The pavement is narrow and becomes congested. The split arrangement of outbound stops between Tombland and Upper King Street is also confusing for passengers. The outbound stops would be consolidated in Tombland by moving bus stop CK into Tombland and extending the area of kerb available for buses on the west side of Tombland.
16. The Cathedral is the most important destination for visitors. Coaches currently stop on the east side of Upper King Street. Visitors should have an impressive arrival experience and space to gather in large numbers to get on and off coaches but this is not available in Upper King Street. In order to provide this a 18m coach stop would be created in the layby on the east side of Tombland that is vacated by bus stop CP. This will help our goal of achieving coach-friendly status.

### **Parking for delivery vehicles, pay and display and taxis**

17. The loop road around the public toilet is lined with a loading bay, short stay pay and display car parking, a disabled parking space and a hackney carriage stand. These would be relocated to the space on the east side of the carriageway formerly occupied by bus stop CP, with the exception of the short stay pay and display car parking which would not be replaced. The proposed change in the amount of spaces available for these parking functions is summarised in the table below and their current and proposed locations are shown in appendix 2 and 3. Disabled motorists currently have to exit their cars onto the carriageway of the loop road whereas the proposed arrangement allows them to exit onto the footway. The current loading bay is inadequate and will be expected to cater for coach pick up and drop off as well as deliveries.

No. Of Spaces)	Timing	No. of Spaces	Timing
<b>Current</b>		<b>Proposed</b>	
<b>Taxis</b>			
1	Anytime	1	Anytime
6	18:30-05:00	5	18:30-05:00
6	23:30-05:00	8	23:30-05:00
<b>Short stay P&amp;D</b>			
6	Mon-Sat 07:30-18:30	0	
<b>Disabled parking</b>			
1	Anytime	1	Anytime
<b>Loading bay</b>			
11 metres	Anytime	18 metres	05:00-18:30 (Shared with coaches)

18. The loop road around the disused toilet block is a popular place for Norwich School parents to pick up and drop off children. This manoeuvring of vehicles in a tight space near the Ethelbert Gate makes it feel uncomfortable and unsafe for pedestrians and cyclists, particularly schoolchildren. Removing the loop road would ease this. Some other schools work with the city council to use tokens for pay and display parking. There is potential for this system to be used by the Norwich School at nearby P&D locations such as Bishop's Gate and Cathedral Street and the council has been discussing this with the School as a complementary measure to the Tombland proposals

#### **Motorcycle parking and bicycle parking**

19. It has become customary to park motorcycles next to the disused toilet block although there is no traffic regulation order underpinning this activity. The motorcycle parking is not formalised or delineated and encroaches on other uses of the space. The proposed design includes a planted area at the back of the main space, behind which motorcycle parking would be located. Bicycle parking would also be provided there, increasing the overall amount of parking in response to the growing popularity of cycling in the city as a result investment over recent years.

### **Pavement cafes and trade waste**

20. The restaurants are licensed to have pavement cafes. These are less popular than they could be because the space is constrained and the quality of the surroundings undermined by the loop road and associated parking activity. The uneven gravel surface also causes problems. The proposed design would create larger and more attractive areas for pavement café activity, boosting the local economy. The surface would be smooth.
21. The restaurants have also adopted an unauthorised practice of leaving trade waste in a group of large bins on the highway because they lack space within their building to store more than one day of waste. This practice needs to cease. Furthermore it is incompatible with the high quality public space that would be created through this project. The businesses will need to increase the frequency of their collections so waste is not stored on the highway in line with the way other businesses in the area operate.

### **Disused toilet block**

19. The space is dominated by a partially subterranean and disused building containing toilets. They have been closed since 2013 and there is no prospect of them reopening due to the cost of maintenance and the inaccessible design. Alternative provision is available in nearby restaurants, and at the Rose Lane car park. Demolishing the toilets will create much needed space for pedestrians, street trading, outdoor performances and events. Planning permission will be required for the demolition.

### **Trees**

20. The trees in Tombland are mature and provide a range of environmental and aesthetic benefits. However, two or three trees would need to be removed to facilitate the scheme because they are planted too close together, follow the line of the removed roadway or are located uncomfortably close to a building. These would be replaced by around five new trees that would follow the alignment of the new footway on the east side of Tombland.

### **Historic features**

21. Tombland is one of the most historic public spaces in Norwich, having been the market place before the Norman Conquest. It is surrounded by fine buildings, almost all of which are listed for their special architectural and historic importance and it lies within the city centre conservation area.
22. The removal of the disused toilet block and adjacent road will enable better use to be made of this public space and improve the setting of numerous listed buildings. The changed traffic approach to the Ethelbert Gate will also reduce the damage to the monument. New lighting and tree planting will be designed to complement the buildings.
23. There is a granite obelisk next to the disused toilet block, which was installed in 1860 to commemorate the location of machinery that stood on the site between 1700 and 1850 and supplied drinking water to the city. Most people are unaware this because it is hidden from many viewpoints by the toilet and items



of street furniture. The obelisk would be restored and moved to form the central feature of the space.

24. The cobbles are an attractive feature of the space. However, they make the ground difficult to maintain or walk on leaving it dirty and unusable. The proposal is therefore to remove cobbles in all the areas where people would walk and relay some of them in more limited areas to form an “apron” to the buildings and frame building entrances and the main footway alongside the eastern range of buildings.

### **Lighting**

25. Tombland is a popular area at night but the lighting is very poor. It is focused on the main carriageway and the rest of the space is dark and uninviting. It can feel unsafe and the lack of light makes the CCTV camera less effective. A new lighting scheme would be designed to complement the way the space would work.

### **North Tombland**

26. Some minor amendments to the northern part of Tombland are proposed as part of these changes. These include introducing bollards between the main carriageway and cycle track to prevent unauthorised parking as was originally proposed, but was not done at the time in the hope that the area would function effectively without them. The cycle track would be adjusted so that it re-joins the carriageway just south of the Princes Street traffic lights to co-ordinate with the proposals for south Tombland presented here.

### **Consultation**

27. These proposals have been informed by gathering information from the following organisations and individuals: Norwich Access Group, Norfolk and Norwich Association for the Blind, Royal National Institute for the Blind, businesses (Zizzi, Giggling Squid), bus operators (konectbus, First, Sanders Coaches), local members representing Thorpe Hamlet, Norwich Cathedral, Norwich School, Norwich BID, Norwich Cycling Campaign and the Norwich Society.
28. A three-week consultation on the design of the scheme is planned for January 2019 and would include a staffed exhibition promoted through a news release and letters to local residents and business.

### **Timetable**

29. Following the consultation in January the scheme will be amended as necessary and approval will then be sought to advertise the necessary statutory traffic regulation orders (TROs). The TROs will not be advertised until it is confirmed that there is funding available through the Transforming Cities Fund, an announcement on which is expected late-Summer/Autumn 2019. Construction will commence once all approvals in place. That is currently estimated to be in 2020/21.

30. Planning consent is required for the demolition of the toilet block. Subject to funding being available this process could start ahead of any decision on the Transforming Cities Fund, as removing the block would improve the environment in Tombland, regardless of the scheme outlined in this report.

## Integrated impact assessment



**NORWICH**  
City Council

### Report author to complete

<b>Committee:</b>	Norwich Highways Agency Committee
<b>Committee date:</b>	20 December 2018
<b>Director / Head of service</b>	Andy Watt
<b>Report subject:</b>	Tombland Transforming Cities project
<b>Date assessed:</b>	November 2018

	Impact			
<b>Economic</b> (please add an 'x' as appropriate)	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Finance (value for money)</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The scheme would be externally funded through the Transforming Cities Fund and is subject to appropriate business case development and sign off.
<b>Other departments and services e.g. office facilities, customer contact</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	None anticipated.
<b>ICT services</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	None anticipated.
<b>Economic development</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme boosts the visitor economy and inward investment in the digital, creative and legal sectors. Connections to Magdalen Street, the Anglia Square development site, the train station and the Norwich Lanes would be strengthened.
<b>Financial inclusion</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	It will become easier to move around the city without needing to own or run a car.
<b>Social</b> (please add an 'x' as appropriate)				
<b>Safeguarding children and adults</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comment.
<b><u>S17 crime and disorder act 1998</u></b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme will provide more easily managed space and the potential for improved CCTV coverage. The police will be consulted as part of the consultation and throughout any subsequent detailed design to ensure any particular concerns / issues around crime and disorder are noted and addressed where appropriate.

	Impact			
<b>Human Rights Act 1998</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comment.
<b>Health and well being</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme supports increased levels of walking, cycling and public transport and the resulting health and well-being benefits of these activities. It will also create the opportunity to enjoy being outside in a beautiful and historically significant part of the city. It will foster civic pride by dealing with a neglected area.
<b>Equality and diversity (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Relations between groups (cohesion)</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	It will provide a place for people to meet and enjoy being together.
<b>Eliminating discrimination &amp; harassment</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comments.
<b>Advancing equality of opportunity</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme will improve the accessibility of the area for disabled people by providing footways, smooth surfaces, tactile delineation, and safer crossings. Groups representing disabled people have been consulted in the development of the design.
<b>Environmental (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Transportation</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme provides improved pedestrian and cycling environments and better access to public transport.
<b>Natural and built environment</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme will result in a big improvement to the aesthetic quality of one of the most historically significant open spaces in the country.

	Impact			
<b>Waste minimisation &amp; resource use</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Materials will be reused where possible e.g. cobbles.
<b>Pollution</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Making it easier for people to walk, cycle and use public transport reduces car use, congestion and consequently pollution.
<b>Sustainable procurement</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This scheme is likely to be provided under a long term contract.
<b>Energy and climate change</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme will promote more sustainable forms of transport that use less energy and mitigate climate change.
<b>(Please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Risk management</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Risk assessments are routinely carried out on contracts such as this. There is a Transport for Norwich communications plan in place to minimise any risk to reputation.

<b>Recommendations from impact assessment</b>
<b>Positive</b>
Positive impacts are expected in relation to economic development, financial inclusion, crime and disorder, health and wellbeing, relationships between groups, equality of opportunity, transportation, natural and built environment, waste minimisation, pollution, energy and climate change.
<b>Negative</b>

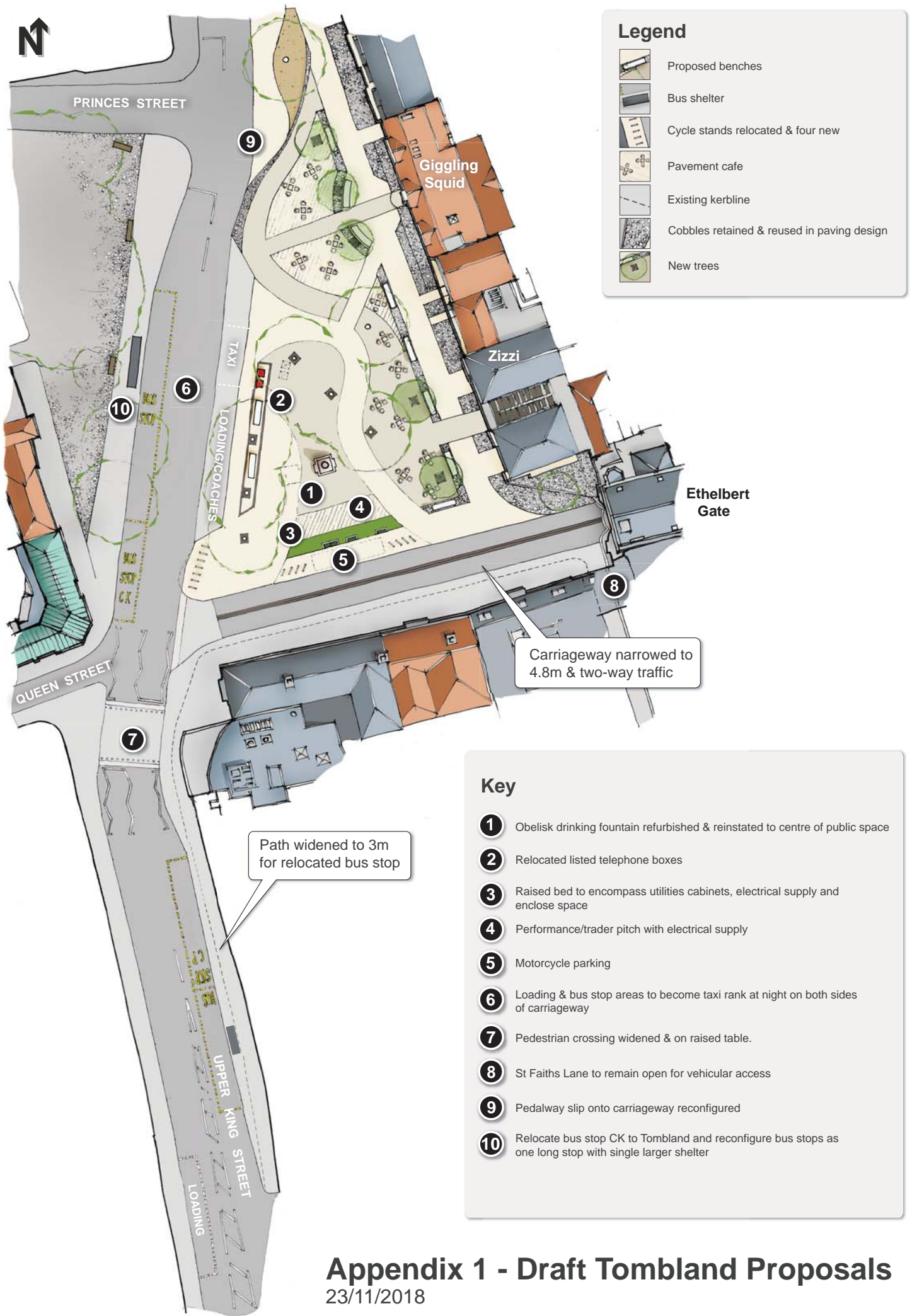
There are no negative impacts to resolve.

**Neutral**








No action is required.

**Issues**

Any issues raised through the consultation will be fully considered and reported as appropriate to NHAC.



**Legend**

-  Proposed benches
-  Bus shelter
-  Cycle stands relocated & four new
-  Pavement cafe
-  Existing kerblines
-  Cobbles retained & reused in paving design
-  New trees

**Key**

- 1** Obelisk drinking fountain refurbished & reinstated to centre of public space
- 2** Relocated listed telephone boxes
- 3** Raised bed to encompass utilities cabinets, electrical supply and enclose space
- 4** Performance/trader pitch with electrical supply
- 5** Motorcycle parking
- 6** Loading & bus stop areas to become taxi rank at night on both sides of carriageway
- 7** Pedestrian crossing widened & on raised table.
- 8** St Faiths Lane to remain open for vehicular access
- 9** Pedalway slip onto carriageway reconfigured
- 10** Relocate bus stop CK to Tombland and reconfigure bus stops as one long stop with single larger shelter

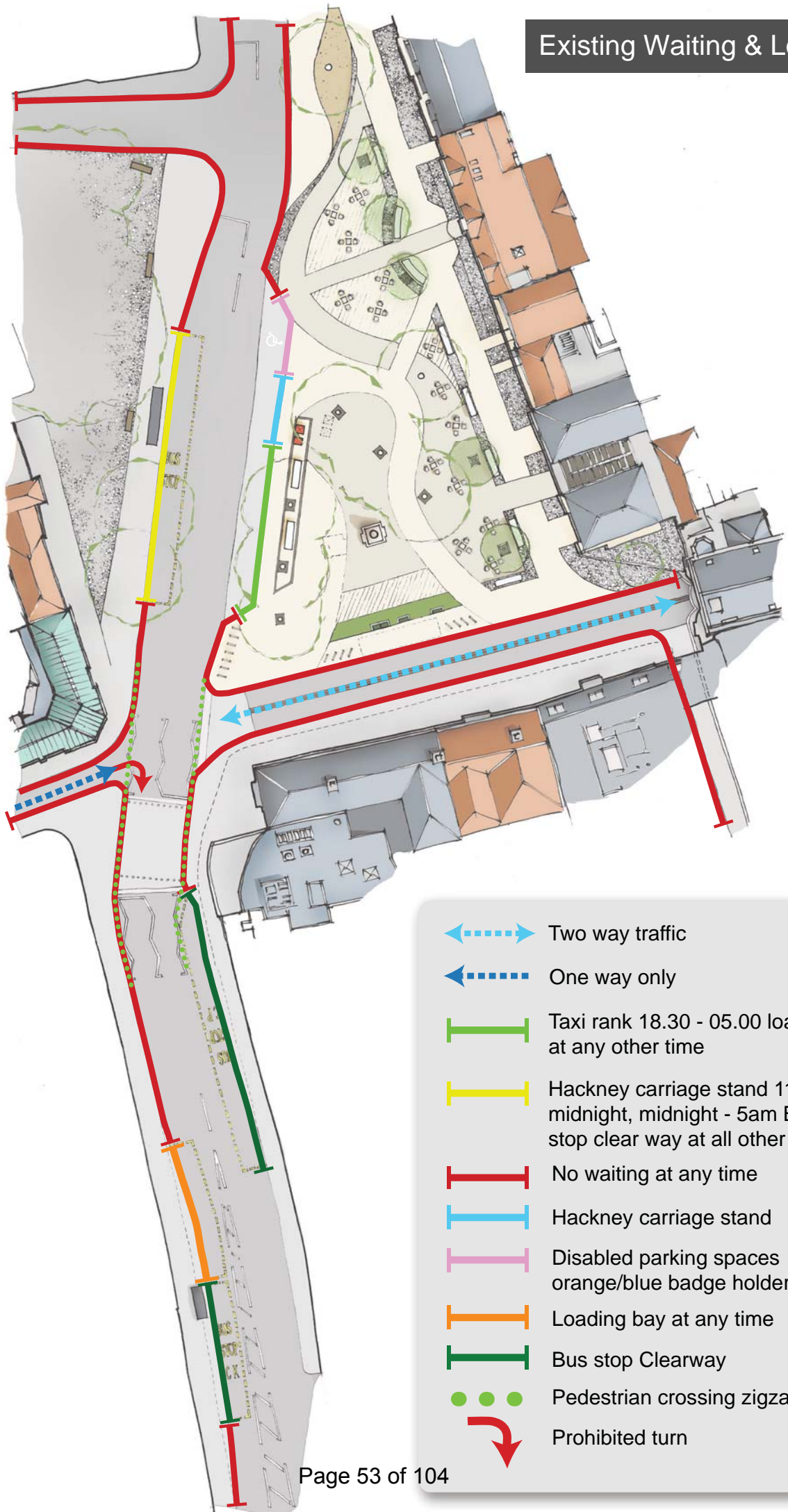
**Appendix 1 - Draft Tombland Proposals**

23/11/2018



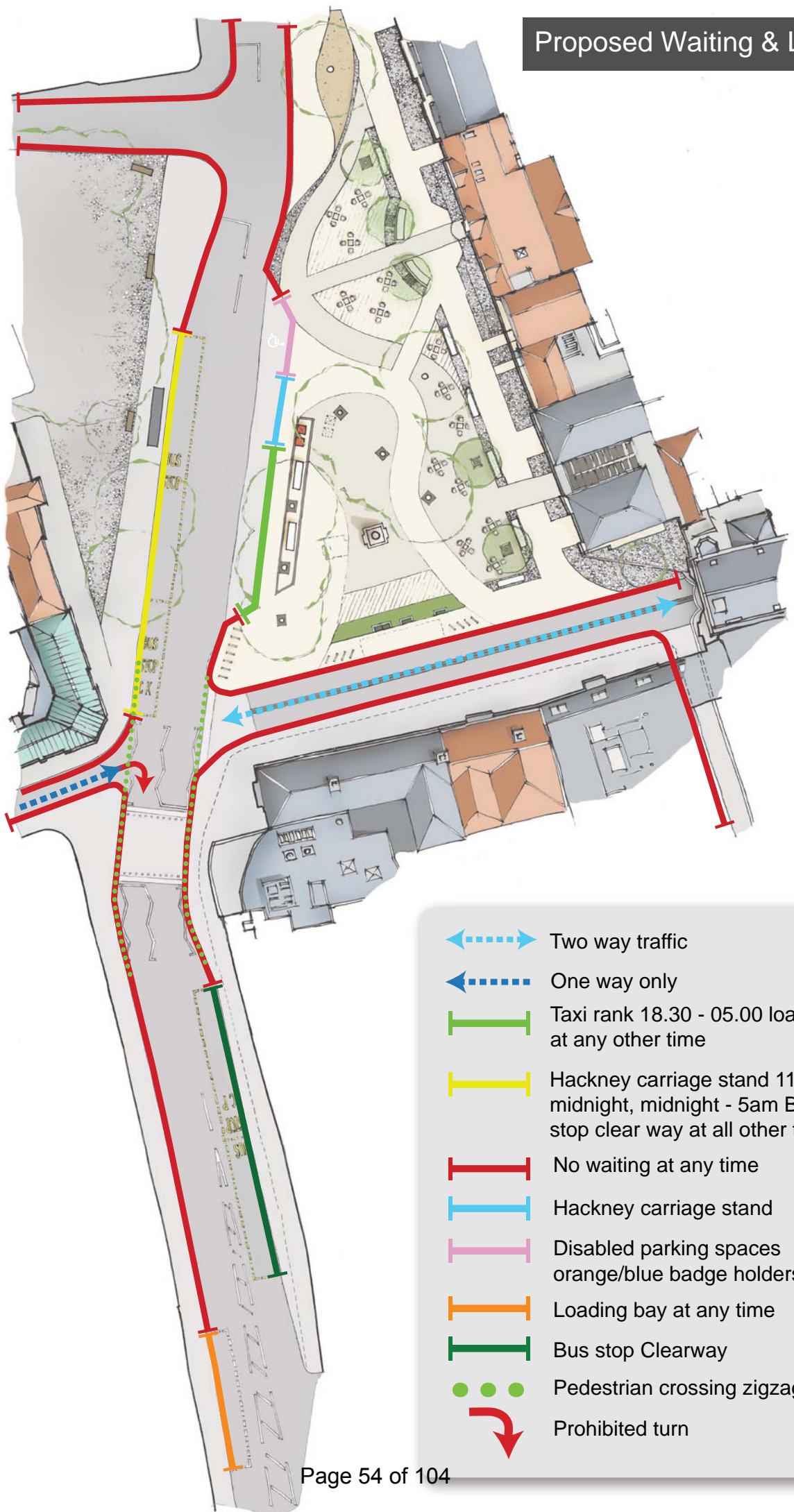



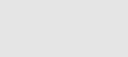



# Existing Waiting & Loading



-  Two way traffic
-  One way only
-  Taxi rank 18.30 - 05.00 loading at any other time
-  Hackney carriage stand 11.30 - midnight, midnight - 5am Bus stop clear way at all other times
-  No waiting at any time
-  Hackney carriage stand
-  Disabled parking spaces orange/blue badge holders
-  Loading bay at any time
-  Bus stop Clearway
-  Pedestrian crossing zigzags
-  Prohibited turn

# Proposed Waiting & Loading



-  Two way traffic
-  One way only
-  Taxi rank 18.30 - 05.00 loading at any other time
-  Hackney carriage stand 11.30 - midnight, midnight - 5am Bus stop clear way at all other times
-  No waiting at any time
-  Hackney carriage stand
-  Disabled parking spaces orange/blue badge holders
-  Loading bay at any time
-  Bus stop Clearway
-  Pedestrian crossing zigzags
-  Prohibited turn

**Report to** Norwich Highways Agency committee  
20 December 2018  
**Report of** Head of city development services  
**Subject** Essex Street Safety Scheme

**Item**  
**7**

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### **Purpose**

To consider the responses from the consultation and approve installation of further improvements described in this report.

### **Recommendation**

To:

- (1) approve the installation of:
  - (a) a changed priority at the junction between Essex Street and Suffolk Square;
  - (b) additional 20mph signage and road markings;
  - (c) road markings to delineate a parking bay.
- (2) agree not to introduce the proposed pinch point / cycle bypass (shown in Appendix 1).

A plan of the recommended proposals can be seen in Appendix 3.

### **Corporate and service priorities**

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

### **Financial implications**

£10,000 funded through the city council's cycle ambition funding

**Ward/s:** Town Close

**Cabinet member:** Councillor Stonard - Sustainable and inclusive growth

### **Contact officers**

Ed Parnaby, Transportation planner 01603 212446

Bruce Bentley, Principal transportation planner 01603 212445

### **Background documents**

None

# Report

## Background

1. The pink pedalway cycle route runs east-west across Norwich. Essex Street forms a key part of this route owing to its alignment with the highly used cycle route along The Avenues.
2. Previously a one-way street for all traffic, the routing of the pink pedalway, allowing two-way cycling on Essex Street was agreed by this committee in July 2014. The associated works were completed in November 2015, which included introduction of westbound contraflow cycling.
3. The scheme was subject to a stage 2 safety audit in February 2015 at the design stage and a stage 3 safety audit in December 2015 after implementation. Following a public question raised by Councillor Corlett at this committee in March 2017, a stage 4 safety audit was completed in April 2017.
4. Since the implementation of the scheme, there has been no significant change in the reported accident figures, which remain low in both frequency and severity. The stage 4 safety audit concluded that although no injury accidents have been reported on Essex Street, the potential for conflict is clear. The safety audit recommended that consideration be given to the need for mitigation measures or changes to the scheme.
5. Aside from the safety audit, concerns over conflict between vehicles and cycles on Essex Street have been raised by the public. Such conflict is also seen in the video monitoring carried out as part of the stage 4 safety audit.
6. The concerns more specifically refer to:
  - (a) A small number of motor vehicles being driven at excessive speed;
  - (b) Motor vehicles being driven illegally in a contraflow direction;
  - (c) Contraflow cyclists feeling pressured or at risk when meeting an oncoming motor vehicle;
  - (d) With-flow cyclists feeling pressured or at risk when followed closely by motor vehicles;
  - (e) Pedestrians feeling at risk if with-flow motor vehicles mount the footway to overtake with-flow cyclists;
  - (f) Pedestrians feeling at risk if contraflow cyclists mount the footway to avoid an oncoming motor vehicle.
7. A week-long 24 hour a day count in 2017 recorded an average 1,200 vehicles per day between 7am and 7pm traveling eastbound with another 180 with-flow cycles and 60 contra-flow cycles per day.
8. The survey shows that the average speed in Essex Street is 18.7mph and the 85<sup>th</sup> percentile speed is 23.9mph which indicates good overall compliance with the 20mph speed limit. However, 351 drivers of the 9507 observed over the period of a week vehicles recorded, were travelling over 30mph and 40 of those were over 50mph. These excessive speeds are above what is normally expected on roads with an average speed below 20mph. With two-way cycling

in a confined space, there is a need for vehicle speeds to be managed here more carefully than on most city streets.

9. Illegal driving against the one-way traffic order has been recorded on the survey and was also observed during the daytime hours in the on-site assessment.
10. During ten hours of intermittent recording, seven instances of contraflow cycling on the southern footway were observed. No instances of drivers overtaking on the footway were observed. It was observed that some with-flow cyclists were appeared to feel pressured by vehicles following too closely.

## **Consultation**

11. In March 2018, members of this committee gave permission to advertise and consult on changes to Essex Street which included:
  - (a) Change of priority at the Essex Street / Suffolk Square junction
  - (b) Building a traffic island with cycle bypass at the entry to the contra flow cycle lane
  - (c) Installing additional 20mp signage 20 mph roundels
  - (d) Introduce sections of marked contra flow cycle
12. Following a request from local members at the March committee, a further measure of including a pinch point / cycle bypass on Essex Street to slow traffic and increase drivers awareness of those cycling towards Unthank Road was included in the consultation. To facilitate this pinch point, a 20 metre section of residents parking would need to be removed and this was addressed in the consultation materials. The proposals are shown on the plan attached as appendix 1.
13. This consultation was held from 22 June to 17 July 2018. Details of the proposal were advertised in the local press, road notices were erected, statutory consultees and transportation consultees were directly informed. Local residents and businesses were written to and details were posted on the Norwich City Council website.
14. Along with press adverts, stakeholder emails, street notices and webpage content, 218 letters were sent to nearby residents and businesses.

## **Responses**

15. In total, 28 responses were received including one from Norfolk Constabulary Road Policing who supported the proposals. Over half of responses were from residents of Essex Street.
16. With the exception of the loss of parking to facilitate the pinch point, there was support for the proposed measures with 10 responses supporting a clearer 20mph restriction, 6 responses asking for the one-way restriction to be made clearer and another 6 responses supporting the proposals as a whole.

17. Although not part of the proposals, there were 7 responses asking for road humps to establish lower speeds.
18. There were 12 objections to any loss of residents parking on Essex Street.
19. Of the responses, 7 felt the contraflow cycle lane should be removed or routed down Trinity Street.
20. A summary of all responses can be found in Appendix 2 and the above points will be considered further below.

### **Considerations**

21. The additional sign and line work required to reinforce the 20mph restriction and marking the parking bay on the north side of Essex Street are low cost ways to help manage speeds and manage parking.
22. It is noted that a number of residents would like to see physical traffic calming and this is view supported by the local members. However this committee has adopted a policy of when traffic calming should be provided and that concluded that on roads with average speeds of less than 26mph, that physical traffic calming methods such as road humps are not justified. Given that average speeds on Essex Street are 18.7mph, introducing traffic calming on Essex Street would not fit this criteria.
23. It has been argued that as the 24 hour traffic survey showed a slightly higher than expected proportion of drivers travelling at excessive speed then an exception should be made for Essex Street. However, given there is no history of recorded injury accidents and measures to make the 20mph limit more visible are being recommended for implementation, an exception to the policy is not warranted at this time.
24. The change of priority at the junction between Essex Street and Suffolk Square will help make the one-way restriction to motor vehicles more clear and make it more challenging for those wishing to drive against the one-way traffic to do so. It is expected that drivers will approach Essex Street with more caution as they will need to give way on occasion. This should also help reduce vehicle speeds.
25. The pinch point / cycle bypass would offer some benefit to those cycling in a contraflow direction but the clear response from the consultation was that the loss of parking required to achieve this was not acceptable. This element of the proposals is not being recommended.
26. The routing of the Pink Pedalway has been considered by this committee on a number of occasions and it has been concluded that Essex Street offers the most appropriate route considering factors such as alignment, directness and the avoidance of awkward right turns. Contraflow cycling was observed on Essex Street before the contraflow facility was installed and would likely continue to some level if it was removed. The most appropriate option is to encourage safer driving and more consideration by all users.



## **Conclusion**

27. In weighing up the positive safety record on Essex Street with the concerns of users of the route and residents, along with the Norwich City Council 20mph policy and national guidance; it is recommended that the following proposals are implemented (Appendix 3):

- (a) A changed priority at the junction between Essex Street and Suffolk Square;
- (b) Installing additional 20mph signage and road markings;
- (c) Installing road marking to delineate a parking bay on the northern side of Essex Street.

28. The creation of a pinch point with a cycle bypass and associated loss of parking provision for a length of 20 metres is not recommended for implementation.

## Integrated impact assessment



**NORWICH**  
City Council

### Report author to complete

<b>Committee:</b>	Norwich Highways Agency Committee
<b>Committee date:</b>	20 December 2018
<b>Director / Head of service</b>	David Moorcroft/ Andy Watt
<b>Report subject:</b>	Essex Street safety scheme
<b>Date assessed:</b>	9 November 2018
<b>Description:</b>	A report to seek approval for safety improvements to Essex Street



	Impact			
<b>Economic (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Finance (value for money)</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Reducing conflict and raising awareness of 20mph
<b>Other departments and services e.g. office facilities, customer contact</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>ICT services</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Economic development</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Improving the access to education and employment
<b>Financial inclusion</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Improving the access to low cost transport options
<b>Social (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Safeguarding children and adults</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b><u>S17 crime and disorder act 1998</u></b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Human Rights Act 1998</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Health and well being</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Lowering traffic speeds and enforcing the one-way restriction better will improve the street environment for walking and cycling

	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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Will provide safe and low cost transport options
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Lowering traffic speeds and enforcing the one-way restriction better will improve the street environment for walking and cycling
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
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"/>	Will encourage use of zero emission transport
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Will encourage use of zero emission transport
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments

	<b>Impact</b>			
<b>Risk management</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

<b>Recommendations from impact assessment</b>	
<b>Positive</b>	
There are a number of positive outcomes for safety and active travel that will be achieved with this scheme	
<b>Negative</b>	
N/A	
<b>Neutral</b>	
N/A	
<b>Issues</b>	
N/A	



Transport for Norwich



Area of no parking and lane separation

Improved road markings

Give way lines move to change priority of junction

Essex Street consultation plan

**Appendix 2**  
**Consultation responses**

<b>Objection / comment</b>	<b>Frequency</b>	<b>Response</b>
Object to reduced parking spaces	12	This element of the proposals will <u>not</u> be taken forward
Support clearer 20mph / more markings needed	10	This element of the proposals will be taken forward
Speed bump to force traffic to slow down / road hump needed near Number 1 Essex Street to establish appropriate speeds	7	A road hump could bring down speeds further but with the average speeds described in section 8 of this report, taking this forward would not be in line with our published 20mph policy. Section 22 of the report considers this question in more detail.
Cycle contraflow is bad idea / Shouldn't cycle lane by rerouted down Trinity Street and up Essex Street / disappointed that option for removal of contraflow is not being considered	7	Rerouting the pedalway down Trinity Street appears to offer an alternative but it needs to be noted that owing to the alignment of Essex Street with what is a popular pedalway route, it avoids a more challenging right turn onto Unthank Road. Added to this contraflow cycling was observed before the contraflow facility was installed and would likely continue to some level if it was removed. The most appropriate option is to encourage safer driving and more consideration by all users.
Support the proposals as a whole	6	Noted
Make one-way signage clearer / drivers ignore the no-entry signs	6	The proposals will make the one way restriction clearer and discourage illegal driving
Cycle lane should be solid line to keep cars out / give those cycling clearer priority	4	Making the line solid is not possible as we cannot introduce what is legally a mandatory cycle lane that would require drivers to frequently encroach and can also reduce its effectiveness. The aim on Essex Street is for lower speeds, improved awareness and more consideration between all users.

Objection / comment	Frequency	Response
No need to change junction priority /unsure whether changed priority will help.	4	This change is being recommended to discourage the recorded incidence of fast driving and illegal northbound driving.
Essex Street is a candidate for a mini Holland such as scheme in Walthamstow / Close Essex Street to through traffic and make this filtered permeability / make Essex Street an <i>access only</i> road / Prioritise pedalway route to and from Jenny Lind park	4	This option has considerable impact on access for waste collection, loading to nearby shops and potentially for residents and is being considered at this time.
Marking 1.8m wide bay is a waste of money / not sure what this achieves	3	Whilst most drivers park with consideration, marking the parking bay will help ensure the usable space is maximised.
Drivers will race to where there is no parking to avoid slowing down	2	The proposed design featured a raised separator which necessitate that motor vehicles negotiate through what is in practice a chicane and would inevitably reduce speeds, there would be no advantage gained for drivers to race towards this.
Urge Norwich city council and Norfolk county council to increase the amount of funding to at least £10 per person per year.	1	There are many established reasons to increase the spending on cycling which benefit all in society such as reduced pollution, increased physical activity, reduced health spending and the limited road space required per road user. However council budgets are under considerable pressure with the majority of cycle infrastructure schemes being delivered as part of the Cycle City Ambition Grant funding from the Department for Transport. In 2018 we have been successful in bidding for significant funding for two further schemes related to the green pedalway and where further funding opportunities become available we will look to progress further programmes of cycle improvement schemes.

Objection / comment	Frequency	Response
Have there been any safety incidents here?	1	There have been no recorded accidents since two-way cycling was introduced however we get more reports of safety concerns here than would normally be expected. The County council safety audit found that potential for conflict warranted
Can double yellow lines be painted outside the Synagogue with four marked bays on the private land a new dropped kerb?	1	There is not enough room to satisfactorily guarantee that vehicles would not overhang the footway. This would also require the loss of two further short stay spaces used by all visitors to residents on Essex Street
Use Give way to <i>oncoming vehicles</i> signage to slow drivers	1	We cannot use this prescribed sign on a one-way street
Can the spaces outside the Synagogue be designated to the charity?	1	We do not designate spaces on the public highway. Doing so would provide limited benefit to an organisation at their peak times but create a loss of parking for all others at all times.
Reversing the junction priority is a good idea	1	Noted
Marking bays is a good idea	1	Noted
Stagger the parking to calm speeds	1	This would calm speeds but would be create a significant obstacle to safe cycling, reduce available parking for residents and may limit access by waste collection or fire services.
Low kerb makes it too easy for drivers to mount the footway	1	Raising the footway here would involve substantial cost and disruption. Given the low level of observed driving or cycling on the footway, raising the kerb height is not being considered at this time. There are some existing dropped kerbs here for access.
Where are those in the new developments going to park?	1	Residents on any new build or converted (split etc) properties cannot obtain on-street parking permits.
Agree with 20mph restriction being made clearer	1	Noted

<b>Objection / comment</b>	<b>Frequency</b>	<b>Response</b>
One bay of no parking is not enough, at least two are needed	1	See above. This element is not being taken forward.
Worried about safety risk from those cycling	1	There have been no recorded injury accidents between those walking and cycling. Although there is always some level of risk, this is overwhelmingly presented by motorised vehicles and no measures are needed here slow or discourage those cycling
Make the cycle lane clearer with red or blue asphalt	1	Coloured asphalt has to be used very sparingly such as where an established accident record has been identified as being caused by drivers failing to give way at a junction and pulling into a cycle lane. It's cost and the absence of sufficient maintenance budget mean that if used where cars frequently drive, it will wear quickly and cannot be readily be replaced
Compensate for the loss of parking spaces on Essex Street by allowing residents to park behind their houses in Suffolk Square	1	See above. This element is not being taken forward.
Drivers will have to reverse down the street to the 'waiting point' which is unsafe	1	See above. This element is not being taken forward. What was being proposed was not a waiting point, cars would not need to reverse.
Loose the short stay parking by the church and the synagogue as they have their own car park and parking at the rear respectively	1	See above. This element is not being taken forward.
Drains on Essex Street are dangerous and need levelling out	2	Highways maintenance have been notified and will assess whether works are required to level the drains on Essex Street.



# Appendix 3



Transport for Norwich

Improved road markings

TRINITY STREET

ESSEX STREET

UNTHANK ROAD

SOMERLEYTON ST

Rectory 17

Holy Trinity Church

South Heigham Parochial Hall

143 to 163

106 to 142

Suffolk Square

Elm Stn

Give way lines move to change priority of junction



**Report to** Norwich Highways Agency committee  
20 December 2018

**Item**

**Report of** Head of city development services

**8**

**Subject** Waggon and Horses Lane - Proposed Traffic Management

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### **Purpose**

For members to consider the results of an Experimental Traffic Regulation Order for a road closure on Waggon and Horses Lane to protect No. 21 Elm Hill and to agree to make the closure permanent

### **Recommendations**

To:

- (1) note the results of the experimental road closure and that the initial road closure point has achieved the scheme objectives without the need to trial alternative road closure locations on Waggon and Horses Lane.
- (2) ask the head of city development to undertake the necessary statutory procedures to make permanent the provisions of the Experimental Traffic Regulation Order (TRO) without amendments.
- (3) agree minor highway works in response to consultation feedback in relation to the choice of bollard used and removal of redundant bollards nearby.

### **Corporate and service priorities**

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

### **Financial implications**

The cost of the proposal is estimated to be £8,000. (Area manager's budget)

**Ward/s:** Thorpe Hamlet

**Cabinet member:** Councillor Stonard - Sustainable and inclusive growth

### **Contact officers**

Kieran Yates, Transport planner 01603 242471

Bruce Bentley, Principal transport planner 01603 212445

### **Background documents**

None

## **Background**

1. As Members will recall from the June 2018 report to this committee, high sided vehicles have repeatedly struck the side flank corner of 21 Elm Hill at its junction with Waggon and Horses Lane.
2. As instructed, an experimental road closure was implemented at its first trial location adjacent to 21 Elm Hill / Mandell's Gallery, a large wooden bollard was installed on 13 August 2018.
3. Notices and road signs explaining the experimental road closure were installed around the locality and a letter was sent to all addresses on roads in the neighbourhood on Elm Hill, Waggon and Horses Lane and Princes Street. All documents were made available online at [www.norwich.gov.uk/TRO](http://www.norwich.gov.uk/TRO)
4. The city council transportation officer conducted site visits at intervals following the road closure to observe traffic conditions.
5. Written representations received are summarised in Appendix 1.

## **Results of the experiment**

6. Initially, following the experimental road closure, there was some confusion caused to drivers using Waggon and Horses Lane as a through route, in particular to the car park at Elm Hill, local businesses and residents. This resulted in drivers having to reverse back out of Waggon and Horses Lane or turn around.
7. Appendix 1 details feedback received and gives officer responses. It is notable that no written representations have been received by any residents of Waggon and Horses Lane. The primary concerned parties were local businesses who cited concerns about loss of trade, inconvenience to customers with unloading goods, congestion on Waggon and Horses Lane and the difficulty unlocking and removing the road closure bollard due its size and weight.
8. Problems with drivers having to reverse out of Waggon and Horses Lane, having ignored the new 'no through road sign' at Wensum Street/Tombland, quickly subsided in the following weeks. Site visits have not evidenced any congestion issues on any adjacent streets, such as Elm Hill.
9. What is most significant is that the risk of vehicle collision to No. 21 Elm Hill has been entirely eliminated without causing any detriment to the function of the local highway network.
10. The other main benefit of the road closure is that there is now an informal loading area adjacent to Mandell's Gallery without the problem of passing vehicles. Additionally, there has been an improvement to the amenity of Elm Hill, as there has been a removal of vehicle movements traversing the cobbled hill to and from Waggon and Horses Lane. This has enhanced the quality of the Conservation Area's amenity for the benefit of people living, working and visiting this historic street.

## **Response to consultation representations**

11. As an experimental traffic regulation order is a live consultation, written representations must be considered before a decision is made to either make its provisions permanent, amended or ended within the first six months of the experiment starting.
12. Appendix 1 summarises representations received and gives a detailed officer response.

## **The way forward**

13. For the reasons explained above and in Appendix 1 it is recommended that road closure adjacent to 21 Elm Hill is made permanent without amendment in terms of the location of the closure point.
14. In response to representations received the following minor changes are recommended:
  - (a) that the road closure bollard is replaced with a more easy to use product, such as a more lighter/easier to handle bollard. A key will be given again to Mandell's Gallery to enable them to remove the bollard should their business require essential vehicular access.
  - (b) that the other wooden bollards on Elm Hill that were formerly used to align vehicles to and from Waggon and Horses are removed as they are now redundant given the road closure will prevent through traffic.

## Integrated impact assessment



**NORWICH**  
City Council

### Report author to complete

<b>Committee:</b>	Norwich Highways Agency Committee
<b>Committee date:</b>	20 December 2018
<b>Director / Head of service</b>	Andy Watt
<b>Report subject:</b>	Waggon and Horses Lane; proposed traffic management
<b>Date assessed:</b>	11/10/2018

	Impact			
<b>Economic (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
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"/>	
<b>Social (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The effects of the experiment have been monitored, there have not been adverse effects.
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	21 Elm Hill will be protected from risk of vehicle strikes.
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
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
<b>Risk management</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Management of risk of listed buildings and Conservation Areas is a statutory responsibility of the Local Planning Authority. This project by the council as Highway Authority would contribute towards these duties.

Recommendations from impact assessment
<b>Positive</b>
Make permanent the experimental road closure of Waggon and Horses Lane
<b>Negative</b>
None
<b>Neutral</b>
None
<b>Issues</b>
None

Representation topic	Respondent/Number of representations	Officer response
Support for road closure (resident of No. 21 Elm Hill)	Resident x1	Support noted.
Difficulties removing road closure bollard due to its weight/bulk	Business x1 Councillor Price Councillor Stewart Member of public	Agreed  A replacement bollard will be installed that will be easier to use by Mandells Gallery.
Two other wooden bollards on Elm Hill previously installed to align vehicles to Waggon and Horses Lane are obstructive and problematic for access traffic.	Business x1	Agreed  The redundant bollards can be removed.
Difficulties of clients/ artists of Mandells Gallery to use parking spaces either side of the road closure point.	Business x1  Member of public	Advice given  The gallery was advised to recommend that artists/customers who wish to park/load goods are encouraged to drive in via Princes Street and use the space outside the gallery. Therefore only staff need to drive/park/load on the parking space on Waggon and Horses Lane adjacent to the road closure point.

Representation topic	Respondent/Number of representations	Officer response
Concern with negative impact of road closure and need to trial alternative solutions such as warning signs or height restriction bar.	Business x1	<p>Noted</p> <p>The June 2018 report gives an explanation of why a road closure point was the preferred option instead of warning signs, which tend to be ignored by drivers who were most likely to cause damage to No. 21 Elm Hill.</p>
Concern with localised congestion and road safety issues associated with vehicles reversing and turning around on Waggon and Horses Lane, including use of private land to turn (Samson and Hercules Court, Norris Court).	Business x1	<p>Noted</p> <p>As observed, most drivers who were using Waggon and Horses Lane as a through route have now realised there is a road closure and are taking alternative routes, thus largely eliminating early issues. Vehicles do not have to turn around in the private site accesses, they can reverse out onto Wensum Street if necessary.</p>
Concern that the Fire Service will not be able to access Elm Hill.	Business x1	<p>Noted</p> <p>Norfolk Fire and Rescue were consulted and no objection was received. Please note that if the Fire service needed to pass through Waggon and Horses Lane they can use bolt cutters to release the padlock to the bollard at the road closure point.</p>

Representation topic	Respondent/Number of representations	Officer response
Concern that the road closure will lead to anti social parking and loading in Waggon and Horses Lane and Elm Hill now that it is a no through road. On occasions parking has been obstructive.	Business x1	<p>Noted</p> <p>Some additional parking on Waggon and Horses Lane and Elm Hill have been observed as there is no through traffic on those sections, which tends to encourage motorists to dwell longer. However there are enforceable waiting restrictions on all these areas (no waiting at any time) which does allow for loading (for as long as this activity occurs). If there are parking contraventions civil parking enforcement will take place as a matter of routine or on request. A key has been issued to Mandells Gallery to enable them to remove the bollard should they require it. Or the Council's Highways team can be contacted to open the road closure.</p>
Concern that the road closure will affect the redevelopment of the Del Ballroom site on Waggon and Horses Lane.	Business x1	<p>Noted</p> <p>Should construction traffic need to pass through the road closure point this can be arranged, however generally it is these types of vehicles that are likely to cause damage to No. 21 Elm Hill. Therefore the Construction Management Plan should consider use of a banksman to allow vehicles to safely reverse away from the site back onto Wensum Street.</p>

Representation topic	Respondent/Number of representations	Officer response
<p>Concern that wider traffic management scheme for Elm Hill has not been undertaken, given that there have been issues with collisions with buildings and street furniture. Desire for the road closure at Princes Street/Redwell Street to be rescinded and reopened to avoid through traffic on Elm Hill. Suggestion that Waggon and Horses Lane should be made a one way street from Wensum Street to Elm Hill.</p>	<p>Friends of Elm Hill</p>	<p>Noted</p> <p>The rationale for the experimental road closure was explained in the June NHAC report, mainly concerning the need for urgency, available resources and expediency of focussing on this specific location as a specific project.</p>
<p>Disappointment that there has not been prior consultation.</p>	<p>Friends of Elm Hill.</p>	<p>Noted</p> <p>The rationale for the experimental road closure was explained in the June NHAC report, mainly concerning the need for urgency, available resources and expediency of focussing on this specific location as a specific project.</p>
<p>Concern that the road closure will affect use of an alleyway by refuse bins and collection</p>	<p>Resident x1</p>	<p>Noted</p> <p>This proposal has no effect on the continued use of the alleyway.</p>



**Report to** Norwich Highways Agency committee  
20 December 2018

**Report of** Head of city development services

**Subject** Proposed Limited Waiting Restrictions in the Sewell Ward  
– Consultation Results

**Item**

**9**

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### **Purpose**

To consider all responses from the consultation and approve installation of the proposed limited waiting restrictions in four locations in Sewell Ward.

### **Recommendation**

To

- (1) approve installation of the proposed limited waiting restrictions in four locations in Sewell Ward (as set out in the report and in 2 (a) to (d) below);
- (2) ask the head of city development services to carry out the statutory legal procedures to finalise the traffic regulation orders to:
  - (a) amend waiting restrictions in Denmark Opening as shown on plan No.PL/TR/3329/788;
  - (b) install waiting restrictions in Garrett Court and Gertrude Road as shown on plan No. PL/TR/3329/790;
  - (c) amend waiting restrictions in John Stephenson court and Violet Road as shown on plan No. PL/TR/3329/791;
  - (d) install waiting restrictions in Mousehold Avenue and Lavengro Road as shown on plan No. PL/TR/3329/792.

### **Corporate and service priorities**

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

### **Financial implications**

These works will be funded from the £6000 county members' budget for Sewell Ward

**Ward/s:** Sewell

**Cabinet member:** Councillor Stonard - Sustainable and inclusive growth

**Contact officers**

Linda Abel, senior transportation planner 01603 212190

Joanne Deverick, transportation and network manager 01603 212461

**Background documents**

None



# Report

## Background

1. A budget of £6000 has been issued to all county councillors in Norfolk for members to fund small highway improvements in their wards. This fund must be used in the financial year it is allocated. Members can choose to pool their budgets for projects that cross ward boundaries but they cannot accrue their budget to be used in future years. In the city, if members do not identify schemes to fully utilise their budget by the end of the calendar year, any underspend is spent on highway maintenance schemes in their area.
2. Cllr Brociek-Coulton has received concerns from residents of parking issues in Sewell Ward in four areas and requested to address these concerns with the county members' budget. After discussion and consideration it was decided appropriate to amend waiting restrictions in the following areas; Denmark Opening, Garrett Court, John Stephenson Court and Mousehold Avenue.

## Consultation

3. The necessary advert was published in the Eastern Evening News on 12 October 2018. Road notices were displayed on site, information was posted on the city council web site, local residents and businesses were written to and stakeholders emailed to inform the public of the proposals. The consultation period ended on 6 November 2018.
4. In total 26 responses were received from the consultation. A summary of the responses and officers comments can be seen in appendix 1. Each of the four areas is addressed separately below.

## Denmark Opening

5. Denmark Opening is a small cul-de-sac off Sprowston Road, housing six businesses, a car park for the Denmark Café and access to Layson Drive with four private houses. The close proximity and small amount of on street parking in the close has led to many confrontations between occupants over parking. The main issue is obstruction of Layson Drive, Denmark Café car park and businesses. Disagreement on the boundary of the adopted highway has also led to difficulties in enforcement.
6. A meeting held between business owners, residents, Cllr Brociek-Coulton and council officers concluded it would be beneficial to amend the existing waiting restrictions. A plan showing the recorded extent of the adopted highway was also given to interested parties. Plan No.PL/TR/3329/788 showing the agreed proposal is attached as appendix 2.
7. Two written comments have been received for this proposal. One from a resident of Layson Drive who is in support of the proposals and one from a business owner, requesting the double yellow lines outside the access door to their property are removed to enable parking. At a site meeting, it was discussed that if the yellow lines were removed, any driver could park there and block the access door and that a large vehicle, if parked in this place, would block the entrance to Denmark Opening and also block the path for pedestrians

entering Denmark Opening, forcing them to walk in the road near the junction with Sprowston Road.

8. Another business owner telephoned to request that all restrictions were removed from Denmark Opening, but they did not follow up the conversation by writing or emailing their response when asked.

Officer comments

9. It is recommended to install the waiting restrictions as advertised.

### **Garrett Court**

10. Garrett Court has 41 flats, each of which has allocated parking within off street car parks. The adjoining street, Gertrude Road is a terraced street with limited on street parking space available for residents. Some local residents choose to park in Garrett Court and at times when aiming not to block the carriageway, park on the footpath, blocking access for pedestrians. This can lead to the unsafe practice of pedestrians and wheelchair / mobility scooter users needing to travel in the road.
11. It is necessary to stop the footpath being blocked and ensure safe access for pedestrians to Garrett Court and whilst crossing the junction. If parking is reduced, visibility to pedestrians and drivers at the Garrett Court / Gertrude Road junction would also be improved.
12. The proposed parking restrictions are shown on Plan No. PL/TR/3329/790 attached as appendix 3.
13. In total 12 people responded to the consultation. Five of those objected to the proposals. The main concern was the existing limited space for residents to park in both Garrett Court and Gertrude Road, which will be made worse. The existing situation was not considered a problem for pedestrians. The responders in agreement with the proposals did acknowledge that the vehicles block the footpath and on occasions pedestrians need to walk in the road. Four responders asked for the restrictions to be extended to include the entrance into the off street car park and grass areas.

Officer comments

14. It is understood that parking for residents is important, but we need to balance this with the needs and safety of pedestrians. Further restrictions are not possible without a further public consultation; therefore it would be appropriate to install the restrictions as advertised and monitor to see if further parking issues do arise.

### **John Stephenson Court**

15. John Stephenson Court has a mixture of 18 flats and houses, each has allocated parking within off street car parks. The adjoining street, Violet Road, has many vehicles parked on street. Some local residents choose to park on John Stephenson Court, mounting the footpath to leave room for vehicles to pass. However, this then blocks the footpath, forcing pedestrians, mobility scooters and those with pushchairs into the road.

16. Plan No.PL/TR/3329/791 showing the proposed restrictions is attached as appendix 4.

17. In total 8 people responded to the proposals. Two of these objected because they felt the area has very limited parking for residents at the moment, and the junction of Violet Road with Gertrude Road had greater problems for pedestrians than the John Stephenson Court with Violet Road. Three of the responders in agreement with the proposals requested the parking restrictions were extended to remove the one parking space on the north side. Some were concerned that if a large vehicle were to park there, the access road would be too narrow for some vehicles.

Officer comments

18. As with Garrett Court, parking for residents is important, but we need to balance this with the needs and safety of pedestrians. It is considered acceptable to allow one parking space on the close as the road width at this point is 4.6m wide. However, as indicated by consultation responders, large vans often park in this area, which could reduce the available road and block access to large vehicles such as refuse lorries. However, more restrictions are not possible without a further public consultation. It is recommended to install the restrictions as advertised and monitor to see if further parking issues do arise.

### **Mousehold Avenue / Lavengro Road junction**

19. Parents taking children to and picking up from the nearby Mousehold Infant and Nursery School park on this junction. This causes problems for pedestrians and drivers negotiating the junction. Vehicles parked on the verge can also block the footpath.

20. It is necessary to keep this junction free from parked vehicles to improve road safety and encourage parents to walk or cycle with their children to school.

21. Plan No. PL/TR/3329/792 attached as appendix 5 shows the proposed double yellow lines advertised for this area.

22. Four people responded to the proposals. One objected saying the restrictions will make parking for residents and parents more difficult. One resident agreed with the restrictions at the junction, but asked for them to be shortened by a small amount to allow more space for residents to park.

Officer comments

23. The proposed restrictions cover the staggered junction of Mousehold Avenue with Lavengro Road and are considered to be the necessary length to provide good visibility of and for pedestrians and easy manoeuvrability to drivers. The proposed yellow lines are no more restrictive than parking in accordance with The Highway Code.

### **Recommendation**

24. It is recommended to install the proposed waiting restrictions on Denmark Opening, Garrett Court, John Stephenson Court and Mousehold Avenue as advertised.

## Integrated impact assessment



**NORWICH**  
City Council

### Report author to complete

<b>Committee:</b>	Norwich Highways Agency Committee
<b>Committee date:</b>	20 December 2018
<b>Director / Head of service</b>	Head of city development services
<b>Report subject:</b>	Proposed limited waiting restrictions in the Sewell Ward – consultation results
<b>Date assessed:</b>	26 November 2018

	Impact			
<b>Economic (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Finance (value for money)</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme is judged to be value for money and should reduce expenditure on enforcement of Denmark Opening and also maintenance of the three areas where vehicles are parking on the footpath.
<b>Other departments and services e.g. office facilities, customer contact</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The Denmark Opening proposals should reduce contact time for parking services and city wide services.
<b>ICT services</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Economic development</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Financial inclusion</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Social (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Safeguarding children and adults</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The schemes on Garrett Court, John Stephenson Court and Mousehold Avenue are designed to give safe passage on the public highway to pedestrians, wheelchair, mobility scooter and pushchair users.
<b><u>S17 crime and disorder act 1998</u></b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Human Rights Act 1998</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
<b>Health and well being</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	As above, the safer and easier travel for pedestrians will encourage more residents to walk rather than using their personal vehicles for short trips. It is accepted that increasing walking in everyday life activities improves health and wellbeing.
<b>Equality and diversity (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Relations between groups (cohesion)</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The proposed waiting restriction changes in Denmark Opening are designed to address parking concerns from local residents and businesses in this small cul de sac. The proposed double yellow lines in the three residential areas will stop the inconsiderate parking by some drivers which could lead to angry confrontations.
<b>Eliminating discrimination &amp; harassment</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Advancing equality of opportunity</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The ability to use the footpath safely and without obstruction will aid independence of people who need to use wheelchairs, mobility scooters and pushchairs.
<b>Environmental (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Transportation</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The schemes will give easier movement for pedestrians, encouraging more people to walk and therefore reducing the number of short trips taken by motorised vehicles.

	Impact			
<b>Natural and built environment</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The Denmark Opening proposals will give better order to parked vehicles, leaving the necessary areas free of obstruction. In the three residential areas, the footpath will not be obstructed and grass verges will not be damaged by parked vehicles.
<b>Waste minimisation &amp; resource use</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Vehicles damage kerbs and footpath construction when parking on the footpath, this leads to greater maintenance costs. This scheme will reduce the maintenance liability.
<b>Pollution</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This scheme will encourage walking, which in turn will reduce the number of short trips by motorised vehicles, which will reduce overall pollution from vehicles.
<b>Sustainable procurement</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Energy and climate change</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By encouraging walking, less petrol and diesel will be used which will add to the aim of producing less CO2 and other emissions from traffic. This scheme contributes to the corporate priority 'a safe, clean and low carbon city' by encouraging cycle use, reducing car use and CO2 emissions
<b>(Please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Risk management</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This scheme is designed to create a safe environment for all road users.



<b>Recommendations from impact assessment</b>
<b>Positive</b>
This scheme should be installed as advertised.
<b>Negative</b>
<b>Neutral</b>
<b>Issues</b>

Scheme	Organisation / Resident	Agree / Object	Comments	Officer comments
Denmark Opening	Resident	Agree	Supports the proposal	Support welcome
Denmark Opening	Denmark store		Would like the double yellow lines outside the store side door removed. This access is used for unloading stock to the shop. Would also like to park the staff vehicle in this place.	Loading and unloading are permitted on the double yellow lines in front of the access door to the store. However, it is not acceptable for a vehicle to stand unattended in this location for a long time. A vehicle will narrow the access to Denmark Opening and also block the end of the footpath from Sprowston Road, forcing pedestrians to walk in the carriageway near the junction.
Garrett Court	Resident	Object	I am not aware of problems with people parking inconsiderately; the pavement widths are similar to Gertrude Road. We will lose at least 6 parking spaces which will cause more parking difficulty. If it is necessary, just yellow lines at the junction crossing points will be enough.	Many residents have reported that vehicles block the footway for pedestrians. Pedestrian safety has to be a priority.
Garrett Court	Resident	Object	The available parking for residents is very limited now, this proposal will only make it worse.	It is understood that parking for residents is important, but need to balance this with the needs of pedestrians. It is not acceptable for pedestrians to be forced to walk or travel in the road.
Garrett Court	Resident	Agree	I agree with the proposals. Large commercial vans are the main problem.	Support welcome.

<b>Scheme</b>	<b>Organisation / Resident</b>	<b>Agree / Object</b>	<b>Comments</b>	<b>Officer comments</b>
Garrett Court	Resident	Object	I agree the corners should have double yellow lines, but the footpath is left with enough space for pedestrians. Maybe single yellow lines would be better. Where will deliveries and large vehicles when moving house park? Garrett Court does not have facilities for people with mobility scooters, so there is no need for wider footpaths.	Vehicles will be able to park on the proposed double yellow lines for loading and unloading. A single yellow line will still enable parking during the evening and night, which may force mobility scooters or people with pushchairs to walk in the road when it is dark.
Garrett Court	Landlord		I agree to the proposals, as the junction is well used by pedestrians who often need to walk in the road because of obstructing vehicles. Access for rubbish and recycle collection vehicles will be easier. I would like the yellow lines extended to cover the curved grassed areas at the entrance to the courtyard area to guarantee access.	Support welcome. Further restrictions are not possible without a further public consultation. It would be appropriate to install the restrictions as advertised and monitor to see if further parking issues do arise.
Garrett Court	Norwich Residential Management	Agree	We agree to the proposals and would like to see the yellow lines extended to cover the entrance to the car park and garden area. Commercial vehicles are not allowed to park in the allocated residents' car park, so they are likely to park on the grass area.	Support welcome. Further restrictions are not possible without a further public consultation. It would be appropriate to install the restrictions as advertised and monitor to see if further parking issues do arise.
Garrett Court	Resident	Agree	I wholly approve, the footpaths are often blocked and food deliveries have problems turning around.	Support welcome

<b>Scheme</b>	<b>Organisation / Resident</b>	<b>Agree / Object</b>	<b>Comments</b>	<b>Officer comments</b>
Garrett Court	Resident	Agree	I fully support the proposal, I would suggest extending the yellow lines to cover outside flat Nos 1 to 6 and the grass areas.	Support welcome. Further restrictions are not possible without a further public consultation. It would be appropriate to install the restrictions as advertised and monitor to see if further parking issues do arise.
Garrett Court	Resident	Object	Although some drivers do block the footpath occasionally, it is not sufficient to warrant taking away valuable parking spaces for residents when it is difficult to park in the evenings already. This proposal will only move the vehicles to other places, causing bigger problems for residents, buses and the local school. There is no safety issue with parking at the junction in this 20mph area. These proposals may help a few, but will disadvantage many more residents who will need to walk further to their cars, many of whom are elderly or have young families.	It is understood that parking for residents is important, but need to balance this with the needs of pedestrians. It is not acceptable for pedestrians to be forced to walk in the road. Parking on the footpath is against The Highway Code
Garrett Court	Resident	Object	There is not enough parking available to the residents of the area as it is. With vehicles parked on Gertrude Road, visibility will not be improved.	By removing parked cars at the junction, it will be easier for pedestrians to cross and give a better view for drivers. It is understood that parking space is limited for residents, but the needs of pedestrians and their safety is a priority.

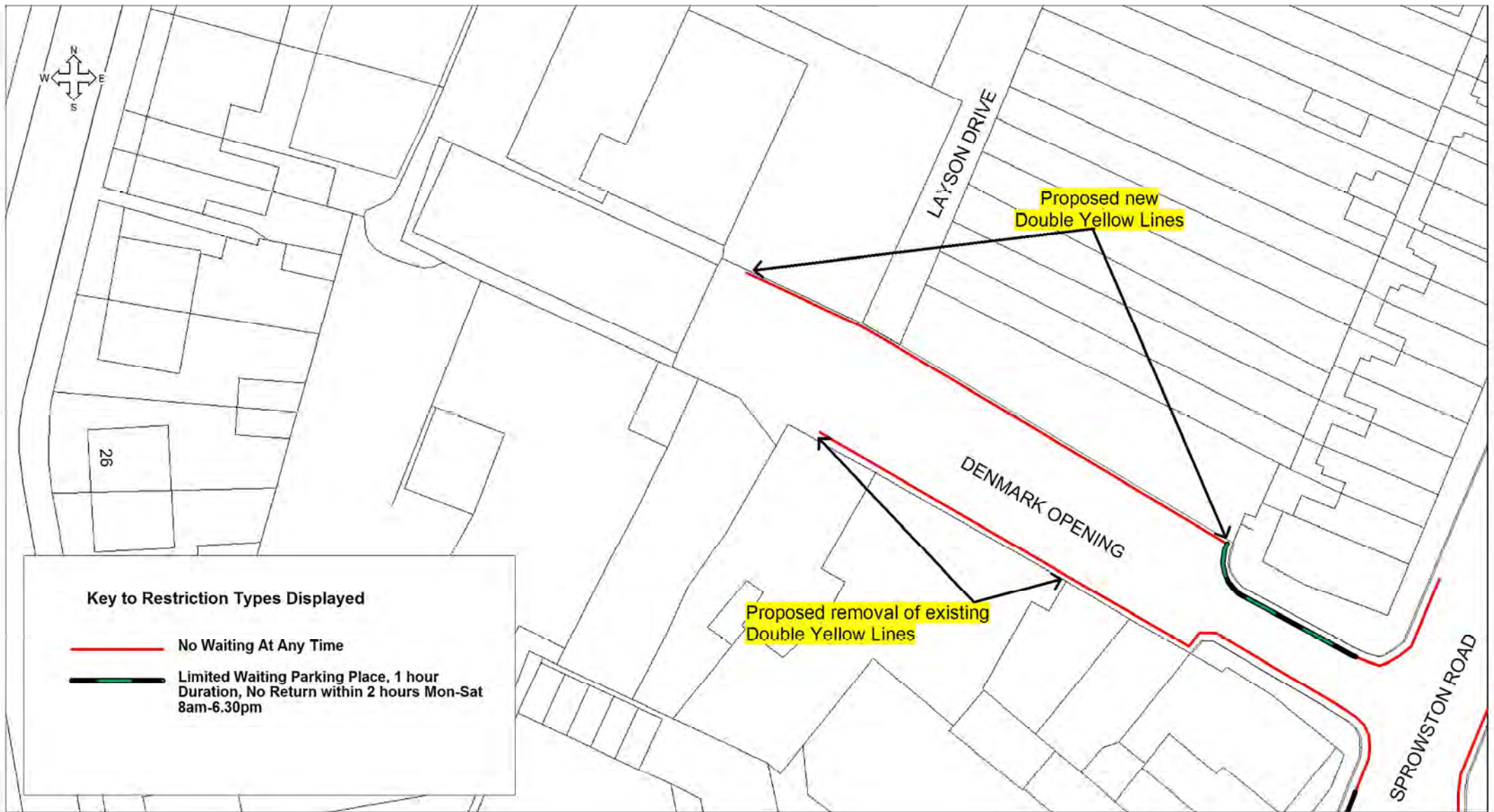
<b>Scheme</b>	<b>Organisation / Resident</b>	<b>Agree / Object</b>	<b>Comments</b>	<b>Officer comments</b>
Garrett Court	Resident	Object	This proposal is unnecessary, will not improve pedestrian access and make the parking more crowded.	Many residents have reported that vehicles block the footway for pedestrians. Pedestrian safety has to be a priority.
Garrett Court	Resident	Agree	I welcome the proposal as it has been problematic for as long as I can remember. Would like further restrictions at the entrance to the residents car park.	Support welcome. Further restrictions are not possible without a further public consultation. It would be appropriate to install the restrictions as advertised and monitor to see if further parking issues do arise.
John Stephenson Court	Resident and one director of Right to Manage Company	Agree	There should not be a space left for a vehicle to park on John Stephenson Court. Residents do not need this. It will be taken by a large vehicle which will mean access problems.	Support welcome. Further restrictions are not possible without a further public consultation. It would be appropriate to install the restrictions as advertised and monitor to see if further parking issues do arise.
John Stephenson Court	Resident		A number of people who park in this area do not actually live on the road. Violet Road should become permit parking.	At the moment the council does not have proposals to review the extent of the northern controlled parking area.
John Stephenson Court	Resident	Agree	I completely agree with the proposed parking restrictions, the vans that park on the junction often make it very hard to see and get out.	Support welcome
John Stephenson Court	Resident	Agree	I would like to support this idea as it's something I have wanted to request.	Support Welcome.

<b>Scheme</b>	<b>Organisation / Resident</b>	<b>Agree / Object</b>	<b>Comments</b>	<b>Officer comments</b>
John Stephenson Court	Resident	Agree	The yellow lines should be extended to completely cover John Stephenson court. A vehicle parking in the area where no lines are proposed will block access for large vehicles such as refuse lorries.	Support welcome. Further restrictions are not possible without a further public consultation. It would be appropriate to install the restrictions as advertised and monitor to see if further parking issues do arise.
John Stephenson Court	Resident	Object	There is limited parking in the area and this will only push vehicles onto Violet Road. The junction of Violet Road with Gertrude Road has much more of an issue with visibility, than this junction.	It is understood that parking for residents is important, but need to balance this with the needs of pedestrians. It is not acceptable for pedestrians to be forced to walk or travel in the road. The junction of Violet Road with Gertrude Road is already protected with double yellow lines. This is considered appropriate for this junction.
John Stephenson Court	Resident	Agree	I completely agree with these lines being installed. The yellow lines should be extended to completely cover John Stephenson court. A vehicle parking in the area where no lines are proposed will block access and could cause accidents. Residents of John Stephenson Court have off street parking and do not need further areas to park. My neighbour holds the same views.	Support welcome. Further restrictions are not possible without a further public consultation. It would be appropriate to install the restrictions as advertised and monitor to see if further parking issues do arise.

<b>Scheme</b>	<b>Organisation / Resident</b>	<b>Agree / Object</b>	<b>Comments</b>	<b>Officer comments</b>
John Stephenson Court	Resident	Object	A more serious area of concern is the junction from Violet Road onto Gertrude Road. Residents only have one off street parking space so second cars or visitors need to park on the road. Some residents rent their space out to external parties.	The junction of Violet Road and Gertrude Road is already protected by double yellow lines. This is considered appropriate for this junction. It is understood that parking for residents is important, but need to balance this with the needs of pedestrians. The use of private car parks is beyond the scope of this scheme.
Mousehold Avenue	Resident	Object	I do not support the proposal as I feel it is punitive to all and will definitely make parking even more difficult for local residents. School parents need somewhere to park and it is only for a short time.	There are many areas around the school to park where it is safe to do so. This proposal only stops parking at the junction where road safety is a priority.
Mousehold Avenue	Resident	Agree	Would also like road markings and bollards to protect the bus stop, wood bollards to protect the grass verge at the junction, speed checks on traffic as it is well above 20mph especially at peak traffic times.	The existing bus stop on Lavengro Road has a bus stop clearway. Double yellow lines restriction of no parking does also apply to the verge and footpath behind the lines. Speed enforcement is a police responsibility. The council does have speed monitoring units to address speeds by informing the driver of the vehicle speed. This is a mobile unit and Mousehold Avenue will be added to the list of proposed sites for the future.

<b>Scheme</b>	<b>Organisation / Resident</b>	<b>Agree / Object</b>	<b>Comments</b>	<b>Officer comments</b>
Mousehold Avenue	Resident	Agree	I agree with the yellow lines at the junction but think they should be shortened to allow more space for residents to park. If parking is moved further along the road it may cause problems for people getting out of their driveways. The grass bank should be made into parking space for residents.	The area chosen for the yellow lines will allow free movement of vehicles and give pedestrians a clear view of traffic when crossing. Parking may be displaced, but drivers need to park considerately. There are no funds to provide hard standing areas for residents vehicles.
Mousehold Avenue	Resident	Agree	The main concern is drivers parking on the verge and obstructing footpaths. Parking in this area seems to have grown in recent years including commuters leaving their cars all day.	Support welcome. At the moment there are no proposals to consider introducing a resident parking zone.





**Key to Restriction Types Displayed**

 No Waiting At Any Time

 Limited Waiting Parking Place, 1 hour Duration, No Return within 2 hours Mon-Sat 8am-6.30pm

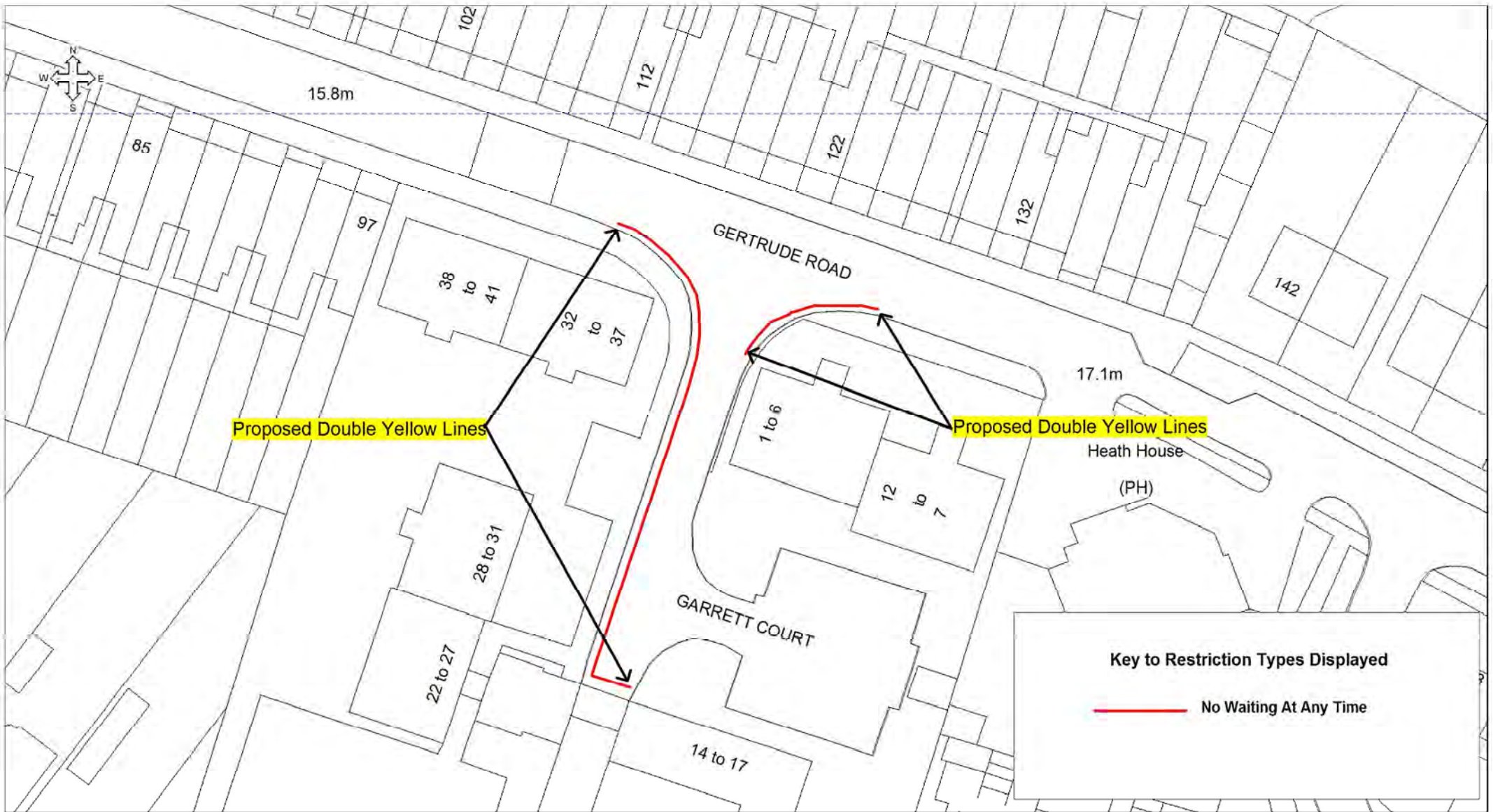
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Proposed amendments to double yellow lines  
 Denmark Opening

Appendix 2

SCALE	1 : 500
DATE	07/06/2018
DRAWING No.	PL/TR/3329/788
DRAWN BY	JG



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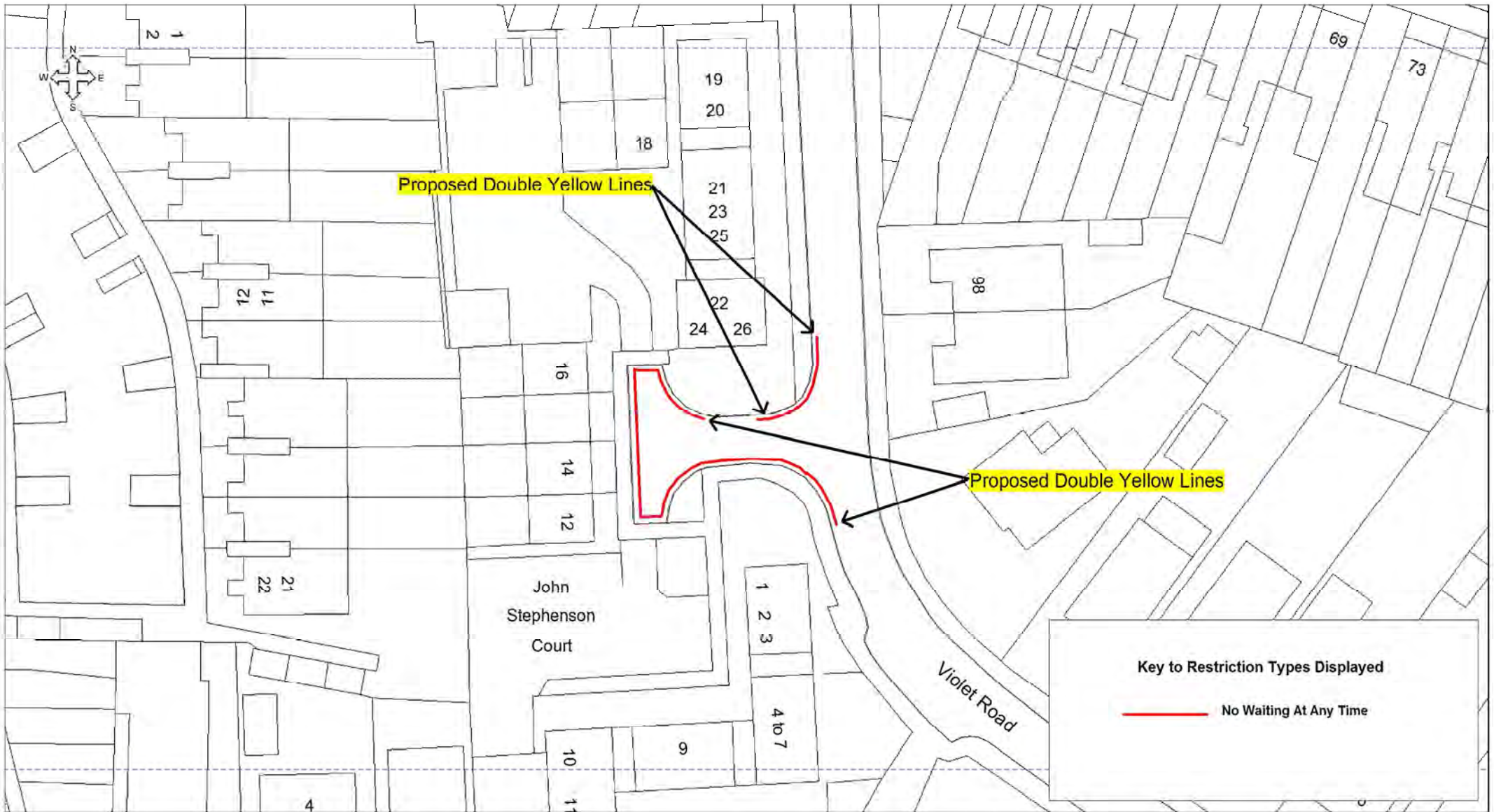


Proposed Double Yellow Lines  
 Garrett Court

Appendix 3

SCALE	1 : 500
DATE	19/09/2018
DRAWING No.	PL/TR/3329/790
DRAWN BY	JG



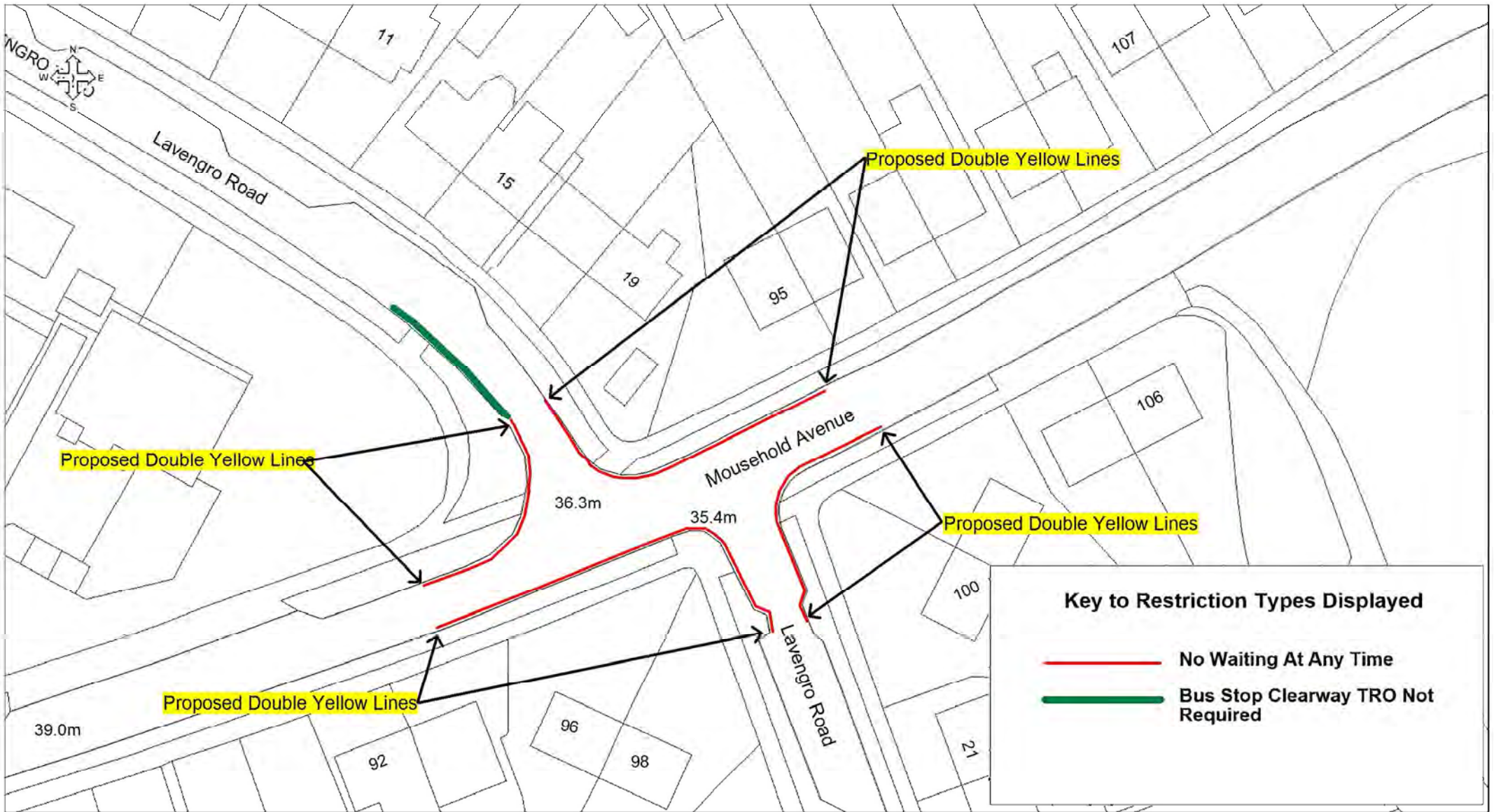


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Proposed Double Yellow Lines  
 John Stephenson Court

SCALE	1 : 500
DATE	19/09/2018
DRAWING No.	PL/TR/3329/791
DRAWN BY	JG



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Proposed Double Yellow Lines  
 Mousehold Avenue

Appendix 5

SCALE	1 : 500
DATE	19/09/2018
DRAWING No.	PL/TR/3329/792
DRAWN BY	JG