

**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

---

### **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.

**Appendix 1**

<b>Representation topic</b>	<b>Respondent/Number of representations</b>	<b>Officer response</b>
Concern with negative impact of road closure and need to trial alternative solutions such as warning signs or height restriction bar.	Business x1	Noted  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.
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	Noted  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.
Concern that the Fire Service will not be able to access Elm Hill.	Business x1	Noted  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.

**Appendix 1**

<b>Representation topic</b>	<b>Respondent/Number of representations</b>	<b>Officer response</b>
<p>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.</p>	<p>Business x1</p>	<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>
<p>Concern that the road closure will affect the redevelopment of the Del Ballroom site on Waggon and Horses Lane.</p>	<p>Business x1</p>	<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>

Appendix 1

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>