NORWICH City Council

Norwich Highways Agency committee

Date: Thursday, 22 March 2018
Time: 10:00
Venue: Mancroft room, City Hall, St Peters Street, Norwich, NR2 1NH

Members:

County Councillors:	**City Councillors:**
Fisher (chair)*	Stonard (vice chair)*
Vincent *	Bremner*
Bills	Carlo
Jones (C)	Lubbock
Thomson	Peek

* voting members

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IN TRAN communication for all

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Agenda

Page nos

1 Apologies

To receive apologies for absence

2 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, 19 March 2018.**

Petitions must be received must be received by the committee officer detailed on the front of the agenda by **10am on Wednesday, 21 March 2018.**

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

3 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)

4 Minutes **5 - 12**

To approve the accuracy of the minutes of the meeting held on 18 January 2018

5 Transport for Norwich - 20mph Areas Associated with the Blue and Yellow Pedalways **13 - 22**

Purpose - To seek approval to consult on the proposals to install 20mph speed limits in the residential areas surrounding the blue and yellow pedalway

6 Transport for Norwich – Review of Essex Street Cycle **23 - 32**

Contraflow

Purpose - To seek approval to consult on the proposed changes to Essex Street that will increase safety and reduce conflict for all users.

7	**Review of Bus Lane Traffic Regulation Orders**	**33 - 42**

Purpose - To note the progress on bus lane enforcement by camera in the city and agree to delegate to the head of city development services the review and finalisation of any revised orders relating to bus lanes and bus gates.

8	**Enforcement of Parking Adjacent to Dropped Kerbs**	**43 - 52**

Purpose - To agree that the city council should use its powers under the Traffic Management Act 2004 to issue fixed penalty notices to vehicles parked adjacent to dropped kerbs even if no parking related traffic regulation order exists

9	**Air Quality –Fixed penalty, stopping of engines**	**53 - 62**

Purpose - To inform Norwich Highways Agency committee of the report that will be considered by cabinet on 14 March 2018 about enforcing engine switch-off. This cabinet report recommends that Norwich City Council applies to become a designated local authority for the purpose of issuing fixed penalties notices (FPNs) for stationary engine idling offences.

10	**Renewal of the Highways Agency Agreement between Norfolk County Council and Norwich City Council**	**63 - 80**

Purpose - To note the contents of the attached reports from Norfolk County Council and Norwich City Council.

11 Committee schedule 2018-19 **81 - 84**

Purpose - To agree the meeting schedule for the 2018 to 2019 civic year.

Date of publication**: Wednesday, 14 March 2018**

NORWICH City Council

MINUTES

Norwich Highways Agency committee

10:00 to 10:40 **18 January 2018**

Present:	**County Councillors:**	**City Councillors:**
	Fisher (chair) (v)*	Stonard (vice chair) (v)
	Vincent (v)	Peek (v) (as substitute for Councillor Bremner)
	Bills	Carlo
	Jones (C)	Wright (substitute for Councillor Lubbock)
	Thomson	

*(v) voting member

Apologies: City Councillor Bremner, Lubbock and Sands (M)

1. Public Questions/Petitions

Public question 1

Ms Margaret Todd, Norwich Cycling Campaign, to ask the following question:

"Several schemes to improve provision for cycling installed in the past few years rely on painted lines for the safety of the route. The most obvious example is the Magdalen Street contraflow where the mandatory cycle lane is defined by a white line. In practice, many vehicles have to cross this line because of car parking on the other side of the road; both legal, illegal and sometimes just inconsiderate.

This line is the only protection for cycling, a visual signal to drivers that they must be aware of cycles in the contraflow line and not cross it unless it is safe to do so. This line is not advisory or for information, but a legally enforceable space on the highway and essential for safe cycling along this route. It has disappeared along much of its length.

Can the committee say when this line will be re-instated? What resources and plans are there in place to maintain this lane and others in a safe condition for the future?"

Councillor John Fisher, chair, to reply on behalf of the committee:

"Thank you for bringing this to my attention. The city council's highways team will make sure that the lining highlighted on Magdalen Street is included in the

> 2018 programme. Unfortunately it cannot be done sooner as this year's re-lining budget has already been spent. The city council's routine maintenance lining programme is usually undertaken during the spring and summer months, as the weather and road conditions at that time improves the durability of the refreshed lining and helps to ensure its lasts longer."'

As a supplementary question, Ms Todd asked that as the lines at this junction performed an essential safety function could re-lining be implemented before any injuries were sustained as it would be too late then. The chair confirmed that the committee would take on board her concerns. The highways design and maintenance manager, Norwich City Council, referred to the pressure on the highways maintenance budgets in the city and across the county, and said that difficult decisions had to be taken in prioritising requests for highways maintenance. He also noted that there were safety implications for stoplines for cyclists and asked that the Norwich Cycling Campaign advised the city council's highways maintenance team if there were any more that they considered should be investigated.

Public question 2 – This question relates to agenda item 6 – University Area Parking Consultation

Mr Hunt, Osborne Road, to ask the following question on behalf of Mr Paul Brett, Osborne Road:

> "Firstly I would like to say in short as possible way what has been happening up here for a number of years. We have had lots of problems with students parking here, leaving their cars here for up to three weeks at a time, so we have nowhere to park. There are six houses in Osborne Road that do not have driveways so we do not have the option of parking in our garden or will never have due to the angle of the embankment!
>
> The proposal is to place double yellow lines from Bluebell Road to 10 to 12 Osborne Road which won't work. Can you tell me where we are going to park? We have a mobility car for my son but don't have a badge. We agree that double lines need to be at the Blue Bell Road junction. We have spoken to people further down Osborne Road and explained that if this goes ahead we will have to park down there end and they aren't happy with that. Sorry for the explanation!
>
> My question is can we please have permit parking from the boundary of no 2 for approximately 40 metres towards Bluebell Road. This would resolve the parking issues for us and stop student parking.
>
> Please can you consider this as it would resolve the safety issues. Thank you."

Councillor John Fisher, chair, to reply on behalf of the committee:

> "Thank-you for your question, and I am sure that everyone can appreciate the frustration of not being able to park.
>
> I understand that, although Osborne Road as a whole did not support the idea of permit parking, there was more support at the Bluebell Road end of the street

than elsewhere. However the response rate was still low with only six of the first twenty homes responding (a 30 percent response rate) and only four of those six households supported the idea.

Although a majority of those who did respond supported permit parking, I do not believe that we can justify providing permit parking in these circumstances. We have not implemented individual permit parking bays outside extended permit parking zones anywhere else in the city and it would create a precedent that we do not have the resources to accommodate in other areas.

I understand from the report that it is possible to consider lesser restrictions on Osborne Road than the double yellow lines that were advertised. I am sure that the committee will want to consider that, and when officers introduce the report they will be suggesting an alternative proposal which they believe will help address the student parking problem."

In response to a question from Mr Hunt, the principal planner (transport), Norwich City Council, explained that a revised proposal for Osborne Road would be presented to the committee which would be double yellow lines on the south side of the road and a limited waiting bay operating between 10 am and 4 pm on the north side.

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 21 September 2017.

4. Norwich Area Transportation Strategy Implementation Plan – Rose Lane and Prince of Wales Road

(A supplementary agenda containing revised graphs to paragraphs 33 and 35 of the main report, due to a formatting issue, had been circulated prior to the meeting.)

During discussion, Councillor Jones, Thorpe Hamlet Division, said that there had originally been a lot of objections in his division to the proposed scheme, but that following the changes he considered that the amended scheme would be broadly welcomed.

Councillor Stonard, vice chair, referred to the report and Norwich Area Transportation Strategy which following public consultation had established the principles for this scheme. The detailed scheme proposed in the report was based on traffic modelling and assessed against the impact of other transport strategy measures that had been implemented. This consultation was therefore another opportunity for members of the public to comment on the proposals for a scheme which would improve the environment in Prince of Wales Road.

The chair moved and the vice chair seconded the recommendations as set out in the report.

During discussion the principal planner (transport) referred to the report and answered members' questions. Councillor Carlo expressed concern that Prince of Wales Road would not be restricted to bus and taxi use only and that air quality issues were not being addressed at Foundry Bridge. She said that she shared First Bus's disappointment with the proposed scheme as it did not allow two-way traffic for bus and taxi use only. The principal planner (transport) said that Foundry Bridge would be considered as part of the review of all the inner ring road junctions. He explained that modelling had shown that removal of general traffic from Prince of Wales Road would cause congestion in the surrounding road network. The improvements to Agricultural Hall Plain would simplify the system and achieve better bus times. The scheme provided better links with Mountergate and the mixed development sites at St Anne's Wharf and Rose Lane car park. He acknowledged that comments had been received from the bus operating companies which had yet to be reviewed.

The chair said that Norwich BID supported the proposals.

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

(1) note that the original strategic proposal to remove general traffic from Prince of Wales Road and make Rose Lane two-way has proven not to deliver the anticipated benefits, and the scheme has been refined to achieve the most positive outcomes for transport in the city centre;

(2) approve for consultation the proposals included in the Rose Lane / Prince of Wales Road project, including:

(a) re-aligning the road between the end of Mountergate and Prince of Wales Road, creating a new public space on Prince of Wales Road and a two-way link between Prince of Wales Road and Mountergate;

(b) closing Eastbourne Place to motorised traffic;

(c) narrowing Rose Lane to two traffic lanes along the majority of its length, providing wider pavements, an off-carriageway cycle route, landscaping and a bus and loading bays. The current bus lane is to be removed;

(d) converting King Street between Prince of Wales Road and Rose Lane to a pedestrian / cycle zone and close it to through motorised traffic at its junction with Prince of Wales Road, significantly upgrading this section of National Cycle Route No. 1. The direction of traffic flow along King Street to be reversed from Rose Lane through to the Greyfriars Road junction;

(e) moving the disabled space from King Street to Greyfriars Road;

(f) providing a cycle track through Cattlemarket Street from Rose Lane, linking with the existing facility;

(g) providing an enhanced pedestrian / cycle facility on Market Avenue;

(h) creating a contra-flow cycle lane on Bank Street, moving the disabled parking to the south side of the road;

(i) adjusting the layout of Agricultural Hall Plain to take account of the closure of King Street providing a new cycle link to Castle Meadow from Prince of Wales Road and wider pavements;

(j) maintaining Prince of Wales Road as a one-way route for motorised traffic, installing an off-carriageway contra-flow cycle route to the south side by narrowing the carriageway (but maintaining two lanes of traffic);

(k) closing St Faiths Lane to motorised traffic at its junction with Prince of Wales Road, maintaining two-way cycling and enhancing pedestrian provision;

(l) considering proposals to visually upgrade the area around the Foundry Bridge.

(3) ask the head of city development services to progress the statutory procedures associated with advertising the Traffic Regulation Orders that are necessary for the implementation of the first phases of the scheme as described in this report.

5. University Area Permit Parking Consultation

(A supplementary appendix to the report, comprising further consultation responses and the revised proposal for Osborne Road, was circulated at the meeting.)

The principal planner (transport) introduced the report. Members were advised of two corrections to the table set out in Appendix 5 of the report: Robson Road and Corie Road were shown in the tables to be included in controlled parking zones but were not included in the recommended schemes. This had no effect on the recommendations. He then explained the revised proposal for Osborne Road. Although, double yellow lines had been advertised in the traffic regulation order it was appropriate to review an alternative now. The proposal for a two hour limited waiting bay between 10 am and 4 pm would provide flexibility for residents.

During discussion the chair welcomed the revised proposal for Osborne Road and congratulated the officer on this solution. Councillor Wright, Eaton Ward councillor, said that he considered that, based on local residents comments, the revised proposal would be a good compromise and would address concerns about student and staff parking on Osborne Road.

The chair moved, seconded by the vice chair, the recommendations set out in the report and as amended in relation to Osborne Road, and it was:

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 10am to 4.00pm Monday to Friday permit parking scheme in Ambleside Close, Buttermere Road, Crummock Road, Earlham West Centre, Edgeworth Road, Enfield Road (part), Grasmere Close,

Hemlin Close, Keable Close, Pitchford Road (part), Rockingham Road, Scarnell Road, Wakefield Road, Wordsworth Road (part), as shown on the plans (nos. PL/TR/3329/776) attached in Appendix 1;

(3) agree to implement a 24-hour 7 day a week permit parking scheme in De Hague Road (part), Fairfax Road and Northfields as shown on the plan (no. PL/TR/3329/778) attached in Appendix 2;

(4) agree to convert the existing permit bays on North Park Avenue that currently operate 10am to 4pm Monday to Friday to 24 hour 7 day a week operation as shown on the plans (nos. PL/TR/3329/777) attached in Appendix 3;

(5) agree to implement the 'no waiting' arrangements associated with the permit parking scheme that was proposed in the South Park Avenue area and to implement additional waiting restrictions in the Norvic Drive area (but not to progress any permit parking in this area at the current time) as shown on the plans (nos. PL/TR/3329/779) attached in Appendix 4, and as amended in relation to Osborne Road as shown on the plan (no TR/PL/3329/783) (circulated at the meeting.);

(6) ask the head of city development services to complete the statutory processes to implement these proposals.

6. Transport For Norwich – Angel Road / Waterloo Road Cycling Improvements

The senior transportation planner, Norwich City Council, presented the report. She also referred to the letter from Councillor Brociek-Coulton and the Sewell Ward councillors which was circulated at the meeting.

In response to a question from the vice chair, the senior transportation planner confirmed that the width of Angel Road allowed 7.5 metres for vehicular traffic with the advisory cycle lane at 1.5 metres. There was not room for two vehicles to pass each other if a vehicle was parked on the side of the road in the limited waiting bay unless traffic moved into the cycle lane. Traffic modelling, undertaken following the implementation of the gyratory, showed that it had reduced traffic queues. Therefore a vehicle waiting on Angel Road for another to pass would not cause unacceptable congestion.

The senior transportation planner pointed out an amendment to the recommendation 2(b) with additional wording to authorise the statutory legal procedures were carried out in relation to a no waiting at any time restriction on Angel Road opposite Rosebery Road. This short section would improve traffic movements around the school.

RESOLVED to:

(1) agree the retention of the existing signalised crossing on Waterloo Road north of the junction with Angel Road;

(2) ask the head of city development services to carry out the necessary statutory legal procedures to:

(a) advertise and consult on the revised proposals for traffic calming on Waterloo Road and Angel Road as shown on plans PE4122-CO-012 to 016, including the cycle lane on Waterloo Road;

(b) confirm the traffic regulation order to install a 30 minute waiting area outside nos.126/128 Waterloo Road and a no waiting at any time restriction on Angel Road opposite Rosebery Road;

(3) 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.

7. Transport for Norwich – Cycling improvements, Edward Street / Magpie Road Junction

RESOLVED, having considered the report, with all 4 voting members voting in favour to:

(1) approve for consultation the scheme to introduce a segregated cycle crossing of Magpie Road at its' junction with Edward Street. In addition to the crossing the scheme will have the effect moving the position of the Heath Road closure, changing the vehicle waiting restrictions in Heath Road and Esdelle Street, introducing a new cycle path on land to the east side of Edward Street and converting part of the footpath on the western side of Edward Street to shared use;

(2) ask the head of city development services to carry out the necessary statutory legal procedures to advertise the road notices and traffic regulation orders for the cycle scheme in Edward Street and Magpie Road as shown on plan No. PEA009-MP-004C.

CHAIR

Report to	Norwich Highways Agency committee 22 March 2018	**Item**
Report of	Head of city development services	5
Subject	Transport for Norwich – 20mph areas associated with the blue and yellow pedalways	

Purpose

To seek approval to consult on the proposals to install 20mph speed limits in the residential areas surrounding the blue and yellow pedalway

Recommendations

To:

(1) approve for consultation the scheme to introduce 20mph zones in the residential areas surrounding the blue and yellow pedalways;

(2) ask the head of city development services to carry out the necessary statutory legal procedures to advertise the road notice and speed restriction order for the areas of 20mph shown on Plan Nos CCAG2/21/01 and 02.

Corporate and service priorities

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

Financial implications

There is a budget allocation of £300k in the City Cycling Ambition Grant for this project.

Ward/s: Catton Grove, Eaton, Lakenham, Mile Cross, Sewell and Town Close

Cabinet member: Councillor Stonard – Environment and sustainable development

Contact officers

Linda Abel senior transportation planner	01603 212190
Joanne Deverick transportation and network manager	01603 212461

Background documents

None

Report

Background

1. The blue and yellow pedalways form a significant part of the pedalway network. They cross Norwich from north to south, through major residential areas such as Lakenham, Eaton and Catton. It is not always appropriate to install cycle tracks or other facilities in these residential areas. However, reducing traffic speeds gives a more balanced environment, helping people feel safer to cycle and walk.

2. It is proposed to install 20mph speed restrictions in all suitable residential streets within 400m of the blue and yellow pedalways. This helps cyclists and pedestrians not only on the pedalways but travelling in surrounding streets.

3. Since the first introduction of a 20mph zone in the North Earlham estate in 1991, many isolated areas of 20mph have been implemented where a budget has been available. This leaves a patchwork of speed restrictions that can be confusing to drivers. The intention of this scheme is to install large areas of speed restriction, joining to existing zones where possible.

4. On 16 March 2017, this committee agreed a policy for implementing 20mph restrictions in residential areas.

Proposals

5. In accordance with the above policy on implementing 20mph restrictions and the use of traffic calming, the following criteria have been applied to select which streets to include and if traffic calming is necessary:-

   (a) 20mph should be considered the default speed restriction for all residential C and U class roads.

   (b) In areas where the existing average (mean) speeds are 23mph or less then a signed only speed restriction with repeater signs at 200m intervals should be implemented. 20mph roundels may be used at the entry points from a 30mph road.

   (c) In areas where the existing speeds are between 23mph and 26mph a 20mph speed restriction with repeater signs at 100m intervals should be implemented. 20mph roundels should be used at the entry points from a 30mph road and may be repeated at appropriate intervals across the area.

   (d) In areas where existing average speeds are over 26mph consideration can be given to also using physical traffic calming and / or interactive signs.

6. Traffic surveys were taken on a selection of class C and U roads in the proposed areas to establish the existing speed of traffic. The position of the speed survey was chosen in each case where it appears traffic travels at the highest speed. The table below gives the results.

Road	Location	Average traffic speed
Cecil Road	East of Grove Walk	22.9
Church Lane	East of Greenways	28.3
City Road	Near Lakenham primary school	24.9
Constitution Hill	South of Junction with the outer ring road	28.6
Eaton Road	East of CNS	29.0
Fiddle Wood Road	South of junction with Bussey Road	21.2
Greenways	Near Cranleigh Rise	28.0
Hall Road	o/s 125	25.9
Locksley Road	Near Barnesdale Rd	24.2
Long John Hill	South of Suncroft	29.2
Sandy Lane	South of railway bridge	26.7
Sandy Lane	Near Manthorpe Close	29.7
South Park Avenue	West of Pettus Road	27.9
Sprowston Rd	Near Branford Road	23.5
St Martins Road	Green Hills Road junction	25.1
Sunningdale	South of Glenalmond	25.3
Unthank Road	o/s 406	29.6
Woodcock Road	Between Weston Rd and Harmer Road junction	26.2
Woodcock Road	Between Catton Grove Road and St Clements Hill	27.1

7. From the above table it can be seen traffic speeds on some C class radial roads such as Unthank Road and Long John Hill are compliant with a 30mph speed limit, but are not suitable to lower to 20mph without extensive physical traffic calming. As these roads have little pedestrian generating frontage (i.e. schools, shops and parks) it is not considered value for money to implement the amount of traffic calming that would be required to significantly slow vehicle speeds

8. The proposed areas of 20mph zones are shown on Plan Nos. CCAG2/21/01 and 02 attached as appendixes 1 and 2

9. In most streets the intention would be to provide entrance signs, repeater signs and 20 mph roundels. The roads where traffic calming is considered necessary are:-

    Church Lane

    Constitution Hill (north section)

    Eaton Road

    Greenways

    Sandy Lane (part of)

    South Park Avenue

    Woodcock Road

10. Traffic calming will be designed for these roads prior to public consultation. These could include changes to road layout, speed cushions, sinusoidal road humps, speed activated signs and other interventions. These designs will be shared with ward councillors and the chair and vice chair of this committee prior to consultation.

11. It is planned that the consultation will take place in the late spring and the results reported back to the September meeting.

Integrated impact assessment

NORWICH City Council

Report author to complete	
Committee:	Norwich Highways Agency Committee
Committee date:	22 March 2018
Director / Head of service	Andy Watt
Report subject:	Transport for Norwich – 20mph speed limits for the blue and yellow pedalways
Date assessed:	20/02/2018
Description:	To request permission to advertise and consult on 20mph zones in Norwich

	Impact			
Economic (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Finance (value for money)	☐	☒	☐	This scheme is viewed as value for money
Other departments and services e.g. office facilities, customer contact	☒	☐	☐	
ICT services	☒	☐	☐	
Economic development	☐	☒	☐	This scheme helps to encourage sustainable travel to benefit the city and everyone who lives and works here.
Financial inclusion	☐	☒	☐	This scheme promotes and encourages walking and cycling which is a low cost form of transport, widely accessible.
Social (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Safeguarding children and adults		☒	☐	This scheme promotes road safety for all road users.
S17 crime and disorder act 1998	☒	☐	☐	
Human Rights Act 1998	☒	☐	☐	
Health and well being	☐	☒	☐	The proposals will help to encourage more walking and cycling which has been shown to benefit health. If more drivers are encouraged to walk or cycle, air polution will decrease.

	Impact			
Equality and diversity (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Relations between groups (cohesion)	☐	☒	☐	By lowering traffic speeds this scheme will give more emphasis to vulnerable road users, encouraging drivers to slow down and drive appropriately in these residential areas.
Eliminating discrimination & harassment	☒	☐	☐	
Advancing equality of opportunity	☐	☒	☐	This scheme aims to improve the environment for all road users, particularly cyclists and pedestrians.
Environmental (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Transportation	☐	☒	☐	This scheme helps to meet the corporate priority of a safe, clean and low carbon city
Natural and built environment	☐	☒	☐	This scheme will have positive effects on the environment by lowering traffic speeds and emissions, encourageing more people to cycle or walk.
Waste minimisation & resource use	☒	☐	☐	By following the council's 20mph implementation policy, there will be effective use of road signs, road lining and minimum use of physical traffic calming. This approach lowers the maintenance liability.
Pollution	☐	☒	☐	This scheme will help improve air quality by reducing traffic speeds and emissons and encouraging non motorised forms of travel
Sustainable procurement	☒	☐	☐	

	Impact			
Energy and climate change	☐	☒	☐	The scheme contributes to the corporate priority 'a safe, clean and low carbon city' by encouraging cycle use, reducing car use and CO2 emissions
(Please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Risk management	☒	☐	☐	The scheme is safety audited to ensure that the measures implemented create a safe environment.
Recommendations from impact assessment				
Positive				
The scheme should be publically advertised and consulted. All transportation stakeholders will be contacted and local residents living in the immediate area of the proposal.				
Negative				
Neutral				
Issues				

Appendix 1

AIRPORT

OLD CATTON

SPROWSTON

FIDDLEWOOD

CATTON PARK

MILE CROSS

CATTON

HOLT ROAD

FIFERS LANE

CROMER ROAD

MILE CROSS LANE

AYLSHAM ROAD

BOUNDARY ROAD

DRAYTON ROAD

CHARTWELL ROAD

SPIXWORTH ROAD

GEORGE HILL

NORTH WALSHAM ROAD

WROXHAM ROAD

ST CLEMENTS HILL

SPROWSTON ROAD

MOUSEHOLD LANE

ANGEL ROAD

MAGDALEN ROAD

MAGDALEN STREET

BARRACK STREET

North City 20mph Implementation

- Existing 20 mph roads
- Proposed 20 mph roads
- Roads to retain 30mph limit
- Roads to retain 40mph limit
- Roads outside of study area or private roads
- – – Norwich City Council boundary

This plan is schematic - map layout is simplified for clarity.

0 0.5 1Km

0 0.25 0.5 1 Mile

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Plan No. CCAG2/21/01

Appendix 2

South City 20mph Implementation

- Existing 20 mph roads
- Proposed 20 mph roads
- Roads to retain 40mph
- Roads to retain 30mph limit
- Roads outside of study area or private roads
- – – – Norwich City Council boundary

This plan is schematic - map layout is simplified for clarity.

CITY CENTRE
EATON
TUCKSWOOD
LAKENHAM
CRINGLEFORD
UNTHANK ROAD
COLMAN ROAD
MILE END ROAD
NEWMARKET ROAD
IPSWICH ROAD
QUEENS ROAD
CARROW ROAD
KING STREET
BRACONDALE
LAKENHAM WAY
CECIL ROAD
DANIELS ROAD
LAKENHAM ROAD
BARRETT ROAD
MARTINEAU LANE
BESSEMER ROAD
HALL ROAD
EATON STREET
A11

0 0.5 1Km
0 0.25 0.5 1 Mile

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Plan No. CCAG2/21/02

Report to	Norwich Highways Agency committee 22 March 2018	**Item**
Report of	Head of city development services	6
Subject	Transport for Norwich – Review of Essex Street Cycle Contraflow	

Purpose

To seek approval to consult on the proposed changes to Essex Street that will increase safety and reduce conflict for all users.

Recommendation

To:

(1) agree to consult on the scheme detailed in appendix 1.

(2) note that any representations received will be considered at a future meeting of the committee.

Corporate and service priorities

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

Financial implications

The proposals contained in this report are estimated to cost £15k and will be funded by the Cycle Ambition Grant

Ward/s: Town Close

Cabinet member: Councillor Mike Stonard - Sustainable and inclusive growth

Contact officers

Ed Parnaby, Transportation Planner	01603 212446
Bruce Bentley, Principal Transportation Planner	01603 212445

Background documents

The Avenues to Vauxhall Street, Stage 4 safety audit

Sustrans, Essex Street feasibility study (May 2017)

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 section of 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 Cllr Corlett at this committee in March 2017, a stage 4 safety audit was completed in April 2017.

Consideration

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) 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 1,200 vehicles per day 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 85th percentile speed is 23.9mph which indicates very good compliance with the 20mph speed limit. However, 351 drivers of the 9507 vehicles recorded were traveling 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 legal order has been recorded on the survey and was also observed during the daytime hours in the on-site review.

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. With-flow cyclists were pressured by following vehicles.

Independent review

11. It was decided that it would be useful for an independent party to conduct a review of the Essex Street contra-flow scheme. To that end, Sustrans (experts in cycle design and the country's leading charity that promotes walking and cycling) were commissioned to do this. They were tasked with considering ways to resolve both the perceived and actual safety concerns in Essex Street.

12. Their report made a number of recommendations that could be considered. These were**;**

    a) Mark the full length of Essex Street with an advisory contra-flow cycle lane
    b) Introduced more 20mph signs and roundels to reinforce the 20mph restriction
    c) Review the signage at the Unthank Road junction
    d) Consider speed tables or pinch points to reduce traffic speeds
    e) Redesign the Unthank Road junction by amending radii and paving materials
    f) Consider converting the zebra crossing on Unthank Road to a parallel pedestrian and cycle crossing with shared use approaches
    g) Change the priority at the Essex Street / Suffolk Square junction and realign the junction to reinforce the one way restriction.
    h) Encourage delivery drivers to park in Tesco Express car park not on Essex Street.

13. Options physical traffic calming (d) and a parallel pedestrian and cycle crossing (f) had already been considered as part of the initial design for the Essex Street scheme and had been subject to consultation in 2014, when they did not find favour with the public. Additionally, in respect of the traffic speeds, given that the compliance with the 20mph speed limit is already very good, and that the agreed policy of this committee is that traffic calming should only be considered in streets where the existing average speeds are above 26mph a traditional traffic calming scheme is not considered appropriate for Essex Street.

14. Redesigning the junction of Unthank Road and Essex Street (e) would be expensive and would not directly address the concerns in Essex Street itself, and therefore it is not proposed to adopt this proposal. The city council has no powers to require Tesco's to use their car park for deliveries (h), so this option has been rejected.

15. The remaining suggestions are believed to have significant merit and have been incorporated into a scheme design which it is believed will reduce vehicle speeds, reinforce the one way restriction for motor vehicles and discourage rat running traffic. The design is shown on the plan attached as appendix 1 and consists of

    a) Change junction priority at Essex Street / Suffolk Square so that vehicles leaving Essex Street have to give way to traffic on Suffolk Square. This will crucially give better adherence to the one-way order and slow down traffic. It was also reduce the appeal of using Essex Street as a cut through route. Making the street safer and speeds lower is likely to encourage cyclists to stay in the carriageway and avoid the footway thereby improving comfort for pedestrians.

    b) Build a traffic island with a 1.50m wide cycle bypass to protect entry into the cycle contraflow facility. This will protect contraflow cycle movements into Essex Street, requiring drivers to slow and further discourage driving against the one-way order

    c) Install new 20mph roundels on Essex Street to highlight to drivers leaving Unthank Road that they are in a 20mph zone. This will reduce pressure on people cycling both with-flow and contraflow along Essex Street.

    d) Introduce sections of marked contraflow cycle lane to further highlight to drivers the presence of cyclists.

Conclusion

16. One option is to leave this scheme as it is with a safety record that shows a low level of recorded slight injuries in the surrounding streets (and nothing recorded for serious injuries). However, owing to the demands on Essex Street from parked cars, restricted width and the need for two-way cycling on this part of the pink pedalway there is potential for conflict between vehicles and cycles. There are also concerns raised within the Stage 4 safety audit and the report from Sustrans that make a clear case for improvement.

17. The measures outlined above will reduce speeds, increase adherence to one-way order, make clearer the space for cycling and reduce conflict.

18. It is proposed that consultation takes place on the proposals in May, with the results being considered by this committee in September. Should the changes be approved, implementation will take place in the autumn.

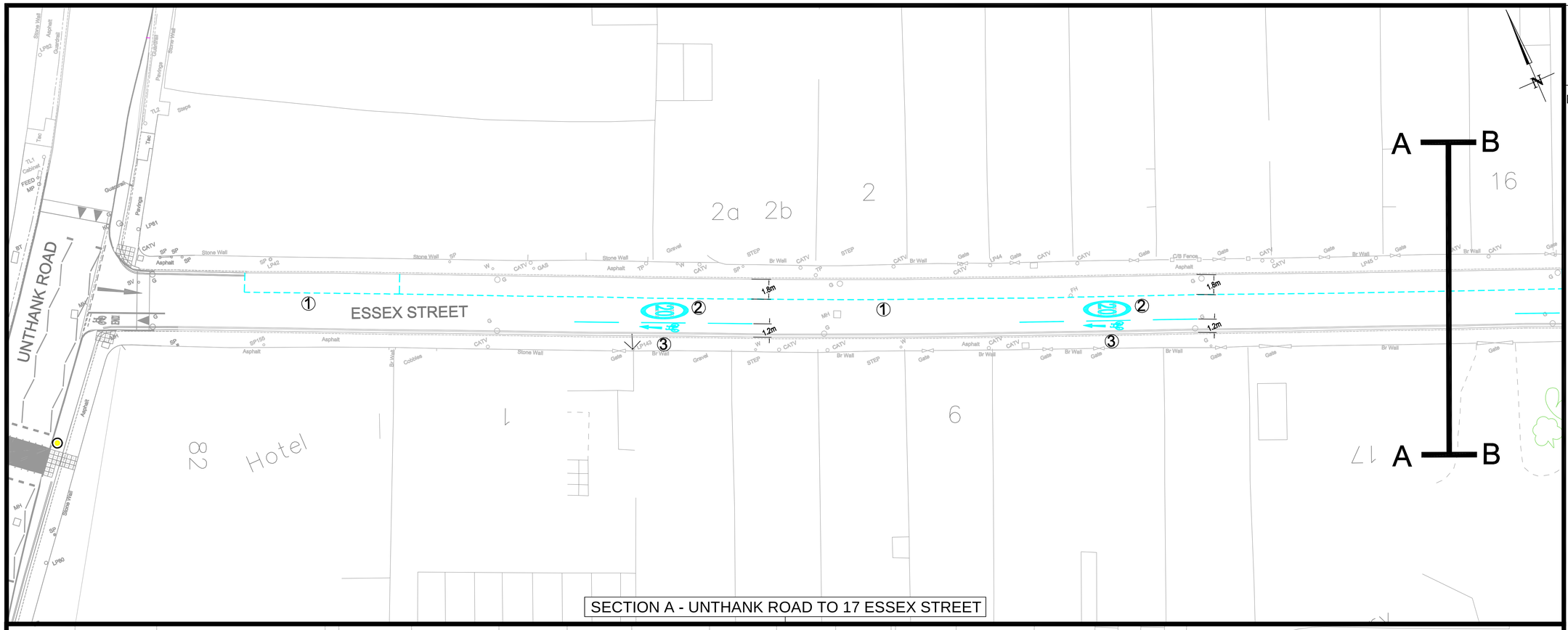
Report author to complete	
Committee:	Norwich Highways Agency Committee
Committee date:	22 March 2018
Director / Head of service	Andy Watt
Report subject:	Essex Street cycle contraflow
Date assessed:	06/02/2017
Description:	To agree consultation on changes to Essex Street

	Impact			
Economic (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Finance (value for money)	☐	☒	☐	The proposals give significant safety and comfort improvements.
Other departments and services e.g. office facilities, customer contact	☒	☐	☐	
ICT services	☒	☐	☐	
Economic development	☐	☒	☐	This scheme helps to encourage sustainable travel to benefit the city and everyone who lives and works here.
Financial inclusion	☐	☒	☐	This scheme promotes cycling and walking, which are inclusive and low cost forms of transport.
Social (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Safeguarding children and adults	☒	☐	☐	
S17 crime and disorder act 1998	☒	☐	☐	
Human Rights Act 1998	☒	☐	☐	
Health and well being	☐	☒	☐	Improvements will lower speeds, reduce conflict and promote active travel.

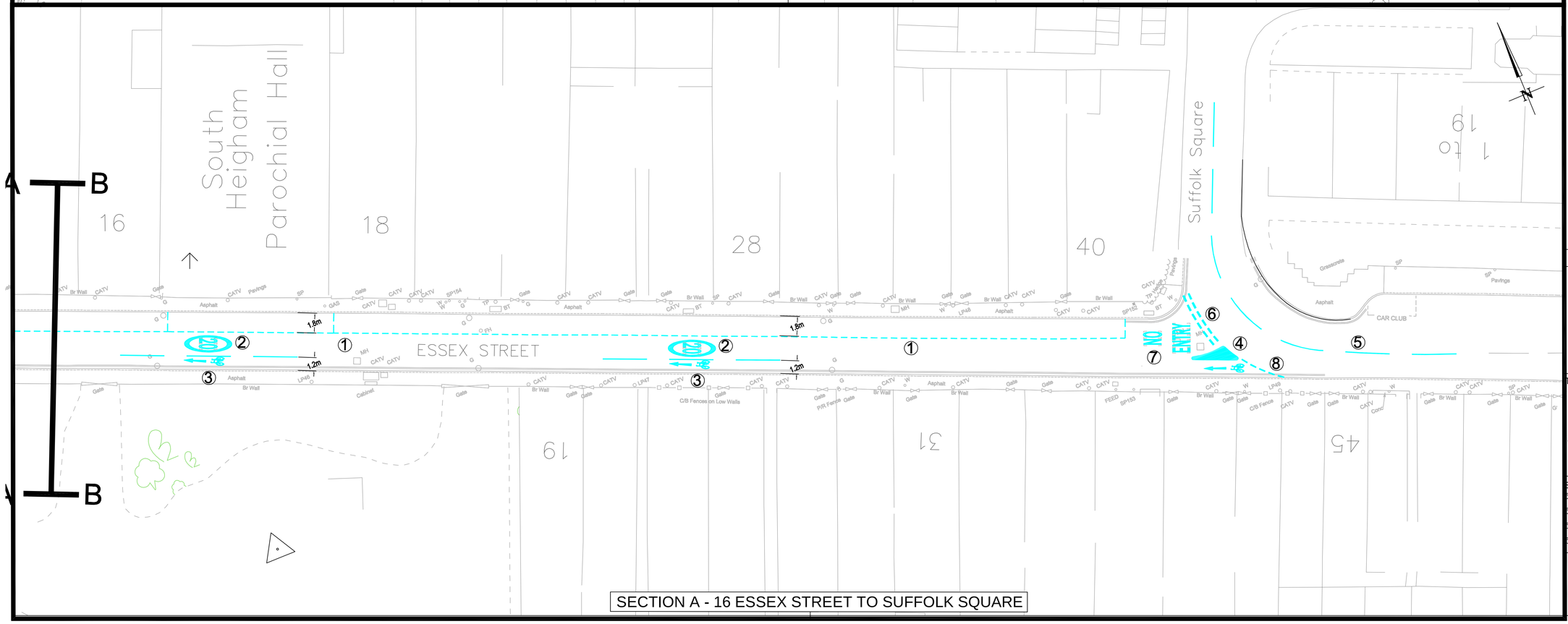
	Impact			
Equality and diversity (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Relations between groups (cohesion)	☒	☐	☐	
Eliminating discrimination & harassment	☒	☐	☐	
Advancing equality of opportunity	☒	☐	☐	
Environmental (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Transportation	☐	☒	☐	This scheme helps to meet the corporate priority of a safe, clean and low carbon city
Natural and built environment	☐	☒	☐	This scheme will not have any adverse effects on the environment, but by encouraging non motorised travel will help improve air quality.
Waste minimisation & resource use	☒	☐	☐	
Pollution	☐	☒	☐	This scheme will help improve air quality by encouraging non motorised forms of travel
Sustainable procurement	☒	☐	☐	
Energy and climate change	☐	☒	☐	The scheme contributes to the corporate priority 'a safe, clean and low carbon city' by encouraging cycle use, reducing car use and vehicle emissions

	Impact			
(Please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Risk management	☐	☒	☐	The changes outlined in this report are based on detail risk analysis contained in the level 4 RSA, video survey and report by Sustrans

Recommendations from impact assessment
Positive
This scheme will reduce risk to vulnerable road users
Negative
N/A
Neutral
N/A
Issues
N/A



SECTION A - UNTHANK ROAD TO 17 ESSEX STREET



SECTION A - 16 ESSEX STREET TO SUFFOLK SQUARE

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NOTES

LEGEND

① Diag 1028.4 Edge of parking bay marking offset 1.8m from kerb face

② Diag 1065 20mph 4.3m in dia

③ Diag 1004 3nr 4m marks offset from kerb 1.2m, refresh existing Diag 1057 cycle symbol 1.215 & Diag 1059 2m arrow

④ Splitter island 50mm in height size as shown, for further details see std drawing NCD 700-06

⑤ Diag 1004 road marking 4m line 2m gap

⑥ Diag 1003A give way road marking

⑦ Diag 1046 No Entry, height 1.6m

⑧ Diag 1009 start of cycle lane

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REVISIONS

No.	Date	Notes	Int.	Ckd.

DRAFT

Title

CCAG Project 8

Stage 4 Safety Audit Amendments

Scale(s) 1:200

Date: JAN 18	DWG. No. CCAG8-CON-20
Designed by: TC	
Drawn By: TC	NEG. No.
Checked By:	

Andy Watt
Head of City Development Services
City Hall, Norwich, NR2 1NH
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highways@norwich.gov.uk

Report to	Norwich Highways Agency committee 22 March 2018	**Item** 7
Report of	Head of city development services	
Subject	Review of Bus Lane Traffic Regulation Orders	

Purpose

To note the progress on bus lane enforcement by camera in the city and agree to delegate to the head of city development services the review and finalisation of any revised orders relating to bus lanes and bus gates.

Recommendation

To:

(1) note the position of the current and proposed enforcement cameras

(2) delegate to the head of city development services the review and commencement of the statutory process of making any necessary changes to existing Traffic Regulation Orders (TROs) to enable all bus lanes to be enforced by camera.

(3) delegate to the head of development services the consideration of any representations received prior to finalising the revised TROs

(4) delegate to the head of development services in discussion with the chair and vice chair the authority to decide when and where the camera enforcement should be deployed in the future

(5) agree to the deployment of camera enforcement at the Earlham Green Lane Bus lane at Bowthorpe

Corporate and service priorities

The report helps to meet the corporate priority to provide a safe, clean and low carbon city and the service plan priority of implementation of the Transport for Norwich strategy.

Financial implications

Updating the traffic regulation orders to make them compatible with camera enforcement w will cost approx. £1k. Once all cameras current cameras are in place it will cost approx. £2k per time to move them between locations as and when necessary. These costs would be funded through the income generated by the enforcement of the bus lanes by camera

Wards: Multiple Wards

Cabinet member: Councillor Stonard - Sustainable and inclusive growth

Contact officers

Bruce Bentley, Principal transportation planner	01603 212445

Background documents

None

Background

1. Currently, the city council, on behalf of the county council, is operating four bus lane enforcement cameras in the city centre. One monitors St Stephens Street, and there are two monitoring the bus lane between Debenhams and Marks and Spencer on Rampant Horse Street. A further camera operates on Albion Way to ensure the efficient operation of the bus gate at Koblenz Avenue, and eliminate any potential delay to traffic on the Ring Road.

2. The camera system is operated on our behalf by Imperial Civil Enforcement Solutions Limited (ICES). All back office administration is undertaken by ICES, with City Council staff reviewing all appeal responses, and handling any appeals to the Traffic Penalty Tribunal (TPT).

3. Unauthorised use of the monitored bus lanes has fallen very significantly since the introduction of camera enforcement. There has been more than a 90% reduction in unauthorised traffic on St Stephens Street and almost 80% on Rampant Horse Street since the cameras became operational in November 2015. These cameras have had a positive impact on bus reliability and improving the overall environment in the city centre. Queuing times at the exit of Chapel Field North onto the Grapes Hill roundabout have been significantly reduced, and air quality on St Stephens Street has improved.

4. The most recent camera at Albion Way, installed in November 2016, has seen a reduction in unauthorised use since its installation of 70%. This means that much less traffic uses the lights on Wherry Road to access the ring road, minimising the green time needed for the exit from Wherry Road to ensure optimum capacity for the ring road. The bus gate has provided for the extension of bus services into east Norwich around the football ground where significant new development is taking place

5. The offence that is enforced against is that of being in a bus lane, making it not technically a moving traffic offence and therefore it is enforceable under the Traffic Management Act 2004. In Norwich the most of the bus priority measures were implemented before enforcement by camera was permissible and they are described in the TRO's as either bus lanes or bus gates. To enable them to be camera enforced the bus gates need to be amended to say bus lane.

The need for enforcement

6. Enforcement is critical to ensuring that the bus lanes do actually achieve the aims of ensuring that bus journey times are reduced and made more reliable. The main bus operators in the city have confirmed that misuse of the bus lanes does delay services and has confirmed that there are a number of locations where there are significant issues with abuse of these facilities by general traffic. This reduces the value of the significant investment that has been made in providing priority for public transport in the city.

7. Some bus lanes, as well as providing priority for bus services, also protect local residential amenity by restricting through traffic. Members will recall that in the past, local residents have raised concerns at this committee about the impact of abuse of the Brazen Gate bus lane.

8. There are potential safety issues with drivers abusing bus lanes. A recent safety audit of the new bus priority measures in Three Score, Bowthorpe, highlighted the need for proper enforcement to minimise the potential for head on collisions (this is a single width carriageway operating in two directions). These concerns could equally apply on other single carriageway links across the City.

9. A local safety scheme for Earlham Green Lane, which includes engineering measures to reduce vehicle speeds, has been recently installed. The original investigation report into the accident rate for the street recommended more rigorous enforcement of the Earlham Green Lane bus lane to deter rat running traffic from using the area to maximise the benefits of the improvements made.

The way forward

10. Bus priority measures are currently in place on Dereham Road (several locations), Castle Meadow, Earlham Green Lane (two locations), Earlham Road Grapes Hill, Grove Road/ Brazen Gate, Humbleyard, Newmarket Road (several locations), Rampant Horse Street, Rose Lane, St Stephens Street, Upper King Street / Agricultural Hall Plain and Catton Grove Road/ Angel Road.

11. Site surveys have been undertaken at locations identified either by the local bus companies, as a result of safety and bus performance concerns or by being the subject of complaint by the public about levels of abuse. Now that there a 6 camera's available to use it is proposed that housings are provided at all suitable locations for camera enforcement and that the cameras themselves are rotated between sites as and when required. This will maximise the benefit of the cameras without incurring the substantial expense of leasing and maintaining additional equipment.

12. Enabling deployment of cameras on all bus lanes and bus gates would only be possible if all TROs are updated to ensure that they are compatible with bus lane camera enforcement, and this would ensure the maximum benefit is achieved for public transport reliability across Norwich. The head of city development services will ensure that all locations are properly registered with the Traffic Penalty Tribunal to enable swift deployment or redeployment of cameras should the need arise.

13. Camera enforcement is already planned for the bus gate at Brazen Gate, and is likely to become operational shortly. There is also the potential to install a further camera which has already been acquired at the same time which will reduce implementation costs.

14. The bus lane between Earlham Green lane and Bowthorpe would benefit from camera enforcement now in view of the safety concerns that have been raised, and as the new link road in Bowthorpe is now open to allow residents of Clover Hill direct access to the B1108, the desire to abuse it should be diminished. This would be the ideal location to install an additional camera at the start of the next financial year.

Conclusion and Recommendation

15. The bus lane cameras have proven to be an effective means of ensuring compliance with the bus lane priority measures that have been put in place to ensure the smooth running of public transport services in the City. They also ensure that the strategic road network is not subject to additional delay caused by unauthorised traffic exiting minor side roads to the detriment of general traffic on the major routes, and helps to improve the quality of the City Centre environment.

16. Extending the use of enforcement cameras would bring these benefits to other parts of the City, but this is currently not possible in all locations as the legal orders that support these measures, whilst fully enforceable by the police, are not necessarily enforceable by camera. There is, therefore, a need to update many of the City bus lane TROs to enable camera enforcement across the City.

17. Any changes will have no material effect on the legality of driving in a bus lane, and consequently it is recommended that the consideration of any representations received is delegated to the Head of city development services.

18. The next bus lane to benefit from camera enforcement is proposed to be the Bowthorpe/ Earlham Green Lane link. Additional sites can be added as part of future capital projects, to make more flexible use of the cameras that we have, and to respond quickly to demands as they arise.

Integrated impact assessment

NORWICH City Council

Report author to complete	
Committee:	Norwich Highways Agency Committee
Committee date:	22 March 2018
Director / Head of service	Head of city development services
Report subject:	Bus lane Enforcement
Date assessed:	2018

	Impact			
Economic (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Finance (value for money)	☐	☒	☐	Camera enforcement covers its operational costs and makes a small surplus, which is used to support delivery of transport within the city.
Other departments and services e.g. office facilities, customer contact	☒	☐	☐	
ICT services	☒	☐	☐	The service is hosted externally.
Economic development	☐	☒	☐	Effective public transport and maximising the efficiency of the transport network is important for the economic wellbeing of the City.
Financial inclusion	☐	☒	☐	Public transport is accessible to almost everyone.
Social (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Safeguarding children and adults	☒	☐	☐	
S17 crime and disorder act 1998	☒	☐	☐	
Human Rights Act 1998	☒	☐	☐	
Health and well being	☐	☒	☐	Proper enforcement of bus lanes has benefits for highway safety.

	Impact			
Equality and diversity (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Relations between groups (cohesion)	☒	☐	☐	
Eliminating discrimination & harassment	☒	☐	☐	
Advancing equality of opportunity	☒	☐	☐	
Environmental (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Transportation	☐	☒	☐	Ensuring efficient use of bus lanes support transport policy and NATS objectives.
Natural and built environment	☐	☒	☐	Bus priority measures can protect sensitive environments from extraneous traffic.
Waste minimisation & resource use	☒	☐	☐	
Pollution	☐	☒	☐	Bus priority measure exclude extraneous traffic from sensitive locations and enable more free-flowing movement of buses.
Sustainable procurement	☒	☐	☐	
Energy and climate change	☐	☒	☐	Camera enforcement supports the effective operation of public transport which helps to achieve modal shift and is more energy efficient per passenger mile.

	Impact			
(Please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Risk management	☒	☐	☐	Whilst individual customers may resent receiving penalty charge notices, overall, experience has shown that the public support effective enforcement.

Recommendations from impact assessment
Positive
Negative
No negative impacts identified
Neutral
Issues

Report to	Norwich Highways Agency committee 22 March 2018	**Item**
Report of	Head of city development services	8
Subject	Enforcement of parking adjacent to dropped kerbs	

Purpose

To agree that the city council should use its powers under the Traffic Management Act 2004 to issue fixed penalty notices to vehicles parked adjacent to dropped kerbs even if no parking related traffic regulation order exists

Recommendation

To:

(1) agree the city council should use its powers under the Traffic Management Act 2004 to issue fixed penalty notices to vehicles parked in front of dropped kerbs even if no traffic regulation order exists;

(2) agree to an amendment to on-street parking permit terms and conditions to enable enforcement of obstructive parking adjacent to dropped kerbs for vehicle crossovers in Controlled Parking Zones.

Corporate and service priorities

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

Financial implications

There are no direct financial implications of this report; the cost of any additional enforcement will be met through the income from the fixed penalty notices

Ward/s: All Wards

Cabinet member: Councillor Stonard - Sustainable and inclusive growth

Contact officers

Joanne Deverick – Transportation & network manager	01603 212445
Joanne Day – Parking manager (operations)	01603 212453

Background documents

None

Report

Background

1. The city council often receives complaints about vehicles parking adjacent to dropped kerbs, such as those at informal pedestrian crossing points, accesses to cycle ways and accesses to private driveways. Historically, unless there was a parking restriction, such as a double yellow line, in place across the dropped kerb the city council have been unable to take any action against the offending vehicle. However powers now exist (Operational Guidance to Local Authorities: Parking Policy and Enforcement 2015) that allow the council to tackle this persistent problem by issuing of Penalty Charge Notices (PCNs) to such vehicles.

Legislation

2. In 2002 the Norwich administrative area was granted the status of being a special parking area when the civil parking enforcement scheme was introduced in the city. This saw the responsibility for enforcing all parking restrictions transfer from Norfolk constabulary to Norfolk county council, who in turn delegated the function to the city council under the Highways Agency agreement.

3. In 2004 the government introduced the Traffic Management Act 2004 which laid out the responsibilities of local authorities to manage traffic and congestion on their network. This included legislation around managing on-street parking. The legislation has been enabled over a period of years and in 2015 the Department for Transport issued a document called Operational Guidance to Local Authorities: Parking Policy and Enforcement. One of the powers granted in this document was for local authorities to be able to enforce against vehicles parked adjacent to dropped kerbs. An extract from the Operational Guidance is attached at appendix 1.

Practical application

4. Experience suggests that most complaints about parking adjacent to dropped kerbs provided for pedestrians or cyclists come from areas within or on the edge of the existing Controlled Parking Zones (CPZs) where pressure on parking is at its highest. These areas would be the priority for the civil parking enforcement team, who would be able to add this to their day to day work with little impact resourcing and work patterns. Enforcement of this type of dropped kerb would either come from a specific complaint from an individual or if the civil enforcement officer (CEO) was to observe a vehicle parked across a clearly defined dropped kerb in the course of their day to day activities. Examples of a clearly defined dropped kerb would be one where there is tactile paving or cycle markings

5. Complaints about parking in front of driveways are likely to be more dissipated and may require a special visit, which may not always be possible within the resources available in the civil parking enforcement team. It will therefore be necessary to manage expectations around the ability to respond to this type of request, and the priority for these will be in areas where there are persistent problems. The CEOs would only issue PCNs for this offence if a request from the resident at the property where the dropped kerb was located had specifically requested attention, as it is perfectly legitimate for a vehicle to obstruct a driveway with the householders permission.

6. Strictly speaking, under the terms of the TMA 2004, the council is not able to issue PCNs against obstructive parking by valid permit holders in CPZs next to a dropped kerb for a vehicle crossover to a private parking space. However a simple amendment to the terms and conditions of the use of parking permits can be made that would enable the council to issue a PCN. As for veicle crossovers outside of CPZs this would only be done where there were examples of persistent problems

7. The amendment of terms and conditions would also include dropped kerbs for pedestrians and cyclist use.

8. It is proposed to amend the permit holder terms and conditions to read:

    Restrictions on use of permit adjacent to dropped kerbs:

    Permit holders may not park adjacent to a dropped kerb for:

    i) A pedestrian crossing; i.e. pedestrian road crossing points with dropped or low kerbs intended for this purpose.

    ii) A cycle crossing; i.e. for a cycle track, lane or path that conjoins the highway at a junction specifically constructed for this purpose

    iii) A vehicle crossing; i.e. adjacent to a private driveway with a dropped kerb that has been specifically constructed for this purpose without the specific agreement of the occupier of the associated premises.

9. To maximise the effectiveness of this enforcement and to help manage expectations of those reporting dropped kerb parking issues, information would be made available on the council's website, outlining the enforcement approach. For a first offence, our civil parking enforcement staff would issue warning notices to motorists, but a subsequent offence would receive a PCN. An on-line facility is already provided to report illegal parking which could be extended to include parking adjacent to dropped kerbs.

Conclusion

10. If left unenforced, pedestrians, cyclists and vulnerable road users would continue to be unnecessarily inconvenienced, discouraged and put at risk owing to obstructive and inconsiderate parking.

11. In keeping with local and national priorities to increase levels of walking and cycling; it is recommended that the city council should proceed to use its powers under the Traffic Management Act 2004 to issue fixed penalty notices to vehicles parked adjacent to dropped kerbs without the need for a TRO to be place. Subject to gaining approval, and updating staff and our website, timescales for commencing this enforcement are likely to be within two months of this report.

Integrated impact assessment

NORWICH City Council

Report author to complete	
Committee:	Norwich Highways Agency Committee
Committee date:	22 March 2018
Director / Head of service	Andy Watt
Report subject:	Enforcement of parking adjacent to dropped kerbs
Date assessed:	12 March 2018

	Impact			
Economic (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Finance (value for money)	☒	☐	☐	The enforcement detailed in this report would be carried out by the civil enforcement officers as part of their existing day to day duties
Other departments and services e.g. office facilities, customer contact	☒	☐	☐	It is expected that all complaints about dropped kerb obstruction will be submitted online and therefore not add to existing customer contact workload
ICT services	☒	☐	☐	
Economic development	☒	☐	☐	
Financial inclusion	☒	☐	☐	
Social (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Safeguarding children and adults	☒	☐	☐	However, the policy should make the road safer for everyone
S17 crime and disorder act 1998	☒	☐	☐	
Human Rights Act 1998	☒	☐	☐	
Health and well being	☐	☒	☐	Policy will improve conditions for pedestrians and cyclists

	Impact			
Equality and diversity (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Relations between groups (cohesion)	☐	☒	☐	Policy should reduce the conflicts between motorists and the affected groups
Eliminating discrimination & harassment	☐	☒	☐	Policy will improve accessibility for those with mobility problems
Advancing equality of opportunity	☐	☒	☐	Policy will improve accessibility for those with mobility problems
Environmental (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Transportation	☐	☒	☐	Policy will help to ensure that facilities for pedestrians and cyclist are available for use
Natural and built environment	☒	☐	☐	
Waste minimisation & resource use	☒	☐	☐	
Pollution	☒	☐	☐	
Sustainable procurement	☒	☐	☐	
Energy and climate change	☒	☐	☐	
(Please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**

	Impact			
Risk management	☐	☒	☐	The lack of enforcement of dropped kerbs is a routine source of criticism

Recommendations from impact assessment
Positive
The policy has positive benefits for pedestrians (particularly those with mobility problems), cyclists and occupiers of premises who may currently be obstructed by parked vehicles
Negative
There are no negative impacts. Enforcement will be within existing patrols
Neutral
The policy has no impact in these areas
Issues
The policy helps to reduce issues for people legitimately using dropped kerbs.

Double parking etc and parking at dropped footways etc

8.60 The TMA enables authorities with CPE power to enforce in a Special Enforcement Area (SEA) prohibitions of double parking and parking at dropped footways as if they had been introduced using a Traffic Regulation Order (Traffic Management Order in London). Any Special Parking Area (SPA) that existed before commencement of the TMA 2004 automatically becomes an SEA but authorities should ensure that the public are aware of the new restrictions before starting enforcement. In most authorities the area covered by their SPA was the same as their Permitted Parking Area (PPA), and so the area of the SEA will be the same as their CEA.

8.61 In areas where the police service is responsible for enforcing parking, they have the power to take enforcement action against vehicles causing obstruction by parking at dropped footways etc or more than 50 cm from the edge of the carriageway.

8.62 There are various exceptions to the power given to enforcement authorities to take action, set out in the TMA. Enforcement staff and back office staff should be aware fully of these exceptions. Principally they cover:

- vehicles parked wholly within a designated parking place or any other part of the carriageway where parking is specifically authorised;
- vehicles used by the fire, ambulance or police services;
- loading and unloading; and
- vehicles used for waste collection, building works or road works.

8.63 The provisions in the Act mean that an authority can introduce such a prohibition without a TRO/TMO. Amendments to the TRO procedure regulations make clear the Government's policy intention that traffic signs are not required to enforce this nationwide ban of double parking and parking where the footway, cycle track or verge has been lowered (or the carriageway raised) for the purposes set out in the TMA. Some prohibitions may already be indicated – for instance, at street corners. Authorities should, however, take care to ensure the terms of use of existing indications do not conflict with those of this provision. For instance, holders of a valid Blue Badge may park for up to 3 hours on yellow lines where it is safe to do so and providing they are not causing an obstruction. That is not the case for double parking or dropped kerbs.

8.64 The purpose of these powers are to help prevent inconsiderate and selfish parking causing congestion and road safety problems. To be effective, enforcement action may need to be quite severe and so the powers should always be used reasonably and with circumspection. Enforcement action should only be taken if the vehicle is causing or likely to cause a road safety hazard or obstruction to other road users or pedestrians. Restrictions on the situations in which an authority can use these powers mean that they may be more suitable for tackling persistent problems than occasional ones. London authorities should note that there are small differences from the London legislation. An authority that decides to use the power should, before commencement, publicise the circumstances in which they will or will not take action. If an authority decides to target an area where there is known to be a problem, they should first use additional publicity such as leaflets to all households in the area.

Double parking

8.65 Parking more than 50cm from the edge of the carriageway may not cause problems for smaller vehicles, but can obstruct the passage of ambulances, fire engines, buses, waste collection vehicles and other essential vehicles. The contravention of double parking applies when a vehicle parks on any part of the carriageway and no part of the vehicle is within 50 cm of the edge of the carriageway, subject to the exemptions in part 6 of the TMA.

Parking alongside dropped footways etc

8.66 The contravention of parking adjacent to a dropped footway etc applies where a vehicle parks on the carriageway next to a place where the footway, cycle track or verge has been lowered to the level of the carriageway (or where the carriageway has been raised to the level of the footway, cycle track or verge) to assist:

- pedestrians crossing the carriageway;
- cyclists entering or leaving the carriageway; or
- vehicles entering or leaving the carriageway across the footway, cycle track or verge.

8.67 Parking alongside a drooped footway etc can cause considerable inconvenience. But it can also put vulnerable road users at greater risk of being involved in a road traffic accident. Where the footway, cycle track or verge has been lowered (or the carriageway raised) to facilitate access to a premises, parking adjacent to such a location can cause considerable inconvenience to vehicles trying to enter or leave the premises. The Highway Code advises drivers “DO NOT stop or park … where the kerb has been lowered to help wheelchair users and powered mobility vehicles, in front of an entrance to a property or where you would obstruct cyclists’ use of cycle facilities ... except when forced to do so by stationary traffic.”

8.68 The contravention does not apply to exemptions specified in the TMA, such as the emergency services, alighting, unloading, building works, road works, and the like. Nor does it apply where a vehicle is parked outside residential premises with the occupier’s consent (but it does apply if that consent has been paid for) or where the driveway is shared. These exceptions suggest that authorities should not take enforcement action where a vehicle is parked outside residential premises unless the occupier has asked the enforcement authority to do so. Authorities will need to check that the individual making such a request is entitled to do so.

8.69 An authority that plans to use this power, should ensure that it is clear to a motorist the difference between a regular kerb and a dropped kerb (or a regular carriageway and a raised carriageway).

Report to	Norwich Highways Agency committee	**Item**
	22 March 2018	9
Report of	Head of city development services	
Subject	Air Quality –Fixed penalty, stopping of engines	

Purpose

To inform Norwich Highways Agency committee of the report that will be considered by cabinet on 14 March 2018 about enforcing engine switch-off. This cabinet report recommends that Norwich City Council applies to become a designated local authority for the purpose of issuing fixed penalties notices (FPNs) for stationary engine idling offences.

Recommendation

To note the attached report to cabinet *"Air Quality -Fixed penalty, stopping of engines*"

Corporate and service priorities

Preventing unnecessary vehicle idling will help to meet the corporate priority of a safe, clean and low carbon city and the service plan priority to implement transport elements of the air quality action plan.

Financial implications

Total cost for signage approximately £1,000. This will be funding through the civil parking enforcement budget. Enforcement will be carried out by existing enforcement officers as part of their day-to-day activities. Although this will take some time away from enforcement of parking issues, the target for Engine Switch Off is to some extent a captive audience and it is expected that the message will gradually change behaviour and reduce the need.

Ward/s: Mancroft and Thorpe Hamlet

Cabinet member: Councillor Mike Stonard - Sustainable and inclusive growth

Contact officers

Ed Parnaby, transportation planner	01603 212446
Joanne Deverick, Transportation and network manager	01603 212461

Background documents

None

Report to	Cabinet	**Item**
	14 March 2018	Appended report
Report of	Head of city development services	
Subject	Air Quality –Fixed penalty, stopping of engines	

KEY DECISION

Purpose

To seek approval to apply to become a designated local authority for the purpose of issuing fixed penalties notices (FPNs) for stationary engine idling offences.

Recommendation

To request that the Secretary of State approves Norwich City Council as a designated local authority for the purpose of issuing fixed penalties for stationary idling offences as set out within The Road Traffic (Vehicle Emissions) (Fixed Penalty) (England) Regulations 2002.

Corporate and service priorities

The report helps to meet the corporate priorities of a safe, clean and low carbon city and the service plan priority to implement transport elements of the air quality action plan.

Financial implications

Total cost for signage approximately £1,000. This will be funding through the civil parking enforcement budget.

Enforcement will be carried out by existing enforcement officers as part of their day-to-day activities. Although this will take some time away from enforcement of parking issues, the target for Engine Switch Off is to some extent a captive audience and it is expected that the message will gradually change behaviour and reduce the need.

Ward/s: Mancroft and Thorpe Hamlet

Cabinet member: Councillor Mike Stonard - Sustainable and inclusive growth

Contact officers

Ed Parnaby, Transportation Planner	01603 212446
Joanne Deverick, Transportation and Network Manager	01603 212461

B**ackground documents**

None

Appended report

Report

Background

1. It is a corporate priority for Norwich to be a safe, clean and low carbon city. Air pollution can cause both short term and long term effects on health, particularly in the young and elderly, or people with heart or lung conditions, or other breathing problems. The pollutant of most concern in Norwich in terms of air quality is nitrogen dioxide (NO_2), as current levels to do not meet the national health based standard of 40 µg/m^3 as an annual mean. In Norwich, the most significant source of NO_2 is from emissions of oxides of nitrogen (NO_x) from road traffic.

2. In Norwich, the whole of the area within the inner ring road is designated an Air Quality Management Area (AQMA) (See appendix 1). This designation sets out where air quality objectives are not being met, or are likely to be at risk of not being met, and where people are regularly present. Within the AQMA there is a continued exceedance of the annual mean objective for the pollutant nitrogen dioxide (NO_2)

3. There is an obligation for local authorities and for all delivery partners who have an influence on air quality to take measures to improve it. A summary of these measures are set out in the Air Quality Action Plan (AQAP). The measure of enforcing engine switch-off is covered on page 17 of the AQAP.

4. Vehicle idling is an offence against the Road Traffic (Vehicle Emissions) (Fixed Penalty) (England) Regulations 2002. These regulations outline how a local authority can become a designated authority to enforce unnecessary vehicle idling and issue FPNs if required. The regulations cover all vehicles on public roads including buses, taxis and private cars. It does NOT apply to vehicles moving slowly due to road works or congestion; vehicles stopped at traffic lights; vehicles under test or repair; or defrosting a windscreen.

Considerations

5. The effect of air pollution can be particularly significant on those living in cities and is often concentrated where vehicles are queuing or where vehicles tend to wait with engines idling. Areas of particular concern in Norwich include streets where buses, taxis and commercial vehicles are idling for extended periods of time, collectively this adds significantly to levels of air pollution.

6. Overall NO_2 levels in the city within the central AQMA are falling. In 2012, ten of the monitoring locations recorded figures exceeding the annual mean objective of 40µg/m^3. By 2016 this reduced to seven monitoring sites where the figure is exceeded despite the addition of a new monitoring site on Chapelfield North. Whilst this is positive progress and the most heavily polluted streets have generally seen a reducing level of NO_2, there is still an unacceptable level of pollution on some streets, At Castle Meadow levels are still at 56µg/m^3, St Augustines Street 51µg/m^3 ,Riverside Road 47µg/m^3, Chapelfield North 46µg/m^3 and St Stephens Street 41µg/m^3. Accordingly enforcement will be focused where there is strongest need but also where there is significant loading or waiting and these powers can be used to limit vehicle idling.

Amended report

7. Enforcement procedure is effectively in up to three stages depending on the outcome at each stage:

    a) An authorised person to ask the driver to stop the running of the engine of that vehicle;

    b) A £20 fixed penalty issued if driver fails to comply;

    c) A fine not exceeding a Level 3 on the standard scale (£1,000) if details are withheld.

8. The above procedure demonstrates that this is not about penalising drivers but to create positive behaviour change with respect to idling and ultimately helping reduce the level of emissions in the city that are harmful to health.

9. Enforcement will be carried out by existing parking enforcement staff and it should be noted that this is not expected to significantly impact on their primary role of enforcement against illegally parked vehicles. . Informing bus operators and other key partners should help minimise the need for issuing the FPNs or fines described above.

10. Officers have engaged with Norfolk County Council when considering the application to become a designated authority under The Road Traffic (Vehicle Emissions) (Fixed Penalty) (England) Regulations 2002.

Signage

11. The area where enforcement will be carried out will be suitably signed. This signage will convey the requirements in place but without unduly adding to street clutter.

Conclusion

12. Whilst there has been some good progress reducing emissions and more modern motorised vehicles are gradually producing lower emissions, if this engine switch-off if not enforced, improving air quality in Norwich will take much longer than is necessary.

13. The Road Traffic (Vehicle Emissions) (Fixed Penalty) (England) Regulations 2002 sets out powers to allow Norwich to enforce engine switch-off for stationary vehicles, helping to reduce emissions and working towards our corporate and service priorities.

14. Once we have gained authority from the Secretary of State it is anticipated to take around three months to implement signage and to commence enforcement.

Appendedreport

Integrated impact assessment

NORWICH City Council

Report author to complete	
Committee:	Cabinet
Committee date:	14 March 2018
Director / Head of service	Andy Watt
Report subject:	Air Quality –Fixed penalty, stopping of engines
Date assessed:	06/12/2017
Description:	To agree to seek approval for issuing of FPNs on idling vehicles

Appended report

	Impact			
Economic (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Finance (value for money)	☐	☒	☐	Cost covering but see also: World Health Organisation (WHO) on the economic cost of the health impact of air pollution: http://www.euro.who.int/__data/assets/pdf_file/0004/276772/Economic-cost-health-impact-air-pollution-en.pdf
Other departments and services e.g. office facilities, customer contact	☒	☐	☐	
ICT services	☒	☐	☐	
Economic development	☐	☒	☐	Reducing air pollution will help Norwich to be a pleasant and prosperous city that is appealing to residents and visitors
Financial inclusion	☒	☐	☐	
Social (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Safeguarding children and adults	☒	☐	☐	
S17 crime and disorder act 1998	☒	☐	☐	
Human Rights Act 1998	☒	☐	☐	

Appended report

	Impact			
Health and well being	☐	☒	☐	The proposals will help to reduce the impact on public health from unnecessary pollution from motorised vehicles. https://uk-air.defra.gov.uk/air-pollution/effects
Equality and diversity (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Relations between groups (cohesion)	☒	☐	☐	
Eliminating discrimination & harassment	☒	☐	☐	
Advancing equality of opportunity	☒	☐	☐	
Environmental (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Transportation	☐	☒	☐	This scheme works to reduce the impact on air quality from transport.
Natural and built environment	☐	☒	☐	The natural and built environment will benefit from improved air quality. See above WHO report above that details the cost of air pollution on the built environment.
Waste minimisation & resource use	☒	☐	☐	

Appended report

	Impact			
Pollution	☐	☒	☐	This scheme will help improve air quality through reducing unnecessary vehicle emissions.
Sustainable procurement	☒	☐	☐	
Energy and climate change	☐	☒	☐	Reducing vehicle emissions is an established contributor to mitigating climate change. Reducing vehicle idle time is an established way to reduce fuel consumption saving energy.
(Please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Risk management	☒	☐	☐	If engine switch-off if not enforced, improving air quality in Norwich will take much longer than is necessary. This would be at odds with our corporate and service priorities (safe, clean and low carbon city) and our air quality action plan.

Recommendations from impact assessment
Positive
N/A
Negative
N/A

Appended report

Neutral
N/A
Issues
N/A

Appended report

Report to	Norwich Highways Agency committee 22 March 2018	**Item**
Joint report of	Head of city development services and Executive director of community and environmental services	10
Subject	Renewal of the Highways Agency Agreement between Norfolk County Council and Norwich City Council	

Purpose

To note the contents of the attached reports from Norfolk County Council and Norwich City Council.

Recommendations

That the committee notes that Norfolk County council and Norwich City Council have agreed to amend the Highways Agency Agreement and to extend it for a period of 1 year until 31 March 2020 as detailed in the two attached reports

Corporate and service priorities

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

Financial implications

It is anticipated that any new highways agency agreement will identify financial savings that will benefit both the city and county councils.

Ward/s: All wards

Cabinet member: Councillor Stonard - sustainable and inclusive growth

Contact officers

Grahame Bygrave – highways services manager (Norfolk)	01603 638561
Joanne Deverick – transportation & network manager (Norwich)	01603 212461

Background documents

None

Report to	Cabinet	**Item**
	07 February 2018	
Report of	Head of city development services	11
Subject	Renewal of the highways agency agreement with Norfolk county council	

KEY DECISION

Purpose

To consider amending the current highways agency agreement between Norfolk County Council and Norwich City Council and to extend it for one year until 1 April 2020.

Recommendations to:

(1) endorse revisions to the existing highways agency agreement between Norfolk County Council and the council as set out in the report;

(2) agree to extend the existing highways agency agreement by one year until 31 March 2020

Corporate and service priorities

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

Financial implications

The council is paid for the services and functions it provides under the highways agency agreement through a mixture of lump sum and at cost payments; the intention being that neither party is no better or no worse off. Some surplus income is generated (from on-street parking mainly) which is used to support the Transport for Norwich programme.

It is anticipated that any new highways agency agreement will identify financial savings that will benefit both the city and county councils.

Ward/s: All wards

Cabinet member: Councillor Stonard - sustainable and inclusive growth

Contact officers

Andy Watt - head of city development services	01603 212691
Joanne Deverick – transportation & network manager	01603 212461

Appended report

Background documents

None

Appended report

Report

Background

1. Norfolk County Council has an agency agreement with the council to carry out various highways, traffic and on-street parking functions within the city. The functions the council carries out include

    - some policy development as part of TfN (Transport for Norwich) - previously known as NATS (Norwich area transportation strategy),
    - highways maintenance, including trees and verges
    - design and construction of traffic management and improvement schemes,
    - the coordination of all works on the city's highway network
    - on-street parking restrictions and enforcement
    - bus gate enforcement

2. The existence of the highways agency agreement enables close links between the city council's planning function and the county council's highway functions to ensure that robust transport infrastructure is provided through development. It also facilitates a focus on neighbourhood and locality working within the city and supports many elements of the corporate vision for the city including road safety, air quality and sustainable development.

3. The Norwich City Highways Agency Agreement has been in place since the 1974 local government reorganisation and has been renewed periodically since that date; originally this was every 4 years but the 2006 agreement was extended for a year to take account of the then pending local government review and the 2011 agreement that was renewed after 3 years in 2014 to coincide with the start of the county councils new strategic partnership for the delivery of highway works within the county. The partnership consists of a main contractor and professional services providers.

Extension to the existing highways agency agreement

4. The current agreement came into effect in 2014 and was for a period of 5 years rather than the usually adopted 4 years.

5. Under the terms of the agreement both parties are obliged to give a minimum of 12 months notice if they wish to terminate the agreement on the expiry date; i.e. on or before 31 March 2019. If no notice has been received by 31 March 2018 the highways agency agreement is deemed to have been renewed for a further 5 year period to 31 March 2024.

6. In recent months, city and county council officers have undertaken a review of the current highways agency agreement with a view to suggesting amendments for a renewed agreement. The review concluded that the existing agreement worked well in most areas; however issues were identified in connectivity of the IT systems and the robustness of the highways design function. It also acknowledged that clarification was required around the responsibility for street trees and for civil parking and bus lane enforcement. Additionally there is a need to ensure that the agency agreement is based on

Appended report

secure financial arrangements that reflect the current financial positions of both councils.

7. Attached as appendix 1 is a copy of the report that was considered by the Environment, Development and Transport (EDT) committee at Norfolk County Council on 19 January 2018 which details those discussions.

8. The recommendation of that report is that the existing highways agency agreement is extended for a year until 31 March 2020. This will allow both councils the opportunity to scope out the potential financial savings that could be achieved for both parties through efficiencies and better integrated back office systems. The intention is this would be in readiness for a new highways agency agreement to be adopted in April 2020.

9. Notwithstanding the proposed extension to the existing agreement, the officer discussions have concluded that there are 2 elements of the current agreement that should be amended in the short term. These are the future of the council's engineering design function and the council's involvement in the out-of-hours winter maintenance service.

Engineering design

10. The council has an establishment of 4.2 FTE to undertake engineering design. However in the last 18 months two retirements and one resignation have left the team with a project engineer and a 0.6 FTE technical officer (i.e. as reflected in the EDT report).

11. Over the last few years it has proved difficult to recruit engineering staff, and when recruitment has been successful invariably the people involved have come from Norfolk County Council or their strategic partners, a situation that is far from satisfactory. Furthermore even at 4.2 FTE it is difficult to provide a fully effective engineering design function, particularly given the integration between county and their works contractors which the council also has to use.

12. Transferring the highway engineering design function to the county council will improve the resilience of this function and help avoid the recruitment merry-go-round. It will not affect the city's ability to be involved in highways improvements, however, as the majority of these are already delivered by joint city and county multidisciplinary teams.

13. With such a transfer of function it would follow that the existing engineering design staff would transfer under TUPE across to the county council. Details of the TUPE process and timescales will be mutually agreed with the county council.

Out-of-hours winter maintenance

14. Currently city council employees are involved in the winter maintenance service and help inform the decision as to when the network needs to be gritted. The county council would like to remove the out-of-hours element of the service from the existing agreement to realise an immediate saving in 2018-19. City staff will continue to be involved in the day to day management of the winter service, although this function may come under further review as part of the new agreement.

Approved report

15. EDT committee agreed the recommendations of the report and it is expected that the decision will be ratified by the county council's full council on 12 February 2018.

Alternative options

16. The alternative to extending the existing highways agency agreement for 12 months is for the city council to give notice and for it to end on 31 March 2019. This would see all the functions mentioned in paragraph 1 revert back to the responsibility of Norfolk County Council and all staff engaged in highway agency functions would be TUPE transferred over to Norfolk County Council. Such a move would have a wide ranging impact on a number of city council services including the customer contact team and citizens services and the benefits that the highways agency agreement provides as outlined in paragraph 2 would be lost or significantly diminished. It is therefore not an option that is recommended.

Appended report

Integrated impact assessment

NORWICH City Council

The IIA should assess **the impact of the recommendation** being made by the report
Detailed guidance to help with the completion of the assessment can be found here. Delete this row after completion

Report author to complete	
Committee:	Cabinet
Committee date:	7 February 2018
Director / Head of service	Andy Watt
Report subject:	Renewal of the highways agency agreement with Norfolk county council
Date assessed:	17 January 2018

Appended report

	Impact			
Economic (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Finance (value for money)	☒	☐	☐	The highways agency agreement is designed to be cost neutral for the city council. It is anticipated that any new agreement will identify financial savings for the authority
Other departments and services e.g. office facilities, customer contact	☒	☐	☒	If the highways agency agreement were to be revoked it would impact on other council departments including citizen services and customer contact. The ability for parking services to operate and enforce off street car parks and housing car parks would be affected as the resilience of the team would be affected by the loss of a number of staff through the TUPE process
ICT services	☒	☐	☐	It is anticipated that any new agreement will identify opportunities for shared back office systems
Economic development	☐	☒	☐	The existence of the highways agency agreement allows the city council to influence the transport infrastructure in the city and can help promote regeneration sites. An example of this is the Westlegate scheme that has originally promoted by the city council.
Financial inclusion	☒	☐	☐	
Social (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Safeguarding children and adults	☒	☐	☐	
S17 crime and disorder act 1998	☒	☐	☐	

Appendix report

	Impact			
Human Rights Act 1998	☒	☐	☐	
Health and well being	☐	☒	☐	It is unlikely that the city council would be able to promote the corporate priority of ensuring that streets in residential areas were subject to a 20mph restriction without the agency agreement being in place. The agency agreement also delivers wider road safety benefits and supports the city council in promoting walking an cycling. Had the agency agreement not be in place it is probable that the city council would not have received the cycle ambition status
Equality and diversity (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Relations between groups (cohesion)	☒	☐	☐	
Eliminating discrimination & harassment	☒	☐	☐	
Advancing equality of opportunity	☒	☐	☐	
Environmental (please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Transportation	☐	☒	☐	The existence of a highways agency agreement allows the council to greater influence and control on highways matters and transport policy within its' boundaries

Appended report

	Impact			
Natural and built environment	☐	☒	☐	The existence of a highways agency agreement allows the council, with its' strong design ethos, to influence the design of transport schemes within the city . It also allows the city council to subsidise planting and tree provision and maintenance to ensure a higher standard.
Waste minimisation & resource use	☒	☐	☐	
Pollution	☐	☒	☐	The existence of the highways agency agreement gives the city direct influence over identifying and implementing schemes that will improve air quality
Sustainable procurement	☒	☐	☐	
Energy and climate change	☒	☐	☐	
(Please add an 'x' as appropriate)	**Neutral**	**Positive**	**Negative**	**Comments**
Risk management	☒	☐	☐	The absence of a highways agreement will have significant impact on the city councils ability to influence transport policy in the city and will reduce the opportunity for locality working. It will also impact across a wide range of council services if the work undertaken through the agreement is transferred to Norfolk County Council Conversely there is a risk with the existence of the agreement that the city council may not recover all costs associated with the agreement.

Appended report

Recommendations from impact assessment
Positive
Negative
Neutral
Issues

Appended report

Environment, Development and Transport Committee

Item No.

Report title:	**Review of Norwich Highways Agency Agreement**
Date of meeting:	**19 January 2018**
Responsible Chief Officer:	**Tom McCabe – Executive Director, Community and Environmental Services**

Strategic impact

Norfolk County Council (NCC) and Norwich City Council have arrangements in place for the discharge of various highway and traffic functions by the City Council on behalf of the County Council. These arrangements are covered by the Highways Agency Agreement. This report outlines a review of the performance of the Highways Agency Agreement.

Executive summary

There are two major elements to the delivery of highways related activities in the City - the Highways Agency Agreement and the delivery of the Transport for Norwich (TfN) programme of transport schemes. The Agency Agreement covers the day-to-day delivery of highway functions and services, whereas the TfN programme is the wider delivery of strategic transport schemes outlined in the NATS Implementation Plan (now called TfN), which was adopted by the County Council in April 2010. A separate review and update of TfN is currently underway.

The current Highways Agency Agreement is dated 19 September 2014, and is due to expire on 31 March 2019. The agreement states that either party must give 12 months notice to terminate the Agreement and if by 1 April 2018 neither party has given notice, the Agreement will automatically be renewed for a period of 5 years from 1 April 2019.

Any decision to terminate the Highways Agency Agreement would need to consider the necessary transfer of staff from the City to the County Council under the TUPE arrangements that are set out in the Agreement.

Recommendations:

Members are recommended to:

1. **Note and comment on the details of the review of the Norwich Highways Agency Agreement, agree not to invoke the termination, but extend the current Agreement for one year to March 2020, to allow the details of the new Agreement to be fully developed;**
2. **Agree that a report comes back to this Committee early in 2019 outlining a proposed new Norwich Highways Agency Agreement that will include details of the scope for financial savings.**

Amended report

1. Proposal

1.1. Norfolk County Council (NCC) and Norwich City Council have arrangements in place for the discharge of various highway and traffic functions by the City Council on behalf of the County Council. These arrangements are covered by the Highways Agency Agreement.

1.2. Officers have considered the following options:

- **Option A**: Extend the existing Agreement for one year (April 2019 to April 2020) and incorporate changes outlined in this paper to the existing agreement and identify the scope for a new Norwich Highways Agency Agreement from 1 April 2020 that will deliver further financial savings
- **Option B**: Give 12 months notice to terminate the existing agreement so that the County Council delivers the highway and traffic functions that are currently delegated to the City Council from 1 April 2019

2. Evidence

2.1. The Highways Agency Agreement was subjected to reviews in 2010 and 2013. The overall conclusions at that time was that the arrangement should continue but with regular reviews and improvements as appropriate. In light of the 12 month notice period for the current Agreement coming up at the end of March 2018, a further detailed review of the Agreement has been undertaken over the last 6-9 months.

2.2. Staff from both the County and City Councils who work day-to-day on the delivery of the Highways Agency Agreement took part in the review. Emphasis has been placed on the following:

- how effective the working arrangements are between both Councils in terms of delivering the outcomes to residents and stakeholders
- the costs of managing and delivering the Agreement.

2.3. Various workstreams were included in the review (see table below), which cover the full range of activities delivered through the Agreement. Under each of these workstreams, emphasis was placed on reviewing existing strengths, weaknesses, resilience, benefits, costs and risks of any proposed changes and impacts on locality working.

2.4. A high level summary of the findings of the various workstreams is outlined in this paper. The workstreams considered how effective the existing working arrangements are between both Councils in terms of delivering the outcomes to residents and stakeholders.

Workstream	**High level summary**
Planning and Development	Current arrangements generally work well. No significant changes proposed
Network Management	Fundamentally the broad objectives of the Agreement function well with benefits of being located in the City with close interaction with other City staff assisting the overall coordination of all activities that take place
Highway Maintenance	The maintenance of trees within the city needs to be clarified in terms of costs and responsibilities. See **Section 3** for commentary on winter maintenance.
Highway Design	The design capability at the City Council is limited by having resource of less than 2FTE. See **Section 3** for commentary on these design activities.
CPE and Bus Lane Enforcement	Decision making relating to extension of controlled parking areas needs to be more

Appended report

	clearly defined. See **Section 3** for commentary on the financial review of this activity
Governance / Committee Reporting	Recommends that there is no change at present to the current arrangements for the agreement of the voting members and the constitution of the Agency Committee. Recommends to retain the existing number of meetings but with the firm commitment to cancel a meeting if there is a small agenda or there are agenda items that can be covered at a future meeting without impacting on the programme
Value for Money / KPIs	The recording and reporting of complaints needs to be more consistent. Annual reporting of Agency KPIs needs to be more focussed.

2.5. Common issues found were that there is no common back office platform in use across both authorities, which would allow a more flexible sharing and allocation of case work between City/County officers and introduce more robust record keeping and monitoring capability. Access to ICT has hampered consistency, uniformity and easy access to performance and financial data that is maintained.

3. Financial Implications

Current arrangements

3.1. The current Highways Agency Agreement consists of payments made to the City Council for works and functions delivered, as well as income generated by these activities. Any surplus income over and above that required to deliver works is payable to the County Council but is used to support the delivery of highways activities in Norwich.

3.2. Payments made to the City Council are summarised in the table below.

Payment	**Amount**
Annual City Agency Fee	£609,340
Streetworks Permit Scheme	£52,852
City Structural Maintenance Fee (revenue)	£108,000
Winter Maintenance	£41,000
TOTAL	**£811,192**

3.3. Payments are subject to annual index linking as calculated by the Executive Director of Finance and Commercial Services at the County Council.

3.4. The Annual City Agency Fee makes up the largest element of cost required to deliver the Highways Agency Agreement and covers a wide range of activities, ranging from highway inspections to network management and handling requests from the public for new highway schemes. To deliver this element of the Agreement, the City Council allocates the equivalent of **14.7** Full Time Equivalent (FTE) staff members. The allocation of this is outlined in the table below.

Role	**FTE**
Highway enquiries and inspections	5.7

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Streetworks / network management	4.9
Traffic advice, enquiries and request for service	4.1
TOTAL	**14.7**

3.5. Staff at the County Council work closely with the City Council on many of the activities outlined above but not to the extent that there is any duplication of service delivery. The City Council performs the lead or first contact role in these activities.

3.6. The City structural maintenance fee (revenue), including winter maintenance, is delivered by an FTE of 5.5 staff members. Again, staff across CES at the County Council work with City colleagues on delivery of this activity but avoid duplication of effort.

3.7. The allocation of FTEs and their specific roles in terms of delivering the requirements of the Agency Agreement is provided by the City Council and this has been reviewed by County officers in terms of how this would compare should these activities be conducted by the County Council. Overall, this review has concluded that this allocation is appropriate and comparable to County Council staff numbers carrying out similar activities.

3.8. Income received from the City Council can be broken down into the following categories:

- Permits from items in the highways (such as scaffolding and skips). This is in the region of £10k net income per annum
- Any surplus generated from delivering Civil Parking Enforcement (CPE) activities and the enforcement of bus lanes (see further comments below).

3.9. Income varies year on year, particularly in terms of any funds generated from the CPE activities and bus lane enforcement. For example, the current year (17/18) is predicted to just about cover its costs because there has been a need for investment in new on-street ticketing machines and the requirement to amend hardware/software in the ticket machines to accept the new £1 coins.

3.10. A detailed review of the costs and income associated with the operation of CPE activities and bus lane enforcement has been undertaken by officers from the City and County Councils. This has shown that this process is well managed, with all costs and income being accurately recorded and apportioned appropriately.

Proposed amendments to current arrangements

3.11. There are pressures on budgets across both authorities and potential savings need to be identified wherever possible. The annual City Agency Fee represents the most significant cost element of the Highways Agency Agreement. In order to deliver future cost savings, further work is needed to scope out exactly what changes are needed in terms of service delivery. Where possible these will be incorporated within existing Agreement. As the new Agreement is developed we will look at how financial savings could be delivered. For example, a phased approach to achieving savings in the cost of the annual City Agency Fee could deliver savings of a minimum of circa £90-100k over a three year period.

3.12. We will continue to work with the City Council to look for opportunities to deliver savings within 2018/19.

3.13. Whilst it has been agreed that winter maintenance cover for Norwich for 2017/18 should continue to be delivered via the existing arrangement through the City Council, winter maintenance for Norwich for winter 2018/19 will be delivered by

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the County Council utilising resources and winter specific maintenance requirements already in place for the wider Norfolk area. This will generate a net saving of at least £5k per annum from 18/19 onwards.

3.14. In terms of bus lane camera enforcement, it is proposed that funding of any additional cameras in the future will come through specific project-related budgets and will not be charged, as currently, against the costs of managing the overall bus lane enforcement. This will enable more funds to be retained to support the wider delivery of highways activity in Norwich.

3.15. The engineering design capability at the City Council is limited by having resource of less than 2FTE based at City Hall performing this function. It is proposed to transfer this function back to the County Council. In terms of possible savings to the City Agency Annual Fee, this is likely to be minimal as much of their time is spent designing schemes that are externally funded and therefore charged from other relevant (mainly capital) budgets. However, transferring these design activities to the County Council will increase the resilience of the engineering design capability of both authorities and will enable this particular service to be delivered more effectively.

3.16. Another issue found was that there is no common back office platform, which would allow a more flexible sharing and allocation of case work between City/County officers and introduce more robust record keeping and monitoring capability. Access to ICT has hampered consistency, uniformity and maintenance of performance and financial data. Resolution of this issue will be further explored with a view to achieving improved service delivery and capturing any associated financial savings from efficiencies.

3.17. As more work is required to identify how financial savings would be delivered, a further report will be brought back to members early 2019 once that work has been completed. This will set out the proposed savings and details of a new Highways Agency Agreement from 1 April 2019.

4. Issues, risks and innovation

4.1. When making any decision related to the future of the Highways Agency Agreement, it is important to note that this Agreement and the delivery of the Transport for Norwich (TfN) programme of transport schemes are separate entities. The Highways Agency Agreement is focused around the day-to-day delivery of highway functions, whereas the TfN programme is the delivery of strategic transport schemes outlined. For example, removal of through traffic from St Stephens Street in Norwich is linked to delivery of the TfN Implementation Plan and is not as a result of having a Highways Agency Agreement in place.

4.2. Whilst the review has shown that operationally the arrangement is generally working well, improvements to back office processes, particularly ICT, are required.

4.3. This latest review of the Agency Agreement has highlighted the opportunity to bring about a more integrated approach to managing the core highway delivery function, including that of the CPE/bus lane enforcement.

5. Background

5.1. The following papers provide background to the Norwich City Agency:

1 March 2010 Cabinet – paper on Norwich City Highways Agency Review

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Officer Contact

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

Officer name :	**Grahame Bygrave / Jeremy Wiggin**	**Tel No. :**	**01603 638561 / 01603 223117**
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Appended report

Report to	Norwich Highways Agency committee	**Item**
	22 March 2018	11
Report of	Director of business services	
Subject	Committee schedule 2018-19	

Purpose

To agree the meeting schedule for the 2018 to 2019 civic year.

Recommendation

That the committee agrees, subject to approval at the city council's annual council, the schedule of meetings of the Norwich Highways Agency committee for the civic year 2018-2019, with all meetings to be at 10:00 and held at City Hall, as follows:

Thursday, 7 June 2018
Thursday, 20 September 2018
Thursday, 20 December 2018
Thursday, 21 March 2019

Corporate and service priorities

The report helps to meet the corporate priority to provide value for money services and in accordance with the Norwich Highways Agency agreement.

Financial implications

There are no direct financial implications arising from this report.

Ward/s: All Wards

Cabinet member: Councillor Kendrick - Resources

Contact officers

Jackie Rodger, senior committee officer 01603 212033

Background documents

None

Report

1. The committee has usually met six times a year at 10:00 on either the fourth or third Thursday of the months of June, July, September, November, January and March of each year.

2. The Norwich Highways Agency agreement between the city and county councils states that the committee "will meet at least six times per year (or such other minimum number as the Joint Committee may from time to time agree) and such dates and at such as it may determine" .

3. The chair and vice chair have the discretion to approve requests for a committee meeting not to be convened if there is insufficient business. Officers have reviewed the number of schemes for decision by the committee over the next civic year and are recommending that the committee's schedule of meetings is rationalised to reduce the number of meetings and to ensure a better distribution evenly throughout the year and to more accurately reflect the workload of the committee.

4. Meetings of the city and county councils, room availability and where possible the avoidance of school holidays has been taken into account. Colleagues at Norfolk County Council have been consulted on the proposed dates of meetings.

5. The city council approves its schedule of meetings for the civic year at its annual council which will be held on 22 May 2018. The city council elects the vice chair at annual council. The county council elects the chair at its annual council. Holding the first meeting of the civic year in June allows for this process to be completed.

Schedule for 2018-19

6. In order to be as efficient and cost effective as possible, officers have monitored and where possible planned the amount of business to be considered for each scheduled meeting. Officers advise the chair and vice chair when there are no substantive items requiring a decision by the committee. Over the last three years at least one meeting a year was not convened due to insufficient business. Two meetings were not convened in 2017-18.

7. It is therefore proposed to hold four committee meetings during 2018-19. The proposed schedule rationalises the number of meetings by reducing it to four meetings which are distributed evenly throughout the year. The proposal is not to hold a meeting in July because it is close to the June meeting and to combine the meetings for November and January with a meeting in December.

8. The December meeting will fall in the school holidays. All other meetings will be held in school term time.

9. There is provision to convene extraordinary meetings of the committee should it be required.

10. The proposed schedule of meetings for 2018-19 is to hold meetings at 10:00 on at City Hall on:

    Thursday, 7 June 2018
    Thursday, 20 September 2018

Thursday, 20 December 2018
Thursday, 21 March 2019