

**Report to** Norwich highways agency committee  
21 January 2016

**Item**

**Joint report of** Head of city development services (city) and executive director of community and environmental services (county)

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**Subject** Transport For Norwich – Colegate/St Georges Street junction improvement

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### **Purpose**

To consider the results of the consultation linked to the wider Transport for Norwich proposals for the Colegate/St Georges Street junction project and to agree to implement the scheme.

### **Recommendations**

To:

- (1) approve the changes required to implement the scheme, including:
  - (a) Extending the shared space environment from the southern part of St Georges Street through its junction with Colegate
  - (b) Install a raised table on Colegate through its junction with St Georges Street
- (2) ask the Transportation & network manager at Norwich City Council to carry out the necessary statutory processes to confirm the Road Hump notice necessary for the scheme.

### **Corporate objective and service priorities**

The scheme helps to meet the corporate priority for a safe, clean and low carbon city and the service plan priority to implement the Transport for Norwich strategy.

**Ward** Thorpe Hamlet

**Cabinet member** Bert Bremner – Environment and sustainable development

### **Financial implications**

The scheme will be funded by £155,000 from the Department for Transport.

### **Contact Officers**

Bruce Bentley, Principal transportation planner – Norwich City Council      01603 212445  
Jon Barnard, NATS Manager – Norfolk County Council                              01603 224414

### **Background papers**

None

# Report

## Background

### Strategic Objectives

1. Norwich and its surrounding area is becoming an increasingly popular area to live, work and visit. It is the number one shopping destination in the Eastern Region and becoming one of the Nation's premier cultural centres. To ensure the Greater Norwich Area continues to be popular and grow, the transport systems need to be able to cope with the increased demand.
2. Norwich is a medieval city with a narrow road system; incorporating a 21st century transport system to cope with the increased demand without sacrificing highway space for a particular transport mode or at the expense of green space and historic buildings is challenging.
3. The Norwich area Transportation Strategy (NATS) now more widely known as Transport for Norwich (TfN), is the adopted strategy which will deliver the transport improvements needed over the next 15 plus years. The strategy recognises everybody's journeys are different and does not look to force people to use one particular mode. It does look to give people viable options on how they choose to travel and actively promote sustainable transport. To do this in some areas of the network there needs to be a re-balance of the highway space available.
4. The Strategy details the plan for future delivery of improvements in order to develop sustainable transport, reduce congestion and improve air quality within the Greater Norwich area. The strategy has already delivered key improvements such as the award winning Norwich Bus Station, St Augustine's Gyratory, a network of Park & Ride facilities, St Stephens and Chapel Field North and various Bus Rapid Transit (BRT) improvements. It also includes the recently completed Postwick hub and the Northern Distributor Road which is due for completion late 2017.
5. The implementation plan for the Norwich Area Transportation Strategy (NATSIP) was agreed by Norfolk County Council in April 2010 and updated in November 2013 ([see link for updated implementation plan http://www.norfolk.gov.uk/view/NCC158241](http://www.norfolk.gov.uk/view/NCC158241)). The plan sets out the range of transport measures, together with their general intended phasing, for delivery over the short to medium term.
6. The plan has now been updated to take account of what has been delivered since 2010, and to reflect the latest position on future scheme delivery, given progress with implementation, and now that the growth plans for the area are more clear ([see joint core strategy document: http://www.greaternorwichgrowth.org.uk/dmsdocument/1953](http://www.greaternorwichgrowth.org.uk/dmsdocument/1953)).
7. Cycling is on the increase for both recreation and commuting nationally and the area has a thriving cycling community. The implementation of a City wide cycling network (see link to cycle map <http://www.norwich.gov.uk/TransportAndStreets/Transport/Cycling/Documents/CyclingMapFront.pdf>) is a key part of the Transport for Norwich Strategy as by delivering a comprehensive city network this reduces a number of short

distance car journeys removing pressure on the network, as well as offering improving quality of life and the health benefits that have been well documented.

8. The Greater Norwich area is one of eight urban areas across the country that has been successful in bidding for Cycle Ambition funding from the Department for Transport to comprehensively improve the quality of cycling infrastructure across the Norwich cycle network a copy of the application documents can be found here  
<http://www.norwich.gov.uk/TransportAndStreets/Transport/Cycling/Pages/CycleCityAmbitionGrant2015.aspx>.
9. This scheme is a key part of the Yellow Pedalway.

### **Scheme Objectives and Benefit**

10. The cycle map submitted as part of the Cycle City Ambition grant application (<http://www.norwich.gov.uk/TransportAndStreets/Transport/Cycling/Documents/MapOfProgramme.pdf>) shows how the yellow pedalway will be re-routed so that it runs the full length of St Georges Street passing directly through the cross-roads; the blue pedalway turns 90 degrees between St George's Street and Colegate (east) and the red pedalway turns 90 degrees between St George's Street and Colegate (west). As such all four arms of the junction will carry a pedalway and all 12 options for routing through the junction will involve a continuation on a pedalway or an interchange between them. Along with St Andrews Plain and Tombland it is the most connected junction on the entire cycle network. The map in Appendix A shows the route of the blue, red and yellow pedalways through the junction
11. The brief for the project has five principal objectives that seek to:
  - Enhance the streetscape quality of the Colegate/St Georges Street junction
  - Make the experience of cycling and walking across all arms of the junction feel safer
  - Reduce traffic speeds on Colegate approaching the junction.
  - Provide addition cycle parking at the junction
  - Improve the appearance of the gable wall of 29 St George's Street.
12. All works proposed are within the boundary of the adopted highway, and no significant adverse impacts have been identified.

### **Design Proposals**

13. The scheme proposes to enhance the streetscape quality of this junction and make the experience of cycling and walking across all arms junctions easier and feel safer by reducing traffic speeds on Colegate Street approaching the junction. The proposed method of achieving this is to extend the existing shared space environment from the southern part of St Georges Street and create a raised table through the junction as shown in the plan included in Appendix 2.

14. To improve the visibility on the St Georges Street approaches to the junction, the scheme proposes to bring the effective give-way points forward by reducing the carriageway width on Colegate through the junction to 3.8m.
15. To further improve the visibility on the south side of Colegate Street west of the junction with St Georges Street, the proposals include the removal of the end car parking space from the pay and display parking outside Merchants Court. It is proposed to install additional cycle parking in that space to maintain the increased visibility but retain the traffic calming pinch point.
16. To implement the scheme, a Road Hump Notice for the raised table on Colegate through the junction is required to implement the scheme.

### **Traffic impacts**

17. It is anticipated that there will be no negative impacts on traffic in this area as a result of the works.

### **Accident reduction**

18. One of the objectives of the project is to improve conditions for pedestrian cyclists using the junction by reducing traffic speeds on Colegate Street approaching the junction and improving the visibility on the approaches from the St Georges Streets arms of the junction.

### **Public Consultation**

19. The consultation started on 6<sup>th</sup> November and ran for 3 weeks until 30 November. 92 letters were sent to all local residents and businesses in the area informing them of the proposals and inviting them to comment. Plans were on available to view on request at City Hall. The required Road Hump notice was advertised in the local press on the 6<sup>th</sup> November, and street notices were placed at the junction. The public were invited to email or write in with their comments, suggestions or objections.

### **Stakeholder views**

20. During the consultation, a total of 17 responses were received. From the responses received, 8 expressed support of the proposals, 3 expressed support but raised concerns about aspects of the proposals and 6 were against the proposals.
21. A number of issues were raised by respondents, either disagreeing with the scheme or requesting clarification of the proposals. These issues along with the officer comments have been included in Appendix 2.
22. The majority of respondents who disagreed with the proposals expressed concern about the proposed layout introducing a pinch-point onto Colegate, which due to an increase in peak traffic flows and on-street parking since the opening of the Jane Austin College will cause congestion at the junction with cars unable to pass each other.
23. To improve the visibility when exiting St Georges Street south and north, the effective give way lines have been brought forward reducing the width of the carriageway along Colegate to 3.8m. This width should discourage vehicles

travelling in the opposite direction trying to pass each other where there is not enough space to do so. This is not dissimilar to the rest of Colegate which due to the presence of on-street parking is not wide enough for two cars to pass each other and encourages a give-take arrangement to maintain two-way flow.

24. As part of the consultation a response was also received from the Norfolk and Norwich Association of the Blind who raised a number of concerns regarding the proposals. These included the size of the proposed kerb upstands being inadequate for visually impaired users, concerns over the location of the cycle parking, the request for an additional tactile crossing point and the location of the proposed bollards offering no navigational cue to the visually impaired. These comments have been noted and a meeting is being arranged to discuss through the concerns raised by the NNAB in their response.

### **Timescales**

25. If approval to proceed on the scheme is given, it is proposed to start construction in March 2016 for a period of 6 weeks.

### **Conclusions**

26. The proposals have received support and will provide a useful improvement to all users of the junction. It is therefore proposed that the changes required to implement the scheme are approved as presented.

### **Resource Implications**

27. Finance: The TfN programme forms an integral part of strategic infrastructure as set out in the Joint Core Strategy. The delivery of this work is funded through government grants by way of the City Cycle ambition funding.
28. Staff: The project will be delivered through joint team working involving both County Council and City Council officers.
29. Property: The proposals can be provided within the existing highway boundary.
30. IT: None.

### **Other implications**

31. Legal Implications: None.
32. Human Rights: None.
33. Communications: None.

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

34. The scheme will be designed to ensure it has a positive effect on crime and disorder where possible. Care will be taken during construction to minimise opportunities for crime and disorder, for instance the secure storage of construction equipment and materials.

## **Risk Implications/Assessment**

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

Figure 1: Existing route of the yellow, blue and red pedalways passing through the Colegate/St Georges Street area.

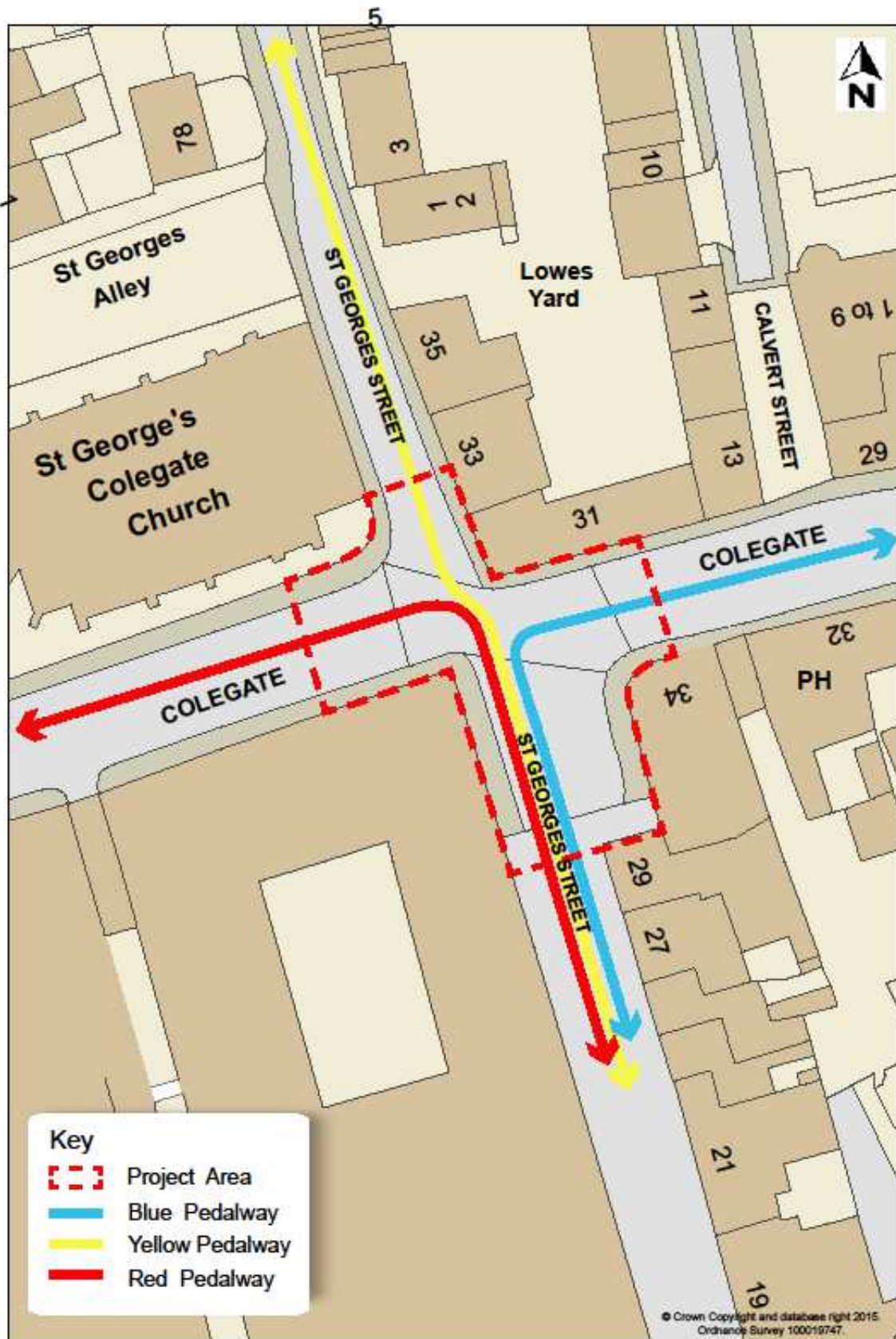
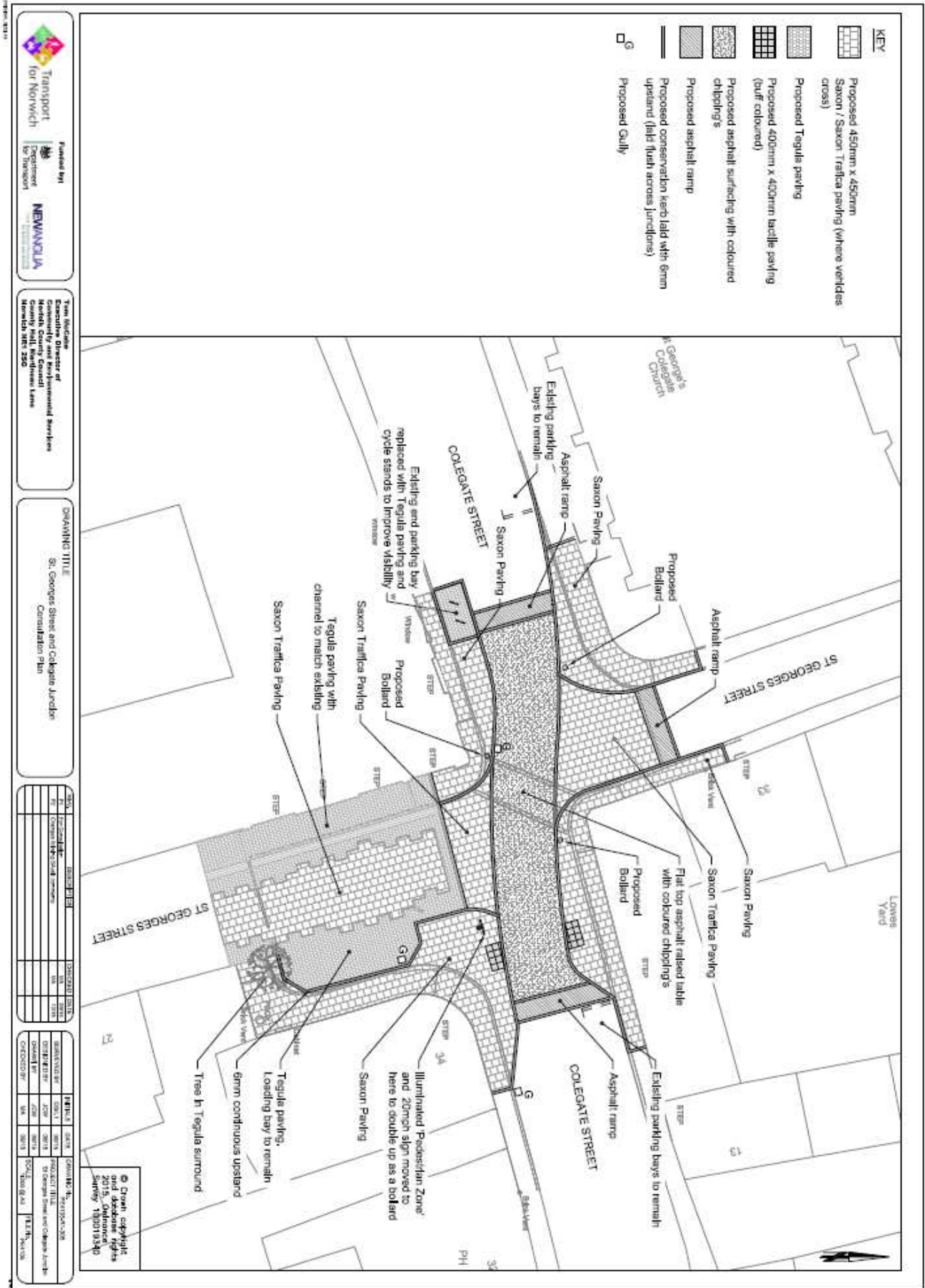


Figure 2: Consultation plan showing proposed changes at Colegate/St Georges Street junction





## Appendix 3 – NHAC Report January 2016

Ref.	Times raised	Issue raised	Officer response
1	9	In support of proposals	Support welcomed.
2	5	Disagrees with proposals which will make existing congestion problem worse by introducing a pinch point through the junction.	Refer to report section 'Stakeholder views'.
3	4	Concerns over the location/number of the proposed bollards and need to locate them so they do not cause accidents or obstruction	The location and number of proposed bollards will be investigated as part of the detailed design.
4	3	Supports the introduction of cycle parking , including one request for more	The cycle parking and any opportunities to install any additional cycle parking will be investigated as part of the detailed design.
5	3	What is the justification for the scheme/ Money better spent elsewhere in area.	<p>We are looking to provide this scheme at this location as:</p> <ul style="list-style-type: none"> <li>• St Georges Street forms an important part of the Yellow pedalway from the Airport to the city centre</li> <li>• Colegate forms part of the Sustrans national route 1 via the city centre.</li> <li>• The opening of the Jane Austen School has meant there are many young pupils who are walking and cycling to school, and the current rumble strip at the St Georges Street junction is not working as well as wanted.</li> </ul>
6	2	Better methods to reduce speed and help priority	<p>The proposed layout has been developed to best meet the objectives of the scheme to:</p> <ul style="list-style-type: none"> <li>• Make it feel safer for everyone; drivers, pedestrians and cyclists</li> <li>• Reduce excessive driver speed</li> <li>• Improving the appearance of the historic street.</li> </ul>
7	2	Why are we proposing work at the junction so soon after it has recently tampered with	Additional money has been made available as part of the funding from Department for Transport to improve the area for cyclists. The previous works were undertaken with a small amount of money available from developers and maintenance and it is regrettable that these works will follow so shortly after the previous works have been completed.

<b>Ref.</b>	<b>Times raised</b>	<b>Issue raised</b>	<b>Officer response</b>
8	2	The whole proposed saxon paving area needs to be no parking	The extended paving area to the south of Colegate will become part of the existing no waiting restriction in place on St Georges Street (south). The existing double yellow lines will be reinstated through the junction and St Georges Street (North).
9	2	St Georges Street (north) is an important route for residents and asphalt should be used on the carriageway rather than saxon paving	This will be investigated as part of the detail design.
10	1	Signing introduce to indicate priority to pedestrians and cyclists	The existing pedestrian zone/20mph sign is being moved to tie into proposals to extend the existing paving from St Georges Street (south) to the junction with Colegate.
11	1	Proposed design emphasises east-west route which is more heavily used by vehicles, should be changed to reflect yellow pedalway route	The dominant vehicular flow at the junction is the east-west route however the flows are relatively low so should not present a barrier to cyclists travelling on the yellow pedalway. The proposed design extends the shared spaced environment from St Georges Street (south), which should reduce vehicular speeds and improve the visibility when exiting St Georges Street (north and south).
12	1	Why is pedestrian zone/20mph sign needed? The sign would be more beneficial on Duke Street.	The existing pedestrian zone/20mph sign is being moved to tie into proposals to extend the existing paving from St Georges Street (south) to the junction with Colegate. Norwich City Council are currently progressing a traffic calming scheme on Duke Street as part of the phase 1 Cycle City Ambition grant funding which should be delivered this year.
13	1	Could St Georges Street (North) be made one- way as the road is not wide enough for two cars to pass each other	This is not intended as part of the proposals for this scheme.
14	1	Route used by a number of vulnerable users and should consider installing a zebra crossing as per the crossing outside Cinema City	The proposed scheme has been designed to improve cycling and walking across all arms of the junction and is based on a shared space design. A zebra crossing is not considered to be justified in this location.
15	1	Consultation has not been wide enough and too short	Refer to report section 'Stakeholder views'. The consultation undertaken is in line with similar schemes and fulfils the statutory requirements.
16	1	Could motorcycle parking be included with the cycle parking	Noted, however it is intended to limit the proposed parking for cyclists.

<b>Ref.</b>	<b>Times raised</b>	<b>Issue raised</b>	<b>Officer response</b>
17	1	Layout needs to be design so that it can cater for delivery lorries and coaches that need access to St Georges Street (south) from Colegate (east)	The proposed layout has been amended so that a coach and deliveries lorries will be able access St Georges Street (south) from Colegate (east).