

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

**Report of** Head of city development services

**Subject** Norwich City Football Club – results of consultation on  
proposed toucan crossing and bus gate

**Item**

**8**

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## **Purpose**

To note the consultation and seek approval to implement the relevant Traffic Regulation Orders and footpath conversion order to service the expanding development at the Norwich City Football Club site and beyond.

## **Recommendations**

That the committee:

- (1) Agree the provision of a Toucan Crossing and a bus gate at the junction of Koblenz Avenue and Geoffrey Watling Way and the removal of all on-street parking on Carrow round around the football stadium as show on the plans in Appendix 2.
- (2) Asks the head of city development services to complete the necessary statutory procedures associated with implementing the traffic management measures as described in this report.

## **Corporate objective and service priorities**

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

## **Financial consequences**

The costs of the scheme are being met by contributions from various developments in the immediate area, as part of S106 agreements already received by Norfolk County Council; £116,732 – Toucan crossing contribution, £114,000 – Non car transport contribution and a further £17,610 contribution from the Hotel. Total Scheme funding is therefore 258,342.

**Wards:** Thorpe Hamlet

**Cabinet member:** Cllr Bremner – Environment & sustainable development

## **Contact Officers**

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**Background documents:**

None

## Policy Background

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 Gyrotory, 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. 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)).
6. Ensuring that all new development is served by sustainable transport is essential for the implementation of the NATS strategy. The proposals in this report that were negotiated as part of the planning approvals for the development at the football ground seek to achieve this.

## Introduction

7. The east Norwich area, around the Norwich City Football Club has expanded considerably in recent years, and there are now hundreds of homes on the site, with another 200 due for commencement later this year, and anticipated development of both the former Utilities site, and the adjacent Deal Ground. The population of this area has thus expanded rapidly in recent years, and will continue to do so. The area has been predominantly developed with apartments, most of which have restricted

parking provision, and demonstrably very low associated traffic movements. The remaining development accessed from the football club site continues in this theme. Vehicular access to the Deal ground and the utilities site will be via Bracondale and so will place no additional traffic in this area.

8. Despite the growing population close to the city centre, there are currently inadequate pedestrian and cycle facilities to cross the ring road (which operates as both the inner and outer ring road at this point). The developer funding that is being used for this scheme was negotiated on the basis that a proper crossing facility was required, particularly as it is the intention that National Cycle Route No. 1 is to be diverted along this route once access from the NCFC site through the Utilities site, and the Deal Ground has been achieved.
9. There are also no bus services serving the site at the current time, and whilst, currently, most homes are within reasonable reach of existing bus stops at Riverside, the next phase of development will require bus services to enter the site. The council has received confirmation that a bus service will be routed to service the new development. New buses serving the development will enter via the junction of Canary Way down a short section of the old Carrow Road, via Canary Fields and into Geoffrey Watling Way. Buses will only exit from Geoffrey Watling Way, either to Wherry Road, or on to Koblenz Avenue and provision has been made for a bus stop close to the junction of Canary Fields and Geoffrey Watling Way.
10. Proposals were made at the NHAC meeting on Thursday 17<sup>th</sup> September to tackle these issues and the proposals were approved for consultation.

### **The proposals**

11. The full details of the proposals can be seen in the original report but they are summarised below.
  - Removal of waiting bays on Carrow Road and their replacement by double yellow lines, to overcome security issues with cars parked close to the stadium
  - The signalisation of Wherry Road, Koblenz Avenue and Geoffrey Watling Way/ Carrow Road – enabling the provision of bus priority measures between the football club site and Wherry Road enabling a bus service to access the station, the NCFC site via Canary Way and Canary Fields, returning via the Riverside development.
  - Construction of a bus gate at the Geoffrey Watling way/ Koblenz Avenue junction.
  - Possible adjustment to the timings of the Old Carrow Road/ Kerrison Road junction with the ring road.
  - Construction of a Toucan crossing to replace the pedestrian refuge on Koblenz Avenue.

### **Consultation**

12. The consultation period commenced on 17 November 2015 and closed on Monday 7 December 2015.

13. The proposal was advertised in the press, on site and 561 letters to residents in the new development around the football club and the 'harbour triangle' were sent out. 36 responses have been received. Of the 36 responses 21 gave the street they lived/ worked on (two of the responses were from employees of Laurence Scott based on Hardy Road). A majority of the comments were from residents relatively equally spaced around the new developments on Geoffrey Watling Way, Carrow Road, Hardy Road and Kerrison Road. 2 comments were from residents outside the area who regularly visit people who live there.
14. The main representations raised to the proposals are shown in the table below.

<b>Proposal</b>	<b>Comments</b>	<b>In favour</b>	<b>Opposed</b>
Removal of limited waiting bays on Carrow road	Most respondents on this issue opposed the proposal to remove the limited waiting bays and replace them with double yellow lines. The new flats have no facilities for visitor parking and these on-street spaces are therefore used by visitors	3	20
Construction of a bus gate at the Koblenz Avenue Geoffrey Watling Way junction	The main objection to this proposal was that respondents felt it would increase traffic congestion at the Carrow Road/ Broadsman Close junction. Several respondents also said it would increase their journey times.  Respondents commented that the area does not currently have bus access.	3	24
Installation of a toucan crossing on Koblenz Avenue	Six objections to the proposed toucan crossing were received – both stating that the installation of lights would slow down traffic.	4	6

### **Removal of on street parking**

15. The removal of on street parking bays on Carrow Road was opposed by most respondents who commented on this aspect of the proposal. These proposals are a consequence of the need for NCFC to handle significant crowd movement, and ensure the safety of the public whilst they are visiting the ground. Norwich City Football club has to run all fixtures at Carrow Road within a strict set of guidelines as

set out in Norfolk County Council's Safety Advisory Group (SAG). One of their requirements is that, on match days, no vehicle should be parked in any area that may hinder the emergency egress of supporters. Carrow Road is one such area.

16. Furthermore, as was mentioned in the original report, the Counter Terrorism Security Advisors (CTSA) advised that any vehicle parked within close proximity to the stadium can create a high security risk. There have been a number of incidents where cars have been left and it has not been possible to get them removed. This places the onus on the club to decide how much of a risk it causes. Consequently, the club requested that the current on-street parking spaces on Carrow Road are removed.
17. As part of the development of the new flats at Carrow Quay, new short stay eight new on-street parking spaces will become available away from the risk area associated with the football club. Residents will still, therefore, have access to on-street parking as this development progresses. There are also other parking facilities in the area including riverside car park and on street pay & display bays on Rouen Road and Ber Street.

### **Introduction of bus gate**

18. Objections to the bus gate on Koblenz Avenue/ Geoffrey Watling Way junction were on the basis that buses do not serve the development and that the bus gate would prevent cars from using the Geoffrey Watling Way/ Koblenz Avenue junction. The bus gate and improvements at the Koblenz Avenue/ Wherry Road junction are necessary for meeting the Transport for Norwich (TfN) aims to improve public transport. Many respondents also said that they felt the blocking off of the Koblenz Avenue/ Geoffrey Watling way junction would increase congestion. Several respondents highlighted that the cause of the extra congestion at this junction was likely to be people using Geoffrey Watling Way and Carrow Road for rat running.
19. The junction of Carrow Road and Canary Way is under Split Cycle Offset Optimisation Technique (SCOOT) control and as such will make its own adjustments dependant on demand. SCOOT is the system the county council has in place that optimises junctions from a network perspective. SCOOT detects the length of the queue at traffic lights and uses this to release certain junctions. Once the bus gate is constructed a SCOOT engineer will revalidate Carrow/Canary to ensure it is working to its optimal performance. As noted in the appendix, it may also be possible to implement a 'yellow box' to ease egress at that junction. Modelling of the junction was done as part of the development
20. The purpose of the bus gate is to enable buses to penetrate this new part of the City, and cross the ring road without causing an adverse effect on the operation of the Ring Road. To continue to allow general traffic to use this junction, whilst facilitating the cross movement for buses would require a full light controlled facility, and this would substantially impact of the capacity of the Ring Road at this critical point. Geoffrey Watling Way is already subject to an access restriction in the section immediately behind the football stadium, so there should be no through traffic using it now. The proposal would effectively prevent all rat-running through the new housing development and past the harbour triangle area

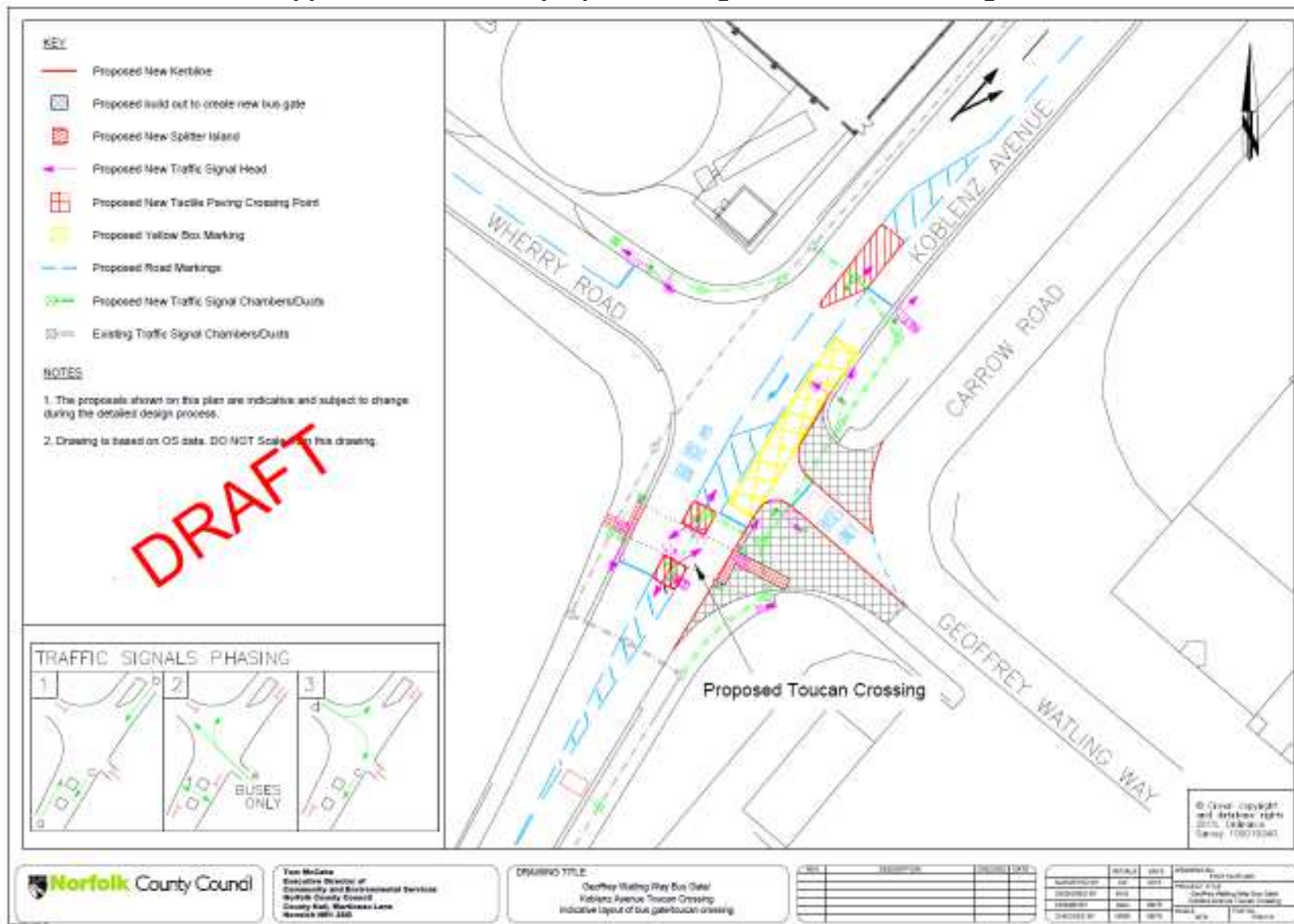
## **Introduction of toucan crossing**

21. Objections to the proposed toucan crossing suggested that this would slow down traffic at the junction and is unnecessary. However, many requests have been received for a crossing at this location since the development was first occupied, and the one that is now proposed was identified as a requirement for the development, and has been funded through it. Although a crossing will, of course, require traffic to stop from time to time, the actual effect on the capacity of the ring road will be unaffected as it is the junctions at Foundry Bridge and King Street/Bracondale that restrict the capacity on this section of the ring road. This part of the city is expanding rapidly, and it is entirely inappropriate not to have adequate pedestrian access from here to the city centre. In addition, National Cycle Route 1 is intended to be diverted along Geoffrey Watling way, and a formal cycle crossing is therefore a necessity
22. Several respondents raised specific suggestions for alternative actions; these have been considered and are shown in Appendix 4.

## **Implementation**

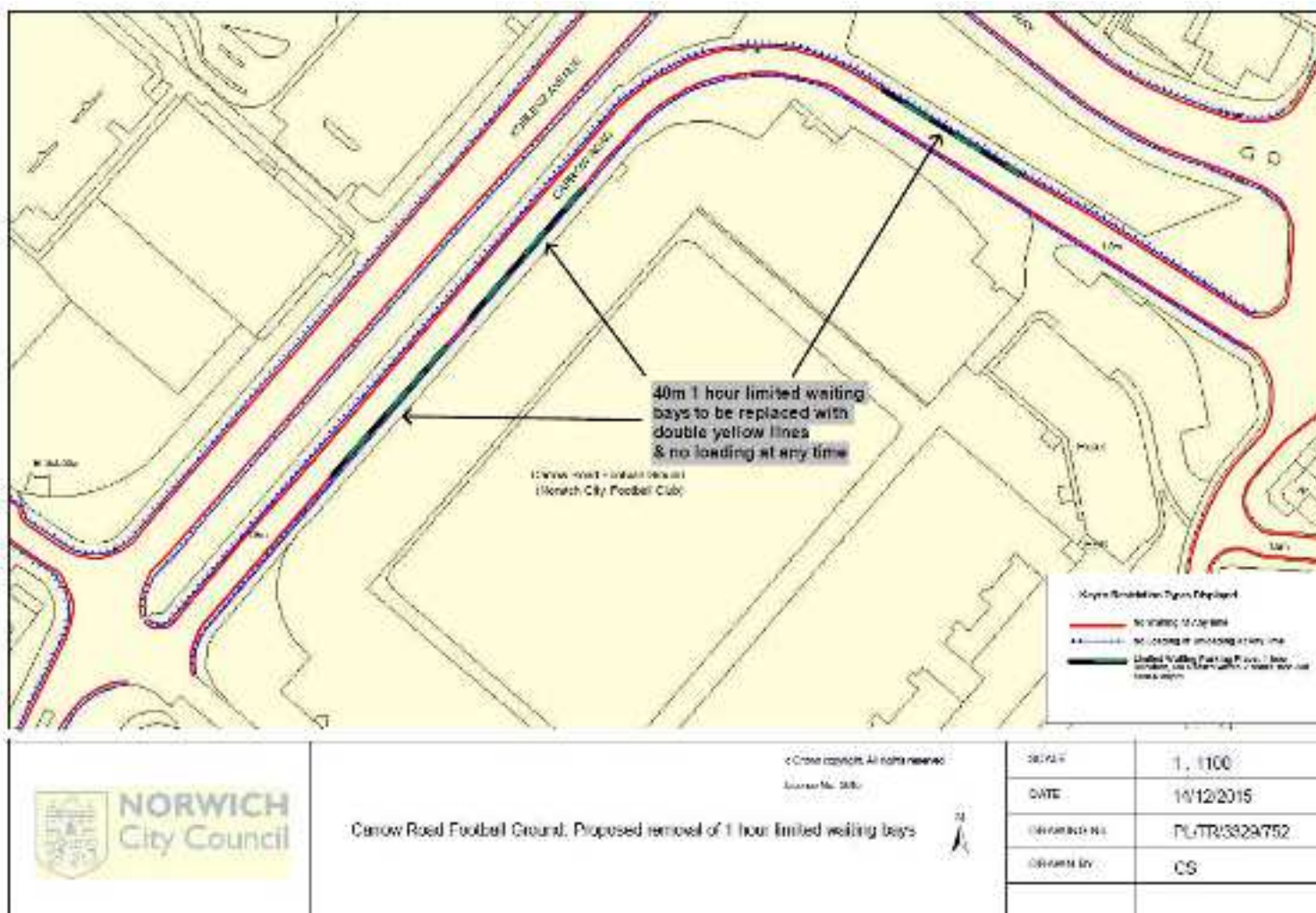
23. These proposals, if agreed, will be implemented in summer 2016 to coincide with the close season

## Appendix 1 Details of proposed bus gate & toucan crossing

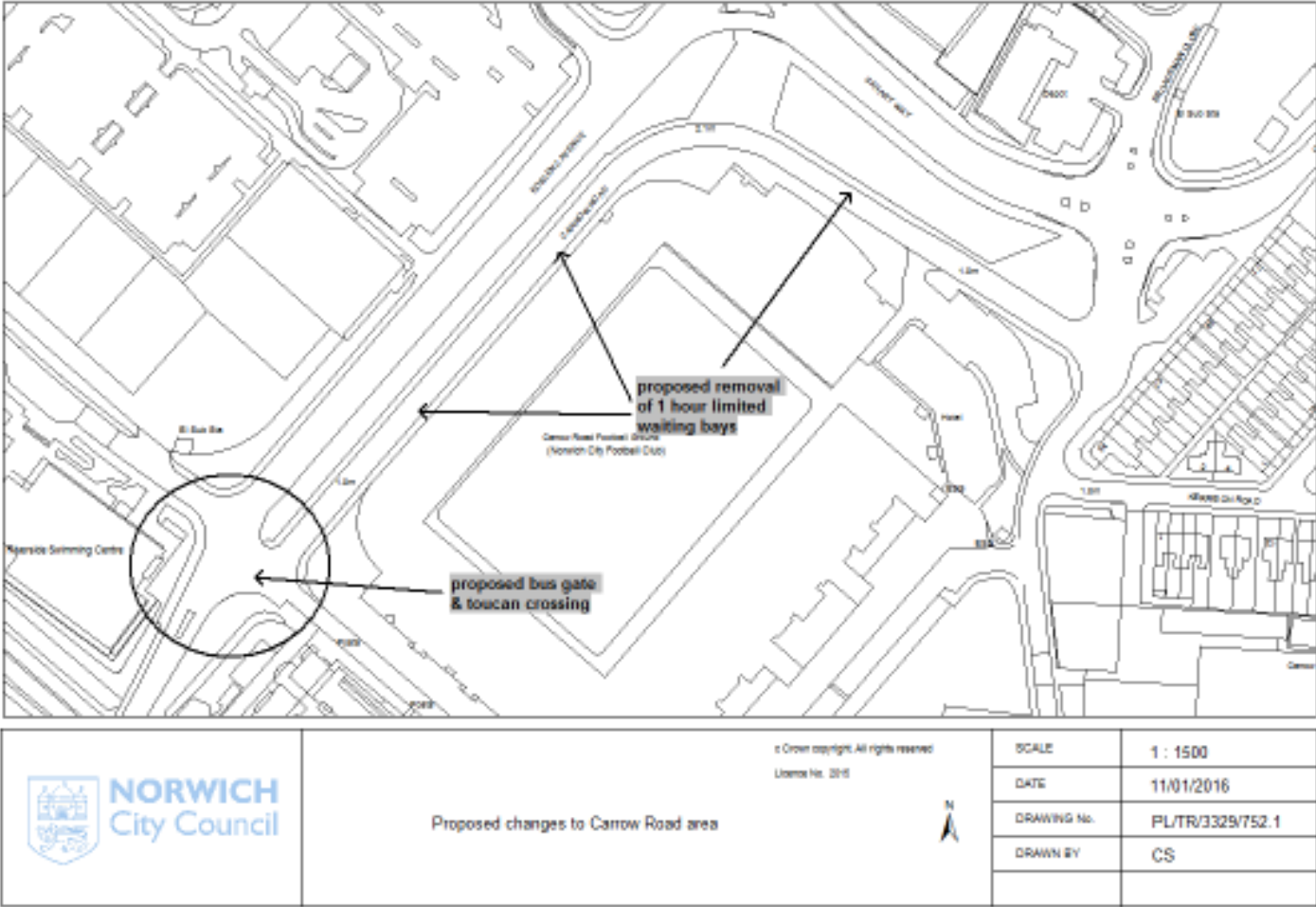




## Appendix 2 Location of Parking spaces to be removed



Appendix 3 Map showing the whole project area



Proposed changes to Carrow Road area

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DATE	11/01/2016
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#### Appendix 4

Other comments	Officer comments
<p>Suggestions that the council should put in a footpath along the section of Geoffrey Watling Way where there currently isn't one.</p>	<p>This section of Geoffrey Watling Way is a shared use space so there is no need for a separate footway. It is also an 'access only' street, so the only traffic should be residents of the immediately adjacent flats.</p>
<p>Installation of a yellow box at the Carrow Road/ Broadsman Close junction. Several respondents mentioned that cars regularly block off the exit to Carrow Road and that the installation of a yellow box at the junction would allow cars out from Carrow Road.</p>	<p>This could be a workable solution to assist egress from Carrow Road. It will be considered as part of the optimisation of the junction.</p>
<p>Many respondents mentioned that the current timing of the lights at the Carrow Road/ Broadsman Close was a significant factor in congestion along Carrow Road.</p>	<p>The possibility of changing the timing of the lights at this junction was mentioned in the original report. A SCOOT engineer will revalidate this junction to ensure it is working to its optimal performance.</p>
<p>Implement a one way system entering at Geoffrey Watling Way and the one way system then looping round the football club with cars exiting at the top of Carrow Road onto Geoffrey Watling Way</p>	<p>This would not deal with the issue of buses crossing the ring road without implementing a full light controlled junction.</p>
<p>Change the junction at Geoffrey Watling Way/ Koblenz Avenue/ Wherry Road into a mini roundabout.</p>	<p>Roundabouts are a solution where the arms of the roundabout all experience similar traffic flows. That is not the case here and would also significantly impact on the ring road.</p>
<p>Install access only signs at the Carrow Road/ Geoffrey Watling Way junction and at the Carrow Road Broadsman Close junction.</p>	<p>There are already access only signs on part of Geoffrey Watling Way which are routinely ignored by motorists and the police are extremely unlikely to enforce them. Access only restrictions without additional measures are unlikely to have any effect. The bus gate will be enforced by camera.</p>