

Report for Resolution

Report to	Norwich Highways Agency Committee 27 November 2008
Joint Report of	Director of Regeneration and Development and Director of Planning and Transportation
Subject	Draft 2009/10 and 2010/11 Highways Improvement Capital Programme

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Purpose

This report seeks approval for the Committee's bid for Local Transport Plan (LTP) funds in 2009/10 and provisionally for 2010/11 and informs members of other highway related improvement schemes that are planned for the City over the same period.

Recommendations

That the Committee:

1. Endorses the proposed submissions for LTP funds for 2009/10 and 2010/11 as detailed in Appendix 1
2. Asks the County Council's Cabinet to consider this committee's submission for LTP funding as part of the overall highways and transportation capital programme for the coming years.
3. Notes the non-LTP schemes for the City that are detailed in appendix 3

Financial Consequences

The Norwich Area Package and Local Safety Schemes Capital Programme for Norwich is funded by the County Council, as part of the Highways Agency Agreement, from the Local Transport Plan. The County Council's Cabinet will confirm the actual programme early in 2009 in light of the Government funds being made available for 2009/10.

Additional funds for highway/transport improvements are available in 2009/10 and 2010/11 from developer contributions and the Greater Norwich Development Partnership, with other funding possible from the East of England Development Agency and the City Council's capital programme

Strategic Priority and Outcome/Service Priorities

The report helps to meet the strategic priority "Strong and prosperous city – working to improve quality of life for residents, visitors and those who work in the city now and in the future" and the service plan priority of delivering the Local Transport Plan and Norwich Area Transportation Strategy (NATS).

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Background Documents

None

Report

Background

- .1 Norfolk County Council receives money for capital transport schemes through the integrated transport block of the Local transport Plan (LTP). This funding is topped up through other sources including growth-point money, developer contributions, European funding bids and the East of England Development Agency. These are discussed later in the report.
- .2 The County Council maintains a capital programme outlining its spending plans. This is a 3 year rolling programme and is updated annually depending on scheme progress, the amount of funding available and developing priorities. It is therefore necessary for this Committee to either endorse or suggest changes to the draft programme in light of progress made in Norwich, so that the County Council Cabinet may consider these before they confirm the actual programme for the coming financial year.
- .3 Funding directly through the LTP for 2009/10 for the whole of the county will amount to £11.02m for integrated transport (i.e. for new road crossings, footways, etc.). This will be topped-up by funding from other sources, so as yet the total size of the pot is not yet known, but last year was just under £60m. This total pot is generally termed the LTP programme.
- .4 Around 20% of the LTP programme is invested in implementing the Norwich Area Transportation Strategy (NATS). This covers the Norwich City area plus the rest of the built-up area and the first surrounding ring of villages. Excellent progress has been made in implementing NATS over the last few years, including:
 - Award-winning bus station and package of improvements to public transport, including bus priority measures through the city centre, and a new interchange at the rail station;
 - Six park and ride sites providing more parking spaces than anywhere else in the country;
 - Signing of punctuality improvement partnerships with all major bus operators and a joint investment plan with First and the county and city councils;
 - Low emission zone implemented in Castle Meadow;
 - City centre improvements for pedestrians and improvements to the street scene, including around St Andrews Hall Plain, the market place and the main shopping areas; and
 - Introduction of traffic calming in residential areas and around schools, such as Christchurch Road and Tuckswood.
- .5 This report is seeking Members' support for a programme of investment in Norwich that will continue to deliver NATS. This investment has delivered:
 - Increases in bus patronage in the city (over 30% in ten years) against a backdrop of general decline in patronage across the rest of the country;

- Over 15 million bus journeys within the Norwich area each year;
- 10 million people catching a bus from the award-winning bus station each year;
- A continuing reduction of vehicles entering the city centre. Levels are now 20% below what they were just ten years ago;
- High levels of walking and cycling: our modal share monitoring surveys showed higher levels of walking and cycling compared to the regional/national average; and
- Norwich has consistently maintained its top-ten place in the Experian retail rankings.

The Regional Spatial Strategy (RSS) sets out that there should be a step change towards public transport, walking and cycling in the Norwich area. Ongoing delivery of schemes to support NATS needs to build on previous successful implementation and continue to work towards achieving the NATS and RSS objectives.

2009/10 and 2010/11 LTP Programmes

- .6 The provisional LTP capital programme for 2009/10 reflects this Committee's initial ideas discussed at the November 2007 meeting. A number of changes are now proposed to this programme to reflect City Council priorities and scheme progress during 2008/09.
- .7 Appendix 1 sets out the City Council's proposals (LTP total value; £1.6M) for members' consideration. The actual capital programme will need to be agreed by the County Council's cabinet in due course, in light of the overall budget available and other priorities.
- .8 Appendix 1 also suggests a provisional LTP capital programme for 2010/11. The draft programme is indicative at this stage.
- .9 In addition to the LTP funding sought, the table in appendix 1 indicates what other funding may be available from other sources during the next 2 years.

Major Elements of LTP Programme

- .10 The following sections describe the main new elements (i.e. those schemes where work has not already commenced) of the proposed 2008/09 programme. It also advises members of the outcome of requests for works in each category that were made to the Committee by petition or public question, and that have not yet been addressed.

Bus Infrastructure Schemes

- .11 A main element of NATS is to improve the attractiveness of bus travel, so that this can become an attractive travel choice. The City Council are currently undertaking a review of all bus stops within the City and this project is centred on creating bus stop clearways at all stops to prevent parking obstructing the stops. This is subject to a separate report on this agenda.

Cycling Schemes

- .12 NATS recognises that a network of core cycling routes should be identified so that investment could be directed to achieving a fully joined-up network connecting the major centres and facilities. City Council officers are currently looking at the best ways to implement this. It is hoped to bring forward schemes during 2009/10 looking at specific elements of that delivery through alternative funding sources.
- .13 The City Centre cycle parking element of the bid is looking at ways of improving cycle parking, either for individual cyclists, or as part of providing the infrastructure for a cycle hire scheme, the details of which are yet to be confirmed.

Pedestrian Crossings

- .14 The LTP recognises that within urban areas, walking is a suitable mode of transport for short trips. Implementation of NATS has resulted in the mode-share for walking trips in Norwich comparing favourably with other places across the region. The installation of pedestrian crossings not only makes walking potentially safer, but also makes it easier and more convenient.
- .15 Since the provisional programme for 2009/10 was drawn up, Norfolk County Council has embarked on a programme of traffic signal upgrades, which is a £1M per annum programme for the next 5 years that will ensure that all traffic signalled junctions and crossings conform to the latest technology standards, and that the equipment used has at least a 15 year life span.
- .16 Many of the locations would benefit from introducing new features such as converting Pelican crossings to Toucan Crossings, or introducing pedestrian phases at junctions. In discussion with the County it has been agreed that the cost of the additional facilities would need to be paid for from the improvements budget, but at a cost calculated to be the cost of the complete scheme, minus the cost of a straightforward signal upgrade. This means that the new facilities can be achieved at a significant cost reduction.
- .17 Both the Barrett Road / Long John Hill junction and the Colman Road / Unthank Road junction are due for refurbishment under the signal upgrade programme in 2009/10, and it is suggested that a contribution is made to the scheme so that pedestrian facilities can be included within the scheme. The Aylsham Road / Woodcock Road junction is programmed for refurbishment in 2010/11, and funds to take forward the design are sought for 2009/10, as there is likely to be significant consultation needed on the proposal as some on street parking in the area may need to be lost to enable capacity to be retained.
- .18 The cost of both the Colman Road and Aylsham Road schemes are significant at £225k. However to enable the pedestrian facilities to be achieved without detriment to capacity, a major redesign of the junctions is required. The pedestrian facilities could not be provided without that redesign.
- .19 The third scheme suggested for 2008/09 is a pedestrian phase at the Thorpe Road Harvey, Lane junction, which is a priority for the Safer and Healthier

.20 The current list of pedestrian crossing priorities is attached as appendix 2

Walking schemes

.21 A key element of NATS is to extend and improve the pedestrian dominated area of the city centre. It has been a longstanding aim of the City Council to make improvements to key streets consistent with city centre NATS policies and the City Centre spatial strategy. Funding is sought to undertake a preliminary design and consultation of priority streets such as Tombland which will then allow for funds from other sources to be drawn in to complete the project. It is anticipated that additional funding for this project will be available from the Greater Norwich Development Partnership.

.22 The other scheme proposed is a completion of the footpath on Leopold Road, which is heavily used by the students of Eaton City of Norwich School (CNS).

Safer and Healthier Journeys to Schools

.23 The main new scheme proposed in this area is to review all school zigzag markings outside schools in the City to ensure that they are appropriate and fit for purpose, and to introduce a Traffic Regulation Order (TRO) to make them legally enforceable. The TRO will mean that anyone who stops on the zigzags and thereby creating a hazard can be immediately issued with a PCN.

Local Safety Schemes

.24 The scheme proposed for Dereham Road / Waterworks Road junction is a re-alignment of the junction to solve the problem of vehicles turning right out of Waterworks Road colliding with vehicles travelling towards the city centre on Dereham Road. Because of the need to move services that are in the area of the verge that is to become carriageway the cost of this scheme does not achieve the first year rate of return required for safety schemes, and therefore this scheme is joint funded with the local road schemes budget.

Traffic Management and Traffic Calming

.25 Traffic management and calming schemes can achieve several NATS objectives including to improve safety and to improve the environment on residential streets. NATS states that the latter will be achieved through reducing the impact of traffic by measures including traffic management and a reduction in vehicle speeds.

.26 Given the decision of this Committee in September to introduce a 20mph signed only speed limit in 3 pilot areas, it is suggested that further traffic calming on the unclassified road network is put on hold until the results of the pilot study are known. The exception to this is the works in the Silver Road area that are to look at traffic management options to mitigate the effects of the banned righted turns that were introduced as part of the Barrack Street

widening scheme.

- .27 Funds are sought to monitor the 20mph pilot project and to possibly start work on introducing the 20mph limit in other areas, depending on the results of the monitoring. If for any reason the decision is made not to extend the 20mph signed only speed limit to other areas, the funds would be used to introduce traffic calming on the unclassified road network.
- .28 One long-standing issue that needs to be addressed are the problems on Ber Street around the entrance to John Lewis car park. Repeated complaints are received about the number of vehicles that ignore the right turn ban at the top of Thorn Lane to join the queue for the car park. Other drivers who obey the ban and turn left will then turn into Brooke Place to turn around and join the car park queue, causing a nuisance to the local residents. As part of addressing this problem, the opportunity can be taken to aid crossing movements at the top of Thorn Lane, which will assist the residents of Warmingier Court who often complain about the difficulties they face.
- .29 One of the main sources of congestion is the City centre, particularly at weekends, are the lengthy queues at the popular car parks. Interactive signs are suggested for the Chapelfield and Castle Mall car parks that will be located at the end of the designated queuing lane. The sign will contain a vehicle number plate reader and if any driver queues outside the designated queuing lane their vehicle registration number will be flashed up on the sign, along with a message advising them that they are blocking the highway. If these 2 signs prove successful in managing the queue lengths, in future years these signs could be introduced at all car parks where queuing is a problem.

Norwich Growth Point Schemes

- .30 The Greater Norwich area was granted Growth Point status in 2006. In October 2007 the Greater Norwich Development Partnership (GNDP) submitted a Programme of Development (PoD) to the Department of Communities and Local Government to support housing and employment growth up to 2021. The PoD identified highway improvements required for Greater Norwich for the period 2008-11. As a result the GNDP was awarded a three year programme of funding to implement improvement schemes commencing in March 2008.
- .31 The table attached as Appendix 3 summarises the GNDP schemes in and on the edge of Norwich. The programme is currently provisional as the final settlements for 2009/10 and 2010/11 have yet to be confirmed by the Department of Communities and Local Government.
- .32 Work is underway now on a NATS Implementation Plan, which will outline the future delivery of NATS to explain what the strategy and delivery programmes may mean on the ground. This is being closely linked with work on the Joint Core Strategy, and further develops the work on the PoD.

Bus Priority / Infrastructure Improvements

- .33 High quality public transport improvements in the Norwich area are an important element of the GNDP PoD, the agreed NATS strategy and the emerging NATS Implementation Plan and Joint Core Strategy. Our significant

continued investment in public transport has resulted in significant improvements for bus passengers, which has led to increases in bus patronage in the city. This is against a backdrop of general decline in patronage across the rest of the country.

.34 There remain a number of pinch points across Norwich for buses, and continued investment in bus priority will maintain the momentum in delivering the transport strategy. Several public transport improvements were identified during 2006/7 that would have a significant impact on improving journey time reliability along key radial routes in Norwich. These schemes have been included as part of the Joint Investment Plan (JIP) between the City Council, Norfolk County Council and First Group. The JIP provides an important opportunity to secure significant investment in public transport provision in Norwich by First.

.35 Funding for design development and possible implementation has been set aside by the GNDP for the following list of public transport improvement schemes within the Norwich area:-

- Extension of the left turn lane on Grapes Hill approaching Dereham Road;
- Provision of an inbound with-flow bus lane on Newmarket Road (Cringleford Bypass) from the City boundary to Bluebell Road;
- Provision of an inbound with-flow bus lane on Dereham Road from Northumberland Street to Old Palace Road;
- Widen Ketts Hill approach to Barrack Street / Ketts Hill roundabout to create two lanes of sufficient width to enable buses and other large vehicles wishing to turn left into Bishop Bridge Road to pass stationary traffic queued in the offside lane.

.36 Also, funding has been set aside to upgrade existing bus service information electronic displays to show real time and scheduled information as well as a number of bus stop infrastructure enhancements on Dereham Road and Earlham Road.

.37 Members will recall that they have already considered the proposed improvement at Grapes Hill on the 25th September. Scheme specific approvals for the other schemes will be brought to Members as the concepts are more fully developed and specific approvals, for example to modify TROs, are required.

Anglia Square Gyratory

.38 The GNDP has also set aside £2.045M in 2009/10 to fund the implementation of the Anglia Square Gyratory scheme that has been previously considered by this committee. This is in addition to the £490k allocated to the scheme by the LTP in 2009/10 and £445k in 2010/11. This scheme is vital to the regeneration of Anglia Square and to overcome air quality issues on St Augustine's Street. The air quality target is one of only two LTP targets for which we are off-track.

St Anne's Wharf Bridge

.39 Members may already be aware that EEDA has recently confirmed a £730k contribution to the works to fund St Anne's Wharf Bridge¹, which will link Riverside to Old Barge Yard. With the developer S106 contributions of £1.7M and a £70k grant from GNDP this means that the bridge can finally be constructed. Construction work is to begin on site in January and the bridge should be completed by autumn 2009.

¹ This bridge has previously been referred to as both Old Barge Yard Bridge and Nelson's Bridge

Appendix 1 – City Council LTP Schemes

Location/Description	Affected Ward(s)	2009/10	Other Funding	2010/11	Other Funding	Comments
Bus Infrastructure Schemes						
Modifications to Existing Bus Shelters/Stops	Many	25		25		Funds to improve / move existing bus shelters
DDA Bus Stops	Many	50		50		Funds to provide DDA kerbs at all bus stops
Bus Stop Clearways	Many	50		50		Exact cost to be determined – See separate report on the agenda
Sub total - Bus Infrastructure Schemes:		125	0	125	0	
Cycling Schemes						
Cycling Infrastructure	Many	10		10		Cycle Stands etc
Minor Amendments to Cycling Schemes	Many	25		25		Improved dropped kerbs, signing etc
Schemes identified by the Cycling Action Plan	Many	0		150		
Earlham Green Lane & Bluebell Road - Upgrade of Existing Facilities	Bowthorpe / Wensum / University	150		130		Improvements to the existing facilities (Note we still need to provide justification to the County)
Norwich City Centre Cycle Parking	Mancroft / Thorpe Hamlet	30		30		To consider secure cycle parking and to provide infrastructure for a cycle hire scheme
Sub total - Cycling Schemes:		315	0	445	0	

Appendix 1 – City Council LTP Schemes

Location/Description	Affected Ward(s)	2009/10	Other Fund-ing	2010/11	Other Fund-ing	Comments
Road Crossings						
Barrett Road / Long John Hill Junction	Lakenham	60				Contribution to the signal upgrade scheme to provide a staggered crossing on the Long John Hill (north) arm and the Barrett Road (west) arm
Unthank Road / Colman Road	University / Eaton	225				Contribution to the signal upgrade scheme to provide a staggered crossing on Colman Rd, a single crossing on Unthank Rd (east) and improvements to the Pelican Crossing on Mile End Rd
Thorpe Road / Harvey Lane	Thorpe Hamlet	50				Provide pedestrian facilities at the junction, jointly funded by SHJS.
Aylsham Road / Woodcock Road Signals	Mile Cross / Sewell / Catton Grove	15		200		Link to Signal Upgrade scheme, a major re-design of the junction is required, including loss of some on street parking.
Sub total - Road Crossings:		350	0	200	0	
Walking Schemes						
Spatial Strategy – City Centre Schemes	Mancroft / Thorpe Hamlet	25	tbc	200	tbc	Undertake preliminary design work for priority improvements
Leopold Road - Footpath	Eaton	50				Provide the missing section of footpath on Leopold Road

Appendix 1 – City Council LTP Schemes

Location/Description	Affected Ward(s)	2009/10	Other Fund-ing	2010/11	Other Fund-ing	Comments
Sub total - Walking Schemes:		75	0	200	0	
Local Road Schemes						
Dereham Road Waterworks Road	Wensum	60				Junction re-alignment to solve accident problem. Jointly funded by the Local Safety Schemes budget
Minor Works	Many	40		40		Funds for minor improvements such as signing and lining, bollards, barriers etc
Sub total - Local Road Schemes:		100	0	40	0	
Safer & Healthier Journey's to School						
Bowthorpe - St Michaels / Chapel Break Schools	Bowthorpe	30				Implement the refuges and signs that were agreed as part of the scheme developed this year.
Thorpe House School	Thorpe Hamlet	50				Provide pedestrian facilities at the Thorpe Road / Harvey Lane junction, jointly funded by Road Crossings.
City-wide School Zig-Zag TRO	Many	30				Review all School zigzag markings and implement TROs so that they can be enforced.
Mile Cross Primary School Refuge	Mile Cross	20				Implement a refuge on Mile Cross Road by Kirkpaterick Road
Cloverhill Infant School	Bowthorpe	5		25		Preliminary Design for traffic management measures on Rawley Road

Appendix 1 – City Council LTP Schemes

Location/Description	Affected Ward(s)	2009/10	Other Fund-ing	2010/11	Other Fund-ing	Comments
Recreation Road Infant School	Nelson	5		25		Preliminary design for a crossing on Earlham Road - 2010/11 funds are indicative at this stage
Future schemes to be identified				100		
Sub total - SHJS:		140	0	150	0	
Local Safety Schemes						
Dereham Road Waterworks Road	Wensum	50				Junction realignment to solve accident problem. Jointly funded by the Local Road Schemes budget
Future Norwich Local Safety Schemes		100		150		Schemes to be identified
Sub total - Local Safety Schemes:		150	0	150	0	
Traffic Management & Traffic Calming						
Silver Road Area - Road Safety / Speed Management	Sewell	50				Measures to mitigate the effects of the additional traffic resulting from the banned right turns at the Barrack Street / Silver Road junction.
Future Waiting Restrictions	Many	35		35		Funds to introduce and amend parking restrictions.

Appendix 1 – City Council LTP Schemes

Location/Description	Affected Ward(s)	2009/10	Other Fund-ing	2010/11	Other Fund-ing	Comments
20mph Speed Limit Pilot Project	Many	60		100 ²		Funds to evaluate the 3 20mph pilot areas and to consider extending the scheme to further areas.
Ber Street / Thorn Lane / Brooke Place	Mancroft	40				Measures to assist pedestrians crossing at the top of Thorn Lane and preventing u-turning vehicles entering Brooke Place.
Magdalen Street / St Clements Hill	Sewell	125				Implement the improvement scheme that realigns the junctions of Magdalen Road with St Clements Hill and Denmark Road and provides crossing points.
Car Park Queue Management - Interactive Signs	Mancroft / Thorpe Hamlet	40		40		Interactive signs using number plate recognition to tell drivers not to queue past the end of the car park queue. Chapelfield Road and Market Avenue proposed for 09/10
Traffic Management schemes on the classified road network	Many			150		Exact locations to be determined
Sub total - Traffic Management and Traffic Calming:		350	0	325	0	
Total:		1,605		1,785		

² If the 20mph pilot project does not prove to be successful this sum will be used to fund traffic calming measures on the unclassified road network

Appendix 2 – Pedestrian Crossing Priority List

Priority	Location	Weight	Possible Solution
1	<i>Aylsham Road / Woodcock Road signals</i>	1932	<i>Signalled Junction Upgrade</i>
2	Martineau Lane bus stop	738	Uncertain
3	Heartsease Roundabout	603	Major junction improvement
4	Mousehold Lane by Wroxham Rd Rbt	459	Signalled Crossing
5	Hall Road South of Queens Road	395	Zebra Crossing
6	<i>Barrett Rd / Long John Hill Signals</i>	382	<i>Signalled Junction Upgrade</i>
7	<i>Constitution Hill North of Denmark Road</i>	345	<i>Improved Junction Alignment</i>
8	<i>Unthank Rd / Colman Rd signals</i>	324	<i>Signalled Junction Upgrade</i>
9	Unthank Rd / Christchurch Rd Signals	300	Signalled Junction Upgrade
10	<i>Waterloo Rd by Magdalen Rd</i>	298	<i>Uncertain</i>
11	<i>Mile Cross Road by Kirpatrick Road</i>	298	<i>Pedestrian Refuge</i>
12	Rouen Rd / Cattlemarket Street junction	292	Signalled Junction Upgrade
13	Grove Rd outside Shops	281	Zebra Crossing
14	Bowthorpe Rd by Cemetery (Merton Rd)	274	Zebra Crossing
15	Dereham Rd / Bowthorpe Rd Signals	252	Signalled Junction Upgrade
16	Ipswich Rd between Eaton Rd & Shell garage	244	Signalled Crossing, possibly refuge
17	Mile Cross Road by Margaret Paston Avenue	242	Zebra Crossing
18	Wendene by rear of Montgomery Close	214	Existing refuge. No justification for additional work
19	Guardian Road by Dereham Road Rbt	186	Better traffic islands
20	Mile End Rd by Newmarket Road Rbt	180	Signalled Crossing
21	Mousehold Lane by War Memorial Cottages	151	Refuge
22	Unthank Road by Leopold Road	137	Zebra Crossing
23	Drayton Road north of St martins Road	136	Zebra Crossing
24	Colman Rd south of Earlham Rd Rbt	133	Uncertain

Appendix 2 – Pedestrian Crossing Priority List

Priority	Location	Weight	Possible Solution
25	Duke Street by St Marys	133	Zebra Crossing
26	<i>Magdalen Road South of Denmark Road</i>	84	<i>Refuge</i>
27	Colman Road South of Henderson Road	79	Series of refuges
28	City Road south of Queens Road	75	Uncertain
29	Guerney Road by Mousehold Ave	75	Uncertain
30	<i>Thorn Lane by Warminger Court</i>	70	<i>Pedestrian Refuge</i>
31	Dereham Road east by Guardian Road	61	Better traffic islands
32	St Clements Hill South of Elm Grove Lane	36	Zebra Crossing
33	Walpole Street jnc Walpole Gardens	35	No justification
34	Mile Cross Rd by Gibraltar Gardens	34	Refuge
35	Trafford Road	31	No justification
36	Recorder Rd	16	No justification
37	Drayton Rd by Wensum Park	12	No justification
38	Thorpe Road by Cotman Road	11	No justification
39	Waterworks Road o/s School	11	No justification
40	Harvey Lane by Pilling Park	9	Refuge

Locations in Bold Italics are those where schemes are programmed for 2009/10

Appendix 3 – Indicative Funding

[illegible]

Appendix 3 – Indicative Funding

Location/Description	2009/10					2010/11				
	LTP	NGP	EEDA	S106	Other / TBC	LTP	NGP	EEDA	S106	Other / TBC
Longwater A47 / A1074 Junction Improvements, including new pedestrian / cycle bridge		tbc		tbc			tbc		tbc	
Access to Norwich Research Park		tbc		tbc			tbc		tbc	
Postwick Park and Ride Expansion		tbc			tbc					
Sub total - Local Road Schemes:	0	0	0	0	0	0	0	0	0	0
Total	790	2,610	0	0	0	745	700	0	0	0