

Report to Norwich Highways Agency committee

Item

07 June 2018

Joint report of: Assistant Director Communities and Environmental Services, and head of city development services

6

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

Purpose

To consider the results of the consultation on the Rose Lane and Prince of Wales Road traffic management scheme, approve the general principles of the overall scheme and approve for installation the King Street and Rose Lane elements

Recommendation

That the committee:

- (1) notes the results of the consultation on the Rose lane / Prince of Wales Road project and that as a result of that consultation 3 elements have been added to the overall scheme, these being
 - (a) an additional loading bay on Market Avenue
 - (b) no loading at any time along the entire length of Rose Lane and Market Avenue except in the specifically designated loading bays
 - (c) a length of bus lane on Market Avenue

- (2) approves the general principles of the overall Rose Lane / Prince of Wales Road scheme, 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 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.
 - (m) Creating an additional loading bay on Market Avenue
 - (n) Introducing a no loading at any time restriction along the entire length of Rose Lane and Market Avenue except in the specifically designated loading bays
 - (o) Creating a length of bus lane on Market Avenue
- (3) agrees to implement the first 2 phases of the scheme which are the closure of King Street and the works on Rose Lane, Cattlemarket Street and Market Avenue, including the two-way link from Mountergate to Prince of Wales Road.
- (4) asks the head of city development services to complete the statutory procedures associated with the following traffic regulation orders associated with phase 1 and 2 that have been advertised.
- a) Close King Street to through traffic just north of its junction with Greyfriars Road, creating a pedestrian and cycle zone with access only
 - b) Rescind the current one-way order on this part of King Street, reversing the traffic flow for that section between Rose Lane and Greyfriars Road only
 - c) Introduce a with flow cycle track on Rose Lane
 - d) Introduce a 'loading only' restriction in the proposed pedestrian areas
 - e) Introduce no waiting and no loading restrictions along both sides of Rose Lane
 - f) Introduce dedicated loading bays on Rose Lane
 - g) Relocate the disabled bay on King Street to Greyfriars Road
- (5) asks the head of city development services to commence the statutory processes for the additional traffic regulation orders identified in the report that are consequent on detailed design changes and consultation responses to include:
- (a) an additional loading bay on Market Avenue
 - (b) no loading at any time along the entire length of Rose Lane and Market Avenue except in the specifically designated loading bays
 - (c) a length of bus lane on Market Avenue

- (6) delegates consideration of any objections to these traffic regulation orders to the head of city development services, in consultation with the chair and vice chair;
- (7) note that detailed design work continues on the future phases of the scheme and that further reports detailing these will be presented to future meetings;
- (8) note that the details of these proposals are shown on Plan contained in Appendix 5.

Corporate and service priorities

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

Financial implications

In total, around £2.75m of funding has been secured for the development, design and construction of the Rose Lane / Prince of Wales Road project. The majority of this (£2.6m) is from the Local Growth Fund (LGF), with the balance coming from maintenance and signal upgrade budgets. Delivery of the full proposals will be undertaken in standalone phases, the individual costs of which will be refined and confirmed as designs and construction plans are finalised. At this stage, it is envisaged that there is insufficient funding secured to deliver all phases of work required to complete the entire project. However, the splitting of the entire project into separate and standalone phases enables maximum use to be made of the available funding, with priority being given to the delivery of phases that offer the greatest benefit. Additional funding for phases that cannot be delivered with currently available funding will be sought as appropriate.

Ward/s: Multiple Wards

Chair/Vice chair: Councillor Fisher, Environment and sustainable development,
Councillor Stonard - Sustainable and inclusive growth

Contact officers

Bruce Bentley – Principal transportation planner 01603 212445

David Wardale Project Engineer (Highway Projects) 01603 223259

Background documents

None

References

Report to Norwich Highways Agency Committee 25 March 2010 on the Norwich Area Transportation Strategy (NATS) Implementation Plan by the Director of Environment, Transport and Development

Joint Core Strategy for Broadland, Norwich and South Norfolk (adopted March 2011).

Report

Background

1. At your meeting in January 2018 you agreed to consult on a traffic management scheme for the Rose Lane/ Prince of Wales Road area which was made up of the following elements:
 - (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.
2. These proposals are shown on the consultation plans attached as Appendix 1

Consultation

3. The consultation took place between 5 February 2018 and the 5 March 2018, with statutory advertisements placed in the press and around the entire area and a letter drop to all local residents and businesses. Stakeholder groups were also consulted, and all information about the scheme was made available on line, including an on-line survey. There was also an exhibition in City Hall which was staffed on a number of occasions. In addition, a drop-in session was arranged with the King Street Residents Association, Police representatives and the cycling campaign at their request.
4. Overall, 1251 consultation letters and plans were sent out to local residents and businesses in the area, of which 184 were to frontage properties. An additional 35 letters were sent to key stakeholders. The extent of this consultation is shown on the plan in Appendix 2.
5. 321 responses were received to the questionnaire and a further 35 responses received in the form of e-mails, letters or phone enquiries. Those from major stakeholders are included in Appendix 3 and the overall responses from businesses, residents and other interested parties are summarised in Appendix 4. The major issues raised are discussed later in this report whilst those raised by just a few respondents are answered in the appendix itself.

Stakeholder Responses

6. Responses were received from the following key stakeholders to the consultation and included in Appendix 3:
 - (a) Norwich Cycling Campaign
 - (b) Inspiration Trust
 - (c) Norfolk Constabulary – Traffic Management Officer and Crime reduction Officer
 - (d) Norwich BID
 - (e) Norfolk Living Streets
 - (f) The Norwich Society
 - (g) First Bus
7. In addition, meetings were held with the bus companies prior to the NHAC meeting in January seeking authorisation to consult and feedback was included in the previous committee report.
8. All the responses received from the major stakeholders regarding the part closure of King Street between Prince of Wales Road and Rose Lane along with the proposed Mountergate right-turn were positive. Issues were raised about other areas, and these are addressed in the section below.
9. All local organisations that support people with disabilities were consulted, as

was the sensory support team at Norfolk County Council. They welcomed the retention of the current controlled crossing points, but had some general principals they would want to see applied to help visually impaired people navigate the open plan areas. This will be developed in the detail design with further assistance from the sensory support team.

Issues raised by a significant number of respondents

General Issues (number of times mentioned in responses shown in brackets and included in Appendix 4: Summary of Key Comments)

10. Concerns were raised that the scheme was not value for money as there were too many benefits for cyclists (40), that the scheme wouldn't be of any benefit (28), that money should be spent elsewhere (27), that greater priority should be given to motorists (15) and that they disliked the overall proposals as there was not improvement for all road users (12).
11. All users benefit from this proposed scheme, and that was demonstrated in the report considered by NHAC in January 2018. The scheme is an integral part of the city centre measures identified in the Transport for Norwich strategy as critical to the successful operation of the city. Encouraging cycling is a key part of that strategy as it reduces congestion and air pollution and is a healthy activity that takes up much less space than car driving. The Department for transport has recognised Norwich as one of eight cycle ambition cities. Norwich has amongst the highest levels of cycling in the UK, and that is increasing as a result of the investment that is being made (cycle counters have shown a general increase in cycling in those locations where they have been installed of around 40% in the past five years). Cyclists are vulnerable road users and investment is necessary to ensure that cycling use continues to increase, and that cyclists are provided with a safe environment.
12. In any case, investment in transport infrastructure is being made across the Norwich Policy Area, and that includes investment in facilities for all modes of transport. That investment is led by the Transport for Norwich Strategy, which is currently being reviewed.

The closure of King Street

13. The proposed closure of King Street was subject to the most comments, both supporting and opposing the idea. Overall, 77 people objected to the closure and 72 supported it. The objection to the closure was primarily on the premise that it would disadvantage general traffic and was 'anti motorist'. Whilst it is true that general traffic from Bank Plain will have to travel further down Prince of Wales Road and use St Vedast Street to get to Rose Lane (as traffic from Upper King Street currently does), overall journey times in the area for car drivers are improved, and this is partially as the closure of King Street allows for the redesign of the existing light controlled junction. Significant levels of 'green time' currently have to be provided for traffic using King Street and much less is needed when through traffic is removed. This will reduce congestion on Rose Lane, which regularly affects the junction with Mountergate further down the hill, and occasionally reaches Foundry Bridge, adversely affecting the operation of the Ring Road as well.

14. In addition, all the traffic modelling that was undertaken took account of proposed development in the area that has yet to occur.
15. The closure of King Street therefore not only provides a significant improvement for cyclists on National Cycle route 1, and an improved pedestrian environment, it also helps to contribute to improved journey times for both buses and general traffic. The removal of traffic from King Street and the reduction of queuing in Rose Lane should also improve air quality in the area.

Rose Lane

16. The overall proposals for Rose Lane were supported by 46 respondents, with 18 respondents supporting the cycle lane. However, 39 respondents thought that the proposals would increase traffic in Rose lane and 12 thought that the proposals would make the current situation in Rose Lane worse.
17. The modelling has shown that, even accounting for significant additional development primarily around Mountergate, traffic conditions on Rose Lane will improve significantly, with both journey times and queue lengths reduced.
18. Journey times on Rose Lane improve by 10% in the morning peak, and 27% in the evening peak, whilst queue lengths reduce on all junctions by between 20% and 52%. The concerns raised aren't substantiated in the assessment.

Mountergate

19. The proposal to provide a two-way link between Mountergate and Prince of Wales Road had very significant levels of support with 90 respondents supporting it, but 23 respondents also felt that closing Eastbourne Place was not a good idea. It should be noted that the existing function of Eastbourne Place is effectively replaced by the new two way link, which also provides direct access from Mountergate to the east, without the need to drive through the City Centre. Some of these concerns may have been as a result of misinterpretation of the consultation plan and not realising that it would still be possible for all but the largest vehicles to still be able to turn right from Prince of Wales Road to Mountergate.

Prince of Wales Road

20. 34 respondents supported the proposals for Prince of Wales Road, with 23 specifically citing the contraflow cycle lane. This was, however opposed by 17 respondents on grounds of safety. The cycle lane is clearly defined along almost all the length of Prince of Wales Road, and a contraflow cycle lane into the City Centre from the station has been identified as a critical piece of cycling infrastructure as demonstrated by the level of support. The detailed design will help to ensure that pedestrians are aware of the cycle lane, and locations to cross, as well as those locations where some shared space needs to be introduced (adjacent to Toucan crossings, for example, where it is not possible to segregate users).
21. Closing St Faith's Lane benefits the area by removing traffic onto Prince of Wales Road at this point, making it a better environment for pedestrians and cyclists, especially with the closure of Eastbourne Place opposite. This allows the proposed Toucan crossing of POW Road to align with the closed section of

St Faith's Lane. The nearby side roads of Cathedral Street and Recorder Road cater for displaced traffic.

Landscaping

22. There was support for tree planting, with 17 people supporting it and a further eight wanting to see more. Officers are aware of the extent of underground utility services in the area, which impacts on where we are able to plant trees, but will use this along with further site investigation to ensure that an appropriate level of replacement tree planting is undertaken. Where this proves impractical, other features will be used such as the stainless steel trellis and climbing plants that we have already used elsewhere in the city as part of the design to provide some softening in the area.

Other issues

23. Officers have commented on all other issues raised in Appendix 4 of the report.

Conclusion on Consultation

24. The responses to the proposals were fairly evenly balanced, but many of the concerns raised about adverse impacts on particularly groups (and in particular motorists) are not consistent with the assessment of traffic impacts that has been undertaken. Consequently officers believe that the principles of the scheme remain sound, and there is no reason not to progress with the scheme in principle.

25. As a result of the consultation a number of additions have been made to the proposals. These include introducing a bus lane on the approach to Market Avenue, a no loading at any time restriction on Rose Lane and an additional loading bay on Market Avenue. In addition to these as part of the detailed design for the Mountergate junction consideration will be given to introducing a raised table at the Rose Lane Mountergate junction.

First Phases

26. At the January meeting, it was made clear that the currently available budget was sufficient to partially fund the proposals and that consequently the scheme would be progressed in phases, and additional funding would be sought to complete the proposals.

27. A funding profile for the allocation of monies from the Local Growth Fund has been agreed with the Local Enterprise Partnership (LEP). This is necessary to ensure that the overall Local Growth Fund package is managed efficiently with full spend and delivery achieved. The agreed funding profile for this scheme allocates a significant element in this financial year (18/19) and it is therefore the intention to commence construction during the autumn. This will prioritise the closure of King Street and works on Rose Lane, Cattlemarket Street and Market Avenue, with works during 19/20 in the Mountergate area. It should be noted that the changes to the Rose Lane / Vedast Street junction will not be completed as part of the initial phases as vehicles will be required to turn left at this junction when the Mountergate junction works are being completed

28. The closure of King Street delivers not only an improved pedestrian and cycling

environment there, but will also reduce congestion and delays on Rose Lane by simplifying the signalled junction at Rose Lane / King Street.

Cost projections

29. At this stage, it is too early to specify firm cost projections for the different phases of work. However, initial cost estimates for the delivery of works on Rose Lane and King Street, as well as design works for Mountergate are in the region of £1.8-1.9m. These costs are subject to change as more detailed design and planning works are undertaken. As a minimum, there is the requirement for all works at Rose Lane, King Street and Mountergate to be completed within the budget allocation.

Future phases.

30. Detailed design work continues of the remaining elements of the scheme and officers are actively seeking funding for these works. Further reports will be presented to this committee seeking approval to consult on the traffic regulation orders that will be needed to deliver the complete scheme

Resource Implications

31. Finance: The TfN (Transport for Norwich) programme forms an integral part of the strategic infrastructure as set out in the Joint Core Strategy. The delivery of this work is funded through £2.6m from the Local Enterprise Partnership (LEP) along with a NCC maintenance contribution towards carriageway surfacing and an NCC contribution towards an upgrade of the traffic signals impacted by the initial phase of works.

32. Staff: The project will be delivered through joint team working involving both county council and city council officers.

33. Property: All work is within the existing highway boundary.

34. IT: None.

Other implications

35. Legal Implications: None.

36. Human Rights: None.

37. Equality Impact Assessment (EqIA): An EqIA has been completed for the NATS Implementation Plan. An Equality Impact Assessment for this scheme will be carried out as part of the detailed development, after discussions with the appropriate groups.

38. Communications: The Transport for Norwich Communications Officer is a member of the delivery team.

Section 17 - Crime and Disorder Act

39. The scheme will be designed to ensure it has a positive effect on crime and disorder where possible. There were a couple of main issues that the Police identified in relation to the night time economy on Prince of Wales Road. The first was with the planned cycle route along Prince of Wales Road and the possible conflict with other road users/revellers, especially at night. However, they accepted there would be an alternate route available along Rose Lane. The other concern was with the public space near Eastbourne Place. They have asked that this should remain open with no benches or permanent seating areas to discourage people congregating in the area. As detailed earlier in the report, the preference is instead to encourage private businesses to develop a café culture with temporary outside seating and tables that can be removed nightly.
40. The opportunity will be taken to review CCTV coverage in the area, as any existing or proposed tree planting that might impact on site lines will need to be taken into account.
41. Care will also be taken during construction to minimise opportunities for crime and disorder, for instance the secure storage of construction equipment and materials.

Risk Implications/Assessment

42. A risk assessment has been undertaken for development of the NATS Implementation Plan. 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.
43. A risk register is being maintained as part of the technical design and construction delivery processes.

Integrated impact assessment



NORWICH
City Council

Report author to complete

Committee:	Norwich Highways Agency Committee
Committee date:	18 January 2018
Director / Head of service	Andy Watt
Report subject:	Norwich Area Transportation Strategy Implementation Plan – Rose Lane and Prince of Wales Road
Date assessed:	December 2017
Description:	

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The scheme is externally funded through the Local Growth Fund and is subject to appropriate business case development and sign off.
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	None anticipated.
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comment.
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme improves access to jobs, training / education and retail opportunities in the city centre, as well as improving the environment in this part of the city. Supports the development of the Mountergate area.
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comment.
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comment.
<u>S17 crime and disorder act 1998</u>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme should provide more easily managed space, and potential for improved CCTV coverage. The Police will be consulted as part of the consultation and throughout any subsequent detailed design to ensure any particular concerns / issues around crime and disorder are noted and addressed where appropriate.

	Impact			
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comment.
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This scheme supports increased levels of walking, cycling and public transport and associated health / well-being impacts of this.
Equality and diversity (please add an 'x' as appropriate)				
	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comment.
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific comment.
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme will improve overall accessibility in the area for disabled people and enhance the reliability of public transport that tends to be used more by some protected groups. Signalised crossings are provided in key areas.
Environmental (please add an 'x' as appropriate)				
	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme provides improved pedestrian and cycling environments, and improves reliability of public transport. General traffic also benefits.
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme offers the potential for significant enhancement in terms of hard and soft landscaping and the creation of the public space.

	Impact			
Waste minimisation & resource use	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Materials will be re-used where possible. The scheme makes better use of existing spaces.
Pollution	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme should reduce the levels of queuing and stationary traffic. These impacts in terms of air quality will be measured as the scheme is developed.
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The scheme is provided under long term contract.
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The scheme will promote more sustainable forms of transport, and reduce traffic queuing. These impacts will be measured as the scheme is developed.
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Risk assessments are routinely carried out on contracts such as this. There is a communications plan in place to minimise any risk to reputation.

Recommendations from impact assessment

Positive

Positive impacts on air quality are envisaged and these should be identified where possible.

Negative

There are no significant negative impacts to resolve.

Neutral

There are no significant neutral impacts to resolve.

Issues

Any issues raised through the consultation will be fully considered and reported as appropriate at NHAC.