

MINUTES**Norwich Highways Agency committee****10:00 to 11:25****17 September 2015**

Present: **County Councillors:** **City Councillors:**
 Morphew (chair) (V) Bremner (vice chair) (V)
 Shaw (V) (as substitute Stonard (V)
 voting member for Carlo
 Councillor Adams) Harris
 Agnew Jackson
 Sands (M)

*(V) voting member

Apologies: County Councillor Adams (both on other council business)

1. Public questions/petitions

The chair said that a public question had been received from Mr Peter Mitchell (Jarrolds & Sons Ltd) in his capacity as chair of the Norwich Business Improvement District. The question related to item 5 (below), Transport for Norwich plan – Golden Ball Street and Westlegate and Mr Mitchell had agreed to the question being taken at the start of that item.

2. Declarations of interest

There were no declarations of interest.

3. Minutes

RESOLVED to approve the accuracy of the minutes of the meeting held on 23 July 2015.

4. Annual report of the Norwich City Highways Agency 2014-15

During discussion, members expressed concern about the increase in the numbers of people recorded as being killed or seriously injured as a result of a traffic accident. The committee noted that the city council's scrutiny committee had considered this in its work programme last year and that this trend should be kept under review. Members also noted that the killed or seriously injured performance indicator also

included people who had been admitted to hospital overnight and that the data was distorted by the inclusion of people who were admitted to hospital for other reasons, such as caution on behalf of medical staff or other social reasons. Therefore there was concern that this indicator did not provide reliable evidence based information on which to make decisions. The head of citywide services (Norwich City Council) referred to the difficulty of extrapolating the detail behind the data and suggested that the committee considered the trends and issues related to the data at a future meeting. He pointed out that other factors, such as an increase in the number of people who cycled, could be attributed to the increase in the road accident casualties.

RESOLVED to:

- (1) approve the Norwich Highways Agency annual report for 2014-15;
- (2) ask the head of city development services and the executive director of community and environmental services (Norfolk County Council) to report on the issues and trends behind the statistics on road accident casualties.

5. Transport for Norwich – Golden Ball and Westlegate

Mr Peter Mitchell (Jarrolds & Sons Ltd), chair of the Norwich Business Improvement District (BID), asked the following question:

“My question concerns the risk that the proposed changes will create serious congestion in the Inner Ring road with very detrimental consequences for the city centre’s shoppers and businesses in 2016.

Please can the committee re-examine and then explain the robustness of the traffic modelling that underpins the impact of these changes on Inner Ring road traffic levels, in respect of the validity of both the existing and forecast traffic levels on the Inner Ring Road and the likelihood that even small increases in traffic.

EXISTING: Para.21 in the report to NHAC (Norwich Highways Agency) committee for this meeting highlights that the current position for the traffic levels on the Inner Ring Road are estimates as there has not been time to assess the impact of recent changes. The timeline is being dictated by funding deadlines.

FORECAST:

- (i) “It also was looking forward to the opening of the Northern Distributor Road. It is acknowledged that this may have misled some respondents and caused confusion as many people interpreted it as just showing the effects of this scheme in isolation.” Does this mean the “FORECAST” figures shown include the anticipated benefits of the NDR when built? If so it is inappropriate to use these to predict the detrimental impact on the Inner Ring Road of this scheme.
- (ii) The forecast projections appear not to take sufficient account of the additional traffic that will exist on the Queens Road section where the

3000+ cars that will no longer travel along All Saints Green as cars need to travel along the ring road to find an alternative route to a point of entry to within the Ring Road their destination.

The committee should not approve this proposal for implementation without further scrutiny of the traffic model and the increased risk of serious congestion on the Inner Ring Road.”

The NATS/NDR manager (Norfolk County Council) thanked the Norwich BID and members of the public for their participation in the consultation and replied to the question on behalf of the committee as follows:

“The whole ethos of the city centre measures is to improve access to the city centre by all modes of transport including sustainable means like walking, cycling and public transport. The Golden Ball Street scheme completes the first phase of the city centre measures which enables the full pedestrianisation of Westlegate.

We recognise that these city centre measures are likely to put more traffic on the inner ring road. However, the strategic modelling has indicated that the increases are not severe. The model used has been validated according to government guidance and has been accepted by the Department for Transport as fit for purpose and was used to support the business case for the NDR (Northern distributor road).

The Golden Ball Street scheme improves access to some car parks and makes bus travel easier by removing general traffic from key city centre streets. It will also improve pedestrian access to parts of the city by removing motor vehicles which could increase footfall in retail areas. Overall it is likely that an enhanced public realm will make the city centre more attractive and encourage more shoppers and visitors.

With respect to further surveys, the most appropriate stage is when the first phase, the pedestrianisation of Westlegate, is complete. Undertaking a series of surveys now would be of an incomplete proposal.

The figures presented in the report take account of the NDR as this has approval to proceed and the impact of the growth as set out in the Joint Core Strategy. Not all of this growth will have occurred by the time the NDR is in place so the figures represent a worst case scenario.

It is wrong to assume that all the vehicles currently using All Saints Green will simply transfer to Ber Street and Queens Road. Traffic flows on individual roads in Norwich are made up vehicles making lots of different journeys with varied origins and destinations. The strategic modelling takes this into account and shows that some trips are displaced onto northern sections of the ring road as well.

In view of concerns raised at the consultation, further work will be carried out using detailed junction assessments to determine whether further improvement is required at Finkelgate/Queens Road.”

Mr Mitchell, by way of a supplementary question, referred to the traffic modelling and said that the forecast projections were not valid for the 18 months to the two years until the completion of the NDR, and asked that statistics showing congestion on the Ring road were made available. He said that the inner ring road did not have the capacity to deal with extra traffic and that bringing this scheme and the other four or five similar schemes forward was “premature, verging on reckless”. The Norwich Bid hoped that there was a better way of consultation and run these processes better. The NATS/NDR manager replied that the modelling had taken into account the current position and that the forecast figures took into account the projected figures for the programme of improvements to the traffic network as a whole. This included schemes to improve junctions on the inner ring road. The chair thanked all the respondents to the consultation which included members of the public, businesses and other stakeholders. There could be further discussion about the strategic objectives and implementation of Transport for Norwich plan with Norwich BID outside the meeting.

The principal transportation planner (Norwich City Council) introduced the report and said since the publication of the report, the Norfolk and Norwich Association for the Blind (NNAB) had submitted a consultation response requesting a pedestrian crossing in Rouen Road. He said that it would be possible to include a zebra crossing on the speed table in Rouen Road as part of this scheme. He explained that the crossing on Ber Street would be on the desire line but that he considered a signalled crossing at this point would not achieve the other benefits for all road users. The NNAB and Norwich Cycling Campaign had been consulted and there would be further discussion on the proposals.

The NATS/NDR manager and the principal transportation planner referred to the report and answered members’ questions. Members noted that there would be an assessment of the Finkelgate/Queens Road junctions. The vice chair pointed out that this scheme contributed to improved access to car parks and removed traffic from the city centre improving the retail experience. Another member, who objected to the closure of Westlegate, said that it made access to the city centre more difficult for people with mobility problems. Discussion ensued in which members commented that park and ride fares, which could be greater than city centre car parking fees, and operating hours were inconsistent with the objective of removing cars from the city centre. The NATS/NDR manager said that the county council had contracted out the park and ride service and that a report on the service would be considered at a future meeting.

The chair referred to the proposed scheme and explained that it was an important part of the Transport for Norwich plan. He also pointed out that there had been extensive consultation at strategic level for the Transport for Norwich plan, Norwich Area Transportation Strategy and the key document for planning in the Norwich area, the Greater Norwich Joint core strategy.

The chair moved that the recommendations be amended to advertise a traffic regulation order to include, the amendment proposed by the principal transportation planner, for a zebra crossing in Rouen Road, and with all four voting members voted in favour, the amendment was carried (resolution 2(c) (xii) below. Councillor Shaw said that there were elements of the scheme that he found favourable but he could not support the scheme because of the closure of Westlegate to through traffic.

RESOLVED, with 3 members voting in favour (Councillors Morphew, Bremner and Stonard¹¹) and 1 against (Councillor Shaw) to:

- (1) to approve the changes required to implement the scheme, including:
 - (a) conversion of Golden Ball Street to two-way for general traffic.
 - (b) pedestrianisation of Westlegate with access for deliveries and cyclists only.
 - (c) removal of general traffic from Red Lion Street to create a bus, cycle and taxi only route with access for deliveries only.
 - (d) reconfiguration of John Lewis car park access on Ber Street to enable right turn in and out in addition to existing movements.
 - (e) conversion of Farmers Avenue to two-way for general traffic between the Castle Mall car park entrance and its junction with Golden Ball Street.
 - (f) reconfiguration of Rouen Road/Cattle Market Street junction to remove traffic signals and improve cycle/pedestrian facilities.
 - (g) removal of traffic on Farmers Avenue between its junctions with Castle Meadow and Orford Street, with access for cyclists and pedestrians retained.
 - (h) removal of vehicular through traffic from All Saints Green, from its junction with Surrey Street northwards, and removal of all traffic from All Saints Street, except for use by buses and taxis when St Stephens Street, Red Lion Street or Castle Meadow are closed.
 - (i) removal of traffic signals at St Stephens Plain - Westlegate/St Stephens Street/Red Lion Street/Rampant Horse Street junction.
 - (j) removal of existing turning bans at St Stephens Plain, with provision of right turn for buses and taxis from Rampant Horse Street into St Stephens Street, and left turn from St Stephens Street into Rampant Horse Street.
 - (k) closure of Thorn Lane at its junction with Ber Street, with the provision of a turning area at the closed end.
 - (l) removal of the signal controlled pedestrian crossing at Castle Meadow/Farmers Avenue junction, with provision of an uncontrolled table crossing in its place.
 - (m) provision of raised table with combined pedestrian and cycle zebra crossing on Ber Street at junction with Golden Ball Street/Timberhill.
 - (n) the removal of the banned left turns for cyclists from St Stephens Street into Rampant Horse Street, and from Westlegate into St Stephens Street.
 - (o) provision of a signal controlled crossing on Rampant Horse Street immediately west of its junction with Brigg Street.

¹¹ Minutes approved by the committee on 21 January 2015, subject to a correction to the unconfirmed minutes, as Councillor Stonard was the other voting member for the city council and not Councillor Harris.

- (p) restrict right turns from Orford Hill into Red Lion Street except for cyclists and taxis.
- (q) note that all the roads subject to road closures will be designed such that they are available for use in the event of an emergency.
- (2) to ask the transportation and network manager at Norwich City Council to carry out the necessary statutory processes to confirm the following Traffic Regulation Orders:
 - (a) the Traffic Management Order
 - (i) introduce a pedestrian zone on Westlegate and All Saints Street, whilst retaining access for loading and cyclists.
 - (ii) introduce a pedestrian zone on Farmers Avenue between Castle Meadow and Orford Street, retaining access for cyclists.
 - (iii) rescind the existing turning bans, to enable buses, taxis and cyclists to turn in all directions at St Stephens Plain.
 - (iv) make Red Lion Street two-way for buses, taxis, cycles and access only; this will be consistent with the approach taken on St Stephens Street.
 - (v) rescind the current one-way orders on Golden Ball Street and Farmers Avenue, and the one-way order on Westlegate and All Saints Street to allow two-way cycling.
 - (vi) introduce a point closure, with cycling and emergency access, on Thorn Lane at its junction with Ber Street.
 - (vii) introduce a mandatory on-carriageway cycle lane on the east side of Cattle Market Street and Golden Ball Street.
 - (b) the Controlled Parking Zone Order
 - (i) introduce a 'loading only' restriction in all of the proposed pedestrian areas.
 - (ii) introduce no waiting and no loading restrictions along both sides of Golden Ball Street and Ber Street up until the junction with Thorn Lane, excepting those locations reserved for on-street parking. Similar restrictions will be introduced on All Saints Green around the proposed turning head.
 - (iii) introduce revised parking arrangements on Ber Street to include additional disabled parking provision.
 - (c) in relation to pedestrian crossings:
 - (i) replace the existing signal controlled crossing on Surrey Street, at its junction with St Stephens Street, with an uncontrolled crossing point.
 - (ii) replace the existing signal controlled crossing on Rampant Horse Street, near St Stephens Plain, with a raised uncontrolled crossing point.
 - (iii) replace the existing signal controlled crossing on Red Lion Street, near St Stephens Plain, with a raised uncontrolled crossing point.

- (iv) remove the existing signal controlled crossing on Westlegate near St Stephens Plain.
 - (v) replace the existing signal controlled crossing on Castle Meadow, at its junction with Farmers Avenue, with an uncontrolled crossing point.
 - (vi) remove the existing signal controlled crossing on Farmers Avenue, at its junction with Castle Meadow.
 - (vii) replace the existing signal controlled crossings at the All Saints Street junction with Golden Ball Street and Ber Street with a raised crossing point with a combined (pedestrian and cycle) zebra crossing.
 - (viii) replace the existing signal controlled crossing on Farmers Avenue, at its junction with Golden Ball Street, with an uncontrolled crossing point.
 - (ix) replace the existing signal controlled crossing on Golden Ball Street, at its junction with Farmers Avenue, with an uncontrolled crossing point on Cattle Market Street, just north of its junction with Rouen Road.
 - (x) replace the existing signal controlled crossing on Rouen Road, at its junction with Cattle Market Street, with an uncontrolled crossing point.
 - (xi) provide a signal controlled crossing on Rampant Horse Street immediately west of its junction with Brigg Street.
 - (xii) provide a zebra crossing on Rouen Road situated on the speed table.
- (3) to ask the transportation and network manager, Norwich City Council, to commence the necessary statutory processes to:
- (a) make Timberhill two-way for general traffic from Lion and Castle Yard to its junction with Golden Ball Street.
 - (b) re-advertise the locations of the parking bays on Ber Street to confirm the position of the revised proposals.
 - (c) extend the existing coach bay on Castle Meadow.
 - (d) implement the additional formal crossings recommended in the report.
 - (e) delegate the consideration of any objections received to the Head of city development services, in association with the chair and vice chair.
- (4) to ask the NATS and NDR Manager, Norfolk County Council, and transportation and network manager, Norwich City Council, to:
- (a) carry out further analysis and design work for the necessary improvements at Finkelgate / Queens Road junction and Ber Street / Bracondale junction to mitigate the impacts of the additional traffic resulting from the works described above;

- (b) with the agreement of the chair and vice chair of this committee, carry out any necessary statutory consultation on the proposed scheme;
- (c) report the results of that consultation to a future meeting of this committee.

6. Norwich City Football Club – proposed toucan and bus gate

During discussion, Councillor Jackson said that the Thorpe Hamlet city and county councillors had concerns about some aspects of this proposal. Members noted that the proposal was subject to consultation and that there would be opportunity for the local members to comment on the scheme.

The principal transportation planner referred to the report and explained that the bus gate was required because of the level of traffic on this section Koblenz Avenue and its proximity to the ring road.

RESOLVED, unanimously, to:

- (1) note that the various planning permissions granted have provided funding for improved crossing facilities and public transport access to the expanding development at Norwich City Football Club;
- (2) ask the Head of city development services to advertise the necessary traffic regulation orders and notices to provide an egress for buses only from Geoffrey Watling Way/ Carrow Road on to Koblenz Avenue and access over a short section of shared 'cycle/footway' for cyclists to the Toucan Crossing as shown on Plan No. PH2113-HP-003 attached in Appendix 1
- (3) ask the head of city development services to advertise the necessary traffic regulation orders to amend the on-street waiting restrictions by removing the existing parking bays and replacing them with double yellow lines Carrow Road as shown on Plan No. PH2113-HP-004;
- (4) note that any objections received will be considered by a future meeting of the committee.

7. Prince of Wales (side road) access restrictions

Councillor Stonard spoke in support of the proposals and said that the outcome of the consultation demonstrated that the experimental order had been a success and indicated that the right approach had been taken.

RESOLVED, unanimously, to:

- (1) authorise the head of city development services to carry out the necessary statutory procedures for a permanent traffic regulation order that will have the following provisions:
 - (a) to prohibit motor vehicle access:
 - Friday 11.00pm – 12.00 midnight
 - Saturday 12.00am – 06.00am and 11.00pm – 12.00 midnight

Sunday 12.00 - 06.00am

and from 11.00pm on any day that is the night before any bank holiday, public holiday or major public event to 06:00am of the following day

From the junction of Prince of Wales Road with:

- (i) Cathedral Street;
- (ii) St Faiths Lane;
- (iii) Recorder Road.

(b) with the following exemptions:

- (i) Emergency vehicles;
- (ii) invalid carriages (mobility scooters) (Class, 1, 2 and 3 vehicles);
- (iii) pedal cycles;
- (iv) motor vehicle displaying a valid disabled persons parking badge (blue badge);
- (v) motor vehicle with a valid residents or visitor parking permit and such use meets the terms and conditions of such a permit;
- (vi) motor vehicles visiting a resident whose properties entitles visitor parking permit entitlement;
- (vii) motor vehicle for the access/egress of a private parking spaces;
- (viii) in the service of local authority or water authority in the pursuance of statutory powers or duties;
- (ix) in connection with the maintenance, improvement or reconstruction of that length of road or the laying, erection, alteration or repair in or adjacent to that length of road of any sewer, water, gas or electricity apparatus of any telecommunications apparatus as defined in the Telecommunications Act 1984.
- (x) any other vehicle that requires access as deemed by a police officer in uniform;
- (xi) Any vehicle leaving the affected streets may do so without restriction at any time.

(c) to amend pay and display times on bays on Cathedral Street, Recorder Road and St Faiths Lane as follows:

- (i) Cathedral Street (west side/two bays near its junction with Prince of Wales Road)

*Mon-Sat 8am-10pm: Short Stay Parking Places for 120 Minutes, (pay and display parking) Return Prohibited Within 180 Minutes
Permit Holders Parking Places At All Other Times Mon-Sat,
No Restriction At Any Time Sunday and Christmas Day*

- (ii) Recorder Road (bay on the south side, adjacent to the James Stuart Gardens),
(bay on the west side adjacent to Foundry Court)

- (iii) St Faiths Lane (two bays on the north side opp. junction with Recorder Road)

Mon-Sat 8am-6pm Short stay parking places for 120 Minutes (pay and display parking), Return prohibited within 180 Minutes

Permit holders parking places at all other times Mon-Sat and Any Time Sunday and Christmas Day

- (d) to continue with the informal arrangement to allow private hire vehicles or taxis to wait in Castle Meadow and Bank Plain only when the access restrictions are in operation.

- (2) note that any written objections made to the advertisement for consultation of a permanent traffic regulation order will be reported to future meeting of The Norwich Highways Agency committee. If no written objections are received the TRO may be implemented as a delegated officer matter.
- (3) approve as an informal measure private hire vehicles or taxis to wait at Castle Meadow and Bank Plain during restricted hours associated with the operation of the access restrictions.
- (4) seek authorisation from the Department for Transport for the design and content of the proposed permanent highway signage.

8. Proposed variations to car park fees and charges

During discussion a member reiterated her concern that people should be encouraged to use park and ride rather than drive into and park in the city centre. She considered that individual fares on park and ride buses made it a less attractive option for families as it was more expensive than parking in the city.

Councillor Stonard, cabinet member for resources and income generation, said that he considered that the proposed increase in fares and charges was reasonable.

RESOLVED, unanimously, to support the proposed revised fees and charges as set out in **appendices C and D** of the report, to take effect from 16 November 2015.

9. Air quality management plan

The head of citywide development services (Norwich City Council) presented the report.

Discussion ensued in which Councillor Carlo referred to her motion to the city council's next full council meeting (29 October 2015) and said that the management plan was not delivering as there were still high levels of nitrogen dioxide in parts of the city, particularly from emissions from buses and taxis. She said that the plan should be more ambitious and that transport planners and the bus companies should aim at Euro 6 standards. She also considered that the action plan should contain measures to address vehicle emissions at Foundry Bridge, Riverside Road, given its importance to access the train station.

Other members concurred with concern about the air quality in Castle Meadow in particular and there was consensus that vehicles should be converted to the highest standard. However a member pointed out that this would be costly to bus operators and that a practical solution to reduce emissions with immediate effect would be to remind the bus companies that drivers should switch off engines when stationary. Another member pointed out that the plan should include actions to promote the use of alternative transport measures, such as walking, cycling and promote the use of buses and park and ride.

RESOLVED to note that comments from members of the committee will be reported to the city council's cabinet on 7 October 2015.

10. Major road works – regular monitoring

RESOLVED, having considered the report of the head of city development services, to note the report.

CHAIR