



### **Norwich Highways Agency committee**

**Date:** Thursday, 17 September 2015

**Time:** 10:00

**Venue:** Mancroft room, City Hall, St Peters Street, Norwich, NR2 1NH

**Members:**

**County  
Councillors:**

Morphew (chair)\*  
Adams\*  
Agnew  
Shaw  
Sands (M)

\* voting members

**City Councillors:**

Bremner (vice chair)\*  
Stonard\*  
Harris  
Carlo  
Jackson

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## Agenda

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|----------|--|----------------|
| <b>1</b> | <b>Apologies</b><br><br>To receive apologies for absence.  |                |
| <b>2</b> | <b>Public questions/petitions</b><br><br>To receive questions / petitions from the public (notice to be given to committee officer in advance of the meeting by 10:00 on Monday, 14 September 2015 in accordance with appendix 1 of the council's constitution)                                    |                |
| <b>3</b> | <b>Declaration of interest</b><br><br>(Please note that it is the responsibility of individual members to declare an interest prior to the item if they arrive late for the meeting)   |                |
| <b>4</b> | <b>Minutes</b><br><br>To approve the accuracy of the minutes of the meeting held on 23 July 2015.  | <b>5 - 14</b>  |
| <b>5</b> | <b>Annual report of the Norwich City Highways Agency 2014-15</b><br><br><b>Purpose</b> - This report details the performance during 2014/15 of the Highways Agency Agreement between Norwich City Council and Norfolk County Council   | <b>15 - 32</b> |
| <b>6</b> | <b>Transport for Norwich Plan - Golden Ball Street and Westlegate</b><br><br><b>Purpose</b> - To consider the results of the consultation linked to the wider Transport for Norwich proposals for the Golden Ball Street and Westlegate project and to agree to implement the scheme.              | <b>33 - 68</b> |
| <b>7</b> | <b>Norwich City Football Club – Proposed toucan crossing and bus gate</b><br><br><b>Purpose</b> - To approve for consultation a new Toucan Crossing, Bus Gate and amendments to local waiting restrictions to service the expanding development at the Norwich City Football Club site and beyond. | <b>69 - 76</b> |
| <b>8</b> | <b>Prince of Wales Road (side road) access restrictions</b>  | <b>77 - 94</b> |

**Purpose** - This report asks members to note the effects of an experimental traffic regulation order to restrict access to residential side roads on Prince of Wales Road to tackle issues arising from the night time economy. A permanent traffic regulation order is proposed to be advertised whose effects will be informed by lessons learnt from the experimental order.

**9 Proposed variations to car park fees and charges 95 - 104**

**Purpose** - To give members the opportunity to comment on proposed revisions to car park fees and charges, prior to the proposals going before the city council's cabinet for decision.

**10 Air quality management plan 105 - 132**

**Purpose** - This report seeks comment on a draft air quality action plan to address transport related air quality issues in Norwich.

**11 Major road works - regular monitoring 133 - 136**

**Purpose** - This report advises and updates members of current and planned future roadworks in Norwich.

Date of publication: **Wednesday, 09 September 2015**



**MINUTES****Norwich Highways Agency committee****10:00 to 11:40****23 July 2015**

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

Apologies:           City Councillors Stonard and Harris (both on other council business)

**1. Public questions/petitions****Salisbury Road NR1 1TU - Parking Permit Petition**

Ms Jay Roll, Salisbury Road, Norwich, presented the following petition on behalf of residents of:

“We the undersigned residents of Salisbury Road are asking for permit parking. Due to constant use by visitors to the station and football ground we are finding it increasingly difficult to park. The planned Generation Park will also create more congestion and less parking. Without permit parking on Salisbury Road, residents will soon have nowhere to park as surrounding roads are already zoned.”

Councillor Bremner, vice chair, replied on behalf of the committee:

“Residents of Salisbury Road have been consulted on the idea of introducing permit parking in their street on a number of occasions in the past 15 years, but to date there has never been the majority support required to implement it. Salisbury Road therefore currently remains outside the Eastern Controlled Parking zone (CPZ) permit parking area

I understand that it is anticipated that the planning application for the Generation Park will be submitted shortly. As part of the planning negotiations, officers will seek to secure funding from the developers to consult on and implement an extension of the CPZ as a result of the potential impact of this

development. However at this stage it cannot be guaranteed that this funding will be forthcoming and even if it is agreed as part of any planning permission the developers would not be obliged to pay it until development commences. Even then the actual inclusion of Salisbury Road within the Eastern CPZ will be dependent on the results of the statutory consultation on the required traffic regulation orders, where we would be looking to find majority support for the idea before imposing permit parking in an area.

There are a number of locations around the city where extensions to CPZs have been requested. Should we be unable to secure funding from the Generation Park development, then funding for Salisbury Road would have to be sought elsewhere, and prioritised against the other requests that we have received."

Ms Roll asked whether there would be funding from the developer to fund an extension to the controlled parking zone. The vice chair assured her that both the city and county councils would look into all available sources of funding but cautioned that the councils were constrained by the government's austerity cuts to the county council's highways budget.

### **Push the Pedalways – the Avenues and Colman Road - question**

Dr Jeremy Bartlett, Stannard Road, Norwich, asked the following question:

"The Pedalways work at Colman Road and The Avenues has been characterised by poor communication, unnecessary disruption and - if the cycle paths on The Avenues aren't going to be built - unmet expectations.

Work on the junction of The Avenues and Colman Road started on 1 June 2015 and was scheduled for 11 weeks (although a recent letter to residents now says the works will finish "by mid-September"). The end result will be speed humps and additional kerbs at The Avenues end of George Borrow Road, Stannard Road and Corie Road, a slightly altered crossing on Colman Road and some new red tarmac on The Avenues. The work has progressed very slowly and greatly inconvenienced local residents and drivers, pedestrians and cyclists trying to use The Avenues, cross Colman Road and access the adjacent roads.

Why has this work taken so long for so little result, and why were local residents only given four days' notice that the work was about to start? (And surely it would have been better to put the entire workforce to work on the Colman Road junction, rather than spreading the effort thinly across the project?).

What lessons have Norwich City Council learnt, which can be applied to future pedalways work in the city?"

Councillor Morphew, chair, pointed out that the last question should be "what lessons have the committee learnt?", and replied on behalf of the committee as follows:

"It is regrettable that it proved impossible to implement the scheme agreed by this committee in November, but it would be wrong of the city council to continue with a scheme when through the detailed design process it became very apparent that the costs were escalating beyond budget and the quality

and longevity of the finished product would be compromised by the tree roots. Officers had believed when making their recommendation to this committee in November that the engineering difficulties presented by the tree roots could be overcome within budget, sadly this proved impossible.

While this revised scheme for The Avenues may not quite provide the improvements originally suggested it still delivers valuable benefits for cyclists, addressing the cycle accident problems at two known accident clusters sites, the junctions with Colman Road and George Borrow Road. It also effectively reduces speeds along The Avenues to the benefit of both pedestrians and cyclists and the advisory cycle lanes will offer increased protection for cyclists over the current arrangements.

I agree that it appears that work has progressed slowly on this project; the reasons for this are twofold; much of the work that has taken place to the Colman Road / The Avenues junction has been below ground with improvements to drainage and the ducting to the signals, which is not obvious to the public at large. Also as we are all well aware there are a number of significant schemes taking place across the city at the current time and the contractors only have a finite work force so it is not always possible to flood a scheme with labour, or to work extended hours, which incur additional costs. Given the need to keep pedestrian routes open through the Colman Road junction and to provide safe working areas for the contractors it was not possible for the entire workforce to concentrate on the Colman Road junction, and therefore to minimise the overall length of the disruption, work along The Avenues took place at the same time.

I apologise for the short notice given for the works, the original start date of late April had to be postponed due to the problems encountered at the detailed design stage, and it took some time to reshape the scheme and the programme for the works. By the time we knew that the works would start on 1 June, all the advance publicity was out for the Radio One Big Weekend and it was thought to have two lots of advance warning notices in an area would be confusing for drivers.

I am told that the contractors are on target to complete the first phase of works during the week commencing 4 August. They will then vacate the site for a few weeks, returning in September to undertake the works on Bluebell Road and start the verge protection works. Due to the closure of University Drive it is not possible to work on Bluebell Road in August.

Finally, I can reassure everyone that a number of valuable lessons have been learnt, not just through The Avenues scheme but many of the other projects that have formed part of the Cycle Ambition Grant funded Pink Pedalway. A balance needs to be struck between the scale of the ambition of the projects and the practicality and affordability of delivery, something that will be at the heart of delivering the Blue and Yellow Pedalways over the next three years within budget and on time."

As a supplementary question, Dr Bartlett explained that he had some concerns about the way the contractors were carrying out the work. He pointed out that as a cyclist himself, he welcomed the scheme, but was concerned about the slow

progress of this scheme. The chair sympathised with the disruption to traffic and invited Dr Bartlett to supply details of his concerns about how the contractors were carrying out the work so that they could be explored outside the meeting.

### **Bowthorpe Three Score – proposed bus lane - question**

The chair agreed to take the following question which although sent to the council by the deadline for questions to committee had not been forwarded to democratic services. He explained that a written response would be provided in due course.

Dr Virginia Greasley asked the following question:

"Given the importance of Green Lane, Bowthorpe, as a cycle route for UEA, N&N, research institutes, Bowthorpe Industrial Estate and Longwater Retail Park, I am greatly disturbed about the planned narrowing of the cycle/pedestrian path from the current 5 metres to 2.5m, and that this path has now been blocked off, forcing cyclists to either take an indirect route through the housing or cycle on a main road such as the Dereham Road. The path was supposed to be closed for just 3 weeks. It has now been closed for 3 months.

Question: Can the committee clarify the date when cyclists and pedestrians will be able to use this route, and ensure that the continued use of this path will be a priority for the duration of these works?"

By way of a supplementary question, Dr Greasley pointed out that the work should have been completed in March 2015, and that the soil and rubble which effectively created a barrier to the path for cyclists and pedestrians.

The chair confirmed that a written response would be sent to Dr Greasley after the meeting. (The written response is appended to these minutes.)

## **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 4 June 2015.

## **4. Hotblack Road**

The senior transportation planner (Norwich City Council) introduced the report.

During discussion the transportation and network manager (Norwich City Council) referred to the reports and answered members' questions. There were no proposals to improve the junction at Bowthorpe Road/Dereham Road/Hotblack Road at present and this junction had not been identified as a bottleneck for buses as part of the Dereham Road bus rapid transit (BRT). The proposal to close Nelson Street off to traffic had been considered in 1999 and could be revisited in the future. The member's suggestion that rising bollards, such as used for bus gates, could be used



to close off Turner Street at peak times for dropping off and collecting children was not a practical solution to the problem.

Discussion ensued in which a member said that he understood the residents' point of view and that the problem was the difficulty was the level of car ownership and the volume of cars on the streets and lack of funding to address the problems at the current time. One member said that he considered the report to be proactive and that a number of actions could be considered as and when funding became available.

The committee also noted that measures within the Transport for Norwich strategy (formerly known as Norwich Area Transportation Strategy (NATS)) aimed to remove traffic in residential areas and keep traffic on the main road network. There was also a commitment to introducing a 20 mph speed limit in all residential areas of the city. These measures could not be done on a piecemeal basis. However, members considered that the issues raised by the residents in this report should be kept on the radar and addressed when it was possible to do so.

**RESOLVED to:**

- (1) receive the report produced by Hotblack Road residents;
- (2) note the actions already taken on some issues in the report and confirm the residential area will be considered for inclusion in a 20 mph speed limit when funds become available.

**5. Push the Pedalway programme update**

The transportation and network manager presented the report using slides to illustrate the progress and implementation of the schemes. She pointed out that one of the recommendations had been left off the report and asked members to authorise the head of city development services (Norwich City Council) to complete the statutory procedures associated with the revisions to project 4, The Avenues, and project 13, Tombland and Palace Street.

Councillor Maxwell, ward councillor for Crome Ward and chair of the Mousehold Heath Conservators, said that she was pleased with the lighting on the heath and that it would be useful for people using the path either to walk or cycle to work on dark mornings or early evenings. She considered that the pink pedalway was beneficial to the residents of Heartsease.

Members welcomed the progress that had been made in delivering the Push the Pedalway programme. One member suggested that as cycling increased in popularity more cycle stands would be required. She also suggested that valuable lessons had been learnt during the implementation of the pink pedalway and that it was important to ensure that the views of local councillors were taken into consideration.

During discussion the transportation and network manager answered members' questions. Discussion ensued on the projects which had either been deferred and/or were partially progressed. Members noted that some schemes had been over budget and been revised or deferred. A member suggested that the city needed to

be permeable for cyclists and expressed concern that elements might not be completed. He suggested that directional signage should be prioritised. Another member commented on whether it was realistic, given the constraints of the budget, to retain schemes such as project 5, Earlham Road (Gypsy Lane to Christchurch Road), and project 6 Adelaide Street, in the Push the Pedalways Scheme which might not ever be realised. Members were advised that projects which had been deferred would be brought forward as and when funding was available, either from further Cycle Ambition funding or from NATS funding.

The transportation and network manager referred to project 16, Laundry Lane to St Williams Way, and explained that although the city council was leading on the Cycle Ambition scheme it was working in partnership with the county council to deliver the NATS cycle network in Greater Norwich.

The major projects manager (Norfolk County Council) responded to a member's question and explained that the county council's contractors delivered each project as part of its contract arrangements. This meant that the county council saved on the tender process and there was a quick turnaround for each project.

**RESOLVED**, with all four voting members voting in favour, to:

- (1) note the content of the report;
- (2) ask the head of city development services to complete the statutory to complete the statutory procedures associated with the revisions to project 4, The Avenues, and project 13, Tombland and Palace Street, as set out in the report.

## **6. Push the Pedalways - Project 19 – 20mph areas in the City Centre and Heartsease**

The senior transportation planner (Norwich City Council) introduced the report.

Members of the committee welcomed the report. The vice chair pointed out that there was cross party support for the city council's ambition to extend 20 mph zones from members of both the city and county councils. Members particularly welcomed the implementation of the scheme in Heartsease where there had been a long-standing campaign to implement a 20 mph speed limit in residential areas.

During discussion, the transportation and network manager referred to the report and answered members' questions. Further details of "engine switch off" for parked coaches and buses would be provided to members. The committee considered the replacement of obsolete signalled crossings based on an assessment of the right solution for the location at the time in terms of cost effectiveness and safety. Members were advised that all works on these schemes would be completed by 31 March 2015.

**RESOLVED**, with all 4 voting members voting in favour, to:

- (1) note the response to the consultation;

- (2) ask the head of city development services to complete the necessary statutory processes associated with the installation of:
  - (a) the 20mph Speed Restriction Order for the historic city centre as shown on plan No. PL/TR/4142/225/3.2 and associated amended traffic calming as below:
    - (i) Ber Street – Plan No. CCAG-CON-202A
    - (ii) Duke Street – Plan No. CCAG-CON-502
    - (iii) Rouen Road / King Street – Plan Nos. CCAG-CON-402 and 402a
    - (iv) Westwick Street – Plan No. CCAG-CON-302
  - (b) the 20mph Speed Restriction Order for the area north of Barrack Street as shown on Plan No. PL/TR/4142/225/3.2
  - (c) the 20mph Speed Restriction Order for the Heartsease area without additional traffic calming. The area is shown on Plan No. PL/TR/4142/225/3.1
- (3) ask officers to circulate details of the outcome of measures to improve air quality, including “engine switch off” to members.

## **7. Bowthorpe Three Score**

The chair introduced the report.

Councillor Sands (as local member for Bowthorpe division and ward, said that it was regrettable that residents’ views that the bus gate should be located further south as there were concerns about visibility from the cycle way. The principal planner (transportation), (Norwich City Council), said that there was not an alternative route. English Heritage had objected to the bus link going through the grounds of a listed building (Bowthorpe Hall). He said that the issue of visibility would be addressed and the hedgerow cut back.

**RESOLVED**, with all 4 voting members voting in favour, to:

- (1) note that the new road infrastructure and the associated bus gate to service the new Bowthorpe Three Score development is currently under construction and due to be completed by March 2016;
- (2) ask the head of city development services to advertise the necessary traffic regulation orders to implement the new bus gate, a 20mph Zone and waiting restrictions on the new estate roads within the development site (as shown on the plans in Appendices 1-4), making allowance for the proposed parking bays in front of the new approved development (shown in Appendix 5);
- (3) delegate the consideration of any objections to the head of city development services in consultation with the chair and vice-chair.

## **8. Norwich Car Cub 2015 expansion – results of consultation**

The principal planner (transportation) presented the report.

The vice chair welcomed the expansion of the car club and said that he considered it an effective use of vehicles and saved on car parking spaces.

The principal planner (transportation) said that following this expansion the norwich car club would be the largest not for profit car club in the UK.

**RESOLVED**, with all 4 voting members voting in favour, to:

- (1) note consultation representations regarding proposed car club bays;
- (2) ask the head of city development services to carry out the necessary statutory procedures associated with implementing the following car club bays;
  - (a) Bank Plain;
  - (b) Brunswick Road;
  - (c) Edinburgh Road;
  - (d) Fishergate;
  - (e) Shipstone Road;
  - (f) St. Clement's Hill;
  - (g) St. Giles Street;
  - (h) Waldeck Road;
  - (i) Bunnett Square;
  - (j) Clarendon Road;
  - (k) King Street South;
  - (l) Newmarket Street.
- (3) authorise the head of city development services to carry out the necessary statutory procedures to implement the following as and when required up until 5 June 2017:
  - (a) St. Leonard's Road;
  - (b) Riverside Road;
  - (c) Northfields;
  - (d) Wilberforce Road;
  - (e) Rawley Road.

## **9. Hall Road district centre area – results of consultation on traffic management changes**

The principal planner (transportation) introduced the report and said that since the report had been written no comments had been received from members of the public. The Norfolk and Norwich Association for the Blind had submitted a response to the consultation expressing concern about the use of a shared cycle/footway and asking for it to be delineated into separate footpath and cycle way. This was not a practical solution as the pathway was short and narrow at this point.

Discussion ensued in which the principal planner (transportation), together with the transportation and network manager, referred to the report and answered members' questions. Members were advised that the intention was that the proposed cycle path, which was associated to the Asda development on Hall Road, would link into the yellow pedalway.

**RESOLVED**, with all 4 voting members voting in favour, to:

- (1) note the representation received and the officer response:
- (2) ask the head of city development services carry out the necessary statutory procedures associated with implementing the traffic management measures as described in this report.

## **10. Major road works**

The transportation and network manager referred to paragraph 9 of the report and explained that British Gas had needed to conduct essential maintenance in Westlegate and All Saints Green. The vice chair asked that officers ensured that a press release was issued to ensure that the public understood the situation and not that the scheduled works to the gas main in Westlegate, All Saints Green and Red Lion Street had commenced while works were still be carried out in Golden Ball Street.

The transportation and network manager said that disruption from roadworks would be kept to a minimum over the next six to eight weeks. There would be road closures and work would be carried out at night.

**RESOLVED** to:

- (1) note the report;
- (2) ask the head of city development services to ensure that it is made clear that the current works in Westlegate are not part of the Golden Ball Street scheme that is out to consultation but works by National Grid Gas to replace a 100 year old gas main.

CHAIR

## APPENDIX

### Public questions

#### Dr Virginia Greasley asked the following question:

"Given the importance of Green Lane, Bowthorpe, as a cycle route for UEA, N&N, research institutes, Bowthorpe Industrial Estate and Longwater Retail Park, I am greatly disturbed about the planned narrowing of the cycle/pedestrian path from the current 5 metres to 2.5m, and that this path has now been blocked off, forcing cyclists to either take an indirect route through the housing or cycle on a main road such as the Dereham Road. The path was supposed to be closed for just 3 weeks. It has now been closed for 3 months.

Question: Can the committee clarify the date when cyclists and pedestrians will be able to use this route, and ensure that the continued use of this path will be a priority for the duration of these works?"

#### Response on behalf of the committee:

"The extended closure of Earlham Green Lane is deeply frustrating. The construction period for the bus lane / bus gate was indeed indicated as 3 weeks of work in the contractor's programme – unfortunately once construction had commenced it became apparent that a retaining wall was unable to be constructed as designed. This meant that the retaining wall had to be redesigned and submitted for approval. Officers are doing all they can to support the contractor in getting the design completed and approved, and are pressing them to ensure they can get back on site as soon as possible. Regrettably it is not possible to re-open the footpath cycle route until the works are complete."

<b>Report to</b>	Norwich highways agency committee	<b>Item</b>
	17 September 2015	
<b>Joint report of:</b>	Head of city development services (Norwich City Council) and executive director of community and environmental services (Norfolk County Council)	<b>5</b>
<b>Subject</b>	Annual report of the Norwich City Highways Agency 2014-15	

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### **Purpose**

This report details the performance during 2014/15 of the Highways Agency Agreement between Norwich City Council and Norfolk County Council.

### **Recommendation**

To approve the Norwich highways agency annual report for 14-15

### **Corporate and service priorities**

The report helps to meet the corporate priority a safe and clean city and the service plan priority of delivering the Norwich highways agency agreement

### **Financial implications**

The financial implications of the on-street parking service are described in the report.

**Ward/s:** All wards

### **Contact officers**

City: Joanne Deverick, Transportation & Network Manager 01603 212461

County: Jon Barnard, NATS/NDR Manager 01603 224410

### **Background documents**

None

# Report

## Report

### Background

1. Since 1996, the County Council and City Council have jointly overseen the operation of the highways function within the City administrative boundary through the Norwich Highways Agency Committee. This is a formally constituted committee under the auspices of the Agency Agreement which was renewed on the 1 April 2014. The new agreement is for five years to tie-in with new contract break clauses with Norfolk County Council's Contractor and Professional Services Contract.
2. The Agency Agreement, and therefore the activities of the Committee, includes delegated functions to the City Council covering highway maintenance work, management of on-street parking, design and construction of highway schemes, traffic management, improvements to safety, highways development control, the development and coordination of programmes and works on the city highway network and specific areas of wider policy development.
3. There are two principal programmes of work – the revenue funded programme of routine and winter maintenance, traffic and highway schemes. These works form a key element of Norwich Area Transportation Strategy implementation (known as Transport for Norwich) delivering sustainable travel choices in the city.
4. A revised NATS strategy was adopted in 2004 and this is supported by the NATS implementation plan, adopted in 2010 and most recently updated in 2013. Work has progressed on a number of elements of the Strategy. The strategy had been designed to help address issues such as congestion, better access for public transport, improvement to walking and cycling networks and to deliver projected growth in the Norwich area. The councils have been successful in submitting joint bids to central government which have enabled the delivery of Grapes Hill bus lane, removal of general traffic from St Stephens and other NATS measure. This has been further supplemented by the first and second phase of Cycle City Ambition grant funding and £11m of investment of Local Growth Funding (LGF) from the regional Local Enterprise Partnership (LEP). Both Norwich City and Norfolk County Council officers will continue to seek and submit government bids to fund further implementation of NATS measures.
5. Details of performance data, any targets, and progress during 2014/15 are summarised under the headings below. Details of key projects delivered during the year are also provided.



## Work of the committee

6. The work of the committee can be summarised as follows

Task	09/10	10/11	11/12	12/13	13/14	14/15
Reports received – decisions	29	25	21	16	15	25
Reports received – for information	20	28	18	8	7	8
Petitions received	5	5	4	3	3	5
Public questions	19	10	15	15	13	10

7. The increased investment in transport improvements in Norwich has resulted in an increase in the number of reports for decision that NHAC has considered in 2014 / 15. This trend is likely to continue through over the next 3 years with the cycle ambition and local growth fund investment that the City is currently enjoying.

## Delivery of programmes to targets and budget / financial controls

8. From the start of this year (2014/15) the city has been using the County Councils main contractor Lafarge Tarmac to deliver its improvement, surface dressing and resurfacing programmes. The majority of the routine maintenance work in the city is now undertaken by the County Council's in house Operations Team, with the lining, patching and gulley cleaning being delivered by Lafarge Tarmac's supply chain.

## ***Capital improvement schemes:***

9. 2014/15 has seen significant investment in transport improvements across the city. The Better Bus Area (BBA) funding from the Department for Transport delivered a south bound (uphill) bus lane on Grapes Hill and the removal of general traffic from St Stephens Street and Surrey Street. This enabled the County and City Councils to pool resources and funding to deliver Chapel Field North improvements.

10. The first tranche of cycle ambition funding that the city council secured from the Department for Transport delivered a number of improvements in 2014/15 including an improved pedestrian / cycle crossing of Chapel Field Road, enhancements to the Chapel Field North scheme, improvements in Heartsease and the Gurney Road area and a contra flow cycle lane in Magdalen Street.

11. Given the continued restrictions on the local transport plan budget, the number of schemes completed in 2014/15 delivered through this funding stream was lower than in previous years; 2 local safety schemes, 2 pedestrian crossing schemes and 1 traffic management scheme were completed.

### ***Highways maintenance:***

12. By the end of March the expenditure on the Highways maintenance fund (HMF) which funds all the routine maintenance works such as patching; grass cutting, gulley emptying etc. was £1.195m compared to a budget of £1.298m. This represents an 8% underspend which was partly due to the mild winter leading to lower winter service costs.
13. An additional £1.088m for improving the condition of the City's roads and footways was made available from the Government's pothole fund and winter damage fund. This increased level of spend across the city and on the county wide network led to a resource shortage affecting delivery, despite the contractors best efforts.
14. There were 24 schemes in the maintenance capital programme, this compares to last year's 32.

### ***Quality of Work***

15. The City has completed 89% of scheduled audits, which compares to the overall County figure of 84%. The audits cover health and safety, quality, finance and environmental issues and are showing good contractor performance.

### **Compliance with standards, codes and procedures**

16. Data are collected monthly for a number of agreed indicators:

### ***Number of days with temporary traffic controls or road closure on traffic sensitive roads caused by local authority road works per km of traffic sensitive road***

17. The value was 2.27 for the year 2014/15 compared to a City maximum target of 2.80. This is significantly higher than it has been in recent year and exceeds the highest recorded in 2010/11. The reasons of this are twofold; both Grapes Hill and Chapel Field North are traffic sensitive streets and these experienced 4 months of work over the autumn. Similarly Magdalen Street is traffic sensitive and was partly closed for all of February and March. It would have been impossible to implement any of these schemes without using positive traffic management on the highway. In addition as part of the new permit system for road works that was implemented in May 2014 the extent of the traffic sensitive network in the city has increased as have the durations when some streets are traffic sensitive (for example previously there are many roads that were not traffic sensitive at weekends which now are.)
18. With the significant investment in the city with the Local Growth Fund measures in the city centre and along the A11 corridor and the continued Cycle Ambition investment it is anticipated that this figure will remain static or even increase over the next 3 years. While every opportunity is explored and exploited to minimise the disruption to the travelling public it

is impossible to deliver the current levels of investment with causing disruption. .

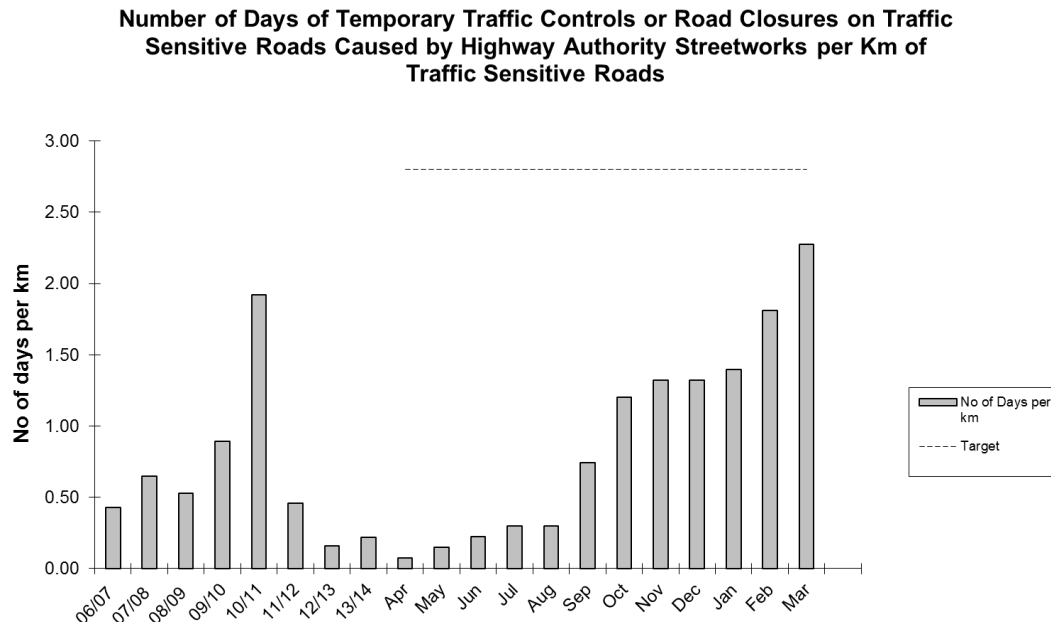


Chart shows annual figures for previous years and monthly for 2014/15

#### ***Ex BV 165 – Percentage of pedestrian crossings with facilities for disabled people***

19. The City figure remains at 100% following achievement of the 100% target for the first time in 2007/08.

#### ***Road and Footway condition assessments 2014/15***

20. Overall the condition of footways and carriageway in the City has improved (see table at 2.2)

21. It can be seen from the 'Percentage of Roads in need of attention' – Table 1 - that the condition of the City's roads are generally better than those in the County. This is possibly due to the more formal construction and edges being held by kerb lines within the wholly urban environment of the City. The rest of the County, with the exception of 'A' class roads has a rather more evolved construction.

22. The following table 1 summarises the City position as well as the overall County position

Percentage of Roads in need of attention (Lower is better)						
Road Type	City		County only		County (All)	
	13-14	14-15	13-14	14-15	13-14	14-15
<b>A roads</b>	3.9%	3.8%	3.2%	3.4%	3.3%	3.4%
<b>B &amp; C roads (combined)</b>	3.6%	3.5%	11.5%	10.4%	11.5%	10.7%
<b>B roads</b>	2.7%	3.5%	7.8%	8.0%	7.7%	7.9%
<b>C roads</b>	3.8%	3.5%	12.2%	11.3%	12.2%	11.2%
<b>U roads</b>	20.7%	19.0%	23.9%	21.9%	23.3%	21.7%
<b>U roads (Urban roads only)</b>	20.7%	19.0%	25.2%	20.7%	24.6%	20.4%
<b>Footway Network Survey – total from Table 2</b>	34.5%	37.1%	26.0%	27.2%	27.4%	28.8%

Table 1

23. The condition data will be used to apportion the budget for the structural maintenance in 2016-17. The City's share of the pot will be based upon this and the network length of each asset type.

24. The new footway survey completed its first 4-year cycle in 2014/15. We now have data throughout the entire county. However this is the first year of a complete network result for the footways and movement was expected. The following table summarises the City position as well as the overall County position

Footway Network Survey (Only Defect 4 - Structurally Unsound presented)			
Footway Hierarchy	City	County (Exc City)	County+City
Cat 1	6366m (18%)	8529m (11.2%)	14895m (13.4%)
Cat 2	48459m (39.9%)	71747m (22%)	120205m (26.9%)
Cat 3	175559m (37.3%)	704028m (27.8%)	879587m (29.3%)
Cat 4	31632m (39.8%)	232738m (29%)	264370m (30%)

Table 2

25. The table below shows the lengths of carriageway and footway split between Norwich and the rest of the county; to help enable the above condition results to be compared

Road type	City (Km/%)	County only (Km/%)	County incl. City (Km)
<b>A roads</b>	50.0 (6.5)	723.6 (93.5)	773.7
<b>B roads</b>	6.8 (1.1)	640.9 (98.9)	647.7
<b>C roads</b>	43.7 (1.3)	3389.9 (98.7)	3433.5
<b>U roads</b>	295.5 (6.6)	4176.5 (93.4)	4472.0
<b>Footways</b>	619.3 (14.8)	3553.3 (85.2)	4172.6

Table 3

#### ***Winter service gritting actions within Norwich City forecast domain***

26. This season there were 47 actions completed within the Norwich City forecast domain compared to 65 in the County forecast domains. The fixed time treatment of the brine treated route at 19:00 through the city centre worked well in addressing safety issues surrounding vehicle and pedestrian interface together with loading/unloading of commercial vehicles on the route.
27. The 2 highway routes within the outer ring road completed their treatment within the 3 hour target window (gate to gate).
28. A post season wash up has been held with engineers from Norwich City's Highways Team. Discussions are continuing between City Highway Engineers and the NCC Highway Works Team regarding treatment of Sheltered Housing sites. Any outstanding actions for both parties are being dealt as part of the pre 2015-16 season preparation.

#### **Barn Road Weather station performance**

29. Norfolk County Council are awaiting the end of season report for the performance of the inner ring road weather station. However, there has not been any performance issue reported over the current season.

#### ***Preparations for 2015-2016***

30. It is proposed to move the brine spraying vehicle which is currently located at County Hall to the Highways Depot at Ketteringham. This is in response to storage and supervisory issues.

31. Norwich City Council's Highways Team has been provided with a file of current bus routes in the city area so that any changes required for priority gritting treatment can be arranged.

### ***Road accident casualty reduction***

32. The tables and graphs below summarised the latest statistics

Reported Road Casualties	2005-09 Baseline 12 months (average)	2013-14 12 months	2014-15 12 months	Change from baseline	Change from previous year
All KSI	51.6	53	65	+13.4	+12
Child (0-15) KSI	5	4	4	-1	0
P2W KSI (motorcyclists)	14.6	16	22	+7.4	+6
Pedestrian KSI	17.2	12	14	-3.2	+2
Cyclist KSI	8.4	10	20	+11.6	+10
Slight Casualties	420.2	378	418	▼<1%	▲10.3%

33. The annual total KSI for 2014-15 is 65 casualties which is 26% higher than the 2005-09 baseline period average of 51.6 per year. This is a rise of 12 KSI compared with 2013-14. Factors include a levelling off of progress in the 'car occupants' group, whilst P2W/motorcyclist and cyclist involvements have risen sharply over the last year.

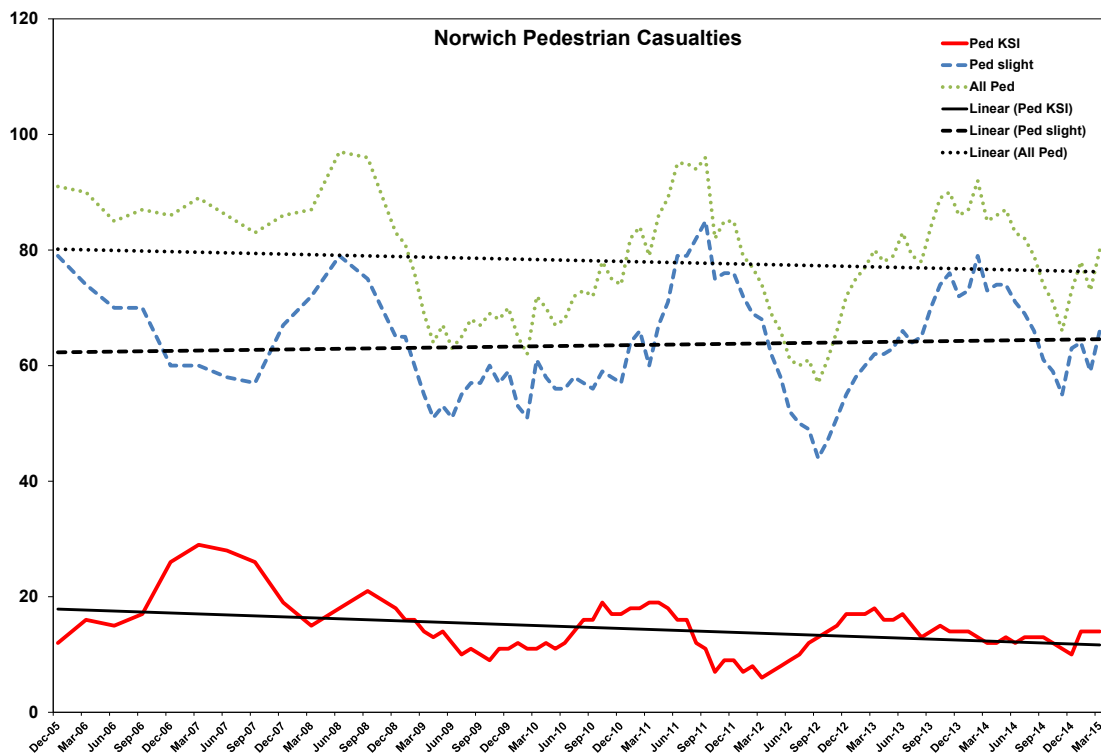
34. Under the current Road Casualty Reduction Partnership arrangements there are now 4 cross-partnership sub-groups to specifically target the high risk groups. One of these is the P2W riders group which is currently delivering a range of interventions including

- Education – We deliver a product called PedSafe to Y11 students. This is a pre-moped session that covers the legal, behavioural and safety aspects of taking to the roads on a moped or scooter.
- Training – we have 3 specific training schemes, Safe Rider / Huggers Challenge / i2i. Each has its own emphasis and selling point and once a client has engaged with one product they are guided to complete the full set. We would expect to train around 300 riders per annum.

- Publicity – our branding is based around Hugger (see below). We have strong social media presence and officers and / or volunteers attend every PTW event held in the county throughout the year.
- Enforcement – Norfolk Constabulary have recently formed a motorcycle based Casualty Reduction Team. Amongst their tasks will be positive enforcement against and education of PTW users. We also deliver RIDE, which is an educational alternative to prosecution for PTW riders.

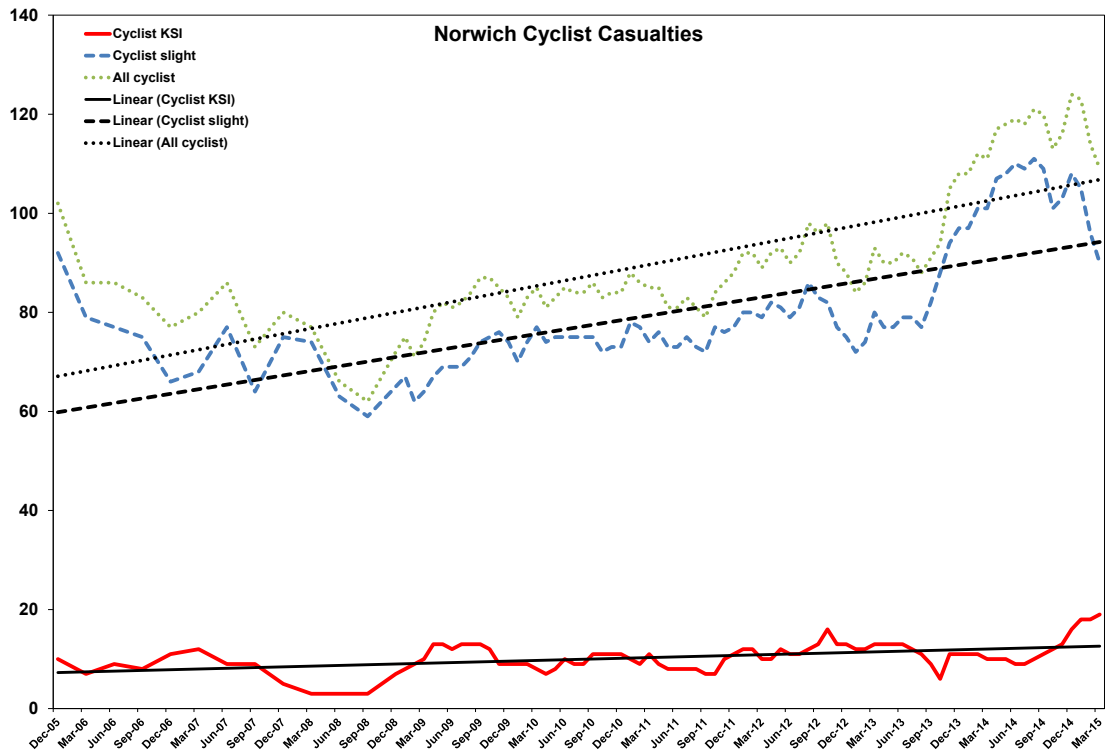
35. Measures to promote active travel including increased walking and cycling are key to delivering our public health aims and these groups are key targets for casualty reduction within the current Road Casualty Reduction Partnership Business Plan.

36. Pedestrian KSI involvements rose slightly in 2014-15 having fallen steadily over the previous year. The latest 12 month total is 15 KSI. All pedestrian casualties, including slight injuries, are effectively stable.



37. The Vulnerable Road User sub-group is currently focussing on awareness-raising among the higher risk pedestrian groups as identified through analysis of MOSAIC profiles. This will be delivered through the 'Keep Your Mind on The Road' campaign and will focus on the need to check it is safe before crossing 30mph roads, as evidenced in the STATS19 data.

38. Cyclists KSI involvements have risen sharply over the last year. Cyclist slight injuries have fallen over the last six months, reversing a steady increase over previous years.



39. In addition to Level 1 and Level 2 cycle training for children, the Partnership has several initiatives to raise awareness of safety issues amongst cyclists and drivers, with the ultimate aim of reducing the number of accidents involving cyclists.

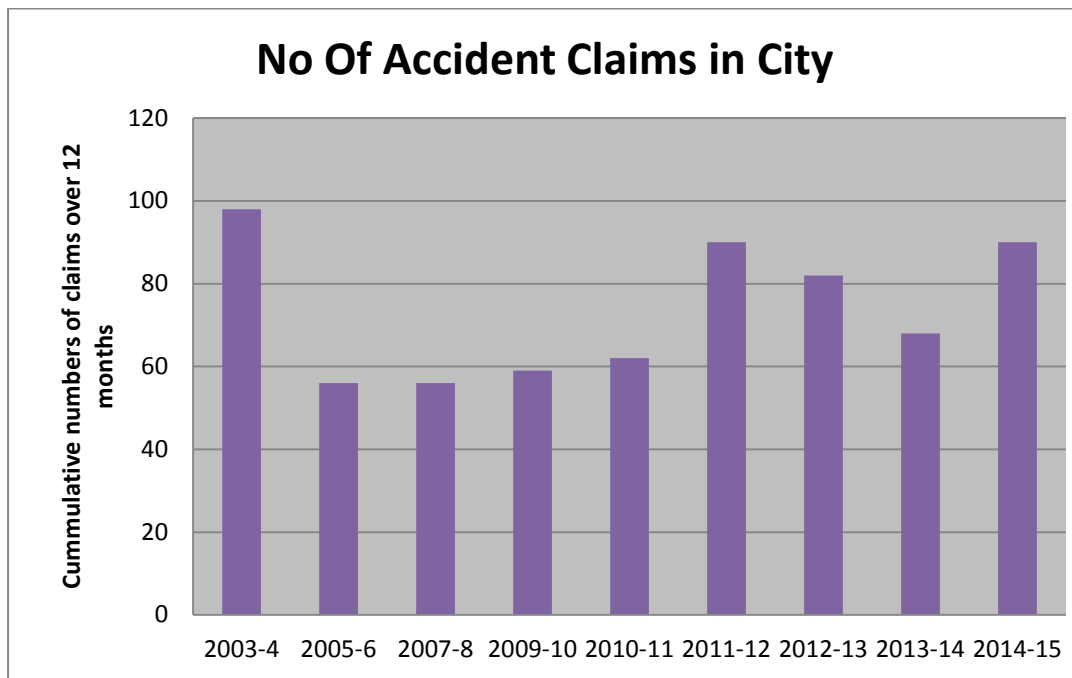
- Workplace adult cycling initiative: Norfolk County Council has initiated an education, training and publicity campaign to support the increasing levels of adult cycling around the county. Many organisations are now offering the cycle-to-work scheme to their employees and this resource has been developed to complement this. A free workplace seminar aimed at commuter cyclists, or potential cyclists, is the first stage. The seminar will cover the economic, health and environmental benefits of cycling, whilst providing advice on equipment, routes and riding techniques. This seminar will also tell staff about key safety messages and other advice that the cyclists would want to know. With seminars lasting an hour, this is an ideal introduction for new cyclists whilst acting as a great refresher for those that cycle frequently. Cyclists will then be offered a follow-up road riding session, possibly taking them from their door to your site, exploring the safest and most attractive commuting route. There will be no charge for this session, which will be client focused and will normally last between one and two hours.
- Enforcing the rules of the road: Norfolk Constabulary will maintain their ongoing commitment to treating all road users equally. All road users are required to obey the law; if a driver or cyclist fails to abide the rules/laws, they will be dealt with under the same approach.



40. Through the Push the Pedalways projects there is currently a strong emphasis on improving infrastructure for cycling in Norwich. Over the period 2013 to 2019 the levels of spending on cycling will be over £10 per person per year which equates to the levels sustained in leading cycling cities in other parts of Europe.
41. Work is also taking place to complete an estimate of distances cycled in the Norwich area which will help to show how much cycling levels are increasing.
42. Child KSI involvements remain low with numbers fluctuating between 0 and 4 over a rolling 12 month period.

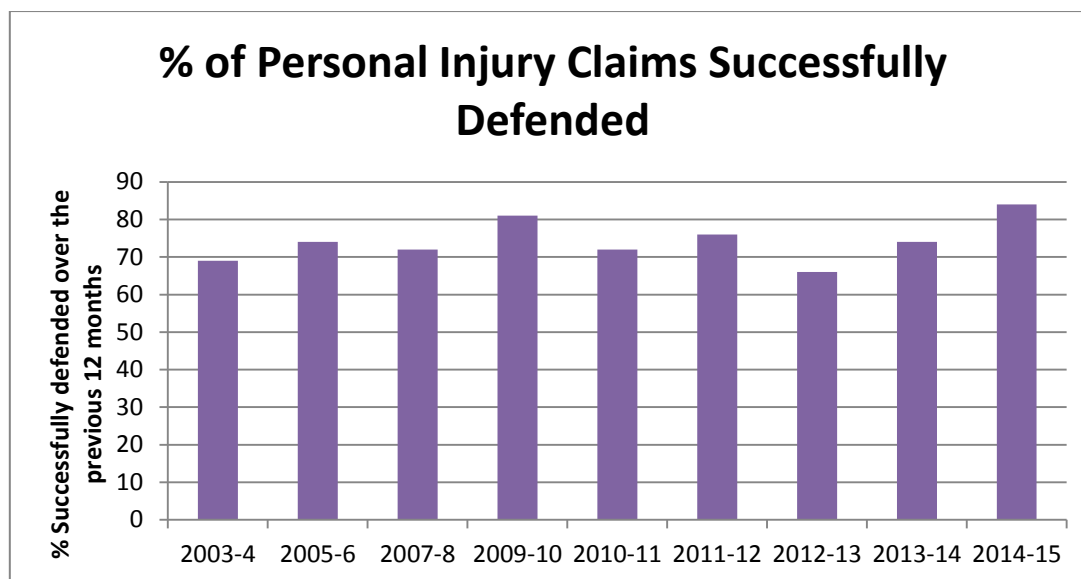
### **Accidents Claims**

43. The County Council monitors the number of claims received and the settlement rate of claims for highway and personal injury claims the graph below shows the number of claims received each year



### **Percentage of accident claims successfully defended**

44. The figure was 84% for 2014/15 which meets the target of 75%. A total of 90 claims were received which is an increase on last year's figure of 68.
45. Of the 90 claims received during 2014/15, 64 have been finalised and, of those 64, 6 have been settled with a total paid of £8,007.48. There are a further 8 open claims where liability has been admitted but settlement has not yet been reached.
46. Of the 90 claims received, 57 were injury related, the remainder were for damage.



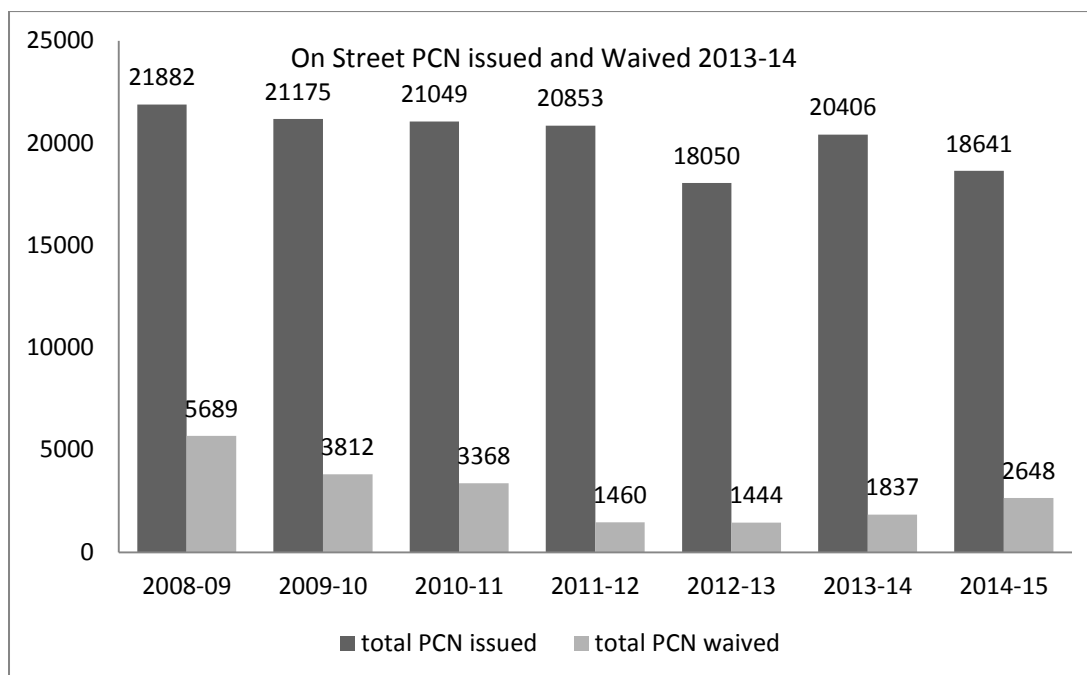
## On-street enforcement

47. Norwich has undertaken On Street enforcement since 2002, at first under the Road Traffic Act 1991 and more recently (2008) the Traffic Management Act 2004 section 6.
48. The 2004 TMA brought about a number of major changes, including a two tier charging for offences depending on the severity of the offence. The higher rate of Penalty Charge Notice (PCN) is £70 discounted to £35 if paid within 14 days without challenge and £50 for the lower rate discounted to £25 if paid within 14 days. In October 2012 the boroughs of Kings Lynn and Gt. Yarmouth became the enforcing authorities for the rest of Norfolk. All services are operating under the Norfolk Parking Partnership with common policies. The parking enforcement team is currently a Parking Manager, Appeals and Adjudication officer, 25 Civil Enforcement Officers (CEO) and 3 team leaders.
49. A new three shift system was introduced to provide a greater cover of staff during the operational day (07:00-19:00) (21 CEOs) and a further team (4 CEOs) being deployed for the night time economy (15:00-01:00).
50. The total number of PCNs issued in Norwich for 2014-15 is shown in the table on the next pages:

## PCN stats for Norwich City Council

	2013-2014				2014-2015			
	On street	Off street	total	%	On street	Off street	total	%
number of higher level PCN issued	16260	996	17256	69	14846	71	14917	65
number of lower level PCN issued	4146	3529	7675	31	3795	4099	7894	35
<b>total number issued</b>	<b>20406</b>	<b>4525</b>	<b>24931</b>		<b>18641</b>	<b>4170</b>	<b>22811</b>	
number of PCN paid at discounted rate	12630	2600	15230	61	12106	2629	14735	65
number of PCN paid at non -discounted rate	2147	488	2635	10	2393	575	2968	13
<b>total number of PCN paid</b>	<b>14777</b>	<b>3088</b>	<b>17865</b>	<b>72</b>	<b>14499</b>	<b>3204</b>	<b>17703</b>	<b>78</b>
unpaid PCN	5629	1440	7069	28	4142	966	5108	22
number of registrations to register a debt at TEC	1441	268	1709	6	1485	264	1749	8
number of PCN issued by a CEO subject to challenge(stat- or otherwise)	3782	1265	5047	20	3160	924	4084	18
number of PCN issued by a approved device	0	0	0	0	0	0	0	0
<b>Total number of PCN subject to challenges</b>	<b>3782</b>	<b>1265</b>	<b>5047</b>	<b>20</b>	<b>3160</b>	<b>924</b>	<b>4084</b>	<b>18</b>

	2013-2014				2014-2015			
number of PCN cancelled as a result of a successful challenge (PCN correctly issued)	1321	629	1950	8	2404	552	2956	13
number of PCN cancelled as a result of a successful challenge (PCN incorrectly issued)	262	53	315	1	244	52	296	1
<b>Total number of PCN's cancelled as result of a successful challenge</b>	<b>1583</b>	<b>682</b>	<b>2265</b>	<b>9</b>	<b>2648</b>	<b>604</b>	<b>3252</b>	<b>14</b>
number of PCN which resulted in adjudication because of challenge	19	3	22	0	36	7	43	0
number of PCN written off for other reasons	863	132	995	4				
number of vehicles removed	0	0	0	0	0	0	0	0



51. In comparing the PCN data between 2008/09 and 2014/15, one can see that the number of PCNs issued had been on a generally downward trend with the greatest decrease between 2011/12 and 2012/13 (-13% year on year). There was an increase in 2013/14 but in 2014/15 the number of PCNs fell back again
52. Compared to 2013/14 the number of PCNs waived increased in 2014/15. However the number of PCNs paid at the higher rate has increased.
53. The costs and income attributable to on-street parking during 2014/15 is summarised in the table on the next page:
54. Overall this shows a surplus for 2014/15 of £37,367. This reduction compared to previous levels reflects the cost of on-street pay and display machine replacement which is being rolled out over a three year period.
55. It can be seen in this table that total income in 2014/15 has increased by £77,807. Expenditure has also increased in 14/15 by £89,384, mainly due to additional costs linked to in year allocations to the maintenance of signs and road markings, replacement programme of new machines and funding the cost of small amendments to restrictions within the zones.

<b>Income from</b>	<b>2009/10</b>	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>
<b>Penalty Charge Notices</b>	(640,945)	(649,659)	(669,028)	(599,108)	(664,049)	(629,570)
<b>On Street Fees</b>	(572,099)	(549,647)	(591,987)	(587,999)	(627,612)	(646,376)
<b>Permits</b>	(356,025)	(367,316)	(401,358)	(412,128)	(511,359)	(584,364)
<b>Dispensations</b>	(59,332)	(52,107)	(56,319)	(65,529)	(67,445)	(87,962)
<b>Total Income</b>	(1,628,401)	(1,618,729)	(1,718,692)	(1,664,764)	(1,870,465)	(1,948,272)
<b>Expenditure</b>	1,561,610	1,585,959	1,580,404	1,535,873	1,821,521	1,910,905
<b>Surplus</b>	(66,791)	(32,770)	(138,288)	(58,580)	(48,944)	(37,367)

56. Members will be aware that it is not the objective of decriminalised parking to raise revenue; however, the DfT's guidance makes clear that it should be operated on a secure financial footing to:

- Ensure the continued provision of the service; and
- The necessary re-investment over the medium to long term.

57. Officers are taking steps to ensure these provisions are met. Any surplus is paid to the county council to be spent on NATS transport and highway provision as determined by legislation. The city council carry the financial risk should income be less than expenditure

PROGRAMME/PROJECT RISK REGISTER									
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<b>Prog/Proj Name:</b>	Norwich City Agency
<b>Prepared By:</b>	Andy Watt
<b>Date Prepared:</b>	Aug-15
<b>Version No:</b>	1

Very High
High
Medium
Low

Not on Target
On Target
Met Target

Risk Ref No	Risk Description	Likelihood	Impact	Risk Score (LxI)	Risk Class	Control Tasks	Progress - Description	Current assessment of Risk Score	Target Risk Score	Target Date	Prospect of reducing risk to aspiration score	Programme / Project Objective	Risk Owner	Target met ?
1	Base budget not keeping pace with inflation (or declining in real terms) leads to reduced service capacity and inability to deliver anticipated levels of service	5	4	20	Very High	Monitor departmental Business and asset management Plan, prioritising services and business objectives, review standards	Additional funding secured; effect of new contract being assessed; on-going review	12 (3x4)	8 (2x4)	Annual	On Target	Delivery of agency agreement requirements	Paul Donnachie	No
2	Cost of providing on-street parking service is greater than income	2	4	8	Medium	Audit action plan; lean systems review; savings programme	Continuous monitoring and review of costs and income	4 (1x4)	4 (1x4)	Annual	On Target	On-street parking service level agreement	Jo Day	Yes
3	Loss of highways register information	1	4	4	Low	Digitise plans and place register in deeds safe	Worked stalled but now resumed	4 (4 x 1)	1 (1x1)	March 16	On Target	Highways register modernisation	Andy Ellis	No
4	Funding and/or resource withdrawn from digitizing highway register	1	4	4	Low	Prioritise areas to digitise first. Digitizing highway register delayed. The team has been shuffled and hoping to start work around April	Worked stalled but now resumed	2 (2 x 1)	1 (1x1)	March 16	On Target	Highways register modernisation	Andy Ellis	No
5	Loss of business continuity	3	3	9	Medium	Develop generic working and standardise working practices; timely intervention; sufficient resource to meet work demand	Network management team expanded to increase resilience; recruitment to highways and transportation teams secured	2 (2x1)	2 (2x1)	On-going	On Target	Delivery of agency agreement requirements	Joanne Deverick/ Andy Ellis	Yes

6	Contracts performance	2	3	6	Medium	Project plan	Monthly meetings held with the area team to discuss performance and ongoing costs and issues.	4 (2x2)	4 (2x2)	On-going	On Target	Delivery ofcontract	Andy Ellis	No
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<b>Report to</b>	Norwich Highways Agency Committee 17 September 2015
<b>Joint Report of</b>	Head of city development services (Norwich City Council) and executive director of community and environmental services (Norfolk County Council)
<b>Subject</b>	Transport for Norwich Plan – Golden Ball Street and Westlegate

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**Item**

**6**

## **Purpose**

To consider the results of the consultation linked to the wider Transport for Norwich proposals for the Golden Ball Street and Westlegate project and to agree to implement the scheme.

## **Recommendations**

- (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.
  - (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 & 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.

(3) To ask the Transportation & network manager at Norwich City Council to commence the necessary statutory processes to:

- (i) Make Timberhill two-way for general traffic from Lion and Castle Yard to its junction with Golden Ball Street.
- (ii) Re-advertise the locations of the parking bays on Ber Street to confirm the position of the revised proposals.
- (iii) Extend the existing coach bay on Castle Meadow.
- (iv) Implement the additional formal crossings recommended in the report.
- (v) 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 at Norfolk County Council and Transportation & network manager at Norwich City Council to:

- (i) 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.

- (ii) With the agreement of the chair and vice chair of this committee carry out any necessary statutory consultation on the proposed scheme
- (iii) Report the results of that consultation to a future meeting of this committee. .

### **Financial implications**

The scheme will be funded by £2m from the local growth funding (LGF), £0.5m from Community Infrastructure Levy (CIL) income as part of the strategic pool as agreed by the Greater Norwich Growth Board, and £52k of Section 106 funds from the recently completed Westlegate House development.

The development and implementation costs of the scheme will be refined as the detailed design is progressed. The extent of streetscape enhancements, notably on Westlegate, will depend on availability of remaining funds after those required to implement the essential traffic management changes.

### **Contact Officers**

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

## Report

### Background

1. At the meeting in June 2015 members approved for consultation the proposed 'Transport for Norwich' (TfN) scheme to make Golden Ball Street two-way, and to remove general traffic from Red Lion Street, Westlegate and All Saints Street.
2. TfN is an overarching programme of strategic works to improve accessibility by all modes of transport around the City, and encourage the use of more sustainable modes of transport, such as public transport, cycling and walking, but also includes capacity enhancement of the strategic road network, and new road building, in particular the NDR. The aim of the strategy within the urban area is to stabilise traffic levels and to cater for increased demands for travel by more sustainable means. This scheme provides improvements to the pedestrian and cycling environment, and should improve further the reliability of public transport, whilst improving and simplifying vehicular access to several major City Centre car parks
3. The scheme aims to provide improve access to the city centre car parks at John Lewis, Castle Mall and Rose Lane, and to deter through traffic from using the city centre.
4. The proposed changes were the subject of the recent scheme consultation. A number of related changes were also consulted on in order to improve the access to the city centre car parks, a key aim of the scheme.
5. The scheme area falls within the proposed City Centre 20mph area which has recently been agreed by the committee.

### Consultation

6. The consultation started on 22 June 2015 and ran for five weeks, until 27 July; this was two weeks longer than the statutory minimum three week period for traffic regulation order consultation.
7. The details of the consultation were publicised in the local press and radio, both before and during the consultation in order to inform as many people as possible.
8. A letter was distributed to some 600 properties, businesses and other stakeholders. A flyer was also distributed in the city centre in order to reach the largest audience possible. Copies of the flyer were distributed to a number of businesses in the area including John Lewis, Castle Mall, Aviva, Marks & Spencer, Debenhams, The Forum and City Hall. A copy of the flyer is included in Appendix 1.
9. The consultation included an exhibition in City Hall and the same exhibition boards were displayed within the retail unit at Westlegate Tower. Officers manned the City Hall exhibition on 1 and 2 July from 09:00-18:30 and 10:00-18:30 respectively. A total of 34 people attended the first day of the exhibition with 35 on the second day. The exhibition was moved to the Forum during

some of the weekends within the consultation period.

10. All of the consultation material was also available online on Norfolk County Council's website at [www.norfolk.gov.uk/citychanges](http://www.norfolk.gov.uk/citychanges) with a link to the page on Norwich City Council's website. There was an online questionnaire where people could give their views on the proposals. In addition, a bird's eye virtual tour was produced and made available for viewing on [YouTube](#) and on the County Council's [Facebook](#) page.

### **Stakeholder views and feedback**

11. During the consultation, a total of 190 responses were received, including 89 by email, letter or at the exhibition and 101 via the online questionnaire. The bird's eye tour received over 6,500 viewings on YouTube, and over 1,900 viewings on Facebook.
12. The consultation results have been analysed. Of the 190 responses received, 66 expressed support of the proposals, either unreservedly or with some concerns. Support for the scheme has been expressed by several major stakeholders including John Lewis and the Castle Mall operator, whose car park accesses are to be altered.
13. Meetings were held with stakeholders on the scheme proposals, in particular the bus companies and the operators of the affected car parks, to discuss access issues.
14. John Lewis are in favour of the creation of the continuous pedestrianised thoroughfare that is proposed between All Saints Street and Westlegate, and are supportive of the scheme on the proviso that the scheme doesn't introduce a wider detrimental impact with regards vehicular access to the city centre.
15. The Castle Mall operator is supportive of the aim of the scheme to enhance the circulation around the shopping centre and improve the pedestrian links between Timber Hill and the John Lewis store.
16. The detailed proposals relating to the affected car parks are being developed and finalised as part of the detailed design in discussion with the operators of the affected car parks.
17. The bus operators support the proposals, which will in particular help to achieve more predictable bus journey times within the city centre, and enable the company to provide a greater choice of destination and increase frequencies at peak times due to bus times being reduced. Konectbus have said the plan will provide a better shopping experience and remove the last 'bottleneck' within the central Norwich shopping area.
18. A number of issues were raised by respondents, either disagreeing with the scheme or requesting clarification of the proposals. The issues have been grouped into a number of common topics and these are shown in the consultation summary table in Appendix 2, together with officer comments. The main issues raised by a number of respondents are discussed below.

19. Norwich Business Improvement District (BID) have expressed concern about a number of issues including the need to ensure that access is maintained to businesses both during construction and after works are completed, ensuring that the changes do not adversely affect the vitality of the city centre and ensuring the scheme does not cause congestion problems on the road network. Norwich BID have questioned the phasing of the city centre schemes with regard to the implementation of the NDR. Responses to these issues are covered in the following sections.

### **Proposed restrictions and traffic impacts**

20. The majority of respondents who disagreed with the proposals expressed concern with displaced traffic, with 62 comments raising concern about additional traffic on the Inner Ring Road leading to increased congestion. Some respondents also questioned the accuracy of the forecast traffic. Specific points were raised about the following:
- Increased traffic on Ber Street and particularly at the junctions of Finkelgate and Queens Road and Ber Street and Bracondale; 29 comments
  - the proposed closure of All Saints Street, and All Saints Green for through traffic; 27 comments
  - the planned closure of Thorn Lane at its junction with Ber Street; 18 comments

### ***Modelling of traffic changes due to the scheme***

21. One of the objectives of the TfN plan is to monitor and mitigate the impact of displaced traffic. The initial intention was to monitor the impacts of the Chapel Field North and St Stephens Street schemes before the Golden Ball Street/Westlegate scheme was implemented. However, due to the delay caused by the legal challenge on the Chapel Field North scheme, and the need to deliver the Golden Ball Street scheme to the current funding timetable, there has not been the opportunity to do this.
22. The data provided in the June report and which was used at the consultation to show the impacts of the changes in the city centre was therefore based on the 2012 base before the Chapel Field North and St Stephens Street schemes were introduced. It also was looking forward to the opening of the Northern Distributor Road (NDR). 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.
23. In order to fully understand the true impact of the Golden Ball Street scheme the traffic modelling team have carried out further work to consider the impacts of the schemes that have already been implemented (Chapel Field North, Grapes Hill and St Stephens Street). This concludes that around two thirds of the predicted impact of all the pre-NDR city centre measures has already been absorbed by the network, and that this current proposed scheme will contribute around a third of the impact.
24. In light of this, the traffic flow data has been revised and Appendix 3 provides

two diagrams which show the expected change in traffic, from that currently experienced as a result of implementing the Golden Ball Street/Westlegate proposals only. Traffic figures provided are two-way totals over a 24 hour period. Figure 3 provides forecast traffic change within the city centre and figure 4 shows the predicted change on the Inner Ring Road.

25. The predicted increase in traffic on Ber Street is approximately 10% over a 24 hour period from 10,050 to 11,000 vehicles while All Saints Green traffic is forecast to reduce almost completely, as there will no longer be a route to Westlegate (except local access) or from Golden Ball Street or Ber Street. Likewise, traffic on Westlegate itself will reduce from 3,100 vehicles to the few vehicles that will still use this for access.
26. Traffic flows on individual roads in Norwich are made up vehicles making lots of different journeys with varied origins and destinations and not all the vehicles currently using All Saints Green will simply transfer to Ber Street. The increase on Ber Street reflects the importance that this route will have in providing access to city centre car parks in the completed scheme. Usage of car parks does vary considerably throughout the day, and from week to week, so the overall impact will similarly vary over time. However, the increase will be complemented by a range of safety improvements including imposing a 20mph limit and traffic calming throughout, as part of a the push the pedalway 20mph scheme that was approved in July.
27. The current proposals would be effective in reducing through traffic within the city walls and this traffic is likely to be displaced onto more appropriate routes along the Inner and Outer Ring Roads. This is acknowledged in the ongoing TfN programme, which includes is a commitment to monitor, preserve and enhance capacity on these routes.
28. Work has commenced to look at capacity improvements at the Dereham Road Sweet Briar Road roundabout programmed for construction 2018 and the Newmarket Road / Daniels Road roundabout programmed for construction 2019. Traffic around the Norwich area is likely to continue to change following the delivery of the city centre measures, construction of the NDR, improved park and ride facilities and housing grows. Officers will continue to monitor/asses the ring road and key junctions and identify future improvements that may be required.

### ***The Inner Ring Road junctions with Finkelgate and Ber Street***

29. Turning right from Finkelgate into Queens Road at peak times is a current issue that was raised by a number of respondents. The additional modelling work has demonstrated that the Finkelgate junction onto the Inner Ring Road is expected to experience increased traffic as a result of the scheme, particularly during the PM peak time, as will the Ber street junction onto the IRR. It is therefore proposed that this area is looked at in more detail to determine what improvement is required here.
30. While a solution has yet to be fully developed, early feasibility works suggests that it is likely to involve the introduction of traffic signals at the Finkelgate / Queens Road junction. The extent of this signalisation is yet to be determined but it is likely to include incorporating the existing signalled crossing facilities to



the east and west of the Finkelgate junction (which are currently due for replacement) within the new signalised junction. Changes in the Finkelgate area that are required will be delivered at the same time as the Golden Ball Street/Westlegate scheme and will be planned in to the overall construction programme.

### ***All Saints Street and Green***

31. The closure of All Saints Street to traffic is an important aspect of the proposals, reducing the desire line for cross-city through traffic and enabling greater connectivity for pedestrians and cyclists between St Stephens Street and All Saints Street and Ber Street. The planned public realm enhancements here will provide a safer and more accessible environment for pedestrians and cyclists. The City Centre measures consulted on as part of the overall strategy for the Norwich Area provided for a 'bus only' link here, but subsequent discussions with operators has confirmed that this will only be required during significant events, such as the Lord mayors procession. The ability to do this will be designed into the scheme, but for the majority of the time, the area would be fully pedestrianised. Designing the route to be used for buses will also mean that in the event of an emergency closure of Ber Street the All Saints Street could be used as an alternative route for general traffic.

### ***Thorn Lane***

32. At present, Thorn Lane provides a link between Ber Street and Cattle Market Street via Rouen Road and crucially caters for the northbound movement that is not currently available on Golden Ball Street. When Golden Ball Street becomes two-way, traffic will use it as a more direct route. For this reason, Thorn Lane can be closed at its junction with Ber Street. Another important benefit of closing this junction is that it removes vehicular movements from this arm which simplifies the new access arrangement with the John Lewis car park. The closure will be designed so that in the rare event of an emergency it can be used as an exit route from the city.

### **Pedestrian and cycle access**

33. A number of respondents raised issues relating to pedestrian and cycle access. This included:
- concern about use of shared space in pedestrianised areas that could lead to pedestrian/cyclist conflict; 19 comments;
  - concern about removal of signal controlled crossings; 10 comments
  - 4 respondents asked for a clarification of cycle routes;
  - concern about pedestrian/cycle conflict on Rampant Horse Street; 3 comments.

### ***Pedestrian access***

34. The changes proposed by the scheme have enabled the existing junctions and pedestrian crossings to be reviewed to ensure they are appropriate for their

location.

35. The removal of general traffic from Westlegate will change the junction from a 4-way to a 3-way junction and combined with the already implemented removal of general traffic from St Stephens Street will allow all signal control to be removed. However, it is intended to retain a signal controlled crossing on St Stephens Street, immediately west of Surrey Street. The crossing on Surrey Street by the junction with St Stephens Street will be removed; the removal of general traffic from this section of Surrey Street in 2014 means that a controlled crossing is no longer required here.
36. The closure of Farmers Avenue at the junction with Red Lion Street and Castle Meadow enables the signal control to be removed however the controlled crossing on Red Lion Street at the bottom of Orford Hill will be retained.
37. The changes proposed at the junction of All Saints Street with Ber Street/Golden Ball Street mean that signal control here is now redundant. Instead it is proposed to provide a crossing on Ber Street, where it meets Golden Ball Street and Timber Hill – this will be a combined zebra crossing to cater for pedestrians and cyclists and will be on a raised table.
38. It is proposed to remove the traffic signal control at the junctions of Rouen Road with Cattle Market Street, and Farmers Avenue with Golden Ball Street. However, there will be the crossing mentioned above, and the signal controlled crossing towards the bottom of Cattle Market Street will remain.
39. It has already been noted that the signal control crossing on the Inner Ring Road to the west of Finkelgate is at the end of its life. This provides an opportunity both to review the junction, and the crossing facilities here to meet current requirements.
40. It is proposed to provide a signal controlled crossing on Rampant Horse Street to provide a replacement for the one being removed near the Red Lion Street junction. This will be installed on the existing raised table, to the west of the junction with Brigg Street.
41. Overall, the scheme provides for a good spread of both controlled and uncontrolled crossing facilities across the area, maximising accessibility, without requiring an excessive number of light controlled junctions. . The concerns of various potentially disadvantaged groups, including those of the Norwich and Norfolk Association for the Blind have been taken into account both in the Equality Impact assessment (Appendix 4), and in detailed changes to the scheme currently under consideration

### **Cycle access**

42. While cycles will be allowed within the new pedestrianised areas, cycling will be particularly promoted on the All Saints Green/Surrey Street/Red Lion Street route for the yellow pedalway route as these roads will be free of general traffic. Consideration has been given to re-routing the yellow pedalway along Westlegate following its' closure but is considered that due to the gradient the existing route is preferable. Westlegate will be a neighbourhood route. Providing connectivity between Rampant Horse Street and Ber Street.

43. The new mandatory cycle track on Cattle Market Street and onto Golden Ball Street will provide a useful uphill facility. Cyclists will still be able to use Thorn Lane to access between Ber Street and Rouen Road.
44. It is intended that cyclists will remain on the carriageway along Rampant Horse Street, thus reducing conflict with pedestrians, and cyclists will be able to make all turning movements at Stephens Plain. Whilst recognising that there are concerns about conflicts on the raised table by the Brigg Street junction, it is for users to be aware of each other and it is difficult to guard against this as visibility is good on this straight section of road and the level of traffic in this area has reduced very substantially.
45. The shared space on Westlegate will predominantly be used by pedestrians although access is retained for deliveries. As discussed above, the yellow pedalway route will remain along Surrey Street/St Stephens Street although cyclist will not be excluded from using Westlegate. It is intended that the surfacing materials will help to provide guidance for vehicles and cyclists using the road.

### **Localised vehicular access**

46. A number of issues were raised by respondents relating to vehicular access, including:
  - Concern that access from Westlegate Tower would be made more difficult by the proposals was raised by Westlegate Tower Residents' Association as well as by individual residents;
  - concern about access to/from Emms Court, off Ber Street due to increased traffic and the fact that the Thorn Lane closure will prevent using this route to approach the access from Golden Ball Street direction;
  - residents of King Street Cannon Wharf are concerned that the proposal will make it more difficult for access/egress. In particular they have cited the closure of Thorn Lane and All Saints Street (from Ber Street to All Saints Green) as impacting negatively on their access and have suggested these roads remain open;
  - the concern that the proposal, including removal of general traffic on Red Lion Street, will have a negative impact on access to the city centre for disabled and/or elderly persons and will limit the opportunity to drop off or pick up – this was raised by 22 respondents.
47. Currently, Westlegate Tower residents access from Golden Ball Street via the top of Timber Hill. Exit is via Timber Hill, Orford Hill then right onto Red Lion Street and onto Farmers Avenue. The scheme will restrict right turns from Orford Hill to left only so access will be via St Stephens Street to St Stephens roundabout. By changing the section of Timber Hill, from Lion and Castle Yard to Golden Ball Street, from one-way to two-way operation, this will enable an alternative way out. This change will be made as part of the proposals. These proposals have been discussed with residents who are satisfied with this arrangement.

48. Some residents of Emms Court have expressed concern that access/egress from/to Ber Street will be made more difficult due to the increase in traffic volume on Ber Street. In addition, the closure of Ber Street/Thorn Lane junction means that traffic will not be able access Rouen Road from Ber Street to turn into the access from the Golden Ball Street direction. Access from the Golden Ball Street direction will therefore be via Rouen Road or Cattle Market Street. Although concern has been expressed about increased traffic levels, it is forecast that this increase will be about 10% so is not considered that this will adversely impact the use of the Emms Court access. The roads will be within the 20mph zone so traffic speeds are expected to be low. In addition, a new raised zebra crossing will be introduced at the junction of Ber Street/Golden Ball Street with Timber Hill and the proposed westwards realignment of the road in this area will improve the visibility from the Emms Court access to the right.
49. The King Street Cannon Wharf residents are concerned that the junction of King Street with Carrow Road is already difficult to turn out of and that the proposed priority junction of Rouen Road/Cattle Market Street may not be adequate, particularly that the right turn lane from Golden Ball Street/Cattle Market Street into Rouen Road may not be sufficient to cater for demand. However, traffic flows on both Rouen Road and Cattle Market Street are anticipated to fall, and the flows are well within the limits that can be adequately catered for by a priority junction. As discussed, after this first phase of city centre changes are implemented, it may be necessary to make adjustments to some junctions on the Inner Ring Road including King Street with Carrow Road.
50. Although two disabled bays will need to be removed from the east side of Ber Street, to introduce the changes to the John Lewis car park access, these will be replaced by four bays on the other side of the road. The pedestrianisation of Westlegate, All Saints Street and part of Farmers Avenue should greatly improve access for all pedestrians using these streets as they will not have to contend with general traffic. It is proposed that some benches will be provided in the All Saints Street/Westlegate area.
51. Regarding city centre vehicular access to disabled or elderly persons, one of the scheme objectives is to maintain access for disabled motorists. Streets such as St Stephens Street and Rampant Horse Street into Red Lion Street already have access restrictions but bays for blue badge holders are currently available within the city centre locations at Brigg Street, All Saints Green and Surrey Street and these will remain unchanged. In addition, the bays on Rouen Road by the walk-in Health Centre will also remain in place.
52. The scheme has been subject to an equality impact assessment that identified issues for these groups, and the recommendations have been incorporated in the scheme, or will be at the detailed design stage. The EIA is attached as Appendix 4

## **Public transport**

53. Several comments received related to bus and coach routes and facilities including:

- Requests for clarification of bus routes and bus and coach stops;
  - concern about pollution from idling buses; 3 comments was raised by 3 respondents;
  - Requests for improved bus services particularly Park & Ride; 11 comments
54. The whole ethos of the city centre measures is to improve access to the city centre by all modes of transport including sustainable means such as public transport. The scheme will remove general traffic from Red Lion Street, meaning that the key bus corridor between Agricultural Hall Plain and St Stephens roundabout and Bank Plain will not have to contend with general traffic. This fits with the future plan for bus only (plus taxis, cyclists and servicing) on Prince of Wales Road.
55. The scheme will also remove the right turn ban for buses (and taxis) from Rampant Horse Street to St Stephens Street, and the left turn ban that is in place for the reverse of this. This will build on the bus improvements introduced as part of the changes to Chapel Field North in 2014 and increase the permeability and options for future bus movements in the centre.
56. The closed section of All Saints Street and Farmers Avenue will remain as emergency routes for buses, but will be controlled by removal bollards and will only be used if the St Stephens to Bank Plain corridor is unavailable such as during temporary closures for public events or if the route is unavailable for maintenance closures.
57. Regarding bus stops, there is an occasional bus service that uses a stop on Ber Street outside John Lewis. This will be removed and the service will use an alternative stop, location to be confirmed.
58. The existing coach stop on All Saints Green (outside John Lewis) will be removed and the new location for coaches to pick up here will be on Ber Street in front of the store; coaches will be able to leave via Rouen Road. There will a new bus/coach stopover bay on Castle Meadow, near the existing junction with Farmers Avenue. A comment was raised that four coaches could use the bus station, however there is not enough space for coach pick-up/drop-off here and this arrangement is not going to change, at least in the short term.
59. Regarding pollution from idling buses, the air quality in the city centre is monitored to ensure the quality is within the permitted level, and there is a separate report on this agenda looking in detail at the city centre air quality action plan. Many of the buses accessing the centre are already meeting stringent emission standards. Bus operators will also be required to meet increasing emission standards, which will further reduce impacts. There may be the opportunity for bus drivers to switch off engines whilst stationary and this will be discussed with operators.
60. Improvements have just been introduced to Park & Ride services that aim to increase the usage and the city centre schemes complement this aim by improving the bus corridors. A new contract has been awarded to Norfolk-based Konectbus that will run all six Park and Ride bus services on behalf of Norfolk County Council as well as managing the sites and Norwich bus station.

The change will mean a re-launch of Norwich Park & Ride with a range of improvements, designed to confirm its place as a flagship public transport service.

## **Car parks**

61. In relation to car parks, 5 respondents were concerned with queuing vehicles using the city centre car parks in busy periods and causing congestion.
62. A key aim of the scheme is to make it easier to access the city centre car parks. In particular, the John Lewis car park access will be greatly improved as access in and out will be available from both directions on Ber Street with two lanes into the car park on the modified entrance. However the detailed design of this junction will need to address how the car park queues will be managed at peak times such as Christmas to ensure that vehicles waiting to turn right into the car park do not cause congestion on the network.
63. Castle Mall 2 car park will also have a modified access with entry along a two-way section of Farmers Avenue from Golden Ball Street rather than the existing route along Westlegate and Red Lion Street. Both car park operators are supportive of the proposed changes to the car parks.
64. The variable message car park signing showing spaces available for each of the city centre car parks is being reviewed and will help to ensure that drivers are directed to those car parks with available spaces.

## **Businesses**

65. A number of comments were received relating to businesses, including concern that:
66. Access for businesses will be restricted when the scheme is complete, and that this will have a detrimental effect on operation and trade – this was raised by 30 respondents;
67. Trade will be affected while the scheme is under construction, 4 comments were received on this point.
68. Access for deliveries will still be available in the pedestrianisation proposals, this will allow delivery access down Westlegate and left into St Stephens Street. Access will still be available along Orford Street, via Farmers Avenue.
69. Disruption due to construction is inevitable but is short in duration compared to the benefits of the schemes being implemented. The construction of schemes such as this are always planned to minimise disruption and impact. Pedestrian access will be maintained to all businesses during construction and the project team will keep businesses within work areas and other stakeholders updated on progress.
70. The scheme construction would include repairs to worn out sections of carriageway, in order to reduce the need for future repairs soon after the scheme is completed and to minimise future disruption.

71. A comment was received from Tesco, requesting that the currently restricted delivery hours on Westlegate be revised. The proposed TRO for Westlegate does not restrict delivery times so there would be more flexibility for delivery times if the scheme is implemented. Further discussions will be held with Tesco regarding delivery hours.

## **Timescales**

72. The implementation programme for the NATS city centre measures has altered slightly from those suggested as part of the NATS Implementation Plan in 2010 in response to the availability of new funding streams. However, the significant interventions identified for pre and post NDR implementation, as originally planned, have not changed.
73. If members approve the presented scheme, construction would start in January 2016, and be completed within 2016/17. The exact scale of the additional works on at the inner ring road junctions with Ber Street and Finkelgate will determine the overall length of the programme and if the works cannot be completed ahead of the Christmas embargo in November 2016, construction will be suspended for the embargo period and recommence in January 2017.
74. Although the detailed programme of works is yet to be finalised, construction would be carried out using a phased approach. The first phase would involve the changes at the Cattle Market Street / Rouen Road / Farmers Avenue junction, to enable Golden Ball Street to be made two-way, which in turn facilitate the closures of Westlegate and Farmers Avenue at the Castle Meadow end. These elements of the scheme have little impact on diverting additional traffic onto Ber Street. Subsequent phases will be managed to ensure that the mitigation works at the inner ring road junctions with Ber Street and Finkelgate are complete, assuming they are feasible, before the works that do directly contribute to the additional traffic on Ber Street are undertaken.

## **Conclusions**

75. This project is a key part of the TfN strategy that has been adopted by both Norwich City and Norfolk County Councils. The principle of pedestrianising Westlegate has support from a majority of the public and stakeholder organisations. The proposals will provide a number of benefits:
76. Improve shopping and economic vitality of the city centre;
77. Safer and more accessible environment for cyclists and pedestrians;
78. Promote quicker and more reliable bus services.
79. One of the main objectives derived from the TfN strategy is to increase walking and cycling and the strategy follows a mode hierarchy principal where walking, cycling and public transport are, where appropriate, prioritised above use of the car. That is why these proposals form part of an overall package that will remove extraneous through traffic from the city centre whilst providing access for those that need to park there.

80. The principle of good access by all modes is embedded in the TfN strategy and this has not changed in over 10 years. The enhancements proposed within TfN are also aimed at improving the city centre and making it a more attractive place to visit and shop.
81. Regarding traffic impacts, TfN is a long term project with both the Inner and Outer Ring Roads assessed when NATS was refreshed in the early 2000's. Some of the junctions along the IRR such as the Queens Road/bus station/Brazengate junctions, Chapel Field Roundabout and Dereham Road/Barn Road traffic lights have already been reconfigured as the opportunity has arisen, in order to accommodate future usage levels.
82. As well as the junctions discussed in the report where modelling has indicated potential increases in congestion, the Council would monitor the effects at other junctions not specifically highlighted by the model work, such as at the Chapel Field Roundabout, to determine if alterations are required to address any congestion issues.
83. It is proposed to carry out further development and design work for a possible improvement at Finkelgate/Queens Road junction and/or Ber Street/Bracondale junction to cater for additional traffic resulting from the scheme. If additional measures are required here, it is proposed to consult on these, and to report the feedback to committee at a future meeting.
84. The detailed proposals relating to the affected car parks are being developed and finalised as part of the detailed design in discussion with the operators of the affected car parks.
85. The level of enhancement works along the full extent of Westlegate will be dependent on the available budget but it is certainly proposed to enhance either end of the street and those area along All Saints Street as a minimum, and the aim will be to improve the whole length of Westlegate.
86. As a whole, the proposals will provide the next phase of improvements within the city centre that would enhance the environment of the city within the key shopping area.

## **Resource Implications**

87. Finance: The TfN programme forms an integral part of strategic infrastructure as set out in the Joint Core Strategy. The delivery of this work is funded through a number of sources including additional government grants e.g. City Cycle ambition, Community Infrastructure Levy, and mainstream capital funding LTP and allocated funding from the Local Enterprise Partnership (LEP). The overall funding of the programme has been agreed through the Greater Norwich Growth Board.
88. Staff: The project will be delivered through joint team working involving both County Council and City Council officers.
89. Property: The proposals can be provided within the existing highway boundary. The scheme has been subject to a screening opinion for an Environmental Impact assessment. This screening has confirmed that there are no anticipated environmental impacts of any significance, and further assessment is not



therefore required. As this is the case, and the scheme is wholly within exiting highway boundaries, the scheme is permitted development.

90. IT: None.

### **Other implications**

91. Legal Implications: None.

92. Human Rights: None.

93. Equality Impact Assessment (EqIA): An EqIA has been completed for the NATS Implementation Plan (TfN). An Equality Impact Assessment for this scheme has been carried out as part of the detailed development, after discussions with the appropriate groups, this is included as Appendix 4.

94. Communications: None.

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

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

### **Risk Implications/Assessment**

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

97. A risk register is being maintained as part of the technical design and construction delivery processes.

# ***We've got big plans for roads and streets around All Saints Green.***



## ***Now we need your views.***

Our plans for **Westlegate, All Saints Green, Golden Ball Street** and **surrounding roads and streets** aim to make life better for anyone visiting, working or doing business in this important part of Norwich city centre. The changes are designed to:

- Give motorists easier access to car parks, including John Lewis, both Castle Mall car parks and the multi-storey under construction off Rose Lane.
- Restore All Saints Green as a traffic-free haven.
- Improve connection with the rest of the city centre by removing traffic from Westlegate.
- Simplify north-south vehicle access by making Golden Ball Street two-way.

**Find out more at [www.norfolk.gov.uk/citychanges](http://www.norfolk.gov.uk/citychanges).**

**From 1 July view the plans at Westlegate Tower or in City Hall.**

## Changes summary:

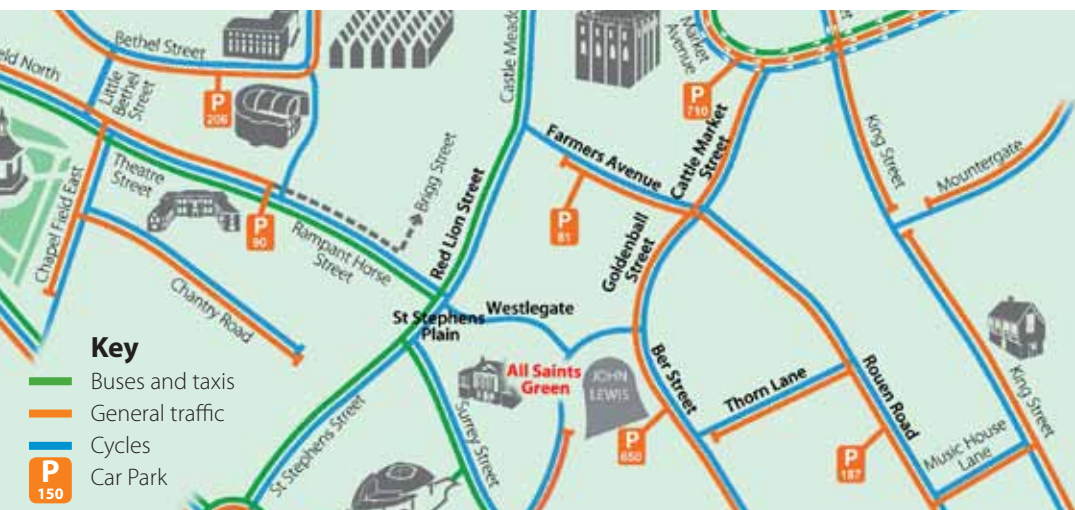
- **Golden Ball Street** - two-way for all traffic.
- **Farmers Avenue** - two way to Castle Mall car park, pedestrianised to Castle Meadow.
- **Cattle Market Street** - single lane with cycle lane southbound (uphill). New Rouen Road and Farmers Avenue junctions.
- **Ber Street** - right turn into and out of the John Lewis car park.
- **Thorn Lane** - closed at its junction with Ber Street.
- **Rouen Road** - raised crossing point to serve the walk-in health centre.
- **All Saints Green** - Pedestrians and cyclists only, enhanced as an open space.
- **Westlegate** - for pedestrians, cyclists and deliveries only.
- **St Stephens Plain** - improved for pedestrians.
- **Red Lion Street** - only used by buses, taxis and cyclists.

Find out more at [www.norfolk.gov.uk/citychanges](http://www.norfolk.gov.uk/citychanges).

From 1 July view the plans at Westlegate Tower or in City Hall.

Give us your views online, by email to [norwich.transport@norfolk.gov.uk](mailto:norwich.transport@norfolk.gov.uk), or by post to Golden Ball Street/Westlegate Consultation, Transport for Norwich – floor 6, Norfolk County Council, County Hall, Martineau Lane, Norwich, NR1 2DH.

Call 0344 800 8020 if you need assistance. Closing date 27 July.



## Appendix 2 – NHAC Report September 2015 – Issues raised

Ref.	Times raised	Issue raised	Officer response
0	66	In support of proposals	Support welcomed.
1a	62	Concerned with displaced traffic, particularly on Inner Ring Road.	Refer to report, section 'Stakeholder views and feedback'.
1b	29	Concerned about additional traffic on Ber Street and impact of traffic turning onto Queens Road, or Bracondale.	Refer to report, section 'Stakeholder views and feedback'.
1c	27	Disagrees with proposed closure of All Saints Green and route of displaced traffic.	Refer to report, section 'Stakeholder views and feedback'.
1d	18	Disagrees with proposed closure of Thorn Lane and route of displaced traffic.	Refer to report, section 'Stakeholder views and feedback'.
1e	1	Concerned about congestion at Cow Hill, Upper St Giles Street and Cleveland Road.	This area is not part of the current scheme but is within the area of the Chapel Field North scheme which introduced the two-way traffic on Cleveland Road. The traffic at Grapes Hill roundabout is routinely monitored to determine if there are any issues on the network.
2a	10	Concern about removal of signal controlled crossings.	Refer to report, section 'Stakeholder views and feedback'.
2b	4	Request for clarification of routes for cyclists.	Refer to report, section 'Stakeholder views and feedback'.
2c	1	Concerned about lack of existing crossing facilities on the Inner Ring Road.	There are existing facilities on both Queens Road (west of Finkelgate junction) and Bracondale (east of Ber Street junction). As existing crossing facilities come to the end of their life, their location and layout is reviewed in order to decide if they are still suitable.
2d	3	Concerned about cycle/pedestrian conflict, on Rampant Horse Street.	Refer to report, section 'Stakeholder views and feedback'.
2e	19	Concerned about proposed shared space in pedestrianised areas.	Refer to report, section 'Stakeholder views and feedback'.

2f	1	Disagrees about providing enhanced facilities for cyclists.	In accordance with the objectives of the TfN Plan the scheme provides routes for cyclists when accessing the city centre and removes some of the existing barriers such as the current restricted movements at St Stephens Plain, and to Ber Street via Westlegate.
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## Appendix 2 – NHAC Report September 2015 – Issues raised

Ref.	Times raised	Issue raised	Officer response
2g	3	Ensure that cycle facilities are to the correct standard, such as flush crossings and appropriate signing.	Cycle facilities will be provided to the current guidance. There will be substantial opportunities to provide increased levels of cycle parking in the area, which will be subject to detailed design
2h	1	Request for cycle parking/cycle stands.	It is proposed to provide some cycle parking facilities and these are likely to be located within the proposed public realm area where All Saints Street meets Westlegate.
3a	6	Request for modified access for Westlegate Tower.	Refer to report, section 'Stakeholder views and feedback'.
3b	2	Concern about negative impact on access to Emms Court (off Ber Street).	Refer to report, section 'Stakeholder views and feedback'.
3c	5	Concerned about impact on access from King Street, particularly for residents along here.	Refer to report, section 'Stakeholder views and feedback'.
3d	2	Is against access restriction on Surrey Street (west of All Saints Green).	It is not proposed to alter the current access arrangements that were introduced in 2014 as part of the St Stephens Street project to general traffic, so access will still be available to the school and businesses along here.
3e	22	Concerned about restricting access to the city centre, particularly for disabled and elderly persons.	Refer to report, section 'Stakeholder views and feedback'.
4a	2	Request for clarification of bus routes.	Refer to report, section 'Stakeholder views and feedback'.
4b	1	Request for restrictions on Castle Meadow for non-scheduled coaches.	Regarding non-scheduled coaches using Castle Meadow, there is no restriction on these. Norwich is now one of the 6 <sup>th</sup> most visited cities in the UK for day trippers and coaches are bringing many of those visitors so we want coaches to find drop off and layover bays as efficiently as possible. Theatre Street and Castle Meadow are offered as pick up/drop-off places. Detailed information is available at <a href="http://www.norwich.gov.uk/coaches">http://www.norwich.gov.uk/coaches</a> and coach facilities are kept under review to ensure demand can be catered for.

4c	6	Request for clarification of bus/coach stops.	Refer to report, section 'Stakeholder views and feedback'.
4d	3	Concerned about pollution from idling buses.	Refer to report, section 'Stakeholder views and feedback'.
4e	11	Request for improved bus services including P&R services.	Refer to report, section 'Stakeholder views and feedback'.
5a	5	Concerned about car park queues causing congestion, particularly at Castle Mall and John Lewis.	Refer to report, section 'Stakeholder views and feedback'.

## Appendix 2 – NHAC Report September 2015 – Issues raised

Ref.	Times raised	Issue raised	Officer response
6a	30	Concerned that access will be too restrictive for businesses, that this will have a detrimental effect.	Refer to report, section 'Stakeholder views and feedback'.
6b	4	Concerned about temporary effect on businesses during construction.	Refer to report, section 'Stakeholder views and feedback'.
6c	1	Request for a change in delivery hours for a business on Westlegate.	Refer to report, section 'Stakeholder views and feedback'.
7a	1	Considers that enhancing the street scene on St Stephens would be more beneficial.	St Stephens Street is an important bus route and was subject to the traffic restriction introduced in 2014. It is not proposed to carry out changes to the streetscape here, such as those proposed on Westlegate and All Saints Street, subject to affordability. Proposals along here will be limited to the construction of the raised junction table at St Stephens Plain and the removal of the pedestrian guard railing.
7b	4	Concerned that pedestrianisation will make the area a no-go zone, due to unsociable behaviour.	There is no reason to believe the pedestrianisation would attract unsociable behaviour. The traffic changes will reduce the dominance of the car within the heart of the city and provides the opportunity to enhance the area between the main shopping street and the Ber Street area to the east, to increase the vibrancy of the area.
7c	1	Request for bollards or no entry signs on restricted	It is proposed to use bollards on All Saints Street, and at the

		roads.	western ends of both Thorn Lane and Farmers Avenue. Other streets such as Westlegate will need to remain open for access and will be enforced by the traffic management TRO's and appropriate signing.
7d	1	Request to minimise traffic sign clutter.	The existing signing and street furniture will be reviewed and redundant items removed. This will include the pedestrian guard railing on St Stephens Street and Red Lion Street, and redundant traffic signing in the proposed pedestrian zones for example.





Figure 1: Current highway network (following implementation of Chapel Field North and St Stephens Street projects in 2014)



**Figure 2: Changes to highway network following implementation of proposed Golden Ball Street/Westlegate project**

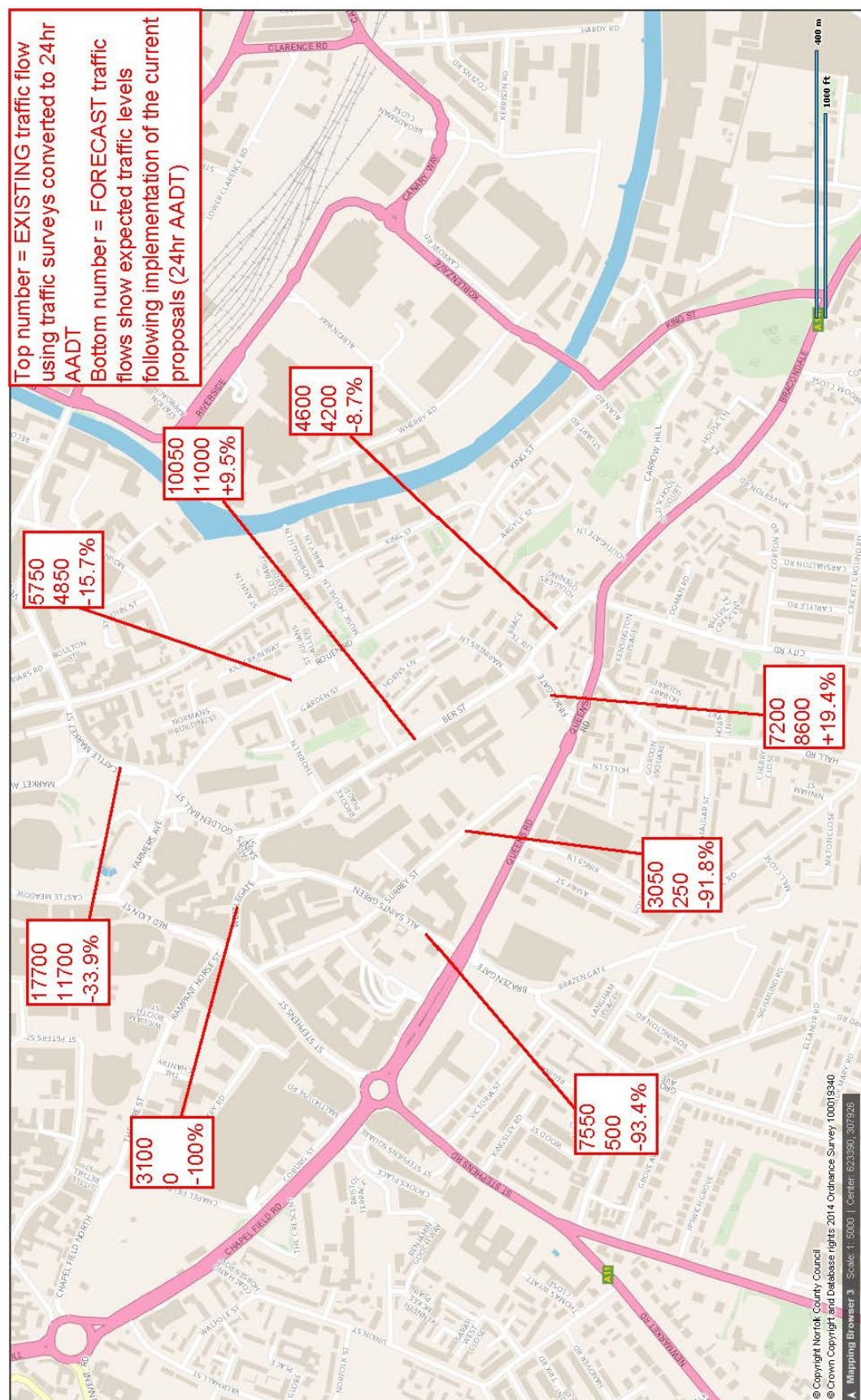


Figure 3: Existing and forecast traffic flows in the city centre (shown as 24-hour Annual Average Daily Traffic together with percentage change)



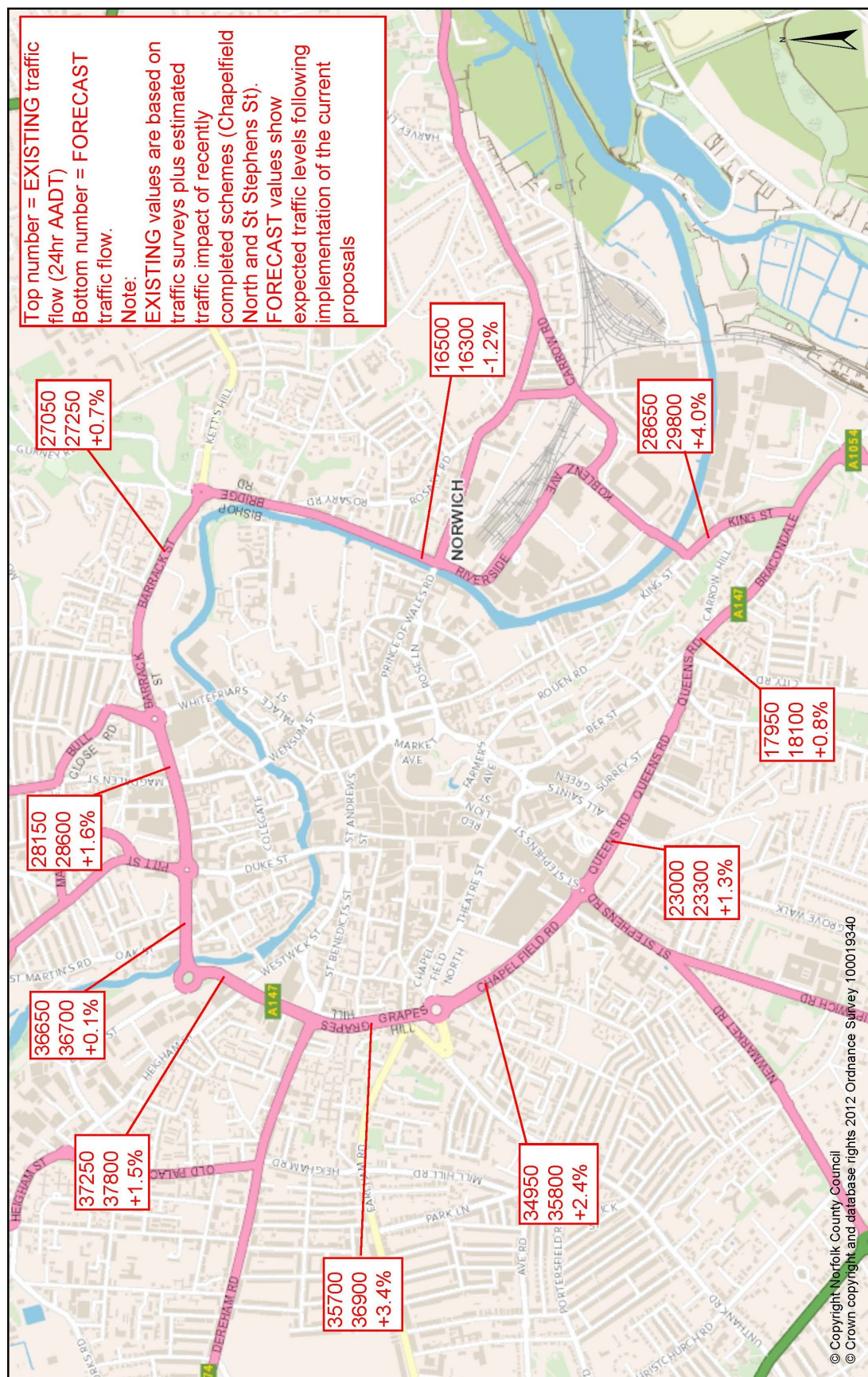


Figure 4: Existing and forecast traffic flows on the Inner Ring Road (shown as 24-hour Annual Average Daily Traffic together with percentage change)

## **Screening Checklist Process – EIA Regs 2011**

### **Instructions:**

1. Answer the following questions in the order that they appear.
2. If an assessment of the likely significant environmental effects of the development is required, because development exceeds thresholds within Schedule 2 or is within a sensitive area, complete screening checklist questionnaire (Appendix 2) to satisfy the requirements and considerations of Schedule 3, and attach with this document.

	<b>Site</b> The site of the works includes St Stephens plan. Westlegate, All Saints Green, All saints Street part), Golden Ball Street and extends into the western ends of Ber Street and Rouen Road	
	<b>Brief description of proposed development:</b> The scheme is basically a traffic management scheme, with engineering works within exiting footway and carriageway to provide extended pedestrian areas and junction re-alignments. New areas of green space will also be created where there is currently hard surfaced roads and pavements. The scheme will <ul style="list-style-type: none"> <li>• Pedestrianise Westlegate, and All Saints Green and All Saints street</li> <li>• Introduce two-way traffic in Golden Ball Street</li> <li>• Remove private traffic from Red Lion street</li> <li>• Pedestrianise part of farmers avenue, and make the remainder two-way to access the Castle Mall 2 Car park</li> </ul> The scheme also involves the removal of a number of light controlled junctions, and the installation and removal of various pedestrian crossing facilities	
1	Is the development listed in <b>Schedule 1</b> ?	No
<i>If yes, EIA automatically required</i>		
<i>If no:</i>		
2	Is the development listed in the <b>first column of Schedule 2</b>	Yes
	10f	
		<b>AND</b>
	a) Is any part of the site located within a <b>sensitive area</b> ? (SSSI, in the Broads, Scheduled Ancient Monument, SPA/ SAC)	No
		<b>OR</b>
	b) does the development meet one of the relevant <b>criteria</b> or exceed one of the relevant <b>thresholds</b> listed in the <b>second column of Schedule 2</b> ?	No
<i>If yes to 2a or 2b, the development is then a ‘Schedule 2’ development, and therefore it is necessary to consider the criteria listed in Schedule 3 of the Regulations to assess:</i>		

3	Is the proposal likely to have <b>significant environmental effects</b> due to its nature, size or location?	No
<i>In order to assist with this process and the assessment of the likelihood of significant environmental effects, the Schedule 3 questionnaire needs to be completed and attached to the Screening covering letter as <b>Appendix 2</b>.</i>		
4	Is EIA required?	No

#### **Reasons for screening opinion:**

The scheme is a significant element of the Norwich Area Transportation Strategy (NATS), and its implementation plan which was subject to a Strategic Environmental Assessment in February 2010. Key policy objectives are to reduce the level of motorised traffic within the City Centre (except public transport) and promote the use of sustainable forms of transport within the urban area (particularly walking, cycling and public transport). The traffic modelling work that has been supplied shows that there will be very significant fall in traffic levels within the City Centre Conservation Area as a result of the scheme (with substantial amounts of traffic removed from the most sensitive parts of the City) with very high levels of pedestrian movement. The scheme also results in improvements in public transport, both in terms of journey time and reliability which will have positive environmental impacts across the urban area as a whole. The physical works associated with the scheme are minor and fall below the applicable thresholds and criteria of the Schedules to the Regulations. The scope of the physical works involved are within existing highway boundaries and are consequently potentially reversible. All the areas of work are already part of hard construction (either footway or carriageway, and the scheme itself allows for some of this to be removed to create green space. There are some displacement effects associated with the removal of traffic but the scheme will not have wider impacts or a significant adverse effect on the environment. It is therefore not considered to be Schedule 2 development and EIA is not required.

The proposals could have potential for localised impacts (both positive and negative) on pollution and nuisances and landscapes of historical, cultural or archaeological significance but these are well below the scale of impact that would invoke the requirement for an EIA. Such impacts should be considered as part of the normal assessment of the scheme, and appropriate mitigation measures taken where possible.

As no significant adverse environmental impacts have been identified, the work (as it is solely within highway boundaries, is all upgrading or alteration of existing highway and is to be undertaken by the highways authority) is permitted development and no planning permission is required

Bruce Bentley  
24 August 2014

## 1. Title of proposed policy, function or project:

Golden Ball Street and Westlegate

The scheme is a traffic management scheme, including the pedestrianisation of Westlegate and part of All Saints Green and Farmers Avenue. It involves

- Conversion of Golden Ball Street to two-way for general traffic.
- Pedestrianisation of Westlegate with access for deliveries and cyclists only.
- Removal of general traffic from Red Lion Street to create a bus, cycle and taxi only route with access for delivery only.
- Conversion of Farmers Avenue to two-way for general traffic between the Castle Mall car park entrance and its junction with Golden Ball Street.
- Reconfiguration of Rouen Road/Cattle Market Street junction to remove traffic signals and improve cycle/pedestrian facilities.
- Pedestrianisation of Farmers Avenue between its junction with Castle Meadow and the Castle Mall car park entrance with access for cyclists and delivery only.
- Removal of traffic from All Saints Green (from its junction with Surrey Street) and All Saints Street except for use by buses when St Stephens Street/Red Lion Street/Castle Meadow is closed.
- Removal of traffic signals at St Stephens Plain - Westlegate/St Stephens Street/Red Lion Street/Rampant Horse Street junction.
- Removal of existing turning bans at St Stephens Plain
- Provision of a signal controlled pedestrian crossing on Rampant Horse Street between Brigg Street and Malthouse Road.
- Provision of right turn for buses from Rampant Horse Street into St Stephens Street.
- Closure of Thorn Lane at its junction with Ber Street, with the provision of a turning head at the closed end.
- Removal of the traffic signal controlled crossing on Ber Street, on west side of Horns Lane junction.
- Removal of the signal controlled pedestrian crossing at Castle Meadow/Farmers Avenue junction.
- Provision of raised table crossing on Rouen Road, to tie in with the new location of the walk-in Health Centre.
- The removal of the banned left turns for cyclists from St Stephens Street into Rampant Horse Street, and from Westlegate into St Stephens Street
- The ability for buses to use both Farmers Avenue, and All Saints Green during events such as the Lord mayor's Procession

Some adjustments to on-street parking are proposed as part of the scheme. The area is currently subject to extensive parking restrictions

## 2. What are the aims and objectives?

The purpose of the scheme is to encourage the use of sustainable transport modes to and within the City Centre by

- Providing better access for public transport to the City Centre, improving journey times and reliability of public transport services
- removing private traffic from sensitive City centre Streets, and
- Improving the environment for pedestrians and cyclists

The scheme is in full accordance with the aims of the Norwich Area Transportation Strategy (NATS), and forms part of the NATS Implementation Plan (NATSIP) This Strategy has already been subject to an in-depth impact assessment.

## 3. Who are the key stakeholders?

Norwich City Council

Norfolk County Council

Public Transport Users

Local Residents

City Centre Businesses

Public Transport Operators

Norwich Access Group, on behalf of disabled people

Norfolk and Norwich Association for the Blind

Age Concern

## 4. What evidence has been used for this assessment?

Factual information regarding extant facilities in the area, and the detailed proposals themselves. Studies undertaken by the DPTAC (Disabled Persons Transport Advisory Committee) and Age UK

## 5. Have any concerns been raised about the proposed policy? (Please check the relevant boxes below)



	Yes	No	Not known
Age	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Disability	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Racial group	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Religion or belief	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sexual orientation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

### 5a. What have people from these equalities groups told you about their concerns?

#### Norfolk and Norwich association for the Blind

- Wish to be involved in discussions about the details of the scheme, as it is this that make environment legible to the blind and partially sighted
- Consider a controlled crossing is needed at the top of Ber Street at Golden Ball Street. Cycling and pedestrian facilities should be kept separate if possible
- Potential issues with finding routes in open spaces need to be considered
- Request new controlled crossing on rampant Horse Street – probably by Brigg Street

#### Norwich Older People's Forum

- Plans assume that everyone drives or has access to a car
- Want assurance that no disabled parking spaces will be lost as a result of the proposals
- Scheme reduces opportunity to pick up older people from the City centre
- Older people find hills difficult
- The elderly need more seating
- Cyclists are a danger to older people
- Current arrangements are safer for old people

#### Norwich Access Group

- Pleased to see additional parking for Blue Badge holders
- Would appreciate additional controlled crossings at Ber Street, and by M&S
- Seating needs armrests to help less able people and the elderly get up from their seat
- Avoid cobbled surfaces

### 6. Do different groups have different needs in relation to this policy? (Please check the relevant boxes below)

	Yes	No	Not known
Age	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Disability	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gender	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Racial group	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Religion or belief	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sexual orientation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**6a. Please explain what the potential outcomes are for these equalities groups:**

Disabled people tend to travel less, but use buses and taxis far more often, and drive less than the population as a whole (Source DPTAC). The picture is similar for elderly people (Source Age UK). This scheme will further improve the reliability of public transport in the City by removing traffic from key public transport routes, and negating the need for light controlled junctions.

The scheme involves the removal of traffic from several City centre Streets which will improve the overall environment for everyone. An extensive new pedestrianised area will be created along the length of Westlegate and into all Saints Green. There are no parking facilities, and no bus services currently serving these areas, but the provision of additional Blue badge parking bays immediately adjacent to the All Saints Green area will improve accessibility for disabled drivers.

Light controlled junctions are being removed at St Stephens Plain, Rouen Road/cattle Market Street and Castle Meadow/ Red Lion Street and the light controlled crossing between Timberhill and John Lewis will no longer be needed as this area will become part of the extended pedestrian Zone. Courtesy crossings will be provided at all these locations, with existing light controlled facilities retained at Surrey Street, Red lion Street, Cattle Market Street and on Castle Meadow. This arrangement provides regular 'courtesy' crossings around the whole area, with regularly spaced light controlled facilities in locations of high demand. The extended pedestrian areas provide opportunities for enhanced seating facilities. Overall, the scheme is likely to provide improvements for the affected equalities groups. Although there are some features of the scheme that may be of detriment to some people.

**7. Is there a chance to: a. promote equality of opportunity, and b. promote good relations in the community? (Please check the relevant boxes below)**

	Yes	No	Not known
Age	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Disability	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gender	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Racial group	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Religion or belief	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Sexual orientation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**7a. Please explain whether the potential is for a positive or neutral outcome:**

Some light controlled crossing facilities are being removed as they are part of light controlled junctions that are no longer necessary as a result of traffic reduction measures. Replacement courtesy facilities will be provided as part of the scheme. There is, therefore, a potentially negative effect for blind and partially sighted people.

**8. Is there evidence to suggest that the policy may have a disproportionate adverse impact on an equalities group? (Please check the relevant boxes below)**

	Yes	No	Not known
Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Racial group	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Religion or belief	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sexual orientation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**8a. Please explain what this potential impact is and how you intend to mitigate against it in a proportionate and relevant way:**

The area will still be served by many well-spaced light controlled facilities which cover key routes, as well as the more informal facilities. Disabled drivers will benefit from additional parking facilities, and less mobile people will have an improved environment with additional seating facilities. It is not possible to alter the topography of the area, and there are many locations where people can be legitimately picked up and dropped off. Demand Responsive transport has full access to the restricted bus only areas. Careful consideration of the detail of the scheme, and further crossing facilities should overcome most concerns.

**9. Please outline key recommendations and actions committed to in the future:**

Maintain additional Blue badge parking adjacent to the extended pedestrian area. Provide replacement formal crossing facilities on Rampant Horse Street and at the top of Timberhill over Ber Street. Provide seating with arm rests throughout the pedestrianised areas. Involve groups in detailed design to maximise legibility of scheme in terms of shorelines, and surfacing details.

**10. On the basis of this assessment, should this policy go on to the further impact assessment stage?**

Yes ☐ No ☒

**11b. Please explain:**

The scheme is of overriding benefit to both elderly and disabled people. Any negative impacts have been addressed so far as is practically possible. Detailed design should resolve most issues of concern.

<b>Lead review manager name:</b>	Bruce Bentley
<b>Job title:</b>	Principal Transportation Planner
<b>Date:</b>	August 2015

**Please note that the further impact assessment is only necessary if a potentially disproportionate negative impact has been identified.**

<b>Report to</b>	Norwich highways agency committee	<b>Item</b>
	17 September 2015	
<b>Report of</b>	Head of city development services	<b>7</b>
<b>Subject</b>	Norwich City Football Club – Proposed Toucan Crossing and Bus Gate	

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## **Purpose**

To approve for consultation a new Toucan Crossing, Bus Gate and amendments to local waiting restrictions to service the expanding development at the Norwich City Football Club site and beyond.

## **Recommendations**

That the committee:

- (1) notes 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) asks 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) asks 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) notes that any objections received will be considered by a future meeting of the committee.

## **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 £27,610 contribution from the Hotel. Total scheme funding is therefore £258,342.

**Corporate objective / Service plan priority**

The scheme helps to meet the corporate priority 'A safe and clean city' and the service plan priority to implement the Local Transport Plan.

**Wards:** Thorpe hamlet

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

**Contact Officers**

Joanne Deverick      Transportation & network manager  
t: 01603 212461    e: [joannedeverick@norwich.gov.uk](mailto:joannedeverick@norwich.gov.uk)

Bruce Bentley        Principal Transportation planner  
t: 01603 212445    e: [brucebentley@norwich.gov.uk](mailto:brucebentley@norwich.gov.uk)

**Background documents**

None

## **Introduction**

1. 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, so will place no additional traffic in this area.
2. 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. The extent of the development area is shown on the extract from the local plan contained in Appendix 2
3. 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 proposals**

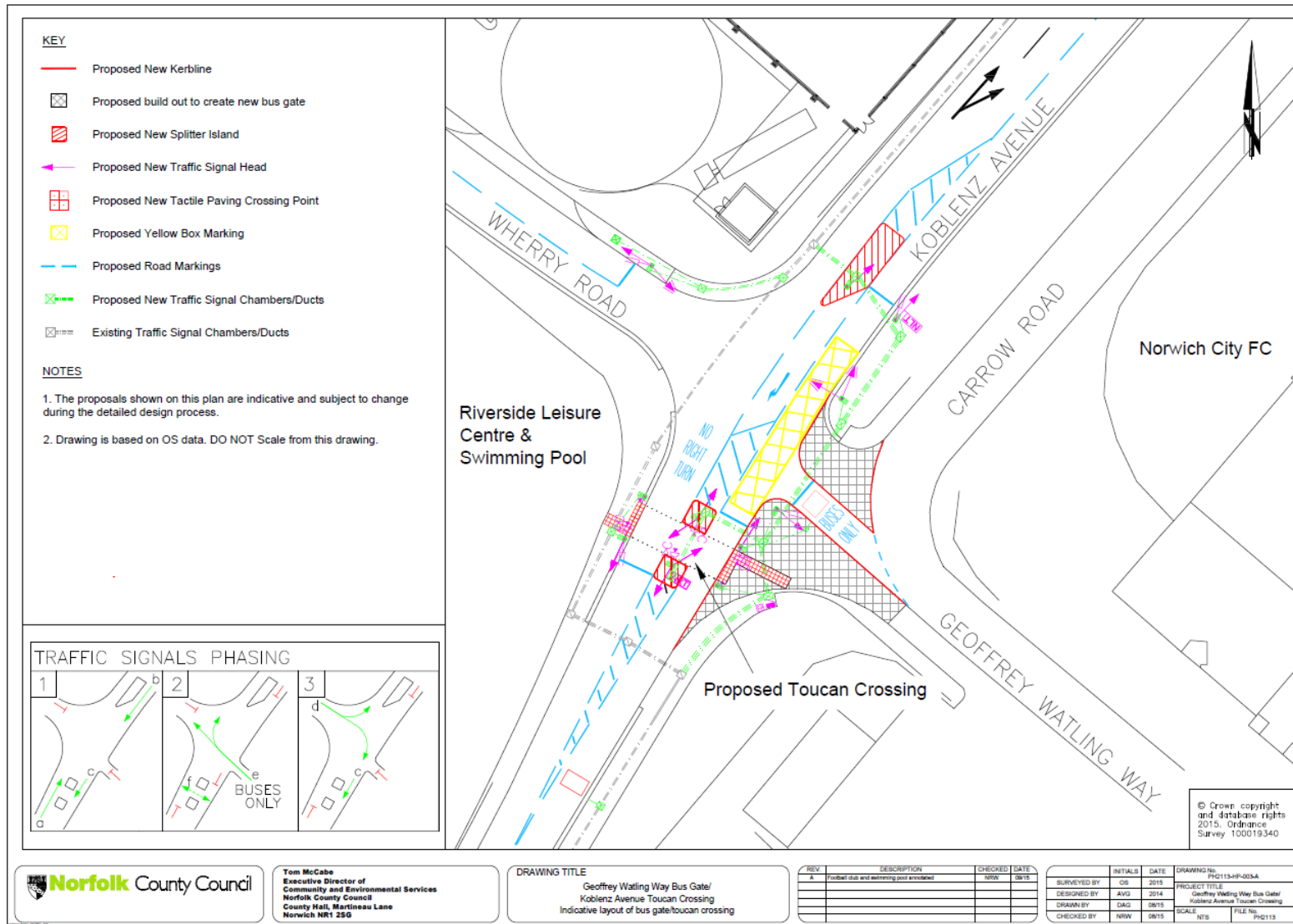
4. The proposals include the signalisation of the junction of Wherry Road, Koblenz Avenue and Geoffrey Watling Way/ Carrow Road. This will enable the provision of bus priority measures between The Football Club site, and Wherry Road, and will allow a bus service to access, the Station, the NCFC site via Canary Way, and Canary Fields, returning via the Riverside development. We have received confirmation that a bus service will be routed to service the new development. Provision for a bus stop close to the junction of Canary Field and Geoffrey Watling Way has been made, and this will serve both the existing and proposed development.
5. 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. Emergency access will remain available through the bus gate which will be controlled by camera enforcement to ensure that the minimum green time possible is needed at this exit.

6. The junction of the old Carrow Road/ Kerrison Road with the ring road may require some adjustment to the timings. This was anticipated as part of the original development of the site, but has not been undertaken prior to the implementation of the additional traffic management proposed. The improvements to access to and from the area by sustainable transport modes should help to reduce the pressure at this junction. No adjustment can, however, deal with the level of demand experienced when there is a home game, or event at the NCFC site. These events will continue to be managed individually, as now.
7. The new Toucan crossing will significantly strengthen cycle and pedestrian access from this growing part of the city to the City Centre and Riverside
8. The scheme also has the benefit of managing the junction of Wherry Road with the ring road, which has been the location of a number of accidents, despite the relatively light traffic flows from the side junctions. As these flows are light, the amount of green time afforded to the ring road will be significant, and consequently, this improvement will not affect the overall capacity of the link between Foundry Bridge and Bracondale.
9. The proposal will therefore improve access to sustainable transport options to an area that already demonstrates very low traffic generation, and has access to the Car Club. These proposals will help to ensure that the level of traffic produced as development proceeds is kept to a minimum.
10. Some alterations to on-street parking arrangements are also required as part of the proposals. These are consequent on 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 Norfolk County Councils 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.
11. In addition, the Counter Terrorism Security Advisors (CTSA) have advised that any vehicle parked within close proximity to the stadium can create a high security risk. At recent fixtures 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 have requested that the current on-street parking spaces on Carrow Road are removed.
12. The scheme is fully funded by developer contributions from the various developments in and around the football club, Subsequent developments will attract Community Infrastructure levy (CIL) payments

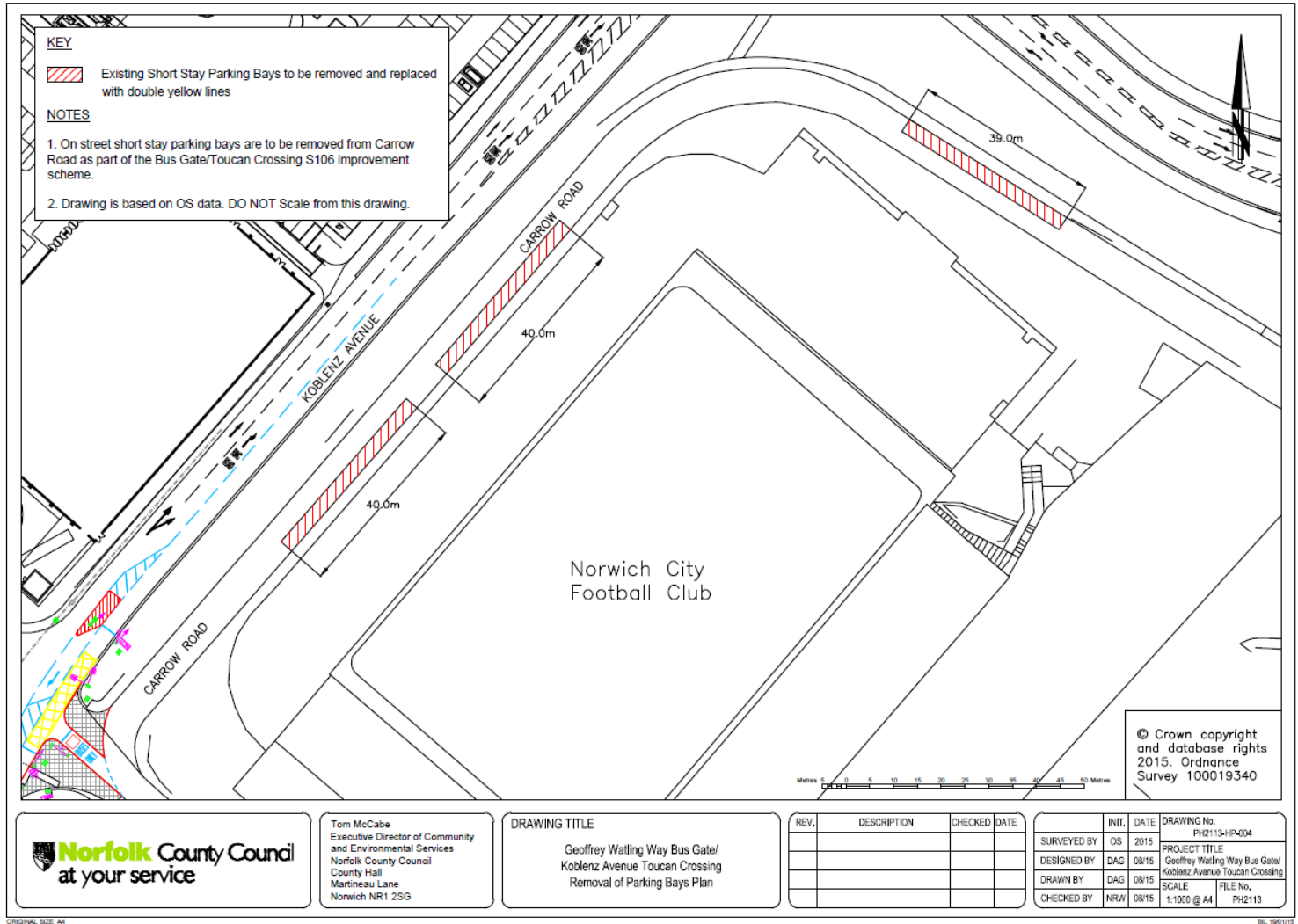


# Appendix 1

## Draft Layout of Bus Gate and Toucan Crossing at Koblenz Avenue/ Geoffrey Watling way



# Appendix2 Changes to Waiting Restrictions on Carrow Road



**Norfolk County Council**  
at your service

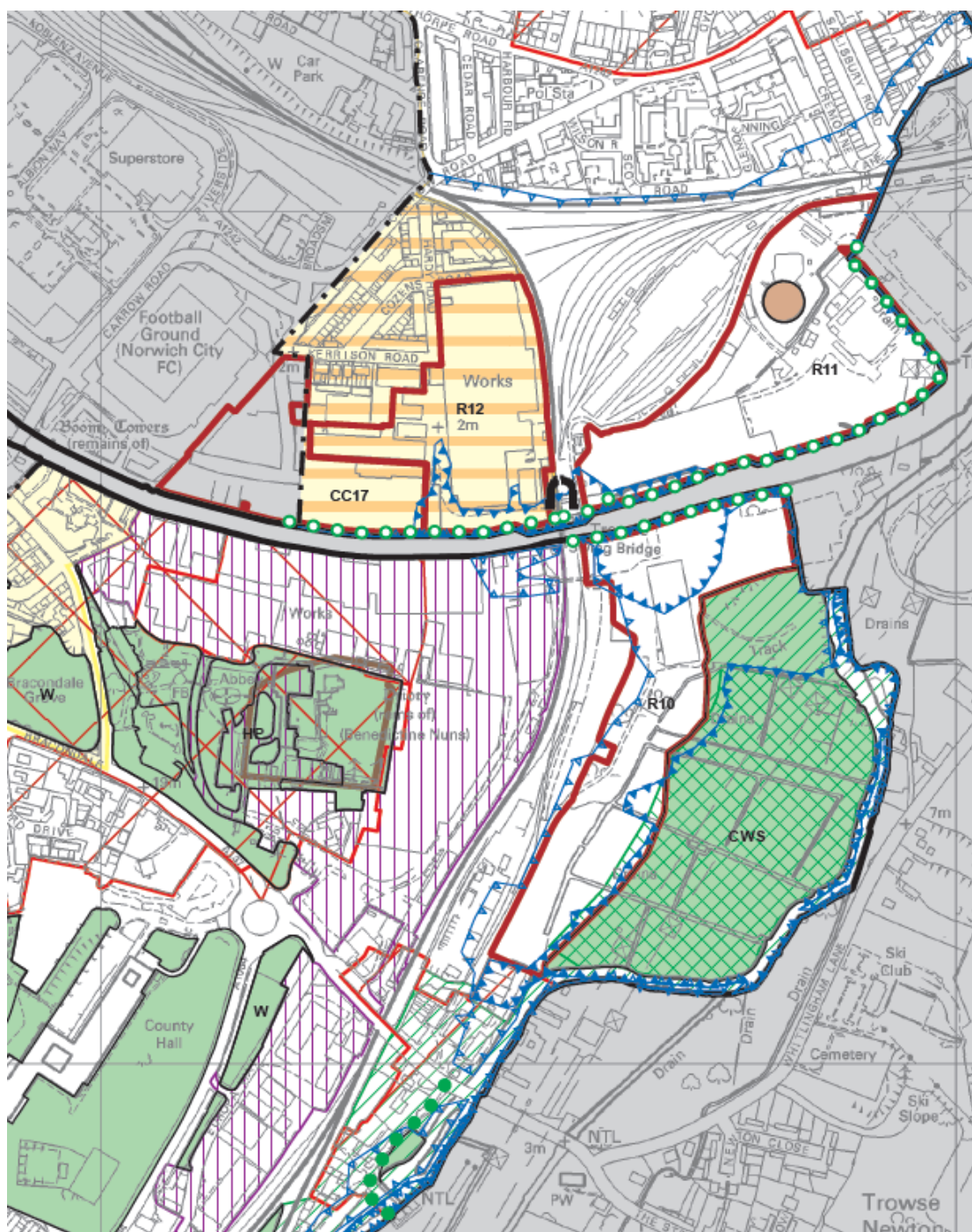
Tom McCabe  
Executive Director of Community  
and Environmental Services  
Norfolk County Council  
County Hall  
Martineau Lane  
Norwich NR1 2SG

**DRAWING TITLE**  
Geoffrey Watling Way Bus Gate/  
Koblenz Avenue Toucan Crossing  
Removal of Parking Bays Plan

REV.	DESCRIPTION	CHECKED	DATE

INIT.	DATE	DRAWING No.
OS	2015	PH2113-HP4004
SURVEYED BY	DAG	08/15
DESIGNED BY	DAG	08/15
DRAWN BY	DAG	08/15
CHECKED BY	NRW	08/15
SCALE	1:1000 @ A4	FILE No.
		PH2113

## Extract from Norwich Local Plan



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Ordnance Survey 100019747.



**Report to** Norwich highways agency committee  
17 September 2015  
**Report of** Head of city development services  
**Subject** Prince of Wales Road (side road) access restrictions

**Item**  
  
**8**

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## **Purpose**

This report asks members to note the effects of an experimental traffic regulation order to restrict access to residential side roads on Prince of Wales Road to tackle issues arising from the night time economy. A permanent traffic regulation order is proposed to be advertised whose effects will be informed by lessons learnt from the experimental order.

## **Recommendations**

(1) To 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 6am 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.
- d) 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
- e) 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) To 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) To 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) To seek authorisation from the Department for Transport for the design and content of the proposed permanent highway signage.

### **Corporate and service priorities**

The report helps to meet the corporate priority” A safe and clean city” and the service plan priority to implement the Local Transport Plan

### **Financial implications**

The cost of the Traffic Regulation Order and associated signage will be met from the highways budgets this will not exceed £5,000.

**Ward/s:** Thorpe Hamlet

### **Cabinet members:**

Councillor Bremner – Environment and sustainable development

Councillor Keith Driver - Neighbourhoods and community safety

### **Contact officers**

Kieran Yates, transport plan	01603 212471
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Joanne Deverick, transportation network	01603 212461
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### **Background documents**

None



## Background

1. As members will be aware a report concerning the experimental late night road closure of Cathedral Street, St Faiths Lane and Recorder Road between 11.00pm and 6am on Fridays and Saturdays was submitted to the 12 June 2014 meeting of the Norwich Highways Agency Committee
2. This experimental order formed part of a package of measures developed by the City Council in conjunction with the Norfolk Constabulary, to reduce the impact of the night time economy on local residents, businesses and visitors.
3. The order came into effect on 19 September 2014 for a period of up to 18 months to enable the effects of these road closures to be evaluated, any written feedback is accepted as part of the consultation process.
4. To raise awareness of the experiment a press release was issued and information provided at [www.norwich.gov.uk/nighttimeeconomy](http://www.norwich.gov.uk/nighttimeeconomy), see Appendix 1 for scheme plan, a letter was hand delivered to local business and residential addresses by Constabulary officers. Transportation officers dealt with enquiries and logged all written representations received by letter or email.
5. The purpose of the experimental order was to promote the safe and effective movement of traffic on affected side roads which has the intended benefit of improving the amenity of residents at night who live in in close proximity to the evening economy area of Prince of Wales Road. The problem of traffic (and associated noise) was particularly associated to the presence of private hire vehicles who were waiting to be deployed from nearby private hire offices on Prince of Wales Road.
6. Traffic and parking problems from private hire vehicles has been particularly acute on the side roads through the nights of Friday to Saturdays and Saturday to Sundays and attempts to resolve these problems through council parking enforcement and informal advice to private hire drivers has not been succesful. The police have statutory powers to deal with moving traffic offences, but without clear parameters for reasonable driving and driver conduct with regard to noise nuisance this has proven difficult to police in practice.
7. Evidence from other cities across England indicated that part time access restrictions can work well in managing traffic and parking problems associated with the night time economy. For these reasons the experimental order was considered to be a reasonable action to be undertaken by the city council as highway authority, with the police using their statutory powers to enforce moving traffic offences.
8. The effect of the experimental order was to prohibit motor vehicles from entering Cathedral Street, St Faiths Lane and Recorder Road during restricted hours with the following exemptions to enable essential access:
  - emergency vehicles
  - invalid carriages (mobility scooters)
  - pedal cycles
  - any vehicle with a valid resident or visitor permit
  - local authority vehicle
  - utility vehicle (gas, water, electric) doing works in the highway



- any disabled persons vehicle (with a blue badge)
9. The affected site roads had a temporary metal barrier with signage installed by the police during the hours of operation specified by the order. Police staffed the barriers at Cathedral Street which was closest to the busiest part of Prince of Wales Road adjacent to private hire offices where customers congregate and wait for their private hire vehicle.
  10. If the police prosecuted a moving traffic contravention (i.e. if an unauthorised vehicle entered the side roads) this would entail 3 penalty points and a £100 fine.
  11. Although initially described as road closures, the order and the way it was implemented did not seek to close the side roads completely as essential access is needed at all times for residents and businesses. The policing of the access restrictions was proportionate and in accordance with the terms of the order.
  12. As a pragmatic measure, the city council allowed private hire vehicles to wait in Castle Meadow and Bank Plain which provided an area away from residential properties.
  13. Norwich city council civil enforcement officers have continued to patrol the evening economy area and the affected streets to carry out their normal duties.
  14. After five months of the experiment, in February 2015 a feedback survey was issued to residents and businesses adjacent to roads affected by the experimental order, the responses are summarised in this report.
  15. As a complimentary measure advisory 'Owl' signs have been installed on the side roads to remind revellers that this is a residential neighbourhood, see Appendix 2 to see the 'night owl' sign. This sign is not part of the experimental traffic regulation order.

## **Monitoring the effects of the experiment**

16. Officers of Norfolk Constabulary and Norwich City Council transportation officers have carried out site visits and monitored CCTV recordings during the its hours of operation making observations on the traffic and parking effects of the experimental access restrictions.
17. The first weekend of the experimental access restrictions caused some difficulties for private hire operators as they adjusted to the new arrangements. The result of which was that passengers had to be set down or picked up from a private hire vehicle pulling into the junction of Cathedral Street and Prince of Wales Road or on the main road itself. Despite initial concerns from private hire operators, this new arrangement has worked well as private hire despatchers work via personal radio to the office and private hire vehicles are then called down from where they are waiting at Castle Meadow.
18. As a result of the combined effects of the access restrictions on the side roads and the layover of private hire vehicles on Castle Meadow, private hire vehicles have in the majority ceased parking in the side roads.

19. Some unauthorised vehicles have continued to enter and drive through the affected roads during restricted hours to pick up passengers near to the private hire offices on Prince of Wales Road especially late in the morning (around 3am to 5am).
20. However, as the restrictions have been generally effective in preventing private hire vehicles from waiting for long periods of time through the night, it has not been necessary for the police to prosecute any driver for contravention of the access restrictions.
21. Recorded injury accident police data for the area have been assessed; no recorded incidents associated with the experiment have occurred from mid Sept 2014 to the end of June 2015. See Appendix 4 for details injury accidents history. This demonstrates that the experiment has not adversely affected road safety.

## **Norfolk Constabulary viewpoint**

22. Norfolk Constabulary have operated the experimental access restrictions according to the provisions of the order. Barriers with signs have been deployed and officers have controlled access as required.
23. Dave Marshall Superintendent, Policing Commander of Norwich Policing Command (Bethel Street) of Norfolk Constabulary has provided their appraisal of the experiment:
24. *The instigation of the road closures has had a positive effect in reducing the movement of people and vehicles from Prince of Wales Road into the neighbouring residential areas that were subject to anti social behaviour ( noise, vehicle doors, engines, taxi queuing and vehicles playing music, public urination and other activities). Due to the closures there has been a movement of taxi queuing onto Prince of Wales Road where it is more visible to CCTV and officers to monitor. There is no reason for those leaving the Night Time Economy area to congregate in the residential streets and as such dispersal is along main routes and more effective.*
25. *The number of complaints from residents to me as the policing lead had reduced to nil for the best part of a year, this is against regular letters previously complaining of noise and public urination within the closure areas.*
26. Norfolk Constabulary have advised transportation officers that they wish the provisions of the experimental order to be made permanent subject to inclusion of public holidays, bank holidays and other such events that trigger high levels of activity in the night time economy on Prince of Wales Road.

## **Written representations**

27. To date Norwich city council has received emails and letters from residents and business and sought feedback from a survey sent to the local area in February 2015.. 44 residents and two businesses responded to the feedback survey, results are summarised in Appendix 3.
28. Generally the experiment has been well received by local residents and businesses as essential access have been maintained, whilst excluding any extraneous traffic and parking from non-essential motor vehicles. This has made a positive impact on

local amenity at night and anecdotally has reduced antisocial behaviour from revellers.

29. Initially a number of residents raised concerns about their ability to gain access for themselves or their visitors during restricted hours, in practice access was possible at all times as the policing of the access restriction was pragmatic. Once the experiment was established over several weeks residents have indicated that they regard the arrangements to be a success in their quality of life in various respects.
30. Whilst most residents are satisfied with the policing of the access restrictions, a number of residents expressed concern that the side roads were not continuously policed which left the restrictions ineffective through the night. This issue appears to occur most often at approximately from 3am to 5am. One individual requested that Recorder Road is closed entirely at night to prevent returning private hire vehicles from entering the 'loop' going back to Cathedral Street.
31. Many residents cited that they were pleased with the experiment and wanted to make it permanent, a small number of residents cited that they wanted the access restrictions extended to every night of the week, or on Thursdays or in the run up to Christmas or for major public events. The majority of residents cited that they would welcome the restrictions extended to bank and public holidays.
32. A small number of residents cited ongoing problems with revellers from the night time economy parking in bays on the affected streets in contravention of existing restrictions, which has been tackled with enhanced civil parking enforcement patrols. However these residents also cited the waiting restrictions for some parking bays near to residential properties that encouraged pay and display parking to 10pm Mon to Sat to the detriment of residential amenity. The subsequent start time of 10pm for Cathedral permit holders was also considered to offer little if any practical use to residents and that these 'dual use' parking bays should have their times modified.
33. A private hire company who has an office on Prince of Wales Road nearest to Cathedral Street expressed concerns about the safe and effective operation of their business and that residents should expect a degree of noise and nuisance from a well established night time economy zone. In practice their business has continued to operate successfully as observed by police and council officers.
34. A hot food takeaway that offered deliveries located on Prince of Wales Road near Cathedral Street expressed concern that the access restriction would prevent their business from operating, yet they too have continued to operate successfully during the experimental period. The business cited a need for evening parking on Cathedral Street.
35. A night club has parking accessed via St Faiths Lane for staff; the experimental order include such traffic as exempt from the access restrictions and staff gained access.

## **Moving forward**

36. With consultation feedback and direct observation of the traffic effects of the experimental traffic regulation order, it is the view of the police and Norwich city council that the effect of the experiment has been to change the driving and parking habits of private hire operators and their drivers to use Castle Meadow for layover rather than the residential side roads near Prince of Wales Road.

37. This has had a measurably positive effect on decreasing the amount of traffic on the side roads and reduced incidences of parking contraventions and associated noise from vehicles, drivers and passengers, which has the highly beneficial consequence of improving residential amenity at night on the affected side roads.
38. The use of temporary barriers with signage affixed to them has proven to be a simple and effective method of deterring non-essential access to these roads. However it is not realistic that these roads have continuous police presence, nor to close them completely due to the need of essential access. In the view of transportation officers that if the access restrictions are continued that permanent signage is installed at the side road junctions with Prince of Wales Road to give the access restrictions greater prominence throughout the week. The use of temporary barriers could continue.
39. The extension of access restrictions to nights other than Fridays and Saturdays was put to residents. There is no strong demand to do so on Thursdays, but there is strong demand for public and bank holidays and for other busy times of the year associated with major public events. This amended provision cannot be done within the extant experimental order and so either a new experimental order or a permanent order made. It is the view of transportation officers that sufficient experience and evidence is available to inform a permanent traffic regulation order.
40. The highway signage used by the experiment was adopted from the national highway signage manual (the TSRGD) issued by the Department for Transport, to reflect the proposed amendments to the days of operation of the access restrictions.
41. The experience of Norfolk Constabulary has been positive, they have expressed a desire to make the access restrictions permanent, subject to provision to extend the times of operation to bank holidays, public holidays. However it is not possible within available police resources to extend the access restriction routinely to days other than Friday to Saturday and Saturday to Sunday nights. The police would also wish to formalise their discretion to determine any vehicle that requires access.
42. The use of parking bays on the side streets by revellers and private hire vehicles is a continuing concern for residents who also cite the unfairness that the permit hours on bays on St Faiths Lane and Recorder Road do not commence until 10pm Monday to Saturday. It is the view of transportation officers that the times of these bays is amended so that pay and display times end at 6pm Monday to Saturday and are for permit holders at other times i.e. after 6pm and all day Sundays.
43. On Cathedral Street a 2hr pay and display bay ends at 6pm on Monday to Saturday and is unrestricted parking after 6pm and all day Sundays. This bay often is fully occupied by vehicles who park for long periods of time, some are revellers or staff nearby. This is problematic for hot foot premises nearby who need deliveries to be made in the evening and for private hire drivers who need to pop in to their base offices. For this reason we consider it sensible to change the restrictions on this bay to enable pay and display parking till 10pm Monday to Saturday. The bays would be for permit holders after this time, with unrestricted parking on Sundays.
44. The proposed waiting restriction changes are summarised in Appendix 5.
45. As a consequence of these changes 19 parking spaces in pay and display bays on Recorder Road and St Faiths Lane would be converted to use by resident permit

holders between 6pm and 10pm Monday to Saturdays. This is likely to be of concern to local businesses.

46. However as described previously x9 2hr pay and display parking spaces (in two bays) on Cathedral Street would replacing unrestricted parking between 6pm and 10pm Monday to Saturdays. In our view this achieves a better balance between the parking needs of nearby evening economy businesses, and the amenity and permit parking needs of local residents at night.
47. It is important to note that the new Mountergate/Rose lane car park will be opening in early 2016 which will offer 595 parking spaces at value for money tariffs. This new car park will be a very short walking distance to Prince of Wales Road and will offer sufficient parking spaces for the needs of any staff or customers for the evening economy. Therefore the removal of any pay and display or unrestricted parking spaces will be more than compensated. Any TRO changes can be implemented to follow the opening date of this new multi storey car park to ensure that there is adequate local parking provision for the evening and night time economy.

## **Legal options**

48. The extant experimental order will continue up to the end of the 18month period which ends in mid-March 2016.
49. The council has a number of options it can now take:
- 1) cease the experiment
  - 2) amend the experiment; within legal constraints of what can be amended
  - 3) continue with the experiment without changes and make it permanent
  - 4) end this experiment and start another experiment
  - 5) make a new permanent traffic regulation order that can learn from the experiment and make new provisions if necessary
50. The advice from NPLaw is that the extant experimental order cannot be amended to include reference to bank or public holidays, given that many representations and the police wish this to happen, we must consider options that enable this amendment to be made.
51. We have the option of making a new experimental order, given that we have consulted effectively as part of a genuine experiment, there is little merit in embarking on a further experimental order especially since a permanent order would include further consultation as a statutory requirement.
52. In the view of officers as nearly 12 months has passed with the extant experimental traffic regulation order, we are in a position to make a permanent traffic regulation order based on lessons learnt.
53. This permanent traffic regulation would entail a period of 21 days of public consultation where written representations would be assessed. Any objections would

be submitted with officer recommendations to a future meeting of the Norwich Highways Agency Committee for members to determine whether to implement the permanent order as advertised, to modify it or not implement it.

41. If this order were implemented permanent signage would be installed on Cathedral Street, St Faiths Lane and Recorder Road associated with the access restrictions and amended parking bay restrictions.

## **Recommendations**

54. Based on the monitored effect of the experiment, officers recommend that a permanent traffic regulation order is advertised for consultation.

## Appendix 1

Photos taken during site visits at night by NCC transportation officer



Figure1: On street barrier and signage; Cathedral Street

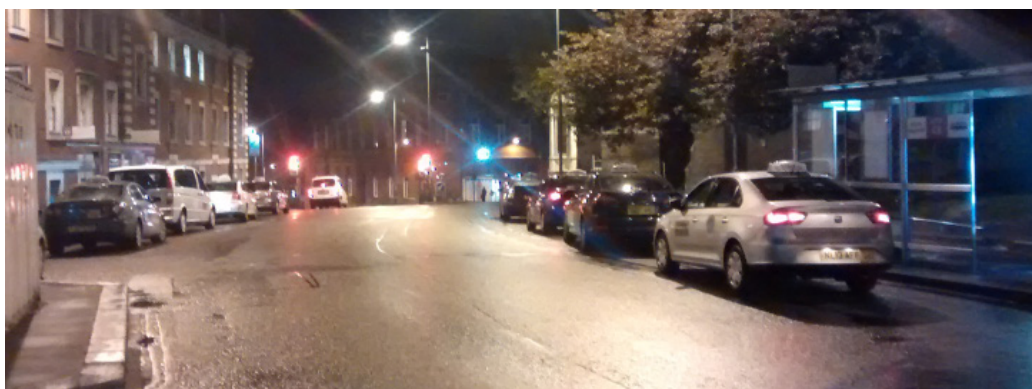


Figure 2: Castle Meadow; private hire vehicles waiting at 1am Fri 8<sup>th</sup> October 2014



Figure 3: Private hire vehicle on Prince of Wales Road picking up passengers



## Appendix 2



Figure 4 Map showing location of the location of the junctions where the experimental access restrictions have been implemented





Figure 5: Owl signs installed on residential streets near Prince of Wales Road

## Appendix 3

Results of consultation; 46 respondents (not all tick boxes were completed by respondents)

Question	Responses	Officer response
1) What has the impact of the experimental road access restriction had for you?	<p>Various comments were made by respondents with regard to the experimental order the main issues are summarised as:</p> <ul style="list-style-type: none"> <li>• There is much less antisocial behaviour and noise: 29</li> <li>• The side roads are much clearer and free of traffic and parked cabs: 8</li> <li>• I have no problems with the access restriction: 8</li> <li>• The access restriction is ineffective: 6</li> <li>• Businesses are adversely affected (hot food takeaway and private hire office): 2</li> </ul>	<p>The overall majority of positive responses of residents is noted and welcomed.</p> <p>The concerns of two businesses is noted, however the observed effects of the experiment have not adversely affected their operation</p>
2) Are you satisfied with the enforcement of access	<p>Yes: 31 No: 9</p>	<p>Overall there is satisfaction with policing of the access restrictions, some residents wanted police</p>

Question	Responses	Officer response
restrictions by Norfolk Constabulary?		officers to be at the barriers at all times. However the police must work within available resources and demands on their presence.
3) Should the access restrictions be modified in any way?	<p>Yes: 26 No: 16</p> <p>The majority of modification requests were to extend the access restrictions to other nights that were busiest for the night time economy.</p> <p>One resident asked for Recorder Road to be closed to all traffic during the restricted hours, so that residents would need to enter via the adjacent side roads and to stop private hire vehicles from entering late in the night.</p>	<p>Residents wish the access restrictions to be extended to bank and public holidays and other busy night times associated with public events. We propose to do this.</p> <p>Closing Recorder Road would stop use by private hire vehicles who flout the access restrictions, but it would also stop access by local residents and their visitors who would need to make significant detours to get into Cathedral Street or St Faiths Lane via the city centre one way system. This is likely to generate significant objections, and threaten the future implementation of any access restrictions. For these reasons we do not propose to close Recorder Road at its junction with Prince of Wales Road to all traffic, we wish to continue with the approached adopted during the experiment which has a deterrent effect.</p>
4) Should the access restrictions be made permanent?	<p>Yes: 43 No: 3</p>	Overall respondents want the restrictions made permanent.

Question	Responses	Officer response
5) Should the experimental access restrictions cease?	Yes: 3 No: 42	Overall residents do not want the access restrictions to end
6) Has the night owl signage helped to reduce late night noise?	Yes: 15 No: 15	There is a mix of views around the 'owl' signage in terms of its efficacy. The signs are regarded as very small and may not be noticed by some revellers who are in a drunk state, but overall they set the tone that it is a residential neighbourhood.
7) Any other comments about the night time economy where you live?	Access restrictions for New Years Eve, public holidays and other busy night times would be welcome: 8	Noted, the proposed permanent order would include New Years Eve and other public and bank holidays and major public events.

## Appendix 4

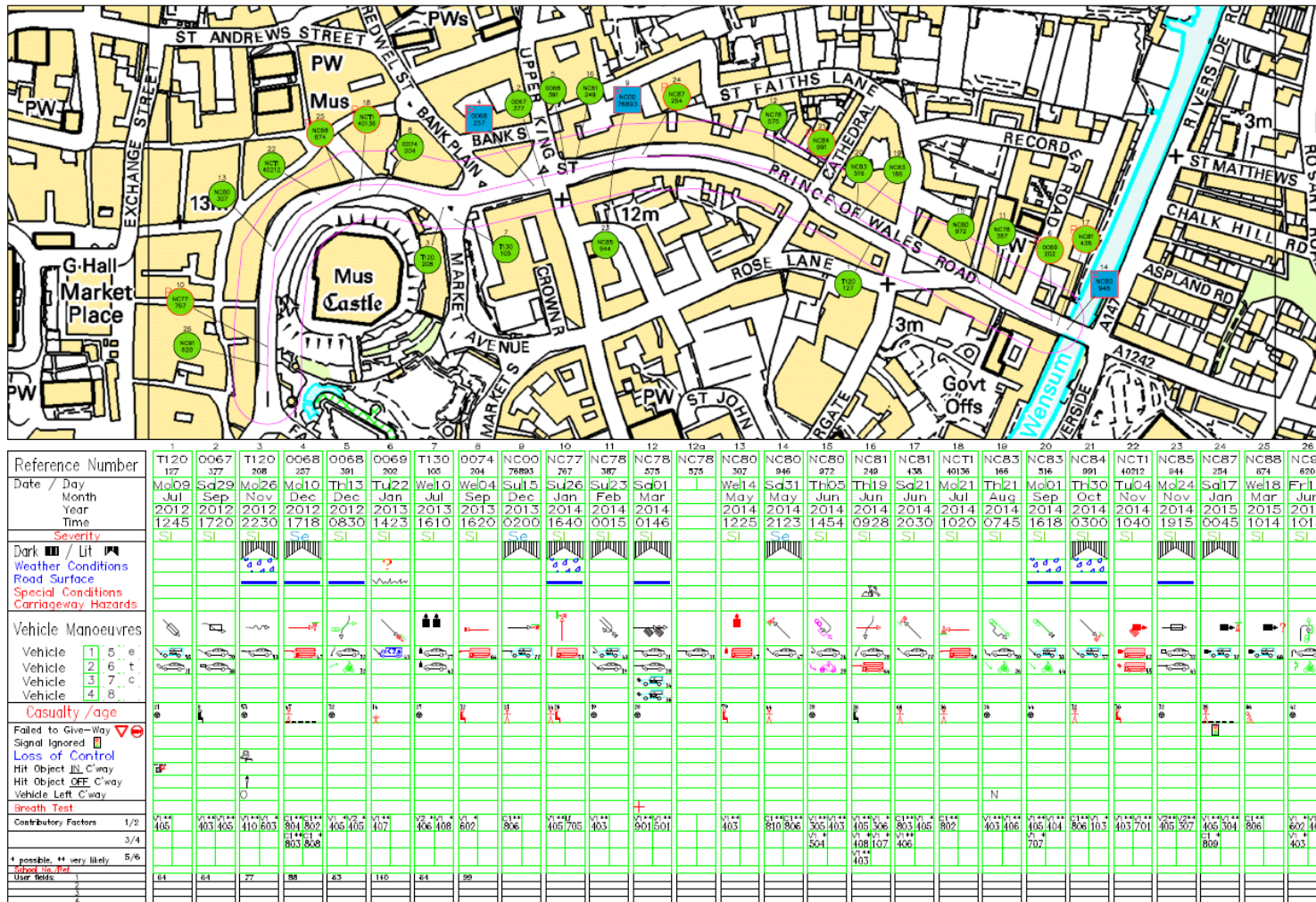


Figure 6: Injury accident data from July 2012 to June 2015

## Appendix 5

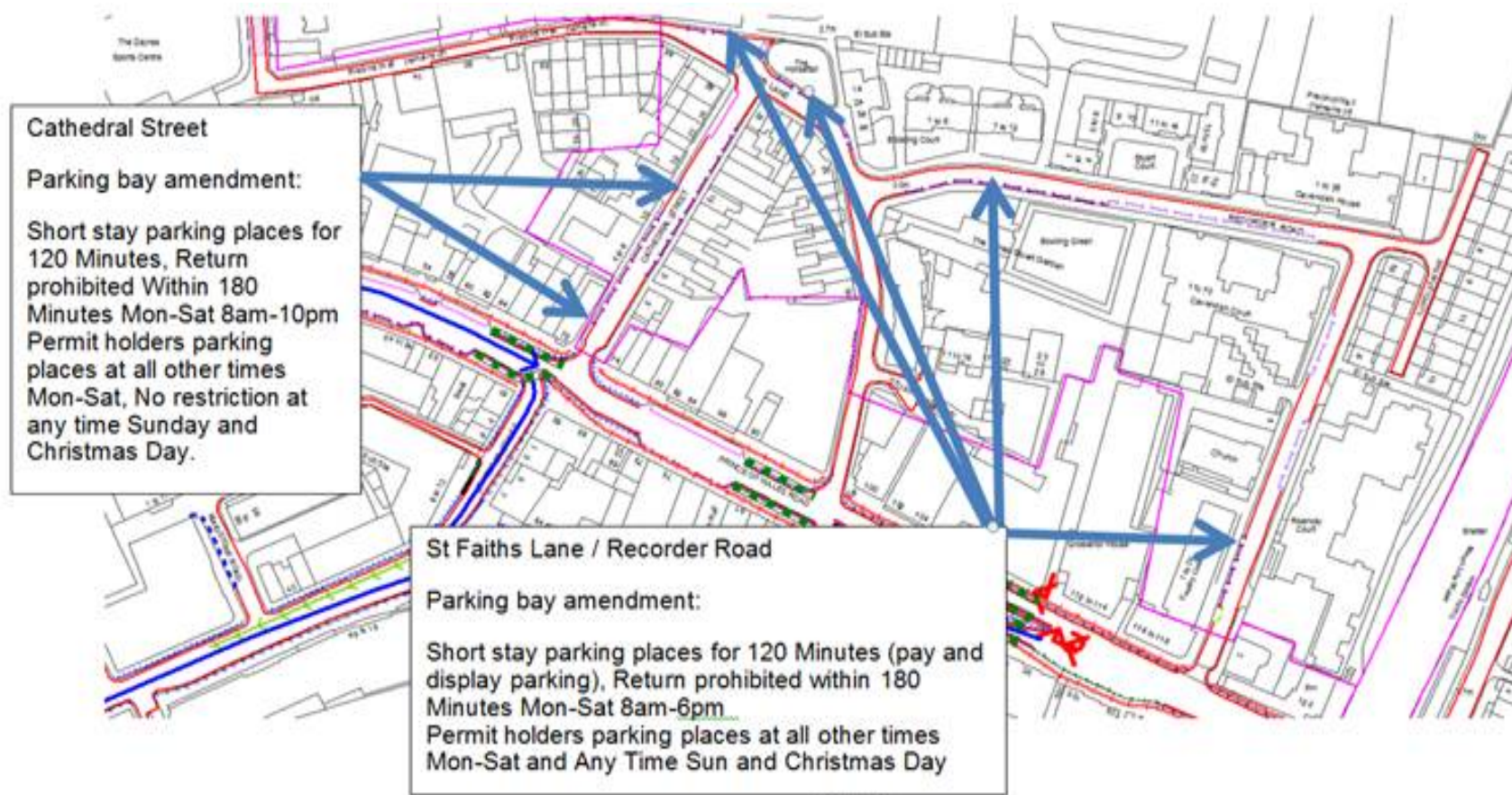


Figure 7: Proposed waiting restriction amendments for Cathedral Street, Recorder Road and St Faiths Lane

<b>Report to</b>	Norwich Highways Agency Committee	<b>Item</b>
	17 September 2015	
<b>Report of</b>	Head of city development services	<b>9</b>
<b>Subject</b>	Proposed variations to car park fees and charges	

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## Purpose

To give members the opportunity to comment on proposed revisions to car park fees and charges, prior to the proposals going before the city council's cabinet for decision.

## Recommendation

Members are asked 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.

## Corporate and service priorities

The report helps to meet the corporate priority "a prosperous city" and the service plan priority to achieve sustainable income growth of off-street parking.

## Financial implications

The current car park income projection forecast for 2015/16 is £5.05 million. Based on the current level of demand for city centre parking, the recommended increases, if implemented on 16 November 2015, could generate additional estimated income of £23,100 during the current financial year and £70,000 over a full financial year.

There will be estimated costs of £2,500 for the preparation of notices, advertising and changes to signage.

**Ward/s:** All wards

**Cabinet member:** Councillor Stonard – Resources and Councillor Bremner – Transport

## Contact officers

David Rogers, Client Property and Parking Manager      01603 212463

## Background documents

None



## **Report**

### **Background**

1. The provision of adequate off street car parking is an important part of maintaining and improving the economic wellbeing and vitality of the city centre. The city council also generates significant income from parking fees and charges, currently projected to be £5.05 million for 2015/16.
2. Off-street and on-street parking capacity serving the city centre increased by 2028 spaces to over 10,000 public spaces during the course of 2015 but since that time the Anglia Square multi-storey car park has closed reducing the number of spaces available.
3. Despite this reduction in spaces there remains considerable competition for business between operators. This competition has had the effect of driving down some major private operators tariffs (Chapelfield and the Mall) leaving the city council, in most cases, as one of the higher priced volume operators within the city centre.
4. Park and Ride currently provides 6 sites operated by the county council offering 4928 spaces at extremely competitive prices compared with city centre car parking.
5. Access to the city provided through good rail links, bus routes, park and ride and off street car parks means that the number of visitors to the city continues to hold up well and the local economy continues to thrive.
6. The city council's car parks continue to be an important factor in providing high quality and centrally located parking facilities which support access to the city for visitors. However, in order to maintain both standards and income, the council will need to continuously re-invest in its car parks. To this end the city council is currently building a new multi-storey car park at the junction of Rose Lane and Mountergate and will carry out major repairs to St Andrews car park during 2015/16.
7. The city council currently has 17% of public off-street car parking serving the city but this will increase with the opening of the new 600 space Rose Lane car park currently under construction. A list of current public car parks forms Appendix E.
8. The purpose of this tariff review is to ensure that the council's car parks continue to operate competitively within the wider off-street parking market in Norwich, effectively manage demand and generate sufficient income to be able to adequately maintain and re-invest in those facilities.

### **Proposed revisions to fees and charges**

9. Parking tariffs were last revised by the city council in November 2013.



10. There remains very little scope within the current market for across the board price increases. Consequently it is proposed to make selective adjustments to charges where the market and demand will permit.

### **New Rose Lane car park**

11. The new Rose Lane car park will be completed early in 2016 and it is necessary to recommend its tariffs within this review.
12. Taking account of planning conditions in relation to the new car park the following tariffs are recommended:

Up to 1 hour £1.70 – Up to 2 hours £3.40 – Up to 3 hours £5.10 – Up to 4 hours £5.90 – Maximum day-time rate £5.90 – Evening rate £1.80

This report has distinguished between the existing Rose Lane car park and the new Rose Lane car park by referring to them as either Existing or New.

### **Short and Medium stay proposals**

13. Comparisons with local competitor short and medium stay charges are set out within Appendix A.
14. Comparisons with other regional cities whilst of interest are not material factors given the local parking market in which the council's car parks must compete.
15. Most city centre short stay facilities are priced between £1.00 and £1.70 per hour. With the exception of two sites, the multi-storey car parks at St Stephens Gate and Riverside, the city council's short stay car parks are the highest priced at £1.70 per hour.
16. There are however, some very central car parks in the council's portfolio which are relatively small in size and where demand is very high. At these sites a higher tariff can be set in order to manage that demand and ensure continued parking use for the land.
17. There are also some very central car parks where a high tariff is justified in order to maintain availability throughout the day for visitors.
18. The following recommendations are highlighted with regard to short to medium stay tariffs:
  - a) Increase the hourly rate (and multiples as laid out within *Appendix C* up to any maximum day-time rates) to £1.80 (currently £1.70) at Chantry, St Giles and Chapelfield East
  - b) Increase the hourly rate (and multiples as laid out within *Appendix C* up to any maximum day-time rates) to £1.70 (currently £1.60) at St Andrews and Pottergate.
19. Maximum day-time rates apply to the period between 05:00 and 18:30 only. The evening rate applies from 18:30 through to 05:00. Where a parking duration

crosses over between the day-time and evening periods then the two charges are added together.

20. A full list of the proposed tariff changes is set out within Appendix C to this report.
21. On-street parking is charged at a premium rate during the day between Monday and Saturday, but is currently free of charge in the evenings and on Sundays and this provides an incentive to park on-street at these times. The review of on-street charges is a function of Norwich Highways Agency Committee and the introduction of any charges for parking on Sunday or during the evening would first require a consultation process and changes to Traffic Regulation Orders.

### **Maximum stay proposals**

22. Comparisons with competitor long stay charges and standard bus fares are set out within Appendix B.
23. Competitor long stay surface car parks in the Anglia Square area offer all day parking at £5.00. NCP have continued to offer reduced price long stay parking, at £5.80 all day compared to £13.00 previously, at their St Stephens Gate multi-storey car park.
24. Park and Ride cash charges are currently £3.50 per adult all-day or £2.50 per person after 12:00. Further concessions are available for groups travelling in the same vehicle.
25. Equivalent bus fares for journeys into the city using First's bus services are currently:
- City Centre from/to All zones = £4.80 round trip
- Zones typically extend out to towns such as Wroxham and Aylsham to the North of the City and to Loddon, Long Stratton and Wymondham to the South.
26. The following recommendations are highlighted with regard to maximum stay day-time tariffs:
- Taking account of current usage trends, competitor tariffs and local transportation strategies, it is recommended to increase the day-time maximum stay rates as follows; at St Andrews to £5.90 (currently £5.80), at the existing Rose Lane to £5.00 (currently £4.90), at Magdalen Street to £5.00 (currently £4.70), at Westwick Street to £4.80 (currently £4.40) and St Crispins to £4.40 (currently £4.00)
27. See 14 above regarding the treatment of charges for evening and day-time periods.

### **Evening tariff**

28. Taking account of the value provided by the evening tariff when compared to day-time tariffs, but wishing to continue to encourage visitors to the city during the evening, there is no change recommended at this time.
29. A full list of the proposed tariff changes is set out within Appendix C to this report.

## **Season Tickets and Contract Parking proposals**

30. Taking account of usage trends, competitor tariffs and local transportation strategies it is recommended to increase the following season ticket and contract parking tariffs as follows:

### **Season tickets**

Increase the St Andrews Monday to Friday season ticket to £1,000 pa (currently £980) and pro rata increases for Monday to Saturday and Monday to Sunday

Increase the Category C Monday to Friday season ticket to £980 pa (currently £950) and pro rata increases for Monday to Saturday and Monday to Sunday

Increase the Category D Monday to Friday season ticket to £780 pa (currently £760) and pro rata increases for Monday to Saturday and Monday to Sunday

### **Contract parking**

No variations to contract parking tariffs are recommended at this time.

31. It is recommended that the Client Property and Parking manager retains the authority to negotiate price based on volume for organisations seeking to purchase season tickets or contract parking.
32. A full list of the proposed season ticket and contract parking tariff changes is set out within Appendix D to this report.

### **Blue Badge concessions**

33. In recognition of the additional time required by disabled people, it is recommended that the council continues to offer time concessions to blue badge holders, as approved by the city council cabinet 16/02/2011.

These time concessions are:

At St Andrews, St Giles, Chantry, Chapelfield East, Pottergate, Rouen Road and Magdalen Street car parks:

- a) Buy one hour and get one additional hour free
- b) Buy two hours and get two additional hours free
- c) Buy three hours and get three additional hours free
- d) Buy four hours and park all day.

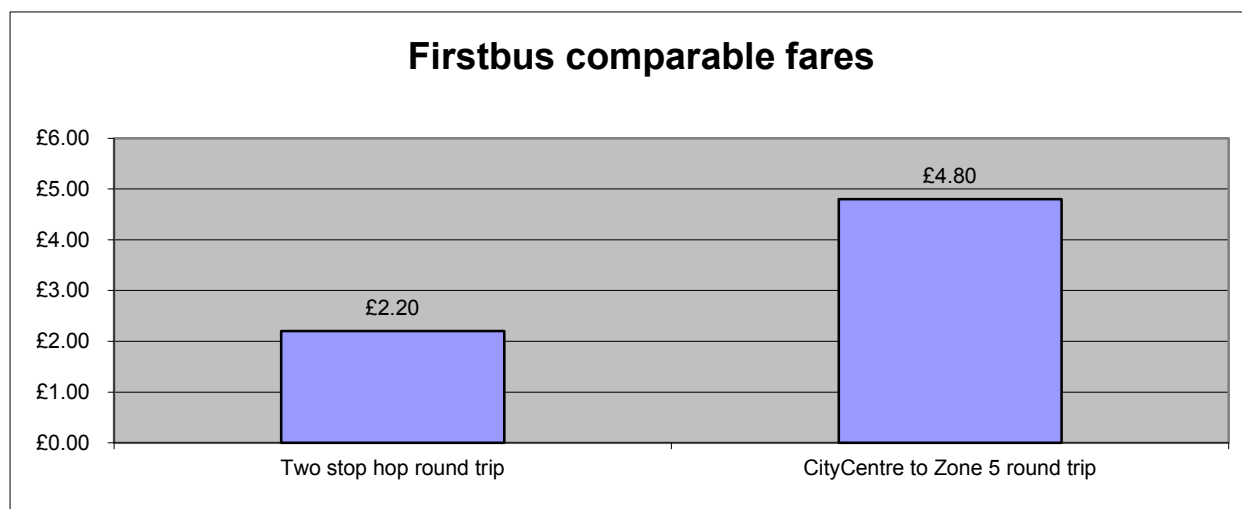
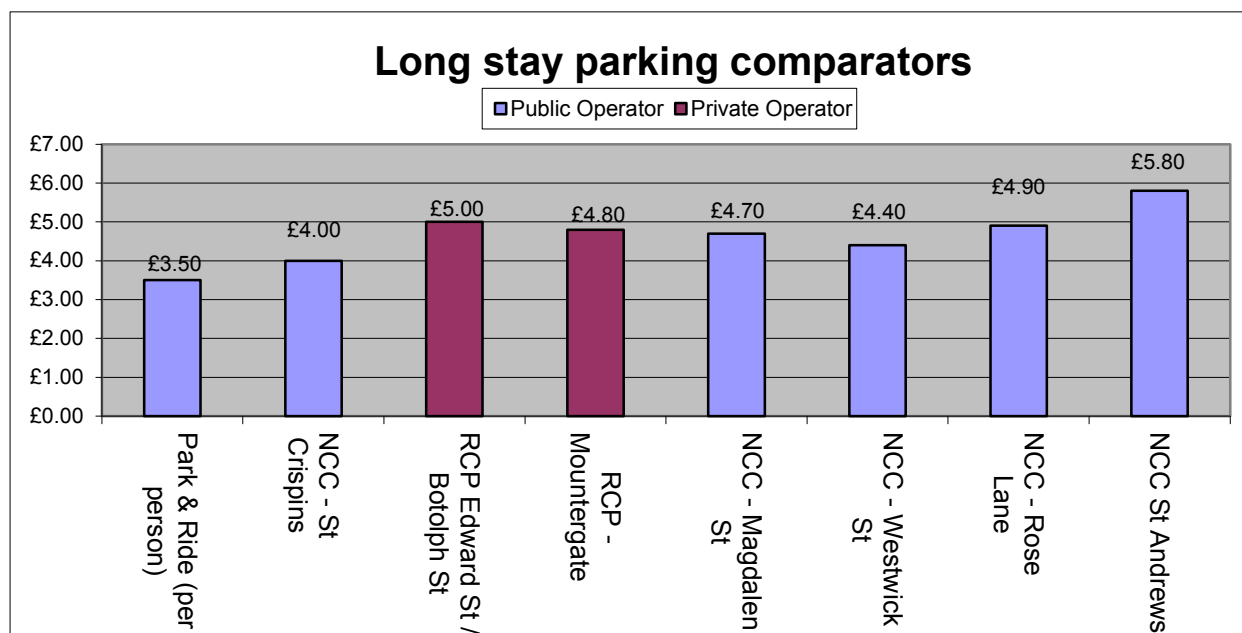
34. At Barn Road, Colegate, Monastery Court, Queens Road, Rose Lane, St Crispins and Westwick Street car parks, it is not cost effective to replace payment machines to comply with the relevant British Standard, and where a valid blue badge is properly displayed, parking remains free of charge.

## APPENDIX A

### Norwich parking comparitors

Norwich Comparators		Spaces	Mon to Saturday 0500 to 1830						
Car Park	Operator		1 hr	2 hrs	3 hrs	4 hrs	5 hrs	6 hrs	Eve.
<b>Botolph Street</b>	Regional Car Parks	160	1.00	2.00	3.00	4.00	5.00	5.00	n/a
<b>Anglia Square MSCP</b>	Anglia Square/R CP	Closed							
<b>Anglia Square surface</b>	RCP	138	1.20	2.40	3.60	4.80	5.50	5.50	n/a
<b>Riverside MSCP</b> (rail users £6 up to 24hrs)	X-Leisure (National Express)	738	2.00	2.00	3.00	4.00	5.00	20.00	n/a
<b>St Stephens MSCP</b> * If arrive before 9.30am.	NCP	260	2.40	3.90	5.80 *	5.80 *	5.80 *	5.80 *	n/a
<b>Castle Mall MSCP</b>	Mall Corporation	800	1.20	2.30	3.50	4.70	8.00	12.00	1.50
<b>John Lewis mscp</b> (non-shoppers in brackets)	John Lewis	650	1.00 (1.50)	1.50 (2.50)	2.50 (4.50)	3.70 (6.00)	6.50 (8.00)	11.00 (12.50)	n/a
<b>Forum</b>	MillCo	204	1.70	3.40	5.10	6.80	8.50	10.20	1.80
<b>Chapelfield</b>	Intu	1000	1.20	2.40	3.60	4.80	8.00	8.00	2.00 from 3pm
<b>NCC Short stay</b>	Norwich CC	647	1.70	3.40	5.10	6.80	8.50	15.00	1.80
<b>NCC Medium stay</b>	Norwich CC	1016	1.30 to 1.40	2.60 to 2.80	3.90 to 4.80	4.40 to 5.80	4.40 to 5.80	4.40 to 5.80	1.80
<b>NCC Long stay</b>	Norwich CC	170	1.20	2.40	3.60	4.00	4.00	4.00	1.80
<b>NCC St Andrews MSCP</b>	Norwich CC	1084	1.60	3.20	4.80	5.80	5.80	5.80	1.80

## Long stay and bus fare comparators



Zone 1 typically extends to Magdalen Street and Bracondale.

Zone 2 typically extends out to villages such as Spixworth, Rackheath, Blofield, Newton Flotman, Costessey and Horsford.

Zone 5 typically extends out to towns such as Wroxham and Aylsham to the North of the City, Easton to the West, Acle to the East and to Loddon, Long Stratton and Wymondham to the South.

## APPENDIX C

### Summary of proposed revisions to parking charges

Current and proposed parking charges for Council car parks				Mon to Sun & Bank Hols 0500 to 1830						Mon to Sun & Bank Hols
Car Park	Total spaces	Tariff type ***		Up to 1 hr	Up to 2 hr	Up to 3 hr	Up to 4 hr	Up to 5 hr	5hr +	1830 to 0500
St Andrews MSCP	1084	S/M	Existing	1.60	3.20	4.80	5.80	5.80	5.80	1.80
			Proposed	1.70	3.40	5.10	5.90	5.90	5.90	1.80
St Giles MSCP	330	S	Existing	1.70	3.40	5.10	6.80	8.50	15.00	1.80
			Proposed	1.80	3.60	5.40	7.20	8.50	15.00	1.80
Barn Road	147	M	Existing	1.30	2.60	3.90	5.20	5.20	5.20	1.80
			Proposed	1.30	2.60	3.90	5.20	5.20	5.20	1.80
Chantry	78	S	Existing	1.70	3.40	5.10	6.80	8.50	15.00	1.80
			Proposed	1.80	3.60	5.40	7.20	8.50	15.00	1.80
Chapelfield East	17	S	Existing	1.70	3.40	5.10	6.80	8.50	15.00	1.80
			Proposed	1.80	3.60	5.40	7.20	8.50	15.00	1.80
Colegate	94	M	Existing	1.40	2.80	4.20	5.60	8.00	8.00	1.80
			Proposed	1.40	2.80	4.20	5.60	8.00	8.00	1.80
Magdalen Street	206	M	Existing	1.30	2.60	3.90	4.70	4.70	4.70	1.80
			Proposed	1.30	2.60	3.90	5.00	5.00	5.00	1.80
Monastery Court	55	S	Existing	1.50	3.00	4.50	6.00	8.00	15.00	1.80
			Proposed	1.50	3.00	4.50	6.00	8.00	15.00	1.80
Pottergate	26	S	Existing	1.60	3.20	4.80	6.40	8.00	15.00	1.80
			Proposed	1.70	3.40	5.10	6.80	8.00	15.00	1.80
Queens Road	61	M	Existing	1.30	2.60	3.90	5.20	6.50	8.00	1.80
			Proposed	1.30	2.60	3.90	5.20	6.50	8.00	1.80
Existing Rose Lane	204	M	Existing	1.30	2.60	3.90	4.90	4.90	4.90	1.80
			Proposed	1.30	2.60	3.90	5.00	5.00	5.00	1.80
Rouen Road	187	M	Existing	1.30	2.60	3.90	5.10	5.10	5.10	1.80
			Proposed	1.30	2.60	3.90	5.10	5.10	5.10	1.80
St Crispins	74	L	Existing	1.20	2.40	3.60	4.00	4.00	4.00	1.80
			Proposed	1.20	2.40	3.60	4.40	4.40	4.40	1.80
Westwick Street	107	M	Existing	1.30	2.60	3.90	4.40	4.40	4.40	1.80
			Proposed	1.30	2.60	3.90	4.80	4.80	4.80	1.80
New Rose Lane MSCP	600	S/M	Existing	N/A	N/A	N/A	N/A	N/A	N/A	N/A
			Proposed	1.70	3.40	5.10	5.90	5.90	5.90	1.80

\*\*\* Tarrif type S = Short M = Medium L = Long

## APPENDIX D

### Summary of proposed revisions to season ticket and contract parking charges

Current and proposed charges for Council car park season tickets			Price per annum		
Season Ticket	Car parks included		5 day/wk	6 day/wk	7 day/wk
St Andrews	St Andrews MSCP, New Rose Lane MSCP* (*when open)	Existing	£980	£1,176	£1,372
		Proposed	£1,000	£1,200	£1,400
Category A	Queens Rd, Barn Rd, Colegate, Rouen Rd, Magdalen Street, St Andrews, Existing Rose Lane (surface), Westwick St, St Crispins.	Existing	£2,380	£2,856	£3,332
		Proposed	No change		
Category B	Magdalen St, St Crispins, Existing Rose Lane (surface), Westwick St, St Andrews.	Existing	£1,195	£1,434	£1,673
		Proposed	No change		
Category C	Magdalen St, Westwick St, Existing Rose Lane (surface), St Crispins.	Existing	£950	£1,140	£1,330
		Proposed	£980	£1,176	£1,372
Category D	St Crispins.	Existing	£760	£912	£1,064
		Proposed	£780	£936	£1,092

Current and proposed charges for Contract Parking		Price per annum		
Permit/car park		5 day/wk	6 day/wk	7 day/wk
St Andrews	Existing	£1375	£1650	£1925
	Proposed	No change		
Colegate	Existing	£2600	£3120	£3640
	Proposed	No change		
Barn Road	Existing	£1,100	£1,320	£1,540
	Proposed	No change		
Westwick Street	Existing	£1,100	£1,320	£1,540
	Proposed	No change		

# APPENDIX E

## Summary of public parking spaces available

	Car Park	Operator	Standard spaces	Disabled spaces
	On Street pay and display	City/County Council	650	59
	<b>Sub Total</b>		<b>650</b>	<b>59</b>
<b>Multi-storey</b>	St Andrews	City Council	1032	52
	St Giles	City Council	319	11
	Chapelfield	Capital Shop Centres	954	50
	Castle Mall – Farmers Ave	The Mall Group	76	5
	Castle Mall – Rose Lane	The Mall Group	702	25
	The Forum	Forum	192	12
	Riverside	X-Leisure	735	22
	John Lewis	JLP	635	15
	Anglia Square	Closed	0	0
	St Stephens Gate	NCP	260	2
	<b>Sub Total</b>		<b>4905</b>	<b>194</b>
<b>Off Street Pay and Display</b>	Barn Road	City Council	143	7
	Colegate	City Council	88	5
	Chantry	City Council	75	4
	Chapelfield East	City Council	17	1
	St Crispins	City Council	74	0
	Monastery court	City Council	52	3
	Rose Lane	City Council	197	7
	Rouen Road	City Council	179	9
	Magdalen Street	City Council	191	10
	Pottergate	City Council	24	2
	Queens Road	City Council	59	3
	Westwick Street	City Council	105	3
	Assembly House	Assembly house	48	3
	Botolph Street	RCP	160	0
	Edward Street	RCP	22	0
	Lower Clarence Road	RCP	385	0
	Anglia Square	RCP	95	0
	St Helens Wharf	Jarrold	134	4
	Mountergate	RCP	120	0
	Hollywood Cinema	RCP	69	0
	Riverside surface		1062	27
	Sainsbury Queens Road	Sainsbury	335	16
	Toys R Us	Euro car parks	242	8
	Rear of NCFC	NCFC	400	18
	<b>Sub Total</b>		<b>4276</b>	<b>130</b>
<b>Park &amp; Ride</b>	Postwick	County Council	527	25
	Airport	County Council	591	29
	Sprowston	County Council	756	36
	Harford	County Council	1039	49
	Thickthorn	County Council	750	36
	Costessey	County Council	1051	49
	<b>Sub Total</b>		<b>4714</b>	<b>224</b>
	<b>Total</b>		<b>14545</b>	<b>600</b>



**Report to** Norwich highways agency committee  
17 September 2015  
**Report of** Head of city development services  
**Subject** Air quality management plan

**Item**

10

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**Purpose**

This report seeks comment on a draft air quality action plan to address transport related air quality issues in Norwich

**Recommendation**

Committee members are asked to comment on the draft action plan prior to consideration by the city council's cabinet at their October 2015 meeting.

**Corporate and service priorities**

The report helps to meet the corporate priority of a safe, clean and low carbon city and the service plan priority to prepare an air quality management action plan

**Financial implications**

The measures contained in the draft action plan will be funded from capital allocations associated with the delivery of the Transport for Norwich programme or within existing departmental budgets.

**Ward/s:** Mancroft and Thorpe Hamlet

**Cabinet member:** Councillor Bremner – Sustainable development

**Contact officers**

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**Background documents**

None

# Report

## Background

1. The quality of air is important to health and quality of life. All lower tier and unitary local authorities are obliged to review and assess air quality under the Environment Act 1995 in line with the Government's air quality strategy published in 2000 and updated in 2007. In conducting such reviews and in developing and implementing action plans to address air quality problems such authorities need to work closely with upper tier authorities as very often exceedances in air quality standards are transport related.
2. The council currently monitors air quality for two pollutants considered to be of concern to human health: nitrogen dioxide and particles, but has previously measured other pollutants ie carbon monoxide, sulphur dioxide and ozone. These other pollutants are no longer measured as there was no threat to the relevant air quality standards.
3. The city and county councils have had some success in addressing air quality 'hot-spots' in Norwich. Interventions at Grapes Hill have improved air quality on a sustained basis and reducing traffic on St Augustines Street has reduced levels of nitrogen dioxide.
4. However average levels of nitrogen dioxide remain high in parts of the city centre and at its boundary including Castle Meadow, St Stephens Street, King Street, Riverside Road and Bull Close Road. In view of this the council formally declared the whole of the city centre as an air quality management area in November 2012. Having identified the area the council is under an obligation to develop an air quality action plan with the objective of working towards achieving the air quality standards.
5. Work by AEA Technology identified emissions of oxides of nitrogen (NO<sub>x</sub>) from traffic on roads close to the AQMAs as the most significant source contribution of NO<sub>2</sub>. In view of this the council has worked with the county council as transport authority to develop an action plan to address this.

## Draft action plan

6. The jointly developed draft action plan is appended to this report. Previous work to address air quality 'hot-spots' has been reviewed to help inform the action plan and it shows that road infrastructure changes would probably have the greatest impact on tackling air pollution issues (as demonstrated for the St Augustines area). Soft measures such as travel planning are seen to have less quantifiable and more long-term impacts. The Action Plan therefore concentrates significantly on road changes.
7. The overall aim of the interventions are to divert as much non-essential traffic out of the city centre by way of restricted road access measures and re-routing of main traffic flows. In addition, bus lanes and cycle routes are increased to give greater connectivity. Park & ride facilities are continuously reviewed for ongoing improvement to enhance passenger utilisation. In conjunction with road infrastructure changes, the plan is to also include new signage to encourage eco driving, and traffic optimisation measures (such as traffic light synchronisation), to optimise traffic flow, ease congestion and reduce queuing.

8. Improvements in air quality in Castle Meadow are anticipated as a result of building on the air quality measures already in place, principally in connection with the Low Emission Zone. This will include working with bus companies to take minimum vehicle emissions standards beyond Euro 3, aiming to achieve Euro 5 standard and better. It will also include reinforcement of the Road Traffic Regulations to ensure engine switch-off is complied with.



**NORWICH**  
City Council



**Norfolk** County Council

## ENVIRONMENT ACT 1995 PART IV

### LOCAL AIR QUALITY MANAGEMENT

## **AIR QUALITY ACTION PLAN**

City of Norwich

August 2015

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Norwich City Council

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Environmental Services  
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## EXECUTIVE SUMMARY

The Environment Act 1995 imposes a statutory duty on Local authorities to review and assess the air quality in their districts to determine whether certain air pollutants are likely to meet prescribed government air quality objectives. The objectives give maximum allowable mass concentration limits for 8 different pollutants and, if exceeded, there is then a statutory duty to declare an Air Quality Management Area.

Norwich City Council has now completed 4 rounds of Review & Assessment, and is in the final stages of round 5. In November 2012, the council consolidated all previously declared AQMAs into a single central AQMA, broadly encompassing the area inside the inner ring road.

This Action Plan is a statutory requirement resulting from the declaration of the AQMA and the continued exceedence of the annual mean objective for nitrogen dioxide (NO<sub>2</sub>), but for no other pollutants. The purpose of this statutory duty is to produce and implement an Action Plan to reduce local levels of the specified pollutant in the area declared.

Source apportionment exercises identify oxides of nitrogen from road traffic to be the most significant source of nitrogen dioxide and, more specifically, buses and taxis to be the main contributor. Oxides of nitrogen are a by-product of incomplete combustion.

By declaring an area of central Norwich as a single AQMA, it allows a more holistic approach to be adopted to try and reduce pollution levels as opposed to dealing with the problem of isolated pollution hot spots.

Air quality continues to be monitored in order to assess progress towards achieving the annual average nitrogen dioxide objective.

Air pollution has risen up the corporate agenda at Norwich City Council since the first round of Review & Assessment, and the Transport Planning Officer now has to consider air quality issues for all new developments. Norfolk County Council has incorporated a local air quality strategy into its Local Transport Plan to deal with air quality issues and to try and reduce pollution associated with traffic in all future plans.

This Action Plan is a progression from the previous Action Plan produced in 2004 after the first round of Review & Assessment. It identifies the strengths of the previous Action Plan, the strategies that had the greatest impact on improving air quality, and builds on this progress by concentrating on these strategies. As a result, this Action Plan focuses principally on road infrastructure changes designed to further pedestrianize and divert traffic away from the congested Norwich city centre. The purpose of the road changes are also to improve traffic flow by introducing more one way systems, optimising traffic flow at junctions and reduce vehicle queuing.

## 1. INTRODUCTION

The City of Norwich, situated in the east of England is the administrative centre of the County of Norfolk. It covers approximately 39 square kilometres and has a population of about 132,000. Norwich is the fourth most densely populated local authority district in the eastern region with approximately 34 people per hectare.

Although the administrative area of Norwich is geographically small, the role of the City is much larger as a regional centre with an extensive catchment covering most of Norfolk and parts of the adjacent County of Suffolk. Whilst the City itself is relatively compact, it is built on a radial pattern and, with a relatively large but low-density catchment, movement patterns are essentially disparate. Reliance on car-based travel, particularly beyond the urban area is very high, and the travel to work area (i.e. the area of Norwich in which most people both live and work) includes more than 376,000 people. Norwich suffers from traffic congestion, and major routes create blockages. Access by non-car modes to some parts of the City is difficult. In aggregate, it is these circumstances that principally create the air pollution issues in Norwich and, due to the complexity of these circumstances, makes them challenging to resolve.

Transport and traffic management are some of the most difficult issues facing the city. Norwich's economic prosperity depends upon large numbers of people from the surrounding areas being able to get into the city centre for work, for shopping and for leisure or tourist visits. The preferred form of transport for such journeys for most people would currently be the car but extensive Park & Ride facilities aim to reduce this impact and reliance, as does the improvements to public transport and other non-car modes of travel.

Norfolk County Council, in association with Norwich City Council, transport providers, local businesses and local communities have been working to improve accessibility for everyone around the City, as well as enhancing wider accessibility to Norfolk, the rest of the UK and Europe.



## 2. BACKGROUND

### 2.1 Introduction

Air pollution can cause both short term and long term effects on health, particularly in the young and elderly, or people with heart or lung conditions, or other breathing problems.

The pollutant of most concern in Norwich in terms of air quality is nitrogen dioxide (NO<sub>2</sub>), as current levels do not meet the national health-based standard of 40 µg/m<sup>3</sup> as an annual mean. In Norwich, the most significant source of NO<sub>2</sub> is from emissions of oxides of nitrogen (NO<sub>x</sub>) from road traffic.

In developing this Air Quality Action Plan (AQAP) to improve air quality in Norwich, the Council has used Government guidance and the relevant publications by Environmental Protection UK (EPUK).

The main factors taken into consideration when devising the AQAP were to ensure that air quality improvement actions remain consistent with current Norfolk County Council and Norwich City Council policies including the Joint Core Strategy for Broadland, Norwich and South Norfolk councils; the City Centre Transport Plan, the Norwich Area Transportation Strategy and the Local Transport Plan etc.

The AQAP therefore aims to:

- Encourage sustainable transport;
- Increase accessibility and social inclusion;
- Improve health, safety and the environment;
- Support the local economy including commerce and tourism;
- Balance costs and benefits; and
- Maintain public input and support.

## 2.2 Policy Context

The UK Government published its strategic policy framework for air quality management in 1995 establishing national strategies and policies on air quality. This culminated in The Environment Act 1995. The Air Quality Strategy provides a framework for air quality control through air quality management and set standards. These and other air quality standards<sup>1</sup> and their objectives<sup>2</sup> have been enacted through the National Air Quality Standards (NAQS) in 1997, 2000 & 2010.

The Environment Act 1995 requires local authorities to undertake the review and assessment of local air quality. In areas where it is anticipated that an air quality objective will not be met, local authorities are required to declare an Air Quality Management Area. Once an Air Quality Management Area is declared, the local authority must develop an Action Plan which sets out how it will use the powers at its disposal in pursuit of the National Air Quality Objectives. However, local authorities are not obliged to achieve the objectives, as they do not have sufficient control over all of the sources which could potentially give rise to the breach. For example in England, major roads and motorways are usually under the control of the Highways Agency, and large industrial processes, including power stations, are regulated by the Environment Agency. The great majority of Air Quality Management Areas have been declared because of emissions from road transport.

Norwich City Council and Norfolk County Council recognise their role in pursuit of the achievement of the national objectives set out in the NAQS, and have been working closely to try and achieve these targets where Air Quality Management Areas have been declared.

## 2.3 Nitrogen Dioxide and Health Impacts

Environmental legislation introduced over the past fifty years has provided a strong impetus to reduce the levels of harmful pollutants in the UK; as a result, current concentrations of many recognised pollutants are now at the lowest they have been since measurements began. However, although the lethal city smogs of the 1950s, caused by domestic and industrial coal burning, have now gone for good, air pollution remains a problem in the UK. Medical evidence shows that many thousands of people still die prematurely every year because of the effects of air pollution. The proportion of air pollutants which comes from traffic has been increasing whilst the traditional heavy industrial pollution sources are in decline. In Norwich, road traffic is the primary source of NO<sub>2</sub> air pollution, as there is very little industrial pollution.

Nitrogen dioxide (NO<sub>2</sub>) and nitric oxide (NO) are both oxides of nitrogen which together are referred to as NO<sub>x</sub>. All combustion processes produce some NO<sub>x</sub> but only NO<sub>2</sub> is associated with adverse effects on human health. Nitrogen dioxide is mainly a secondary pollutant formed

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<sup>1</sup> Refers to standards recommended by the Expert Panel on Air Quality Standards. Recommended standards are set purely with regard to scientific and medical evidence on the effects of the particular pollutants on health, at levels at which risks to public health, including vulnerable groups, are very small or regarded as negligible.

<sup>2</sup> Refers to objectives in the Strategy for each of the eight pollutants. The objectives provide policy targets by outlining what should be achieved in the light of the air quality standards and other relevant factors and are expressed as a given ambient concentration to be achieved within a given timescale.

by the oxidation of nitric oxide in the atmosphere. On a national level the main sources of NO<sub>x</sub> are road transport (48%), power generation (20%), other industry (15%) and domestic sources (4%). The remainder arises from other forms of transport and commercial heating systems. In urban environments, the contribution from road traffic is much higher and, in the absence of localised point sources, accounts for the majority of NO<sub>2</sub> pollution. Measures to reduce road traffic pollution will therefore play a major role in meeting the air quality objective for NO<sub>2</sub>.

As NO<sub>2</sub> has both short term and long term health effects, two objectives have been set for NO<sub>2</sub> concentrations. The first is an hourly objective currently set at 200 micrograms per cubic metre (µg/m<sup>3</sup>) not to be exceeded more than 18 times a year. The second is an annual objective of 40 µg/m<sup>3</sup>. Real time monitoring carried out in the city has shown that, for the most part, the hourly objective for NO<sub>2</sub> is being met in most locations. Where there have been exceptions to this hourly objective, i.e. the Castle Meadow area, specific circumstances such as road works causing traffic congestion have found to be the most likely cause. However, the results of the real time monitoring and monthly diffusion tube surveys indicate that the annual objective is currently being exceeded at several kerbside and roadside locations around the city and, unless circumstances change, may continue to do.

### 3. AIR QUALITY REVIEW AND ASSESSMENT

#### 3.1 Overview

The main elements of the National Air Quality Strategy (NAQS) can be summarised as follows:

- The use of a health effect based approach using national air quality standards and objectives.
- The use of policies by which the objectives can be achieved and which include the consideration of important factors such as industry, transportation bodies and local authorities.
- The pre-determination of timescales with a target date for the achievement of objectives, and a commitment to review the Strategy every three years. At the present time, this Strategy is under review by Defra.

NAQS provides a framework for the improvement of air quality that is both clear and workable. The strategic principles to achieve this include:

- clear Governmental aims regarding air quality;
- clear and measurable targets;
- a balance between local and national action; and
- a transparent and flexible framework.

The air quality objectives set for specific pollutants can be found in **Appendix 1**.

#### 3.2 Methodology

Government guidance suggested a phased approach to review & assessment (R&A). The intention was that local authorities should only undertake a level of assessment that is commensurate with the risk of an air quality objective being exceeded. Not every authority will therefore need to proceed beyond the first step in future rounds of R&A. In Norwich air quality was originally assessed in 4 stages:

- Stage 1: an initial study to identify which pollutants require further investigation;
- Stage 2: estimation, modelling or measurement of pollutants where this indicates national objectives will not be achieved;
- Stage 3: advanced modelling techniques used and emission inventories determined – Detailed Assessment.

Following the above process, Air Quality Management Areas (AQMA) must be declared where it is concluded that local air quality will not meet national targets.

- Stage 4: declaration of AQMA and generation of an Air Quality Action Plan (AQAP) to develop and implement strategies that will ultimately deliver the National Air Quality Standards in the AQMA for each of the pollutants identified.

Though the Environment Act 1995 does not prescribe any timescale for preparing an action plan, the Government expects them to be completed between 12-18 months following the designation of any air quality management areas.

### **3.3 Results and Declaration**

The Stage 1 review and assessment concluded that three pollutants required further investigation in order to ascertain whether the 2005 objectives would be achieved. These are nitrogen dioxide (NO<sub>2</sub>), sulphur dioxide (SO<sub>2</sub>) and particulate matter (PM<sub>10</sub>).

The Stage 2 review and assessment for SO<sub>2</sub> and PM<sub>10</sub> concluded that objectives for 2005 would be achieved.

The review and assessment for NO<sub>2</sub> was taken straight to Stage 3 as it was clear from the initial review and assessment that it would not achieve the 2005 annual mean objective. The Stage 3 review and assessment subsequently confirmed that this to be the case.

As a result of the Stage 3 Review and Assessment, on 1<sup>st</sup> June 2003, Norwich City Council declared three AQMAs at St Augustine's Street, Grapes Hill and the Castle Area. All three areas were considered likely to exceed the 2005 NO<sub>2</sub> annual mean objective. An Action Plan was finalised in March 2004.

In 2009, Riverside Road was declared an AQMA, thus making four AQMAs in total.

In 2012, on account of further areas within the inner ring road being identified as borderline AQMAs, the four existing AQMAs were amalgamated into a single area, encompassing the whole of the inner city.

### **3.4 Source Apportionment**

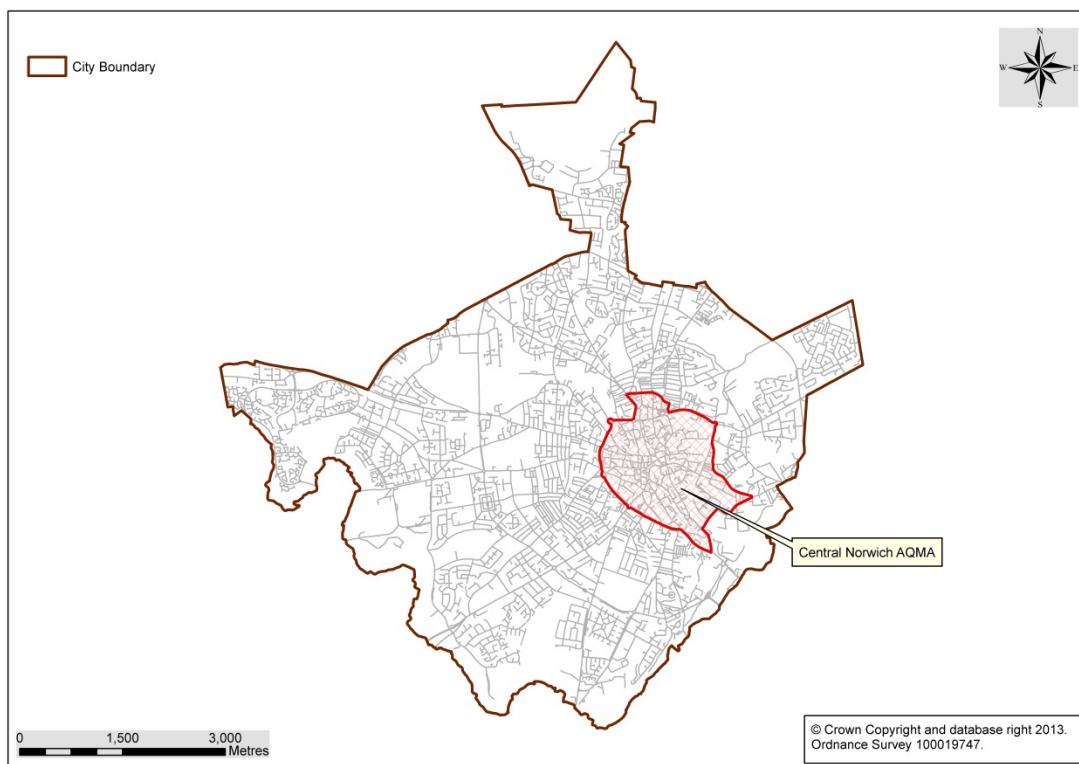
It is necessary to attribute exceedences of air quality objectives to a particular sector in order to subsequently identify how the air quality can be improved. Source apportionment work undertaken by AEA Technology identified emissions of oxides of nitrogen ( $\text{NO}_x$ ) from traffic on roads close to the AQMAs as the most significant source contribution of  $\text{NO}_2$ . Emissions of  $\text{NO}_x$  from local traffic accounted for approximately 68 - 79% of the total modelled  $\text{NO}_x$  concentrations at the most affected properties within the AQMAs. Since this work was carried out there have been no significant changes in Norwich in terms of industrial development etc, so it is considered that this model is still applicable.

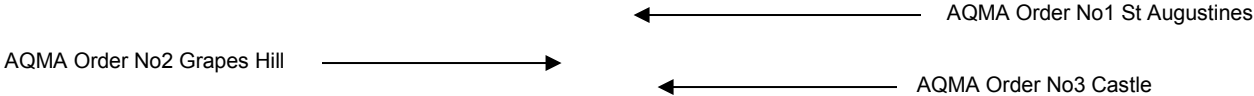
## 4. AIR QUALITY MANAGEMENT AREAS

### 4.1 Overview

In November 2012, Norwich City Council amalgamated all four previously declared AQMAs into a single AQMA which encompasses the whole of the city centre, the boundary of which is essentially defined by the inner ring road. This larger AQMA does not signify that the whole city centre exceeds the Government's objective level for nitrogen dioxide. The reasoning behind this approach is to allow more holistic and broader ranging actions to be implemented to tackle air quality issues. This approach also discourages the emphasis of simply resolving pollution hot spots, which then tends to just move the problem elsewhere.

**Figure 1**     **Norwich Air Quality Management Area**







## 5. SUMMARY OF ACTION PLAN MEASURES IMPLEMENTED TO DATE

Action plan measure	Implemented	Outcome	Brief Comments
<b>Infrastructure</b>			
Declare area inside inner ring road an AQMA for NO <sub>2</sub> and revoke existing AQMAs	Nov-12	All existing AQMAs, plus those under review, have been amalgamated into a single AQMA. This encourages a more holistic approach to AQ when planning infrastructure changes.	Declaration of AQMA initiates requirement to generate an Action Plan.
Castle Meadow Low Emission Zone	Designed 2004/05, phased implementation 2006/07, completing in 2009	Continuous automatic monitoring showed a reduction in year on year NO <sub>2</sub> levels from 2007 to 2009. By contrast, 2010 to date shows a relatively stable, though increased, annual mean level. There have been increased hourly mean episodes during the same period also. Individual tubes on Castle Meadow show relatively stable levels.	Low Emission Zone includes application of Road Traffic Regulation Order & bus retro-fit programme. Measures still being implemented.
Bus/Rail Interchange	2009/10	Greater use of bus/rail link up	Part of Civitas funding
St Augustine's Road Layout Changes	2011	One-way gyratory system to reduce traffic levels in St Augustine's Street. In first 2 years of operation NO <sub>2</sub> levels reduced by approx 8µg/m <sup>3</sup> and 4µg/m <sup>3</sup> respectively	Air quality has shown improvement on St Augustine's Street following completion of the scheme. It has not yet achieved the objective, but NO <sub>2</sub> levels show a marked reduction over the preceding two years. Has also delivered regeneration and road safety benefits
Grapes Hill Road Layout Changes	Designed 2004/05, Implemented 2006	Layout and traffic light sequence changes resulted in reduced queuing on Grapes Hill. As a result, the 2008 detailed assessment concluded that the AQMA could be revoked.	AQMA now included in new central AQMA

Area Wide Measures, Initiatives & Policy Changes			
Bus Partnerships in LEZ	2009	Voluntary joint investment partnership established between First Bus, County Council and City Council during 2007 - 2010 period. This has delivered new Euro IV buses and improved fleet management.	Ongoing review of LEZ - Possible joint investment partnership to achieve minimum Euro V compliance in LEZ
Freight Distribution Centre	2009/10	Foulgers taking project forward. Increasing no. of companies using distribution centre resulting in fewer HGV's in city.	Distribution vehicles can use bus lanes. Funded by Civitas.
Park and Ride	2005	6 Park and Rides sites in Norwich with over 5,000 spaces - the most in the country. Circa 2.5 million passengers using Park and Ride each year Coach parking at Harford P&R	Along with promotions to use P&R, Norfolk County Council is developing a SMART ticketing system, meaning that those who travel more often pay less. NCC are also currently implementing a coach parking facility at Harford P&R. City centre parking tariffs encourage short/medium stay use which reduces peak hour movement, and consequently reduces congestion and traffic queues.
Norfolk Car Club - <a href="http://www.norfolkcarclub.com/">http://www.norfolkcarclub.com/</a>	implemented in 2011 but ongoing	16 car club cars in Norwich & further 12 locations designated for use within 2 years. All planning developments >200 units will be required to fund at least one new car but in time expect to achieve funding for every 100 units. Research shows every new car club car equates to 12 cars not bought. Now contracted out to "Common Wheels".	Success grows membership numbers as users can be confident car will always be available when required.
Norfolk Liftshare <a href="https://norfolk.liftshare.com/default.asp">https://norfolk.liftshare.com/default.asp</a>		Norfolk Liftshare was set up by Norfolk County Council to help residents get around the county by sharing car journeys. The service is free and is available to all who live, work and travel in and around Norfolk. This site matches residents up with potential partners as a driver or passenger. Residents can choose to share car journeys as little or as often as they like.	Ongoing

School Travel Plans	Ongoing process	All existing schools now have travel plans. New schools must have a travel plan implemented through their planning application. Norfolk County Council monitor these travel plans	Norfolk County Council to re-visit progress of school travel plans for schools located in new AQMA.
Parking Permits priced according to vehicle size	2007-08	Aim is for residents to opt for smaller, more fuel efficient car.	Pricing policy still in place
Real time bus smartphone App	-	Aim is for more people to use buses due to reliable timetabling information being readily available.	Buses fitted with a transmitter send a signal to a satellite that locates the exact position of the bus. This information is then sent to a real-time system.
Land Use Planning	Ongoing	High density developments encouraged in areas of high accessibility to encourage sustainable travel. Concept retained in emerging LDF.	Ongoing

### Alternative Fuels

Retro-fit	2005-2009	Bus fleet using Castle Area AQMA refitted to comply with Euro III standards or better. No further action	<a href="#">Retro-fit evaluated as part of CIVITAS SMILE project as part of wider project to introduce a Low Emission Zone</a>
Bio-diesel	2005+	CIVITAS funded research identified up to 20% bio-diesel blends have no negative impact on engines but potentially improves NOx emissions.	<a href="#">Trials evaluated as part of CIVITAS SMILE project.</a>
Bio-gas	2013+	Currently 7 biogas buses powered by gas sourced from food waste. Bio-gas has CO <sub>2</sub> and NOx benefits.	County encouraging introduction of more biogas fuelled buses.

Leading by Example			
Vehicle Fleet	2012	Norwich City Council car fleet now includes electric as well as petrol efficient cars. County Council intend making better use of alternative fuels in its vehicle fleet.	4 Electric hook up points installed in St Giles car park for NCC electric vehicles.
Workplace Travel Plans & Initiatives	Ongoing process	Travel to work survey undertaken annually. Cycling and pedestrian routes reviewed and improvements made including increased cycle storage facilities. Increased promotion of buses serving County Hall. Financial incentives to encourage staff to cycle to work. A Travel Plan officer, sponsored through LSTF, was employed by Norfolk County Council to work on both the Council's Travel Plan and promote Travel Planning in key businesses.	Work is ongoing to install alternative technologies to promote remote working.

## 6. ACTION PLAN GOING FORWARD - 2015 ONWARDS

Action plan measure	Original Timescale	Outcome to date/AQ Progress	Comments
<b>Infrastructure Changes</b>			
Castle Meadow Low Emission Zone	Complete 2009 but ongoing improvement	Castle Meadow LEZ fully introduced with application of Traffic Regulation Condition & bus retro-fit programme. Outcome unclear as in recent years NO <sub>2</sub> been increasing but probably would have been worse without LEZ.	Ongoing review of LEZ and the requirement to further reduce bus emissions. We will work with the bus companies and aim to achieve Euro V compliance within a time period of 3 years. Review of ticketing procedure to reduce passenger queuing. Partnership with taxi companies to be investigated with aim to include minimum emission standards.
Establish central AQMA for NO <sub>2</sub> to incorporate existing AQMAs	2012	Implemented Nov 2012. Declaration requires Action Plan to be drafted within 18 months. Air quality is a material planning consideration for all developments inside AQMA which could have impact on NO <sub>2</sub> . Promoted AQ consideration in infrastructure changes.	Allows more holistic approach to improving AQ and reducing NO <sub>2</sub> levels in areas where exceedences of AQ objective.
Chapelfield North/St Giles/Bethel St area scheme	New road layout to be implemented starting in 2014	Diffusion tubes installed on Chapelfield North to determine existing conditions prior to road changes being implemented.	Diffusion tubes expected to show improvement in NO <sub>2</sub> concentrations if new road layout reduces congestion as expected. Reduced congestion onto Chapelfield roundabout would have beneficial impact on congestion on Grapes Hill also.
Two way on Cleveland Road and a new junction arrangement at Cleveland Road/Chapelfield North	2014-2018	Detailed scheme approved. Linked with work to deliver Norwich Area Transport Scheme Implementation Plan (NATS IP)	New junction arrangements to facilitate Chapelfield North scheme.

Bus only through-traffic on Theatre Street and removal of general traffic except buses, taxis and cyclists from Rampant Horse Street	2013-2019	Detailed scheme approved. Linked with work to deliver NATS IP	Part of city centre measures to reduce through traffic
Little Bethel Street closure	2013-2020	Detailed scheme approved. Linked with work to deliver NATS IP	Part of Chapelfield North scheme and city centre measures.
Southbound bus lane on Grapes Hill	2013-2017	Detailed scheme approved. Linked with work to deliver NATS IP	Improvements to facilitate bus rapid transit on Dereham road bus corridor.
St Stephens Street and Surrey Street bus only	2013-2021	Detailed scheme approved. Linked with work to deliver NATS IP	Part of Chapelfield North scheme and city centre measures.
Westlegate - removal of straight ahead traffic movement	2013-2022	Detailed scheme approved. Linked with work to deliver NATS IP	Part of city centre measures to reduce through traffic
Extension of Postwick Park and Ride site	2013-2023	Linked with work to deliver NATS IP	Capacity Improvements
Review of traffic light times/synchronisation to optimise traffic flow for all new road layout schemes	2014/15	Review congestion patterns before and after new road layout schemes. Yet to be implemented	Congestion should be minimised
Construction of Northern Distributor Road (NDR)	2018+	Moving traffic out of city will help relieve congestion in the city. Yet to be implemented	Diffusion tube monitoring will show any generic decline in NO <sub>2</sub> levels once NDR complete
Bus only on All Saints Green	2017 Long term	Waiting detailed design. Linked with work to deliver NATS IP	Closure of All Saints Green to all general traffic except buses.

Golden Ball Street and Farmers Avenue two-way	2017 onwards	Awaiting detailed design. Linked with work to deliver NATS IP	To reduce congestion and facilitate city centre road layout changes
Removal of general traffic except buses, taxis and cyclists from Red Lion Street	2017 onwards	Awaiting detailed design. Linked with work to deliver NATS IP	To reduce congestion and facilitate city centre road layout changes
Full closure of Westlegate	2017 onwards	Awaiting detailed design. Linked with work to deliver NATS IP	To reduce congestion and facilitate city centre road layout changes
Removal of general traffic except buses, cyclists and taxis from Prince of Wales Road (except Eastern section)	Long term - post NDR	Awaiting detailed design.	Long term goal once NDR has been completed
Bus only on Prince of Wales Road and Agricultural Plain	Long term - post NDR	Awaiting detailed design.	Long term goal once NDR has been completed
Removal of some non-bus, taxi or cycle through traffic from Tombland	Long term - post NDR	Awaiting detailed design	To reduce congestion and facilitate city centre road layout changes
Cycling City Roads bid for funds complete and successful	Funds secured 2013	Funding has been secured from DoT & local money for a £5.55 million transformation of the pedalway connecting the Norfolk and Norwich University Hospital in the west of the city to Heartsease and Salhouse Road in the east. This will enable the whole eight-mile route to be ridden confidently and safely by everyone.	Cycle routes extended and more joined up. Will encourage cycling as improved road safety.

Informative Measures			
Signage to inform of AQMA in known congested areas. Signage to also encourage engine switch-off and display waiting time at traffic lights.	2014	Secure funding from County to implement signage.	Signage educates road users & reinforces AQMA
Area Wide Measures & Procedural Changes			
Relocation of diffusion tubes to more representative locations, in accordance with best practice.	Completed	More representative assessment of NO <sub>2</sub> levels with respect to exceedences of annual objective.	Typical monitoring locations for sensitive receptors to give more accurate assessment of NO <sub>2</sub> concentrations.
School Travel Plans	Implemented but requires updating	To date 88 school travel plans in place. County to request updated travel plans for schools inside new AQMA. Travel Plan to focus on using buses, cycling and walking to school to ensure travel by private car is minimised.	New schools must have a travel plan implemented through their planning application.
Biogas	2013+	Anglian buses currently have 7 biogas buses powered by gas sourced from food waste. Biogas has both Nox, CO <sub>2</sub> and particulates benefits. Aim is to increase the number of biogas buses in operation and encourage more bus companies to follow suit.	-



## 8. CONCLUSIONS

In November 2012 due to high levels of nitrogen dioxide emissions from road traffic, and the possible requirement to declare further AQMAs, Norwich City Council declared the whole of the city centre bounded approximately by the inner ring road as a single Air Quality Management Area. As a result, an Air Quality Action Plan is required under the Environment Act 1995.

Source apportionment studies, and results from the previous action plan measures, identified road infrastructure changes would probably have the greatest impact on tackling air pollution issues. This was particularly well demonstrated for the St Augustines area. Soft measures were seen to have less quantifiable and more long-term impacts. The Action Plan therefore concentrates significantly on road changes. The overall aim of the modifications is to divert as much non-essential traffic out of the city centre by way of restricted road access measures and re-routing of main traffic flows. In addition, bus lanes and cycle routes are increased to give greater connectivity. Park & ride facilities are continuously reviewed for ongoing improvement to enhance passenger utilisation. In conjunction with road infrastructure changes, the plan is to also include new signage to encourage eco driving, and traffic optimisation measures (such as traffic light synchronisation), to optimise traffic flow, ease congestion and reduce queuing.

Improvements in air quality in Castle Meadow are anticipated as a result of building on the air quality measures already in place, principally in connection with the Low Emission Zone. This will include working with bus companies to take minimum vehicle emissions standards beyond Euro 3, aiming to achieve Euro 5 standard and better. It will also include reinforcement of the Road Traffic Regulations to ensure engine switch-off is complied with.

Both City & County councils are committed to improving air quality across the whole of Norwich. Many of the measures implemented in the 2004 Action Plan are still ongoing and supported. These include school and workplace travel plans, promoting alternative fuel use, land use planning, leading by example, continued support of Norfolk's car sharing and Car Club schemes, Travelwise initiative and promoting freight distribution centres. All major developments in the city centre will have significant regard to air quality with a strong emphasis on sustainable travel methods. The NDR is expected to divert traffic away from Norwich as a whole, and hence contribute to the more general improvement in Norwich's air quality.

It is expected that the road infrastructure changes, in addition to all of the other proposed and ongoing measures, will achieve measureable improvements in air quality, particularly in the central AQMA.

Norwich City Council and Norfolk County Council are committed to improving air quality in the AQMA to bring it in line with the National Air Quality Standard for nitrogen dioxide. This Air Quality Action Plan will help guide the overall strategy to achieve the government's air quality objective.

## APPENDIX 1: NATIONAL AIR QUALITY OBJECTIVES

National air quality objectives and European Directive limit and target values for the protection of human health						
Pollutant	Applies	Objective	Concentration measures as	Date to be achieved by	European obligations	Date to be achieved by
Particles (PM <sub>10</sub> )	UK	50µgm <sup>-3</sup> not to be exceeded more than 35 times a year	24 hour mean	31/12/04	50µgm <sup>-3</sup> not to be exceeded more than 35 times a year	1/1/05
	UK	40µgm <sup>-3</sup>	Annual mean	31/12/04	40µgm <sup>-3</sup>	1/1/05
	Indicative 2010 objectives for PM <sub>10</sub> (from the 2000 Strategy and 2003 Addendum) have been replaced by an exposure reduction approach for PM <sub>2.5</sub>					
Particles (PM <sub>2.5</sub> ) Exposure Reduction	UK	25µgm <sup>-3</sup>	Annual mean	2020	Target value 25 µgm <sup>-3</sup>	2010
	UK urban areas	Target of 15% reduction in concentrations at urban background		Between 2010 and 2020	Target of 20% reduction in concentrations at urban background	Between 2010 and 2020
Nitrogen dioxide	UK	200µgm <sup>-3</sup> not to be exceeded more than 18 times a year	1 hour mean	31/12/05	200µgm <sup>-3</sup> not to be exceeded more than 18 times a year	1/1/10
	UK	40µgm <sup>-3</sup>	Annual mean	31/12/05	40µgm <sup>-3</sup>	1/1/10
Ozone	UK	100µgm <sup>-3</sup> not to be exceeded more than 10 times a year	8 hour mean	31/12/05	Target of 120µgm <sup>-3</sup> not to be exceeded more than 25 times a year averaged over 3 years	21/12/10

Sulphur dioxide	UK	266 $\mu\text{gm}^{-3}$ not to be exceeded more than 35 times a year	15 minute mean	31/12/05		
	UK	350 $\mu\text{gm}^{-3}$ not to be exceeded more than 35 times a year	1 hour mean	31/12/04	350 $\mu\text{gm}^{-3}$ not to be exceeded more than 35 times a year	1/1/05
	UK	125 $\mu\text{gm}^{-3}$ not to be exceeded more than 35 times a year	24 hour mean	31/12/04	125 $\mu\text{gm}^{-3}$ not to be exceeded more than 35 times a year	1/1/05
Polycyclic Aromatic Hydrocarbons	UK	0.25 $\text{ngm}^{-3}$ B[a]P	As annual average	21/12/10	Target of 1 $\text{ngm}^{-3}$	31/12/12
Benzene	UK	16.25 $\mu\text{gm}^{-3}$	Running annual mean	31/12/03		
	England and Wales	5 $\mu\text{gm}^{-3}$	Annual average	31/12/10	5 $\mu\text{gm}^{-3}$	1/1/10
1,3-butadiene	UK	2.25 $\mu\text{gm}^{-3}$	Running annual mean	31/12/03		
Carbon monoxide	UK	10 $\text{mgm}^{-3}$	Maximum daily running 8 hour mean/in Scotland as running 8 hour mean	31/12/03	10 $\text{mgm}^{-3}$	1/1/05
Lead	UK	0.5 $\mu\text{gm}^{-3}$	Annual mean	31/12/04	0.5 $\mu\text{gm}^{-3}$	1/1/05
	UK	0.25 $\mu\text{gm}^{-3}$	Annual mean	31/12/08		

## **APPENDIX 2: STAKEHOLDER CONSULTATION LIST**

Anglian Buses  
Broadland DC  
Chamber of Commerce  
Environment Agency  
First Bus  
National Express  
Norfolk County Council  
Norwich City Council  
South Norfolk DC

**Report to** Norwich highways agency committee  
17 September 2015  
**Report of** Head of city development services  
**Subject** Major road works – regular monitoring

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**Item**

**11**

### **Purpose**

This report advises and updates members of current and planned future roadworks in Norwich.

### **Recommendation**

To note the report.

### **Corporate and service priorities**

The report helps to achieve the corporate priorities of a strong and prosperous city and the service plan priority to coordinate programmes to achieve best value.

### **Financial implications**

There are no direct financial consequences from this report

**Ward/s:** All wards

**Cabinet member:** Cllr Bert Bremner – Environment development and transport

### **Contact officers**

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### **Background documents**

None

# Report

## Background

1. Roadworks are a source of frustration and inconvenience to road users but they are an essential operation and need to be managed carefully to minimise their impact on the travelling public.
2. There are two main originators of roadworks: The Highway Authority and public utility companies. Norfolk County Council has a responsibility to improve and maintain the highway, while the public utility companies have a responsibility to provide and maintain their infrastructure, the vast majority of which is located under the highway. From time to time developers are also required to work in the highway, carrying out improvements to facilitate access to their developments.
3. The table attached as appendix 1 sets out the current works that have been completed since your last meeting, are currently in progress or are planned for the future on the A, B and C class roads within the city. More detailed roadworks information is provided online via the electronic local government information network at <http://norfolk.elgin.gov.uk>
4. The more significant works are highlighted below.

## Push the Pedalways programme

5. The design work for the majority of the schemes has been completed and work has commenced on constructing the major schemes. The first scheduled project on Magdalen Street (a contra-flow cycling scheme), commenced on 26 January 2015 and was completed on 6 May 2015.
6. The major project for works on Tombland and Palace Street commenced on 18 May 2015 and is scheduled to last for 25 weeks.
7. The major project for works on The Avenues and its junctions with Bluebell Road and Colman Road commenced 1 June 2015
8. Works to upgrade the intersection of Park Lane, Unthank Road and Essex Street were completed on 16<sup>th</sup> August. Minor works around this upgrade on Essex Street, Rupert Street, Cambridge Street and Avenue Road are ongoing. The planned improvements to the traffic calming on Avenue Road is now delayed until October half term.

## National Grid upgrades

10. National Grid Gas main upgrades within the city centre have largely been completed, with one large project to upgrade the gas main in Westlegate, All Saints Green and Red Lion Street awaiting scheduling but likely to commence early autumn

## Works in progress

Location	Lead Authority	Type of scheme	Traffic management	Due for completion	Remarks
Tombland & Palace Street	Norwich City Council (PtP)	Cycling Scheme	Closure of Palace Street and traffic management via signals in Tombland. Access to all businesses will be maintained	Early November 2015	
The Avenues Phase 1	Norwich City Council (PtP)	Cycling Scheme	Closure of The Avenues between Colman Road and Bluebell with access maintained for residents and allotment users	Early September 2015	Works have been scheduled to incorporate essential highways maintenance and allow for works to upgrade non-highways surfaces within the UEA site
Park Lane, Unthank Road and Essex Street	Norwich City Council (PtP)	Cycling Scheme and crossing upgrades	Closure of Unthank Road and Park Lane and suspension of one way on Essex Street	End of October	Traffic calming works on Avenue Road Road delayed to October half term

## Planned future works

Location	Lead Authority	Type of scheme	Traffic management	Anticipated dates	Remarks
Heathgate	City	Push the Pedalway	Mostly off highway	September - December 2015	
Salhouse Road	City	Push the Pedalway	Two way lights and some road closures	October 2015	Although NCC will be the lead authority on these works, this project will largely take place on Norfolk County highway
The Avenues Phase 1	Norwich City Council (PtP)	Push the Pedalway	Give and take and two way lights	December 2015	Works to verge improvements