

# Scrutiny Committee

Date: **Tuesday 31 October 2023**

Time: **10 am**

Venue: **Council Chamber, County Hall, Martineau Lane,  
Norwich NR1 2DH**

## Membership:

Cllr Steve Morpew (Chair)

Cllr Daniel Elmer (V Chair)

Cllr Carl Annison

Cllr Lesley Bambridge

Cllr Phillip Duigan

Cllr John Fisher

Cllr Tom FitzPatrick

Cllr Mark Kiddle-Morris

Cllr Keith Kiddie

Cllr Brian Long

Cllr Ed Maxfield

Cllr Jamie Osborn

Cllr Brian Watkins

## Parent Governor Representatives

Vacancy

Vacancy

## Church Representatives

Ms H Bates

Mr Paul Dunning

## Advice for members of the public:

This meeting will be held in public and in person.

It will be live streamed on YouTube and members of the public may watch remotely by clicking on the following link: [Norfolk County Council YouTube](#)

We also welcome attendance in person, but public seating is limited, so if you wish to attend please indicate in advance by emailing [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

Current practice for respiratory infections requests that we still ask everyone attending to maintain good hand and respiratory hygiene and, at times of high prevalence and in busy areas, please consider wearing a face covering.

Please stay at home if you are unwell, have tested positive for COVID 19, have symptoms of a respiratory infection or if you are a close contact of a positive COVID 19 case. This will help make the event safe for attendees and limit the transmission of respiratory infections including COVID-19.

## **A g e n d a**

- 1 To receive apologies and details of any substitute members attending**
- 2 Members to Declare any Interests**

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is on your Register of Interests you must not speak or vote on the matter.

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is not on your Register of Interests you must declare that interest at the meeting and not speak or vote on the matter

In either case you may remain in the room where the meeting is taking place. If you consider that it would be inappropriate in the circumstances to remain in the room, you may leave the room while the matter is dealt with.

If you do not have a Disclosable Pecuniary Interest you may nevertheless have an **Other Interest** in a matter to be discussed if it affects, to a greater extent than others in your division

- Your wellbeing or financial position, or
- that of your family or close friends
- Any body -
  - Exercising functions of a public nature.
  - Directed to charitable purposes; or
  - One of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union);

Of which you are in a position of general control or management.

If that is the case then you must declare such an interest but can speak and vote on the matter.

### 3 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm on Wednesday 25 October 2023**. For guidance on submitting a public question, please visit <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee>

### 4 Local Member Issues/Questions

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm on Wednesday 25 October 2023**

### 5 Call-ins: Norwich City Centre Experimental Traffic Regulation Orders (TROs)

(Page 4)

**Tom McCabe**  
**Chief Executive**  
County Hall  
Martineau Laneok  
Norwich  
NR1 2DH

Date Agenda Published: 23 October 2023



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# Scrutiny Committee

Item No: 5

**Report Title: Call in:** Norwich City Centre Experimental Traffic Regulation Orders (TROs)

**Date of Meeting:** 31 October 2023

**Responsible Cabinet Member:** Cllr Graham Plant (Cabinet Member for Highways, Infrastructure & Transport)

**Responsible Director:** Grahame Bygrave – Interim Executive Director, Community and Environmental Services

## Executive Summary

This item relates to the call-in of the delegated Cabinet Member decision: Norwich City Centre Experimental Traffic Regulation Orders (TROs)

### 1. Background and Purpose

- 1.1 This item relates to the call-in of the delegated Cabinet Member decision Norwich City Centre Experimental Traffic Regulation Orders (TROs)
- 1.2. The Decision was published on Tuesday 10 October 2023. Full details of the decision and associated documents can be found at **Appendix A**, or by following this [link](#).
- 1.3. Two call-ins related to the above decision have been received. The first call-in was received on Wednesday 11 October from Cllr Paul Neale, supported by Cllrs Jamie Osborne, Ben Price and Catherine Rowett. The notice outlining the reasons behind the call-in is attached at **Appendix B**. The Second Call-in was received on Tuesday 17 October from Cllr Emma Corlett, supported by Cllrs Maxine Webb, Chrissie Rumsby and Brenda Jones. The notice outlining the reasons behind the call-in is attached at **Appendix C**.
- 1.4. While the two call-ins relate to the same decision, they propose distinct reasons for calling the decision in. They will therefore be taken separately, one after the other.

## **2. Call-in and Meeting Procedure**

2.1 The Chair and Vice-Chair of the Scrutiny Committee have agreed the following meeting procedure when handling both call-ins:

- Those Councillors calling-in the decision will be given collectively 10 minutes introduction to explain their reasons for call-in.
- The Chairman will ask the Cabinet Member and officers if they wish to add anything at this stage.
- Those Councillors calling-in the decision will then be given collectively 20 minutes to question the Cabinet Member and officers. They do not have the right to put forward recommendations; this right is reserved for Members or substitute Members of the Committee only.
- Members and substitute Members of the Committee will then question the Cabinet Member and officers (As the call-in does not relate to education matter the Parent Governor and Church representatives may not put forward or vote on motions. They may still participate in the debate).
- Those Members who have called-in the decision will collectively have 5 minutes at the end of the debate to sum up their arguments.
- Following this, the Chairman will sum up the debate and ask the Committee if they wish to make any proposals regarding the call-in. At this stage, only a limited number of proposals will be considered to be in order. The options available to the committee are as follows:
  - A. The Committee refers the decision back to the decision maker (in this case, the Cabinet Member).
  - B. The Committee refers the decision to Full Council (the Committee should only use this power if the decision is deemed to be either i) contrary to NCC's policy framework; or ii) contrary to or not wholly in accordance with the budget).
  - C. The Committee notes the call-in, but takes no further action.

2.3 The Final list of witnesses to be invited to attend will be agreed by the Chairman and presented to the Committee on the day.

## **3. Financial Implications**

3.1 Detailed in appended report (Appendix A).

## **4. Resource Implications**

### **4.1 Staff:**

Detailed in appended report (Appendix A).

#### **4.2 Property:**

Detailed in appended report (Appendix A).

#### **4.3 IT:**

Detailed in appended report (Appendix A).

### **5. Other Implications**

#### **5.1 Legal Implications:**

Detailed in appended report (Appendix A).

#### **5.2 Human Rights Implications:**

Detailed in appended report (Appendix A).

#### **5.3 Equality Impact Assessment (EqIA) (this must be included):**

Detailed in appended report (Appendix A).

#### **5.4 Data Protection Impact Assessments (DPIA):**

Detailed in appended report (Appendix A).

#### **5.5 Health and Safety implications (where appropriate):**

Detailed in appended report (Appendix A).

#### **5.6 Sustainability implications (where appropriate):**

Detailed in appended report (Appendix A).

#### **5.7 Any Other Implications:**

None identified

### **6. Risk Implications / Assessment**

6.1 Detailed in appended report (Appendix A).

### **7. Select Committee Comments**

7.1 None applicable

### **8. Background Papers**

8.1 Appendix A: Delegated Decision Notice: Norwich City Centre Experimental Traffic Regulation Orders (TROs)

8.2 Appendix B: First call-in notice - Norwich City Centre Experimental Traffic Regulation Orders (TROs)

## 8.2 Appendix B: Second call-in notice - Norwich City Centre Experimental Traffic Regulation Orders (TROs)

### **Officer Contact**

If you have any questions about matters contained within this paper, please get in touch with:

**Officer name:** Peter Randall, Democratic Support and Scrutiny Manager

**Telephone no.:** 01603 307570

**Email:** [Peter.randall@norfolk.gov.uk](mailto:Peter.randall@norfolk.gov.uk)



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## Norfolk County Council

### Record of Individual Cabinet Member Decision

**Responsible Cabinet Member: Cllr Plant (Cabinet Member for Highways, Infrastructure & Transport)**

**Background and Purpose:**

Changes to vehicle access were introduced in several streets in Norwich in July 2020 as part of reopening the city centre following the COVID-19 pandemic, with these changes mainly focussing on St Benedict's Street and Exchange Street, providing space for pavement licences from adjacent businesses, as well as more space for walking, wheeling and cycling.

Vehicular access on St Benedict's Street is permitted for loading only at all times between St Margarets Street and the eastern end of St Benedict's Street. Exchange Street is closed to all vehicular traffic (with some exceptions for access) between 10am and 4pm every day. Outside of these hours, access for loading is permitted with dedicated loading bays provided on street. Initially implemented as an emergency social distancing measure, these trials have remained in place through to today.

The Experimental Traffic Regulation Order (ETRO) which has enabled these arrangements on both streets is due to expire on 18 November 2023. A decision is therefore needed whether to make these arrangements permanent or to revert to the arrangements in place pre-July 2020.

Consideration has been given to feedback received through the ETRO process and how well these schemes have met the aims and objectives set out in the 'Connecting the Norwich Lanes' proposals and the County Council's Local Transport Plan. It is recommended that the trial arrangements on St Benedict's Street are made permanent. However, a poor level of compliance on Exchange Street, coupled with a current lack of further funding to mitigate safety concerns that have arisen and the imminent expiration of the ETRO which cannot be extended, means that it is recommended that the trial arrangements on Exchange Street, Pottergate and Gaol Hill are removed.

**Recommendations:**

1. **Proceed with making the current access arrangements on St Benedict's Street, Upper Goat Lane, Queen Street and William Booth Street permanent.**
2. **Proceed with making the current waiting restrictions in place on St Benedict's Street and Gaol Hill permanent.**
3. **Proceed with making the start of the loading time 4pm rather than 5pm permanent.**



4. **Proceed with reverting to the previous access arrangements in place pre-July 2020 on Bedford Street, Little London Street, London Street, Gaol Hill, Pottergate and Exchange Street.**
5. **Proceed with reverting to the previous waiting restrictions in place pre-July 2020 on Exchange Street.**

**Is it a key decision?** No

**Is it subject to call-in?** Yes

**If Yes – the deadline for call-in is:** 4pm Tuesday 17 October 2023

**Impact of the Decision:**

The decision will result in the following impacts on the highway

Proceeding with a permanent order for access arrangements for St Benedict's Street, Queen Street and Upper Goat Lane will mean that the current arrangements to access these streets will remain in place.

Proceeding with a permanent order for the experimental waiting restrictions on St Benedict's Street, Gaol Hill and St Margarets Street will mean that the current waiting/parking arrangements on these streets will remain in place:

- St Benedict's Street – no waiting or loading at any time except in designated loading bays, with car club spaces. No entry from Charing Cross.
- Gaol Hill – goods vehicle loading only.
- St Margarets Street – designated untimed loading bay.

Proceeding with reverting the experimental access arrangements on Bedford Street, Little London Street, London Street, Gaol Hill and Exchange Street will mean that the existing arrangements will be changed back to the previous arrangements in place:

- Bedford Street – pedestrian zone except for blue badges and loading access at all times.
- Gaol Hill – open to all traffic (goods vehicle loading bays to be retained).
- Little London Street – pedestrian zone except for blue badges and loading access at all times.
- Exchange Street – open to all traffic (waiting restrictions and one-way to be retained).

Proceeding with reverting the loading arrangements on Exchange Street will mean that the existing arrangements will be changed back to the previous arrangements in place, which were:

- No loading at any time except for in the designated loading bay opposite Jarrold's 30 minutes maximum stay Mon-Sat 7:30am to 6:30pm. Any parking permitted outside of these times.

- The east side of Exchange Street between Bedford Street and St Andrews Street Monday-Saturday before 7:30am, between 9:30am and 4:30pm or after 6:30pm.

**Evidence and reason for the decision:**

As set out in the attached report.

**Alternative options considered and rejected:**

As set out in the attached report.

**Financial, Resource or other implications considered:**

As set out in the attached report.

**Record of any conflict of interest:**

None

**Background documents:**

None

**Date of Decision: 06/10/2023**

**Publication Date of Decision: 10/10/2023**

**Signed by Cabinet Member:**

I confirm that I have made the decision set out above, for the reasons also set out.

Signed: 

**Print name: Cllr Graham Plant**

**Date: 06/10/2023**

**Accompanying documents:**

- Decision Making Report

Once you have completed your internal department clearance process and obtained agreement of the Cabinet Member, send your completed decision notice together with the report and green form to [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

# Individual Cabinet Member Decision Report

Item No:

**Report Title: Norwich City Centre Experimental Traffic Regulation Orders (TROs)**

**Date of Meeting: N/A**

**Responsible Cabinet Member: Cllr Plant** (Cabinet Member for Highways, Infrastructure & Transport)

**Responsible Director: Grahame Bygrave**, (Interim Executive Director for Community and Environmental Services)

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: N/A**

## Executive Summary / Introduction from Cabinet Member

Changes to vehicle access were introduced in several streets in Norwich in July 2020 as part of reopening the city centre following the COVID-19 pandemic, with these changes mainly focussing on St Benedict's Street and Exchange Street, providing space for pavement licences from adjacent businesses, as well as more space for walking, wheeling and cycling.

Vehicular access on St Benedict's Street is permitted for loading only at all times between St Margarets Street and the eastern end of St Benedict's Street. Exchange Street is closed to all vehicular traffic (with some exceptions for access) between 10am and 4pm every day. Outside of these hours, access for loading is permitted with dedicated loading bays provided on street. Initially implemented as an emergency social distancing measure, these trials have remained in place through to today.

The Experimental Traffic Regulation Order (ETRO) which has enabled these arrangements on both streets is due to expire on 18 November 2023. A decision is therefore needed whether to make these arrangements permanent or to revert to the arrangements in place pre-July 2020.

Consideration has been given to feedback received through the ETRO process and how well these schemes have met the aims and objectives set out in the 'Connecting the Norwich Lanes' proposals and the County Council's Local Transport Plan. It is recommended that the trial arrangements on St Benedict's Street are made permanent. However, a poor level of compliance on Exchange Street, coupled with a current lack of further funding to mitigate safety concerns that have arisen and the imminent expiration of the ETRO which cannot be extended, means that it is recommended that the trial arrangements on Exchange Street, Pottergate and Gaol Hill are removed.

### **Recommendations:**

- 1. Proceed with making the current access arrangements on St Benedict's Street, Upper Goat Lane, Queen Street and William Booth Street permanent.**
- 2. Proceed with making the current waiting restrictions in place on St Benedict's Street and Gaol Hill permanent.**
- 3. Proceed with making the start of the loading time 4pm rather than 5pm permanent.**
- 4. Proceed with reverting to the previous access arrangements in place pre-July 2020 on Bedford Street, Little London Street, London Street, Gaol Hill, Pottergate and Exchange Street.**
- 5. Proceed with reverting to the previous waiting restrictions in place pre-July 2020 on Exchange Street.**

## **1. Background and Purpose**

- 1.1 An Experimental Traffic Regulation Order (ETRO) is currently in place on St Benedict's Street and Exchange Street, as well as several other connecting streets, to trial public realm improvements through the provision of outdoor seating space and more space to walk, wheel and cycle. Details of the measures introduced are shown on the plans attached as Appendices A & B
- 1.2 In order to provide these improvements in walking, wheeling and cycling and the public realm:
  - access for most vehicles is currently not permitted on Exchange Street between 10am and 4pm, with access for loading only outside of these times.
  - Loading and access only is permitted at all times on St Benedict's Street east of St Margarets Street. The east end of St Benedict's Street has been closed to all vehicles to remove through traffic, with dedicated loading bays provided with access via St Margarets Street.
- 1.3 The ETRO also applies to other streets connected to Exchange Street and / or St Benedict's Street in order to maintain access to businesses and other properties, as well as to ensure traffic uses alternative appropriate routes. This includes:

- Provision of a loading access loop via Pottergate, Lobster Lane, Bedford Street, Little London Street and London Street to enable vehicles less than 3.5 tonnes to access businesses along these streets for loading / unloading at all times.
- Changing the loading only arrangements on Gaol Hill outside Norwich Market to be for goods vehicles only, to improve access for market traders.
- Reversing the one-way on Upper Goat Lane to minimise inappropriate vehicle traffic.
- Changing city centre loading restrictions (e.g., Gentlemen's Walk) to end at 4pm instead of 5pm based on feedback from local businesses to provide consistency of access across the area. Queen Street has additional restrictions between 7pm and 3am.

1.4 The ETRO is set to expire on 18 November 2023. A decision is therefore needed whether to make these changes permanent or revert the roads to the previous arrangements that were in place pre-July 2020.

## **2. Proposal**

- 2.1 Proceed with making the current experimental traffic access arrangements in place on St Benedict's Street, Upper Goat Lane, Queen Street and William Booth Street permanent.
- 2.2 Proceed with making the current waiting restrictions in place on St Benedict's Street and Gaol Hill permanent.
- 2.3 Proceed with making the start of the loading time 4pm rather than 5pm permanent
- 2.4 Proceed with reverting to the previous traffic access arrangements in place pre-July 2020 on Bedford Street, Little London Street, London Street, Gaol Hill, Pottergate and Exchange Street.
- 2.5 Proceed with reverting to the previous waiting restrictions on Exchange Street pre-July 2020.

## **3. Impact of the Proposal**

- 3.1 Proceeding with a permanent order for access arrangements for St Benedict's Street, Queen Street and Upper Goat Lane will mean that the current arrangements to access these streets will remain in place.
- 3.2 Proceeding with a permanent order for the experimental waiting restrictions on St Benedict's Street, Gaol Hill and St Margarets Street will mean that the current waiting/parking arrangements on these streets will remain in place:

- St Benedict's Street – no waiting or loading at any time except in designated loading bays, with car club spaces. No entry from Charing Cross.
  - Gaol Hill – goods vehicle loading only.
  - St Margarets Street – designated untimed loading bay.
- 3.3 Proceeding with reverting the experimental access arrangements on Bedford Street, Little London Street, London Street, Gaol Hill and Exchange Street will mean that the existing arrangements will be changed back to the previous arrangements in place:
- Bedford Street – pedestrian zone except for blue badges and loading access at all times.
  - Gaol Hill – open to all traffic (goods vehicle loading bays to be retained).
  - Little London Street – pedestrian zone except for blue badges and loading access at all times.
  - Exchange Street – open to all traffic (waiting restrictions and one-way to be retained).
- 3.4 Proceeding with reverting the loading arrangements on Exchange Street will mean that the existing arrangements will be changed back to the previous arrangements in place, which were:
- No loading at any time except for in the designated loading bay opposite Jarrold's 30 minutes maximum stay Mon-Sat 7:30am to 6:30pm. Any parking permitted outside of these times.
  - The east side of Exchange Street between Bedford Street and St Andrews Street Monday-Saturday before 7:30am, between 9:30am and 4:30pm or after 6:30pm.

## **4. Evidence and Reasons for Decision**

- 4.1 These trials were originally implemented as an emergency Traffic Regulation Order in July 2020 to provide more social distancing space and outdoor eating space amid the COVID-19 pandemic.
- 4.2 In summer 2021, there was a public consultation relating to a series of projects outlined in the 'Connecting the Norwich Lanes' proposals, which included the trial arrangements in this area. Details of response are available in the paper presented to the January 2022 Transport for Norwich Advisory Committee (see background papers).
- 4.3 The Transport for Norwich Advisory Committee in January 2022 supported, via a majority vote, the proposals to keep these arrangements in place.
- 4.4 An ETRO was implemented in order to enable feedback to be sought and considered, particularly scheme elements such as the Pottergate loading loop and increasing the loading window by starting at 4pm instead of 5pm. A further

12-month long consultation period was open between June 2022 and May 2023 as a requirement of the ETRO, with 42 respondents contacting us by email. The general themes raised were;

- Lack of enforcement of the restrictions in Exchange Street.
- Disabled access to Exchange Street.
- Concerns about congestion in Cleveland Road / Bethel Street.
- Perception of an overall negative impact on air quality in the general area.
- Detrimental impact on Hackney Carriage and private hire drivers and customers.
- Detrimental impact for businesses of no daytime delivery access on Exchange Street.

- 4.5 During the ETRO consultation period, a petition with 34 signatures was received requesting taxis be permitted to use Exchange Street. The response to this petition was that it would be considered as part of the evaluation of the scheme.
- 4.6 As part of monitoring of the ETRO, a traffic survey was undertaken of Exchange Street on Friday 13th and Saturday 14th January 2023 to establish the level of compliance with the pedestrian and cycle zone. The weather on Friday was fine and dry, on Saturday cloudy with some rain.
- 4.7 The results of the survey showed that on the Friday, 673 vehicles used Exchange Street in the 24-hour period, with 29% of these passing along Exchange Street between 10am - 4pm when no vehicles should enter (unless exempt). Of the remaining 71% of vehicles using Exchange Street after 4pm or before 10am, only 7% of those were carrying out legitimate loading activity.
- 4.8 On the Saturday, 975 vehicles used Exchange Street in the 24-hour period, with 46% of vehicles passing through the pedestrian and cycle zone between 10am - 4pm and 54% either before 10am or after 4pm, during the permitted times for loading but with only 4% of those observed to be carrying out legitimate loading activity. This means that in the 48-hour survey period covering both days, only 56 vehicles (3% of the total traffic observed) used Exchange Street legitimately for loading purposes. This represents a very poor level of compliance.
- 4.9 In 2023, a bid for funding via the Levelling Up Fund to redesign the road layout on Exchange Street and Gaol Hill was made, with an objective of resolving outstanding safety concerns around conflicts between vehicles turning round on Gaol Hill amongst people walking and cycling in a busy pedestrian area to avoid the Exchange Street closure. It would also create a high quality public realm area for walking, wheeling and cycling that would help deter illegal vehicle use. Unfortunately, this bid was not successful.

- 4.10 In April 2023, a traffic survey monitored vehicle queueing at the Cleveland Road / Chapel Field North exit onto the Grapes Hill roundabout between Thursday 7th April to Saturday 9th April, which was the Easter Bank Holiday weekend. There were occasions where queues quickly formed, which then regularly completely cleared within short timescales, demonstrating the unpredictable nature of the highway network in this area. Whilst there is no monitoring data available for the Christmas period, given the volatility of the local network, there is potential for notable disruption.
- 4.11 The Police have enforced the restriction, initially through educating drivers with verbal warnings and clarification, then followed by the formal issuing of fixed penalty notices (FPN). The need to intervene has reduced, particularly once the approach to issue FPNs was introduced, but a persistent level of non-compliance remains.
- 4.12 The following considers the impacts of the ETRO trial against the objectives set out in the latest Local Transport Plan 4 (LTP4) for Norfolk:
- **Embracing the Future:** This objective relates to the use of data to help inform how we manage and maintain the highway network. We have used survey data to show that although traffic queues form approaching the Grapes Hill roundabout, these are largely short in duration. This also highlights the unpredictable performance of the highway network in this area. Data has also been used to highlight levels of non-compliance, which have been persistent and significant for Exchange Street.
  - **Delivering a Sustainable Norfolk:** This objective focusses on ensuring new developments seek to preserve and enhance our built, natural and historic environment. The original proposals are consistent with this objective in terms of providing space for walking, wheeling and cycling in the city centre, removing the dominance of motor vehicles in this part of the city.
  - **Enhancing Connectivity:** This objective considers the strategic routes across the county. These proposals relate to local, city centre streets, so do not directly impact on this objective.
  - **Enhancing Norfolk's Quality of Life:** This objective focusses on improving air quality and encouraging active travel options. These proposals encourage walking, wheeling and cycling so contribute positively towards this objective. However, as these trials were initially implemented on an emergency basis to meet COVID social distancing requirements in place in 2020, this has meant there is a lack of evidence from before the trials were implemented to enable an evaluation of changes in traffic patterns and the consequential benefits and challenges. Although local concerns around emissions from queueing traffic have been raised, an assessment of before and after is difficult to quantify for this reason. Improving the quality of place has been



achieved by providing space for outdoor seating. This has been particularly strong on St Benedict's Street, with 9 active pavement licences for outdoor seating, with there being 3 pavement licenses on Exchange Street.

- **Increasing Accessibility:** Providing more space for walking, wheeling and cycling has been delivered through this trial. This is particularly important as both Exchange Street and St Benedict's Street are historical streets with footways that are not sufficiently wide enough for the levels of walking and wheeling that take place, making it difficult for people passing each other, as well as people using wheelchairs, mobility scooters and pushchairs during peak periods. However, the poor levels of compliance amongst vehicular traffic on Exchange Street has limited the ability for people walking, wheeling and cycling to use this additional space.
- **Improving Transport Safety:** The Council has adopted the safe systems approach to road safety, which consists of 5 pillars (safe speeds, safe roads, safe road users, safe vehicles and post-crash responses). While the objective of the trials was to provide safer routes for the high volumes of people walking, wheeling and cycling within the core city centre, the poor levels of compliance on Exchange Street and vehicles turning on Gaol Hill to avoid the closure means that this objective has not been fully met at this location.
- **A Well Managed and Maintained Transport Network:** this proposal is neutral in regard to this objective.

4.13 On balance, it has been assessed that the current arrangements on St Benedict's Street strongly meet the objectives set out in the LTP4. There are no strong overriding reasons as to why the current trial arrangements in that location could not be made permanent.

4.14 For Exchange Street, the poor level of compliance with the pedestrian and cycle zone means that some of the objectives could not be met in full. Attempts to secure additional funding to deliver public realm improvements that would help address safety concerns of vehicles turning on Gaol Hill, as well as the poor level of compliance with the pedestrian and cycle zone on Exchange Street, have not been achieved in the timeframe before a decision needs to be made on the ETRO.

4.15 The case for retaining the current arrangement for Exchange Street and associated streets is finely balanced. However, given the Council's statutory duty to take reasonable measures to ensure the safe passage along a highway is not endangered, retention of the current arrangement is not recommended, and the streets should return to their pre-July 2020 arrangements as shown on the plan attached as Appendix C

## 5. Alternative Options

- 5.1 The ETRO could be reverted on St Benedict's Street, meaning that the walking, cycling and public realm improvements would be removed allowing vehicular traffic to use this route again. This option would not meet the LTP4 objectives as outlined in Section 4.
- 5.2 The pedestrian and cycle zone on Exchange Street could be made permanent. However, the persistent levels of non-compliance and vehicle turning movements on Gaol Hill negatively impact on the safe passage of those walking, wheeling and cycling in the area. For this reason, this option is not recommended.
- 5.3 The current loading restrictions on Exchange Street could be retained (while reverting the access arrangements so that all vehicular traffic can pass through Exchange Street at all times). However, this was discounted on the basis that it needs to be clear to all highway users, including people walking, wheeling and cycling, that the pedestrian and cycle zone has been removed. With a higher volume of traffic anticipated, it was also not considered safe to retain the existing railings, bollards and planters which could obscure vulnerable road users looking to cross the road from the drivers' view.

## **6. Financial Implications**

- 6.1 There will be a cost to reverting road signs, markings, bollards and railings to the previous arrangement in place on Exchange Street pre-July 2020. This cost will be funded within the Highways Capital budget.

## **7. Resource Implications**

- 7.1 **Staff:** NPLaw will need to be instructed to making permanent/reverting the relevant Experimental Traffic Regulation Orders and require 1 month to complete these changes in time for the deadline of 18 November 2023. Highway contractors will need to prioritise the removal and / or reinstatement of bollards, railings, planters, signs and road markings on Exchange Street.
- 7.2 **Property:** None identified.
- 7.3 **IT:** None identified.

## **8. Other Implications**

- 8.1 **Legal Implications:** The Council has a statutory duty to ensure, as far as is reasonably practicable, that the passage along the highway is not endangered under section 41 of the Highways Act 1980.
- 8.2 **Human Rights Implications:** None identified.

### **8.3 Equality Impact Assessment (EqIA) (this must be included):**

Norfolk County Council has a duty to pay due regard to equality when exercising its public functions. In promoting these proposals, we have considered the potential impact on local people, particularly disabled and older people and parents and carers of children and others who may have needs when using the public highway. Statutory consultation for the ETRO took place between June 2022 – May 2023. The consultation raised some issues relating to people with protected characteristics, particularly disabled people and those with restricted mobility. The EqIA has considered this feedback in conjunction with data available from traffic surveys and its findings are that the scheme will have both positive and detrimental impacts to people with protected characteristics.

### **8.4 Data Protection Impact Assessments (DPIA):** Not required.

### **8.5 Health and Safety implications (where appropriate):**

The current persistent level of non-compliance of vehicles within the pedestrian and cycle zone on Exchange Street, and vehicles turning on Gaol Hill, means that there is a risk of people being hurt as a result of unexpectedly encountering vehicles on the street. Removing the pedestrian and cycle zone will make it clear to people walking, wheeling and cycling that they should expect to encounter vehicles on Exchange Street.

### **8.6 Sustainability implications (where appropriate):**

Implementing the cycling and walking improvements on St Benedict's Street will continue to promote the use of sustainable modes of transport in line with LTP4 objectives. However, removing the same provision on Exchange Street will not meet these objectives.

### **8.7 Any Other Implications:**

The trials have split opinion amongst the public and businesses, particularly those measures installed on Exchange Street.

## **9. Risk Implications / Assessment**

- 9.1 While the Council has set out objectives and priorities to promote sustainable transport choices in order to meet climate, air pollution and public health targets, the safety of all highway users is paramount.

## **10. Select Committee Comments**

- 10.1 Not applicable.

## 11. Recommendations

1. Proceed with making the current access arrangements on St Benedict's Street, Upper Goat Lane, Queen Street and William Booth Street permanent.
2. Proceed to make the current waiting restrictions in place on St Benedict's Street and Gaol Hill permanent.
3. Proceed with making the start of the loading time 4pm rather than 5pm permanent.
4. Proceed with reverting to the previous access arrangements in place pre-July 2020 on Bedford Street, Little London Street, London Street, Gaol Hill, Pottergate and Exchange Street.
5. Proceed with reverting to the previous waiting restrictions in place pre-July 2020 on Exchange Street

## 12. Background Papers

- 12.1 [Connecting the Norwich Lanes report \(page 9\) – Transport for Norwich Joint Committee 13 January 2022.](#)
- 12.2 [Gear Change: A bold vision for walking and cycling – Department for Transport July 2020.](#)
- 12.3 [Transport Decarbonisation Plan - Department for Transport July 2021.](#)

### Officer Contact

If you have any questions about matters contained within this paper, please get in touch with:

**Officer name: David Allfrey, Interim Director Highways, Transport & Waste**

**Telephone no.: 01603 223292**

**Email: david.allfrey@norfolk.gov.uk**



If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.

# Proposed changes to city centre loading and access

November 2021



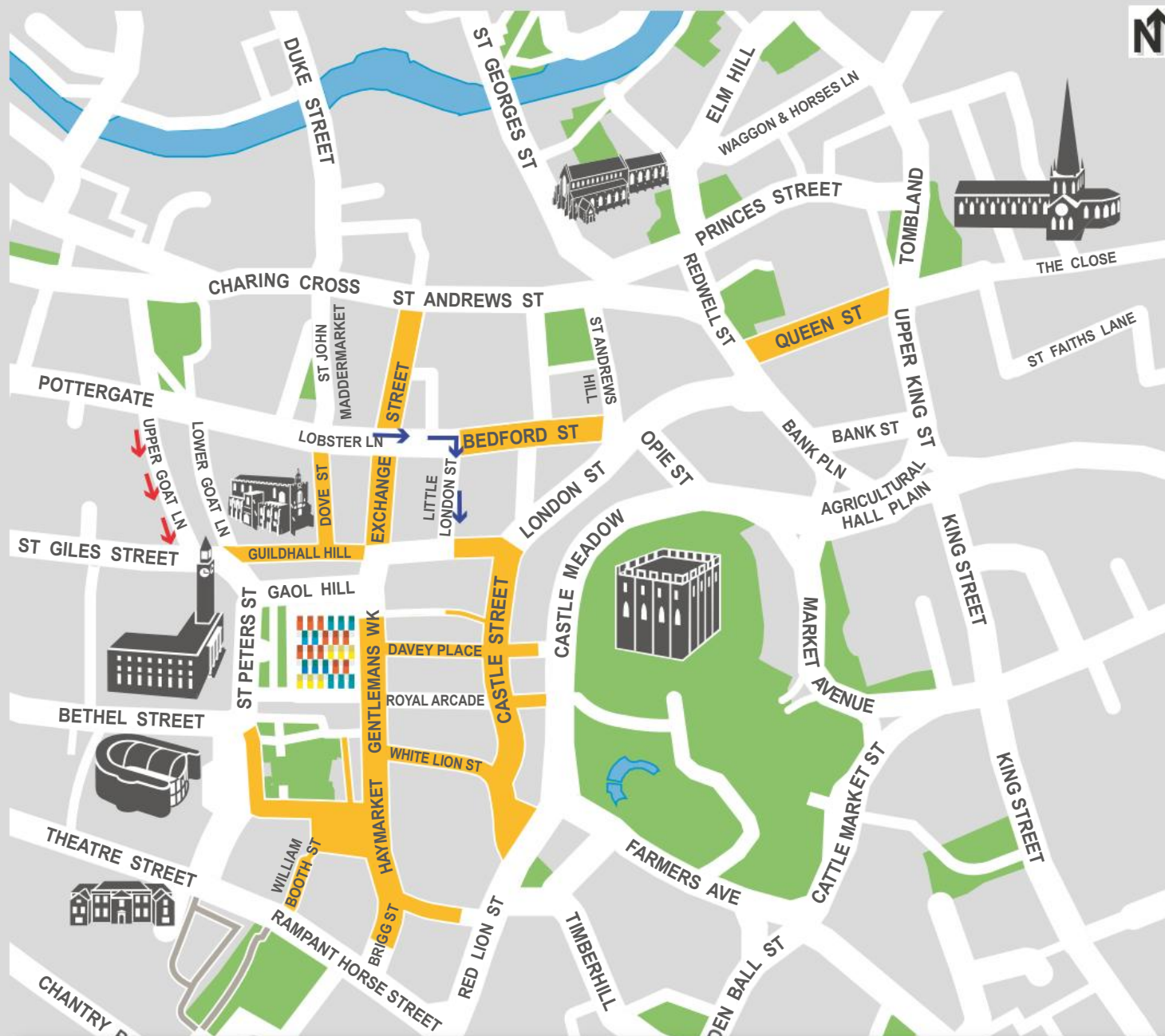
Transport  
for Norwich

## Appendix A



INDUSTRIAL  
STRATEGY

TRANSFORMING CITIES FUND



### KEY



Pedestrian and Cycle Zones closed to motorised traffic except for loading between 4pm and 10am.



Reversal of the one-way restriction on Upper Goat Lane



Lobster Lane, Bedford Street (part of) and Little London Street to form a weight restricted (3.5 tonnes) access and loading loop. Please note it will still be possible to drive eastbound along the length of Bedford Street between 4pm and 10am for all access and loading.

For project updates and more information please visit  
[www.norfolk.gov.uk/norwichlanes](http://www.norfolk.gov.uk/norwichlanes)



# Appendix B

The overarching proposal for this area is to make permanent the pedestrian and cycle zone between St Margarets Street and Charing Cross, which allows loading and access at all times

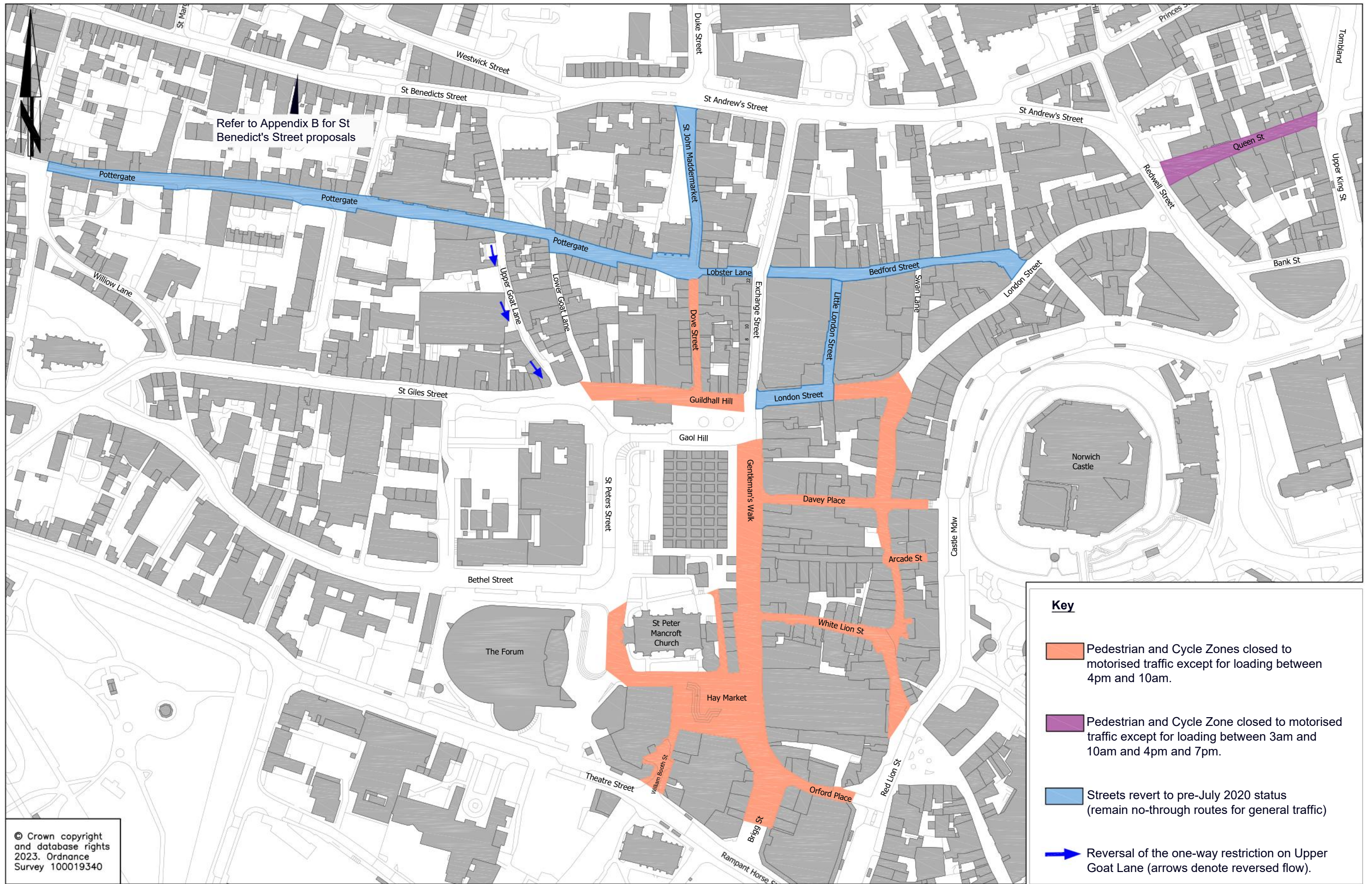
## Key

- Introduction of feature
- Retention of feature
- 1 Make permanent conversion of pay and display into loading bay
- 2 Make permanent conversion of pay and display into car club spaces
- 3 Existing disabled parking to remain
- 4 Existing pay and display to remain
- 5 Introduce loading and waiting prohibition on west corner of St Benedicts and St Margarets Street for visibility and safety
- 6 Make permanent conversion of pay and display to loading bay
- 7 Investigate creating an area for tables and chairs (subject to licensing)
- 8 Introduce loading bay
- 9 Make permanent area for tables and chairs (subject to continuing licensing approval)
- 10 Introduce bollards for additional safety of those on foot
- 11 Make permanent conversion of pay and display to loading bay
- 12 Introduce loading bay
- 13 Make permanent conversion of car club bay into loading bay

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**Funded by:**

Transport for Norwich  
HM Government  
INDUSTRIAL STRATEGY  
TRANSFORMING CITIES FUND

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

**DRAWING TITLE**

Appendix C  
City Centre Loading & Access Proposals  
November 2023

REV.	DESCRIPTION	DRAWN BY	CHECKED	DATE

SURVEYED BY	INITIALS	DATE	DRAWING No.
DESIGNED BY	CH	09/2023	PKA109-ID-001
DRAWN BY	CH/AC	09/2023	PROJECT TITLE
CHECKED BY	KP	10/23	City Centre Experimental TRO's
			SCALE
			NTS
			FILE No.
			PKA109





## Call in Request Form

This form is to be completed and signed by any Member of the Council, with the support of at least 3 other Members and must be returned to Democratic Services at [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk) within 5 working days of the Cabinet decisions being published or, if the decision has been taken by an individual member or Chief Officer, within five working days of the decision being published under the Access to Information Procedure Rules in Appendix 13 of the Constitution. Where education matters are involved, the Parent Governor and Church representatives together count as one Member.

Please telephone the Assistant Director of Governance on 01603 222949 or Democratic Services Manager on 01603 228913 to make them aware that the call-in form is on its way. You will receive a confirmation email once it has been received.

A Call-In request will only be valid if it has been received in person (by email) by the above people within the 5 working day deadline which will be specified in the decision letter.

Please note that the call-in procedure does not apply to urgent decisions.

<b>Decision Title and minute number</b>
<b>Norwich City Centre Experimental Traffic Regulation Orders (TROs)</b>

<b>Decision taken by</b> (i.e. Cabinet, Cabinet Member, Chief Officer)
<b>Cllr Plant</b> (Cabinet Member for Highways, Infrastructure & Transport)

<b>Date of Decision</b>
<b>06/10/2023</b>

	Reasons for call in	Highlight which of the following apply and explain why you consider the process/principle has not been followed by the decision maker (as appropriate)
1.	The decision is not in accordance with the budget and policy framework	
2.	The decision is a key decision and it has not been taken in accordance with the Constitution.	
3.	There is evidence that the principles of decision-making (as set out in Article 10	



	of the Constitution) have not been complied with. These principles are:	
	a) Actions agreed will be in proportion with what the Council wants to achieve.	
	b) Appropriate consultation will have been carried out and decisions will take account of its results and any professional advice given by Officers.	
	c) Decisions will reflect the spirit and requirements of Equalities and Human Rights legislation.	
	d) The presumption that information on all decisions made by the Council, the Executive and Committees should be public with only those issues that need to be exempt by virtue of the Access to Information Rules will be taken in private.	
	e) Decisions will be clear about what they aim to achieve and the results that can be expected.	<p><i>Decisions will be clear about what they aim to achieve and the results that can be expected.</i></p> <p>The Transport for Norwich (TfN) Strategy in 2021 lists among its achievements “Successful Active Travel Fund scheme bids (covid recovery) implemented on St. Benedicts and Exchange Street; both allowing outside seating for eating and drinking, as well as reductions in traffic”.</p> <p>The Exchange Street proposal was previously listed as successfully meeting the TfN strategy’s aim to reduce the dominance of cars. The decision to reverse the measures on Exchange Street is contrary to the claims made about the success of the scheme thus far. It is not clear therefore whether a) the circumstances of the scheme have changed, and if so what options there are to address that; or whether other aims are now taking priority, and if so what those aims are and how they have been decided.</p> <p>It is not clear which strategy or strategies the decision to reverse the measures on Exchange Street is aligned with.</p> <p>The decision notice lists a lack of compliance, however it does not list options for improving compliance, nor does it list reasons why the scheme was deemed to have an acceptable level of compliance when it was listed as a success in the TfN Strategy in 2021, but not now. Furthermore, compliance is a matter for the police, and</p>

		<p>so it would be helpful to see the responses of the police to this decision.</p> <p>The decision notice does not set out any alternative options that are being explored to meet the aims of the TfN Strategy.</p> <p>The decision will have impacts on other areas of transport in Norwich, for example Bethel Street, Grapes Hill and elsewhere. But the decision notice is not clear on these impacts. The decision notice is also not clear about the impacts for businesses that have been using the space on Exchange Street.</p> <p>The report to the cabinet member states that the decision on Exchange Street is “finely balanced”. It states that the reason that Exchange Street does not meet the aims of the LTP4 is because of the low level of compliance, however this implies that the scheme has the potential to meet the LTP4 aims if appropriate measures to ensure compliance were in place. The report does not explore any options to put these in place.</p>
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**Detailed reasons for call in or any additional information in support of the call in that you wish to submit**

The Government has recently stated that it intends to limit councils’ ability to restrict where people drive. It is not clear whether the decision on Exchange Street has been made with this new direction from the Government in mind. Greater clarity is needed on whether the decision is being made because of the new direction from Government or for the council’s own reasons.

**Please use the space below to add any further comments. You may wish to consider:**

- **The outcome you would like to see as a result of this decision being called in**
- **Any further information that the Scrutiny Committee might wish to consider when assessing this call in.\***
- **Any Cabinet Members/Officers you would like to attend the meeting.\***

\* Please note this will be at the Chair of Scrutiny Committee’s discretion

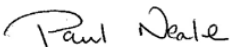
We would wish to see:

- Responses from the police regarding compliance
- Options that have been considered to ensure compliance
- Impacts of the decision on other parts of the transport network
- What has changed since 2021 when Exchange Street was listed as a success
- Alternative options considered to meet the LTP4 and TfN aims.

--

**Although it is not a constitutional requirement you are advised to speak to the Chair of Scrutiny Committee before submitting your call in. If you wish to record any comments from the Chair please insert them below**

--

Name (please print)	Signature	Date
Cllr. Paul Neale		11/10/2023

In accordance with the Constitution you must sign this form and obtain the signatures of at least three other Members of the Council:

Name (please print)	Signature	Date

I have considered the above call in and confirm that it is valid under the requirements of the Constitution.

I have considered the above call in and confirm that it is not valid under the requirements of the Constitution for the following reasons.

In coming to this conclusion, I have consulted the Chair of the Scrutiny Committee.

Signed by the Director of Governance and Monitoring Officer .....

Date .....

Please return to Democratic Services at [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)



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Please telephone the Director of Democratic and Regulatory Services on 01603 222949 or Democratic Services Manager on 01603 228913 to make them aware that the call-in form is on its way. You will receive a confirmation email once it has been received.

A Call-In request will only be valid if it has been received in person (by email) by the above people within the 5 working day deadline which will be specified in the decision letter.

Please note that the call-in procedure does not apply to urgent decisions.

<b>Decision Title and minute number</b>
Norwich City Centre Experimental Traffic Regulation Orders (TROs)
Recommendation 4) Proceed with reverting to the previous access arrangements in place pre-July 2020 on Bedford Street, Little London Street, London Street, Gaol Hill, Pottergate and Exchange Street.

<b>Decision taken by</b> (i.e. Cabinet, Cabinet Member, Chief Officer)
Cllr Graham Plant – Cabinet Member for Highways, Infrastructure and Transport

<b>Date of Decision</b>
6 <sup>th</sup> October 2023

	Reasons for call in	Highlight which of the following apply and explain why you consider the process/principle has not been followed by the decision maker (as appropriate)
1.	The decision is not in accordance with the budget and policy framework	
2.	The decision is a key decision and it has not been taken in accordance with the Constitution.	
3.	There is evidence that the principles of decision-making (as set out in Part 4 of the Constitution) have not been complied with. These principles are:	

	a) Actions agreed will be in proportion with what the Council wants to achieve.	
	b) Appropriate consultation will have been carried out and decisions will take account of its results and any professional advice given by Officers.	The Cabinet Member has failed to consult with relevant local partners to understand the impact of the decision before making it. The recommendation therefore does not appropriately consider Norwich City Council's local policies and procedures, particularly in regard to air quality management, public spaces plans and the Greater Norwich Local Cycling and Walking Infrastructure Plan.
	c) Decisions will reflect the spirit and requirements of Equalities and Human Rights legislation.	The report states that the EqlA identified positive and negative impacts on people with protected characteristics but these have not been expanded on to inform the content of the report.
	d) The presumption that information on all decisions made by the Council, the Executive and Committees should be public with only those issues that need to be exempt by virtue of the Access to Information Rules will be taken in private.	
	e) Decisions will be clear about what they aim to achieve and the results that can be expected.	

**Detailed reasons for call in or any additional information in support of the call in that you wish to submit**

The decision was made without consulting the Transport for Norwich Steering group, local businesses, divisional members, partner councils and failed to follow the Local Member protocol.

The timescale did not provide for consultees to offer alternatives to reversing the Exchange Street closure that could have been considered to enable either the closure to continue or an alternatives to be considered.

This call in comes with a request to Scrutiny Committee to refer the decision back to the cabinet member with a recommendation for the cabinet member to reconsider the decision and instead continue the closure of Exchange Street but allowing access for taxis with cameras to monitor and enforce the restriction. This would meet the concerns of taxi drivers but reduce the amount of cars using Exchange Street thereby maintaining some of the advantages gained from its closure. This compromise would also reduce the number of taxis using Bethel St as the exit route from the city centre car parks and help alleviate congestion at peak periods.

We understand there is still time to introduce such an order before the existing order on Exchange Street expires.

For clarity this call in does not apply to those sections of the decision that do not relate directly to Exchange Street.

**Please use the space below to add any further comments. You may wish to consider:**

- **The outcome you would like to see as a result of this decision being called in**
- **Any further information that the Scrutiny Committee might wish to consider when assessing this call in.\***
- **Any Cabinet Members/Officers you would like to attend the meeting.\***

\* Please note this will be at the Chair of Scrutiny Committee's discretion

Outcome we are seeking – We are asking the Scrutiny Committee to refer back to the cabinet member with a recommendation a TRO for Exchange Street be introduced urgently to provide for the continuation of the closure of Exchange Street except for taxis and introducing cameras to monitor and enforce the restriction.

**Although it is not a constitutional requirement you are advised to speak to the Chair of Scrutiny Committee before submitting your call in. If you wish to record any comments from the Chair, please insert them below**

<b>Name (please print)</b>	<b>Signature</b>	<b>Date</b>
Emma Corlett	<i>Emma Corlett</i>	17.10.2023

In accordance with the Constitution you must sign this form and obtain the signatures of at least three other Members of the Council:

<b>Name (please print)</b>	<b>Signature</b>	<b>Date</b>
Maxine Webb	<i>Maxine Webb</i>	17.10.2023
Chrissie Rumsby	<i>Chrissie Rumsby</i>	17.10.2023
Brenda Jones	<i>Brenda Jones</i>	17.10.2023

I have considered the above call in and confirm that it is valid under the requirements of the Constitution.

I have considered the above call in and confirm that it is not valid under the requirements of the Constitution for the following reasons.

In coming to this conclusion, I have consulted the Chair of the Scrutiny Committee.

Signed by the Director of Legal Services and Monitoring Officer .....

Date .....

Please return to Democratic Services at [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)