

Transport for Norwich Joint Committee

Date: 29 July 2021
Time: 10.am
Venue: Virtual meeting

Advice for members of the public:

This meeting will be held virtually.

It will be live streamed on YouTube for members of the public to watch remotely by clicking on the following link: <https://youtu.be/JV-BvmlbNiM>

Membership

Cllr Martin Wilby (Chair)
Cllr Barry Stone (Vice Chair)

Norfolk County Council
Norfolk County Council

Cllr Sue Lawn
Peter Joyner
Cllr Kay Mason-Billig
Cllr Emma Corlett
Cllr Mike Stonard
Cllr Ian Stutely
Cllr Brian Watkins

Broadland District Council
New Anglia Local Enterprise Partnership (LEP)
South Norfolk District Council
Norfolk County Council
Norwich City Council
Norwich City Council
Norfolk County Council

**For further details and general enquiries about this Agenda
please contact the Committee Officer:**

Hollie Adams on 01603 223029
or email committees@norfolk.gov.uk

A g e n d a

1 To receive apologies and details of any substitute members attending

2 Minutes

(Page 4)

To confirm the minutes of the meeting held on 10 June 2021

3 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.

District Council representatives will be bound by their own District Council Code of Conduct.

4 To receive any items of business which the Chairman decides should be considered as a matter of urgency

- 5 Transforming Cities - Cycle and Pedestrian Crossing of Outer Ring Road (Page 13)**
Report by the Director of Highways & Waste
- 6 Transforming Cities - Norwich Bus Station (Page 20)**
Report by the Director of Highways & Waste
- 7 St Stephens Road & surrounding area (Page 26)**
Report by the Director of Highways & Waste
- 8 St Williams Way Active Travel Fund scheme (Page 42)**
Report by the Director of Highways & Waste
- 9 Wayfinding (Page 52)**
Report by the Director of Highways & Waste
- 10 Transport for Norwich Strategy Review (Page 61)**
Report by the Director of Highways & Waste

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Date Agenda Published: 21 July 2021



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Joint Committee for Transforming Cities Funds Minutes of the Meeting Held on 10 June 2021 at 2pm on Microsoft Teams (virtual meeting)

Present:

Cllr Martin Wilby (Chairman)
Cllr Barry Stone (Vice-Chairman)
Cllr Emma Corlett
Cllr Sue Lawn
Cllr Kay Mason-Billig
Cllr Mike Stonard
Cllr Ian Stutely
Cllr Brian Watkins

Representing:

Norfolk County Council
Norfolk County Council
Norfolk County Council
Broadland District Council
South Norfolk District Council
Norwich City Council
Norwich City Council
Norfolk County Council

Officers Present:

Hollie Adams
Amy Cole

Alex Cliff

Durga Goutam
Ed Parnaby
Stuart Payne
Jeremy Wiggin

Title:

Committee Officer, Norfolk County Council
Project Engineer (Infrastructure Delivery), Norfolk County Council
Highway Network and Digital Innovation Manager, Norfolk County Council
Senior Engineer - Major Project Team, Norfolk County Council
Transport Planner, Norfolk County Council
Associate (WSP), Norfolk County Council
Transport for Norwich Manager, Norfolk County Council

Others Present

Jeremy Cooper
Cllr Shelagh Gurney
Cllr Jamie Osborn
Cllr Ben Price

Title:

Managing Director of Go-East Anglia
Local Member for Hellesdon
Local Member for Norwich Mancroft
Local Member for Norwich Thorpe Hamlet

1. Apologies for Absence

- 1.1 No apologies were received. Peter Joyner was absent.

2. Election of Vice-Chair

- 2.1 The Chair, seconded by Cllr Mason-Billig, nominated Cllr Barry Stone.
2.2 Cllr Barry Stone was duly elected as Vice-Chair for the ensuing Council year.

3. Minutes of last meeting

- 3.1 The minutes of the meeting held on 23 March 2021 were agreed as an accurate record.

4. Declarations of Interest

- 4.1 No interests were declared.

5. Items received as urgent business

- 5.1 No urgent business was discussed.

6. Connecting the Norwich Lanes

- 6.1.1 The Joint Committee received the report setting out proposals to deliver a number of highway improvement schemes as part of a holistic programme termed “Connecting the Norwich Lanes”. This programme would bring the Transforming Cities Fund (TCF) funded schemes together with those funded from a variety of other sources to enable a co-ordinated approach to consultation, assessment, design and delivery.
- 6.1.2 The Transport for Norwich Manager introduced the report to the Joint Committee:
- Funding for this scheme had been received from several sources.
 - The scheme included a proposal to make the temporary exclusion of general traffic on Exchange Street and St Benedict’s Street permanent.
 - Initial traffic modelling had been carried out; more detailed modelling was due to be carried out to look at wider impacts of the scheme.
 - Consultation and engagement would be carried out in summer 2021 with final proposals due to be brought back to the Joint Committee after this.
- 6.2 The following points were discussed and noted:
- Officers were asked what engagement was held with local businesses regarding their concerns about the scheme. The Transport for Norwich Manager replied that traders had been engaged with during development of the proposals and the consultation plan had been designed to ensure the consultation was as engaging and inclusive as possible.
 - A Member of the Joint Committee discussed her concerns that the permanent closure of Exchange Street may cause an increase in traffic on Bethel Street and Cleveland Road; she requested that baseline air quality levels were taken so the impact of the scheme could be monitored. The Transport for Norwich Manager confirmed that officers worked closely with Norwich City Council, who monitored air quality across Norwich, and a baseline of air quality had been gathered to inform monitoring moving forward.
 - A Member of the Joint Committee noted that the potential increase in traffic on Bethel Street and Cleveland road was likely to be mitigated by the Grapes Hill scheme, see Agenda item 7.
 - Officers clarified that plans for parking bays on St Giles Street were in development and would be finalised after the consultation. It was confirmed that access to the lanes would be maintained for deliveries and blue badge holders.
 - A Member of the Joint Committee felt the scheme would be positive for businesses, citing evidence from similar, already implemented schemes.
- 6.3 Cllr Jamie Osborn spoke to the Joint Committee as local Member for Norwich Mancroft:
- Cllr Osborn hoped additional measures were included to ensure that motorists

adhered to the closure of exchange street.

- Cllr Osborn suggested that a holistic strategy should be considered to mitigate the effects of traffic arriving at and leaving large carparks in the surrounding area.
- Cllr Osborn was concerned about a reported lack of engagement with residents and businesses so far and hoped there would be opportunity for people to come together to share ideas for the future of Norwich and these areas. He suggested an exhibition style or living streets style model would be beneficial.
- Cllr Osborn pointed out that the lanes housed residents as well as businesses and asked that their views were considered as part of the consultation.

6.4 The Joint Committee **RESOLVED**:

1. To **APPROVE** a public consultation on the Connecting the Norwich Lanes proposals as shown in Appendices A, B, C and D which includes making the temporary exclusion of general traffic on Exchange Street and St Benedict's Street permanent.

7. Grapes Hill Roundabout

7.1.1 The Joint Committee received the report setting out proposals for Grapes Hill Roundabout and recommending that the scheme was approved for construction and that the statutory procedures to implement the required Traffic Regulation Orders were commenced.

7.1.2 The Transport for Norwich Manager introduced the report to the Joint Committee:

- The proposals were first brought to Joint Committee in February 2021 and a public consultation was carried out in March 2021. Two hundred responses were received to the consultation with most being in support of the scheme and varying levels of support for different elements within it.
- The scheme had been altered in line with feedback received during consultation, shown in paragraph 3 of the report.
- Officers were working on the detailed design of traffic management elements and the final cost may therefore exceed the amount outlined in the report; if this was the case, funding would be reallocated from the wider Transforming Cities Fund programme, however officers were confident that this would still demonstrate high value for money.

7.2 The following points were discussed and noted:

- Concerns were raised by some Members of the Joint Committee about the safety of the proposed shared use facility for pedestrians and cyclists and that the mixture of off and on-road cycling facilities may make motorists less tolerant of cyclists using the carriageway. Officers reported that data showed the number of cyclists using the road on the approach to the roundabout was small as most used off-carriageway facilities here. It was proposed to extend the existing off-road facilities and make the existing shared use facility wider, longer and more effective and allow cyclists to join it in a safe area with good visibility.
- A Member of the Joint Committee raised concerns that the Equality Impact Assessment did not look at the impact of the shared use facility on sensory impaired people in the area, particularly those using the Vauxhall Centre, Hamlet Centre and Access Forum. Officers confirmed that the Equality Impact Assessment would be reviewed while the scheme was finalised and therefore this aspect of it could be developed in more detail.

- Some Members suggested that instead of being removed, the traffic lights at Convent Road be switched off for 3 months to pilot the impact of this change.
- It was suggested that the timings of crossings at Chapelfield North be changed to be more sensitive to pedestrians and cyclists. The Highway Network and Digital Innovation Manager replied that removal of signals on Convent Road would give greater flexibility of control for the remaining signals on the roundabout. In-carriageway sensors would be used to detect queues on Chapelfield North and Cleveland Road to detect the flow of traffic.
- The proposed changes at Grapes Hill Roundabout would help mitigate the concerns about an increase in traffic on Bethel Street and carpark traffic travelling up Cleveland road as discussed in paragraph 6.2 for the report “Connecting the Norwich Lanes”.
- The Chair felt that this scheme was a key piece of infrastructure for the city and would help improve traffic flow in the area.
- The Transport for Norwich Manager confirmed that safety audits would be conducted during construction, once the scheme was built and once the changes were embedded; any unforeseen issues which arose would be rectified.
- Officers reported that heat maps developed from data taken from apps such as Strava and Beryl Bike showed people took several routes into the city from this part of Norwich. Clear signage would be in place for cyclists to navigate around the junction.
- It was noted that a balance across all road users needed to be provided as not all were able to walk or cycle.
- A Member suggested that mitigations and traffic calming in side streets impacted by the scheme, such as Essex Street, were put in place.
- Joint Committee Members suggested that the report was brought back to a future meeting after implementation to look at issues raised, and mitigations required.

7.3.1 Cllr Jamie Osborn spoke to the Joint Committee as local Member for Norwich Mancroft:

- Cllr Osborn was concerned about the safety for pedestrians and cyclists using the shared use facility. He felt that cyclists would be discouraged from using the roundabout due to the amount of traffic using it each day, with most space being given to vehicles.
- Cllr Osborn felt that the aims of the Transforming Cities Fund would not be met through this scheme as he felt it would encourage more cars to use the ring-road, citing the forecast 6% increase in traffic in the first year which he believed would grow year on year and negatively impact on buses.

7.3.2 Officers responded to Cllr Osborne’s comments by clarifying that the 6% increase in traffic was traffic which would be reassigned from city centre roads and kept on the ring road. Delays at this junction were significant, with large variations in bus journey times throughout the day; the scheme aimed to improve bus journey time and reduce bus delays.

7.4 With 5 votes for and 3 abstentions the Joint Committee **RESOLVED**:

1. To **APPROVE** the proposals for Grapes Hill Roundabout as shown in Appendix B of the report.
2. To **CARRY OUT** the statutory procedures associated with the legal notices for the proposed toucan crossing and amendments required to existing pedestrian and cycle route.

8. Cromer Road & Aylsham Road

- 8.1.1 The Joint Committee received the report setting out proposals for Cromer Road and Aylsham Road for bus priority measures to encourage greater use of public transport, including Park and Ride, for local and longer distance journeys, the latter of which would help to address concerns outlined in the Hellesdon Neighbourhood Plan regarding through-traffic from further afield. The proposals had been subject to a public consultation from January 2021 to March 2021.
- 8.1.2 The Transport for Norwich Manager introduced the report to the Joint Committee:
- Concerns were raised during consultation by residents about the proposals; the report addressed these concerns by pointing out that access to properties would be maintained, no paths would be narrowed and access to shops and services would remain.
 - During the consultation period the Government released its new bus strategy, Bus Back Better; the proposals for this scheme were in line with this strategy.
 - Delivery would be subject to appropriate funding being received for the cycle way.
 - The scheme represented good value for money.
- 8.2.1 Cllr Shelagh Gurney spoke to the Joint Committee as local Member for Hellesdon:
- Residents local to the proposals were concerned about the decision being included with the TCF programme and by installation of a new pelican crossing in preparation for the bus lane.
 - Cllr Gurney was disappointed that the points she raised in response to the consultation were not included in the report.
 - Cllr Gurney felt that the statistics and data used to inform the scheme were too old, with some of them being up to 5 years old.
 - There was a poor bus service on Cromer Road and Cllr Gurney felt a bus lane on Reepham Road would have been a preferred option for a bus lane.
 - The report estimated 48,000 passengers per week travelling by bus on Cromer Road, but Cllr Gurney questioned this figure as anecdotal evidence suggested most buses travelling outside of peak times on this road had low occupancy.
 - Residents were concerned about congestion and rat running, noting that another bus lane was due to be installed on Drayton High Road as part of the Persimmon housing development.
 - Cllr Gurney suggested that residents would prefer a 7.30 to 9.30am bus lane was piloted, in a similar approach to on Wroxham Road.
 - The scheme was not supported by Cllr Gurney, the parish council or residents
- 8.2.2 Officers replied to Cllr Gurney's comments:
- Feedback in the report was summarised, and similar comments were not replicated due to the high number of comments received.
 - The data used to inform the scheme was from 2018 and was the most up to date data available.
 - Bus levels in the last 18 months had been lower than normal due to the Covid-19 pandemic, therefore pre-Covid data was the reference point used for bus usage data. Before the pandemic, bus travel in Norwich was increasing year-on-year, so it was expected this trend would continue after the pandemic.
- 8.3 Jeremy Cooper spoke to the Joint Committee as representative of Go-East Anglia

- Mr Cooper discussed the Government's expectations that Councils installed bus lanes wherever possible.
- Mr Cooper felt the proposals were democratic and would offer improvements for those using public transport.
- Mr Cooper felt that ensuring access to the city centre was important for the community and to support the local economy.
- Quicker and more punctual journey times from Hellesdon park and ride would encourage more people to use the service and free up road space for vehicles using the city centre, improving journey times and reducing emissions.
- In order to ensure that park and ride users had confidence in journey times and punctuality of buses Mr Cooper felt it was important for the bus lane to be reserved for park and ride buses during operating times.
- Mr Cooper discussed the aspirations for carbon neutral buses to be provided in future.

8.4 The following points were discussed and noted:

- Joint Committee Members noted the importance of public transport schemes for reducing traffic in the centre of Norwich.
- Some Joint Committee Members suggested that the bus lane should be trialled at peak times initially to measure outcomes and impact.
- The Chair pointed out that bus lanes had other beneficial uses such as for emergency vehicles and cyclists.
- Officers clarified that most bus lanes in Norfolk operated on a 24/7, 7 day a week basis. it was a Government expectation that Local Authorities installed bus lanes on a full-time basis.
- The importance of investing in electric and zero emission public transport and incentives to encourage use of public transport alongside the Bus Back Better strategy in order to encourage modal shift was discussed.
- Some Joint Committee Members suggested proposing the piloting of part time use of the bus lane, but to inform this, asked what the implications on securing future funding would if a decision was implemented counter to Government guidelines. The Transport for Norwich Manager confirmed that there was clear guidance from Government on the expectation for local authorities to deliver full time bus lanes. If this scheme was delivered on a part time basis it would therefore not be seen as consistent with government guidelines and could have an impact for the Council when putting together a business case for funding from Government in the future.

8.5 With 7 votes for and 1 abstention, the Joint Committee **RESOLVED** to **approve** the proposals for Cromer Road and Aylsham Road as shown in Appendix A of the report.

9. Norwich Rail Station Mobility Hub

9.1.1 The Joint Committee received the report setting out proposals for Norwich rail station, Thorpe Road and Foundry Bridge junction which had been subject to a public consultation from January 2021 to March 2021; the agenda report set out details of the consultation and how comments made had been fully considered.

9.1.2 The Transport for Norwich Manager introduced the report to the Joint Committee:

- The proposals would improve access to and from the station for cyclists and pedestrians

- Changes had been made to the scheme following consultation and were set out in the report in appendix D.
- In the consultation, concerns were raised about traffic management for St Matthews Road and Chalkhill Road; more engagement would be carried out with residents and local Councillors before agreeing a way forward for these streets

9.2 The following points were discussed and noted:

- A Joint Committee Member felt that the relocating the bus stop from the station forecourt to Thorpe road could be an issue for those with luggage or not familiar to the area and asked if Koblenz Avenue could be considered instead. Officers replied that the best place to locate buses was investigated through engagement with First Bus. First Bus felt that Thorpe Road was best as this location would increase reliability of the bus timetable by reducing the time spent getting in and out of the Station site.
- The possible increase in rat running on Rosary Road and other local roads was raised as a concern.
- The importance of ensuring clear signage for visitors to Norwich was noted and suggested that covered walkways at the station could be beneficial. Greater Anglia were partners in this scheme and were keen to hear feedback; officers agreed to feed suggestions back to them to consider as part of the wider work at the Station.

9.3.1 Cllr Ben Price spoke to the Joint Committee as Local Member for Norwich Thorpe Hamlet:

- Cllr Price had concerns about the scheme and had met with residents living in the local area.
- Cllr Price was concerned that there had not been consideration on the impact of traffic flow down Carrow Road and Riverside Road where air quality was three times that recommended by the World Health Organisation. He was concerned that the increase in traffic in these areas could leave the Council open to challenge and asked for information on how the scheme would not increase traffic and worsen air quality.
- Cllr Price was concerned about the link between poor air quality and poor respiratory health, possibly leading to death in children.
- Residents of Chalkhill Road and St Matthews Road were unhappy with the proposals for one-way traffic going up the hill; this was one of the steepest roads in the city and would require them to park in an uphill direction.
- Cllr Price felt that the scheme did not address the needs of cyclists and pedestrians at Foundry Bridge Junction as it did not allow people to continue their journey along the river.
- Cllr Price suggested traffic calming measures were put in place along Rosary Road and St Matthews Road to mitigate rat running and asked for assurance that air quality would be monitored and addressed.

9.3.2 Officers replied to Cllr Price that they would monitor the impact of the scheme to understand traffic movement after implementation of the scheme compared to beforehand. Officers did not yet know what mitigations would be needed on Chalkhill and St Matthews Road but were committed to working with Cllr Price, residents and stakeholders to understand issues and potential issues moving forward with money set aside to ensure mitigations here and in the wider scheme were tackled. Two air quality stations were located on Riverside Road to provide air quality data for

monitoring. A bid had been made to the Department for Transport to upgrade the signals on Koblenz Avenue and the outcome of this was being awaited.

- 9.4 With 4 votes for 1 vote against and 3 abstentions the Joint Committee **RESOLVED**:
1. To **approve** the proposals for Norwich rail station as shown on the plan contained in Appendix D of the report.
 2. To **carry out** the statutory procedures associated with the following Traffic Regulation Orders and Notices:
 - a) New bus, cycle and taxi lane along Thorpe Road
 - b) 20mph speed limit along Thorpe Road, with consideration for extension into the wider area.
 - c) Prohibit left turns from Thorpe Road into Riverside
 - d) New zebra crossing on Thorpe Road
 - e) New length of cycle lane on Prince of Wales Road inbound
 3. **Engage** further with residents of St Matthews Road, Chalk Hill Road and surrounding area to identify appropriate traffic management arrangements to mitigate any increases in traffic on these roads.

10 St Stephens Street

10.1.1 The Joint Committee received the report setting out proposals for St Stephens Street developed as part of the Transforming Cities Fund programme; the outcomes of a public consultation had already been reported at the December 2020 Joint Committee meeting and since that time further design work had been undertaken based on the feedback provided.

- 10.1.2 The Transport for Norwich Manager introduced the report
- The proposals updated following the consultation were detailed in the report and included increased capacity at the bus station, retention of 2-way traffic on Surrey Street with wider pavements and a redesign of the footway on St Stephens Street
 - Officers had engaged with a bus operator in Cambridge where sawtooth bus bay arrangements were in place who reported that there were no safety issues with the bays.

- 10.2 The following points were discussed and noted:
- Information on progress towards the upgrade to zero emission buses was requested. The Transport for Norwich Manager reported that First Bus were committed to becoming zero emission. Norfolk County Council were discussing with bus operators about putting together an application for the Government's Zero Emission Buses Regional Area (ZEBRA) funding and would discuss ways forward for the transition to a zero-emission fleet in Norwich with the Government.
 - Joint Committee Members were pleased with the evidence received from Cambridge and Peterborough about the sawtooth bays which were operating successfully in those areas.
 - Officers were asked if there had been a formal response from the Norwich Cycle Campaign. The Transport Planner reported that Norwich Cycle Campaign had challenged the introduction of sawtooth bays based on their safety but this had been mitigated by maintaining a two-way flow of traffic and obtaining robust evidence on the safety of these bays from Cambridge Road Safety team and bus operators.

- Officers confirmed that changes to St Stephens roundabout were included in the original bid to Government, but when this bid was scaled back, they had to be removed from the final scheme. There were several routes into Norwich in this area, some of which were less well known, and there was a commitment to review signage and lining for cyclists to ensure alternative and more convenient routes away from heavy traffic into the city centre were easy to see.

10.3 The Joint Committee unanimously **AGREED**:

1. To **approve** the proposals for the St Stephens Street area shown in Appendices 1a, 1b, 1c, 1d, 2 and 3 of the report for construction.
2. To **proceed** to public consultation of the necessary traffic orders and notices to make these proposals permanent.

The Meeting ended at 16:07

**Cllr Martin Wilby, Chair,
Joint Committee for Transforming Cities Funds projects**



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Transforming Cities Joint Committee

Item No 5

Decision making report title:	Transforming Cities – Cycle and Pedestrian Crossing of Outer Ring Road
Date of meeting:	29 July 2021
Responsible Cabinet Member:	Cllr Martin Wilby – Cabinet Member for Highways and Infrastructure
Responsible Director:	Grahame Bygrave (Director of Highways & Waste)
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

The Department for Transport has awarded Norwich £32m capital funding through the Transforming Cities Fund (TCF). The County Council's successful application was based on a vision to "Invest in clean and shared transport creating a healthy environment, increasing social mobility and boosting productivity through enhanced access to employment and learning."

Highway improvement proposals have been developed to improve crossing facilities of the Outer Ring Road for those walking and cycling in the Boundary Road area of Norwich and are outlined in this report. This scheme is also combined with necessary planned traffic signal upgrade work and carriageway resurfacing in the area. By co-ordinating all three works activities, we are able to improve efficiency and minimise disruption for local residents and all highway users.

Recommendations

- 1. To proceed to public consultation on the proposals for Cycle and Pedestrian Crossing Improvements on Boundary Road as shown on the plans contained in Appendix A.**

1. Background and Purpose

- 1.1.** The Department for Transport (DfT) has awarded £32m of funding to Norwich from the Transforming Cities Fund (TCF). The County Council's successful

application is based on a vision to “Invest in clean and shared transport creating a healthy environment, increasing social mobility and boosting productivity through enhanced access to employment and learning”.

- 1.2. Access into the city from Hellesdon for cyclists is difficult because there are no crossings over the Boundary Road section of the outer ring road. The pedestrian crossing facility between Marshall Road / Overbury Road will be upgraded for use by cyclists. This will be a key crossing to enable a proposed new pedalway route connecting Hellesdon to Trowse via Reepham Road which is presented in the draft Local Cycling and Walking Infrastructure Plan (LCWIP).
- 1.3. The main objective of the scheme is to provide a direct route for cyclists that makes it easier and safer to cross the ring road along the new pedalway route and to improve crossings for the pedestrians at the Boundary Road junction with the B&Q store access.

2. Proposals

- 2.1. This scheme aims to deliver improvements for pedestrians and cyclists in crossing Boundary Road. The proposals are shown in Appendix A and are subject to further detailed design.

This will be achieved by:

- Upgrading the existing crossing near to the B&Q store to a 2-stage crossing (currently 3-stage). As part of this the number of lanes turning right out of the B&Q car park will be reduced from 2 lanes to 1 lane. The existing single lane turning left out of the car park will be unchanged;
- A new shared use path connecting the B&Q junction to Overbury Road will be provided. This will be in part by widening and adopting an existing path on 3rd party land;
- Extending the existing shared use path on the southern side of Boundary Road to join up with Marshall Road. We are also proposing to improve the junction with Marshall Road to make it easier for cyclists to navigate safely;
- Removal of the existing pelican crossing on Boundary Road between Boundary Avenue and Vera Road. This crossing has low levels of use, and its loss will be mitigated by an improved crossing at the B&Q junction;
- Changing the waiting restrictions on the layby outside of Marshall Road to allow residents to park there to avoid cars parking on the verge or blocking the shared use path. Measures to prevent vehicles from driving onto verges and footways will be considered;
- Cycle route signage will be provided to enhance to visibility of this route and promote its usage.

3. Impact of the Proposal

- 3.1. The proposal will have a positive impact for cyclists and pedestrians due to it being easier and quicker to cross the Boundary Road. Changing the junction

from a 3-stage to 2-stage crossing will reduce the waiting time at the traffic lights.

Those cycling North-South between Hellesdon and the city centre will have a more direct route that avoids cycling on busy roads.

- 3.2. The removal of the existing pedestrian crossing on Boundary Road near Vera Road will benefit bus users by reducing journey times and improving journey time reliability. It is also likely to improve the flow of general traffic through this route by avoiding unnecessary congestion. Though the crossing is not well used at present, it will increase the distance for pedestrians who want to cross in this area. The next nearest crossings are located at the B&Q junction, 165m to the west and the crossing at Boundary Junction which is 160m to the east.
- 3.3. A traffic assessment has been carried out to compare the existing junction with the proposed configuration to consider the impacts during the morning (AM) and evening (PM) peaks.

This suggests that the queue length for the AM period for traffic heading westbound will reduce by 9.8 meters whereas the queue length for traffic heading eastbound and coming out of the B&Q carpark will increase by 0.5 to 2.9 meters.

For the PM period the queue for traffic heading westbound will reduce by 6.3 meters and the queue length for traffic heading eastbound and coming out of the B&Q carpark will increase by 1.2 to 6.9 meters.

In summary, there will be little impact on the queue length as a result of these proposed changes to the junction.

- 3.4. **Safety Audit:** The scheme has been subjected to a safety audit, the recommendations of which have been incorporated into the proposed scheme plans in Appendix A.

4. Evidence and Reasons for Decision

- 4.1. These proposals will deliver the vision set out in our TCF application, which will make it easier to cycle directly into the city centre.
- 4.2. The traffic assessment shows that there will be little impact on general traffic as a result for these changes to the junction.
- 4.3. A manual count from June 2021 showed 952 vehicles turning left out of the B&Q car park and 842 vehicles turning right out of the B&Q car park within a 12-hour period (7am – 7pm). The same survey also showed that 10,377 vehicles passed through the junction heading eastbound and 11,111 vehicles passed through heading westbound. The survey recorded 176 pedal cyclists traveling on the carriageway.
- 4.4. The same count recorded 80 pedestrians crossing Boundary Road and 40 cyclists during the same 12 hour period.

- 4.5. The reason for removing the existing pedestrian crossing on Boundary Road is that the existing crossing is not used by many people. For the week commencing 24th May the crossing was called on average 80 times a day (7am to 7pm, weekdays only). For comparison the crossing on the outer ring road on Mile Cross Lane, near to St Faiths Road was called on average 181 times a day for the same period.
- 4.6. The reason for changing the waiting restrictions on the layby is that currently residents are driving over and parking on the verge in this area. Allowing residents to park in the layby will remove the need to drive on the verge.
- 4.7. The carriageway resurfacing works and planned signal upgrade programme will be carried out at the same time as this TCF scheme to minimise disruption and improve efficiency and overall value for money.

5. Alternative Options

- 5.1. An alternative option was to improve the existing crossing between Vera Road and Rye Avenue. This would have included adding a new cycle crossing between the two roads and changing Vera Road to be one way with no access from Boundary Road.

The reasons for not taking this option forward are:

- The route for cyclists along Merchant Way/ Vera Road is worse as the route is not as direct. The one-way system along Vera Road would be inconvenient for residents and businesses in the area. In particular, the Salvation Army who have a charity shop and community venue on the junction with Boundary Road.

- 5.2. There were also two alternative options that were considered for the B&Q junction that we have since decided not to carry forward:

- We explored the option of having a segregated crossing for cyclists traveling North-South. The reason for not going with this option is that there is not enough space within the highway boundary. The central island would need to be 5m wide to achieve this. We would need to move the stop line for cars turning into the B&Q car park back which would reduce the capacity for the car park entry lane
- We also considered upgrading the existing shared use path on the southern side of Boundary Road into a segregated path. The reason for not moving forward with this option is due to the need to remove several well-established trees.

6. Financial Implications

- 6.1. The cost of the project is £438,063 which includes a maintenance contribution for carriageway surfacing works of £98,063 and £40,000 for signalling upgrades. This scheme represents Very High Value for Money based on assessment criteria set out by government.

7. Resource Implications

7.1. **Staff:** The scheme will be designed and delivered utilising existing resources.

7.2. **Property:** None.

7.3. **IT:** None.

8. Other Implications

8.1. **Legal Implications:** None. NPLaw will advise on the Traffic Regulation Order noticing requirements and will confirm that actions taken to date have been compliant with the legislative requirements.

8.2. **Human Rights implications:** None.

8.3. **Equality Impact Assessment (EqIA):** An Equality Impact Assessment has been developed for this project.

8.4. **Health and Safety implications:** The proposed scheme has been designed to improve the safety of highway users. A Road Safety Audit stage 1 has been carried out and the recommendations of which have been incorporated into the proposed scheme plan in Appendix A.

8.5. **Sustainability implications:** None.

8.6. **Any other implications:** None

9. Risk Implications/Assessment

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

10. Select Committee comments

10.1. Not applicable.

11. Recommendations

11.1. **To proceed to public consultation on the proposals for Cycle and Pedestrian Crossing Improvements on Boundary Road as shown on the plans contained in Appendix A.**

12. Background Papers

12.1. None

Officer Contact

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

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Transforming Cities Joint Committee

Item No 6

Decision making report title:	Transforming Cities – Norwich Bus Station
Date of meeting:	29 July 2021
Responsible Cabinet Member:	Cllr Martin Wilby – Cabinet Member for Highways and Infrastructure
Responsible Director:	Grahame Bygrave (Director of Highways & Waste)
Is this a key decision?	No
If this is a key decision, date added to the Forward Plan of Key Decisions.	N/A
<p>Executive Summary</p> <p>The Department for Transport has awarded Norwich £32m capital funding through the Transforming Cities Fund (TCF). The County Council's successful application was based on a vision to "Invest in clean and shared transport creating a healthy environment, increasing social mobility and boosting productivity through enhanced access to employment and learning."</p> <p>Norwich Bus Station is a key transport interchange and the improvements outlined in this report aim to improve access to the Bus Station and the customer travel information provided.</p> <p>Recommendations</p> <p>1. To approve for construction the improvements proposed at Norwich Bus Station outlined in this report.</p>	

1. Background and Purpose

- 1.1. The Department for Transport (DfT) has awarded £32m of funding to Norwich from the Transforming Cities Fund (TCF). The County Council's successful application is based on a vision to "Invest in clean and shared transport creating a healthy environment, increasing social mobility and boosting productivity through enhanced access to employment and learning".

- 1.2. Norwich Bus Station is located on a sloping site and currently bus passengers can only access onward travel information at the bus stops or within the bus station building itself. Walking access to the bus station from the nearby busy and vibrant St Stephens Street requires pedestrians to cross the entrance to a busy multi storey car park and the bus station entrance from Queens Road is not very prominent. Pedestrian access is also available from Surrey Street and the walking access along this street will be improved through a separate highways improvement scheme.
- 1.3. A key objective of the scheme is to improve the walking route to the bus station from St Stephens Street to the Queens Road entrance, with priority being given to pedestrians across the car park entrance, making it safer and easier to cross.
- 1.4. A further objective of the scheme is to provide bus passenger information displays at the key entrances to the bus station to enable people to easily and quickly view live bus information without having to go into the bus station building or to any specific bus stop.

2. Proposals

- 2.1. This scheme aims to deliver improvements for pedestrians accessing the Bus Station as well as improvements to access to passenger information, the proposals are shown in Appendix A.

These improvements will be achieved by:

- Provision of three real time information monolith displays which will provide passengers with real time bus information at each of the key entrance points to the Bus Station;
- Soft landscaping around the existing historic city wall incorporating sustainable urban drainage features where possible;
- Enhanced provision for those walking to the Bus Station Queens Road entrance from St Stephens Street with a continuous footway providing clear pedestrian priority across the entrance to the existing multi storey car park;
- Improve the prominence of the existing entrance to the Bus Station off Queens Road with improved signage and lighting;
- LED lighting upgrades to the existing bus stop shelters within the Bus Station to improve the lighting levels and provide a more efficient lighting system.

3. Impact of the Proposal

- 3.1. The proposal will have a positive impact for pedestrians due to it being easier to walk to the Bus Station from St Stephens Street. Providing clear priority for pedestrians and clarity for drivers accessing the existing multi storey car park will reduce conflict and improve the walking experience in this location.
- 3.2. The provision of real time bus information for passengers will provide passengers with the opportunity to access live bus information without having to access the bus

station building itself. As the site is on a slope this is a considerable benefit to passengers with limited mobility.

- 3.3. An improvement to the main entrance to the Bus Station from Queens Road will provide greater prominence of this key transport hub, which is otherwise not visible from the carriageway. The improved signage and lighting will provide an attractive and welcoming approach to the Bus Station.
- 3.4. **Safety Audit:** The scheme has been subjected to a safety audit, the recommendations of which have been incorporated into the proposed scheme plans in Appendix A.

4. Evidence and Reasons for Decision

- 4.1. These proposals will deliver the vision set out in our TCF application, which will:
 - Make it easier to access public transport services in the city centre;
 - Make it easier to access information on public transport.

5. Alternative Options

- 5.1. Alternative locations for the real time information monoliths have been discussed such as the new entrance to the Bus Station from the west, behind the new student accommodation blocks. This location is however considerably closer to the Bus Station building and the existing external public information screen. This location was therefore discounted in favour of the other three key entrance locations to the Bus Station.

6. Financial Implications

- 6.1. The total budget for the project is £437,083 and would be funded from the TCF budget. This scheme represents Very High Value for Money in government appraisal terms.

7. Resource Implications

- 7.1. **Staff:** The scheme will be designed and delivered utilising existing resources.
- 7.2. **Property:** None.
- 7.3. **IT:** None.

8. Other Implications

- 8.1. **Legal Implications:** None.
- 8.2. **Human Rights implications:** None.

8.3. **Equality Impact Assessment (EqIA):** An Equality Impact Assessment has been carried out for the overall TCF2 programme and for this individual scheme. Groups most likely to benefit from the Transforming Norwich programme are young people, older people, disabled people and people living in deprived areas. This scheme will help by:

- Improving access to public transport information;
- Improving access to public transport.

8.4. Norfolk County Council has a duty to pay due regard to equality when exercising its public functions. In promoting this scheme, we have considered the potential impact on local people, particularly disabled and older people, parents and carers of children and others who may have needs when using the highways. Preliminary consultation on the scheme will take place to enable people to highlight any issues that are important for the Council to be aware of before a decision is made.

8.5. **Health and Safety implications**

The proposed scheme has been designed to improve the safety of highway users. The design will be subject to a Road Safety Audit and the recommendations of which will be incorporated into the proposals as the detailed design develops.

8.6. **Sustainability implications:** None.

8.7. **Any other implications:** None.

9. Risk Implications/Assessment

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

10. Select Committee comments

10.1. Not applicable.

11. Recommendations

11.1. **To approve for construction the improvements proposed at Norwich Bus Station outlined in this report.**

12. Background Papers

12.1. None

Officer Contact

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

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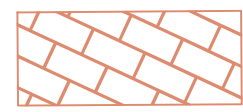
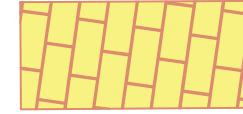

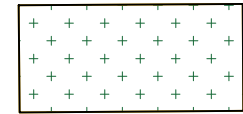
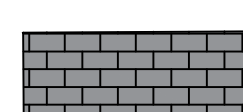
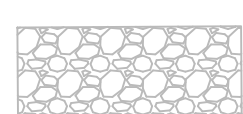
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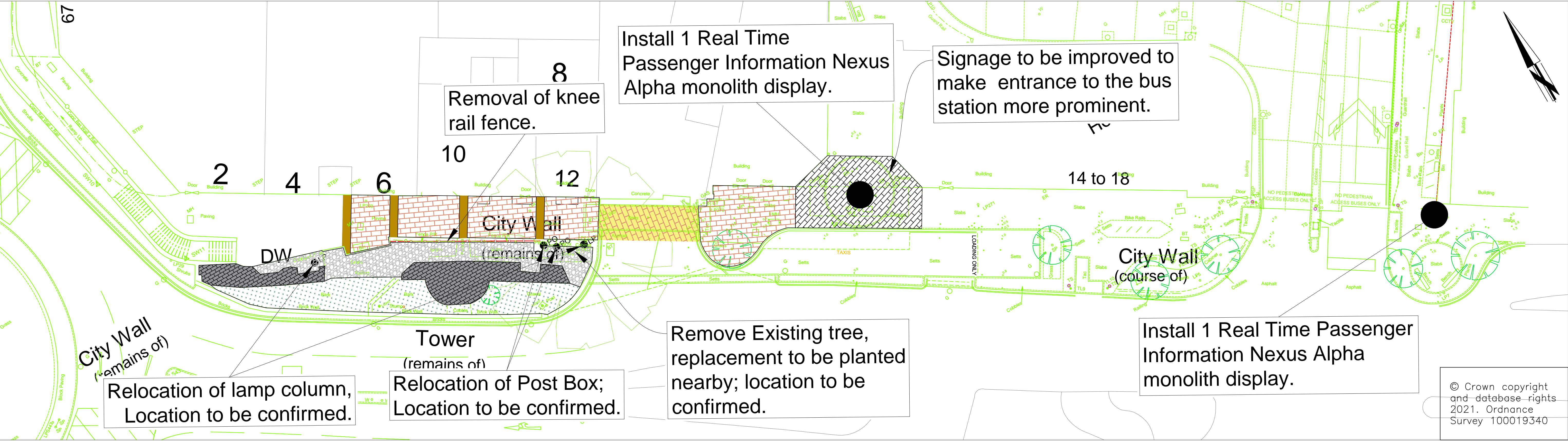
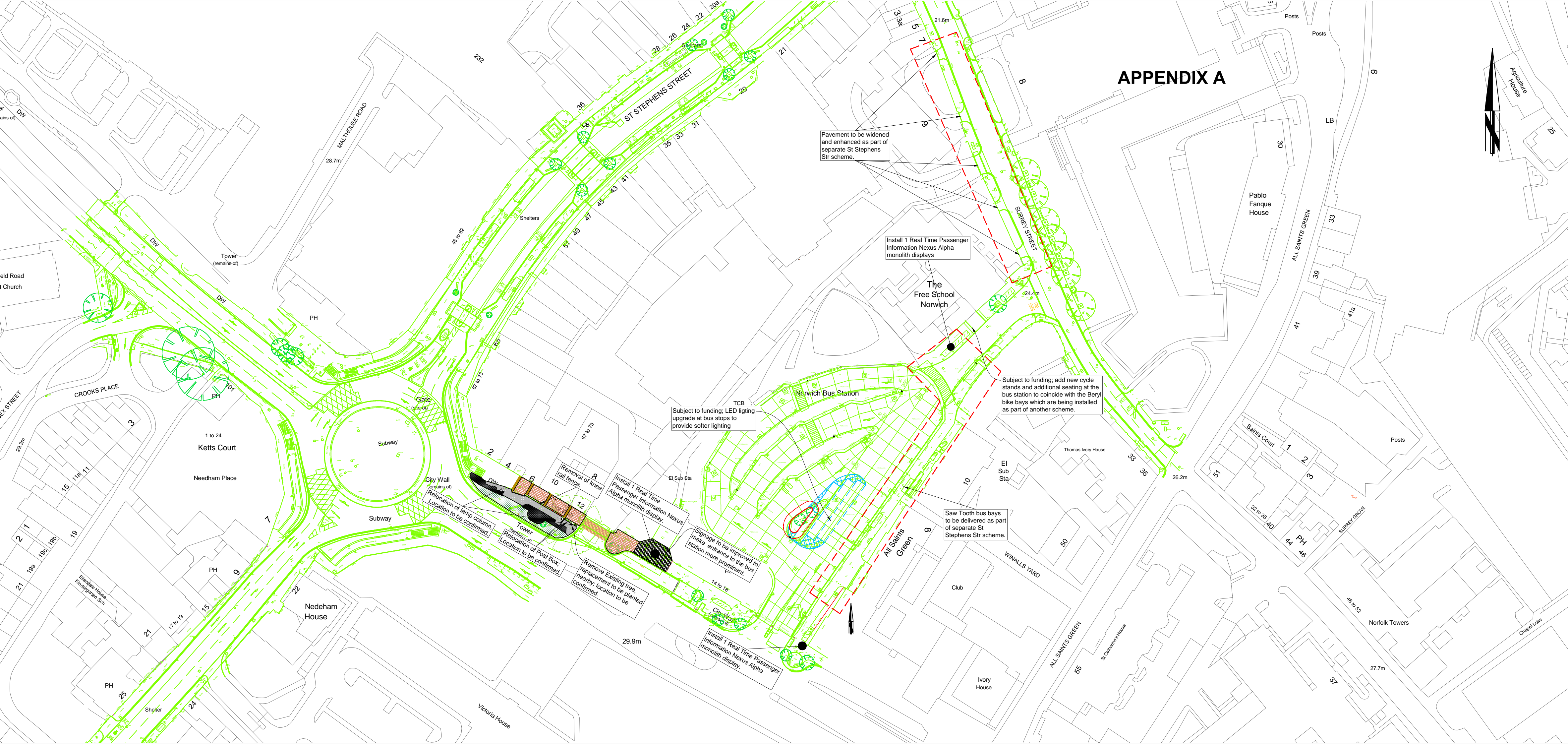
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Key:

-  Use detailed paving to link the crossing areas with the footway on both sides.
-  Proposed continuous footway to provide better connection to the bus station.
-  Feature paving to highlight bus station entrance.
-  Low maintenance Sustainable Drainage Systems and planting to be used to highlight city wall.
-  City wall.
-  Cobbles to the front of the city wall.

Notes:

1. Ordnance survey details shown coloured grey; do not scale from OS details.
2. Existing surveyed details are shown coloured green.



Transforming Cities Joint Committee

Item No 7

Decision making report title:	St Stephens Road and Surrounding Area
Date of meeting:	29 June 2021
Responsible Cabinet Member:	Cllr Martin Wilby (Cabinet Member for Highways and Infrastructure)
Responsible Director:	Grahame Bygrave (Director of Highways & Waste)
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

The Department for Transport (DfT) has awarded Norwich capital funding from the Transforming Cities Fund (TCF). The County Council's successful application was based upon a vision to "Invest in clean and shared transport creating a healthy environment, increasing social mobility and boosting productivity through enhanced access to employment and learning".

Proposals were initially developed to improve the environment for walking and cycling in St Stephens Road and Grove Road, which were approved for consultation by this committee in December 2020 and consultation took place during January and February 2021. Based on the outcome of this consultation, it was clear that some elements of the original proposals needed to be revised. A further consultation was then undertaken in May / June 2021 and this report sets out the findings of that further engagement and recommends that revised proposals are approved for construction.

Recommendations

- 1. To approve the proposals for St Stephens Road and surrounding area as set out in Section 2.12 and Appendices C1, C2 and C3.**
- 2. To commence the statutory procedures associated with the new legal Traffic Regulation Orders (TROs), notices for speed cushions and any amendments to existing TROs.**

1. Background and Purpose

- 1.1. St Stephens Road is a key route for people walking from the city centre to City College and further afield and the main objective of this scheme is to improve the pedestrian environment along this route, particularly across side roads and at the Grove Road / Ipswich Road junction. The current layout of the Grove Road / Ipswich Road junction provides insufficient space for existing and future numbers of pedestrians to safely wait before crossing or wait in the middle island. In addition, the scheme aims to enhance the existing facilities for cyclists at the junction between Newmarket Road and Ipswich Road, which is on the route of the orange pedalway.
- 1.2. A consultation for this scheme was originally carried out in January / February 2021. As a result of this, a number of revisions were made based upon the feedback received and further dialogue with local Councillors. This led to a further consultation being held in May / June 2021.

2. Proposals

- 2.1. The main elements proposed in the original consultation in January / February 2021 were the following (see **Appendix A**):
- Closure of the left turn from St Stephens Road into Grove Road in order to provide additional footway space for pedestrians waiting to cross so that people feel safe and to make it easier to cross the Grove Road / Ipswich Road junction in a single movement, without having to wait on the island in the middle of the junction;
 - Provision of a one-way section on Grove Road heading towards its junction with St Stephens Road (existing accesses to remain outside the one-way system) to allow the installation of a new two-way segregated cycle lane along this part of the Orange pedalway;
 - Provision of a 7.5-tonne weight limit on Grove Road to allow the road to be narrowed for the two-way segregated cycle lane, while still being able to take vehicles less than 7.5 tonnes;
 - Widening of the footway on Ipswich Road near the Grove Road junction to provide extra space and a safer environment for pedestrians while retaining enough road width to allow for larger vehicles;
 - New traffic signals to maximise traffic flow through the junction by pedestrians, cycles, buses and general traffic using new traffic signal equipment; and
 - Widening of the existing pedestrian crossing on St Stephens Road to allow for the large number of pedestrians who use this crossing, particularly at peak times making it easier to cross.
- 2.2. In total, there were 104 responses to the online questionnaire in the original consultation, as well as a number of written representations. A summary of the key responses is outlined in **Table 1** below.

Table 1: Summary of key responses (original consultation)

Element	Like it / Like it very much	Dislike it / Strongly dislike it
Closure of left turn into Grove Road	29%	61%
One way on Grove Road	29%	53%
7.5 tonne weight limit on Grove Road	44%	27%
Two-way segregated cycle lane on Grove Road	32%	38%
Footway widening on Ipswich Road	56%	21%
Optimisation of traffic signals	32%	22%

- 2.3. In the free-text responses that accompanied, the positive comments were based around the scheme making the area safer to walk and cycle by providing more space, simplifying the junction and introducing a weight limit on Grove Road.
- 2.4. The main negative comments were based around concerns that the scheme would cause rat running on alternative roads (Victoria Street and Grove Avenue in particular), increase pollution in the local area, provides little benefit to local residents, impacts on larger, delivery vehicles and that there is insufficient cycle traffic to justify the scheme.
- 2.5. Following the feedback to the original consultation, and in dialogue with local Councillors, the following amendments and revisions were made and included in a revised consultation during May / June 2021 (see **Appendix B**):
- A new 20mph speed limit to be introduced on St Stephens Road between the St Stephens roundabout and the junction with St Stephens Road / Ipswich Road / Newmarket Road to reduce general traffic speeds in the area to make vulnerable road users feel more comfortable;
 - Provision of raised tables to slow traffic turning into residential side roads and to provide a continuous route for pedestrians, making it easy to cross and people feel safe. This would apply at the Victoria Street, Kingsley Road and Grove Avenue junctions;
 - Provision of 'keep clear' road markings on St Stephens Road at the Kingsley Road junction to aid traffic entering and leaving the junction;
 - One-way on Grove Avenue, with no entry from Ipswich Road (access via Grove Walk) to prevent rat-running along this narrow street, which is difficult for two-way traffic due to the layout and on-street parking bays;
 - Removal of the bus shelter and bin near Victoria Street junction to improve visibility and provide additional footway space in this congested area. This would remain as a bus stop with a bus stop flag being positioned on the lamp column;
 - Provision of a 7.5-tonne weight limit on Victoria Street and Kingsley Road to reduce general rat-running of vehicles and prevent large vehicles from using this street;

- Provision of a 'no right turn' from St Stephens Road onto Victoria Street (left turn from St Stephens Road will be retained).

2.6. In total, there were 405 responses to the second consultation, as well as a number of written representations. A summary of the key responses is outlined in **Table 2** below.

Table 2: Summary of key responses (second consultation)

Element	Like it / Like it very much	Dislike it / Strongly dislike it
Closure of left turn into Grove Road	23%	61%
One way on Grove Road	24%	59%
7.5 tonne weight limit on Grove Road	37%	33%
Two-way segregated cycle lane on Grove Road	33%	38%
Footway widening on Ipswich Road	47%	30%
Optimisation of traffic signals	41%	20%
Widening pedestrian crossing on St Stephens Rd	40%	26%
20mph speed limit	53%	26%
Raised tables at side road entrances	40%	36%
One way on Grove Avenue	22%	57%
Removal of bus shelter near Victoria Street	27%	26%
7.5 tonne weight limit on Victoria Street and Kingsley Road (plus no right turn into Victoria Street from St Stephens Road)	32%	35%

Scheme elements common to both consultations

- 2.7. Overall, similar feedback was received to the scheme elements that were included in both consultations. In both cases, there was a majority of dislike to the closure of the left turn into Grove Road as well as one-way on Grove Road and the provision of the segregated cycle lane on Grove Road. There was a majority of support for the 7.5 tonne weight limit on Grove Road, footway widening on Ipswich Road, optimisation of the traffic signals and widening of the existing pedestrian crossing on St Stephens Road.
- 2.8. The removal of the left turn into Grove Road is the only way that additional space can be provided for the large number of pedestrians waiting to cross the Grove Road / Ipswich Road junction and enable pedestrians to cross the road in a single movement, rather than having to wait on the island in the middle of the junction. This additional space not only makes it easier to cross the road, it will also enable pedestrians to feel safe. Additionally, the closure of the left turn and the provision of one-way traffic at this location is the only way that sufficient space can be provided to allow the installation of a two-way segregated cycle lane along this part of the Orange pedalway to connect with the Grove Road / Ipswich Road junction. Whilst acknowledging the concerns raised regarding these elements,

providing an improved environment for those walking and cycling across this very busy junction is a key aspiration of this scheme.

Scheme elements specific to the follow up consultation

- 2.9. Regarding the additional proposals that were consulted on, there was a majority of support to the 20mph speed limit being imposed, the removal of the bus shelter to provide extra space and the provision of raised tables at side road entrances to slow traffic on entry and make the side roads easier to cross. There was a majority disliking to the proposed one-way on Grove Avenue and the 7.5 tonne weight limit on Victoria Street and Kingsley Road / no right turn into Victoria Street. However, on the latter point, it should be noted that free-text comments provided indicate that the dislike was largely directed at the provision of the right turn ban and not the 7.5 tonne weight limit on Victoria Street.
- 2.10. Further discussions with local Councillors around all of the consultation feedback highlighted that the following should be considered in the final proposals put to this committee:
- Remove the proposal for the right-hand turn ban into Victoria Street from St Stephens Road. Whilst the intention of this was to reduce the level of through traffic in Victoria Street, the strength of feedback indicated a low-level of support. However, speed cushions should be provided along Victoria Street;
 - Retain the waste bin on St Stephens Road at the Victoria Street junction and add a couple more along St Stephens Road along this pedestrian route that is being improved, preferably ones that separate waste from recycled material. This will be subject to the City Council agreeing to the ongoing emptying of these bins;
 - Relocate the bus shelter from St Stephens Road (near to the Victoria Street junction) to the bus stop opposite The Eagle pub on Newmarket Road. This will be subject to the shelter being in good condition following its removal and suitable for reinstallation;
 - Speak to Tesco and the Trafford Arms public house regarding delivery times and routing of deliveries to utilise Southwell Road and Brazengate in preference to other local roads. This is to be reviewed after 3 months and seek to impose a 7.5 tonne limit on Grove Walk and Trafford Road if required;
 - Reverse the proposed one-way on Grove Avenue so that it is eastbound away from Ipswich Road, and provide speed cushions along Grove Road. This would be consistent with free-text responses received from the consultation;
 - Provide side road treatment across the Cecil Road / Ipswich road junction;
 - Move the existing Car club space on Cecil Road to a different location that doesn't cause traffic to block the junction at busy periods;
 - Report back to committee after an agreed period of time (eg. 6 months) showing how pedestrian / cycle waiting times have changed at the St Stephens Road / Ipswich Road / Newmarket Road junction.

- 2.11. Across the two consultations, there were a number of common concerns raised. These are outlined in **Table 3** below, along with an officer response.

Table 3. Summary of main concerns with officer response

Concern	Officer response
Will increase rat running on local residential streets	<p>Whilst the removal of the left turn into Grove Road will displace this traffic, the number of vehicles affected by this over a 24-hour period is low (circa 250). It is expected that this traffic will disperse over the roads in the area or will choose a different routing entirely.</p> <p>The provision of raised tables will slow traffic turning into residential side roads and will give a strong impression that these roads are for access to residential properties and not to be used as a through route.</p> <p>The provision of speed cushions on Victoria Street and Grove Avenue will slow traffic, reinforce the residential nature of these roads and discourage through traffic.</p>
No benefit to local residents	<p>Local residents will benefit from slower traffic, roads that are easier to cross, pavements that have more space and a safer connection to the orange pedalway at a very busy junction.</p> <p>HGVs will also be restricted / encouraged to use routes that are more appropriate to the size of their vehicle.</p> <p>Residents of Kingsley Road and Victoria Street will benefit from 'Keep Clear' markings being provided at the junctions with St Stephens Road.</p>
Why isn't the existing pedestrian crossing on St Stephens Road aligned with the exit from the Fellows Plain development?	<p>The existing crossing is aligned with the original entrance to the old hospital site. Unfortunately, it is not possible to relocate this so that it is realigned with the pedestrian exit from the Fellows Plain development because it would then conflict with the Kingsley Road junction and be unsafe to use.</p> <p>We know that this crossing is well used and is therefore being widened so it can better accommodate this demand.</p>

Existing layout works well, doesn't need changing	<p>St Stephens Road is a key route for people walking from the city centre to City College and nearby residential areas. However, the current layout of the Grove Road / Ipswich Road junction provides insufficient space for existing and future numbers of pedestrians to safely wait before crossing or wait in the middle island. The existing arrangement is a two-stage crossing that requires pedestrians to wait to cross into the island in the middle of the road before waiting again to complete the crossing to the other side.</p> <p>The proposals set out in this report will provide the additional space for pedestrians to wait safely and provides the convenience of being able to cross in one movement and not two.</p> <p>The provision of raised tables will slow traffic turning into residential side roads and will make it easier for pedestrians to cross and feel safe.</p> <p>The scheme will enhance the existing facilities for cyclists at the junction between Newmarket Road and Ipswich Road, which is on the route of the orange pedalway.</p>
When bus gate at Brazengate is active would make leaving area difficult especially for HGV's. Where will the HGV's go which have delivered to Tesco / Trafford Arms. Extend 7.5T limit to surrounding roads	We will engage with Tesco and the Trafford Arms public house regarding delivery times and routing of deliveries to utilise Southwell Road and Brazengate in preference to other local roads. This is to be reviewed after 3 months and seek to impose 7.5 tonne limit on Grove Walk and Trafford Road if required.
St Stephens roundabout is a bottleneck, sending right turning traffic for Victoria Street round the roundabout will add to the congestion	Restricting the right turn into Victoria Street from St Stephens Road has been removed from the proposals following concerns raised.
Refuse lorries are heavier than 7.5 tonne. How will this be dealt with?	Refuse lorries will be able to access all residential roads.
Footway width only an issue at college start/finish times	Whilst there is likely to be a peak busy time for the number of pedestrians along this route, it is important that an environment is provided

	where roads are easy to cross, people feel safe and choose to walk.
Already a lack of access for local vehicles	<p>Access is retained for local vehicles. The provision of raised tables and speed measures on local roads will help to reduce through (non-local) traffic.</p> <p>Measures to restrict / encourage HGVs to use routes that are more appropriate to the size of their vehicle should remove conflict this size of vehicles may have.</p>
One-way on Grove Avenue should be from Ipswich Road to Grove Walk	Proposals have been amended based on feedback so that the one-way is from Ipswich Road.
Not enough litter bins as is, removing will add to litter problems	Proposals have been amended so that a bin is retained at the Victoria Road junction we are looking to add some additional bins along St Stephens Road, preferably ones that separate waste from recycled material, subject to the City Council agreeing to the ongoing emptying of any additional bins.
Cycle numbers do not justify this work	<p>The St Stephens Road / Newmarket Road / Ipswich Road junction is a very busy junction on the orange pedalway. Removal of the left turn into Grove Road to provide the additional space needed for safer and more convenient pedestrian movements also provides the opportunity for a new segregated, two-way cycle route to link with the junction.</p> <p>Therefore, the pedestrian and cycle elements of the proposal work well together and complement each other, providing a safer and more attractive environment for users.</p>
More traffic on Cecil Road which has a school on it	Any impacts on traffic flows on Cecil Road are predicted to be minimal, particularly with the proposed one-way on Grove Avenue now being in the direction from Ipswich Road.
Make right hand turn into Victoria Street rush hours only.	Feedback indicated little support for a right turn restriction from St Stephens Street into Victoria Street. Similar traffic flows are experienced on Victoria Street throughout the day, so there is little evidence to support this intervention for a limited period of the day.

Summary of proposals for which approval is sought

- 2.12. Taking into account the outcomes of the two consultations undertaken, the following outlines the key proposals for which approval is sought. This is also presented in **Appendices C1, C2 and C3**:
- a. Closure of left turn into Grove Road from St Stephens Road;
 - b. Restrict to one-way traffic on Grove Road heading towards the junction with St Stephens Road;
 - c. Restrict to a 7.5 tonne weight limit on Grove Road, Victoria Street and Kingsley Road;
 - d. Provide a two-way segregated cycle lane on Grove Road into the junction with St Stephens Road;
 - e. Footway widening on Ipswich Road near to the Grove Road junction;
 - f. Optimise traffic signals for pedestrians, cycles, buses and general traffic;
 - g. Widen the existing pedestrian crossing on St Stephens Road;
 - h. Impose a 20mph speed limit on St Stephens Road between the St Stephens roundabout and the junction of St Stephens Road / Newmarket Road / Ipswich Road;
 - i. Provide raised tables at the side road entrances to Victoria Street, Kingsley Road and Grove Avenue;
 - j. Provide 'Keep Clear' road markings on St Stephens Road at the Kingsley Road and Victoria Street junctions;
 - k. Restrict to one-way traffic on Grove Avenue from Ipswich Road to Grove Walk;
 - l. Remove the bus shelter and near Victoria Street junction and seek to relocate to opposite The Eagle public house;
 - m. Provide additional waste / recycling bins along St Stephens Road;
 - n. Provide speed cushions along Victoria Street and Grove Avenue;
 - o. Speak to Tesco and the Trafford Arms public house regarding delivery times and routing of deliveries to utilise Southwell Road and Brazengate in preference to other local roads. Review after an appropriate period of time (no later than 6 months) and seek to impose 7.5T limit on Grove Walk and Trafford Road if required;
 - p. Report back to committee after an agreed period of time (no later than 6 months) showing how pedestrian / cycle waiting times have changed at the St Stephens Road / Ipswich Road / Newmarket Road junction.
- 2.13. It is proposed that the provision of a side road treatment across the Cecil Road / Ipswich road junction, as well as the review of the Car Club bay on Cecil Road is considered as part of the Active Travel Fund proposals being developed in this area.
- 3. Impact of the Proposal**
- 3.1. This proposal will provide a substantially improved environment for those walking and cycling along St Stephens Road and through the busy junction of St

Stephens Road / Ipswich Road and Newmarket Road. Proposals will make roads easier to cross, people will feel safe and more people will choose to walk and cycle.

- 3.2. Restrictions to traffic in Grove Road are the only way that sufficient space can be provided to deliver the improved pedestrian and cycle facilities at the junction with St Stephens Road. This in turn requires a number of interventions to be made on other streets, which are outlined in this report. However, measures to reduce speeds, review access by HGVs and restrict vehicle flows on these other streets will in turn bring about benefits to local residents, as will the relocation of bus infrastructure and the provision of additional waste / recycling bins.

4. Evidence and Reasons for Decision

- 4.1. A range of options have been considered to deliver key improvements to the walking and cycling environment in this busy area. The proposals are based on extensive feedback from residents, Councillors and other stakeholders.

5. Financial Implications

- 5.1. Funding of £1.77m has been secured through the Transforming Cities Fund to deliver pedestrian and cycle improvement works in this area. At this stage, we are forecasting that this scheme will cost in the region of £800,000; remaining funding will be reallocated within the TCF programme.
- 5.2. This scheme represents 'Very High Value for Money' based on government criteria for appraising schemes.

6. Resource Implications

- 6.1. **Staff:** None – the scheme will be delivered through existing staff resources.
- 6.2. **Property:** There is the need to purchase some land at 80 St Stephens Road to maximise benefits. Contact has been made with the land owner and this will be progressed.
- 6.3. **IT:** Not applicable.

7. Other Implications

- 7.1. **Legal Implications:** Any changes to the existing Traffic Regulation Orders will be carried out as required.
- 7.2. **Human Rights implications:** None.
- 7.3. **Equality Impact Assessment (EqIA):** An Equality Impact Assessment has been carried out as part of the development of the scheme. Norfolk County Council has a duty to pay due regard to equality when exercising its public functions. In promoting this scheme, 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 highways..

- 7.4. **Health and Safety implications:** None. The Highway Safety Audit process will be followed during detailed design and after construction is completed.
- 7.5. **Sustainability implications:** The objectives of the business case are specifically targeted at improving the impact of transport has on carbon emissions, air quality and public health.
- 7.6. **Any other implications:** None.
- 8. Risk Implications/Assessment**
- 8.1. A risk register is maintained as part of the design and construction delivery process.
- 9. Select Committee comments**
- 9.1. Not applicable.
- 10. Recommendations**
- 10.1. **1. To approve the proposals for St Stephens Road and surrounding area as set out in Section 2.12 and Appendices C1, C2 and C3.**
2. To commence the statutory procedures associated with the new legal Traffic Regulation Orders (TROs), notices for speed cushions and any amendments to existing TROs.
- 11. Background Papers**
- 11.1 None.

Officer Contact

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

Officer name: Andrew Wadsworth **Tel No.:** 01603 223986

Email address: andrew.wadsworth@norfolk.gov.uk



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Proposed changes

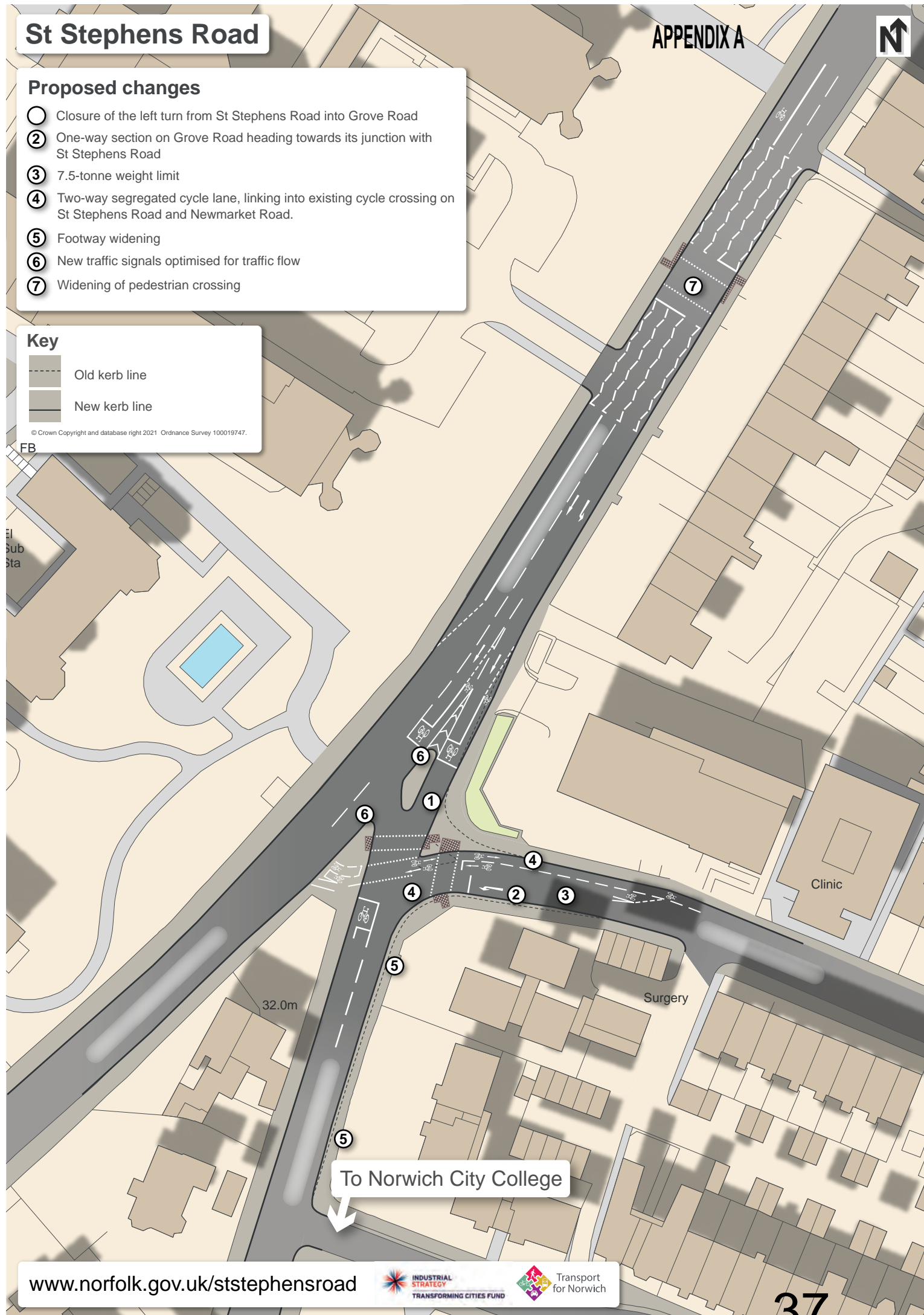
- Closure of the left turn from St Stephens Road into Grove Road
- ② One-way section on Grove Road heading towards its junction with St Stephens Road
- ③ 7.5-tonne weight limit
- ④ Two-way segregated cycle lane, linking into existing cycle crossing on St Stephens Road and Newmarket Road.
- ⑤ Footway widening
- ⑥ New traffic signals optimised for traffic flow
- ⑦ Widening of pedestrian crossing

Key

- Old kerb line
- New kerb line

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FB



To Norwich City College

St Stephens Road

APPENDIX B

12 7.5-tonne weight limit on Victoria Street and Kingsley Road, plus no right turn from St Stephens Road onto Victoria Street (left turn will be retained)

Proposed changes

- 1 Removal of the left turn from St Stephens Road into Grove Road
- 2 One-way section on Grove Road heading towards its junction with Ipswich Road
- 3 7.5-tonne weight limit
- 4 Two-way segregated cycle lane, linking into existing cycle crossing on Ipswich Road and Newmarket Road
- 5 Footway widening
- 6 New traffic signals optimised for traffic flow
- 7 Widening of pedestrian crossing
- 8 20 mph speed limit
- 9 Raised table to calm traffic and mark entrance to residential area. The same treatment will also apply to the Victoria Street junction and a 'keep clear' road marking added at Kingsley Road junction
- 10 One-way on Grove Avenue, with no entry from Ipswich Road (access via Grove Walk)
- 11 Remove bus shelter and bin near Victoria Street junction – 'stop' flag to remain on lamp column
- 12 Please see description in the box at the top of the plan

www.norfolk.gov.uk/ststephensroad



Key

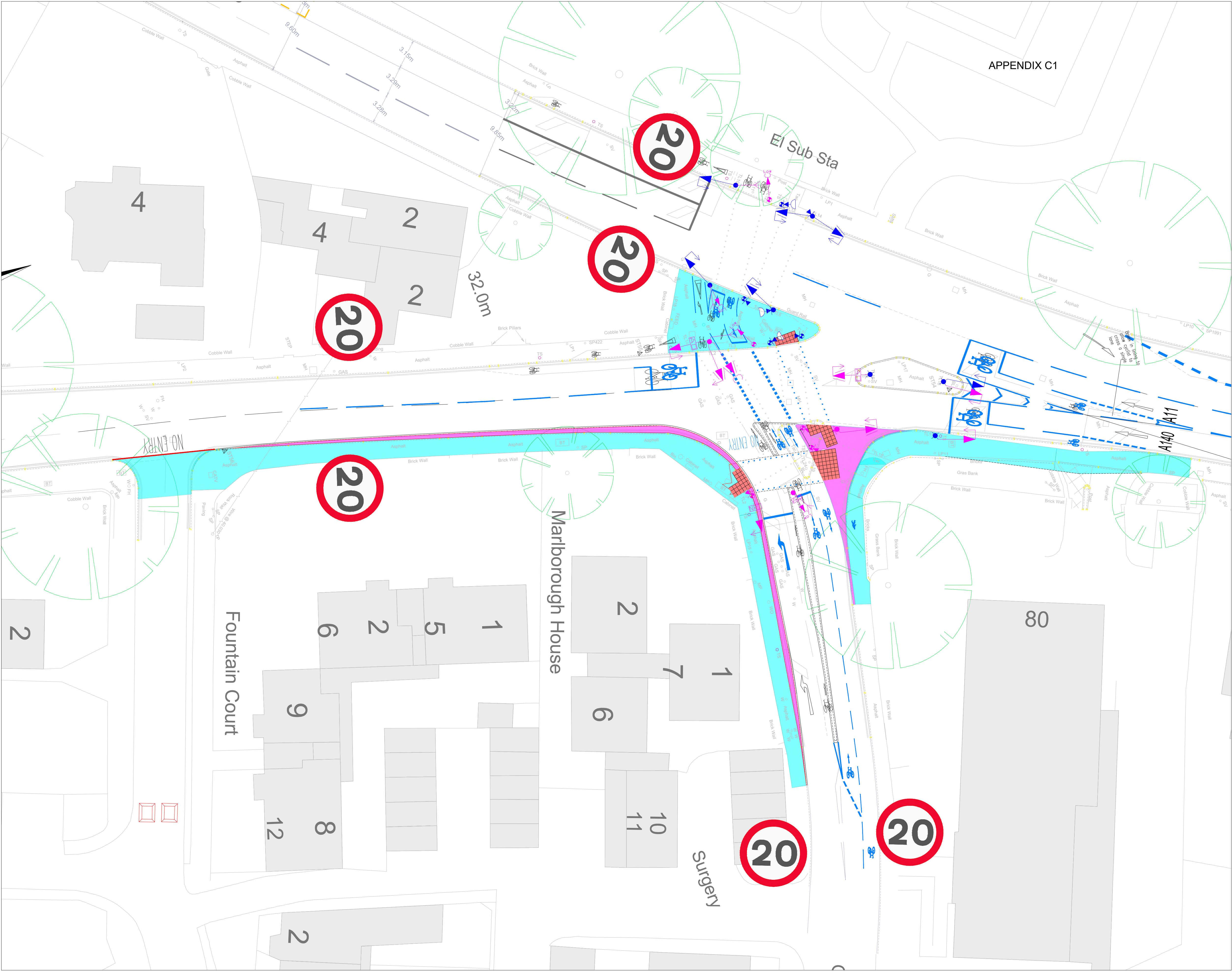
- Old kerb line
- New kerb line

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To Norwich City College



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APPENDIX C1

Key/Notes

- Area of existing footway to be broken out and reconstructed.
- Area of existing carriageway to become footway.

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Survey 100019340

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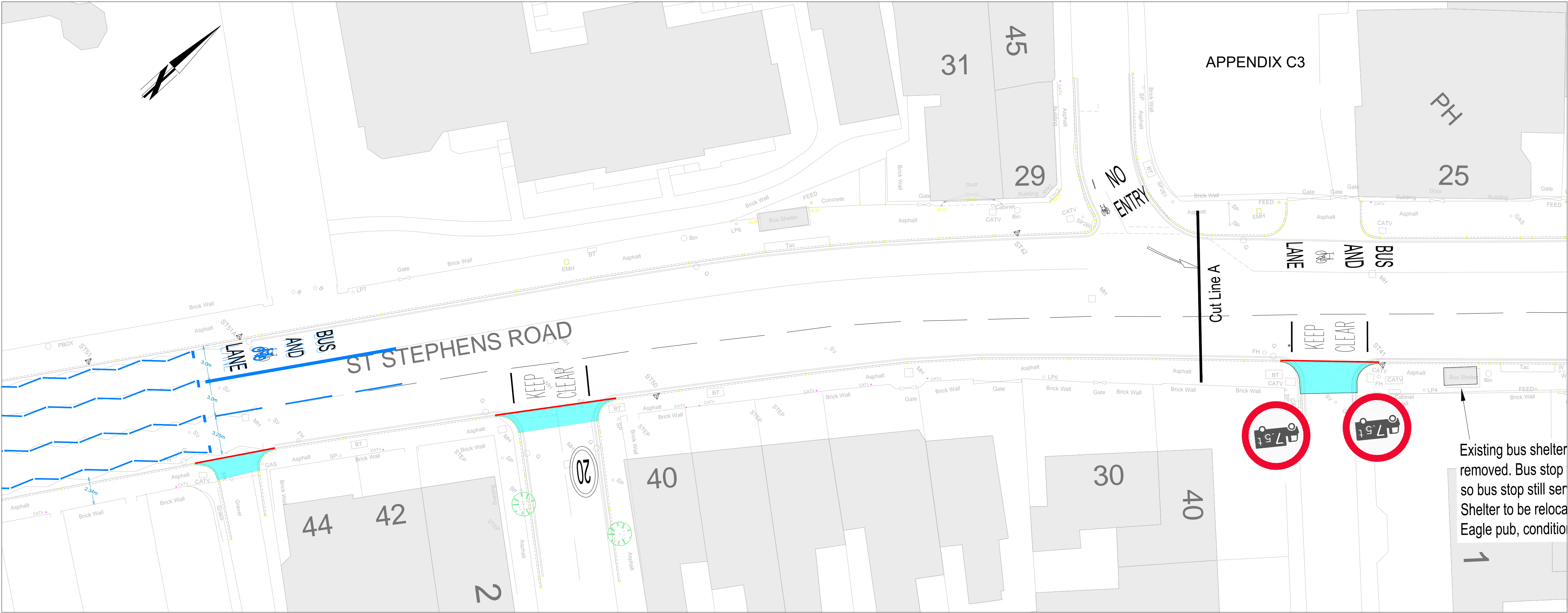
NEWANGLIA
Local Enterprise Partnership
for Norfolk and Suffolk

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

DRAWING TITLE
TCF St Stephens Road to City College
General Arrangement Plan
Sheet 1 of 3

REV.	DESCRIPTION	DRAWN BY	CHECKED	DATE
P01	FIRST ISSUE	PK	NM	14/04/20
P02	CARRIAGEWAY LANE UPDATED			13/05/20

	INITIALS	DATE	DRAWING No.
SURVEYED BY	AM		Full proposals after 2nd consultation
DESIGNED BY	NM	14/04/2020	PROJECT TITLE
DRAWN BY	PK	14/04/2020	TCF St Stephens Road to City College
CHECKED BY			SCALE
			1:200 @ A1
			FILE No.
			PP1007



- NOTES
1. Dimensions shall not be scaled from this drawing. All dimensions shown are in metres.
 2. This general arrangement is not to be used for construction, it is a composite drawing showing the spatial relationship between the proposed and existing features. Reference should be made to the relevant specific construction plans.
 3. This drawing should be read in conjunction with all relevant documentation, drawings and standard details.
 4. The design has been developed & agreed through consultation with the relevant authorities (highways, sewerage, planning and sab).
 5. Conflicting information shown on the engineer's drawings or discrepancies between the information given by the engineer and that provided by others must be referred to the engineer before the works commence.
 6. The contractor shall maintain free and open access to public highway and adjacent lands at all times during the course of the works unless otherwise agreed in writing with the interested parties.
 7. Remove existing bituminous footway surfacing to a depth of 50mm and re-surface with 25mm thick binder and 25mm thick surface course as per the 'Standard Norfolk Treatment' detail on Drg No. NCD-1100-26. Surface course to have golden gravel finish as note 5 on Drg No. NCD-1100-26.
 8. New footway construction as Standard Norfolk Treatment detail on Drg No. NCD-1100-26, including golden gravel finish to surface course.
 9. Remove existing bituminous footway surfacing to a depth of 50mm and re-surface with 25mm thick binder and 25mm thick surface course as per the 'Standard Norfolk Treatment' detail on Drg No. NCD-1100-26

- Key
- Highway Boundary
 - Existing Trees
 - Chainage
 - Proposed kerb
 - Existing gullies
 - Proposed red tactile paving Refer NCC drawing NCD 1100-08
 - Proposed paving slabs Refer NCC Drawing NCD 1100-25
 - Proposed footway widening See Note 8
 - Existing footway to be re-surfaced See Note 7
 - Existing footway to be re-surfaced See Note 9
 - New Footway To Vehicular Access Refer NCC Drawing NCD 1100-26 (SNT)
 - New Footway To Vehicular Access Refer NCC Drawing NCD 1100-26 (SNT with golden gravel)
 - Speed cushion

DRAFT

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Funded by:



NEWANGLIA
Local Enterprise Partnership
for Norfolk and Suffolk

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

DRAWING TITLE
TCF St Stephens Road to City College
General Arrangement Plan
Sheet 3 of 3

REV.	DESCRIPTION	DRAWN BY	CHECKED	DATE
P01	FIRST ISSUE	PK		14/04/20
P02	CARRIAGEWAY LANE UPDATED	NM		13/05/20

	INITIALS	DATE	DRAWING No.	PROJECT TITLE
SURVEYED BY			TCF-WSP-ST-XX-DR-CV-000003	TCF St Stephens Road to City College
DESIGNED BY	NM	14/04/2020		
DRAWN BY	PK	14/04/2020		
CHECKED BY			SCALE 1:200 @ A1	FILE No.

Transforming Cities Joint Committee

Item No 8

Decision making report title:	St Williams Way Active Travel Scheme
Date of meeting:	29 July 2021
Responsible Cabinet Member:	Cllr Martin Wilby (Cabinet Member for Highways and Infrastructure)
Responsible Director:	Grahame Bygrave (Director of Highways & Waste)
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

Norfolk County Council was recently awarded £1.2 million from the Department for Transport's (DfT) Active Travel Fund to invest in local infrastructure projects that support the promotion of walking and cycling as an attractive and convenient transport mode for shorter journeys. Projects funded through the Active Travel Fund support those being delivered through the Transforming Cities Fund, which has the aim of investing in clean transport options that will increase social mobility and access to employment and learning.

We are proposing to introduce mandatory cycle lanes that are protected from general traffic and parking restrictions (double yellow lines) along the length of St Williams Way (just west of Thor Loke to Margetson Avenue) to improve safety and encourage more people to cycle. Consultation was carried out during March 2021.

Recommendations

- 1. To approve the construction of the mandatory cycle lanes along St Williams Way as presented in Appendix A.**
- 2. To commence the statutory procedures associated with the new legal Traffic Regulation Orders (TRO) and any amendments to existing TROs.**

1. Background and Purpose

- 1.1. Funding has been awarded from the Department for Transport's (DfT) Active Travel Fund to invest in local infrastructure projects that support the promotion of

walking and cycling as an attractive and convenient transport mode for shorter journeys.

- 1.2. Safety concerns have been highlighted for a number of years, that parking within the existing advisory cycle lanes on St Williams Way forces those that are cycling to swerve into the main carriageway of this busy stretch of road. There is currently a sub-standard advisory cycle lane on both sides of the road between the Thor Loke and Margetson Avenue junctions.

2. Proposals

- 2.1. A plan outlining the changes can be found in **Appendix A**. The recently installed mandatory cycle lane on St Williams Way, segregated from general traffic by small bollards, will be extended from where it currently ceases, just west of Thor Loke, to around Margetson Avenue, effectively replacing the advisory cycle lanes along this stretch. It is important to note that whereas advisory cycle lanes are spaces on the carriageway for cycling in and occasional use by vehicles, mandatory cycle lanes are dedicated lanes solely for use by those cycling.
- 2.2. To protect the new lengths of mandatory cycle lanes, 'At any time' waiting restrictions (double yellow lines) are proposed on St Williams Way from approx. 80m west of Thor Loke to its junction with Margetson Avenue. In addition, it is proposed to extend the double yellow lines into the junctions with Pilling Road and Aerodrome Road. Waiting restrictions indicated by yellow lines apply to the carriageway, pavement and verge. However, vehicles may stop to load or unload or while passengers board or alight.
- 2.3. Consultation ran from 5 March to 26 March 2021 and, in addition to scheme information and a survey being made available online, a total of 214 letters were sent out to residents in the local area. 78 responses were received, giving an overall response rate of 36%. 74 responses came directly from local residents, representing 43% of the 172 households included in the consultee list.
- 2.4. Of those who responded to the consultation, 35% (27) were in favour of the proposal and 59% (46) raised a concern or objection. 6% (5) gave a neutral or mixed view but were all in favour of (or neutral to) the proposed introduction of double yellow lines, as were a further 3 residents who objected to the overall proposal.
- 2.5. The Norwich Society and Norfolk Constabulary supported the overall proposal but questioned the use of bollards to segregate cyclists from general traffic. Norwich Cycle Campaign were also in broad support but requested further protection for cyclists through the staggered crossing at Williams Loke. Thorpe Town Council objected to the proposal on a number of grounds but also acknowledged traffic speeds as a major concern and recognised the need for a mandatory cycle lane in some form.
- 2.6. Free text responses were also provided and more detailed information on this, as well as an officer response, can be found on the [County Council website](#).

- 2.7. A summary of the main issues raised is outlined in **Table 1** below, along with an officer response.

Table 1: Summary of main issues raised

Issue	Officer Response
Cycle bollards are a danger to motorists and cyclists	<p>We are currently reviewing the most appropriate use of segregators for cycle lanes and will ensure those selected in this location are suitable in terms of safety and provide good visibility in all light conditions for all road users.</p> <p>The proposed mandatory cycle lanes will be a minimum width of 2m providing ample space for people to safely cycle past the segregators and the type of wand/base units.</p> <p>The exact positioning of individual separators will be determined through the detailed design process ensuring no driveway access is obstructed.</p> <p>Bollards in the verge would not prevent people from parking in the road and obstructing those cycling in the cycle lane.</p> <p>Installing segregators will provide a uniform look to St Williams Way, complimenting the measures already in place around the Thunder Lane section.</p> <p>The Governments 'Gear Change' vision document, as well as the latest cycle infrastructure design guidance (Local Transport Note 1/20) released in 2020 clearly sets out that "cyclists must be physically separated and protected from high volume motor traffic, both at junctions and on the stretches of road between them". Reference is also made that cycle routes on busy roads should not be marked out only with road markings as people will generally perceive these to be unacceptable for safe cycling.</p>
Street cleaning will be difficult to maintain	<p>As the gap between the kerblineline and separator is greater than 1.5m, a small road sweeper could be utilised. Areas around the separators could be hand swept if necessary. The proposed double yellow lines will discourage parking on the verge as well as on the main highway which will reduce drainage issues caused by damage to the grass verges from vehicle movements.</p>

<p>Cycles will still be vulnerable to traffic and continue to cycle on the pavement</p>	<p>The introduction of the wider, segregated cycle lanes will not make those cycling vulnerable to left turning traffic at junctions.</p> <p>Cycle lanes already run across the Williams Loke junction and other side roads. The placing of separators on the approach to junctions, similar to the separator installed in advance of Thor Loke, offers some protection to cyclists from left turning vehicles and reduces vehicle entry speeds.</p> <p>No safety incidents have been recorded since the Thunder Lane section was completed and the proposed scheme will be subject to full safety audit in design and construction.</p> <p>Segregation between cycles and motor vehicles is unlikely to be achieved through the extents of the controlled crossing due to the restricted road widths and relatively narrow footways. This will be considered further at the detailed design stage.</p> <p>By making it safer to cycle on the carriageway, this should encourage people to cycle more responsibly and not feel the need to cycle illegally on the pavement.</p> <p>We will be delivering a sustained behaviour change and cycle training programme to increase usage and provide education in responsible use.</p>
<p>Concerns around parking and deliveries</p>	<p>The proposed double yellow lines will prohibit parking both on the verge and carriageway. Any vehicles parked on the verge will be liable to be issued with a parking ticket.</p> <p>Loading and unloading for very short periods of time is still allowed which means vehicles can stop to make deliveries, tradesmen can unload tools etc and visitors can stop to collect and drop off passengers, medicines etc. The majority of properties have ample off-street parking for visitors and tradespersons who may need to access properties for longer.</p> <p>Whilst loading and unloading may temporarily block the cycle lane, this will be temporary in nature as the exemption only refers to stopping on double yellow lines whilst actively loading/unloading, rather than causing a longer-term obstruction. This presents a considerably safer environment for those cycling than the current situation</p>

	<p>There is a good level of parking available for those wanting to travel to the health centre and library by car and these proposals do not restrict vehicle access to these premises or reduce the amount of parking space available in Williams Loke. The library, health centre and primary school were all included within the consultation and no concerns around access have been raised.</p> <p>A comprehensive Traffic Management Plan has not been produced for a scheme of this size but consideration has been given to how local traffic may be affected. The majority of properties situated along the proposed extents of the double yellow lines have off-street parking, often for several vehicles, which removes the need to park on the road in many instances.</p> <p>Where a similar scheme was introduced on the eastern end of St Williams Way, few issues have been reported of vehicles continuing to park within the restricted cycle lanes.</p>
Impacts on residents and the surrounding areas	<p>No property has an automatic entitlement to on street parking and highway restrictions on any busy A class roads such as this are to be expected. The Council can legally make changes to the highway to improve safety and is not obliged to offer compensation or allowance for an assessment by a RICS surveyor.</p> <p>The likely level of displaced parking caused by this proposal is low given the amount of off-road parking that is available and is not considered significant to affect the safety of any side roads.</p>
Funding is better directed elsewhere	<p>The funding that has been secured from government to provide the segregated cycle lanes is not sufficient to fund any works to accommodate additional parking for visitors.</p> <p>We are aware there is currently some overgrown vegetation on the south side pavement which may restrict pedestrian movement. We will get this tidied up as part of our overall works. The removal of parking on the verge will also make it easier for those using the pavement.</p> <p>The use of pavements to provide an area where those walking and cycling are segregated would require extensive and costly reconstruction of the pavements, verges and accesses to property. We do not have sufficient funding for works of this nature.</p>

	<p>Whilst Gordon Avenue is part of an existing pedalway route (Green Pedalway) and provides a helpful route to the Lionwood Junior School as well as the city centre, St Williams Way provides a direct connection to the shops and services at the Heartsease roundabout off Plumstead Road, as well as convenient access to St Williams Primary School, library and medical centre. Given the higher traffic flows on St Williams Way, funding has been prioritised to improve the cycling environment here instead of Gordon Avenue.</p> <p>St Williams Way has an existing 30mph speed limit and traffic count data that we have indicates that speed compliance is generally very good and most drivers adhere to the speed limit. The reduced width of the traffic lanes is also expected to improve compliant with the speed limit.</p> <p>We are currently looking at options for improving the Heartsease roundabout to provide a safer environment for those walking, cycling and driving.</p>
Justification of the scheme	<p>The aim of the proposals is not only to improve just for current use but for future use too. Where investment has been made in cycle facilities across Norwich over the past few years, we have seen, on average, an increase in the number of people cycling by around 40%. It is recognised that road safety concerns are a significant barrier to people contemplating cycling as an alternative mode of transport, which this scheme aims to address.</p>

3. Impact of the Proposal

- 3.1. This project aims to provide a safer environment for all road users by providing a wider unobstructed route for cycling and an increased separation between vehicles and cycles. Vehicles will still be able to access all properties along this road.

4. Evidence and Reasons for Decision

- 4.1. Although concerns have been raised by local residents to the proposals, this report has responded to those concerns and highlighted that the infrastructure installed will be suitable in terms of safety and provide good visibility in all light conditions for all road users, will retain access to properties and allow loading and unloading.
- 4.2. These proposals are fully consistent with the 'Gear Change' vision document released by central government in 2020, which clearly sets out that "cyclists

must be physically separated and protected from high volume motor traffic, both at junctions and on the stretches of road between them”.

5. Alternative Options

- 5.1. An alternative option would be to provide off-carriageway cycle facilities, segregated from pedestrians, but this would require extensive remodelling of pavements, verges, kerblines and accesses to properties, which would significantly exceed the budget available for the delivery of this scheme.

6. Financial Implications

- 6.1. Funding of £1.2 million has been awarded to Norfolk County Council from the Department for Transport's (DfT) Active Travel Fund. This scheme is expected to cost circa £75,000, which will be fully funded from this allocation. This scheme represents Very High Value for Money.

7. Resource Implications

7.1. Staff:

The scheme will be designed and delivered utilising existing resources.

7.2. Property:

None

7.3. IT:

None

8. Other Implications

8.1. Legal Implications:

None. NPLaw will advise on the Traffic Regulation Order noticing requirements and will confirm that actions taken to date have been compliant with the legislative requirements.

8.2. Human Rights implications:

Not applicable.

8.3. Equality Impact Assessment (EqIA):

An Equality Impact Assessment has been carried out for this individual scheme.

Norfolk County Council has a duty to pay due regard to equality when exercising its public functions. In promoting this scheme, 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 highways.

8.4. Health and Safety implications:

The proposed scheme has been designed to improve the safety of highway users, a road safety audit has been carried out and the details of which have been incorporated into the proposals.

8.5. Sustainability implications:

The objectives of this scheme are targeted at improving the impact transport has on carbon emissions, air quality and public health. It is felt these proposals will have a positive impact on the environment by encouraging sustainable modes of transport and should reduce private vehicle mileage.

8.6. Any other implications:

Officers have considered all the implications which members should be aware of. Apart from those listed in the report there are no other implications to take into account.

9. Risk Implications/Assessment

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

10. Select Committee comments

- 10.1. Not applicable.

11. Recommendations

- 11.1.
 1. To approve the construction of the mandatory cycle lanes along St Williams Way as presented in Appendix A.
 2. To commence the statutory procedures associated with the new legal Traffic Regulation Orders (TRO) and any amendments to existing TROs.

12. Background Papers

- 12.1. None.

Officer Contact

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

Officer name: Jon Taylor

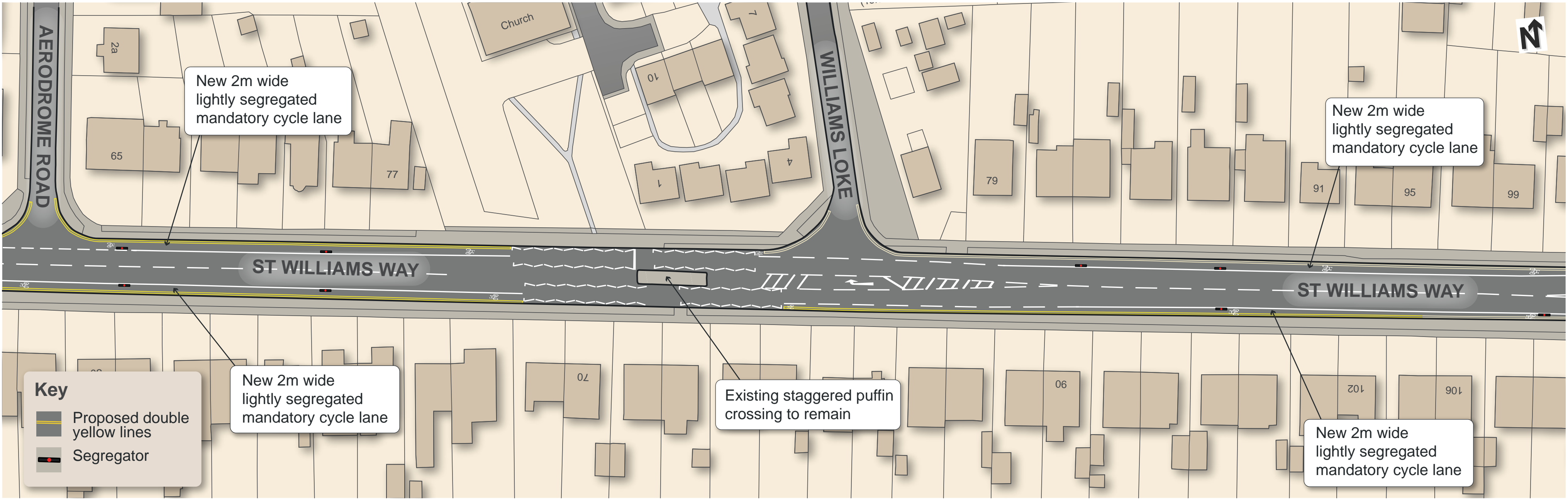
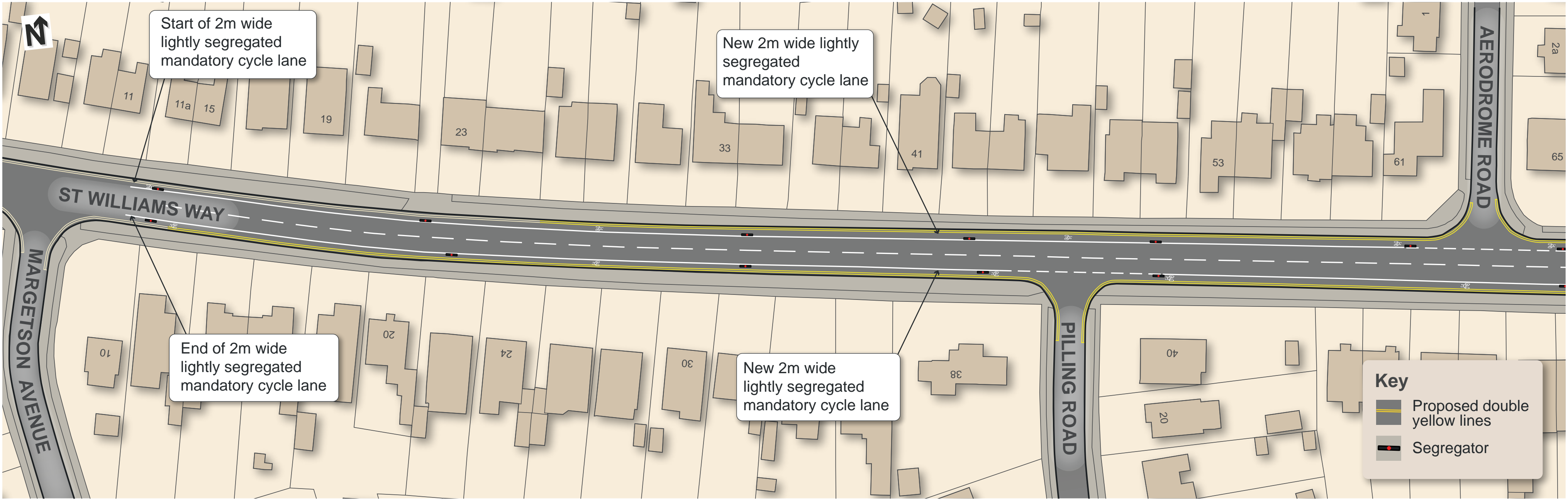
Tel No.: 01603 224200

Email address: jonathan.taylor@norfolk.gov.uk



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St Williams Way



Transforming Cities Joint Committee

Item No 9

Decision making report title:	Wayfinding
Date of meeting:	29 July 2021
Responsible Cabinet Member:	Cllr Martin Wilby (Cabinet Member for Highways and Infrastructure)
Responsible Director:	Grahame Bygrave (Director of Highways & Waste)
Is this a key decision?	No
If this is a key decision, date added to the Forward Plan of Key Decisions.	N/A
<p>Executive Summary</p> <p>The Department for Transport has awarded Norfolk County Council capital funding from the Transforming Cities Fund (TCF). Norfolk County Council's successful application is based on a vision to "Invest in clean and shared transport creating a healthy environment, increasing social mobility and boosting productivity through enhanced access to employment and learning".</p> <p>The wayfinding scheme outlined in this report has been developed as part of the TCF programme and Norfolk County Council is leading on delivery.</p> <p>Recommendations</p> <p>1. To note and comment on the progress made on developing a new wayfinding initiative for Norwich</p>	

1. Background and Purpose

- 1.1. The Department for Transport (DfT) has awarded Norwich £32m of capital funding from the Transforming Cities Fund (TCF). The County Council's successful application was based on a vision to "Invest in clean and shared transport creating a healthy environment, increasing social mobility and boosting

productivity through enhanced access to employment and learning”. This scheme is funded directly by Norfolk County Council by way of match funding that was provided for this successful TCF bid.

- 1.2. Norwich is known for its beautiful buildings, medieval streets and vibrant, creative culture. The centre of the city is full of destinations of all kinds – civic, commercial, sporting, educational, spiritual and medical. What brings people to Norwich is not only this rich heritage and contemporary culture, retail quality and diversity, but the experience of exploring the city. The experience of visitors and residents can be enhanced by being able to easily find key destinations and areas of interest, particularly on foot and by bike.
- 1.3. Starting with the pioneering pedestrianisation of London Street in 1967, the city centre has progressively been modified to make it easier, safer and more convenient for people to walk and cycle around. Recently delivered public realm schemes, such as Westlegate and Tombland, have continued this approach. This project should be viewed as part of the recovery and future prosperity of the Norwich urban area as we emerge from the COVID-19 pandemic.
- 1.4. Many elements of the current wayfinding system have been in place for 15 years but are hard to maintain, contain out-of-date information and do not reflect current best practice in terms of how wayfinding can be implemented.
- 1.5. The key issues and characteristics that this project seeks to address are:
 - Disorganisation / street clutter: there is a lack of consistency between the design and placement of the existing signage that is in place;
 - Medieval maze-like structure: Norwich has a rich and complex streetscape with many intricate lanes that can be confusing to navigate;
 - Severance: the river and ring road can give the feeling of severance;
 - Scale: the large size of the city centre leads to dividing it into areas, each with a particular character.
- 1.6. This initiative seeks to achieve the following outcomes:
 - Develop a unifying wayfinding system with a sense of identity and continuity that draws on the particular character of each district (as outlined in Norwich city centre public spaces plan);
 - Create place branding leading to an improved tourism/visitor experience and economic growth;
 - Create a high-quality, clear and appealing walking environment, leading to a culture of walking and exploration across the city;
 - Identify and connect places by illustrating how the city’s key arrival points such as mobility hubs and car parks connect on foot with the various destinations, leading to a shift towards walking;
 - Identify and improve a number of key walking routes to parks, streets and cultural / historical landmarks making them feel safe and appealing;

- Utilise a system that can be readily updated and easily maintained with an agreed process in place leading to a sustainable and up-to-date wayfinding system.

1.7. This report summarises the proposals to date, looks at how they address the challenges and outlines the distinct elements of this scheme. The wayfinding scheme comprises of conventional wayfinding in the form of slim profile totems known as miniliths (Shown in **Appendix 1**) and creative wayfinding in the form of literary themed benches and permanent light installations.

2. Proposals

2.1. Conventional Wayfinding

There is a need to rationalise the existing provision of totems and fingerposts in the city. This scheme will look to keep existing totems that are in a good condition and can be refurbished with new information affixed to them, as was piloted by the Norwich Business Improvement District (BID) and shown in **Appendix 1**.

It is proposed to remove all existing finger posts due to the limited information they provide. The minilith design incorporates the functionality of a finger post on the top section. The existing fingerposts and any totems that are not suitable to be refurbished will be removed.

In total there will be around 50 miniliths (shown in **Appendix 2**) comprising of around six existing totems that will be refurbished. All miniliths will utilise mapping which orientates to how the structure is facing ('heads up' mapping). This approach has been shown to help people orientate themselves and will be featured on both sides of the minilith. Norwich City Council provided the mapping on the miniliths re-skinned by Norwich BID and it is proposed that Norwich City Council would produce around 100 heads-up maps for this scheme.

2.2. Creative Wayfinding

Incorporating a creative and culture-led approach will increase the benefits of traditional wayfinding outlined above. The culture-led wayfinding will reference the areas and extent described within *Norwich city centre public spaces plan* and build on the reputation of Norwich as a vibrant and creative city. This will take the form of introducing up to two permanent light commissions and eight literary-themed benches/interventions.

Literary themed benches and interventions

Drawing on and celebrating Norwich's international status as a UNESCO City of Literature and building on the award-winning Norwich City of Stories brand, this project will implement eight literary-themed benches/interventions – one in each of the eight city districts.

Permanent light commissions

Building on the success of the 2020 LoveLight Festival, Norwich BID is currently working on development plans for LoveLight 2022 which will take place in February 2022. While the 2020 Festival focused on showcasing temporary light installations, there is an opportunity as part of this scheme to introduce up to two major light commissions for Norwich that contribute both to the 2022 Festival and act as a permanent feature within the city.

This would bring together the Norfolk County Council led €23 million EXPERIENCE Interreg project, Transforming Cities, Norwich BID and Arts Council England investment, enabling a unique opportunity to commission two major permanent light works for the city wayfinding programme as well as ensuring a strong artistic legacy for the city.

- 2.3. The indicative locations of the three elements, miniliths, literary-themed benches/interventions and the permanent light commissions are shown in **Appendix 2**.

3. Impact of the Proposal

- 3.1. This proposal will replace the current wayfinding system that has been in place for 15 years and which is now out-of-date, hard to maintain and doesn't reflect current best practice in terms of how wayfinding can be implemented. What will be provided will be a directional and information-based initiative that will significantly improve the tourism/visitor experience, creating a culture of walking and exploration across the city, supporting economic growth and a shift to more people walking.

4. Evidence and Reasons for Decision

- 4.1. Key to establishing the approach outlined in this report were the following published documents:
- Wayfinding Strategy: Research and Assessment, Norwich BID, 2017;
 - Norwich 2040 city vision, Norwich City Council, November 2018;
 - Public Art /Public Realm, a culture-led approach to the Greater Norwich; Transforming Cities Fund programme, Urban Movement Out Design, October 2019;
 - Norwich city centre public spaces plan, Norwich City Council, July 2020.

- 4.2. The proposals have been developed through regular engagement with a multi-organisational steering group and led by Norfolk County Council.

5. Alternative Options

- 5.1. Retaining the existing sporadic and difficult to update and maintain structures does not provide a high-quality wayfinding approach that is needed to encourage a culture of exploring the city and would not work towards stimulating the post-COVID economic recovery of Norwich.
- 5.2. Despite many people having smart phones and other personal smart devices, people still primarily navigate on foot through a mixture of physical signage and

geographical features. A clear and easy to navigate city will need to cater for all users, giving confidence to explore and find out information on the surrounding area.

- 5.3. Physical wayfinding features (particularly those within the creative work package), provide everything subtle directional cues, highlighting and celebrating the character of a particular area of the city, as well as presenting opportunities to be outside, play and socialise.

6. Financial Implications

- 6.1. The overall budget for the wayfinding programme is £800,000 which will be split approximately evenly across the two work packages. For the conventional wayfinding element, Norfolk County Council will begin a procurement process during summer 2021. This will include removal of outdated wayfinding infrastructure, design manufacture and installation of the new miniliths, For the creative wayfinding element, Norfolk County Council will enter into an appropriate contract with the Norwich BID to deliver this work.

7. Resource Implications

7.1. Staff:

Not applicable.

7.2. Property:

The installations will largely be on highway however a limited number will require suitable landowner agreement.

7.3. IT:

Not applicable.

8. Other Implications

8.1. Legal Implications

Procurement process and Exemption to Standing Order will require input from both NCC procurement and NPLaw

8.2. Human Rights implications

None.

8.3. Equality Impact Assessment (EqIA)

An Equality Impact Assessment has been carried out as part of the development of the wider scheme and for these proposals. Norfolk County Council is engaging with stakeholders to ensure all outputs are accessible.

8.4. Health and Safety implications

All relevant health and safety guidelines and regulations required for installations on highway will be followed.

8.5. **Sustainability implications**

The objectives of the business case are specifically targeted at improving the walking environment in the city area thereby helping to deliver the associated public health, economic and environmental outcomes.

8.6. **Any other implications**

None.

9. Risk Implications/Assessment

9.1. A risk register is maintained as part of the technical design and construction delivery processes. Landowner agreements will be required for a small proportion of the installations. The Council is confident that agreements will be reached with the contingency that if this is not possible, the nearest suitable location on public highway will be utilised.

9.2. It is proposed that around £7,500 of ongoing maintenance would be required for cleaning, maintaining and updating the miniliths per annum. Maintenance costings for the two light installations and book benches are not yet available. We will look to establish a growth bid in the revenue budget as part of the budget setting process.

10. Select Committee comments

10.1. Not applicable.

11. Recommendations

11.1. 1. **To note and comment on the progress made on developing a new wayfinding initiative for Norwich**

12. Background Papers

12.1. The following papers provide further background:

Norwich city centre public spaces plan, Norwich City Council, July 2020. [City centre public spaces plan | Norwich City Council](#)

Public Art /Public Realm, a culture-led approach to the Greater Norwich Transforming Cities Fund programme, Urban Movement Out Design, October 2019 (Copy available on request)

Norwich 2040 city vision, Norwich City Council, November 2018. [Norwich 2040 City Vision | Norwich City Council](#)

Wayfinding Strategy: Research and Assessment, Norwich BID, 2017. <https://norwichbid.co.uk/bid-resources/research/>

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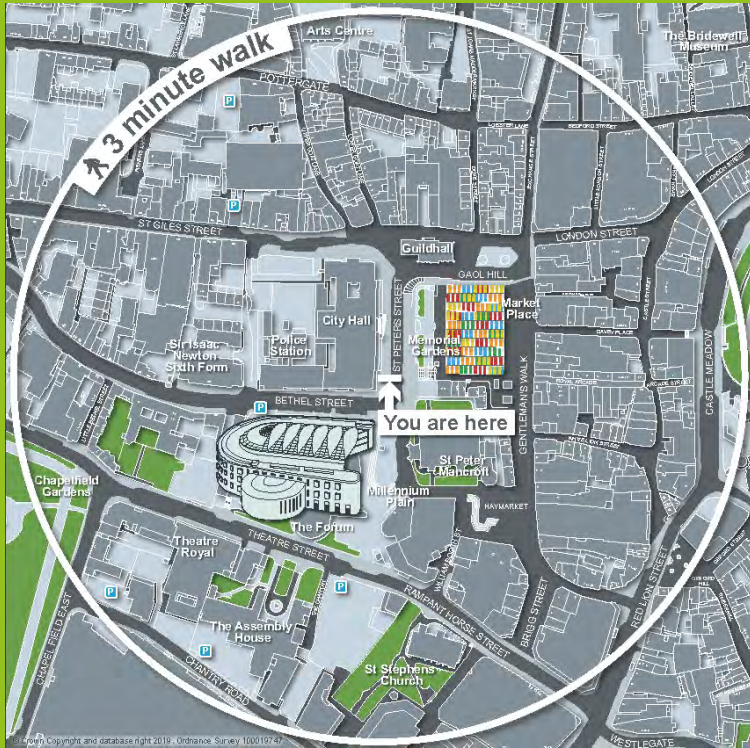
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Appendix 1



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Transforming Cities Joint Committee

Item No 10

Decision making report title:	Transport for Norwich Strategy Review Draft for Consultation
Date of meeting:	29 July 2021
Responsible Cabinet Member:	Cllr Martin Wilby (Cabinet Member for Highways & Infrastructure)
Responsible Director:	Grahame Bygrave (Director of Highways & Waste)
Is this a key decision?	No
If this is a key decision, date added to the Forward Plan of Key Decisions.	N/A
<p>Executive Summary</p> <p>Norfolk County council has been working with Broadland District Council Norwich City Council and South Norfolk Council to update and review existing Norwich Area Transportation Strategy. A revised Transport for Norwich Strategy has been produced for consultation.</p> <p>A copy of the consultation draft strategy is attached this report. Members view are sought to shape the strategy for public consultation.</p> <p>Recommendation</p> <p>1. To provide comment and guidance on the draft Transport for Norwich Strategy to finalise the strategy for public consultation.</p>	

1. Background and Purpose

- 1.1. The current Norwich Area Transportation Strategy was adopted in 2004. It sets out a transportation strategy for the Norwich area, until the year 2021. This version of the strategy reviewed and amended the previous one in the light of the then current transport policy, essentially updating it and rolling it forward. A small number of minor policy changes were subsequently agreed in April 2010 as part of the development of the Greater Norwich Joint Core Strategy.
- 1.2. A high-level consultation was carried out in January 2018. Funding was secured for the scoping stage of Sustainability Appraisal (SA) incorporating Strategic

Environmental Assessment (SEA). SA/SEA scoping was carried out to support development of the LTP4 and area-based strategies including Transport for Norwich (TfN). The SA scoping report was consulted on and agreed in October 2019.

- 1.3. Funding was received through the Norfolk Strategic Fund and partner contributions to enable development of the TfN strategy and associated action plan to commence, with the programme, governance and scope of this review being agreed through the TfN Board meetings in the early part of 2021.
- 1.4. The scope and timetable for the review has been developed in response to several factors:
 - The GNLP has recently committed to a revised and accelerated timetable in response to Government's proposed changes to the planning system;
 - Work on LTP4 has progressed which sets a context for the TfN review;
 - Transforming Cities has received funding and there is a delivery programme for that;
 - COVID has had a significant impact on travel needs and demands;
 - Carbon reduction and air quality targets and the adoption of the County Council's Environmental Policy; and
 - Increased emphasis on active travel and healthier lifestyles.
- 1.5. The strategy will be needed in the short term to give wider context for;
 - Regeneration of key sites in Norwich including East Norwich and Anglia Square;
 - Post-pandemic economic recovery;
 - The examination of the Greater Norwich Local Plan;
 - Delivery of the Transforming Cities programme;
 - Maximise opportunities to secure other external funding; and
 - Taking advantage of planned strategic improvements including the Norwich Western Link and the A47 at Blofield/Burlingham, Thickthorn, and Easton / North Tuddenham.
- 1.6. This report has as Appendix 1 the draft strategy, on which Members' views are sought.

2. Proposals

2.1. Composition of the strategy

The TfN Strategy is high-level strategy that sets out a vision, objectives and longer-term aspiration. Alongside the strategy, an Action Plan will be developed through more detailed evidence gathering to inform implementation. The strategy has been developed in this manner because:

- It provides a sound basis for supporting committed streams of work including the GNLP;
- It enables adoption a strategy by the end of 2021, the end date of the current strategy;
- It provides an Action Plan for longer term extensive evidence gathering.

The TfN strategy will form part of a suite of documents setting out transport policy in Norfolk. The Local Transport Plan covers transport policy across the whole of Norfolk. The TfN strategy will nest within this and provide the detail for the area. Other more detailed plans and policies will themselves support TfN. The Local Cycling and Walking Investment Plan (LCWIP) action plan would be incorporated as part of the TfN plan.

The review of the Strategy will have three outputs:

- The Transport for Norwich Strategy;
- An Action Plan to accompany the adopted strategy;
- A Sustainability Appraisal report.

The draft strategy containing key actions is attached as Appendix 1 for members observations. A separate action plan will be developed with partners at accompany the strategy when adopted. The draft strategy is subject to the requirements of SEA/SA and the strategy will be consulted on alongside the draft environmental report.

2.2. Programme

The Strategy is planned to be adopted by the end of 2021. The proposed programme below sets out the milestones to achieving this.

TfN Joint Committee	29/7
Revise draft strategy	6/8
Consultation	18/8 to 29/9
Consultation analysis and final strategy preparation.	20/10
TfN Joint Committee	18/11
NCC Cabinet approval	6/12

2.3. Governance

The project governance arrangements are based on those used to progress the Transforming Cities programme.

The existing TfN Governance arrangements comprise:

- Joint Committee for Transforming Cities Fund projects – Member Level;
- Transport for Norwich Board - Senior Officer Board;
- Transport for Norwich Coordination Group – Officer Group.

These existing groups do not have a specific remit for strategy development and work has been carried out to revise the terms of reference to include a remit of oversight and guidance on the development of strategy. The revisions to the Member level group were approved by NCC Cabinet on 7 June 2021.

A district/county officer group has been established to monitor and guide progress on development of the strategy. The officer group has representation from Broadland District Council, Norwich City Council, South Norfolk Council and Norfolk County Council. The group has an important role in bringing the work forward and provides a regular opportunity for officers from all partners to steer the development of the work and resolve issues. On a day to day basis the development of the strategy is being carried out in collaboration with partners. As the work progresses it continues to be, shared with officers to allow all parties to express their views and influence the strategy.

It will be for the County Council to adopt the strategy, which is a decision to be taken by NCC Cabinet.

A theme of the TfN strategy review will be to consider longer-term governance arrangements for the delivery of the strategy. Long term governance will need to be robust, inclusive and fit for taking forward significant interventions needed to tackle issues such as carbon emissions and air quality

The Draft Strategy

The draft strategy is attached as Appendix 1 to this report

The strategy is structured around 8 themes. These are:

- Norwich and Norfolk;
- A Zero Carbon future;
- Improving the quality of our air;
- Changing attitudes and behaviours;
- Meeting Local Needs;
- Reducing the dominance of traffic;
- Making the Transport system work as one; and
- Making it Happen.

The Transport for Norwich Strategy policies are grouped under the themes. Each policy has an introduction sets out the policy and identifies key actions to be taken forward and other actions that could also be progressed.

2.4. Some of key changes that the strategy will bring about are:

- Alignment to the County Council's environmental policy to achieve carbon neutrality from surface transport in Norwich and its growth areas by 2030 and achieve net zero by 2050;

- A focus on tackling air quality;
- Increased emphasis on influencing and informing travel behaviours;
- Promotion of active travel.

2.5. Further work will be needed to implement these changes and the strategy commits to more detailed work on measures to achieve decarbonisation and improve air quality through investigation of:

- car parking availability and cost;
- the impacts of restricting access for certain types of vehicles in the city centre;
- potential charging mechanisms such as workplace parking levy;
- the measures required to promote a shift in travel to public transport and active travel.

The strategy also commits to:

- investigation of the impact of traffic and traffic speed on neighbourhoods within the city,;
- developing the role of park and ride to support connectivity for longer distance trips into Norwich from the surrounding area;
- Supporting growth proposed in the Greater Norwich Local Plan;
- Reviewing the existing Transport for Norwich governance to form a robust partnership for taking forward delivery of the strategy.

3. Evidence and Reasons for Decision

3.1. The strategy has been developed through a review of the policy context, problems, issues in association with officers from partner organisations. What is proposed sets a high-level strategy for development and delivery of transport interventions across the area for the long-term asset out in section 2.1 of this report.

4. Alternative Options

4.1. Full Strategy and evidenced implementation plan

This is not a reasonable option. An outcome of the project is an adopted strategy by the end of 2021. Elements of the evidence gathering will be significant and these will not be able to be properly scoped and completed in time for adoption by the end of the year. Some funding is available however it is likely that more would be required to complete a comprehensive gathering exercise

4.2. Prepare a strategy only.

This was not a preferred option as although a strategy will be produced there is no long-term commitment to action.

4.3. Do nothing

This is not considered a reasonable option as the existing strategy is outdated and does not consider work done to develop the Transforming Cities funded programme, the decarbonisation agenda or the impacts of COVID-19 and economic recovery.

5. Financial Implications

- 5.1. Funding of £230,666 has been secured for production of the strategy and to carry out initial evidence gathering. This has come from a variety of sources including partner contributions. There is sufficient funding to complete the tasks set out in this report. Much of the funding will be used post strategy adoption to develop some of the more significant actions emerging through the Action Plan.

6. Resource Implications

- 6.1. **Staff:** Not applicable.
- 6.2. **Property:** The installations will largely be on highway however a limited number will require suitable landowner agreement.
- 6.3. **IT:** Not applicable

7. Other Implications

- 7.1. **Legal Implications:** None.
- 7.2. **Human Rights implications:** Not applicable.
- 7.3. **Equality Impact Assessment (EqIA):** An Equality Impact Assessment is being carried out as part of the development of the strategy.
- 7.4. **Health and Safety implications:** All relevant health and safety guidelines and regulations required for installations on highway will be followed.
- 7.5. **Sustainability implications:** A Sustainability Appraisal incorporating SEA is being carried out as part of the development of the strategy.
- 7.6. **Any other implications:** N/A

8. Risk Implications/Assessment

- 8.1. A risk register is maintained as part of the project management arrangements. These are reported to the office group on a regular basis. .

9. Select Committee comments

- 9.1. Not applicable

10. Recommendation

- 10.1. **To provide comment and guidance on the draft Transport for Norwich Strategy to finalise the strategy for public consultation.**

11. Background Papers

11.1. None

Officer Contact

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Transport for Norwich Strategy

Draft

July 2021

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Executive summary

Introduction

This is the draft Transport for Norwich (TfN) strategy for consultation and planned to be adopted at the end of 2021. It will replace the existing Norwich Area Transportation Strategy adopted in 2004 and which set out a transportation strategy for the Norwich area until the year 2021.

The Transport for Norwich strategy will form part of a suite of documents setting out transport policy in Norfolk. The Norfolk Local Transport Plan (LTP) covers transport policy across the whole of the county. This strategy aligns with, and nest within, this and provide the detail for the area. Other more detailed plans and policies will themselves support it, for example the Local Cycling and Walking Infrastructure Plan would be incorporated as part of the Transport for Norwich Strategy.

This is an ambitious strategy, putting carbon reduction and better air quality at the heart of the aim to support a growing economy, strengthen communities and reduce our impact on the environment.

The strategy recognises that Norwich and the strategic growth areas around it is important for people and businesses across a large area: what is done within Norwich affects many more people and businesses than simply those who live within the urban area. The transport issues and problems within the city are quite different from those faced in its rural hinterland so interventions appropriate within the city might not always be appropriate for elsewhere. How trips to Norwich are begun will be influenced by local factors such as the purpose of the trip, the distance to Norwich and the availability of different transport modes.

Vision

Norwich and the strategic growth areas around it will become a place to thrive because shared, clean, active and accessible travel are the first choice for journeys, and people within at least the urban area can access a range of services without a car.

The Vision will be delivered through nine themes. The following provides a short summary of key aspects of the TfN strategy for each one:

- **Norwich and Norfolk**

Norwich and the strategic growth area around it is the centre for a large part of the county and the wider eastern region. Good, strategic connections are vital for continued prosperity.

- **A zero-carbon future**

Achieving net zero carbon emissions will require significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and supported by an accelerated switch to zero emission vehicles.

- **Improving the quality of our air**

Clean air is important. Significant and far-reaching interventions will be needed. Likely measures will need significant further study and engagement work to consider before being able to commit to delivery of a preferred option, but the following interventions will be further considered: Clean air zone; Workplace parking place levy; Road charging / congestion charge; Vehicle bans (eg prohibiting petrol and diesel engine vehicles from the city centre).

- **Changing attitudes and behaviours**

Local people, businesses and others who use all of our transport networks need to be engaged so that they understand and support the changes and feel confident in being able to make changes to their own travel behaviour.

- **Supporting growth areas**

The area has plans for significant growth. This needs to be in the right places, with transport networks provided, so that people can easily access facilities. Priority should be given to walking, cycling and public/shared transport links.

- **Meeting local needs**

The transport system needs to support the needs of everyone, being designed to take account the different needs of different people.

- **Reducing the dominance of traffic**

In local neighbourhoods, traffic impacts will be reduced. This will be achieved through a series of interventions including low traffic neighbourhoods, school streets and reductions in speed limits, based around the principle of Healthy Streets.

- **Making the transport system work as one**

The transport system needs to ensure efficient movement of large numbers of people. We will identify roads where general traffic is prioritised; where public transport is prioritised; and where active travel is prioritised. This reflects that streets cannot accommodate every demand at the same time, and we must prioritise. Elsewhere, streets will primarily support communities who live there, businesses or for leisure uses like meeting friends or entertainment. Parking will be reviewed to consider current parking capacity, arrangements, cost, availability and type.

- **Making it Happen (governance)**

Good governance arrangements are vital for effective actions and delivery, supported by active engagement across a range of people and partners. Special interest sectors need to be drawn in to advise and assist with direction and delivery. Without this, we will not achieve our ambitions.

Chapter 1 Background

Spatial Portrait

- 1.1 Norwich is Norfolk's largest urban area and one of the largest centres of employment in greater south-east England, making the city an important focus in the region for a range of services, as well as the administrative and operational headquarters for a number of organisations. It is also a city of considerable historic importance and the city centre in particular retains many historic features such as narrow streets within the city walls lined by many medieval and Georgian buildings and churches, as well as two cathedrals and a Norman Castle. Norwich's landscape varies from the urban and historic core to open, green spaces and parks, facilitating recreation and leisure activities, as well as the River Wensum which traverses through the city.
- 1.2 Norwich, including its surrounding area (Broadland and South Norfolk Districts), has an estimated population of around 409,000 as of 2018. Of this, 55% of the population live in the Norwich urban area, around 10% live in surrounding market towns such as Wymondham and Wroxham, and 35% live in smaller towns and villages on Norwich's periphery. Both the city's urban centre and surrounding areas are undergoing, and are planned to undergo further, large scale growth and change. This growth will be through large housing and employment land allocations in adopted and emerging local plans.
- 1.3 Norwich is one of the fastest growing cities in the UK and contributes more than £3 billion per annum to the national economy. The Norwich area strongly features most of the sectors identified as having high growth potential regionally which include: manufacturing and engineering at Hethel; agri-tech, health and life sciences at the Norwich Research Park and Food Enterprise Park; and IT and communications and digital creative industries in the city centre. The area also benefits from a strong and growing tertiary education sector provided by UEA, NUA, City College Norwich and Easton College which contribute research expertise and a skilled workforce. Norwich is a key employment hub resulting in people from across the county of Norfolk, and some outside, commuting into the city.
- 1.4 The Norwich-Cambridge corridor is of key strategic importance to the planned growth, with rail and road routes providing key strategic access to London, Cambridgeshire and much of the rest of the UK. The Cambridge to Norwich Tech Corridor, which includes Norwich, the North East Growth Triangle, the remainder of the Norwich Fringe, Hethersett and Wymondham, is the major focus for growth and change in Greater Norwich, accommodating approximately 74% of the planned growth. The A47 is an important road and bus route connecting Norwich to Great Yarmouth and Lowestoft to the east (which are also served by rail services) and providing access to King's Lynn, the Midlands and the north of the country to the west. There are also several key arterial routes, the Broadland Northway and an inner and outer ring-road, providing access in and out of the city from surrounding settlements for all types of vehicle, including by bus and forms of active travel.

- 1.5 Norwich also boasts an extensive leisure and cultural offer with a booming tourism industry supporting 54,000 skilled workers. Norwich and surrounding areas are experiencing growing numbers of day visitors, estimated at 40 million per year, and 12 million overnight visitors to historic buildings, parks and museums, cultural festivals and other regular events, along with access to the Broads and the coast.
- 1.6 The health of people in Norwich is markedly worse than the national average. However, the surrounding districts such as Broadland and South Norfolk are generally better. The city also has a higher level of deprivation than the Norfolk average. This takes into account the domains of income, employment, education, skills and training, health and disability, crime, barriers to housing services, and living environment. Transport has a key role to play in alleviating poverty by providing affordable access to jobs, education and services.
- 1.7 Travel patterns and behaviours can be very different across the area. People living away from the centre tend to travel more by private car, possibly due to trips being longer – meaning that active travel isn't always suitable – and public transport links scarcer.

About the Transport Strategy

- 1.8 The Norwich Area Transportation Strategy (NATS) was adopted in 2004. It set out a transportation strategy for the Norwich area until the year 2021. This version of the strategy reviewed and amended the previous one in the light of the then current transport policy, essentially updating it and rolling it forward. A small number of minor policy changes were subsequently agreed in April 2010 as part of the development of the Greater Norwich Joint Core Strategy. The most significant of these was to seek a step-change in the provision of public transport largely through the creation of bus rapid transit routes connecting major growth areas to the city centre and employment sites.
- 1.9 In 2010 a NATS Implementation Plan was adopted setting out how the strategy would be implemented on the ground.
- 1.10 The Transport for Norwich strategy is the successor to NATS. It is a high-level strategy setting out a vision, objectives and longer-term aspiration alongside an Action Plan setting out commitment to the major actions that will be undertaken to achieve the policy aspiration: like investigation of how to reach zero carbon target and meet air quality requirements; and subsequent implementation. The TfN strategy forms part of a suite of documents setting out transport policy in Norfolk. The LTP covers transport policy across the whole of Norfolk. The TfN strategy will nest within this and provide the detail for the area. Other more detailed plans and policies will themselves support TfN. The Local Cycling and Walking Infrastructure Plan will be incorporated as part of the TfN strategy.

Geographical coverage of the strategy

- 1.11 The Norwich Area Transportation Strategy (NATS) had a defined area and covered the city of Norwich, its suburbs and the first ring of surrounding

villages, an area approximately 22km by 18km including the Norwich City Council administrative area and parts of the districts of South Norfolk and Broadland.

- 1.12 The NATS area was broadly the same as the Norwich Policy Area that is defined in the Joint Core Strategy (JCS). Through the process of developing the TfN Strategy, consideration has been given to its geography.
- 1.13 The existing strategy is focussed on Norwich, including the contiguous major growth area, and includes a small rural hinterland. However, Norwich is important for people and businesses across a large area. The travel to work area extends roughly across Norwich, all of Broadland and South Norfolk plus parts North Norfolk, Breckland and Mid-Suffolk so what is done within Norwich therefore affects many more people and businesses than simply those who live within the urban area.
- 1.14 The transport issues, problems and opportunities within the city are very different from those faced in its rural hinterland so interventions appropriate within the city are often not appropriate elsewhere. How trips to Norwich are begun will be influenced by local factors such as the purpose of the trip, the distance to Norwich and the availability of different transport modes.
- 1.15 The LTP provides important policy context for transport across the county. The fourth LTP is nearing completion and it is planned to be adopted by August 2021. In addition, a series of more local studies and strategies exist for places including the market towns of Wymondham, Aylsham, Diss and Wroxham and Hoveton.
- 1.16 This TfN strategy will have a number of policy layers that will each have their own area of influence so the extent of the strategy cannot be easily represented by a line on a plan. However, there will be areas of focus for different policies as they are developed.
- 1.17 Examples of policy areas where geographic scope differs include:
 - The need to consider longer distance trips to Norwich that originate elsewhere in the county or beyond
 - Consideration of how implementation of measures within the city affects journeys originating from, or going to, areas outside the city.
- 1.18 Transport within Norwich and its strategic growth area, together with consideration of the longer distance trips from the county or beyond, will be where the strategy and its action plan have their main focus. In this context, 'Norwich' means the existing built up areas, the growth areas including the north east growth triangle and a small buffer zone where transport movements and general activities might be considered to be very closely associated with, or part of, the city.

Current Progress and Achievements

- 1.19 The strategy develops implementation of projects and initiatives over a number of years including:

- Successful bids for Transforming Cities Fund and rapid implementation including the Prince of Wales Road contra-flow cycle scheme, connecting the rail station to the city centre
- 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
- Two rounds of Cycle City Ambition Grant funding for three cross-city cycle routes including extensive 20mph zones and cycle parking and further development of the Local Cycling and Walking Infrastructure Plan
- High quality public realm schemes delivered in partnership with Norwich City Council eg Westlegate, Tombland
- Bus priority schemes in the city centre, eg: Rampant Horse Street and Red Lion Street
- Operation of six Park and Ride sites offering cross city bus travel and a direct link to the Norfolk and Norwich University Hospital (NNUH) and UEA
- Commercial bus network patronage increases and network stability
- Improving air quality in Norwich Air Quality Management Area (AQMA): The Castle Meadow Low Emission Zone was fully completed as long ago as 2009
- Growing levels of cycling (40% increase where new cycle infrastructure has been provided)
- Effective use of camera enforcement for bus gates for traffic management
- Decreasing levels of traffic through the city centre, whilst maintaining the vitality of the retail
- Effective management of coaches travelling to the city; supporting continued growth in tourism
- Effective parking enforcement and operation of Controlled Parking Zones, eg residents parking, to support transport policy
- Effective maintenance of the highway
- Effective traffic signal control management using bus prioritisation
- Effective city centre car parking information system for motorists through variable message signs showing numbers of available spaces in car parks
- Targeted local safety scheme implementation
- Site allocation and highway development management role for major and minor developments ensure that development is aligned to the TfN strategy as best as possible and mitigation measures sought where necessary such as Travel Plans, junction improvements, new footways and crossing facilities.
- Successful partnerships with districts, eg provision of bus shelters, stakeholders, eg Norwich Business Improvement District and operators, eg Norwich Car Club
- Partnership with Norfolk Constabulary and the Safety Camera Partnership
- Effective coordination of road works and event disruption
- Provision of new waiting and loading restrictions to respond to a changing city
- New road infrastructure to reduce congestion and delays for all road users including buses on certain routes. The Broadland Northway has taken traffic out of the centre, allowed measures such as Westlegate pedestrianisation.

- Capacity improvements have been provided along Dereham Road and at the Dereham Road / Outer Ring Road roundabout.
- Efficient handling of new highway adoptions and securing commuted maintenance sums from developers where required
- Facilitation of highway stopping up for new development
- Effective traffic management to regenerate historic areas eg closure of through traffic at St Georges Street and public realm improvements have boosted footfall, local businesses and amenity of the city centre conservation area.

Chapter 2 Policy Context

Policy Context Summary

2.1 A wide range of local, regional, national and international policies have been taken into account in the strategy's development. A comprehensive review of all the relevant policies for the TfN Strategy will be published separately alongside the final strategy. The key policies providing context to the TfN Strategy include:

- The United Nations Paris Agreement 2015
- Climate Change Act 2019 revision
- Clean Air Strategy 2019
- Build Back Better: our plan for growth 2021
- Bus Back Better: A long term strategy for buses in England 2021
- Gear Change: a bold vision for cycling and walking 2020
- Future of Mobility Strategy 2019
- East of England Route Strategy 2017
- Healthy Streets Approach
- Inclusive Transport Strategy (2020)
- Norfolk County Council Environmental Policy 2019
- Local Transport Plan (LTP4 due to be adopted 2021)
- Greater Norwich Local Plan (due to be adopted September 2022)
- Norfolk Greenways to Green Space Strategy.

2.2 The TfN strategy sits within the Norfolk Local Transport Plan (LTP) which sets out seven strategic objectives to guide future investment in Norfolk's transport network. These are: embracing the future, delivering a sustainable Norfolk, enhancing connectivity, enhancing Norfolk's quality of life, increasing accessibility, improving transport safety and providing a well-managed and maintained transport network.

2.3 Core policy messages informing the new TfN strategy include the following themes:

- The environment
 - Reducing carbon emissions, particularly from transport by facilitating zero emission vehicles, active travel, public transport and reducing the demand for travel
 - Protecting and improving the environment
 - Improving air quality particularly in built up urban areas
- The economy
 - Supporting economic growth and recovery including from the impacts of the Covid-19 pandemic
 - Providing and enhancing connectivity between key hubs and locations, such as key employment sites, rail stations, ports and airports, and key cities and places both within the county as well as nationally and internationally
- Society, health and equality

- Improving access to education, training and employment opportunities and tackling deprivation
- Encouraging equality and equal access to travel for all
- Improving the health of communities and increasing levels of physical activity
- Improving air quality for the health of communities
- Providing access to green space
- Encouraging and enabling active travel by providing safe, continuous, direct, comfortable routes
- Providing a safe, healthy and attractive environment for people to live and work in
- Technology
 - Adapting to and embracing of new technologies in transport. For example, micromobility and autonomous vehicles.

2.4 The TfN strategy brings these themes, from international to local policies and priorities together, in order to shape and set out a forward-thinking transport strategy for Norwich.

Chapter 3 Problems Issues and Opportunities

Problems, Issues and Opportunities Summary

- 3.1 A number of key challenges need to be taken into account and overcome as part of the TfN Strategy. The following is a summary. These have been identified through a range of different sources including previous consultation, the councils' network management observations and monitoring, feedback from bus operators, surveys and computer-modelling analysis.
- 3.2 The main challenge is climate change and the achievement of net zero carbon targets. Norfolk County Council's Environment Policy, adopted in 2019, aims to achieve net zero carbon emissions from the council's operations by 2030 and a move towards carbon neutrality across all sectors by the same date. Alongside this, central government also amended the Climate Change Act in 2019 with a target to achieve net zero carbon by 2050. The UK's sixth Carbon Budget, due to become enshrined in law, will set a target to reduce emissions by 78% by 2035 compared to 1990 levels. The transport sector is one of the highest emitters of carbon dioxide and it is therefore expected that large carbon savings are made within the sector to contribute towards the achievement of the goals. The TfN strategy needs to contribute to this key ambition.
- 3.3 Within the built-up area of Norwich there are already high levels of active travel underpinned by recent investments. There is a well-developed commercial public transport network with a history of good working relationships between local authorities, businesses and transport operators. Encouragement of electric vehicles (EVs), public transport, active travel and reducing demands for travel are some transport interventions which could help Norwich and the surrounding area contribute to carbon savings, as well as adequate planning and monitoring of carbon emissions such as the use of carbon budgeting.
- 3.4 Air pollution is a significant issue for Norwich. The city centre is an Air Quality Management Area (AQMA) due to the annual average nitrogen dioxide levels exceeding recognised thresholds. High levels of nitrogen dioxide and particulate matter have also been identified along the primary routes into the city as well as in the wider urban area of Norwich. This has a detrimental effect on human health causing a reduction in life expectancy and increasing the risks of heart disease and lung cancer. It is a key issue the strategy needs to overcome for the health of both the people and environment of Norwich. Monitoring shows other locations where nitrogen dioxide levels are high, but not in excess of thresholds, and people often express concern about areas including outside schools.
- 3.5 The variety of landscapes, neighbourhoods, levels of wealth and lifestyles within Norwich and surrounding areas need to be respected and enhanced where possible when implementing transport interventions.

- 3.6 In areas of higher deprivation, travel particularly by private cars and buses can become inaccessible due to high costs. This can limit access to opportunities for employment, education and training and ultimately result in social exclusion. The challenge is to overcome this and provide a transport network accessible for all. Good progress has been made with the Beryl bike hire scheme and the roll-out of a comprehensive, high quality cycle (pedalway) network. Within the city centre in particular, improvements to the streetscape and removal of general traffic has added to the vibrancy of areas, supporting the city's and county's economy, preserving and enhancing the city as a major retail and employment centre for a large surrounding area.
- 3.7 Car ownership also varies considerably across the Norwich area with more central areas of the city having lower ownership and using a variety of travel modes, and the suburbs having the highest ownership rate. Many people have a perception that there is no suitable alternative to car travel; which can be the case for some trips. However, this can make public acceptance of schemes difficult to achieve due to the differing travel behaviours and needs across the Norwich area. Car culture and single occupancy vehicles are particularly difficult behaviours to address and it is made more challenging by the rurality of the areas surrounding Norwich where often there is no alternative but to use a car, at least for part of a journey. Bus fares do not compete with parking tariffs within the city, hence making the car a more attractive option and encouraging their use. In addition, in the same amount of time, you can travel further by car than by bus. This adds to the attractiveness of using a car.
- 3.8 Perceived concerns and lack of confidence in the safety of active travel options can reduce how often people travel by bike or on foot. This must be overcome to achieve net zero targets and to improve air quality and congestion. For many trips in and around Norwich there are viable alternatives to car use, especially single-occupancy car use, and these opportunities are increasing with the roll-out of a high quality cycle network, the trialling of e-scooters, hire schemes for standard and electric bikes and a comprehensive public transport network.
- 3.9 A number of large housing developments are currently being built and/or have been allocated in the Norwich area as well as the wider surrounding area. As Norwich is the primary jobs hub and the destination for many commuters across the county, the city centre becomes congested, particularly at peak times. Growth in Norwich and the strategic growth areas surrounding it will place increased demand on the city's transport networks. New developments in the Norwich area provide an excellent opportunity to design neighbourhoods and communities that will facilitate and encourage sustainable travel and build well-designed, well-connected neighbourhoods.
- 3.10 The rapidly changing use of the transport network also presents a challenge when planning transport interventions. The Covid-19 pandemic resulted in a large shift in travel behaviour as many people stayed at home. Whilst the national lockdowns were only temporary, some impacts of the pandemic on the transport network are likely to remain due to the adoption of home working practices. In addition, the impact of rapidly advancing technology is changing

the way the transport network is used. For example, increases in online shopping and food delivery, and new modes of transport, such as micromobility and E-scooters, all pose a challenge towards the existing network. The identity of the high-street is also evolving and as a result will change the way people use, move around and access the central business district of Norwich.

- 3.11 Administration and funding of transport in Norwich adds complexity to the management of the transport network. For example, bus provision, car parking and enforcement of parking and moving traffic offences are currently carried out by different organisations making join-up possible only through working in partnerships.
- 3.12 Alongside the opportunity to refresh the TfN strategy, there are also opportunities being taken to progress, for example, the Norwich Local Cycling and Walking Infrastructure Plan, which is progressing ahead of the strategy, and finalising the Bus Service Improvement Plan by mid-2022. Funding bids provide an opportunity to secure funding for implementing measures, with current opportunities including Towns Fund, Levelling Up Fund and Active Travel Fund. Preparation of the TfN strategy will provide the context for a range of opportunities, even though inevitably some of their timescales do not align exactly.

Chapter 4 Vision and Themes

Vision

Norwich and the Strategic Growth Area around it will become a place to thrive because shared, clean, active and accessible travel are the first choice for journeys, and people within at least the urban area can access a range of services without a car.

Themes

- **Norwich and Norfolk**

Businesses and people can succeed because they have clean, high-quality, modern and reliable connections. The health and well-being of people, and the success of the area and its places, is supported by a transport system that respects the environment.

- **A Zero Carbon future**

Carbon is reduced: reductions in carbon emissions from transport in the Norwich area help achieve carbon neutrality by 2030 across all sectors in Norfolk. We have established a carbon baseline and developed a transport carbon budget.

- **Improving the Quality of our air**

Air quality is good. We have no air quality management areas and our plans mean air quality won't be an issue in the future.

- **Changing attitudes and behaviours**

People choose to primarily travel around by using active travel; public transport provides a suitable alternative for other trips.

- **Supporting Growth Areas**

Sustainable growth in the right place is supported.

- **Meeting Local Needs**

The transport system supports the needs of everyone, being designed to take account the different needs of different people.

- **Reducing the dominance of traffic**

People and places are at the heart of what we do. The dominance of vehicle traffic will be reduced: Speeds are reduced to 20mph in residential neighbourhoods, traffic does not use the city centre unless it has a purpose to be there.

- **Making the Transport system work as one**

People have confidence in the transport system because they benefit from knowing that it is well connected, safe and reliable. The facilities available for different types of journey have been well-planned and prioritised and there is seamless interchange between different forms of transport.

- **Making it Happen**

Our vision is achieved through dialogue and action between people and partners.

Chapter 5 Norwich and Norfolk

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- This section sets out the relationship of the Transport for Norwich strategy with the Norfolk Local Transport Plan
- It reinforces the position of Norwich and its strategic growth area as the centre for a large part of the county
- It emphasises the need to maintain good key connections for longer-distance trips

Context

Introduction

- 5.1 Norwich is Norfolk's largest urban area and comprises the city itself and the built-up fringe parishes in Broadland and South Norfolk districts. It is one of the largest centres of employment in south-east England, making the city and its hinterland an important focus in the region for a range of services, as well as the administrative and operational headquarters for a number of organisations. Due to its prominence in the county, the city attracts a large amount of inward and outward movements, particularly during peak commuting hours. Though most commuters live within around five miles of the city centre, some travel into the area from much further.
- 5.2 The city is served by rail, road and bus links from surrounding areas. These links are focussed on main corridors, however, and do not cater for all people and goods needing to get to the city. There is also a large range of different types of movement – both within and outside of the urban area – that need to be accommodated and people have different expectations (and requirements) about how they want to travel and their expectations of the transport system. An efficient, connected transport network linking people to and from key locations within and around the city which improves access to employment, education and leisure facilities in a sustainable manner is important to serve existing businesses and populations, as well as planned largescale growth.
- 5.3 The TfN strategy looks to meet the wide range of travel needs around, to and from Norwich, and to deliver a transport network which provides access and connectivity between key locations and reinforces Norwich as the central service centre for much of the county. The strategy also delivers against the county council's fourth Local Transport Plan policies: see below. Enhancing the connectivity of Norfolk and Norwich is also a key ambition of the emerging Transport East and New Anglia Local Enterprise Partnership strategies which want to see improved connections between ports, airports and priority places both within the region and nationally.

Norfolk Local Transport Plan policies and their relationship to this strategy

- 5.4 The TfN strategy sets out the transport strategy for the Norwich area. It complements a range of other strategies and sits within the Norfolk Local Transport Plan (LTP). This sets out seven strategic objectives to guide future evolution of Norfolk's transport network across the county: embracing the future, delivering a sustainable Norfolk, enhancing connectivity, enhancing Norfolk's quality of life, increasing accessibility, improving transport safety and providing a well-managed and maintained transport network. Alignment of the TfN Strategy to these strategic objectives will be important for its success.
- 5.5 The Local Transport Plan sets out a strategy for the county of Norfolk. This recognises, amongst other things, the importance of connections into the county from elsewhere, and the importance of connections into places like Norwich.
- 5.6 Alongside the LTP, there are a many other relevant policies and priorities which have guided and shaped development of this TfN strategy.
- 5.7 The TfN strategy brings these themes, from international to local policies and priorities together, in order to shape and set out a forward-thinking transport strategy for Norwich.

Strategy and Policy

Strategic Connections

- 5.8 High quality connections between Norwich, its strategic growth areas, the wider area and markets beyond Norfolk are vital to the economy. The city centre has good rail links to London, Cambridge and Stansted. There is ambition for further improvements. These include faster journeys and higher frequencies to link further afield to the Midlands and north of England. East-west road connections can be slow and unreliable. The Cambridge-Norwich tech corridor promotes growth and connectivity to maximise the benefits that can be achieved along the corridor arising from the influences of Norwich and Cambridge. As well as better connections to places further afield, it is important to improve connectivity to major employment areas like the University of East Anglia/Norwich Research Park/hospital area, Broadland Business Park and the city centre.

Statement of Policy

STRATEGIC CONNECTIONS

Strategic connections and hinterland access will be promoted to enhance the role of Norwich as the regional capital.

Key Actions

- 5.9 We will ensure that new strategic connections are optimised to benefit the economy, this includes rail enhancements to Cambridge, Stansted, London and other destinations, main bus and coach links, the Norwich Western Link, A47

improvements, and Long Stratton Bypass. Sustainable transport measures will be promoted to capture the benefits of these connections within the Norwich urban area and the strategic growth area around it. Individual schemes will need to mitigate their environmental impacts through the detailed work on these projects.

5.10 We will ensure that Norwich's role as a regional economic centre and transport hub is supported through excellent transport connectivity to the Norwich travel to work area and longer distance connections are improved to markets outside the county. The park and ride system plays an important role in maintaining good access into Norwich for trips from outside the urban area.

Supporting Actions

5.11 We will also:

- Ensure that accessibility to transport gateways is improved. These include Norwich Airport, Norwich rail station, Norwich bus station and Wymondham rail station
- Ensure that transport connections to identified strategic employment sites are enhanced by public transport, walking and cycling
- Carry out a strategic assessment to evidence the opportunities to deliver enhanced sustainable transport interventions as a consequence of completing the committed Transforming Cities interventions (a major package of improvements focussed on public transport, walking and cycling) and the Norwich Western Link
- We will review the measures that weren't funded through the Transforming Cities package to ensure these support the objectives.

Chapter 6 A Zero Carbon Future

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- *This chapter includes commitment to achieve net zero carbon in line with Norfolk County Council's environmental policy*
- *To achieve this will require significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and accelerating the switch to electric vehicles*
- *This is likely to result in imposing measures that will limit or restrict use of the private car within the city, particularly vehicles powered by internal combustion engines. Such restrictions are also required to achieve the ambitions for clean air, as set out in the subsequent chapter*

Context

Introduction

- 6.1 Reduction of carbon dioxide emissions is an internationally recognised priority in order to slow and mitigate the damaging effects of climate change. The transport sector is one of the largest emitters of carbon dioxide in the UK accounting for 34% of UK carbon dioxide emissions in 2019 (Department for Business, Energy and Industrial Strategy, 2020). More locally, emissions from transport in Norwich City made up around 25% of the city's carbon dioxide emissions in 2018 (National Atmospheric Emissions Inventory, 2018). In Broadland and South Norfolk districts it was 36% and 53% respectively.
- 6.2 The United Nations Paris Agreement (2015) internationally ignited the increased drive to slow global warming with its ambition to keep the global temperature rise well below 2 degrees Celsius compared to pre-industrial levels, and preferably 1.5 degrees Celsius. Nationally, the Climate Change Act (2019 revision) has prompted a drive towards net zero with the UK government committing to the achievement of net zero by 2050. Aligning to this, Norfolk County Council has its own targets, outlined in the Environmental Policy (2019), to achieve net zero in the council's operations by 2030 and to work towards carbon neutrality within the council's wider areas, also by 2030. Norwich City Council has declared a Climate Emergency adding to the decarbonisation drive and the need for action to mitigate climate change. The TfN strategy has an important role to play in contributing towards net zero targets due to transport's large contribution both locally and nationally towards carbon dioxide emissions.

Strategy and Policy

Zero Carbon

6.3 Carbon reduction is at the heart of our strategy. Ambitious targets to work towards carbon neutrality across all sectors in the county have been adopted by the county council; Norwich City Council has declared a carbon emergency. We need to reduce the carbon emissions from transport to achieve these local objectives and the national targets of cutting emissions by 78% by 2035 compared to 1990 levels. The Norwich area already starts from a good position, with many trips in the urban area already undertaken by clean, sustainable modes.

Statement of Policy

NET ZERO CARBON

We will reduce carbon emissions from transport in Norwich to make the necessary contribution to the national target of reducing emissions from all sources by 78% by 2035 compared to 1990 and achieving net zero emissions by 2050. A carbon budget will be developed for the transport programme to demonstrate how it will ensure emissions are contained within the budget.

Key Actions

- 6.4 We will devise a carbon budget for surface transport across Norwich and its strategic growth area. A baseline will be set. We will use this to assess potential interventions to guide delivery. We will monitor the efficacy of interventions using the carbon budget to guide further delivery.
- 6.5 We will gather evidence to provide the basis for significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and accelerating the switch to electric vehicles. These are covered in Chapter 7 Improving the Quality of our Air.

Supporting Actions

- 6.6 We will also:
- Continue to develop and deliver a range of measures to help people to get about using clean, sustainable modes of transport. These include:
 - An electric vehicle strategy is being developed and will be used to assist in the transition to clean fuels
 - Active travel networks including the pedalway network have been developed, hire bikes are available and an e-scooter trial is underway
 - Work with bus companies on switching to cleaner vehicles
 - Implement planned sustainable transport projects to serve planned areas of growth such as delivery of the Transforming Cities and LCWIP programmes, which will see sustainable connections to support planned growth.
 - Achieve net zero for Norfolk County Council assets and services by 2030 in line with the county council's Environmental Policy Target.

Chapter 7 Improving the Quality of our Air

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- *This chapter includes commitment to achieve clean air*
- *To achieve this will require, as for reducing carbon, significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and accelerating the switch to electric vehicles*
- *This is likely to result in imposing measures that will limit or restrict use of the private car within the city, particularly internal combustion engine vehicles. Such restrictions are also required to achieve the ambitions for clean air*
- *These measures will need significant further study and engagement work to consider before being able to commit to delivery of a preferred option, but the following interventions should be further considered:*
 - *Clean Air Zone*
 - *Workplace parking place levy*
 - *Road charging / congestion charge*
 - *Vehicle bans (eg prohibiting petrol and diesel engine vehicles from the city centre)*
 - *Promoting less polluting public transport*

Context

Introduction

- 7.1 Poor air quality is considered by the UK government as being the “largest environmental risk to public health in the UK” (House of Commons Library, 2019). Government has legally binding targets in place in order to reduce emissions of five damaging air pollutants, including nitrogen oxides and particulate matter.
- 7.2 Transport has a key role to play in improving air quality and meeting the targets. The Clean Air Strategy 2019 reports that road transport, domestic shipping, aviation and rail are responsible for a significant proportion of air pollutant emissions: 50% of nitrogen oxides, 16% particulate matter and 5% of non-methane volatile organic compounds, all of which are bad for health. Government’s Clean Air Strategy 2019 and the Road to Zero Strategy 2018 pave the way to improving air quality in transport and achieving legally binding targets, such as plans to ban the sale of new conventional petrol and diesel cars and vans in 2030.
- 7.3 Air pollution is also a significant issue more locally in Norwich. The city centre is an Air Quality Management Area (AQMA) due to the annual average nitrogen dioxide levels exceeding the recognised thresholds. High levels of nitrogen dioxide and particulate matter have also been identified along the primary

routes into the city as well as in the wider urban area of Norwich. This has a detrimental effect on human health causing a reduction in life expectancy and increasing the risks of heart disease and lung cancer.

- 7.4 Various interventions to improve air quality in Norwich have been undertaken, alongside Norwich City Council's Air Quality Management Action Plan which sets out a five- year plan for improving air quality.

Strategy and Policy

Air quality

- 7.5 Air quality is an issue within the Norwich area. In some places, air quality falls below recognised standards, meaning that an Air Quality Management Area (AQMA) has been declared across much of the city centre. An Air Quality Management Action Plan has been agreed. In some locations elsewhere, for example Wroxham Road/Ring Road, Sprowston and Reepham Road, Hellesdon, nitrogen dioxide levels are near to the levels where an AQMA would have to be considered. Because poor air quality has detrimental effects on human health, we want to ensure that air quality is tackled, that we no longer have to have an AQMA, and that our range of future interventions means that this doesn't become a problem again in the future.

Statement of Policy

AIR QUALITY

Air quality across Norwich and its strategic growth areas will improve so that we will:

- i) Remove the need to have AQMAs**
- ii) Improve air quality across Norwich and its strategic growth areas in the long term.**

Key Actions

- 7.6 Significant and far-reaching interventions will be considered including measures limiting or restricting use of the private car within the city, particularly vehicles powered by internal combustion engines, and promotion of low/zero emission public transport.
- 7.7 We need significant further study work to understand the impacts that such measures will have, and which might be appropriate for further consideration. This will be done through a mix of technical study work alongside extensive engagement with a range of partners and the public to understand what it means for business, and the effects such measures might have on how easy people find it to get about.
- 7.8 Considerable further work is required before being able to commit to delivery, but we envisage that the following interventions should be further considered, with a view to taking forward the preferred option:

- Clean Air Zone to charge vehicles with higher emissions
- Workplace parking place levy
- Road charging / congestion charge
- Vehicle bans on certain roads or areas

Supporting Actions

7.9 We will also:

- Adopt an electric vehicle strategy, setting out how we will work on the provision of electric vehicle charging infrastructure for fleet vehicles (buses, vans etc) and for private motorists. This will accelerate the switch to electric vehicles
- Implement traffic management schemes to improve vehicle flow and reduce idling
- Work on behaviour change campaigns to discourage unnecessary journeys and encourage active travel and clean travel modes (see Chapter 8 Changing Attitudes and Behaviours)
- Work with partners including Public Health and local communities to understand and investigate concerns about air quality in local areas, such as outside schools. We will look to whether innovative technology will help monitor air quality and will look to work with local communities on innovative measures such as school streets
- Assess whether any routes across Norwich and its strategic growth areas are at risk of falling into AQMA status, or lie close to the AQMA threshold, and identify appropriate mitigation strategies
- Work with public transport and taxi operators and freight companies to introduce cleaner vehicles
- Assess the air quality impacts of any transport scheme promoted under the Transport for Norwich strategy.

Chapter 8 Changing Attitudes and Behaviours

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- *This chapter recognises that there needs to be significant commitment to engagement with a range of partners including businesses as well as those who use the networks. Without engagement, it will continue to be difficult to achieve the strategic vision because there will be a lack of support when schemes are taken forward to delivery*
- *People need to understand, be persuaded about, and support measures that are being developed*

Context

Introduction

- 8.1 Changing the attitudes and behaviours of those who use the transport network can help to make the network more sustainable, safer and work more efficiently. Behaviours are influenced by a variety of factors including where people live and their socio-economic status. Understanding people's behaviours and effecting necessary changes will play a pivotal role in achieving the TfN strategy objectives and in the delivery and uptake of new schemes.
- 8.2 There is a national drive to change travel behaviours and attitudes in order to promote a modal shift towards more sustainable forms of transport. For example, government's Gear Change Vision for Walking and Cycling (2020) sets the national ambition to increase walking and cycling, particularly for shorter journeys which may have previously been carried out by car. Gear Change also stresses the importance of engagement with stakeholders and public acceptance of schemes. Support from key stakeholders and those using the network is crucial to bringing forward successful schemes.
- 8.3 The Norwich City Council Environmental Strategy 2020-25 also prioritises the need for behavioural change. One of the strategy's priorities is 'to work with partners to promote behavioural change to establish a more sustainable society'. It is important the TfN Strategy aligns to this as behavioural change in transport can be used to encourage uptake of more sustainable travel options, delivering benefits to air quality, health, the environment and relieving congestion.
- 8.4 Behaviour change is also essential to improving safety on the transport network, as people make individual choices that lead to unsafe outcomes. There are opportunities to improve enforcement with proposals being considered to allow local authorities to take on enforcement for some moving traffic offences alongside their existing parking enforcement role. Aligning enforcement and utilising behavioural change methods to campaign for and

encourage the safe and legal use of the transport network will help achieve an efficient and safe transport system which in turn can provide people with more confidence to utilise sustainable modes of transport such as walking, cycling and public transport.

- 8.5 Better management of parking will make bus travel more convenient and reduce obstructions of pavements, cycle routes and the network in general. The Department for Transport launched a consultation on pavement parking in August 2020 which proposed giving local authorities more powers. Better parking management can enable road space to be used more efficiently by, for example, dedicating road space to bus priority, walking and cycling facilities and public realm improvements, supporting the Greater Norwich Local Plan ambition to integrate parking in a manner that does not dominate the streetscape.

Strategy and Policy

Sustainable travel choice through behaviour change

- 8.6 How people choose to travel will have a significant bearing on how successful we are in meeting our ambitions. We need to make sure that we are providing the information and measures to influence the travel choices people make in order to find it easy, safe and convenient to get to where they need to get to. Our focus will be on active and clean travel. We need to engage to understand what people need, to ensure active and clean travel are suitable and that we are putting in place the right measures. We also need to show people how active and clean travel can become their first choice, to encourage them to switch how they travel.

Statement of Policy

SUSTAINABLE TRAVEL CHOICE THROUGH BEHAVIOUR CHANGE

We will develop a sustained and coordinated approach to informing and influencing attitudes and behaviours towards sustainable travel choices.

Key Action

- 8.7 We will use a mixture of information, engagement, and incentives and disincentives. A brand is being developed, which will provide a one-stop-shop countywide to deliver information, advice and messages. We will do this through a range of partners.

Supporting Actions

- 8.8 We will also:
- Work with business and residential developments on travel plans
 - Seek to positively tackle travel behaviours that cause congestion or air pollution eg smoothing rush hour congestion by employers being encouraged to allow for staggered work times, flexi hours and home working, and working with schools and businesses on travel plans

- Support car free and low car development in the city centre and locations that are highly accessible to a range of alternative travel modes
- Support initiatives that reduce car dependency, car ownership and private car usage eg car club.

Enforcement

- 8.9 Enforcement is currently carried out by the local authorities and the police. Local authorities currently enforce parking and some traffic matters such as use of bus lanes. It is expected that local authorities will be given additional powers to enforce a further range of matters although the police and other agencies like road safety partnerships will continue to be responsible for matters like speeding or drink driving. Enforcement is supported by campaigns and information to encourage changes in behaviour.

Statement of Policy

ENFORCEMENT

Working with partners, we will use a range of enforcement options such as moving traffic offences and parking to help us successfully deliver journey time, parking policy and promote active travel.

Key Actions

- 8.10 We commit to continuing to use cameras to enforce offences related to inappropriate use of bus lanes and bus gates and make use of new powers to enforce moving traffic offences (banned turns, yellow box junctions etc) to manage the way that journeys operate and make journeys more reliable.
- 8.11 Pavement parking will be reviewed to see if it is appropriate to introduce an area wide ban, allowing parking on pavements only in marked bays where it is required and doesn't obstruct other users.

Supporting Actions

- 8.12 We will also:
- Continue to support campaigns and information to encourage changes in behaviour. Enforcement will be used for effective management of the transport network. The local authorities will continue to enforce parking and loading restrictions, and use of bus lanes and bus gates
 - Continue to tackle disruption on the road network caused by car park queuing. This is particularly acute before Christmas and when large events are happening in the city. We will continue working in partnership with Norfolk Constabulary on fixed and mobile safety camera enforcement, and with communities who wish to participate in Community Speedwatch
 - Continue to use any financial surpluses generated by enforcement activities to support transport services.

Chapter 9 Supporting Growth Areas

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- *This chapter sets out how the strategy supports growth areas*
- *The policies – whilst important – are largely a continuation of existing policy, trying to make sure that growth is located in places where people can easily reach a range of services, and that where needed connections to growth areas are improved, principally through bus and active travel networks*

Context

Introduction

- 9.1 Norwich and the strategic growth areas are experiencing significant growth in jobs and housing and is planned to continue to grow throughout the TfN strategy period. As Norwich is the primary jobs hub with a travel to work area of over 30 miles, the city centre can become congested, particularly at peak times, causing delays and reducing the efficiency of buses. The planned growth in Norwich will place increased demand on the city's transport network.
- 9.2 Planning for new development needs to continue to be coordinated with transport in order to ensure that it is sited within places people can easily get to, and that it is served well by transport connections. Poorly planned locations for development can lead to complex transport patterns, making places difficult to serve, especially by public transport. Well-planned development provides an excellent opportunity to encourage the uptake of sustainable transport from the outset in new growth areas through the provision of well-designed and well-connected neighbourhoods.
- 9.3 The A to Better initiative provides travel plan advice for residents of new developments in order to encourage sustainable travel behaviours. The initiative also works with developers to help create communities where it is easier to choose to travel sustainability. This initiative changes the travel hierarchy to make modes such as walking, cycling and public transport a priority as these modes are key to achieving good health, improved air quality, a more efficient transport network and a healthy environment, which are key local and national priorities. This is supported by the Greater Norwich Local Plan which acknowledges the need to shift away from the use of the private car in the Norwich's urban areas and the need to create places which are safe, attractive and well-designed for pedestrians, cyclists and public transport.
- 9.4 The Greater Norwich Local Cycling and Walking Infrastructure Plan also supports Norwich's growth areas by providing strategic connections between existing and planned residential areas, areas of employment, education

facilities, transport hubs, as well as other key destinations in the Norwich area. This facilitates sustainable travel to and from growth areas, meeting the ambitions of the Greater Norwich Local Plan and National Planning Policy Framework requirements (NPPF, 2019).

- 9.5 The TfN strategy aligns with these policies and seeks to support the growth areas across the city and its surrounding areas, easing the impact of large-scale growth on the transport network and promoting sustainable movements in and around the city.

Strategy and Policy

Supporting Growth Areas, Regeneration Areas and Strategic Employment Areas and Location of New Development

- 9.6 Norwich has significant planned growth. The draft Greater Norwich local plan identifies 49,500 new homes and 33,000 new jobs to 2038. 74% of this growth is planned to take place within Norwich and its strategic growth area. Our transport strategy recognises that growth of this scale is dependent on developing the transport system to provide sustainable connections to growth areas and employment areas.

Statement of Policy

SUPPORTING GROWTH AREAS, REGENERATION AREAS & STRATEGIC EMPLOYMENT AREAS

We will proactively plan to meet the transport requirements of planned growth areas, regeneration areas and strategic employment areas and their associated transport commitments

Statement of Policy

LOCATION OF NEW DEVELOPMENT

New development will be located and designed to support the objectives of the TfN strategy, and the primary focus will be on achieving connectivity through walking, cycling and public transport and maximising the proportion of trips made by these modes

Key Actions

- 9.7 We will ensure that existing transport infrastructure commitments associated with planned growth and redevelopment areas are delivered. We commit to continued working in partnership with local planning authorities in devising suitable transport measures to support planned growth as part of the implementation of the Greater Norwich Local Plan. Emphasis will be on promoting connectivity through public transport, walking and cycling. We will

ensure that the TfN action plan effectively considers and gives appropriate priority to capital investment in infrastructure that will support planned growth.

Supporting Actions

9.8 We will also:

- Work with district Local Planning Authorities to support masterplans, development briefs and design codes / guides that are aligned with TfN strategy. This could include securing infrastructure for electric vehicle charging
- Work with partners to future proof new development to ensure sustainable transport interventions can evolve over time
- Seek to encourage high density development where there is good access to transport hubs, local services and employment opportunities
- Implement the planned interventions agreed within the Transforming Cities Programme and the Norwich Walking and Cycling Infrastructure Plan.

Chapter 10 Meeting Local Needs

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- *This chapter reinforces the importance of reducing casualties and that we need to have a transport system that supports the needs of everyone, being designed to take account the different needs of different people.*

Context

Introduction

10.1 The transport network must meet the needs of its users in order to run efficiently and successfully. The transport needs of those who live in Norwich and its surrounding areas varies considerably due to the different nature of rural and urban neighbourhoods, age, levels of wealth and lifestyles people lead. This adds complexity when planning and implementing transport interventions.

10.2 Transport is important for social inclusion and well-being which can affect economic and social outcomes, and therefore levels of inequality. The below points, identified in a Department for Transport evidence review, highlight how transport is closely interlinked with inequality and hence why we should strive to provide a transport network accessible to all:

- People with more money have more options in both where to live and how to travel and transport links are a key component of land value and housing costs.
- Concentration of jobs and amenities is often facilitated by transport links, meaning access to these transport links is necessary for accessing those opportunities.
- Accessibility of the transport system itself in terms of cost, geographic accessibility and scheduling of different options.

10.3 Levels of inequality in Norwich vary considerably which leads to disparities in people's access to transport and therefore access to employment and education opportunities. Car ownership across Norwich and its surrounding areas varies considerably. This can be a lifestyle choice for some, but for others low incomes and protected characteristics may make car ownership inaccessible. Other modes such as buses, rail, walking and cycling can be less convenient, particularly depending on where people live, the cost, scheduling, as well as concerns regarding the perceived safety of roads for walking and cycling. It is highly important that the TfN strategy seeks to provide a transport network accessible to all with the ambition to overcome barriers of transport inequality across the city to meet the needs of the network's users and government ambitions for equal access as set out in the Inclusive Transport Strategy (2020) and Equality Act (2010).

- 10.4 Users of Norwich's transport network also need to be safe and to feel safe. Trends show that the number of people killed or seriously injured on the transport network have been declining over the past 30 years as vehicle technology, road engineering and driver behaviour has improved. However, injury rates are now stubborn to further improvement. Recorded injuries in Norwich occur widely across the urban area and predominantly on roads and junctions where speeds are 40mph or 30mph, and less so in 20mph areas. The number of cyclist injuries has been increasing alongside the number of people cycling in the last ten years. However, a decline was observed in 2020, likely to be due to the pandemic lockdown restrictions. An increase in the perception that roads are unsafe has also been observed in recent walking and cycling surveys and is believed to suppress interest in active travel. Overcoming this perception will be key to increasing the uptake of active travel and achieving the TfN Strategy objectives.
- 10.5 Road safety campaigns can help to address safety concerns. These have sought to target the most vulnerable road users to be more vigilant by using targeted socio-demographic techniques. The Healthy Streets Approach also looks to improve the safety of streets in order to make them places people feel safe to walk, cycle and visit. This approach has been adopted for Norwich and will be a key consideration when developing new schemes. Improving the safety of Norwich's transport network is a key objective of Norfolk's Fourth Local Transport Plan, in which the TfN Strategy delivers against to provide a transport network which meets the needs of its users.

Strategy and Policy

Road Traffic Harm Reduction

- 10.6 Although the numbers of people killed or seriously injured on the transport network have been declining over the past 30 years as vehicle technology, road engineering and driver behaviour has improved, injury rates are now are stubborn to further improvement. Trends for numbers of cyclists injured have been increasing, reflecting an increase in the number of people cycling in the past 10 years.
- 10.7 The perception that roads are unsafe is believed to suppress interest in active travel, particularly for travel to school and travel to work reasons or simply for leisure. Local Safety Schemes are undertaken periodically when patterns of risk emerge, and value for money improvements are considered to be feasible.

Statement of Policy

ROAD TRAFFIC HARM REDUCTION

We will reduce the harms of road traffic associated with road casualties and tackle the fear of road traffic affecting vulnerable road users.

Key Actions

- 10.8 We will use the Healthy Streets approach. This approach puts the focus on people using the streets, using ten indicators, each describing an aspect of the experience of being on a street. These are prioritised and balanced to improve social, economic and environmental sustainability through design and management.
- 10.9 We will continue to tackle road casualties using the safe systems approach and working with road safety partners. The safe systems approach uses the following topics for how to deal with road safety collisions: Safe speeds; Safe roads; Safe road users; Safe vehicles and Post-crash responses.
- 10.10 This ensures that the emphasis is not entirely on the road user, since the approach accepts that people will make mistakes and that this needs to be considered.

Supporting Actions

- 10.11 We will also:
- Continue to work in partnership with Norfolk Constabulary in their roads policing role to tackle casualty reduction
 - Continue to seek to understand casualty factors, locational clusters, victim types, vehicle types and other patterns that merit intervention
 - Remove extraneous traffic from neighbourhoods and reduce speed limits to 20mph (see Chapter 11 Reducing the Dominance of Traffic)
 - Work with partners to better understand and overcome people's perception of harm or safety to ensure that everyone can feel comfortable using the transport network.

Overcoming Barriers

- 10.12 A significant proportion of residents do not own or have access to a car. For some people this is a lifestyle choice; others might not be able to afford or able to buy or run a car. Therefore, they rely on alternative means of transport to get to work, education, health or other reasons such as providing care.
- 10.13 This might include using a scheduled bus service, a train, using a motorbike or moped, using a bike, walking, using a taxi or private hire vehicle, or community transport, or rely on volunteer car schemes. Often these alternatives are more difficult or less convenient than car travel, or simply not available. Consequently, people might experience difficulties and consider transport to be a barrier in their lives.

Statement of Policy

OVERCOMING BARRIERS

The barriers to travel will be overcome and there will be a socially inclusive approach to transport matters

Key Action

10.14 The mobility requirements of those who might experience barriers to transport will be considered. This will include people with protected characteristics under the Equality Act 2010, those on low incomes and people without access to a private car. We will recognise the needs of those who need to travel to Norwich from the rural hinterland where access to non-car modes of transport might be limited; see Chapter 12 Making the Transport System Work as One. We will work with partners, and in the provision of information and infrastructure, to overcome barriers.

Supporting Actions

10.15 We will also:

- Introduce changes to make transport services simple to understand and use
- As part of our Bus Service Improvement Plan, and other related initiatives, consider how we can improve existing services and use technology and innovation to plan and provide transport solutions. This will include the use of apps to integrate how transport services and journeys can be planned, booked and paid for. This is part of our Behaviour Change work, see Chapter 8, Changing Attitudes and Behaviours.

Chapter 11 Reducing the Dominance of Traffic

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- *Enhancing the public realm through improvements to the transport system.*
- *The major implications of this policy are likely to be that new schemes, or changes to the network, will need to take full account of the place. This could mean the design of schemes is different, or of a different standard, in certain locations. A higher cost might be involved.*
- *It also sets out a policy around neighbourhoods. Here, the significant difference will be that traffic impacts on residential neighbourhoods will be reduced.*
- *This will be achieved through a series of interventions including 20mph speed limits, low traffic neighbourhoods (ie, stopping through traffic using routes through residential estates; they will be restricted to main roads)*

Context

11.1 Norwich is a city of considerable historic importance and any infrastructure intervention must be sympathetic to its surroundings and the public realm or must provide sufficient mitigation measures. Over 90% of cars entering Norwich in the morning rush hour have single occupancy. Consequently, the road network in Norwich is dominated by car traffic, causing congestion, delays, and air and noise pollution all of which detract from the city's cultural heritage and can deter people from active travel. Road space in Norwich is finite and the space cars are currently taking up is not being used efficiently. Despite the provision of Park and Ride, local bus services and cycle routes, the car remains the preference with affordable parking within the city centre and, for some, free parking at their place of employment, adding to the convenience of cars over active travel and public transport options. The TfN Strategy strives to overcome this and reduce the dominance of traffic on Norwich's network.

11.2 The Covid-19 lockdowns did reduce the amount of traffic around the city. However traffic levels are largely back to where they were pre-Covid-19. The benefits observed during the period of low traffic movements, such as improved air quality and reduced noise pollution, show what difference reduced traffic dominance can make.

11.3 The pandemic also altered the form of traffic in the city due to changed behaviours such as shopping, with more people shopping online during the national lockdown than ever before. When the first lockdown began in the UK, internet sales spiked from 19% of total retail sales to 32%, and levels remain higher than pre-Covid-19 over a year later. This results in increased delivery and light goods vehicles, adding to the dominance of traffic and making the streetscape less attractive for walking and cycling. Whilst some delivery companies now use electric vans which lessen their contribution to air pollution, their presence on the network still exists and is something the transport network

needs to adapt to as internet shopping and deliveries are projected to continue growing.

- 11.4 However, the pandemic did lead to the introduction of measures on some streets to help people keep their social distance, and to support local businesses when reopening, allowing restaurants and cafes to utilise the street space to seat customers. St Benedict's Street and Exchange Street were both closed to through traffic for these reasons. These interventions showed what could be done to support local businesses but also revealed learning points especially around the importance of delivery and customer collection for some retail outlets.
- 11.5 A Department for Transport public opinion survey on traffic road use, carried out in September 2020, found that three quarters of respondents supported the reduction of road traffic in towns and cities in England and their local area, and two thirds of respondents were supportive of reallocating road space to walking and cycling across towns and cities in England and their local area.
- 11.6 There are several policies that support the need for reduced traffic dominance. Government's Gear Change Vision (2020) looks to increase walking and cycling by segregating pedestrians and cyclists from volume traffic and implementing measures such as closing side roads to through traffic and creating school streets in order to create lower traffic neighbourhoods. This will contribute towards the creation of safe and peaceful environments to walk and cycle in. The Healthy Streets Approach also looks to create places where traffic is less dominant and where people feel safe and comfortable to walk and cycle and use public transport, as well as being sympathetic to the public realm.

Strategy and Policy

Places

- 11.7 The Norwich area has some highly valued historic and natural landscapes, streets and buildings. It is important that this is considered when transport interventions are being developed. The current Transforming Cities programme and the Cycle City Ambition Grant programme have both implemented schemes in sensitive historic areas of the city centre. The design of these interventions has been shaped by their environment to create public realm improvements and to be sympathetic to their surroundings.

Statement of Policy

PLACES

Changes to the transport network will seek to enhance the character and quality of places with historic, architectural or natural landscape character and ecological value

Key Action

11.8 Transport schemes developed in places of historical, landscape or architectural importance, including conservation areas, will be designed to ensure that they maintain or enhance the area and improve public realm.

Supporting Actions

11.9 We will also:

- Align our work in engaging with the planning system with the TfN Strategy eg ensure site allocations, masterplans, design codes and guidance deliver development in the right locations of the right quality
- Ensure that Conservation Areas will be respected or enhanced through the TfN strategy
- Ensure good quality materials and planting is sustained in maintenance activities.

Freight and deliveries

11.10 Freight and deliveries are essential for the functioning the city's economy. Attempts have been made to put in place freight consolidation schemes to minimise the impact of freight and delivery in the city. However, this has had limited success and take up. With the increase in online shopping and the impact of Covid-19 the pattern of freight and deliveries is changing and many localised deliveries to individual properties are being made this presents a challenge managing these movements on the local network. Some changes are starting to be made with the introduction of electric delivery vehicles by some online shopping companies. Norwich has also been trialling an e-bike cargo delivery service.

Statement of Policy

FREIGHT AND DELIVERIES

We will develop a coordinated approach for managing freight and deliveries to support clean modes of deliveries and minimise the impact of the movement of freight within the urban area with regard to emissions and traffic intrusion

Key Action

11.11 We will review how deliveries within the city centre are managed in the short term and in the long-term review how deliveries within the entire urban area are managed.

Supporting Actions

11.12 We will also investigate:

- Whether a Clean Air Zone could facilitate the shift to transhipment to a freight consolidation centre
- Provision of EV charge points for delivery vehicles
- Provision of e-cargo delivery services within the city centre

Neighbourhoods

11.13 Traffic and transport requirements have a very real impact on neighbourhoods within the Norwich area. We want to ensure that the strategy not only delivers on area wide objectives but also meets the needs of local communities. There has been a programme to introduce 20 mph zones across parts of the city and this strategy needs to take this forward to support low traffic neighbourhoods and active travel within these areas.

Statement of Policy

NEIGHBOURHOODS

We will work with local communities, elected members and stakeholders to reduce the impact of unnecessary traffic in neighbourhoods and provide connections that meet local needs and support active travel.

Key Action

11.14 We will undertake a strategic appraisal of traffic and transport issues experienced by local neighbourhoods to prioritise our work.

Supporting Actions

11.15 We will also investigate:

- Lower speed limits
- Low Traffic Neighbourhoods (reduce through traffic, point closures, bus gates)
- School streets (traffic reduction with part time road closures)
- Traffic management measures.

Chapter 12 Making the Transport System Work as One

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- We will develop a road hierarchy setting out the key corridors that will be for general traffic, the key corridors where public transport and active travel will be prioritised and areas where streets will primarily support communities who live there, or for leisure uses like meeting friends or entertainment*
- On corridors prioritised for movement, we will identify ones where general traffic is prioritised; ones where public transport is prioritised; and ones where active travel is prioritised. This reflects that streets cannot accommodate effectively every demand, and we must prioritise*
- We will also introduce a Travel Mode Hierarchy. This means that we will consider the needs of all users, thinking first about people who use sustainable transport modes*
- These proposals will put the focus for capacity improvement towards the most number of people, rather than numbers of vehicles. This supports in particular prioritising bus travel rather than car traffic*
- Parking will be reviewed to consider current parking capacity, arrangements, cost, availability and type.*

Context

Introduction

12.1 There are many different moving parts which make up Norwich's transport network. The road network, pedestrian and cycle routes, bike and e-scooter share schemes, bus services, car clubs and rail all must work together to provide an integrated transport network which gets people to where they need to be efficiently, safely and sustainably. To enable this, transport interventions must prioritise the movement of people, not just vehicles.

12.2 Currently, cars are a convenient way of accessing Norwich which contributes to congestion, poor air quality and carbon emissions. One reason for the popularity of accessing the city by car is because of the affordable parking tariffs in the city centre. This is a concern for bus operators and leads to facilities such as the Norwich Park & Ride not being used to their full potential. The Bus Back Better Strategy (2021) aims to improve partnership working between local authorities and bus operators and encourage bus use, helping provide stability to services. Norwich's successful Transforming Cities Fund bid also looks to improve the bus network and to provide an 'ease of access and smooth interchange between transport modes' through the creation of mobility hubs. This will enable the transport network to work as one and make sustainable journeys more feasible, something the TfN strategy supports.

- 12.3 Norwich's Local Cycling and Walking Infrastructure Plan also improves connectivity, a key ambition of the Fourth LTP, and supports seamless transition between transport modes by connecting cycle routes and pedestrian facilities to transport interchanges. The TfN strategy will support the delivery of this cycling and walking plan which will help work towards achieving 50% of journeys in the city being active by 2030, a key government ambition outlined in Gear Change (2020). The Norfolk Greenways to Greenspace Strategy also looks to provide safe routes for people to travel actively which link to the public transport network and the existing long-distance walking and cycling network. This contributes to an integrated transport network, encouraging active travel and providing improved access to greenspace which is essential for good physical and mental wellbeing.
- 12.4 Technological advancements can also support the transport network in working as one. Mobility as a Service can enable people to quickly and easily plan and pay for journeys which can consist of multiple different sustainable modes. Norwich's Beryl Bike and E-Scooter share scheme also helps provide an integrated transport system due to its flexibility and strategically located sites at the rail station, bus station and elsewhere. The scheme has been highly successful. Since its launch in March 2020 to June 2021, the Norwich Beryl scheme has seen more than 157,000 trips covering over 572,000km. The Norwich rail station bay has been the most popular destination for Beryl Bikes, a potential example of multi-modal travel in Norwich. Norfolk County Council is also involved in the MOBI-MIX project which is aimed at increasing uptake of low-carbon transport by making it cheaper, more sustainable and more accessible to cut the number of cars, ease congestion and cut CO2 emissions.

Strategy and Policy

Road Network and Travel Mode Hierarchy

- 12.5 For the general public, roads are classified as A or B roads, alongside the more minor roads. However, local authorities use a more sophisticated system for the purposes of managing and maintaining the road network, as well as a classification system for pavements, cycle ways and other transport assets. These are traditionally based on how well-used parts of the network are.

Statement of Policy

ROAD NETWORK AND TRAVEL MODE HIERARCHY

We will adopt a road network and travel mode hierarchy that will support mobility requirements of people rather than just vehicles and recognises the place function as well as movement function of different parts of the network

Key Action

- 12.6 We will introduce a hierarchy that reflects how roads, streets and spaces are used. This will range from identifying roads where essential movement will be

the priority through to identify places where the primary use will be for meeting people, eating out or socialising.

- 12.7 Key movement corridors will prioritise movement of the greatest number of people rather than the greatest number of vehicles. This will ensure that they operate most effectively. The layout and constrained nature of roads in our urban areas means it is very difficult to make improvements for all types of user. Therefore, we will prioritise space for certain types of users rather than trying to make provision for all types of user along different corridors. We will identify corridors for general traffic; corridors where public transport measures like bus lanes will be prioritised; and corridors where active travel measures like segregated cycle lanes will be prioritised.
- 12.8 Movement across Norwich and its strategic growth areas will seek to significantly reduce the intrusion of extraneous traffic within the city centre and residential neighbourhoods. Cross city traffic will be required to use orbital and radial primary routes rather than short cuts on neighbourhood roads.
- 12.9 These are potentially major changes. Although at this stage proposals have not been fully developed, a key diagram showing the longer-term changes to the network will be worked up to show how the network will be developed. This will be done as part of developing the strategy and action plan and will take account of the outcome of the consultation on the strategy and ongoing detailed technical work. These changes will be consistent with, and developed from, work done to date, such as delivery of the pedalway network and our Transforming Cities programme.
- 12.10 The key diagram will also show the cycle network in the Local Cycling and Walking Infrastructure Plan, currently being consulted on, and the neighbourhood areas (ie those areas where 20mph speed limits and low traffic zones could be introduced).

Supporting Actions:

- We will continue to invest in a corridor approach to bus priority as part of the Transforming Cities Fund work and a network approach for the Local Cycling and Walking Infrastructure Plan.
- We will review the requirements of motorcyclists and powered two-wheel vehicles in relation to bus lanes and bus gates
- Highway network directional signage will be amended to reflect the role of roads identified in the Road Network Hierarchy.

Bus Services

- 12.11 The availability and cost of bus services was a key issue identified in the consultation responses to the principles for a TfN strategy that was carried out in 2018. There are a number of bus operators that serve Norwich and although there has been no formal partnership there is a good track record of working together. This is evidenced by the commitment of First Bus to invest in their fleet to support the Transforming Cities programme.

12.12 Historically Norwich has seen high bus patronage although Covid-19 at least temporarily reduced this because of the need to run socially distanced services. The county council is forming an Enhanced Partnership and Bus Service Improvement Plan with local bus operators that will influence the development of the bus network. The council has also committed to develop an enhanced partnership with operators.

Statement of Policy

BUS SERVICES

Bus services will continue to be a vitally important transport solution. We will work in partnership with operators to deliver services that meet peoples travel needs

Key Action

12.13 Continue to work in partnership with operators to develop bus services meet the requirements of people within the travel to work area to access the city centre, strategic employment areas and other key destinations such as health, education and retail facilities, whilst recognising that the majority of bus services in the Norwich area are run on a commercial basis by the operators.

Supporting Actions

12.14 We will also:

- Work with bus operators to develop a joint approach to bus and highway infrastructure investment priorities
- Investigate the introduction of higher priority on important bus corridors
- Appraise enforcement of bus lanes and bus gates
- Consider social needs in relation to bus services.

Parking Policy

12.15 The availability, ease and cost of parking is a major factor in how people choose to travel. If parking is easily available and inexpensive, people will see driving as the most convenient option, even though this could lead to unintended consequences like congestion.

12.16 Parking is provided by a mix of bodies including: private and local authority-run public parking in car parks; private car parks for businesses; and on-street parking controlled by the local authority. Local authorities therefore have some direct control over the numbers of car parking spaces and the cost of these. They can also influence the amount of parking within new developments. In the future, the local authorities will use their influence to make sure that the ease, availability and cost of parking is in line with the other objectives of the strategy. For example, this could mean limiting the numbers of publicly available spaces in city centre local authority car parks to ensure that sustainable travel by Park and Ride, local bus services, cycling or walking is the first choice for people over the use of the private car. Any controls will need to be balanced against the need to ensure the city remains an attractive place for people to visit and do business in.

12.17 In Chapter 7 Improving the Quality of our Air, we outline how Workplace Parking Levies could be considered as one option to reduce carbon and improve air quality.

Statement of policy

PARKING

Car parking will be minimised for the city while continuing to support its economic vitality and meeting essential needs. Parking policy and practice for on-street and off-street public parking will be developed to complement park and ride and support promotion of active travel.

Key action

12.18 As part taking forward the action plan, we will undertake a review to look at the cost, availability and type of parking. This to make sure that the parking policy supports the objectives of the strategy including to reduce travel by car and ensure a switch to active travel and public transport, whilst still ensuring the economic attractiveness of Norwich.

12.19 Previous strategies introduced a cap on the amount of public parking provision in the city centre (10,000 spaces). This will be reviewed.

Supporting Actions

- We will ensure that that on-street parking policy and practice, including the provision of waiting restrictions, controlled parking zones, parking permit policies and on-street charging tariffs are kept under periodic review.
- We will seek to align parking management with delivery requirements for loading in the city centre (use of pedestrian zone waiting restrictions that control access and loading). Parking and loading needs for other modes of transport will be addressed, such as for deliveries, buses, cycles, motorcycles, car club etc
- Council car park tariffs and on-street charges to discourage long stay commuter parking; and make Park and Ride more competitive will be reviewed
- Parking in residential neighbourhoods will continue to be monitored and managed through Controlled Parking Zones (permits).

Norwich Park and Ride

12.20 Park and Ride services run from several sites around Norwich. They are located on the edge of the built-up area and provide convenient facilities, aimed principally at people who visit the city centre and are looking for a long-stay parking option. These services now operate on a purely commercial basis.

12.21 Whilst the services continue to be successful, some sites now operate differently. For example, services from Costessey run to the hospital and university only and not the city centre. Some sites are better used than others.

12.22 A review of the operation of Park and Ride, and how it might best serve the travel needs of the city for those from outside, is a key need.

Statement of Policy

NORWICH PARK AND RIDE

The role and form of Park and Ride will be developed and reviewed to support longer distance connectivity.

Key Action

12.23 We will review the operation of Park and Ride to establish its long-term development and sustainability. This review will include consideration of:

- The location and size of sites
- Potential for serving sites by other modes including possible roles as bus and coach interchanges including tourist coaches; accommodating Cycle and Ride; interchange with scheduled bus services
- Potential for ancillary operations at the sites including electric vehicle infrastructure, decking sites to support solar panel installation, services for customers at sites and freight consolidation.
- Routes, frequencies and periods of operation
- Funding.

Supporting Actions

- Park and Ride will continue to meet the needs of people who require a car to travel to Norwich and the Norwich Research Park/University of East Anglia/ Norfolk and Norwich Hospital cluster.
- The review of parking across the Norwich area, see above Parking Policy, will take account of Norwich Park and Ride
- We will explore the potential role of Norwich Park and Ride in providing intra urban travel.

Journey Times and Reliability

12.24 Journey times and journey time reliability are an important factor in how we choose to travel and perceive the performance of the transport system. Norwich has historically suffered from low average traffic speeds and the network is prone to congestion. This impacts on other users including bus passengers. Congestion can contribute to reductions in air quality and have a significant impact on journey time and unreliability. For public transport this makes consistent timetabling difficult throughout the day.

12.25 To mitigate the impact on public transport, bus priority measures have been introduced on key bus corridors. These have helped to improve the speed and reliability of services but there is more that can be done.

Statement of Policy

JOURNEY TIMES AND RELIABILITY

Journey times and reliability will be improved on the local highway network with particular emphasis to support fast and frequent bus services.

Key Action

12.26 We will ensure that journeys by bus are consistent and journey times are reduced where possible and consider the feasibility of demand management approaches such as congestion charging and workplace parking levies to facilitate traffic reduction to free up road space for essential travel.

Supporting Actions

12.27 We will also:

- Commit to managing congestion on the local highway network so that journey times are reliable, and congestion is not severe
- Commit to ensure that the ITS system (traffic signals) and policies improve bus journey times prioritise cyclists and pedestrians at key crossing points and improve journey times for all traffic on main distribution routes
- Consider removal of traffic signals at junctions to facilitate free flow, taking into account the needs of people on foot or cycles
- Align enforcement to achieve journey time reliability (for example through targeting enforcement of parking bans on main roads).

Active Travel

12.28 Active travel is transport through non-motorised means. The best-known forms are walking and cycling, though other modes include running and non-motorised scooters. Government has set out that it wants to achieve 50% of journeys by active travel and we feel that this is a more than realistic ambition for Norwich and its strategic growth areas. We have already made a great start: good progress has been made on delivery of our pedalways cycle network; e-scooter trials are underway; and the bike hire scheme is operating successfully. The Local Cycling and Walking Infrastructure Plan was the subject of consultation in early summer 2021.

Statement of Policy

ACTIVE TRAVEL

We will promote active travel by walking and cycling

Key Action

12.29 Active travel networks will be prioritised. Active travel will be prioritised over other forms of transport on dedicated movement corridors, within the city centre and within local neighbourhoods.

Supporting Actions

- A strategic walking and cycling infrastructure network including new and improved links with appropriate pedestrian and cycle crossing facilities will be delivered
- In accordance with our new Local Transport Plan policy, we will prioritise maintenance of those parts of the network used by people walking and

cycling. This will mean that the condition of cycle lanes and pavements on the most well-used routes is at the highest standard possible

- Lower speed limits will be introduced in neighbourhoods and traffic will be reduced (see Chapter 11 Reducing the Dominance of Traffic)
- Additional cycle parking will be provided in key locations including at local and district centres
- Post pandemic transport recovery measures, such as those on Exchange Street, will be implemented on a permanent basis and other similar measures elsewhere actively considered. We will prioritise measures that support economic growth such as space for pavement licenses for restaurants and cafes
- Develop a programme of behaviour change.

Chapter 13 Making it Happen

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- *This has a potentially major implication on governance*
- *There is a need to review long term governance arrangements and propose a suitable model to deliver the TfN Strategy.*
- *Special interest sectors need to be drawn in to advise and assist with direction and delivery. These include transport operators (rail, bus and community transport), business community eg FSB, Chamber of Commerce, Norwich BID, the Norwich Airport operator, Norwich Rail Station operator, the taxi and private hire trade, Norfolk car club, motorcycles, Broads Authority navigation issues and the tourist sector.*

Context

Introduction

13.1 Collaboration with stakeholders is key in order to deliver a successful TfN strategy. The strategy will affect many sectors of Norwich, such as local authorities, transport operators, tourism, businesses and education providers. Having the knowledge and expertise from these sectors involved in the development and delivery of the TfN strategy will be crucial to overcome the challenges and uncertainties such as climate change and recovery from the pandemic and to provide a safe, sustainable and efficient transport network.

Strategy and Policy

Governance and Partners

13.2 Transport for Norwich has a successful track record of delivering interventions across the area. This has primarily been taken forward through established governance arrangements with a joint committee that includes Norwich City Council, Broadland District Council, South Norfolk Council, Norfolk County Council and New Anglia Local Enterprise Partnership.

13.3 For our strategy to be successful it will need to tackle big challenges and uncertainties including carbon reduction and economic recovery from Covid 19. We will not be able to do this alone and it will require a strong and robust governance to bring forward interventions that will change the way people travel in Norwich and its strategic growth area.

Statement of Policy

GOVERNANCE AND PARTNERS

We will ensure the governance of transport activity in Norwich is improved to take forward the challenges and ambition of the Transport of Norwich strategy in partnership with the delivery agencies.

Key Action

13.4 We will undertake to review the existing governance arrangements to determine an approach to working in partnership with the public and private sector to develop governance that is inclusive and appropriate for taking forward the strategy in the long term.

Supporting actions

- Identification of partners who are key to successful delivery of the strategy.
- the governance arrangements will need to consider further evidence to be gathered
- Decisions on which interventions to pursue based on evidence
- Identifying and securing funding for the successful delivery of the strategy.