

Connecting Norfolk

Norfolk's Transport Plan for 2026

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Executive Summary

Norfolk's 3rd Local Transport Plan, *Connecting Norfolk*, sets out the strategy and policy framework for transport up to 2026. This will be used as a guide for transport investment in Norfolk as well as considered by other agencies when determining planning or delivery decisions. The strategy is accompanied by an implementation plan, setting out the measures to be delivered over the short term. *Connecting Norfolk* is driven by the views of local people and stakeholders and addresses the challenges we face in Norfolk. Our transport vision is:

Norfolk's Transport Vision:

A transport system that allows residents and visitors a range of low carbon options to meet their transport needs and attracts and retains business investment in the county.

We will achieve this by:

- Making the best use of what we have to facilitate reliable journeys
- Reducing the need to travel
- Influencing others and ensuring transport is integrated into development plans
- Working with communities and our partners to seek new solutions and new ways of delivering
- Lobbying for and pursuing improvements to Norfolk's strategic transport network.

Six strategic aims underpin the vision, they are: maintaining and managing the highway network; delivering sustainable growth; enhancing strategic connections; reducing emissions; improving road safety; and improving accessibility.

In the short to medium term maintaining the existing highway network will require a greater share of Norfolk County Council resource and funding in transport delivery. This underpins the other aims, is important to our stakeholders and critical for meeting our statutory obligations as a highway authority. This may require redirection of resource from the delivery of new transport infrastructure and will likely delay some schemes already in the highway capital programme. Investment in new infrastructure will be focused on a small number of strategic improvements linked to major housing or economic growth and strategic connections.

Managing and maintaining the transport network

Given the current financial reality, *Connecting Norfolk* identifies this area of work as the main short term priority for transport delivery. Within this, focus should be on:

- Maintaining and managing the higher status roads, where necessary reducing treatments on other roads
- Enhancing the community's role in routine maintenance jobs
- Achieving better value by improving targeting and reducing costs.

The strategy reflects the importance of:

- Using our network management duty to get the most out of our highway network so as to increase journey time reliability

- Having a resilient highway network and responding to the likely impacts of climate change
- Protecting the environment by considering the character of the historical environment, landscape and local biodiversity when making transport decisions.

Sustainable growth

There will be significant growth in Norfolk during the life of *Connecting Norfolk*. The strategy provides a framework for this to be delivered in, setting the Transport Authority's requirements. These include:

- Ensuring that all new development is well located in settlements with a range of services so as to minimise the need to travel
- Adequate regard is given to reducing the traffic impacts of growth to negate a detrimental effect on the road network or existing communities
- Development is in line with *Safe, Sustainable Development*, our aims and guidance notes for development management
- Ensuring necessary infrastructure to support growth is secured, including a Norwich Northern Distributor Road to facilitate economic growth in the greater Norwich area.

Strategic connections

Connecting Norfolk identifies the following as Norfolk's key strategic connections:

- The A11, providing the main road connection to London and the south
- A Norwich Northern Distributor Road to facilitate strategic access to north-east Norfolk and Norwich Airport
- Connections to Norfolk's gateways, Norwich Airport and the pPorts at King's Lynn and Great Yarmouth, including a future Third River Crossing for the River Yare
- The A47, part of the European TEN-T network, providing the main east-west road connection and route to the Midlands and north of England
- The Norwich to London rail line, providing links to London and the south
- The Norwich to Cambridge and Peterborough rail line, providing links to the Midlands and the north of England
- The King's Lynn to London rail line, providing links to London, the south and Europe via St Pancras / Thameslink.

Opportunities will be taken to enhance these through partnership working.

Transport emissions

Measures must be taken to reduce emissions from transport in Norfolk. *Connecting Norfolk* places importance on:

- Aiding a shift to a more efficient vehicle fleet through development and facilitation of necessary infrastructure like electric vehicle charging points
- Promoting active and healthier travel options for short journeys to schools, services and places of employment
- Enhancing integration between different travel modes, particularly at key bus and rail stations and Norwich Airport
- Tackling traffic problems where they are resulting in poor air quality.

Road safety

Road safety continues to be a major public concern and this is reflected in our conversations with residents. *Connecting Norfolk* will address this by:

- Prioritising measures to reduce the number of people killed or seriously injured on Norfolk's roads
- Providing education, training and publicity to promote safer travel
- Creating a safer environment for travel
- Working in partnership with those agencies that share our goals.

Accessibility

There will be significant pressures in this area over the coming five years, with the financial situation making services like public transport more difficult to deliver.

Connecting Norfolk describes the strategy for dealing with this:

- There will be a shift towards more demand responsive transport in rural areas
- The community will take on more of a role in tackling poor accessibility and promoting shared travel options like car sharing
- All agencies are responsible for ensuring their services are accessible.

Connecting Norfolk places importance on:

- Achieving efficient movement into town and urban centres, favouring short term parking for car drivers, which benefits the local economy and supports alternative travel options
- Providing opportunities for sustainable tourism, recognising the benefit of community and heritage rail lines
- Providing accessible transport services
- Encouraging alternatives to travel, such as supporting high quality broadband.

Approach to delivery

There is a strong emphasis on working in partnership to achieve the intentions set out in *Connecting Norfolk* as well as enabling the community to take more ownership and responsibility:

- Partnership arrangements fostered during *Connecting Norfolk's* development will be built upon
- Links will be strengthened with existing partnership structures like the Local Enterprise Partnerships
- Our private sector partnership will be scrutinised to ensure best value
- Community-led initiatives will be fostered
- Support and capacity building will be provided to enable a greater role for community groups in transport delivery.

Connecting Norfolk requires value for money to be a central component of transport delivery:

- The best use must be made of our existing transport network
- External funding opportunities will be maximised
- Delivery will be combined and coordinated wherever possible
- Longer term affordability should be a key consideration with all improvement schemes.

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Chapter 1: Introduction and Context

Connecting Norfolk

- 1.1 Norfolk's 3rd Local Transport Plan, *Connecting Norfolk*, sets the longer term strategy for transport delivery up to 2026. It provides the policy framework for improvements to transport as well as being a guide for other agencies, like local planning authorities, when considering future development or delivery.
- 1.2 The strategy contains short term priorities in addition to the longer term aspirations of how we would like the transport network to look in 15 years. It is recognised that given the financial constraints we currently face, there will be limitations to what can be achieved short term. There will be less money to deliver improvements and works will need to refocus on maintaining the existing network.
- 1.3 Transport activity will be delivered under six areas. These were identified through stakeholder consultation during January and February 2010 as priority areas of transport. They include:
 - Managing and maintaining the transport network
 - Sustainable growth
 - Strategic connections
 - Accessibility
 - Emissions
 - Road safety.
- 1.4 The strategy is complemented by an implementation plan. This describes the measures that will be delivered over a shorter time period, in accordance with the government's comprehensive spending review period.
- 1.5 *Connecting Norfolk* is underpinned by a Sustainability Appraisal which incorporates a Strategic Environmental Assessment, Carbon Impact Assessment and Health Impact Assessment. This assessment process was undertaken to ensure that sustainability principles, including those relating to the environment, economy and social objectives, have been adhered to and helped inform the plan's development. In response to stakeholder views that carbon reduction should be a central aim of *Connecting Norfolk*, a Carbon Impact Assessment has been undertaken ensure it is a key consideration in policy making. Overall the strategy is projected to have a positive impact on the sustainability baseline, carbon reduction and health of the population. Further detail is provided in the Sustainability Appraisal Report.

Policy Context

- 1.6 In *Creating Growth, Cutting Carbon* the transport white paper, government outlines its vision for "a transport system that is an engine for economic growth but one that is also greener and safer and improves quality of life in our communities." Government states that it wants to encourage sustainable local travel and economic growth by making public transport, cycling and

walking more attractive and effective, promoting lower carbon transport and tackling local road congestion. However, government is clear that priorities should be determined locally to ensure delivery is attuned to local circumstance. The Big Society, whereby communities have more power to shape local services and are encouraged to take more of an active role in their delivery, is a strong message.

- 1.7 Locally, *Norfolk Ambition*, the sustainable community strategy provides a vision for the longer term future, bringing together priorities across partner organisations. Its jointly agreed vision for Norfolk is:
- A place that inspires individuals and businesses to create, thrive and achieve
 - Communities that prosper, welcome and support
 - On England's frontline in tackling climate change and environmental sustainability.
- 1.8 Achievement of this will mean that businesses feel Norfolk is a good place to do business, people feel it is a great place to live, and Norfolk is seen as a leader in carbon reduction, nationally and internationally. Short term priorities include skills, access, environment and vibrant communities. In terms of transport, *Norfolk Ambition* reflects the importance of access to services, reducing the need to travel, strategic connections, low carbon travel options and enhancing road safety.
- 1.9 *The County Council Plan* is the county council's strategic plan, setting out the priorities agreed in partnership with local people and organisations in Norfolk. It identifies three strategic ambitions, the areas seen as fundamental to the overall longer-term economic, social and environmental wellbeing of Norfolk. These underpin all council activities and are to make Norfolk:
- An inspirational place with a clear sense of identity
 - With a vibrant, strong and sustainable economy
 - And aspirational people with high levels of achievement and skills.
- The plan identifies transport as a key element of delivery for the Council. Priority is around enabling improvements that help sustain Norfolk's longer-term economic growth while reducing carbon emissions.
- 1.10 The *New Anglia* Local Enterprise Partnership covers Norfolk and Suffolk, with both counties sharing the issues highlighted above. The emerging priorities of the Local Enterprise Partnership will therefore be complementary to both counties in terms of transport and connectivity. The aim of *New Anglia* is to act as a catalyst to achieve sustainable economic growth, tackling barriers wherever they occur. Improving the road and rail infrastructure to support economic and housing growth and attracting inward investment is likely to be a priority. Part of Norfolk is also covered by the Greater Cambridge – Greater Peterborough Local Enterprise Partnership. The partnership aims to lead the areas growth to 100,000 significant businesses, creating new jobs, becoming an internationally renowned low carbon, knowledge based economy. As with *New Anglia* transport is recognised as an important part of this.

1.11 This is a time of considerable change; public services are being reformed and a comprehensive review of government spending has been carried out to tackle the growing national debt. In response, Norfolk County Council has held the '*The Big Conversation*' which proposes a fundamental reshaping of priorities and activities undertaken by the council. Over 9,000 responses were received from members of the public, organisations and people who use council services. These will help determine the package of savings to be taken forward. As this and the national context continue to evolve, there will be implications for transport and the implementation plan in particular, which is the short term element, will need to reflect this.

About Norfolk

1.12 Norfolk is situated in the east of England, bordered by Suffolk to the south, and Cambridgeshire and Lincolnshire to the west. To the east and north is the North Sea. The county has an outstanding heritage and history and over 100 miles of coastline. It is the home of many globally branded companies such as Aviva, Virgin Money and Lotus Cars. Norwich is consistently placed within the top fifteen retail centres nationally and recent figures (2009) show that Norfolk is the safest county in England.

1.13 Much of Norfolk is rural, with agriculture the dominant land-use. It has a large number of small, dispersed villages and more market towns than any other county. Services such as health or education tend to be sited within the larger villages, market towns or urban areas. Despite the fact that we have many such locations, it still means that significant numbers of people have to travel relatively long distances to access everyday facilities, often with the added challenge of variable quality public transport. Norfolk also has one of the largest highway networks in the country, over 6,000 miles, which provides some significant challenges in terms of travel and maintenance.

1.14 The county has a high quality environment including the nationally recognised areas of The Broads, with the equivalent status of a national park, and the Norfolk Coast, which has been recognised as an Area of Outstanding Natural Beauty. Such assets mean that tourism is a key sector and an important part of the rural economy. However, the county is susceptible to the impacts of climate change, including flooding, coastal change and temperature rises.

1.15 Though much of the county is rural, greater Norwich is the largest labour market in the region accounting for approximately 60% of all jobs in Norfolk. Norwich, with a population of around 210,000, supports more than 50 regional or national headquarters and is a major financial centre. However, whilst many of these businesses are located in the city centre (with reasonable access afforded to those living close by the radial public transport routes), the growth of business parks on the outskirts presents challenges to those without their own transport. Over 40% of the county's

population live in Norwich and the other main urban areas of King's Lynn, Great Yarmouth and Thetford. Great Yarmouth is a priority area for regeneration within the region. King's Lynn, Thetford and Norwich have been identified as centres for major growth and will see the majority of housing and jobs growth.

- 1.16 Transport is a key factor if Norfolk is to fulfil its potential as a driver of the national economy while offering residents and visitors a quality of life second to none. *Connecting Norfolk* sets out our vision and plans for transport to ensure it plays its part in delivering a thriving low carbon economy. It recognises that we will need to significantly change both what and how we deliver transport solutions in recognition of a vastly different economic background compared to previous transport plans. Partnership working will be key to realising our transport aspirations for Norfolk.
- 1.17 *Norfolk Ambition*, the sustainable community strategy for Norfolk, identifies the key challenges facing Norfolk. These can be summarised as:
- Major growth
 - Norfolk's economic performance
 - Protecting and enhancing the environment
 - Climate change
 - Skills
 - Access to services
 - Deprivation
 - Demographic change.
- 1.18 Transport has a role to play in meeting all of the high level challenges listed above. To aid development of *Connecting Norfolk* an evidence base has been produced. This provides more detail on the key challenges and considers the transport issues that relate to them. The main issues that will be addressed in this strategy include:
- Our ability to maintain the transport network to an appropriate standard
 - Current and future resilience of the transport network
 - Transport's impact on the natural and built environment
 - Our ability to deliver sustainable growth in housing and jobs
 - Poor road and rail connections to other major centres in the UK and the impact this has on business investment
 - Connections to Norfolk's international transport gateways
 - Poor transport accessibility and isolation
 - Carbon emissions from transport
 - The number and severity of road traffic collisions
 - Protecting vulnerable road users.
- 1.19 These issues are explained in further detail throughout the strategy section of *Connecting Norfolk*.

Chapter 2: Vision for Transport

Transport Vision:

A transport system that allows residents and visitors a range of low carbon options to meet their transport needs and attracts and retains business investment in the county.

- 2.1 We will achieve this by:
- Making the best use of what we have to facilitate reliable journeys
 - Reducing the need to travel
 - Influencing others and ensuring transport is integrated into development plans
 - Working with communities and our partners to seek new solutions and new ways of delivering
 - Lobbying for and pursuing improvements to Norfolk's strategic transport network.
- 2.2 There are six aims that support this vision, *Connecting Norfolk* will:
- Manage and maintain the transport network to an appropriate standard
 - Deliver sustainable growth
 - Enhance strategic connections
 - Reduce emissions
 - Improve road safety
 - Improve accessibility.
- 2.3 In the short to medium term maintaining the existing highway network will require a greater share of Norfolk County Council resource and funding in transport delivery. This underpins the other aims, is important to our stakeholders and critical for meeting our statutory obligations as a highway authority. This may require redirection of the integrated transport funding block, received from government, from the delivery of new transport infrastructure and will likely delay some schemes already in the highway capital programme. Investment in new infrastructure will be focused on a small number of strategic improvements linked to major housing or economic growth and strategic connections.

Chapter 3: Managing and Maintaining the Transport Network

- 3.1 Norfolk has one of the largest highway networks in the country, over 6,000 miles, and an overall asset base valued at approximately £6.5 billion. The county council is responsible for managing all aspects of this network including road maintenance, water drainage arising from the roads and street lighting. This is directed at an operational level within the *Transport Asset Management Plan*. The council also has responsibility for maintaining 2,400 miles of public footpaths and other rights of way, which can serve important links to village centres and services as well as having an important health and leisure role. The *Public Rights of Way Improvement Plan* sets out aspirations for improving this network and encouraging community involvement.

Achievements

- 3.2 Norfolk has a strong track record for the delivery of highway maintenance against a background of more and more challenging winters. Over the last 10 years the condition of the A and B road network has improved, enabling us to keep stable the amount of road in need of attention, as measured by the national indicators. This is a result of improved targeting of maintenance work through effective asset management.

Challenges going forward

- 3.3 Despite the achievements, we are facing significant challenges in maintaining the network to an appropriate standard. The level of investment in recent years has kept the overall condition of the network in a relatively stable condition, but there has been some deterioration of B and C roads and bridges. Also, our purchasing power continues to reduce as underlying inflation in the construction industry outweighs any increases in maintenance funding.
- 3.4 Additionally, the future resilience of the network is vulnerable to the changes in weather that climate change will produce. This is of a lesser concern short term but will have implications for the network over the life of this plan. Some localised impacts like flooding are already being realised and the frequency and intensity of these is set to increase over the next 10 years or so. The resilience of the network will be particularly vulnerable to surface water and fluvial flooding. Norfolk County Council is now the lead local flood authority for Norfolk, requiring us to deliver the duties set out in the *Flood and Water Management Act 2010*.

Priorities for managing and maintaining the transport network

Short to medium term

As a reflection of the short term financial situation, maintaining the current highway asset should receive a greater share of resource and funding. The focus should be on:

- Maintaining and managing the higher status roads, where necessary reducing treatments on other roads
- Enhancing the community's role in routine maintenance jobs
- Achieving better value by improving targeting and reducing costs.

Longer term we would like to achieve:

- A reduction in the backlog of repairs required on the highway network
- Better journey time reliability on our network, and particularly for public transport in urban centres
- A network that is resilient to the impacts of climate change.

Strategy for delivery

Maintaining the network

- 3.5 In the short to medium term maintaining the highway network to an appropriate standard for current and future use will require a greater share of Norfolk County Council resource and funding in transport delivery. In light of the challenges above, a strategic and structured approach is required. Emphasis will be on ensuring that Norfolk's principal and major urban and inter-urban routes are kept in good condition, with their condition improved where necessary to bring them up to standard. Other routes will be a lower priority for maintenance. The route hierarchy will continue to be used to determine this and inform work programmes.
- 3.6 We will look to maintain footways and cycleways to a good standard, particularly in market towns and urban areas where pedestrian and cycle networks have been identified. This links with our desire to increase the proportion of shorter journeys made in an active way, by foot or bicycle, helping to reduce carbon emissions.
- 3.7 The *Transport Asset Management Plan* will direct the delivery of this in more detail, ensuring that specified levels of service are achieved. It will look to allocate resources based upon assessed needs, carrying out repairs to the most appropriate standards. Longer life treatment should be delivered on A and B roads where the consequence of works on traffic, and temporary traffic management costs are significant. More emphasis should be given to lower cost early interventions, such as surface dressing and slurry seal, where appropriate.

Policy 1: Maintenance

To bring about an improvement in the condition of Norfolk's highway network, maintaining the current asset should be a key priority for funding. Works should be targeted to ensure A and urban / inter-urban routes are in good condition. In market towns and urban areas footways and cycleways of local importance should be kept in good condition to enhance use.

- 3.8 At a more local level, there will be a focus on working with the community to address their highway maintenance issues, sorting out the concerns people have. This will include continuing to develop our Highway and Community Rangers project which gives local people more say in the streetscene and local environment jobs carried out by roadworkers. The focus will be on ensuring the service is responsive to community needs by fostering good links with parish councils and other community groups. Additionally where appropriate, we will look to build capacity within communities to help groups take action and deliver some jobs themselves. We believe there is a greater role the community can play in some areas, for example in grass cutting, graffiti removal, sign cleaning and assisting winter maintenance like gritting footways within villages.
- 3.9 There is a strong link between community engagement and public satisfaction. At present one of the main causes of public dissatisfaction around highway maintenance is the frequency and duration of repairs. It is critical that we enhance information provision, further coordinate works where possible and ensure that disruption through roadworks are minimised. We will consider the introduction of a permit scheme to control streetworks.

Getting the most out of our highway network

- 3.10 Priority will be to manage the highway network to ensure reliable journey times on our main A roads and in urban centres, especially for public transport. This will be achieved through our responsibilities under the Traffic Management Act, which requires local authorities in partnership with others to ensure free flowing movement of all road users.

Policy 2: Traffic Management

Measures to increase journey time reliability, particularly for public transport, should be pursued on Norfolk's main roads. This should include demand management where it does not disadvantage rural communities.

- 3.11 A route hierarchy for Norfolk has been adopted. This distinguishes roads on the basis of their function and level of use, including principal A and trunk roads, major urban and inter-urban links, access routes, roads between the main urban and inter-urban links and roads serving limited numbers of properties carrying only access traffic. The route hierarchy will continue to be used for encouraging traffic onto the most appropriate routes, informing scheme delivery, prioritising maintenance regimes and managing incidents on the highway. The route hierarchy will be reviewed periodically to ensure it

continues to reflect the way we wish the network to be used, for example by recognising the network in urban centres and important bus links.

3.12 In addition, we will work closely with partners to deliver coordinated programmes of works and minimise disruption as a result of incidents on the highway by preparing contingency and emergency plans. Incidents may include traffic collisions as well as extreme events such as flooding, which are likely to become more prevalent in future years. Ensuring effective communication with all road users will be a key factor in this. Experience shows that the provision of up to date information via a range of channels about what restrictions are in place can prevent unnecessary delays.

3.13 Measures could also include:

- Developing a programme of work to ensure resilience of the network in the event of climate change impacts
- Working in partnership with bus operators to deliver measures that improve bus punctuality and reliability
- Working in partnership to identify the needs of freight and develop suitable programmes of delivery that address these
- Working with partners on the trunk road and rail networks to ensure reliable journeys
- Consideration of a permit scheme for control of streetworks
- Continuing to provide effective casualty reduction measures, thereby reducing the impact of collision related congestion upon the network
- Work with utility companies to ensure roadworks and improvements have the least impact on the travelling public
- Monitoring and recording network use and developing programmes to ease peak times and encourage modal shift.

Highway network resilience

3.14 It is important that we have an understanding of how the network will be affected by our changing climate, and that we are ready to deal with any significant impacts. A risk assessment will be undertaken to identify the parts of the network most at risk or already vulnerable to effects. This will be used to influence future maintenance regimes, traffic management and scheme delivery, informed through more detailed assessments where necessary. Norfolk's climate adaptation tool will be used to assess possible courses of action.

Policy 3: Network Resilience

The likely impacts of climate change on the highway network should be addressed, with a risk based approach taken to determining the priority for action. Network resilience should form a key part of the Transport Asset Management Plan to ensure there is preparation for future impacts.

3.15 In line with the duties set out in the *Flood and Water Management Act 2010*, we are also remedying our existing lack of information regarding the extent, condition, capacity and flood history of Norfolk's drainage assets, on which our ability to cope with surface water flooding depends.

Highway environment

- 3.16 Norfolk has a high quality natural and built environment which significantly enhances quality of life for Norfolk's residents and visitors. It is important that we protect this from any negative impacts that may arise from transport, for example emissions or noise pollution. Ensuring that the highway environment complements the surrounding landscape and is not detrimental, particularly in heritage areas, landscape or nature conservation designations, is important.

Policy 4: Protecting the Environment

Transport decisions should take account of the character of the historic environment, landscape and local biodiversity. In particular:

- Negative impacts should be mitigated
- Reasonable opportunities for creating habitats taken
- Due regard should be given to ecological networks and European designated sites
- Impact assessments should be undertaken where necessary.

- 3.17 All new streets will be designed so as to consistently achieve high standards and reflect how the space is used. Good design, particularly in sensitive historic and environmental areas, will not only encourage more efficient movement and result in more attractive public spaces, but can reduce future maintenance costs if materials are selected on the basis of whole life costing. We will make existing highway environments more liveable by:
- Reducing street clutter, including road sign clutter on minor rural roads
 - Removing pedestrian barriers
 - Reducing signage on minor rural roads
 - Learning lessons from work we did with government to trial innovative measures on rural roads such as strategic planting.

Chapter 4: Sustainable Growth

- 4.1 In line with widely accepted projections there will be significant levels of growth in housing and jobs over the next 20 to 30 years. The location and quantity of this growth will be set out in district councils' Local Development Frameworks, which are in various stages of development. Though regional targets for growth will be abolished, Norfolk's district councils remain signed up to delivering similar levels of growth based on local evidence. A number of settlements will see significant housing growth including Norwich, Thetford, King's Lynn and Attleborough.

Achievements

- 4.2 During the life of Norfolk's 2nd Local Transport Plan positive steps were taken to integrate spatial and transport planning. The Greater Norwich Development Partnership was established, comprising the county council and district councils of South Norfolk, Norwich and Broadland, working towards a shared vision and Joint Core Strategy for Greater Norwich. Transport delivery, through the Implementation Plan for Transport in the Norwich Area, including a Northern Distributor Road, is an integral part of this. Closer working arrangements have also been forged with other district councils, including Breckland District Council on Moving Thetford Forward and the area action plan for Attleborough, enabling an early steer on the location of development.

Challenges going forward

- 4.3 Despite steps taken to integrate spatial and transport planning, the level of growth expected in Norfolk remains a significant challenge and particularly against a backdrop of tough carbon reduction targets. Growth must be supported through investment in infrastructure and services, complementary promotion of sustainable transport, and ensuring planning produces development that reduces the need to travel. In terms of transport this includes walking and cycling, public transport services, travel planning, smarter choices and new link roads. In many cases the investment required will be considerable, and unaffordable within existing budgets. It is critical that growth is planned in such a way that it levers in funding from development to support this investment. Funding sources such as the Community Infrastructure Levy and New Homes Bonus should be taken advantage of.

Priorities for sustainable growth

Short to medium term

In this time frame the plans for growth will be established. There will be a focus on joint working with local planning authorities, with the highway authority requiring that:

- All new development is well located in settlements with a range of services to minimise the need to travel.
- Adequate regard is given to reducing the traffic impacts of growth to negate a

detrimental effect on the road network or existing communities

- The implementation plan for transport in the Norwich area, including a Northern Distributor Road, continues to be delivered as part of the Joint Core Strategy for enabling growth in the Greater Norwich area.

Longer term we would like to achieve:

- The delivery of transport infrastructure that supports growth, with focus on sustainable travel options
- Continued delivery of the implementation plan for transport in the Norwich area, including bus rapid transit.

Strategy for delivery

Growth principles

- 4.4 Norfolk will be accommodating a large amount of housing and jobs growth; a significant increase in new homes and jobs compared to previous years. The pattern of transport demand is significantly influenced by the way we use land. For example, spreading workplaces, retail developments and homes over a wide area requires people to travel further and makes it more difficult and expensive to plan and deliver efficient transport infrastructure. It is critical that housing, jobs and services are co-located in areas of growth.
- 4.5 The county council has a role in providing planning and transport advice to ensure there is consistency of development and adequate provision for related public service delivery or infrastructure, like new footway links. We will continue to provide advice and work in partnership to ensure that new development is sited in the most accessible locations, near to jobs and services. We will endeavour through agreeing travel plans to ensure that transport connects development with services and facilities, and that it does so in a safe and sustainable way.

Policy 5: Growth

New development should be well located and connected to existing facilities so as to minimise the need to travel and reduce reliance on the private car or the need for new infrastructure. Local planning authorities should implement policies as part of their Local Development Frameworks to help achieve this.

- 4.6 For the transport authority priority will be to:
- Provide advice and evidence to local planning authorities in line with *Safe, Sustainable Development*, our aims and guidance notes for local highway authority requirements, to achieve consistent and sustainable growth
 - Ensure all new residential developments have access to a range of services and employment
 - Recognise the economic benefits that may arise from development
 - Ensure growth does not compromise highway safety.
- 4.7 In addition, we will seek to influence:

- Other providers (such as the health sector) to ensure accessibility is considered when they are planning their services
- The design of development, requiring the use of good practice in design principles including Manual for Streets I & II.

Infrastructure to support growth

4.8 The planned levels of growth in Norfolk will generate travel, and this has to be managed. Ensuring that all residents have good access to local jobs, services and facilities, preferably by walking or cycling, will reduce the need to travel and promote healthier lifestyles. In Norwich and other urban areas, growth in trips should be accommodated by means other than the car. However, in rural areas, where there are fewer local services and employment opportunities, it is recognised that the car will be a key mode of travel. Ensuring easy access into town and urban centres, and appropriate levels of car parking will be important. There is a section on this in Chapter 8, Accessibility.

Policy 6: Transport Infrastructure to Support Growth

To bring about sustained growth priority should be on enabling public transport, walking and cycling from new development sites. Recognition should also be given to required improvements on the highway network at bottlenecks. These should be matched with sustainable travel packages or measures to encourage regeneration. Contributions should be secured to help mitigate any adverse effects of new development on the transport network.

- 4.9 Actions to deliver this policy will include:
- Input into Area Action Plans and Local Investment Plans and Programmes, to produce an implementation plan of transport measures to be delivered alongside growth
 - Seeking external funding and supporting the delivery of measures where necessary to ensure that improvements are in place before new development is complete
 - Influencing the planning process to ensure that development mitigates its impact on the highway network and contributes towards the delivery of necessary transport measures. This includes the production and implementation of travel plans
 - Influencing the planning process to ensure appropriate levels of car parking at new development.
- 4.10 The highway network is already at or approaching capacity in many areas that will see significant growth. This includes parts of the Norwich area, Thetford, King's Lynn, Great Yarmouth and some of the market towns. Growth will add to these pressures as there will be additional transport demand, even if new development is sited in the most sustainable locations. Opportunities to influence existing travel patterns and behaviours, through growth or otherwise, within these settlements should be taken. This is critical for ensuring that we meet our challenging carbon reduction targets as well as enabling sustainable growth.

- 4.11 Studies show that growth within the Norwich area is significantly constrained and that a Northern Distributor Road, running from the A47 in the east at Postwick to the A1067 in the north-west, is vital to help unlock development to the north-east of the city and improve connectivity between North Norfolk and the trunk road network. Delivery of the Postwick Hub will alleviate current capacity issues, serve new development at Broadland Gate and form the junction between the Northern Distributor Road and the A47. These improvements will also free up capacity on the existing road network in the city centre, providing the scope to implement a package of complementary measures including bus priority, walking and cycling improvements.
- 4.12 Enhanced bus and rail connections into town and urban centres will help support growth in the more rural areas. Work with commercial bus operators will be undertaken to achieve better coordination of public transport and its integration with other modes at key boarding points as well as major interchanges like bus and rail stations. Support will be given to achieving faster and more consistent journey times on key bus corridors. These will link urban or town centres with the main residential areas (including new growth locations) and strategic employment sites.
- 4.13 As part of the implementation plan for transport in the Norwich area we are developing a Bus Rapid Transit network, and will consider supporting others in delivering innovative solutions such as a tram-train service which links with new development. Additionally, where possible, bus interchanges will be developed at appropriate locations including in the new, larger developments, in town centres and at strategic employment sites.

Chapter 5: Strategic Connections

- 5.1 Norfolk is often seen as being peripheral despite being only two hours from London. Part of this perception stems from the location of Norfolk, with its main urban area Norwich some distance from other major centres and the lack of through traffic. However, the quality of the transport infrastructure is also important. For businesses and visitors alike, slow and unreliable journeys into and around the county can have a negative impact, discouraging future visits for example. It is critical that improvements are delivered and negative perceptions altered if we are to fully support and grow Norfolk's economy.

Achievements

- 5.2 A high profile campaign and joint working with the business community and neighbouring authority Suffolk, has led to government commitment for the dualling of the A11 between Barton Mills and Thetford. This will represent a huge investment, and bring significant economic benefits to the county, with the A11 being the major road link to London and Cambridge.
- 5.3 There have also been improvements to the rail link between Norwich and Cambridge. Again successful campaigning has resulted in additional capacity, with an extra carriage being added to trains. Wi-Fi has been introduced between Norwich and London and enables travel time to be used more productively. We are keen to make this more widely available, to all passengers and on other rail lines.

Challenges going forward

- 5.4 Commitment for the A11 dualling has been received, which is a real achievement. However the A47, Norfolk's main east-west road link to the Midlands and north of England, connecting the port at Great Yarmouth, Norwich and King's Lynn, is mostly single carriageway. This leads to both lengthy and unreliable journey times for those crossing the county and also places added pressure on the A14 as road users seek a faster, yet longer, alternative to travelling west or north.
- 5.6 By rail, links out of the county to other major centres tend to have longer journey times than elsewhere. This is especially the case for connections to the Midlands and north of England or Scotland. For many journeys, it is not possible to get there and back in a day, which is important for businesses. In the case of Norwich to London, the quality of the journey also suffers due to the age of the rolling stock and poor infrastructure.
- 5.7 By comparison to much of England, Norfolk has good links by air and sea, but these gateways into the county need better local accessibility to fully exploit the opportunities they present.
- 5.8 The county council will continue to press for the importance of its strategic links to be recognised. This includes ensuring that links remain recognised

on the European TEN-T network, which currently includes the A47 and the rail lines between King's Lynn and London, Norwich to London and Norwich, via Ely to Peterborough and beyond. We will also continue to press the case that national government recognises the importance of strategic connections to Norfolk and will persist in efforts to recognise road and rail connections as strategic national corridors.

Strategy for delivery

- 5.9 The priority will be to secure improvement to Norfolk's strategic connections. Emphasis will be on taking opportunities as they arise, working with others through the Local Enterprise Partnerships to build the case and campaign publicly and behind the scenes. Most improvements required are outside of the county council's control. Consideration should be given to the carbon impact of improvements, with efforts taken to mitigate or offset projected increases.

Policy 7: Strategic Connections

To bring about an improvement in journey time reliability in and around Norfolk, local agencies should work together to enhance the strategic network, which includes:

- The A11 which provides the main road connection to London and the south
- A Norwich Northern Distributor Road to facilitate strategic access to north-east Norfolk and Norwich Airport
- Connections to Norfolk's gateways, Norwich Airport and the ports at King's Lynn and Great Yarmouth, including a future Third River Crossing for the River Yare
- The A47, part of the European TEN-T network, providing the main east-west road connection and route to the Midlands and north of England
- The Norwich to London rail line, providing links to London and the south
- The Norwich to Cambridge and Peterborough rail line, providing links to the Midlands and the north of England
- The King's Lynn to London rail line, providing links to London, the south and Europe via St Pancras / Thameslink.

Transport gateways

- 5.10 It is important to enhance connections to Norfolk's three international gateways: Norwich International Airport and the ports at Great Yarmouth and King's Lynn. This will help boost the contribution they make to the Norfolk economy. In addition railway stations in Norwich, Great Yarmouth and King's Lynn act as important gateways into the county. To enhance the role of these gateways we need to improve their accessibility, particularly with regard to links with the strategic transport network. Public transport accessibility will be important for Norwich Airport and the rail stations.
- 5.11 We will look to support the growth and significance of Norwich International Airport for both leisure and business travel to destinations across the UK and beyond. Construction of the Norwich Northern Distributor Road will improve its connectivity significantly. We will continue to pursue construction

of this road. Additionally, we will seek to enhance public transport accessibility to the airport.

- 5.12 At Great Yarmouth port, the focus will be on achieving a sustainable distribution of freight journeys to and from the port. This will include the feasibility of a rail-freight interchange on the existing rail line. Over the longer term, we are working towards construction of a third river crossing for the town, which will provide an enhanced link to the port and help remove freight traffic from the town centre. We will examine all means of securing this crossing, including funding sources for its construction.

Highway infrastructure

- 5.13 Strategic improvements to the road network are seen as critical in supporting growth within Norfolk and helping to reduce perceived isolation. Improvements help stimulate and enhance the local economy and make the county more attractive for inward investment.
- 5.14 Our priority is on securing improvements to the A11 and A47 trunk roads. This includes dualling the last remaining single carriageway section of the A11 and improvements to the A47 to deliver more reliable journey times. For the A47 our longer term aspiration is to see dualling of the remaining single carriage way sections, but short to medium term measures that achieve more reliable journeys will be the focus. Construction of a Norwich Northern Distributor Road is also seen as vital for improving strategic access to the north of Norwich and linking north Norfolk to the trunk road network, and we will continue to pursue this.

Rail connections

- 5.16 On the Norwich to London line we will work with partners to secure more reliable and faster journey times, with a target of 90 minutes, replacement 'Inter City' style rolling stock and increased capacity along the route, particularly at the southern end.
- 5.17 On the Norwich to Cambridge line, we will work with partners to achieve a regular, clock-face half-hourly service and extension of the service to Stansted. We would expect the new operator under the re-let franchise to retain at least the 3-car trains that came into operation in December 2010 to provide the required capacity at peak times.
- 5.18 The King's Lynn to London rail route provides good connections to Cambridge and London, and this is reflected in high levels of user satisfaction. We will continue to seek improvements to the service, including as part of the Thameslink upgrades.
- 5.19 For east west links, priority will be given to securing quicker journey times to the Midlands and the north of England and Scotland. Part of this would be to secure better connections with onward journeys from Peterborough, avoiding excessive waiting times. We will also continue to support

improvements to east-west rail links, including connections to the west of Cambridge.

- 5.20 All of these rail routes are part of the European TEN-T network and we would like to see this status maintained and improvements to the routes brought about over the longer term.

Bus services

- 5.21 A core network of commercial bus services exists within Norfolk. As part of the 2nd Local Transport Plan core routes were identified and some significant improvements, including service enhancements, delivered. The county council's role will be to enable the private sector to continue enhancing services on these routes. The focus will be on achieving:
- Reliability, punctuality and regularity of services
 - Journey times between key settlements that where possible allow 'there and back in half a day' by public transport.
 - A high standard of public transport vehicles and infrastructure, including interchange facilities within the centres
 - Accessibility for all.

Interchanges

- 5.22 Norwich, Great Yarmouth, King's Lynn, Thetford and Diss act as key interchange points for journeys into Norfolk. As well as facilitating connections to these locations, we will look to develop good interchange facilities within them, enabling on-going public transport journeys and connections between other modes. This includes building on work to enhance cycle storage facilities at interchanges as part of our 2nd Local Transport Plan.

Chapter 6: Transport Emissions

- 6.1 Reducing emissions from transport is one of the government's key priorities. Transport is a significant source of UK greenhouse gas emissions and makes up around a third of overall carbon emissions in Norfolk. By 2020 the UK is committed to reducing carbon emissions from transport by 14% nationally. Norfolk will need to make a contribution to this.
- 6.2 Transport also impacts upon air quality, which can have a negative impact upon human health. There are a number of Air Quality Management Areas in Norfolk where air quality falls below acceptable levels due to emissions from road traffic.

Achievements

- 6.3 Norfolk has a good track record for achieving reductions in carbon emissions from transport, with more than a 10% reduction achieved through project delivery between 2006 and 2011. A number of initiatives, including the Reepham Low Carbon Communities Challenge, the CIVITAS European Project, 100% of schools with an active travel plan and Norfolk's associated carbon calculator, have attracted attention nationally. Vehicles owned by Norfolk residents are significantly cleaner than they were 10 years ago, though improvements can still be made.

Challenges going forward

- 6.4 Despite achievement in both carbon reduction and air quality management, challenges remain. Per capita carbon emissions are 7.7 tonnes (2008), higher than the national and regional average. Existing travel patterns, vehicles, fuel and infrastructure are very well established, and our economy and lifestyles are built around these. Living in a rural county, people frequently travel relatively long distances for work or shopping, with these journeys likely making up a significant proportion of total emissions. These journeys are also difficult to tackle or shift to other modes. There is however good potential to shift shorter journeys.
- 6.5 The number of Air Quality Management Areas in Norfolk has risen over the last five years. These are mainly located where roads are heavily trafficked or see a high level of vehicles that are big polluters, including buses or heavy goods vehicles. Poor air quality can impact upon a place's liveability and can have a detrimental effect on human health. It will be important to build on achievements already made in some of our management areas, whilst recognising the trigger points and acting to prevent other areas from being declared.

Priorities for reducing emissions

Short to medium term

Focus will be on:

- Securing complementary infrastructure like electric vehicle charging points
- Bringing about a change in travel behaviour for short journeys through targeted promotion and infrastructure improvements for walking and cycling
- Working with others to tackle air quality problems caused through traffic emissions.

Longer term we would like to achieve:

- A more efficient vehicle fleet with low emission and electric vehicles making up a big enough proportion of the fleet to make a difference to overall emission levels
- A significant change in travel behaviour, especially for short journeys
- High quality interchange facilities in each of our market towns and at key points in our urban areas
- A reduction in the number and severity of air quality problems due to traffic.

Strategy for delivery

An efficient vehicle fleet

- 6.6 The East of England Transport and Carbon Study shows that as part of a mix, vehicle and fuel efficiency improvements have great potential to deliver carbon reduction longer term. However, to achieve this and generate a shift towards low carbon technologies, we need to invest now. The actions that we take in the short to medium term will deliver efficiency gains from existing technology and will lay the foundations for a switch to new, greener technology in the longer term.

Policy 8: Vehicle Efficiency

The priority for reducing emissions should be to support a shift to more efficient vehicles, including lower carbon technology and cleaner fuels; this includes the development and facilitation of necessary infrastructure.

- 6.7 In the short term there will be funding constraints and our priority will be to:
- Work with partners to take advantage of external funding streams to deliver complementary infrastructure like electric vehicle charging points in Norfolk's urban areas and market towns
 - Use our assets where appropriate to support bids for electric vehicle technology
 - Support low carbon business within the county to develop and push new technologies, taking advantage of their skills and innovation in this area
 - Secure infrastructure where appropriate as part of the planning process
 - Promote and support community projects around low carbon and cleaner fuels, building on work underway in Reepham as part of the Low Carbon Communities Challenge

- Incorporate emission criteria into local bus service and other transport contracts
- Encourage more efficient use of the car, increasing vehicle occupancy levels through car sharing, offering advice and training such as Eco-Safe driving, and encouraging the take up of emerging technology.

6.8 Over the longer term we will look to:

- Help to create a shift in attitude in relation to the performance and reliability of low carbon technology
- Work with others to consider the use of charging mechanisms like differential car parking rates to promote the use and take up of low carbon technologies
- Work towards a more efficient fleet of public sector vehicles
- Seek funding in partnership with operators to invest in a shift to dual-fuel or hybrid buses.

Travel choice and behaviour

6.9 People's travel choices are predicated on their journey needs, the options available to them, their experiences and motivations. We will look to enhance travel options for people in Norfolk and aim to bring about a modal shift to those with lower emissions. This includes active travel options like walking and cycling, which have the added benefit of improving health and well-being.

Policy 9: Travel Choice

Emphasis should be on enhancing travel choice where options offer a viable alternative to single occupancy car travel and potential for modal shift. Improving and promoting active travel options (walking and cycling in particular) for short journeys to schools, services and places of employment in market towns and urban areas should be the priority.

6.10 Interventions that 'nudge' people into choosing 'good' travel options without forbidding choice will be a key element of delivery. In terms of active and healthier travel there will be an emphasis on:

- Influencing journeys people make on a frequent basis
- Strengthening relations with the health sector and partners including Sustrans to ensure consistent delivery
- Creating and enhancing cycle networks within our market towns and urban areas, joining up the main residential areas with key destinations, and using these to direct funding like that from development
- Working with partners, especially businesses, to facilitate the provision of adequate cycle parking at key destinations
- Working with others to improve the street environment to make key areas within towns and urban areas more enjoyable places to be
- Promoting active travel through targeted interventions, particularly statutory travel planning
- Making use of existing facilities wherever possible, like public rights of way

- Ensuring that road users have access to road safety advice and training.
- 6.11 It is recognised that travel options are limited for some journey types and for people living in rural communities. Where this is the case, we will work with and support the community to make car sharing and car clubs work and will continue to promote more efficient driving practices as part of our eco-safe driving campaign. There will also be promotion of alternatives to travel; this is considered in Chapter 8, Accessibility.
- 6.12 Where information and publicity are delivered we will ensure this is coordinated, effectively targeted and accessible. Some travel options, like community transport and car clubs, operate in a way that people may not be familiar with, and we need to break down any barriers to use this might present. Similarly, these options may be perceived to be for specific groups rather than the general population. Targeted publicity will be useful in changing these perceptions. The county council also has a duty to provide information on public transport and we will continue to work with bus operators meet our statutory obligations around this as well as work with the community to maximise understanding of travel options.
- 6.13 It is critical that we enhance integration between different travel options. Priority will be on working with others to improve integration at key bus and rail interchanges within market towns and urban areas and at Norwich International Airport. Improvements may include:
- Coordination of journeys to encourage onward travel, with focus on coordinating bus with rail, particularly where rail stations are located some distance from town or city centres as in Great Yarmouth and Norwich
 - Ensuring public transport interchanges are safe, secure and accessible, with adequate information provision
 - A high standard of pedestrian and cycle access, making these the dominant mode of travel at the beginning or end of a journey, and particularly for those travelling to school or places of employment
 - Improved signage, informing people of onward walking or cycling routes
 - Adequate parking, including for motorcyclists
 - Better facilities for people requiring onward taxi journeys, exploring the potential of having a dedicated phone line for taxi booking
 - Ensuring key interchanges are accessible for all and include opportunities for onward travel, developing schemes like shopmobility
 - Ensuring accurate travel information is accessible, making use of INTRAN where applicable, and widely available in a variety of formats.
- 6.14 Government is keen to promote the use of integrated and smart ticketing and is looking to increase the speed at which this is rolled out across the country. Smart ticketing provides many opportunities, helping to make bus travel more attractive, and reducing bus boarding times and uncertainties around the cost of travel. We will take advantage of developments in smart card ticketing being led by Government and will look to work in partnership with operators to trial such systems. We will look to enhance provision of

multi-operator integrated ticketing and build on the success of tickets like Fusion in Norwich.

Air Quality

- 6.15 Air quality action plans will be developed in conjunction with district councils for each of the Air Quality Management Areas declared due to transport. These will set out the measures that will be delivered to alleviate air quality problems. Our intention will be to have these plans in place within a year of declaration. Action plans may include measures like pollution barriers that reduce people's exposure to harmful emissions. Though these will have a low impact on overall air quality they will help enhance the local environment and improve liveability. The potential for these measures will be investigated where measures to address the air quality problem are likely to take a long time to implement.

Policy 10: Air Quality Management Areas

The first priority in town centres and urban areas should be to reduce the level of traffic or, if as a result of heavy polluters like buses, to work with operators to reduce emission levels in Air Quality Management Areas. Where a solution is required that will take many years to implement, measures like pollution barriers should be investigated in the short term to enhance the liveability of the area.

- 6.16 A reduction in traffic levels can be achieved in several different ways. In the first instance the potential for modal shift to less polluting travel modes and away from single occupancy car travel will be investigated. Measures that could be delivered here include improvements to the public transport, walking and cycling offer through the area and travel choice campaigns, including promotion of carsharing.
- 6.17 Only in cases where modal shift is found unlikely to achieve traffic reduction should engineering measures to re-route traffic be considered. These could have a negative impact on pollution elsewhere, are likely to be more costly to deliver and take many years to come to fruition.
- 6.18 In some cases heavy flows of vehicles that are high polluters, including buses and heavy goods vehicles, will impact upon air quality. Where this is found to be the case we will work with operators to reduce emissions:
- Rolling out principles of the Low Emission Zone in Norwich across urban areas and town centres where there are heavy flows of buses stop-starting to pick up and drop off passengers
 - Continuing to build engine standards into bus service contracts, reducing the number of vehicles with engines that pre-date Euro standards and encouraging Euro III
 - Supporting development of freight consolidation centres, providing incentives to businesses and measures, for example access restrictions, that deter non consolidation centre deliveries.

Chapter 7: Road Safety

- 7.1 The 1974 Road Traffic Act puts a statutory duty on local authorities to undertake studies into road collisions and to take steps both to reduce and prevent them. This includes having to prepare and carry out a programme of measures designed to promote road safety. This can be through various means including information, advice and training, or engineering measures.

Achievements

- 7.2 Norfolk has an excellent track record for delivering improvements in road safety that result in reductions in casualty numbers. At the end of 2010, there had been a 59% reduction in the numbers of people killed or seriously injured on Norfolk's roads compared to the average for the 1994 to 1998 period, which is used as a baseline for road safety targets. We achieved our 2010 target of a 40% reduction by 2006 and adopted a further stretched target which we have also exceeded. Additionally, child killed and seriously injured figures are also down by 80%, slight casualties are down 32% and motorcyclist casualties down 35%. Strong partnership working has been a critical factor in these achievements.

Challenges going forward

- 7.3 Despite some real achievements, road safety continues to be a major public concern and is reflected in our conversations with residents. In 2010, despite our hard work, 353 people were killed or seriously injured on Norfolk's roads, 39 of whom died. Not only do road traffic casualties cause personal injury and suffering affecting those directly concerned, collisions can shatter the confidence of communities and also affect the transport network, causing congestion.
- 7.4 Some road users, notably pedestrians, cyclists and motorcyclists, are more at-risk of being hurt in a road traffic collision than others. In 2010 motorcyclists represented 24% of people killed or seriously injured on Norfolk's roads despite representing around 1% of traffic. People can also feel unsafe when using the transport network, which can affect the choices they make about where, when and if to travel. Thirty-eight percent of our fatal and serious crashes happen on our rural A road network and casualty severity is often worse because of the unforgiving nature of these roads and their historical alignment.

Priorities for road safety

Short to medium term

As a reflection of the short term financial situation, focus should be on working in partnership to:

- Promote safer travel behaviour
- Deliver measures that tackle safety concerns and achieve other benefits
- Achieve better enforcement of unsafe driving practices.

Longer term we would like to achieve:

- A safer highway network with fewer collisions
- A safer environment for travel that encourages walking and cycling in our market towns and urban areas.

Strategy for delivery

Reducing casualties

- 7.5 Priority will be on reducing the number of people killed or seriously injured on Norfolk's roads. The vast majority of these take place in the county's rural areas, primarily on high speed roads and disproportionately involve groups including motorcyclists, and older and younger drivers more than others. Our second priority will be on enhancing safety for vulnerable road users, including pedestrians and cyclists, and particularly within market towns and urban areas, linking with our priority to encourage active travel for short distances.
- 7.6 There are three approaches to achieving this: engineering improvements to the road network at points where there are high concentrations of collisions; delivering targeted education, training and campaigns that influence road user attitudes and resultant behaviour; and creating a safer environment for travel. We are committed to working with other agencies, through the Norfolk Road Casualty Reduction Group to deliver these. Links with the community will also be strengthened to enable them to both influence and take local action where appropriate.

Policy 11: Reducing Casualties

Measures should be targeted to reduce the number of people killed or seriously injured across the county and to improve safety for vulnerable road users. Emphasis should be on achieving a good economic rate of return and linking with other transport priorities to deliver a range of outcomes.

Engineering measures

- 7.7 We will continue to deliver engineering measures to help reduce casualties in areas where there are high concentrations of collisions. The priority will be on tackling cluster sites, for example at junctions, though it is recognised that significant improvements have already been made to address these. Our second priority will be to deliver route treatments on A class roads with a disproportionately high number of collisions. When implementing measures to reduce casualties we will ensure, as far as is possible, that this is done in such a way that the measures encourage people to use sustainable transport.
- 7.8 A Rural Road Safety Demonstration Project has been undertaken to deliver innovative and community focussed measures that reduce casualties in rural villages. We will carry forward where possible the successful measures from this, which may include the strategic planting of trees and community led speed awareness campaigns, which deliver good value for money,

enhance quality of life for rural residents and are both popular and engaging for the community.

- 7.9 When determining measures for delivery the following factors should be considered:
- The economic rate of return
 - The ongoing revenue implications, including maintenance
 - The benefit for active or low-carbon travel options
 - The wider economic or community benefit over and above improved safety
 - How engineering measures might affect sustainable transport.

Education and training

- 7.10 Education, training and publicity measures will be targeted to promote the safety of those road users disproportionately involved in collisions. This will build on existing campaigns and training programmes that have a proven track record of producing results. The key message will always be around enhancing road user safety, although where appropriate this should link with our commitment for promoting active and low-carbon travel.
- 7.11 In delivering this there will be a strong emphasis on partnership working and community engagement. We will investigate ways of enabling the community to do more in this area and have restructured our teams to engage with community volunteers to assist with road safety education, publicity and training.

Creating a safer environment for travel

- 7.12 We will strive to create a safer environment for travel, including measures that improve the quality of life for people who live within, work in or visit communities.
- 7.13 Possible measures could include:
- Provision of street lighting where appropriate to enhance safety for those walking, cycling or using public transport
 - Alterations to the streetscene, potentially introducing shared space, in areas popular with pedestrians and cyclists so as to reduce the dominance of vehicular traffic. Where this takes place consideration must be given to the needs of disabled people to ensure their access is not compromised
 - Achieving Secure Stations Accreditation at rail stations, bus interchanges, park and ride sites and public car parks
 - Considering CCTV on parts of the network and on transport services
 - Reducing traffic speeds.
- 7.14 Lower speeds will be promoted in market towns and urban areas where there are concentrations of collisions for vulnerable road users like pedestrian and cyclists. This can be achieved by introducing lower speed

limits, better enforcement, education and publicity campaigns, working with local residents, and engineering measures. Consideration will be given to delivering 20mph speed limits in urban areas on minor residential streets, outside schools and in other places where there are large numbers of pedestrians or cyclists. Just small changes in speed can have a large impact on injury severity. They can also reduce people's concerns about traffic and help encourage active travel options, which is a priority.

- 7.15 Additionally, the county council recognises that enforcement is a key element of road safety and casualty reduction achievement. We will support enforcement agencies with the delivery of camera systems.

Chapter 8: Accessibility

8.1 The rural nature of Norfolk means that many people are forced to be reliant on the car as their primary form of transport. A significant minority of people however, do not have a car and thus are reliant on local service provision, walking, cycling or public transport availability. Furthermore, some families that do run a car can ill-afford to do so. It is important that everyone has access to the services and opportunities they require; research shows that there is a strong link between poor accessibility and social exclusion. Inaccessibility can be caused through a lack of transport availability, lack of awareness, the cost of travel, long distances or simply having infrastructure that is not accessible.

Achievements

8.2 Over the last five years of Norfolk's 2nd Local Transport Plan significant effort has gone into enhancing accessibility, and particularly for those living in more rural parts of the county. More people are now able to reach services by public transport than ever before. Innovative solutions including demand responsive transport, rural car clubs and taking services to the community have been successfully trialled and adopted. There has been a strong partnership and community element to delivery and relationships have been forged that we will need to rely upon moving forward.

Challenges going forward

8.3 Despite the improvements delivered and establishment of new and effective ways of working, we face some significant challenges. Most notably the current financial constraints, which will impact upon public transport delivery both in terms of the services Norfolk County Council is able to support and those provided by commercial operators. It is likely that rural parts of the county will be hit the hardest, and it is communities here that are already most susceptible to isolation. The index of Multiple Deprivation shows that there are 2 Super Output Areas within the 1% most deprived and 56 in the worst 10% nationally for access to services.

8.4 Other service providers will be in a similar position, having to focus resource on their core business. This has the potential to disadvantage people with accessibility constraints or those in rural areas where sparse populations can make local service delivery expensive. Tough decisions about where to prioritise funding and how best to deliver services will be required.

Priorities for accessibility

Short to medium term

As a reflection of the short term financial situation, which will place significant pressure on services like public transport, focus will be on:

- Achieving a shift towards more demand responsive transport in rural areas
- Enhancing the community's role in tackling poor accessibility
- Broadening acceptance of shared travel options like carsharing, car clubs and

demand responsive transport

- Facilitating walking and cycling access to key services and employment opportunities
- Ensuring access for all is a key consideration in any service changes.

Longer term we would like to achieve:

- A greater proportion of tourists arriving and travelling in Norfolk by public transport, walking or cycling
- More sustainable freight journeys
- A reduction in travel as a result of realistic alternatives including broadband availability
- Ensuring access for all is a key consideration in any service changes.

Strategy for delivery

Tackling poor accessibility

- 8.5 Poor accessibility can impact upon a whole range of outcomes including the economy, health of the population, skills and aspirations. It is also a shared problem and not only about the availability of transport delivery, with all providers having a role in ensuring that people are able to use their services.

Policy 12: Tackling Poor Accessibility

Agencies in Norfolk should tackle accessibility problems in partnership, targeting those communities most in need. Improvements may involve travel opportunities, better join up of service delivery or place responsibility on service providers, such as health, to enhance their delivery mechanisms. Accessibility should be planned as part of service delivery.

- 8.6 In the short term, when resource will be limited, it will be critical to prioritise so as to maintain accessibility for those communities, or sections of society, most in need. This will involve strengthening of the relationships already established with other service providers and voluntary and community organisations.
- 8.7 Emphasis will be on working with the community to identify and deliver the most appropriate accessibility solution to address their needs. This may include the provision of transport, ranging from scheduled bus services and demand responsive transport, to more informal community based schemes and car clubs and car sharing mechanisms. Where transport is not the best solution we will work with others to help support and facilitate local service availability. This is described in the section on alternatives to travel. Initiatives like the Access4Life project, developed during our 2nd Local Transport Plan, that delivers results through effective community engagement and partnership working will be built upon.
- 8.8 Work is underway to re-shape public transport in Norfolk. This will ensure subsidised bus services are directed where social and economic need is greatest. There will be an enhanced role for demand responsive and

community transport services. These will increasingly be used as feeder services from rural areas into market towns and key points along core public transport routes, replacing scheduled bus services as the main transport provision where appropriate. Market towns fulfil an important function for the villages in their rural hinterland, providing many of the essential services residents require. Transport networks need to reflect these interdependencies and be strengthened to enable connectivity in rural areas.

- 8.9 There will be an emphasis on building capacity within the voluntary and community sector, supporting its ongoing development and delivery. In providing a more integrated network of public transport, comprising scheduled, demand responsive and community transport services, consideration needs to be given to the implications for schemes such as concessionary travel as well as how we get the necessary information to the public. We will be continuing to develop our travel information systems so that information on travel options is widely available.

Access to town and urban centres

- 8.10 Norfolk is a rural county and at present the car remains the dominant mode of travel for most. This means that access into Norfolk's town and urban centres and appropriate levels of car parking is important. However, it is also recognised that there is a balance to be struck between facilitating car use and encouraging use of other modes. For example, too much parking at a low cost can result in over-reliance on car travel, even when alternatives exist. In some areas we have problems such as traffic congestion and under use of services including park and ride.

Policy 13: Access to Town and Urban Centres

Efficient movement to town and urban centres should be enabled for all modes. Priority should be on achieving a balance between access for car drivers, including the availability of car parking, and the attractiveness of sustainable travel options like walking, cycling and public transport.

- 8.11 Improvements to enable walking and cycling into our market towns and urban areas will be focussed on linking with schools, places of employment and centres for shopping and other services like cafes. For public transport, focus will be on achieving high quality interchange facilities within our centres that enable people to change easily between different services and modes, see section 6.13 and 6.14. Where appropriate, measures such as bus priority will be secured to enable more efficient journeys. In terms of rail services, the important contribution that the Bittern and Wherry Lines make in enabling commuters, students and the general public to access some centres is recognised. We will continue to promote these lines and work with the Community Rail Partnerships to build on their success.
- 8.12 For car parking, emphasis should be on working with others to achieve a more coordinated approach to its management. Good access for short stay parking should be the priority as this looks to maximise benefit to the local

economy whilst also promoting alternative means of access for long stay. The approach will need to be tailored as different constraints around access, congestion or air quality exist in each town or urban centre. Adequate provision of parking for motorcyclists should also be considered. The county council's new role in civil parking enforcement will help achieve this.

- 8.13 Traffic management techniques, including appropriate signage and signalling will be used to ensure efficient movement of traffic and reduce circulation within town and urban centres.

Access for tourism and leisure

- 8.14 Tourism plays an important role in Norfolk's economy, employing around 50,000 people and generating £258 billion in 2009. Those tourists travelling to or around Norfolk by public transport, walking or cycling tend to stay for longer in our towns and villages, resulting in greater expenditure in our shops and cafes. They also have a lesser impact upon the environment and residents living in villages nearby, whose quality of life can be affected by traffic issues. Therefore we are seeking to encourage and support more sustainable tourism in Norfolk.

Policy 14: Sustainable Tourism and Leisure

Opportunities for sustainable tourism or leisure trips should be pursued, and particularly in the tourist hot-spots of the Broads, Brecks, Great Yarmouth and along the Norfolk coast.

- 8.15 *Connecting Norfolk* will look at achieving integrated transport solutions for tourism and visitors that builds existing travel options, including:
- Local bus routes, including successful services like the Coasthopper
 - Local rail services
 - Public rights of way, permissive access and long distance paths
 - The national cycle network.

Our strategy for enhancing integration is set out in 6.13 and 6.14. Towns that attract many visitors by public transport, should be recognised as gateways to Norfolk for tourists and prioritised for improvement.

- 8.16 Norfolk is fortunate to benefit from a number of heritage and independent rail lines including the North Norfolk, Mid Norfolk and Bure Valley Railways. These are important sustainable tourist facilities, bringing visitors to the county. There may be potential to extend the operation of these lines and for them to enhance accessibility for regular journeys into town centres. Such developments will need to be pursued by independent rail groups and external funding sought. The county council is keen to support such initiatives, where a viable business proposal that meets the objectives of *Connecting Norfolk* can be established.

Access for freight

- 8.17 The movement of freight into and around the county is vital in supporting the local economy. However, heavy goods vehicles can have a negative impact upon the environment and communities they pass through. In the long term we will support the consolidation of freight movements into our urban centres and, where opportunities arise, the transition of freight from road to rail. This includes continued support of the freight consolidation centre at Snetterton.
- 8.18 We recognise that for the foreseeable future, road is the dominant mode for freight and will look to help mitigate its impact. This may include:
- Reviewing facilities for freight across the county
 - Working with the freight industry to achieve better management and lower carbon emissions from freight movement across the county
 - Developing freight and servicing plans for key destinations including the Outer Harbour at Great Yarmouth and King's Lynn
 - Continuing to use the route hierarchy and directional signing to ensure vehicles use the most appropriate routes
 - Using weight restrictions and re-routing vehicles where necessary
 - Implementing access restrictions in town or urban centres.

Access for all

- 8.19 Consultation shows that transport accessibility is a key cause of concern for disabled people and in particular the accessibility of public transport for regular users. There are approximately 180,000 disabled people in Norfolk and a significant majority are among the poorest people in Norfolk, without access to a car. Though we and others are working to meet the Equality Act around accessible facilities, there is more that can be done to improve travel experience, and improvements that can be made prior to legislative deadlines.
- 8.20 The needs of disabled people will routinely be considered as part of all transport improvement and maintenance schemes. This includes the provision of appropriate travel information and consideration of street furniture along the footway, ensuring adequate seating and removing any clutter that may act as an obstacle, and dropped kerbs at appropriate points to enable crossing of the road. We will work with others, including district councils, to deliver this.

Policy 15: Access for all

Accessibility for all, especially for disabled people, should be considered as part of all transport maintenance and improvement works and opportunities sought to ensure adequate facilities are provided.

- 8.21 Maintaining footways to a high standard will be a priority in market towns and urban areas. There will also be consideration of providing dropped kerbs throughout key pedestrian routes within urban areas to enhance opportunities for crossing. All pedestrian crossings in the county are now

fully accessible and further crossings will be added where need and funding allows. In accordance with new government standards, we will improve temporary pedestrian facilities provided during roadworks to ensure they are fully accessible for disabled people.

- 8.22 In addition, specific actions will be taken to enhance the accessibility of public transport, we will:
- Work with bus operators to encourage investment in low floor vehicles as a short term priority
 - Investigate ways of effectively communicating when accessible vehicles will be available
 - Ensure appropriate levels and locations for disabled parking
 - Improve communication channels with disability groups when considering and trialling improvements
 - Continue to deliver our programme of accessible bus stops that have the right height kerbs, with priority along core routes and in market towns and urban areas
 - Look to enhance the disability awareness training available for bus drivers and other front line office staff, involving disabled people in this where possible
 - Trial more innovative measures, such as flash card schemes, where appropriate
 - Work with train operating companies to improve accessibility at rail stations, aiming to ensure all infrastructure at rail stations is accessible
 - Support the delivery of shopmobility schemes at key interchanges across the county.

Alternatives to travel

- 8.23 Advances in technology and effective use of the planning process can significantly reduce the need to travel. For example, ability to home work or access services over the internet, both of which negate the need to travel. There are also significant efficiencies to be gained from customers being able to self-serve rather than require face to face contact.

Policy 16: Alternatives to Travel

Agencies in Norfolk should work together to encourage alternatives to travel, with priority on interventions that result in fewer trips generated or a reduction in total distance travelled.

- 8.24 Availability and quality (in terms of speed and reliability) of broadband in rural parts of Norfolk is a barrier to the delivery of this. Through the Local Enterprise Partnerships, we will work with broadband providers and exploit the government funding when available and appropriate to increase both coverage and connection speeds. Other practical ways around this such as harnessing the potential of digital TV will be investigated.
- 8.25 The prospect of co-location and moving towards a model of integrated service delivery within settlements will be evaluated as a means of creating

efficiencies, reducing travel and improving customer focus. The model could involve co-locating essential services or availability within a locality and ensuring their hours of operation are coordinated. Facilities like broadband, computer suites and teleconferencing could also be provided to promote enterprise and e-learning opportunities. These would become priority destinations for public transport, providing accessibility benefits for surrounding communities. These proposals have potential to cut the distance people travel and number of journeys they make, enabling them to combine trips to different services. There could also be significant cost savings from a provider's perspective associated with sharing facilities and overheads.

- 8.26 Additionally, as detailed in the section on growth, through the planning process we will look to reduce the need to travel, ensuring development occurs in the right locations and is served by appropriate infrastructure.

Chapter 9: Approach to Delivery

- 9.1 *Connecting Norfolk* places a strong emphasis on working in partnership to deliver, building on relationships forged through the plan's development, as well as enabling the community to take more responsibility for decision making and delivery. To deliver effectively we need to achieve value for money and explore all potential funding sources.

Partnership working

- 9.2 Partnership working is well established in Norfolk. *Connecting Norfolk* has been developed in partnership, with many agencies helping to shape the strategy and implementation plan. This process has highlighted that transport is a shared issue among agencies that is often a component of addressing some of Norfolk's wider problems. *Connecting Norfolk* contains a collective vision for how transport will develop over the next 15 years and play its part in addressing some of Norfolk's key challenges.
- 9.3 The partnership arrangements fostered during *Connecting Norfolk's* development will also help with its delivery. The extent of this will vary considerably across the plan and from agency to agency. In some cases partners will have direct responsibility for delivery, whilst in others the focus will be on improved coordination between transport and other agencies, working together to achieve a common purpose. Experience has shown that there are significant benefits to be had from joining up service delivery, and this is also what the public, who can be confused about roles and responsibilities of different agencies, are telling us.
- 9.4 Our current economic situation, as well as government guidance, means we must further expand on our partnership working by exploring transport solutions and delivery mechanisms with a wide range of community groups. Partnership working will be particularly important for achieving:
- Better accessibility to services and opportunities
 - More and simpler travel choices for everyone
 - More reliable and quicker journeys into the county
 - Appropriate and sustainable housing and economic growth
 - Reductions in carbon emissions
 - Safer environments for travel and reductions in casualties
- 9.5 Existing partnership structures will be tasked with taking forward elements of the strategy. Key groups include the Local Enterprise Partnerships, Strategic Services Coordination Group, a sub-group of the County Strategic Partnership and District Local Strategic Partnerships. We also have private sector partnership arrangements with consultants Mott MacDonald and May Gurney. Over the course of our 2nd Local Transport Plan these arrangements have helped to save significant amounts of money, in the region of £14 million, and allowed for greater flexibility in project delivery. A review of these arrangements and consideration of joint working with neighbouring authorities, including Suffolk, will take place within the life of this plan.

Community action and influence

- 9.6 There is an emphasis in *Connecting Norfolk* on working with and enabling the community to influence how transport is organised within their local area. Experience shows that effective community engagement or leadership on projects can result in successful delivery. *Your Norfolk Your Say*, Norfolk's participatory budgeting pilot, enabled local people to decide how £200,000 was spent across the county. The initiative benefited 4,000 people and won a green flag in Norfolk's 2009 Area Assessment. There are other instances where the community have actively led on project delivery, the Norfolk Car Club for example, or where the community guide delivery, as with the highway and community ranger service and footway improvements in Old Buckenham. Effective consultation, for example on the implementation plan for transport in the Norwich area, has also enabled the community and stakeholders to shape transport delivery.
- 9.7 We will look to build on these experiences, working towards greater devolution of power and autonomy for the public in delivering *Connecting Norfolk*. This will include careful consideration of options that offer sustainability over the longer term. Political processes will continue to be used, with elected members acting as an important conduit for engaging with and understanding the community's needs.

Value for money and resource availability

- 9.8 Achieving value for money is a key component of delivery and is one of the county council's core values. Throughout delivery we will not only strive to achieve value for money, but to make best use of our existing assets and resources, seeking to maintain and enhance before replacing or building new.
- 9.9 We know that money for transport delivery at the beginning of the plan period is likely to be limited, and significantly reduced compared to previous years. Over the last 10 years we have seen unprecedented levels of investment in transport delivery, and in Norfolk have achieved significant improvements for the travelling public as a result.

Policy 17: Funding

All potential sources of funding should be investigated and pursued if appropriate to achieve delivery of *Connecting Norfolk*.

- 9.10 In delivering *Connecting Norfolk* we will actively seek funding from a wide variety of sources including:
- Capital funding from the maintenance and integrated transport blocks
 - Major scheme funding
 - Developer funding
 - Community Infrastructure Levy
 - The Norfolk Infrastructure Fund
 - Local Sustainable Transport Fund

- Regional Growth Fund
- EU funding
- Tax Incremental Financing
- Delivery partners, such as Sustrans
- New homes bonus.

9.11 We have fully considered likely cuts in spending when developing the implementation plan for the first four years of the strategy and have had to make tough decisions both about what and how we deliver transport initiatives. Our key priority for the short to medium term is maintaining the highway network to an appropriate standard.

9.12 It is also recognised that whilst we have priorities and targets for achieving certain outcomes, there are a number of functions that we must continue to deliver regardless. This includes measures to ensure compliance with the Equalities Act 2010, the running and upkeep of infrastructure like the bus station and road maintenance. There is also work underway that commenced during the previous plan period (Norfolk's 2nd Local Transport Plan) that requires completion. It typically takes three years for a capital improvement scheme to be delivered, including time for feasibility, design, consultation and delivery. We have made the decision in some cases to put schemes on hold, ready to be delivered when funding becomes available. In others however, where commitment has been made and there is a clear contribution towards *Connecting Norfolk*, these will continue to be progressed and are featured within the implementation plan.

9.13 Further consideration will be given to the timing of schemes to ensure that opportunities are taken to combine and coordinate delivery where possible. For example we may coordinate re-surfacing works with a new footway scheme or bus stop improvements, or with developer funded or growth related schemes. This has the potential to reduce design, consultation and construction costs, in addition to minimising the impact of delivery on the network, particularly where network closure may be required.

9.14 There will be a focus on achieving longer term affordability for all improvement measures. This will include factoring annual revenue requirements into capital scheme proposals. Experience shows that without this, ongoing revenue costs, like the operation of bus ticket machines once installed can be hidden or underestimated. We will also learn lessons from elsewhere, for example from the sustainable travel towns initiative. This has highlighted that a short term injection of funding is unlikely to result in longer term changes in travel behaviour, thus building longevity into such projects is essential.

9.15 Whilst there is a need to carefully plan for reductions in funding over the short term, we must not lose sight of the fact that *Connecting Norfolk* is a 15 year strategy and funding will in the future become available again. We need to be ready for this, working up the detail of schemes so that they are ready for delivery when funding is there.