

Transport for Norwich — Strategy —

Making the Transport
System Work as One



Chapter Twelve - Making the Transport System Work as One

Highlights of this Chapter

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

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



Context

Introduction

- 12.1 There are many different moving parts which make up Norwich's transport network. The road network, pedestrian and cycle routes, bike and e-scooter share schemes, bus services, car clubs and rail all must work together to provide an integrated transport network which gets people to where they need to be efficiently, safely and sustainably. To enable this, transport interventions must prioritise the movement of people, not just vehicles.
- 12.2 Currently, cars are a convenient way of accessing Norwich which contributes to congestion, poor air quality and carbon emissions. One reason for the popularity of accessing the city by car is because of the affordable parking tariffs in the city centre. This is a concern for bus operators and leads to facilities such as the Norwich Park & Ride not being used to their full potential. The Bus Back Better Strategy (2021) aims to improve partnership working between local authorities and bus operators and encourage bus use, helping provide stability to services. Norwich's successful Transforming Cities Fund bid also looks to improve the bus network and to provide an 'ease of access and smooth interchange between transport modes' through the creation of mobility hubs. This will enable the transport network to work as one and make sustainable journeys more feasible, something the TfN strategy supports.
- 12.3 Norwich's Local Cycling and Walking Infrastructure Plan also improves connectivity, a key ambition of the Fourth LTP, and supports seamless transition between transport modes by connecting cycle routes and pedestrian facilities to transport interchanges. The TfN strategy will support the delivery of this cycling and walking plan which will help work towards achieving 50% of journeys in the city being active by 2030, a



key government ambition outlined in Gear Change (2020). The Norfolk Greenways to Greenspace Strategy also looks to provide safe routes for people to travel actively which link to the public transport network and the existing long-distance walking and cycling network. This contributes to an integrated transport network, encouraging active travel and providing improved access to greenspace which is essential for good physical and mental wellbeing.

- 12.4 Technological advancements can also support the transport network in working as one. Mobility as a Service can enable people to quickly and easily plan and pay for journeys which can consist of multiple different sustainable modes. Norwich's Beryl Bike and E-Scooter share scheme also helps provide an integrated transport system due to its flexibility and strategically located sites at the rail station, bus station and elsewhere. The scheme has been highly successful. Since its launch in March 2020 to June 2021, the Norwich Beryl scheme has seen more than 157,000 trips covering over 572,000km. The Norwich rail station bay has been the most popular destination for Beryl Bikes, a potential example of multi-modal travel in Norwich. Norfolk County Council is also involved in the MOBI-MIX project which is aimed at increasing uptake of low-carbon transport by making it cheaper, more sustainable and more accessible to cut the number of cars, ease congestion and cut CO2 emissions.



Strategy and Policy

Road Network and Travel Mode Hierarchy

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

Statement of Policy

ROAD NETWORK AND TRAVEL MODE HIERARCHY

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

Key Actions

- 12.6 We will introduce a hierarchy that reflects how roads, streets and spaces are used. This will range from identifying roads where essential movement will be the priority through to identify places where the primary use will be for meeting people, eating out or socialising.
- 12.7 Key movement corridors will prioritise movement of the greatest number of people rather than the greatest number of vehicles. This will ensure that they operate most effectively. The layout and constrained nature of roads in our urban areas means it is very difficult to make improvements for all types of user. Therefore, we will prioritise space for certain types of users rather than trying to make provision for all types of user along different corridors. We will identify corridors for general traffic; corridors where public transport



measures like bus lanes will be prioritised; and corridors where active travel measures like segregated cycle lanes will be prioritised.

- 12.8 Movement across Norwich and its strategic growth areas will seek to significantly reduce the intrusion of extraneous traffic within the city centre and residential neighbourhoods. Cross city traffic will be required to use orbital and radial primary routes rather than short cuts on neighbourhood roads.
- 12.9 These are potentially major changes. Although at this stage proposals have not been fully developed, a key diagram showing the longer-term changes to the network will be worked up to show how the network will be developed. This will be done as part of developing the strategy and action plan and will take account of the outcome of the consultation on the strategy and ongoing detailed technical work. These changes will be consistent with, and developed from, work done to date, such as delivery of the pedalway network and our Transforming Cities programme.
- 12.10 The key diagram will also show the cycle network in the Local Cycling and Walking Infrastructure Plan, currently being consulted on, and the neighbourhood areas (ie those areas where 20mph speed limits and low traffic zones could be introduced).

Supporting Actions

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



Bus Services

- 12.11 The availability and cost of bus services was a key issue identified in the consultation responses to the principles for a TfN strategy that was carried out in 2018. There are a number of bus operators that serve Norwich and although there has been no formal partnership there is a good track record of working together. This is evidenced by the commitment of First Bus to invest in their fleet to support the Transforming Cities programme.
- 12.12 Historically Norwich has seen high bus patronage although Covid-19 at least temporarily reduced this because of the need to run socially distanced services. The county council is forming an Enhanced Partnership and Bus Service Improvement Plan with local bus operators that will influence the development of the bus network. The council has also committed to develop an enhanced partnership with operators.

Statement of Policy

BUS SERVICES

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

Key Action

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



Supporting Actions

12.14 We will also:

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

Parking Policy

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

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



or walking is the first choice for people over the use of the private car. Any controls will need to be balanced against the need to ensure the city remains an attractive place for people to visit and do business in.

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

Statement of Policy

PARKING

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

Key Action

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

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



Supporting Actions

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

Norwich Park and Ride

12.20 Park and Ride services run from several sites around Norwich.

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

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

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



Statement of Policy

NORWICH PARK AND RIDE

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

Key Action

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

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

Supporting Actions

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



Journey Times and Reliability

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

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



Statement of Policy

JOURNEY TIMES AND RELIABILITY

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

Key Action

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

Supporting Actions

12.27 We will also:

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



Active Travel

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

Statement of Policy

ACTIVE TRAVEL

We will promote active travel by walking and cycling.

Key Action

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

Supporting Actions

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



cycle lanes and pavements on the most well-used routes is at the highest standard possible

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





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