

**Report Title: Southport Eastern Access Norwood Mitigation**

Date of meeting:	7 November 2024		
Report to:	Licensing and Regulatory Committee		
Report of:	Assistant Director Highways & Public Protection		
Portfolio:	Housing & Highways		
Wards affected:	Norwood		
Is this a key decision:	No	Included in Forward Plan:	No
Exempt/confidential report:	No		

**Summary:** This report seeks Committee approval to changes to the highway to deliver proposed improvements for the Norwood Mitigation area which is designed to address changes in traffic flows as a result of Foul Lane opening which is part of the Southport Eastern Access Improvement Scheme (SEA). The scheme will also make it easier for pedestrians, cyclists and public transport users to travel around the area, by slowing the speed of traffic and encouraging drivers to remain on Norwood Road, Norwood Avenue and Roe Lane rather than Bispham Road and Old Park Lane as a through route. The areas the proposed highway changes are Norwood Avenue, Bispham Road, Old Park Lane, Canning Road, Cobden Road, Wennington Road.

The delivery of these improvements are to be aligned with the SEA scheme, most importantly before Foul Lane opens which is planned to be delivered before 2026 as part of Phase 2, so that rat-running interventions are introduced in the residential area. The Norwood Mitigation Improvement Scheme will be funded by the City Region Sustainable Transport Settlement (CRSTS 1) SEA allocation of £18.815million.

**Recommendation(s):**

It is recommended that the Assistant Director Place (Highways and Public Protection) be authorised to implement the following modifications to the Highway; subject to approval by Council of funding and subject to the necessary TRO's being made.

**(1) Norwood Avenue and Roe Lane junction:**

Carriageway widening on Norwood Avenue to accommodate an additional right turn lane and controlled pedestrian facilities across Row Lane.

**(2) Norwood Avenue new pedestrian crossing near Chester Avenue/Norwood Crescent:**

Provision of new pedestrian crossing on Norwood Road.

**(3) Bispham Road and Canning Road junction:**

Installation of Signal controlled junction with pedestrian facilities.

**(4) Bispham Road and Old Park Lane junction:**

Introduction of mini roundabout Change with Zebra crossings on Bispham Road and Old Park Lane

**(5) Bispham Road and Athole junction:**

Safer pedestrian crossings.

**(6) Bispham Road and Athole Grove junction:**

Change priority at junction

**(7) Old Park Lane, Heysham Road and Devonshire Road junction:**

Provision of raised table at junction, including new Zebra crossing, together with provision of banned right turn manoeuvres from side roads.

**(8) Old Park Lane and Chester Road junction:**

Provision of raised table at junction.

**(9) Old Park Lane and Sidney Road junction:**

Provision of raised table at junction.

**(10) Old Park Lane and Poulton Road junction:**

Provision of raised table at junction.

**(11) Canning Road and Newton Street junction:**

Provision of raised table at junction.

**(12) Canning Road and Milton Street junction:**

Provision of raised table at junction.

**(13) Canning Road and Cobden Road junction:**

Provision of raised table at junction.

**(14) Parking restrictions around the existing modal filter on Wennington Road**

Provision of waiting restrictions to prevent vehicles blocking the filter for cyclists.

## **1.1 Introduction / Background**

The Norwood Area Mitigation Study complements the Southport Eastern Access (SEA) Improvement scheme that covers Eastbank Street (between Bridge Street and Kew Roundabout), Foul Lane and junctions along Norwood Road towards Meols Cop Station. The SEA Improvement scheme is focused on introducing new and upgraded junctions and

active travel routes. Of particular relevance to the Norwood area are changes to signal-controlled junctions on Norwood Road and Norwood Avenue and the opening up to traffic of Foul Lane.

These changes are expected to impact on traffic flows in and around the Norwood area. Furthermore, a housing development consisting of over 600 dwellings south of Crowland Street, known as the Crowland Street Development (CSD), has been proposed. This development, if it is delivered, is also expected to impact on traffic flows in the Norwood area.

The Norwood Area Mitigation Study is designed to address these changes in traffic flows whilst also making it easier for pedestrians, cyclists and public transport users to travel around the area, and also making it safer for everyone to move around the Norwood area by slowing the speed of traffic and encouraging drivers to use Norwood Road, Norwood Avenue and Roe Lane rather than Bispham Road and Old Park Lane as a through route.

Following work undertaken 2021 as part of the development of the Outline Business Case for the SEA scheme, Sefton Council required a review of outline 'Low Traffic Neighbourhood' proposals for the Norwood area between Norwood Avenue, Norwood Road, Roe Lane and Crowland Street. The principal aim was to mitigate the impacts of the opening up of Foul Lane and the wider SEA proposals.

Sefton Council is taking action throughout the district to encourage active travel through walking, cycling and wheeling, whilst promoting public transport and other sustainable modes that would contribute to efforts to reduce greenhouse gas emissions and improve local air quality. These are also aims for the Study.

Finally, Southport is a key cornerstone in the borough's economic growth plans, and an improved street scene and transport network in the east of the town is expected to play an important role.

Accordingly, the overarching objectives of the Norwood Area Mitigation Study are to:

Mitigate the effect of through traffic and its potential conflict with other road users.

Improve accessibility to homes, schools, jobs, shops and leisure facilities by walking, cycling and public transport.

Improve the public realm and quality of the environment around key local centres like Bispham Road.

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## **1.2 Scheme Proposals**

The proposals are shown on the General Arrangement Plans set out in Appendix A.

The Council have worked with Norwood Ward Members, and the Neighbourhoods Team to develop ideas for improvement in Norwood. In order to develop the proposals in collaboration with the community, two workshops were held with members of the community and local Ward members in Spring 2024.

From this early engagement, we have been able to broaden our understanding of the issues in the area and discuss potential solutions. Throughout the process we have taken on board feedback from the community, and this has been fed into the designs for improvements. We have also held workshops with officers at Liverpool City Region Combined Authority to ensure the project can accommodate both existing and potential bus routes, in addition to improving access to public transport. As part of wider engagement on this project we held wider public consultation online and actively talking directly to the local

schools partnered with Sustrans and helping to support them with their wider transport challenges.

The proposals for the Norwood Area Mitigation scheme has been grouped into the following areas where it is proposed to improve junctions, the quality of footways, crossings and cycle lanes and, in some places, change waiting and loading restrictions. Appendix B has the full descriptions of the proposals.

- Norwood Avenue
- Bispham Road
- Old Park Lane
- Canning Road
- Cobden Road
- Wennington Road
- Area wide measures

### **Norwood Avenue**

- Improving the junction of Norwood Avenue and Roe Lane.  
Widening of Norwood Avenue to accommodate a right turn lane and the introduction of a new pedestrian crossing on roe Lane, West of the junction. A new crossing on Norwood Avenue close to Chester Avenue and Norwood Crescent.
- Improving the existing zebra crossing on Norwood Avenue north of Hereford Road and Norwood Crescent.
- Provide a new pelican crossing on Norwood Avenue north of Chester Avenue and Norwood Crescent or a new zebra crossing of Norwood Avenue south of Chester Avenue and Norwood Crescent.

### **Bispham Road**

- Improving the junction of Bispham Road and Athole Grove.  
Narrow the mouth of the junction where Athole Grove meets Bispham Road to make for safer pedestrian crossing conditions.
- Improving the junction of Bispham Road and Wennington Road.  
Improve the existing zebra crossing with belisha beacons and a new cycle lane crossing connecting the Wennington Road cycle route. Highway space is needed to deliver this, so road narrowing is required on Wennington Road both sides of Bispham Road which will mean the road will have to be change to one-way to Poulton Road, still preserving access for residents.
- Improving the junction of Bispham Road and Canning Road.  
Install traffic lights at the junction which will control the flow of traffic with green lights given for Bispham Road and then separately for Canning/Thornton Road and then finally a period when people can cross without traffic flowing.
- Improving the junction of Bispham Road and Old Park Lane.  
Introduction of a mini roundabout to reduce vehicle speeds and create Gateway feature to Bispham road along with new zebra crossings of Bispham Road and Old Park Lane (south of the junction).
- Improving the junction of Bispham Road and High Park Road.
- Improving the public realm on Bispham Road.

## **Old Park Lane**

- Improving the junction of Old Park Lane and Chester Road.  
Reduce radii at junction to narrow carriageway and improve crossing facilities and the introduction of Raised table at junction to reduce vehicle speeds.
- Improving the junction of Old Park Lane and Sidney Road.  
Reduce radii at junction to narrow carriageway and improve crossing facilities and the Introduction of Raised table at junction to reduce vehicle speeds
- Improving the junction of Old Park Lane, Heysham Road and Devonshire Road.  
Widen the footways on the corners of Heysham Road and Devonshire Road at the junction, so people can walk a shorter distance to cross the road. Also, raise the level of the road at the junction to slow traffic down and provide a new zebra crossing on Old Park Lane between Heysham Road and Devonshire Road. In order to achieve this, it is necessary to stop vehicles turning right towards the zebra crossing from both Heysham Road and Devonshire Road.
- Improving the junction of Old Park Lane and Poulton Road.  
Reduce radii at junction to narrow carriageway and improve crossing facilities and the introduction of Raised table at junction to reduce vehicle speeds

## **Canning Road**

- Improving the junction of Canning Road and Milton Street  
Widen the footways on the corners of Milton Street at the junction with Canning Road, so people can walk a shorter distance to cross the road and introduce a raised table at the junction to reduce vehicle speeds and. Reinforce existing Give Way priority at the junction with additional signing and road markings.
- Improving the junction of Canning Road and Newton Street.  
Widen the footways on the corners of Newton Street at the junction with Canning Road, so people can walk a shorter distance to cross the road and introduce a raised table at the junction to reduce vehicle speeds and. Reinforce existing Give Way priority at the junction with additional signing and road markings.
- Improving the junction of Canning Road and Cobden Road.  
Widen the footways on the corners of Cobden Road at the junction with Canning Road, so people can walk a shorter distance to cross the road and introduce a raised table at the junction to reduce vehicle speeds and. Reinforce existing Give Way priority at the junction with additional signing and road markings.

## **Cobden Road**

- Provision of New parking restrictions on the south side of Cobden Road between Canning Road and Russell Road.

## **Wennington Road**

- Improving the existing crossing of Crowland Street near the junction with Wennington Road.  
Upgrade the existing zebra crossing here and with a parallel crossing, better connecting the new Foul Lane segregated cycle infrastructure part of SEA with the active travel route on Wennington Road.

- New parking restrictions at the modal filter on Wennington Road  
Introduce new 'double yellow line' no parking at any time parking restrictions on both sides of Wennington Road both north and south of the existing road closure to prevent parking obstructing the existing modal filter.
- Improving the junction of Wennington Road, Roe Lane and Hesketh Drive.  
Introduction of a new parallel crossing on Roe Lane to provide a safe crossing point for pedestrians and cyclists between Wennington Road and Hesketh Drive.

### Area wide measures

- 20mph speed limit. – Reduce speed limit to 20mph along Bispham Road and Old Park Road to 20mph to reduce vehicle speeds and traffic levels.

Furthermore, junction capacity assessments have been undertaken as part of this scheme. The interventions that were being developed as part of the preliminary design process were expected to result in changes in traffic patterns in the study area.

## 1.3 Consultation

Engagement has been a key component in the development of the proposals. Engagement with stakeholders, including technical officers, ward members, businesses and the local community has taken place both before, and throughout, the design process. The engagement has provided valuable input from these stakeholders and has helped the project team to:

- Identify issues and opportunities.
- Address concerns which could lead to stronger outcomes and higher impact.
- Provide an opportunity to build collaborative and long-term working relationships.
- Provide stakeholders with a platform and influence proposals and therefore outcomes.

The consultation and engagement timeline is outlined in the table below.

Date	Engagement
<b>Initial concept drafted.</b>	
5th March 2024	Engagement with Technical Officers – Session 1
18th March 2024	Engagement with the Community – Session 1, Issues, Opportunities, and Potential Solutions
<b>Updates to draft concept, following engagement.</b>	
8th April 2024	Engagement with Technical Officers – Session 2
<b>Preliminary design drafted.</b>	
9th May 2024	Engagement with Technical Officers – Session 3
20th May 2024	Engagement with the Community – Session 2, preliminary design feedback and Bispham Road ideas

<b>Updates to Preliminary designs, following engagement.</b>	
<b>9th July 2024</b>	Engagement with businesses along Bispham Road
<b>18th July to 15th August 2024</b>	Online public consultation on YSYS.

### **Engagement with Technical Officers – Session 1 (5th March 2024)**

The first engagement session with technical Officers was held on 5th March 2024 online via Microsoft Teams. This session was held to obtain feedback on a draft initial concept plan ahead of the first community engagement session, where the initial concept plan would be shared.

### **Engagement with the Community – Session 1, Issues, Opportunities, and Potential Solutions (18th March 2024)**

The first community engagement session was held on 18th March 2024 at Canning Road Church. The first half of the workshop as focused on understanding the existing issues in the Study Area. The attendees were separated into three tables, after which one person from each table shared the key points that were raised with the entire group. In the second half the attendees were given the opportunity to explore the initial concept plan and propose solutions to the issues which identified in the first half of the session

### **Engagement with Technical Officers – Session 2 (8<sup>th</sup> April 2024)**

The second engagement session with technical officers was held on 8<sup>th</sup> April 2024 via Microsoft Teams. This session was to obtain feedback on the proposed updates to the concept plan.

### **Engagement with Technical Officers – Session 3 (9<sup>th</sup> May 2024)**

The third Technical Officers engagement session was held on 9th May 2024 at the Sefton Council offices in Bootle. This session was to obtain feedback on the developed preliminary designs, as well as develop consensus for the proposals to be shared at the second community engagement session later in the month.

### **Engagement with the Community – Session 2, preliminary design feedback and Bispham Road ideas (20<sup>th</sup> May 2024)**

As part of the design development process, a second community engagement session was held on 20th May 2024 at Canning Road Church. This session was set up as a follow-up to the first engagement session and was aimed at both getting feedback on the preliminary designs and having discussions on potential public realm improvements along Bispham Road.

### **Engagement with businesses along Bispham Road (9<sup>th</sup> July 2024)**

On 8<sup>th</sup> July 2024, a member of the project team attended a site walkaround where they visited businesses along Bispham Road and Old Park Lane to make them aware of

proposals for the Study Area, particularly proposals in the vicinity of their premises, to gather contact details, and share details of further engagement.

Full workshop engagement notes for all the sessions highlighted can be seen in appendix D.

### Online public consultation on YSYS (18th July to 15th August 2024)

The refined preliminary designs were taken to the wider public using the online consultation software, Your Sefton, Your Say (YSYS). We asked for comments of the proposed improvements. Letters were sent out to 5,142 addresses in the local area to the red line boundary of the scheme, inviting those to take part in the online consultation. Online marketing was also published on the Sefton Council website.

There were 288 responses the online survey. All have been reviewed and analysed alongside the 16 email responses and three letters that came directly via the Transport Planning inbox and mailbox, which have been responded to or in the process of.

Two printed versions of the online survey were also requested and sent out with a return to sender email envelope, to avoid costs experienced by responders via paper. It should be noted that we have not received these responses back.

Responses for the whole engagement including all elements have been logged on the Engagement Log. All reviewed comments can be seen in Appendix E.

The main concerns from the Norwood Mitigation consultation are shown in the table below.

No.	You Said	We Did / Are Doing
1	<p><b>Concern with more traffic will be experienced on Norwood Avenue and Roe Lane</b></p> <p>Comments were received from residents that they concerned that the proposal will result in increased traffic using Norwood Avenue and Roe Lane</p>	<p><b>Concern with more traffic will be experienced on Norwood Avenue and Roe Lane</b></p> <p>To provide clarity, the proposals regarding Norwood Avenue and Roe Lane are that a sudden influx of vehicle numbers will not be experienced by these proposals. The intention is to keep existing traffic on Norwood Avenue and Roe Lane as opposed to traffic being dispersed onto more residential areas with the opening on Foul Lane and traffic modelling data supports this.</p>
2	<p><b>Plans in the Norwood area interrupt traffic flow</b></p> <p>Comments were received that the plans in the Norwood area regarding mostly Bispham Road, Canning Road and Old Park Lane impact the flow of traffic due to proposed junction improvements.</p>	<p><b>Plans in the Norwood area interrupt traffic flow</b></p> <p>Sefton Council understand that the plans will interrupt the flow of traffic due to increased pedestrian and cycling infrastructure proposed. This is intentional as we are putting pedestrians and cyclists instilling the Highway Code. We are also increasing pedestrian and cyclist safety in the areas, with the added benefit of enhanced connectivity for active travel routes. Data shows that slower speeds result in safer highway conditions for pedestrians and cyclists.</p> <p>The plans are also designed to make driving through the Norwood area less attractive, which is crucial with the opening up of Foul Lane proposed as part of the Southport Eastern Access scheme. As without these mitigation measures, increased traffic in the Norwood residential area will be experienced, which the Council want to make sure is reduced as much as possible</p>
3	<p><b>Concerns with proposed Traffic Regulation Orders (new parking restrictions)</b></p> <p>Mixed opinions were received as part</p>	<p><b>Concerns with proposed Traffic Regulation Orders (new parking restrictions)</b></p> <p>Sefton Council understand that more engagement is required for implementing new parking restrictions at the locations discussed as well as further</p>



No.	You Said	We Did / Are Doing
	of the feedback regarding the proposed new double yellow on Cobden Street near F.Audsely & Son LTD, Motor Engineers mechanics and on Wennington Road near the existing road closure.	discussions with local Ward members. It should be noted that, as part of implementing new Traffic Regulation Orders (TROs), The Council have to through consultation again for implementing TROs, so will understand local residents and businesses thoughts as part of this process. The Council believe that it is crucial to implement new double yellow lines directly on the existing road closure on Wennington Road, so that the active travel route access for cyclists remain clear and unblocked by parked cars, although the restrictions will be reduced on the southside of the road closure, to one of the sides of the road only. Discussions are still being held at adapting the current proposals, so less impact is experienced by local businesses.
4	<p><b>Zebra crossings are too close to junctions</b></p> <p>Comments were received that are proposed zebra crossings are too close to the junctions.</p>	<p><b>Zebra crossings are too close to junctions</b></p> <p>Sefton Council have taken these comments onboard and will have these investigated during the design progression. It should be noted that zebra crossings have been proposed on pedestrian desire lines, meaning they are placed in the most convenient locations which still follow highway guidance meaning they meet safety standards.</p>
5	<p><b>Control parking</b></p> <p>Comments were received that dangerous parking should be enforced or controlled more with restrictions, especially to protect junctions.</p>	<p><b>Control parking</b></p> <p>The Council have raised this issue to the design team so they can investigate how to best prevent vehicles parking on junctions. It should be noted that designs have to complement each other so that parking is not just displaced which will be considered. Again, this has to be taken through the Traffic Regulation Order consultation process, so the local community can comment on proposed changes.</p>

## 1.4 Scheme Progress

The detailed design of the proposals included within Phase 1 and 2 is largely completed with the exception of the proposed mitigation measures for Norwood Ward.

The majority of the proposals for the Norwood area were well received by the community. Those which received the most comment, will be further reviewed and reconsulted on before approval is sought to progress. It is proposed to take these forwards to detailed design and implementation. Two key areas received the most comments and following a consultation with Ward Members it is proposed to review these proposals and reconsult in the New Year, before these are taken forward. These are the changes to the Wennington Road Junction, with the introduction of modal filters and the proposed waiting restrictions on Cobden road.

Many of the proposals require a further round of consultation as part of the Traffic Regulation Order (TRO) process and any objections will be reported to a future meeting of this committee before any orders can be made.

Cabinet have approved the procurement route for the first Phase of the works and the contractor has been engaged to complete the Early Contractor Involvement stage of the process. This will develop a target cost and detailed programme of Phase 1.

The Full Business Case was submitted in the summer 2024 and £18.815m allocated to the project by the Combined Authority in September 2024. Subject to council approval for its inclusion in the Capital Programme, it is anticipated works on Phase 1, will commence in early 2025, with Phase 2 scheduled to commence in early 2026.

## **2. Financial Implications**

### **(A) Revenue Costs**

None

### **(B) Capital Costs**

The Construction and any ancillary costs, following award of the main contract, will be funded from the CRSTS programme. The LCRCA have approved a budget of £18.815m, for delivery of Phases 1 & 2 of the project by March 2027. Subject to Council approval this will be incorporated into the Capital Programme before any construction and ancillary work on the scheme commences.

Subject to budgetary constraints, it is proposed to deliver the Norwood mitigation measures during Phase 2 of the project, although some may be delayed and subject to a further bid for funding to be completed Phase 3 of the project from April 2027 onwards.

## **3. Legal Implications**

As determined by the Council's Contract Procedure Rules, the contract for the works will need to be sealed.

## **4. Corporate Risk Implications**

## **5 Staffing HR Implications**

The management of the contract will be overseen by staff in Transportation Planning and Highway Development team. The contract administration and supervision will be undertaken by a team from the existing Transport Technical Services Supply Framework. The intention being that this team will administer and supervise several large capital schemes which are expected for delivery at the same time. The staff costs incurred prior to the award of the Contract will be funded from the Development Funding secured by the Council from the LCRCA which is contained within the Transport Capital Programme. Staff Costs, once the contract for the works is awarded, will be funded from the capital funding secured for the construction.

## **6 Conclusion**

Southport Eastern Access improvements will reduce congestion and improve access to the town from the east. The complementary measures to mitigate the impact of the scheme within the Norwood Ward have generally been well received. It is proposed to take the majority of these forward to detailed design and commence the necessary TRO processes, prior to delivery from 2026.

Further development work will be undertaken to refine the remaining elements of the proposals following comments taken on board following consultation and approval for these elements will be sought at a later date, for delivery through the next CRSTS programme from 2027 onwards.

### **Alternative Options Considered and Rejected**

A number of options for improvements have been during the development phase and during the community engagement. These were appraised during the development of the proposals. The designs chosen delivered the best outcomes in predicted outcomes and safety improvements as well as contributing to the creation of a comprehensive scheme for active travel proposals. It is acknowledged that any scheme receiving funding from either the Active Travel Fund or CRSTS allocation must be delivered in accordance with the design advice and guidance. The arrangements proposed have been agreed in principle with Active Travel England who ensure compliance with the advice.

#### **Equality Implications:**

An Equality Impact Assessment has been completed. The assessment has been reviewed and mitigated during the detailed design process prior to construction.

The Impact of the scheme cared for children and care experienced young people was considered as part of the Equality Impact Assessment. Options for positive impacts will be considered in the development of the Social Value commitments that the Contractor will be expected to provide.

#### **Impact on Children and Young People:**

The overall scheme will improve safe access to local schools and facilities for children and young people.

#### **Climate Emergency Implications:**

The recommendations within this report will have a Neutral impact.

The construction process will have negative impact in that new materials will be used and there will be a net carbon increase. There will also be a negative impact on traffic movements on the impacted streets whilst works are ongoing. However, the scheme when implemented, will improve accessibility and should encourage people to walk, cycle or use public transport. This should reduce the carbon impact. The scheme is one of a number of schemes currently subject to a Whole Life Carbon Assessment which will be able to provide a definitive picture.

**What consultations have taken place on the proposals and when?**

**(A) Internal Consultations**

The Executive Director of Corporate Services and Commercial (FD.7826/24) and the Chief Legal and Democratic Officer (LD.5926/24) have been consulted and any comments have been incorporated into the report.

Local Ward Members have been consulted on the final designs, prior to production of this report.

**(B) External Consultations**

Consultation on all the proposals identified in the Outline Business Case was completed in 2022. This consultation was completed in accordance with the proposals approved by the Public Consultation and Engagement Panel. Workshops have been held with members of the community and Ward Members to develop the proposals and these have then been consulted upon with the wider community.

**Implementation Date for the Decision :**

Following the expiry of the “call-in” period for the L&R committee decision

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**Appendices:**

Appendix A – General Arrangement Plans

Appendix B – Consultation Letters

Appendix C – Summary of Consultation Responses.

**Background Papers:**

Report to Public Consultation and Engagement Panel

