
Appendix D-5 - Report to Norfolk County Council's Environment, Transport and Development Committee (10 November 2017)

Environment Development and Transport Committee

Item No.

Report title:	Great Yarmouth Third River Crossing project – Stage 2 scheme development public consultation
Date of meeting:	10 November 2017
Responsible Chief Officer:	Tom McCabe, Executive Director Community and Environmental Services

Strategic impact

The County Council, at its meeting in December 2016, agreed a motion setting out that the 'Council recognises the vital importance of improving our transport infrastructure and that this will help to deliver the new jobs and economic growth that is needed in the years ahead.' In addition the motion set out that the 'Council also recognises the importance of giving a clear message of its infrastructure priorities to the government and its agencies, and so ensure that there is universal recognition of their importance to the people of Norfolk.' Three projects were identified as priorities for the coming years; Great Yarmouth Third River Crossing; Norwich Western Link; Long Stratton bypass.

A new river crossing at Great Yarmouth will help us meet this priority. It offers a direct route into the town from the south, provides the link between the trunk road network and the expanding port and the South Denes Enterprise Zone sites, and overcomes the problem of limited road access to the peninsula of Great Yarmouth. The Third River Crossing is vital to the economic prosperity of Great Yarmouth. Great Yarmouth is part of a larger economic sub-region with a strong economic heritage including manufacturing, food and drink processing, tourism and leisure industries. Great Yarmouth is highlighted as a key growth location within the Norfolk and Suffolk Strategic Economic Plan.

Executive summary

Norfolk County Council adopted a preferred scheme for the Great Yarmouth Third River Crossing in 2009, comprising an opening bridge over the River Yare to connect the trunk road network, at the A47 (formally the A12) Harfreys Roundabout, to the southern peninsula near to the port and Enterprise Zone sites.

An Outline Business Case (OBC) for the project was submitted to the Department for Transport (DfT) on the 30 March 2017.

EDT Committee received an update on progress on 15 September 2017. The report explained the next major step was to undertake a further round of consultation (Stage 2 of a proposed three stage process) to help to develop the details of the scheme.

This report sets out the consultation process and the responses received. The key findings are:

- Support for the scheme remains high;
- There is overall support for the proposed scheme of a bascule bridge at 4.5m clearance;
- The key concern relates to how the bridge affects ports business and the passage of vessels on the river;
- The consultation has helped identify a number of suggestions regarding how the

scheme could be improved, which will need to be considered in more detail during the next stage of scheme development.

Recommendations:

- 1. Committee notes the outcomes of the consultation described in this report.**
- 2. Committee notes the specific issues (as detailed in Section 3.0) raised as part of the consultation that will need to be considered in more detail during the next stage of scheme development.**
- 3. Committee approves the further development of the preferred scheme which provides for a bascule bridge with a clearance of 4.5m over the water at average high tide, as set out in the OBC. The next steps will include a further statutory public consultation in 2018 on the detailed scheme, and the results will be reported to Committee prior to the submission of an application for planning consent.**

1. The consultation process

- 1.1. The consultation process for the Great Yarmouth Third River Crossing comprises of three stages as follows:

Stage	Purpose
Stage 1 (Completed Jan 2017) Initial engagement consultation	Understand views on congestion, share emerging proposals and understand level of support
Stage 2 (Sept – Oct 2017) Scheme development consultation	Understand views on the bridge development work so far
Stage 3 (Planned for May – July 2017) Pre-application consultation	Present details of the proposed scheme and understand views on it before an application for planning consent

- 1.2. The Stage 1 consultation results were reported to Committee in March 2017.
- 1.3. The preferred scheme taken forward to Stage 2 consultation was a bascule bridge with a clearance of 4.5m over the water at an average high tide. An alternative bridge type (a swing bridge) that could be built was also suggested as part of the consultation. The details are described in the consultation material that is included in the Consultation Report in Appendix A.
- 1.4. The Stage 2 consultation process has comprised:
- Consultation letters advising of the forthcoming consultations and exhibition dates sent to approximately 15,000 local residents and stakeholder organisations;
 - General publicity undertaken including press releases and posters and consultation brochures placed in Great Yarmouth Library, Gorleston Library, East Norfolk Sixth Form College, Gt Yarmouth College and Marina Centre;
 - Consultation material posted on Norfolk County Council's website at www.norfolk.gov.uk/3rc with the facility for electronic submission of questionnaires;
 - A series of staffed and unstaffed exhibitions at the Imperial Hotel, Great Yarmouth Library, Gorleston Library and the Kings Centre.
- 1.5. The Stage 2 consultation period ran from 4 September until 6 October 2017.

2. Consultation responses

2.1. A Consultation Report has been prepared and sets out in more detail the responses to the consultation. The report is included as Appendix A.

2.2. Exhibitions

2.3. Public exhibitions were held at the following venues:

Date	Venue
4 Sept to 8 Sept 2017 (staffed on 7 Sept)	Imperial Hotel, Gt Yarmouth
11 Sept to 16 Sept 2017 (staffed on 16 Sept)	Gt Yarmouth Library
18 Sept to 23 Sept 2017 (staffed on 19 Sept)	Gorleston Library
26 Sept to 29 Sept 2017 (staffed on 28 Sept)	Kings Centre, Gt Yarmouth

2.4. Officers also visited Morrisons in Gorleston, Market Gates Shopping Centre, and Great Yarmouth Marina Centre, for short sessions to raise awareness of the exhibitions.

2.5. Questionnaires and Written Responses

2.6. A total of 167 questionnaires were returned by the 6 October either via paper or electronically representing a low response rate for the number of consultation letters sent out.

2.7. A further 47 written responses were received either by letter or email as summarised below:

Type	Number
Resident or land owner	21
Stakeholder organisation	10
Port or river user	7
Government organisation	5
Local authority	3
Utility company	1

2.8. An analysis and discussion of both the questionnaire returns and written responses is contained in the Consultation Report in Appendix A.

3. Key issues arising from the consultation

3.1. Type of bridge

The consultation material showed a 4.5m bascule bridge as the proposed solution for the Third River Crossing scheme. It also suggested that a swing bridge as an alternative to a bascule bridge could be considered and presented advantages and disadvantages.

3.2. There was 74 questionnaire responses that expressed preference for a bascule bridge with 4.5m clearance (or indicated that the preferred scheme was satisfactory). This is compared to 6 responses who did not like this proposal or preferred a swing bridge. In addition some 30 questionnaire comments expressed concern about the bascule bridge, although a number of these concerns could equally be applied to a swing bridge (e.g. concerns about the effects to residents, land take, location of the bridge and narrowing of the river). A fixed bridge or a tunnel were also suggested as alternative solutions in a small number of the responses.

3.3. Of the written responses received, the majority expressed support for the scheme or confirmed that they had no specific comment to make. However, 8 responses, mainly from port and river users, expressed concern about the 4.5m bascule bridge

and how it would conflict with their operations.

3.4. **Bridge height**

A limited number of questionnaire responses, 8 in total, expressed a view that the clearance of the bridge is low and should be higher. The same 8 written responses identified in Section 3.4 also expressed concern about the bridge clearance and/or the implications of the bridge on vessel movements. These concerns are explained in greater detail below.

3.5. **Implications of the bridge on river vessel movement and the business of the port**

During the consultation the key points raised regarding the implication of river vessel movement and port business are summarised below:

- Comment that the bridge will restrict the passage of vessels and prevent continual use of the river;
- Concern regarding the frequency of bridge opening for river vessels;
- Suggestion that a timetable of bridge openings should be produced;
- Suggestion that the commitment to lift the bridge on demand for all commercial vehicles cannot be met;
- Suggestion that the bridge openings should be synchronised with the opening of Breydon Bridge and Haven Bridge;
- Requests for a clear statement of the bridge opening policy and who will decide when the bridge opens;
- Concern regarding the detrimental effect the bridge could have on the business viability of port operations to the north and that the port will no longer have a bridge free access;
- Comment that the predicted number of bridge openings is low because some quay areas are not currently operational;
- Comment that the predicted number of bridge openings is low because there is an assumption that the areas to the north will not attract new business;
- Concern that marine pilot vessels will not be able to pass under the bridge;
- Request for information on how the frequency of bridge openings has been calculated;
- Views that a clearance of 4.5m has already been decided, that a 4.5m or 10.0m clearance would make little difference to the opening frequency and a clearance of at least 14.0m is needed.

3.6. **Other road improvements**

A number of responses suggested that we should consider other highway improvements including:

- Improve and dual the Acle Straight;
- Improve the Gapton Hall Roundabout;
- Improve the Vauxhall Roundabout;
- Improve and dual the A47 around Great Yarmouth;
- Improve public transport priority at Haven Bridge and Southtown Road;
- Remove traffic from the sea front.

3.7. **Suggested improvements to the scheme**

A number of detailed improvements to the scheme were suggested during the Stage 2 consultation. These improvements could be summarised as follows:

- Improve South Denes Road, William Adams Way and Harfreys Roundabout to accommodate the potential increase in traffic that the scheme could generate here;
- Re-design the new roundabout on William Adams Way to allow a direct connection of the Kings Centre entrance/exit to this roundabout;
- Make sure that the bridge is a visually appealing and iconic structure that has good lighting and CCTV cameras;
- Provide good NMU facilities that also link to a wider network of routes including suggested routes via South Denes Road (onto the town centre) and adjacent to the quayside;
- Provide a scheme that does not narrow the river and has adequate mooring facilities either side of the bridge;
- Provide better landscaping and public realm improvements.

3.8. These suggested improvements are summarised in the Consultation Report.

3.9. **Key areas of concern raised during consultation**

Key areas of concern have been identified from the consultation following an analysis of both the questionnaires and the written responses and these are summarised below:

- Impact on vessel movements and business associated with the port;
- Potential for congestion elsewhere on the highway network;
- Impact on local residents and land (including allotment land affected);
- Cost of scheme is too high and greater priority should be given to improving other roads.

3.10. **Location of the bridge**

The location of the bridge was not a question raised by the Stage 2 consultation. This has been agreed and fixed since 2009 and there are no proposals to change its location. However, a small number of the responses (9 questionnaire responses together with 2 written responses) suggested that the bridge should be in an alternative location ranging from closer to Breydon Bridge to closer to the sea or over the River Bure to the north of Great Yarmouth. There was also concern raised that the current location would split the main business river in half.

3.11. The more detailed analysis of the response received is included within the Consultation Report in Appendix A.

4. Conclusion

4.1. The results of the consultation are discussed in Section 9.0 of the Consultation Report in Appendix A.

4.2. The majority of responses expressed support for a Third River Crossing scheme, which reflects the support for the scheme that was identified during the Stage 1 Consultations undertaken in January 2017.

4.3. The consultation responses indicate an overall support for a bascule bridge over a swing bridge. However, there were responses, particularly written responses from port businesses, expressing concern regarding the effects of the Third River Crossing on port and river related activities,

4.4. Taking into consideration the consultation results, on balance the preferred option for a Third River Crossing still remains a bascule bridge with 4.5m clearance. However, the concerns relating to port and river related businesses are acknowledged, and further work would be undertaken in consultation with these

businesses to fully understand their concerns and consider ways to mitigate them.

- 4.5. If members agree to proceed with development of the preferred scheme of a 4.5m bascule bridge then the issues raised during the consultation will need very careful consideration during the next stage of scheme development. This will include how to better engage stakeholders during the next round of consultations.

5. Current timetable for scheme development

- 5.1. Indicative statutory process details and timescales:

- | | |
|-----------------------------------------|----------------|
| • Commence Statutory Consultations | Spring 2018 |
| • Development Consent Order Application | Early 2019 |
| • Examination in Public | Summer 2019 |
| • Start of Construction | Winter 2020 |
| • Bridge completed and open | Winter 2022/23 |

6. Financial Implications

- 6.1. The Outline Business Case submission to DfT set out the project cost. On the 15 September Committee agreed to continue the project to maintain its delivery programme up to the confirmation of a funding decision which it was hoped would be announced in September 2017. The funding decision from DfT is still awaited. The details agreed in September will enable the continuing development of the project until December 2017. If the decision is delayed beyond this date a further note will be provided to the Chair and will be reported to Committee.

7. Issues, risks and innovation

- 7.1. Key risks at this stage still remain as presented to Committee on 17 March 2017, which assuming that the scheme progresses were identified as:
- Planning Process: not obtaining planning consent; or receiving unexpected and onerous requirements from the Development Consent Order.
 - Construction: difficulties in securing access for surveys and preliminary construction; the construction schedule of the A47 Harfreys roundabout, or other A47 schemes, conflicting with the bridge works programme; or adverse weather conditions causing delays/damage to construction.
 - Port operations: the number and type of vessels changing significantly between now and construction, resulting in reduced traffic benefits or greater mitigation requirements; the need to alter the bridge to accommodate port operations; or the bridge affects the river sedimentation regime affecting port operations and maintenance.
 - Design/Scope change: vessel simulations show a need for a bridge wider than 50m clear span; variations from current geotechnical and topographical assumptions impact on the design; or unexpected statutory services are located, particularly if they are under water/anticipated pier and fender locations.

8. Background

- 8.1. In 2009 Cabinet adopted a preferred route for the scheme by way of a dual carriageway link utilising a 50m span bascule bridge over the river, it authorised purchase of properties the subject of valid Blight Notices served upon the Council and agreed for further study work to be undertaken into funding and procurement options.
- 8.2. Since then (2009), £2.8m has been invested by the Council to acquire properties

and land.

- 8.3. Following the submission of the OBC in March 2017, that utilised funding provided by the DFT as part of its fast track Large Local Major Transport Schemes fund, local work has continued to be delivered in line with the overall programme.
- 8.4. A report was presented to EDT Committee on 15 September 2017 to provide an update on progress since the submission of the OBC.

Background reports:

Cabinet 7 December 2009 - Follow this [link](#) (see item 22)

EDT Committee 20 May 2016 – Follow this [link](#) (see item 9 page 28)

EDT Committee 17 March 2017 - Follow this [link](#) (see item 11 page 43)

EDT Committee 15 September 2017 – Follow this [link](#) (see item 15 page 98)

Background Papers:

Appendix A – Consultation Report (including a copy of the exhibition boards)

Officer Contact

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

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Great Yarmouth Third River Crossing

Stage 2 Consultation Report

Revision	Date	Description
1	Oct 2017	Final draft

Great Yarmouth Third River Crossing Stage 2 Consultation Report

Contents

Executive Summary

- 1.0 Introduction
- 2.0 Summary of Consultations Undertaken
- 3.0 Summary of Responses
- 4.0 Important Aspects of the Bridge
- 5.0 Views on Proposed Option - 4.5m Bascule Bridge
- 6.0 Suggested Changes to the Scheme
- 7.0 Scheme Improvements (Questionnaire and Written Responses)
- 8.0 Scheme Concerns (Questionnaire and Written Responses)
- 9.0 Discussion

Appendices

- A Copy of Exhibition Boards

Executive Summary

This report provides a summary of the Stage 2 consultations undertaken for the Great Yarmouth Third River Crossing scheme and the results of the consultation responses received.

The key findings from the consultation were as follows:

- Overall support for the scheme remains high,
- There is general support for the proposed scheme of a bascule bridge at 4.5m clearance,
- A key concern relates to how the bridge affects port business and the passage of vessels on the river,
- The consultation has helped identify a number of suggestions regarding how the scheme could be improved, which will need to be considered in more detail during the next stage of scheme development.

1.0 Introduction

- 1.1 This report provides a summary of the results of the Stage 2 (of a three stage consultation process) consultations on the Great Yarmouth Third River Crossing scheme. The proposed stages of consultation are shown below.

Dates	Stage	Purpose
January 2017	Stage 1 Initial engagement consultation	Understand views on congestion, share emerging proposals and understand level of support
September to October 2017	Stage 2 Scheme development consultation	Understand views on the bridge development work so far
Planned for May – July 2017	Stage 3 Pre-application consultation	Present details of the proposed scheme and understand views on it before an application for planning consent

- 1.2 The main aims of this Stage 2 consultation were to:
- Provide an update on progress,
 - Explain the current position and what happens next,
 - Obtain a greater understanding of what is important to people and what needs to be considered in the design.

2.0 Summary of Consultations Undertaken

- 2.1 The table below outlines the public engagement processes that were undertaken for the Stage 2 consultations.

Date	Engagement
Week commencing 14/8/17	Consultation letters advising of the forthcoming consultations and exhibition dates sent to approximately 15,000 local residents and key stakeholder organisations
4/9/17 to 6/10/17	General publicity undertaken including: <ul style="list-style-type: none"> • Press releases • Posters and consultation brochures placed in Great Yarmouth Library, Gorleston Library, East Norfolk Sixth Form College, Gt Yarmouth College and the Marina Centre
4/9/17 to 6/10/17	Details of the consultation and exhibition boards posted on Norfolk County Council's website at www.norfolk.gov.uk/3rc
4/9/17 to 8/9/17	Public exhibition at the Imperial Hotel, Gt Yarmouth (staffed on 7/9/17)
11/9/17 to 16/9/17	Public exhibition at the Gt Yarmouth Library (staffed on 16/9/17)
18/9/17 to 23/9/17	Public exhibition at the Gorleston Library (staffed on 19/9/17)
26/9/17 to 29/9/17	Public exhibition at the Kings Centre, Gt Yarmouth (staffed on 28/9/17)

13/9/17 (1/2 day)	Staffed located in Morrisons, Gorleston to raise awareness of the exhibitions
21/9/17 (1/2 day)	Staffed located in Market Gates Shopping Centre, Great Yarmouth to raise awareness of the exhibitions
21/9/17 (1/2 day)	Staffed located in Marina Centre, Great Yarmouth to raise awareness of the exhibitions
6/10/17	Deadline for consultation responses

2.2 Details of boards that formed the public exhibition displays are contained in Appendix A of this report.

2.3 Comments on the consultation could be made by:

- Completing a questionnaire form at the exhibition or on-line at www.norfolk.gov.uk/3rc,
- Emailing comments to gy3rc@norfolk.gov.uk,
- Writing to "Great Yarmouth Third River Crossing, Major Projects Team, Norfolk County Council, County Hall – Floor 2, Martineau Lane, Norwich. NR1 2DH".

3.0 Summary of Responses

3.1 Overall Responses

3.1.1 A total of 214 responses were received to consultation as follows.

Type of Response	Number
Questionnaire Returns (Online or Paper)	167
Written Responses	47

3.2 Summary of Responses (Questionnaire Returns)

3.2.1 Question 1 of the questionnaire asked "***Are you answering this questionnaire predominantly as a...?***". Analysis of the results showed the following.

Responses by Mode of Transport	Number	%age (of total questionnaires)
River User (Leisure)	3	1.8%
River User (Commercial)	2	1.2%
Car Driver	126	75.4%
Walker	16	9.6%
Cyclist	5	3.0%
Not Answered	15	9.0%
Total	167	100.0%

3.2.2 Question 6 of the questionnaire asked whether those who were responding to the questions lived, worked, owned a business or were a visitor to Great Yarmouth. Analysis of the results showed the following.

Responses by Type of Visitor	Number	%age (of total questionnaires)
I live in Great Yarmouth	100	59.9%
I work in Great Yarmouth	42	25.1%
I have a business in Great Yarmouth	19	11.4%
I am a visitor to Great Yarmouth	30	18.0%
Total	191*	114.4%

*figure is greater than 167 because some questionnaires gave multiple answers to this question

3.3 Summary of Responses (Written Responses)

3.3.1 In addition to the questionnaires, a further 47 written responses were received via letter or email. These came from the following.

Type of Responder	Number	%age (of total written response)
Resident or land owner	21	44.7%
Stakeholder organisation	10	21.3%
Port or river user	7	14.9%
Government organisation	5	10.6%
Local authority	3	6.4%
Utility company	1	2.1%
Total	47	100.0%

3.3.2 The 47 written responses were broken down as follows.

Response	Number	%age (of total written response)
Responses that made specific comment on the scheme	24	51.1%
Responses that requested further information on the scheme but made no comment on the scheme	9	19.1%
Responses that expressed general support for the scheme but made no specific comment on it	8	17.0%
Responses that confirmed they had no comment to make	6	12.8%

Total	47	100.0%
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3.3.3 The responses that contained a comment on the scheme have been expanded in more detail within the relevant sections below.

4.0 Important Aspects of the Bridge

4.1 Important Aspects of the Bridge (Questionnaire Returns)

4.1.1 Question 2 of the questionnaire asked ***“How important or unimportant do you consider the following factors in choosing a design for the bridge?”***
Analysis of the results showed the following.

Factor	Very important	Important	Of little importance	Not important
How important is the frequency of opening	79	61	13	1
How important is the visual impact of the bridge	50	71	33	5
How important is value for money	106	48	6	1
How important is the amount of land taken for the project	51	61	36	11
How important is the gradient of the bridge	45	83	19	8

4.1.2 The majority of responses considered that all these factors were either important or very important. The factors that the majority of responses identified as very important were ‘the frequency of opening’ and ‘value for money’.

4.2 Important Aspects of the Bridge (Written Responses)

4.2.1 Of those written responses that commented on the bridge the most important factors identified were:

- The frequency of opening of the bridge and in particular concern regarding the effects of the bridge on river vessels,
- The visual impact of the bridge,
- The need to provide good pedestrian/cycle facilities,
- The amount of land taken for the project.

5.0 Views on Proposed Option - 4.5m Bascule Bridge

5.1 Views on Proposed Option – 4.5m Bascule Bridge (Questionnaire Returns)

5.1.1 The consultation material showed a 4.5m bascule bridge as the preferred solution for the Third River Crossing scheme. However, it also noted that an alternative type of bridge, could be a cable stayed swing bridge. A summary of the advantages and disadvantages of the proposed bascule bridge compared to an alternative of a swing bridge were provided.

5.1.2 The consultation results showed that a bascule bridge was favoured by the majority of those who responded to the consultation as outlined below.

5.1.3 Question 3 of the questionnaire asked “***What are your views on the proposals for the 4.5m bascule bridge?***” and 149 of the questionnaires contained a response to this question. Analysis of the results showed the following.

View	Number	%age (of total questionnaires)	%age (of the 149 questionnaires that responded)
Responses stating a preference for a bascule bridge or that the preferred scheme was satisfactory. The main reason for this view being: <ul style="list-style-type: none"> • No reason • Better traffic impact • Less environmental impact • Lower costs • Better visual impact • Similar to Lowestoft Bridge 	74	44.3%	50.0%
Responses stating no preference on the type of bridge or support for any type of bridge	34	20.4%	23.0%
Responses stating concerns about the bascule bridge. The main concerns being: <ul style="list-style-type: none"> • Effects on residents/land take • Frequency of opening • Location of the bridge • Traffic impact on surrounding roads • Height of Bridge • Costs of bridge • Won't help A47 traffic • Narrowing of river 	30	18.0%	20.3%
Responses suggesting other improvements to the scheme. These included: <ul style="list-style-type: none"> • Provide a tunnel • Restrict the bridge openings 	12	7.2%	8.1%
Responses stating no support for any bridge	7	4.2%	4.7%
Responses not supporting a bascule bridge or stating a preference for a swing bridge. The main reason for this view being: <ul style="list-style-type: none"> • Easier maintenance • Less environmental impact • Less impact on local residents • Bascule bridge too low 	6	3.6%	4.1%

5.1.4 Those responses that stated preference for a bascule bridge (or indicated that the preferred scheme was satisfactory) was much larger than the responses that did not support a bascule bridge (or stated a preference for a swing bridge). In addition some comments expressed concern about the bascule bridge, although

a number of these concerns could equally be applied to a swing bridge (e.g. concerns about the effects to residents, land take, location of the bridge and narrowing of the river).

5.2 Views on Proposed Option – 4.5m Bascule Bridge (Written Responses)

5.2.1 Analysis of the 24 written responses that made comment on the bascule bridge identified the following views.

View	Detail
Concern regarding the implications of the bridge on river vessel movements and the business of the port (8 responses)	<ul style="list-style-type: none"> • Comment that the bridge will restrict the passage of vessels and prevent continual use of the river • Concern regarding the frequency of bridge opening • Suggestion that a timetable of bridge openings should be produced • Suggestion that the commitment to lift the bridge on demand of all commercial vehicles cannot be met • Suggestion that the bridge openings should be synchronised with the opening of Breydon Bridge and Haven Bridge • Requests for a clear statement of the bridge opening policy and who will decide when the bridge opens • Concern regarding the detrimental effect the bridge could have on the business viability of port operations to the north and that the port will no longer have a 'bridge and lock free access' • Comment that the predicted number of bridge openings is low because some quay areas are not currently operational • Comment that the predicted number of bridge openings is low because there is an assumption that the areas to the north will not attract new business • Concern that marine pilot vessels will not be able to pass under the bridge • Request for information on how the frequency of bridge openings has been calculated • Concern that the bridge at the proposed location will split the main business river in half
Comments on the bridge height (5 responses)	<ul style="list-style-type: none"> • Comment that the height of the bridge is low and should be higher • Suggestion that a bridge height of 4.5m has already been decided • Comment that a 4.5m or 10.0m high bridge will make little difference to the opening frequency and that a bridge height of at least 14.0m is needed • 1 response considered that the 4.5m was height acceptable
Comments on the impact of properties (4 responses)	<ul style="list-style-type: none"> • Concern at the loss of allotment land • Request to provide a direct connection of the Kings Centre entrance/exit to the new roundabout on William Adams Way • Concern that the integrity of the quay walls may not be sufficient for the bridge
Comments on type of bridge (3 responses)	<ul style="list-style-type: none"> • Suggestion that the bridge should be a cabled stayed swing bridge because this would be easier to maintain and more visually attractive

	<ul style="list-style-type: none"> • Comment that a swing bridge could cause navigational problems for vessels
Comments regarding Non-Motorised Users (NMUs) (3 responses)	<ul style="list-style-type: none"> • Comment that the bridge should allow pedestrians and cyclists to use it • Comment that the scheme's toucan crossings need to be sufficiently wide for shared use • Comment that the gradient of approaches to the bridge is very important and should not be more than 5% over 100m • Comment that the signalised crossings at the new roundabout is an improvement over the current footbridge crossing on William Adams Way • Comments that the NMU facilities need to link into a wider network of routes
Comments on visual impact of structure (3 responses)	<ul style="list-style-type: none"> • Comment that the impact of the height of the bridge (both when open and closed) on the significance of Nelson's Column, the surrounding conservation area and other historic environments need to be considered • Comment that the bridge needs to be made an iconic structure
Comments regarding environmental impacts (3 responses)	<ul style="list-style-type: none"> • Comment that the scheme may generate additional tourism and recreational pressure on nearby sensitive environmental sites • Concern that the run off from the bridge into the River Yare may impact sensitive sites such as Breydon Water • Scheme needs positive bat and bird nesting enhancement • Need to understand the archaeological potential of the scheme area and how the proposals may impact on this
Comments on the surrounding road network (3 responses)	<ul style="list-style-type: none"> • Concern that once vehicles have crossed the bridge into South Denes what will be the route into town to avoid the South Quay area • Comment that money could be better spent improving other roads
Comments regarding construction of the scheme (1 response)	<ul style="list-style-type: none"> • Concerns regarding the local network disruption that could be created during the scheme construction and that a Construction Traffic Management Plan be produced for the next round of consultations

5.2.2 14 of the written responses expressed support for the scheme or had no comment to make. However, of those that did comment on the scheme the majority expressed concern about the effects on port related businesses. These responses generally came from the port businesses themselves and other river users.

6.0 Suggested Changes to the Scheme

6.1 Suggested Changes to the Scheme (Questionnaire Returns)

6.1.1 Question 4 of the questionnaire asked "***Is there anything you would change about the proposal?***" and 87 of the questionnaires contained a response to this question. Analysis of the results showed that the most frequent responses were.

Change	Number	%age (of total questionnaires)	%age (of the 87 questionnaires that responded)
Change nothing	29	17.4%	36.3%
Suggested improvements to scheme. <ul style="list-style-type: none"> The list of suggested improvements to the scheme is detailed in Section 7.0. 	21	12.6%	26.3%
Change the location of the bridge. Suggested alternative locations were: <ul style="list-style-type: none"> Closer to Breydon Bridge Closer to Gorleston/the sea to reduce affects to shipping Along the line of William Adams Way to avoid properties Along the line of St Annes Road to avoid properties Over the Bure River to the north of Great Yarmouth 	9	5.4%	11.3%
Change the type of bridge. The suggested alternatives were: <ul style="list-style-type: none"> Swing bridge Fixed bridge or flyover bridge Tunnel 	8	4.8%	10.0%
Provide improvements to other roads. The suggested locations were: <ul style="list-style-type: none"> Improve and dual the Acle Straight Improve the Gapton Hall Roundabout Improve the Vauxhall Roundabout Improve and dual the A47 around Great Yarmouth Improve public transport priority at Haven Bridge and Southtown Road Remove traffic from the sea front 	8	4.8%	10.0%
General comments not supporting the scheme	7	4.2%	8.8%
General comments supporting the scheme	4	2.4%	5.0%
Make bridge higher	2	1.2%	2.5%

6.1.2 Just over half of the total responses completed this section of the questionnaire and of these a small majority suggested that nothing should be changed. The next most frequent response was suggested improvements to the scheme and these are detailed in Section 7 of this report.

6.2 Suggested Changes to the Scheme (Written Responses)

6.2.1 Analysis of the written responses that commented on the scheme identified the following suggested changes to the scheme.

Change	Detail
Suggested improvements to scheme (5 responses)	<ul style="list-style-type: none"> The list of suggested improvements to the scheme is detailed in Section 7.0.
Location of the bridge (1 response)	<ul style="list-style-type: none"> Suggestion at the new bridge should be at the site of the existing Haven Bridge but be much higher. The existing roads in this area should then be improved
Provide improvements to other roads (1 response)	<ul style="list-style-type: none"> Suggestion for a wider plan for NMU routes that would connect locations further away via the new bridge, which are signed for pedestrians and cyclists

7.0 Scheme Improvements (Questionnaire Returns and Written Responses)

7.1 A list of the suggested improvements to the scheme, from a combined analysis of both the questionnaire returns and written responses, is detailed below.

Improvement	Detail
South Denes Road	<ul style="list-style-type: none"> Improve South Denes Road into the town centre due to concern about increased traffic Provide an on-road cycle lane on South Denes road from the new bridge into the town centre Provide a roundabout at the South Denes Road junction instead of traffic signals
William Adams Way	<ul style="list-style-type: none"> Widen William Adams Way due to concern about increased traffic Re-design the new roundabout on William Adams Way to allow a direct connection of the Kings Centre entrance/exit to this roundabout
Harfreys Roundabout	<ul style="list-style-type: none"> Harfreys Roundabout will require works to accommodate the revised local highway network accessing the new bridge
Bridge	<ul style="list-style-type: none"> Make sure bridge is well lit and CCTV provided Make bridge an iconic structure rather than just a functional bridge Only have set opening times for bridge Charge river vessels for each bridge opening
River	<ul style="list-style-type: none"> Do not narrow river channel as this will cause flooding Provide adequate pontoon areas to allow ships to moor whilst waiting for bridge to open
NMU Facilities	<ul style="list-style-type: none"> Provide a riverside/quayside walk Provide well signed paths for walkers and cyclists in area around bridge

	<ul style="list-style-type: none"> • Provide separate carriageway for walkers and cyclists on both sides of the bridge
Land	<ul style="list-style-type: none"> • Provide better landscaping and public realm improvements • Provide better information to affected residents regarding land purchase and compensation • Reduce amount of land take of allotments or provide a replacement nearby
Environment	<ul style="list-style-type: none"> • Scheme needs positive bat and bird nesting enhancement • Need to understand the archaeological potential of the scheme area and how the proposals may impact on this
Surrounding Area	<ul style="list-style-type: none"> • Improve roads leading to bridge due to concern about increased traffic

8.0 Scheme Concerns (Questionnaire Returns and Written Responses)

8.1 A list of concerns, from a combined analysis of both the questionnaire and written responses, is detailed below.

Concern	Detail
Impact on vessel movements and business associated with the port	Particular areas of concern were: <ul style="list-style-type: none"> • Effects of the bridge on the commercial and business operation of the port • Predicted number of bridge openings shown at the exhibition is an underestimate • Bridge may not open to all commercial traffic
Scheme could cause congestion elsewhere on the network	Particular areas of concern were: <ul style="list-style-type: none"> • A47 around Great Yarmouth including Breydon Bridge • A47 Acle Straight • Surrounding road system caused by frequency of bridge opening • Haven Bridge area • North Quay area • South Quay area
Impact on local residents and land	Particular areas of concern were: <ul style="list-style-type: none"> • Residents need for more information on the scheme impacts and whether properties would be purchased by the Council • Residents of properties close the scheme, but not directly affected by it, request for more information on whether they would receive compensation • Impacts on parking during construction • Loss of allotment land
Cost of scheme	Particular areas of concern were: <ul style="list-style-type: none"> • Greater priority to improve other roads • Scheme costs are too high

9.0 Discussion

-
- 9.1 A total of 167 questionnaires were returned (either paper copies or entered electrically on-line), which represents a low response rate for the number of consultation letters sent out. A further 47 written responses were received.
- 9.2 When asked to comment on the bascule bridge 44% of the questionnaire responses stated a preference for a bascule bridge or that the preferred scheme was satisfactory. 4% did not support a bascule bridge or stated a preference for a swing bridge. 4% did not support any form of bridge. The remaining 48% did not provide any specific comment to this question.
- 9.3 There have been concerns raised during the consultation from port related businesses particularly those located north of the proposed new bridge crossing regarding the location of the bridge, the bridge type and bridge height related to the impact on vessel movements and the impact this may have on their businesses.
- 9.4 Extensive assessment work was undertaken prior to the adoption of a preferred route by the council in December 2009. This work considered alternative bridge locations and the feasibility of a tunnel option. At the time a tunnel option was not considered viable as it did not meet basic Government value for money criteria. The conclusion of the work leading up to adoption of a preferred route was that a bridge option from Harfreys roundabout with a new bascule bridge crossing the River Yare to join South Denes Road south of Sutton Road best met the scheme objectives by providing the optimum balance between congestion relief, improvement in accessibility across the river, value for money and predicted impact.
- 9.5 Further work was undertaken by Mouchel (now WSP) prior to the Outline Business Case submission earlier this year to look at the conflicting consideration when deciding on an optimal height for the bridge:
- The first is the frequency of bridge opening; with a higher bridge generally resulting in a reduced frequency of opening;
 - The second is to ensure the new road and bridge is optimised in terms of its links with the existing road network, particularly the A47 to the east of the town. This also means connecting with South Denes Road, which leads to both the port and the town centre;
 - Thirdly, it is necessary to ensure the new bridge is accessible and usable by pedestrians, cyclists and mobility impaired users. Guidance recommends a maximum gradient of 5%.
- 9.6 Finally, the overall scheme costs must be reasonable such that the scheme is good value for money and can successfully compete for DfT funding.
- 9.7 Having considered the various options, the preferred solution presented for consultation was a bascule bridge with 4.5m clearance over the river with a maximum of 5% approach gradients that would tie into existing ground levels at Suffolk Road and South Denes Road. With a 4.5m clearance the bridge would need to open for all commercial river vessels.
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- 9.8 Although a swing bridge was rejected during earlier work prior to 2009 it was shown as part of the Stage 2 consultation process as an alternative to a bascule bridge. One of the advantages of this bridge form would be that it would allow a thinner bridge deck to be provided resulting in more clearance for river vessels compared to a bascule bridge. Some feasibility work has been undertaken to consider what could be achieved and even with a swing bridge the maximum clearance that could be achieved would be 10m. This would allow 40% of the current commercial vessels to pass through the bridge without it opening. The 10m clearance would be provided over a distance of 25m in the middle of the river channel, and either side the clearance would be less. It would require a number of design departure from standards including approach gradients greater than 5%. More land and property would be taken as it would not be possible to tie into existing ground levels at Suffolk Road and South Denes Road without significant additional engineering works and cost.
- 9.9 Some responses to the consultation suggest that a 10m clearance would not be sufficient and that at least 14m would be required in order to satisfy the needs of existing and future workboats. This would require the scheme to extend well beyond South Denes Road, significantly into the peninsula with much greater associated land, property, cost and visual impacts. It would also not remove the need for a lifting bridge.
- 9.10 In choosing a way forward there is a balance to be made when considering the conflicting considerations.
- 9.11 A 10m clearance scheme has a number of design compromises and a 14m clearance scheme would not be viable for the reasons explained above. The traffic modelling work undertaken to date for the preferred scheme assumes that the bridge will open for all commercial river vessels and that the bridge will operate 24 hours a day, 7 days a week. The impact on both cost and benefits is reflected in the traffic modelling and economic work. A design that enables the bridge to open for all commercial river vessels on demand does significantly reduce the argument to provide a bridge with a higher clearance with its associated cost and impact. However, the specific concerns raised during the consultation such as uncertainty around traffic congestion, impact on vessel movements and concern that the bridge would not open on demand for commercial vessels are recognised.
- 9.12 If it is decided to proceed with development of the preferred scheme with a 4.5m clearance then the issues raised during the consultation will need very careful consideration during the next stage of scheme development.
- 9.13 The traffic modelling would be further developed taking into consideration the consultation feedback so that forecast traffic movements during the peak morning and evening periods can be made available for the next public consultation. This work would also reflect on recent river count surveys that have been undertaken and would need to demonstrate how traffic would be managed using Variable Message Sign (VMS) technology when a bridge in Great

Yarmouth (e.g. Haven Bridge, Breydon Bridge or the potential Third River Crossing) is closed to road traffic especially during the peak periods. A key aspect of the scheme moving forward would be the investigation of technology that can be utilised to maximise the speed that the bridge can open and close to reduce the impact of the closure on road traffic.

- 9.14 Further work would be undertaken in consultation with the port related businesses to fully understand their concerns and consider ways to mitigate these concerns such as investigating how assurances can be provided that the bridge would open on demand for commercial vessels, design the bridge to make it as reliable as it can be and if it does break down there is a fail-safe built into the design to allow the bridge to open quickly so there is minimal disruption to river vessels. There are also other matters relating to the operation of the bridge raised during the consultation that would need further consideration and discussion with the relevant stakeholders.
- 9.15 There will also be the need to engage with local residents and landowners including the Great Yarmouth and Gorleston Allotment Association to discuss specific concerns raised and investigate what can be done to mitigate the impact of the scheme.
- 9.16 The suggested improvements to the scheme mentioned in Section 7.0 of this report and will need to be fully considered during the next stage of scheme development.
- 9.17 Improvements to the A47 are the responsibility of Highways England (HE) and form part of their Roads Investment Strategy programme(s) and are therefore outside the scope of this project. The report to EDT committee on 15 September 2017 provided an update of the projects being delivered by HE following their preferred route announcements in August 2017. The A47 Alliance, of which Norfolk County Council is a member, has requested that the dualling of the A47 Acle Straight be included within the Government's Second Road Investment Strategy (RIS2), which it intends to deliver between 2020 and 2025.
- 9.18 Suggestions to improve public transport priority at Haven Bridge and Southtown Road and the removal traffic from the sea front are outside the scope of this project, however local traffic improvements will be included wherever possible as part of wider network improvements to benefit the overall road network operation before and after delivery of the project.

APPENDIX A


Exhibition Board PDFs

Welcome

Great Yarmouth Third River Crossing

We are proposing to build a new bridge between Harfreys Roundabout and South Denes Road, and we would like your views.

This consultation is **stage two** of a three-stage process:

Dates	Stage	Purpose
January 2017	Stage 1 Initial engagement consultation	Understand views on congestion, share emerging proposals and understand level of support
 September – October 2017	Stage 2 Scheme development consultation	Understand views on the bridge development work so far
June – September 2018	Stage 3 Pre-application consultation	Present details of the proposed scheme and understand views on it before an application for planning consent

The key findings from the Stage 1 consultation were as follows:

- Congestion in Great Yarmouth is a serious issue
- The Third River Crossing would make journeys faster
- Congestion would be reduced by the new crossing.

The purpose of this Stage 2 consultation is to:

- Provide an update on progress
- Explain the current position and what happens next
- Obtain a greater understanding of what is important to you and needs to be considered in the design.

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 **Norfolk** County Council

Why we need the bridge

The new crossing is vital to support the economic growth of Great Yarmouth and help enhance the quality of life for residents, workers and visitors.

The Great Yarmouth Enterprise Zone has the potential to create 5,000 new jobs by 2025, and there are plans for 2,000 new homes and 20-30 hectares of employment development

Image Credit: Cliff Jordan and used at South Quay - Credit to Outgroup of Vision World Limited

Attracting business and industry investment by...

- Reducing congestion
- Making journey times quicker and more reliable
- Improving transport links between the port and the Enterprise Zone, trunk roads and the rail networks
- Supporting regeneration in the town, and the visitor and retail economy as a result
- Making shopping and tourism areas more accessible

Enhancing quality of life by...

- Creating more skilled jobs
- Helping to build hundreds of new homes by 2030
- Creating a more direct route between employment and residential areas
- Reducing road casualties
- Improving resilience and response times for the emergency services
- Improving walking and cycling links
- Reducing traffic emissions

Evidence of strong support for the bridge

80% strongly agreed or agreed that congestion would be greatly reduced by a new river crossing.

Feedback gathered from local people, via public consultation

79% agreed that the Third River Crossing would make their journey times shorter

The crossing links the A47 at Harfreys Roundabout with South Denes Road.



I am convinced that the third river crossing needs to be built to help us realise Great Yarmouth's and Norfolk's potential

Cliff Jordan
Leader of
Norfolk County Council

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Progress to date

Norfolk County Council and partners are investing in the development of the new crossing to help bring forward this important piece of infrastructure.

Progress to date

2003 to 2009

- Initial scheme assessment work
- Different options reviewed and assessed including different alignments and a tunnel option
- Public consultation on Great Yarmouth and Gorleston Area Transportation Strategy
- Preferred route decision confirmed alignment

2009 to 2015

- Purchase of properties to safeguard land

2015 to 2016

- Secured funding from the New Anglia Local Enterprise Partnership
- Secured funding from the Department for Transport (DfT) Local Majors Fund to prepare an outline business case

2016 to 2017

- Assessment of options
- Public consultation
- Development and submission of the outline business case

Benefits

Benefits of the scheme include:

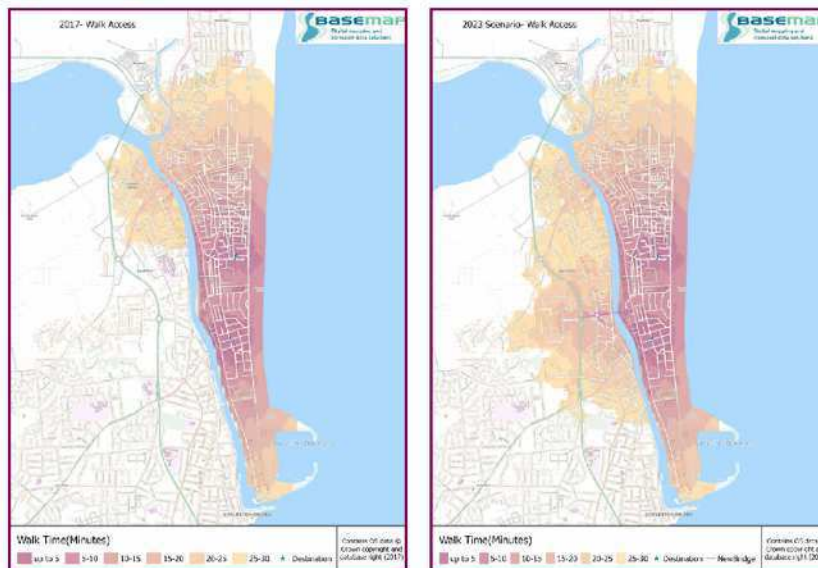
- Providing traffic relief to Breydon Bridge and Haven Bridge
- Reducing congestion and delay in the town centre
- Improving journey time reliability
- Improving access to the Great Yarmouth peninsula
- Improving traffic safety
- Enhancing access for walking, cycling and public transport
- Improving the resilience of the local road network.

We have used computer software to assess the potential impacts of the new crossing on traffic.

The results forecast that in the evening peak period of the opening year (2023) there would be:

- 55% fewer vehicles on Haven Bridge
- 46% fewer vehicles on Pasteur Road
- 23% fewer vehicles on the A47 between Harfreys and Gapton
- 39% fewer vehicles on South Quay.

The new bridge also provides a significant benefit for pedestrians and cyclists by increasing access to and from the peninsula.



Proposed bridge

The new bridge needs to open and allow the passage of boats and large vessels along the river. Having considered the various options we think the best solution is to provide a bascule bridge with a clearance of 4.5m over the water at high tide.

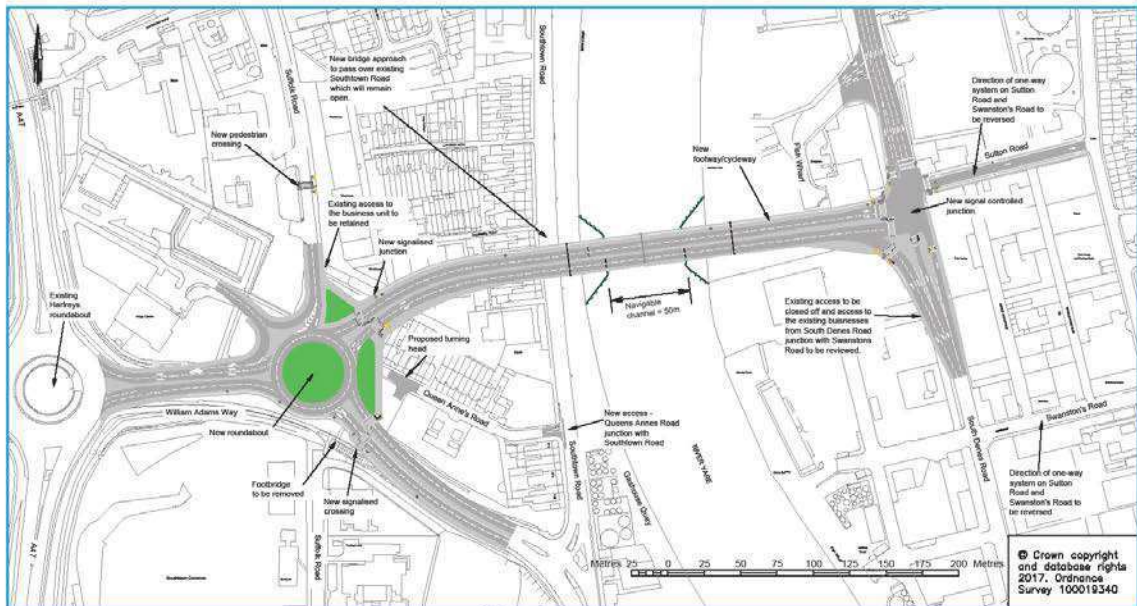


Key Facts

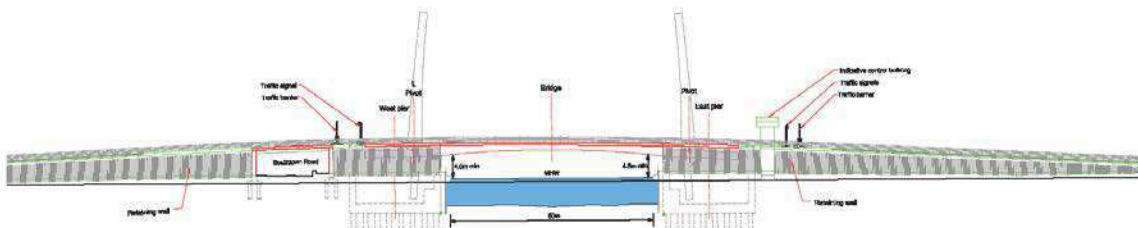
Estimated number of openings on a typical day (in 2023)	15 (based upon our assessment of predicted river traffic).
Combined length of time the bridge is closed to traffic on a typical day	75 minutes (approx average of 5 minutes per opening).
Total time each day the bridge is open to traffic/pedestrians/cyclists	22 hours 45 minutes.
Facilities for pedestrians and cycle users	Max gradient of 5% (1 in 20) in accordance with design standards.
Cost (excluding historic costs)	Approximately £121m.
Scheme footprint	The Suffolk Road roundabout and traffic signal junction on South Denes Road will be built at existing ground levels.
Frontage	Scheme junctions will be at existing ground levels, minimising the impact on frontages of any adjacent buildings.
Marine operations	The bridge will need to be opened for most vessels.

4.5m Bascule bridge

The plan below shows the footprint of a 4.5m bascule bridge.

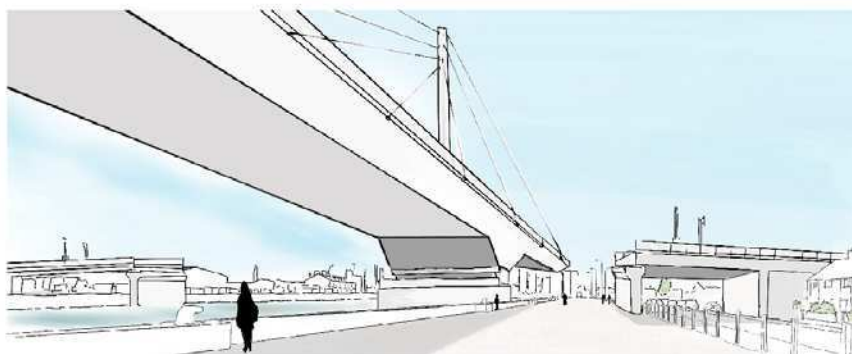


The drawing below shows the side profile of a 4.5m bascule bridge.



Types of bridge

An alternative type of bridge that could be built is a cable stayed swing bridge.



The table below gives the advantages and disadvantages of our proposed bascule bridge compared to an alternative of a swing bridge.

Frequency of opening	Assuming the same height, the frequency of opening would be similar for both a bascule bridge and a swing bridge. However, swing bridges can take slightly longer to open/close.
Clearance under the bridge	A swing bridge can be supported by cable stays, which allows a thinner bridge deck to be provided. As a result this would provide additional clearances for river vessels.
Construction and maintenance	Construction of a bascule bridge can be more difficult because the counter weight section extends below water level. Maintenance of a swing bridge is likely to be easier as the bridge is easier to access.
Protection against river vessels	A bascule bridge would require less protection against strikes by river vessels than a swing bridge.
Cost	A bascule bridge may be up to 10% less expensive than a swing bridge.
Area of river frontage	A bascule bridge requires less area of river bank than a swing bridge, because a swing bridge needs an area of river bank to accommodate the bridge deck when in the open position.
Appearance	A bascule bridge would be consistent with the existing Haven Bridge. Cabled stayed structures, such as a swing bridge, can be much more imposing on nearby properties for which we are trying to minimise the impact of the bridge.

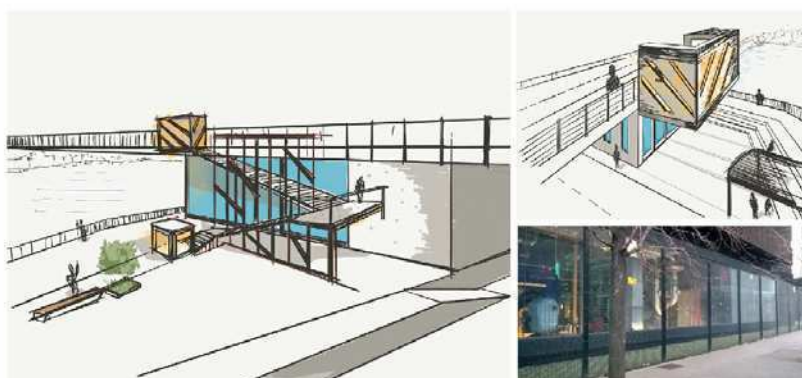
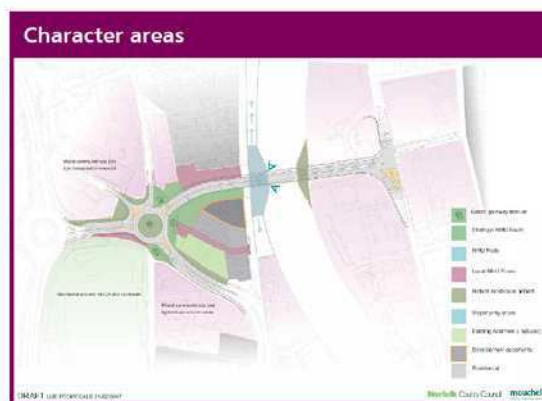
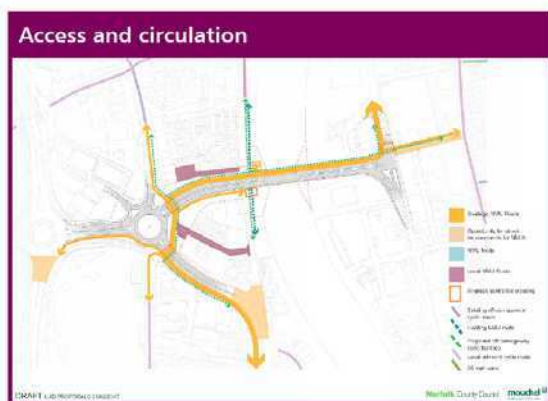
The new bridge will be designed to integrate with the existing townscape and road network to enhance access for everyone.

We are proposing to construct a new roundabout on the west side of the river at Suffolk Road with a new

traffic signal junction constructed on the east side at South Denes Road.

Improved and new facilities for walking, cycling (shown as non motorised users (NMU) below) and public transport will be included as part of our plans.

Some of our ideas developed so far are shown below.



Next Steps

Norfolk County Council and partners have an ambitious programme to ensure the new bridge is open as soon as possible. The next steps for the project are:

2017 to 2019

- Further design
- Environmental assessment
- Stage 3 statutory pre-application consultation
- Preparation and submission of planning application / statutory orders

2019 to 2020

- Planning / statutory orders approval

2020 to 2023

- Further development and final funding approvals
- Construction
- Open to traffic in 2023...



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Other schemes in Great Yarmouth

The Third River Crossing forms part of a much bigger package of measures to improve transport in Great Yarmouth.

Highways England are proposing a number of improvements for the A47 as outlined below with construction planned to start by 2020/21.

(1) Vauxhall Roundabout

The roundabout will be enlarged and have traffic signals to reduce queuing and delay. This scheme includes a change to the railway station junction to allow right turns out and it is hoped it will be implemented in 2018 by Norfolk County Council.

(2) Gapton Hall Roundabout

Modifications are proposed to the traffic signals to reduce queuing and delays.

Great Yarmouth Borough Council adopted a Town Centre Masterplan in May 2017. This focuses on the public realm and provides a clear vision to transform the central area of the town to make it more attractive for residents, visitors and investors.

This vision is supported by transport investment from the New Anglia Local Enterprise Partnership (NALEP). This includes a range of measures to help reduce congestion and encourage sustainable transport.

(3) Fullers Hill Roundabout

The roundabout will be altered to reduce queuing and delays particularly on the Lawn Avenue approach with construction starting in autumn 2017.

(4) Rail Station to Market Place

The pedestrian route to the market place from the railway station via The Conge, including the pedestrian crossing on North Quay, will be improved with construction starting in autumn 2017.

(5) Trafalgar Road

A new cycle path along Trafalgar Road linking St George's Park to the sea front will be implemented in 2017/18.

(6) Southtown Road

Bus stop and cycle improvements along Southtown Road will be implemented in 2017/18.

Other transport improvements are being developed over the next two years. Please contact us at gy3rc@norfolk.gov.uk for further information on this work.



Have your say

This consultation is your opportunity to express your views on this important project for Great Yarmouth.

This consultation will run from **Monday 4th September 2017** until **Friday 6th October 2017** and you can provide your views by:

- **Completing the printed feedback questionnaire – you can leave this at the exhibition or post it to:**

**Great Yarmouth
Third River Crossing
Major Projects Team,
Norfolk County Council,
County Hall, Floor 2,
Martineau Lane,
Norwich, NR1 2DH.**

- **Completing the online questionnaire available at www.norfolk.gov.uk/3rc**
- **Emailing the project team at gy3rc@norfolk.gov.uk**

Following the consultation we will carefully review and consider all responses received and use them to help develop the scheme.

There will be a further opportunity to comment on the scheme proposal before we make an application for planning consent.

To contact us or find out more:

- **visiting our website at www.norfolk.gov.uk/3rc**
- **emailing gy3rc@norfolk.gov.uk**



www.norfolk.gov.uk/3rc

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