



**OFFICER REPORT TO LOCAL COMMITTEE**  
(Surrey Heath)

**Atrium Traffic Orders: Update**

**6<sup>th</sup> March 2008**

**KEY ISSUE**

The Atrium scheme requires various new and amended traffic orders, and other statutory notices, to support the new infrastructure being constructed, and to accommodate the new road layout.

**SUMMARY**

A number of traffic orders and statutory notices were described to Committee in July 2006. This report describes the progress that has been made to date with these traffic orders and statutory notices.

Committee considered the traffic orders and statutory notices on the understanding that Surrey County Council's costs incurred with their drafting, advertising, and implementation would be fully reimbursed by the developer of the Atrium. The developer is obliged to reimburse these costs, under an agreement with Surrey County Council under Section 278 of the Highways Act 1980. Unfortunately the developer is currently disputing its liability in respect of these costs. This dispute could jeopardise the progress of the Atrium scheme as a whole, and could render any prohibition or restriction unenforceable.

The pedestrianisation of Park Street is itself the subject of a number of new and amended traffic orders. Progress with these is reported to Committee elsewhere.

**This report is for information only.**

## INTRODUCTION AND BACKGROUND

1. The Atrium is a mixed-use development, consisting of retail and leisure facilities on a site between Park Street and Southern Road, Camberley. Surrey County Council has an agreement with the developer under Section 278 of the Highways Act 1980, for the developer to provide approximately £4M investment in Highway and Transportation improvements in Camberley town centre.
2. The Atrium development will result in substantial change to the layout of a number of roads in Camberley town centre. As a result the existing parking and waiting restrictions are no longer valid, and must be replaced with a suitable scheme of parking and waiting restrictions to fit the new layout in each case. These changes necessitate amendments to the traffic orders that define the Camberley Controlled Parking Zone (CPZ).
3. Some changes require specific traffic orders to regulate specific traffic movements. For example banned and prescribed movements at junctions. For example where areas of highway are no longer accessible for vehicles.
4. The proposed new Toucan (pedestrian and cycle) and a Puffin (pedestrian only) Crossings require statutory notices to be advertised before commissioning.
5. Traffic calming is proposed for a number of roads. A statutory notice is required before these schemes can be constructed.
6. Considerable consultation has been completed to ensure that any new restrictions are the best compromise available between the conflicting requirements of different road users. In each consultation Surrey County Council has sought the views of the residents who will be most affected by the proposed change.

## ANALYSIS AND COMMENTARY

7. The traffic orders and statutory notices relating to the Atrium are listed in Table 1. Annex A shows the approximate location relating to each traffic order or statutory notice. Please note that all traffic orders and statutory notices relating to the pedestrianisation of Park Street are reported to Committee elsewhere.

	<b>Location and purpose of traffic order / statutory notice</b>	<b>Status</b>
1	<p><b>London Road at its junction with Lower Charles Street</b></p> <p>(a) Revoke banned-right-turn restriction from Lower Charles Street onto London Road; multi-lane prescribed route; restrict U-turns at the new signal junction.</p>	Order made 19 <sup>th</sup> September 2008.
2	<p><b>Southern Road, Lower Charles Street and Charles Street</b></p> <p>(a) Prohibition of driving orders where vehicular access has been blocked at Southern Road's junctions with Southwell Park Road and Lower Charles Street.</p> <p>(b) Amendments to the Camberley CPZ to reflect the new road layout of Southern Road.</p>	<p>To be advertised in March 2008.</p> <p>Consultation completed in December 2007; to be advertised in April 2008.</p>

	<p>(c) Amendment to the Camberley CPZ to reflect the new road layout of Lower Charles Street.</p> <p>(d) Traffic calming notice for the road table outside the main entrance to the Atrium.</p> <p>(e) Amendment to the Camberley CPZ to include new waiting restrictions proposed for Charles Street.</p> <p>(f) New taxi rank order to be agreed and made by the Surrey Heath Borough Council Licensing Officer.</p>	<p>To be advertised in April 2008.</p> <p>To be advertised in June 2008.</p> <p>To be advertised in April 2008.</p> <p>To be advertised by Surrey Heath Borough Council in due course.</p>
3	<p><b>Southwell Park Road</b></p> <p>(a) Notice to install a Toucan Crossing between Park Street and Firwood Drive.</p> <p>(b) Amendments to the Camberley CPZ to reflect the new road layout of Southwell Park Road</p>	<p>Advertised in September and October 2007; crossing commissioned January 2008.</p> <p>To be advertised in April 2008.</p>
4	<p><b>Pembroke Broadway</b></p> <p>(a) Notice to install a Puffin Crossing near to the railway station car park entrance.</p> <p>(b) Prohibition of driving orders for the closure and modification of gaps in the central reservation.</p> <p>(c) Amendments to the Camberley CPZ to reflect new road layout, including closure of gaps in central reservation.</p> <p>(d) New bus lane in the nearside lane of the eastbound carriageway between Albert Road and High Street.</p>	<p>Being advertised; no objections to date.</p> <p>To be advertised in March 2008.</p> <p>To be advertised in April 2008.</p> <p>To be advertised in June 2008.</p>
5	<p><b>London Road at its junction with Park Street</b></p> <p>(a) Order to restrict 'U-turns' at the revised signal junction.</p>	<p>Order made 19<sup>th</sup> September 2008.</p>
6	<p><b>Park Street, St Mary's Road, Princess Way and Service Areas 3 &amp; 5</b></p> <p>(a) Prohibition of traffic order to restrict vehicle access between midnight and 10am, and between 4pm and 6.30pm, 7 days week.</p> <p>(b) To introduce a restricted zone encompassing St Mary's Road, Service Areas 3 &amp; 5, and part of Park Street, with a no-waiting-at-any-time restriction throughout</p> <p>(c) Revoke banned-right-turn restriction from</p>	<p><i>Progress with all traffic orders and statutory notices associated with Park Street, St Mary's Road, Princess Way and Service Areas 3 &amp; 5 is reported to Committee elsewhere.</i></p>

	<p>Service Area 1.</p> <p>(d) Revoke the existing one-way-traffic order for Park Street and to make a new one-way-traffic order between Service Area 1 and Pembroke Broadway.</p> <p>(e) Amendments to the Camberley CPZ to take into account the changes to Park Street, St Mary's Road, Princess Way and Service Areas 3 &amp; 5.</p> <p>(f) Notice for the removal of the existing pelican crossing at Obelisk Way.</p> <p>(g) Revocation of the existing taxi rank order for Park Street to be agreed and made by the Surrey Heath Borough Council Licensing Officer.</p> <p>(h) Movement of the existing taxi rank from the north to the south side of Princess Way to be agreed and made by the Surrey Heath Borough Council Licensing Officer.</p>	
7	<p><b>Southwell Park Road and Grand Avenue</b></p> <p>(a) Traffic calming notice for road tables on both roads</p>	<p>Consultation completed December 2007; statutory notice to be advertised in June 2008</p>
8	<p><b>High Street</b></p> <p>(a) Traffic Calming Notice for a road table at the junction with St Georges Road</p>	<p>Consultation completed in August 2007; statutory notice advertised in September and October 2007; road table to be constructed in March 2008</p>
9	<p><b>Firwood Drive</b></p> <p>(a) A traffic order to accommodate the Car Club, which is being promoted as part of the Atrium's 'green' travel plan.</p>	<p>Consultation completed October 2007; traffic order to be advertised in May 2008.</p>
10	<p><b>CPZ Review</b></p> <p>a) To review the entire Camberley CPZ, to examine whether it is still fit for purpose given the impact of the Atrium; to review the impact of the CPZ on the Surrey Heath Parking Management Plan; to review the area currently covered by the CPZ, with a view to possible expansion.</p>	<p>To follow substantial completion of the Atrium scheme.</p>

Table 1 – Atrium related traffic orders and statutory notices

## CONSULTATION

### 8. Southern Road waiting restrictions

A new scheme of parking and waiting restrictions is needed to reflect the new

road layout of Southern Road. Residents are concerned to ensure that the new restrictions do not compromise safety, and do not attract unnecessary traffic into Southern Road – especially traffic unfamiliar with the new road layout.

9. In September 2007 all households in Southern Road wrote to Surrey Heath Borough Council requesting that all parking be removed from Southern Road. This request has serious implications, not least for the existing residents' permit holders in Southern Road. Nevertheless, residents' parking is for the benefit of the residents, and there is no technical reason to provide parking if the residents do not want it. All households in Southern Road have private off-street parking.
10. In December 2007 a meeting was convened with residents and Cllr Colin Dougan, Ward Member for St Michael's, to discuss the implications of the residents' request, and to outline two further options. Southern Road residents were subsequently consulted by letter and asked to indicate their preferred option, in the light of the discussions at the meeting.
11. There were three options for parking in Southern Road:
  - a) Provide no-waiting-at-any-time (double yellow lines) throughout Southern Road – as per the original request of the residents in September 2007
  - b) Provide a number of residents' parking bays, with the same provisions as the existing Camberley CPZ
  - c) Create a new CPZ specifically for Southern Road, with tailor made residents' parking provision

The results of the consultation are shown in Table 2.

Response	Number	Proportion
Total delivered	37	
Total respondents	14	38%
<b>Result</b>		
a) No waiting at any time (double yellow lines)	10	71%
b) Residents parking within existing CPZ	3	21%
c) Residents parking in new tailor made CPZ	1	7%

Table 2 – Results of Southern Road parking consultation

12. Therefore the chosen option is (a) no-waiting-at-any-time (double yellow lines). This is the preferred option of the Chairman of the Southern Road and Lower Charles Street Action Group.
13. The traffic order is due to be advertised in April 2008. Surrey County Council must consider any formal representations and objections. Any objections must be considered in the light of the strong views of the residents.
14. **Southwell Park Road and Grand Avenue traffic calming**  
As part of the Atrium development it is proposed to provide traffic calming in Southwell Park Road (west of Southern Road) and Grand Avenue. Surrey County Council policy is that residents should be consulted before introducing traffic calming. Therefore in December 2007 residents of Southwell Park Road and Grand Avenue were consulted as to what form of traffic calming would be preferred. There were three options:
  - a) Introduce new parking bays on the east side of Grand Avenue, and on the south side of Southwell Park Road

This would create single-file pinch points, depending on the number and location of parked vehicles at any given time. Drivers would have to slow to negotiate these pinch points. The effectiveness of this solution would depend on the number of vehicles parked at any given time.

- b) Construct road tables at intervals along both roads  
Road tables would be constructed at junctions and other locations. This was Surrey County Council's recommended option, as road tables have proved very effective elsewhere at slowing traffic and reducing accident frequency. This solution does not depend on the pattern of parking.
- c) Introduce new parking bays on Grand Avenue and Southwell Park Road AND construct road tables at intervals along both roads.

The results of the consultation are shown in Table 3.

<b>Response</b>	Number	Proportion
Total delivered	68	
Total respondents	32	47%
<b>Result</b>		
a) Parking bays	4	13%
b) Road tables	20	63%
c) Parking bays AND road tables	6	19%
None of the above	2	6%

Table 3 – Results of Southwell Park Road and Grand Avenue traffic calming consultation

15. Therefore the chosen option is (b) road tables. The Chairman of the Southwell Park Residents' Association also preferred this option. Indeed the Southwell Park Residents' Association has been seeking traffic calming since approximately 1993.
16. The detailed design for the traffic-calming scheme will now be completed, and the statutory notice will be advertised in June 2008. The statutory notice will invite formal representations and objections from any interested party. Any objections must be considered in the light of the strong views of the residents.
17. **High Street traffic calming**  
It is proposed to introduce a single road table on the High Street, just north of its junction with Obelisk Way. The road table has been designed to have no effect on parking on the High Street. The geometry of the junction will not be altered.
18. The intention of this road table is threefold:
- There have been Personal Injury Accidents at this location where speed was cited as a contributory factor – a new road table would reduce traffic speeds across the junction.
  - The road table, together with proposed signage, will discourage drivers from using the Service Road to access London Road.
  - By reducing vehicle speeds at this location, it will be easier for pedestrians to cross the road.
19. In accordance with Surrey County Council's traffic calming policy, two stakeholders have been consulted: Surrey Chambers of Commerce and The Mall. These two represent the interests of the local business community in

Camberley. Surrey Chambers of Commerce was opposed to the proposed road table and The Mall in favour.

20. In discussion with Cllr Maurice Neighbour, Divisional Member for Camberley East, it was decided to proceed with the proposed road table, as it will improve road safety in this location. The statutory notice was duly advertised, and there were no objections. The road table will be constructed in March 2008.
21. **Car Club**  
A Car Club provides its members with a number of vehicles, which are available for short-term hire, on a pay-as-you-go basis. Members pay for use of the vehicles depending on time and mileage. For more information see [www.citycarclub.co.uk](http://www.citycarclub.co.uk), for example.
22. Surrey County Council is promoting car clubs as they contribute to a number of Local Transport Plan aims:
- If people belong to a Car Club instead of owning a vehicle, fewer vehicles are stored in a particular area, relieving pressure on parking.
  - It has been demonstrated that when people become members of a Car Club, the necessity of planning journeys and booking the vehicles results in a reduction of total mileage travelled, as members seek to maximise the benefit of any journey made – perhaps by completing several errands in a single journey.
  - Car Club members pay for time and mileage – this enables them to compare the cost of using a Car Club car directly to the cost of public transport, or to the convenience of walking or cycling. As a result Car Club members have been demonstrated to increase their use of public transport, foot and cycle.
23. The reduction in car ownership and usage, together with increased usage of public transport, foot and cycle, concur with Surrey County Council's Local Transport Plan objectives in promoting sustainable transport.
24. In Camberley it is proposed to introduce a Car Club with two vehicles in the first instance, with significant financial support from the developer of the Atrium. New residents of the Atrium, and existing residents of Southern Road and Grand Avenue, will be offered free membership of the Car Club. Therefore the initial Car Club vehicles must be as close as possible to the Atrium development. If the Car Club is successful, further vehicles could be added in other locations, elsewhere in Camberley.
25. Surrey County Council consulted a number of local stakeholders to decide where to locate the Car Club:
- Cllr Fred Chipperfield, Divisional Member for Camberley West
  - Cllr Colin Dougan and Cllr Simon Foale, Ward Members for St Michael's
  - The Southwell Park Residents' Association
  - The Southern Road and Lower Charles Street Action Group
  - The developer of the Atrium
- All stakeholders consulted agreed that in principle, a Car Club is a good idea for Camberley. Some doubted whether it would be successful.
26. A number of options were considered for the location of the Car Club:
- a) The new multi-story car park, being constructed as part of the Atrium development

To be successful, the Car Club vehicles must be as accessible as possible to the members. A location in a multi-story car park would not be sufficiently attractive to make the initiative viable.

To gain new members and a sense of ownership for existing members, the Car Club must be visible within a community. The vehicles are marked, and any space reserved for them on the highway would be signed as such.

Ultimately the Car Club provides a service to its members, therefore for convenience, the vehicles should be as close as possible to the membership base, which in this case makes a location on the highway the best.

Therefore the new multi-story is not a feasible option.

- b) Southern Road, in the lay-by opposite 52 Southern Road  
 The advantages of this location are that it is close to the initial membership, close to the town centre, highly accessible for Car Club members, and it is seen to be part of the Atrium development. The disadvantages are that Southern Road is notionally a home zone – a vehicle-based commercial enterprise within a home zone seems contrary to the ethos of a home zone. Southern Road is much narrower than it was, and manoeuvring into and out of the lay-by would require a lengthy reversing manoeuvre across a junction. There are no footways in Southern Road, therefore any Car Club member not familiar with the community may not pay attention to children running into and out of properties opposite the lay-by.  
 Therefore it was decided that this option is not feasible.
- c) Southern Road, to the south of Centro  
 This location has all the advantages of option (b), but does not necessitate a lengthy reversing manoeuvre for Car Club members. However the other disadvantages of option (b) also apply to this option.  
 The consulted stakeholders felt very strongly that Southern Road was not an appropriate location for the Car Club, and that for both possible locations the disadvantages far outweighed the advantages.  
 Therefore it is not feasible to site the Car Club in Southern Road.
- d) Firwood Drive, in the existing 30 minute parking bay adjacent to 5 Southwell Park Road  
 The advantages of this location are that there is an existing pattern of short-term parking, it is more visible than Southern Road, and there would be space for future expansion of the car club. Being a conventional layout (with kerbs, footway, carriageway etc) it seems more suitable for a shared vehicle to be parked. The disadvantages are that short-term parking would be lost – in addition to the loss of short term parking in Park Street, Southern Road and Southwell Park Road due to the Atrium development. This location is further from the initial membership of the car club, and less accessible, with members having to cross Southwell Park Road.  
 The consulted stakeholders felt that the loss of two short-term parking spaces was too high a cost for this location to be acceptable.  
 Therefore this option is not feasible.
- e) Firwood Drive, on the east side of the road opposite the existing 30 minute parking bay  
 This option has all the advantages of option (d). The benefit of this option over option (d) is that the proposed location would not reduce the existing short-term parking provision in Firwood Drive. This location would reduce Firwood Drive to single file for a short length, providing a traffic calming pinch-point near the entrance to Firwood Drive. However this pinch-point



may cause slight inconvenience to drivers entering and leaving Firwood Drive.

It was agreed by all stakeholders that this location was the best location available. It was agreed that the slight disadvantage was outweighed by the numerous advantages.

27. Therefore the proposed location for the Car Club is Firwood Drive, on the east side of the road opposite the existing 30-minute parking bay.

#### **FINANCIAL IMPLICATIONS**

28. Surrey County Council's agreement with the developer under Section 278 of the Highways Act 1980 provides that all Surrey County Council's costs incurred with the drafting, advertising, and implementation of traffic orders and statutory notices are fully funded by the developer. Unfortunately the developer is currently disputing its liability in respect of these costs. This dispute could jeopardise the progress of the Atrium scheme as a whole, and could render any prohibition or restriction unenforceable. It is recommended that Surrey County Council should only continue to progress the necessary traffic orders on the basis that Surrey County Council's costs are fully reimbursed by the developer. Otherwise Surrey County Council would be exposed to an open-ended liability that it has no resources to meet.

#### **SUSTAINABLE DEVELOPMENT IMPLICATIONS**

29. The traffic orders and statutory notices described above support the package of improvements being provided in Camberley town centre by the developer of the Atrium. This package of improvements has been designed to promote sustainable transport in and around Camberley, for example with public transport improvements, and pedestrian and cycle improvements.

#### **CRIME & DISORDER IMPLICATIONS**

30. None.

#### **EQUALITIES IMPLICATIONS**

31. In general the traffic orders and statutory notices described above apply equally to all members of the community. The only exception to this is the provision for disabled blue badge holders to park on double and single yellow lines.

#### **CONCLUSION & REASONS FOR RECOMMENDATIONS**

32. Surrey County Council is progressing a number of traffic orders and statutory notices to support the Atrium development. It is essential that these processes are completed, to be able to regulate traffic in a manner appropriate for the new road layout, to be able to install and commission vital elements of the scheme, and to be able to prevent dangerous and obstructive activities.
33. In July 2007 Committee delegated authority to the Local Highway Manager to advertise Atrium related traffic orders and statutory notices, and to resolve matters of detail in consultation with a Task Group of four Committee members. The Local Highway Manager is content with the outcome of the consultations undertaken so far, and is satisfied that the appropriate Task Group members have been consulted where relevant. Therefore the Local Highway Manager will continue to advertise the necessary traffic orders and statutory notices in accordance with Committee's wishes in July 2007.

**WHAT HAPPENS NEXT**

34. Surrey County Council will continue to progress the necessary traffic orders and statutory notices to support the Atrium development, on the basis that Surrey County Council's costs are fully reimbursed by the developer. Committee will be updated again in due course.

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**BACKGROUND**

**PAPERS:**

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