



OFFICER REPORT TO LOCAL COMMITTEE
(Surrey Heath)

Atrium Traffic Orders: Update

10th July 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, including those that relate to the pedestrianisation of Park Street.

The traffic orders relating to the pedestrianisation of Park Street came into force on 23rd June 2008. It is hoped that the rising bollard, intended to control access into the pedestrian zone, will be operational by the end of July 2008.

A number of issues have been identified during the implementation of the pedestrianisation scheme. This report details a number of proposed amendments to the traffic orders intended to address these issues. The proposed amendments are subject to legal confirmation; Officers are currently in discussion with Surrey County Council's Legal Services Department.

OFFICER RECOMMENDATIONS

The Local Committee (Surrey Heath)

- i. Agrees to advertise the proposed amendments to the Park Street pedestrianisation scheme detailed in sections 13-31 below;
- ii. agrees that if there are no objections to the proposed amendments, that the amended traffic orders be made;
- iii. agrees that authority to consider and resolve any objections be delegated to the Local Highway Manager for Surrey Heath, in consultation with the Traffic Orders Task Group established by Committee in July 2007.

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 (SCC) 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 As a result the existing parking and waiting restrictions are no longer valid, and must be replaced with a suitable scheme of parking and waiting restrictions to fit the new layout in each case.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.

PROGRESS SINCE PREVIOUS COMMITTEE MEETING OF MARCH 2008

6. Since the previous Committee meeting of March 2008, all three objectors to the pedestrianisation of Park Street have withdrawn their objections. Therefore SCC is not calling a Public Inquiry into the matter.
7. In May 2008 SCC has advertised the modifications to the pedestrianisation scheme recommended to Committee in March 2008. There were no objections to these proposed modifications.
8. In June 2008 SCC received the necessary authorisation from the Department for Transport for a number of details of the scheme, in order to make the necessary traffic orders.
9. In June 2008 SCC made the traffic orders relating to the pedestrianisation of Park Street. From a legal point of view, the scheme came into force on 23rd June 2008. SCC is now working closely with the developer of the Atrium to install the rising bollard, and to finalise the traffic signs and road markings, which are essential to be able to enforce the pedestrianisation scheme. It is hoped that the rising bollard will be operational by the end of July.
10. SCC is also working closely with Surrey Heath Borough Council (SHBC) to implement the permit scheme, for those eligible for access into the pedestrian zone.
11. All the traffic orders and statutory notices relating to the Atrium are listed in Table 1.

	Location and purpose of traffic order / statutory notice	Status
1	<p>London Road at its junction with Lower Charles Street</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 th September 2008.
2	<p>Southern Road, Lower Charles Street and Charles Street</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>(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 SHBC Licensing Officer.</p>	<p>Order made 2nd July 2008.</p> <p>To be advertised in July 2008.</p> <p>To be advertised in July 2008.</p> <p>To be advertised in July 2008.</p> <p>To be advertised in July 2008.</p> <p>To be advertised by SHBC in due course.</p>
3	<p>Southwell Park Road</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 July 2008.</p>
4	<p>Pembroke Broadway</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>Advertised in February and March 2008; crossing due to be commissioned July / August 2008.</p> <p>Order made 2nd July 2008.</p> <p>To be advertised in July</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>2008.</p> <p>Under review in consultation with bus operators.</p>
5	<p>London Road at its junction with Park Street</p> <p>(a) Order to restrict 'U-turns' at the revised signal junction.</p>	<p>Order made 19th September 2008.</p>
6	<p>Park Street, St Mary's Road, Princess Way and Service Areas 3 & 5</p> <p>(a) Various orders to pedestrianised Park Street, St Mary's Road and Service Areas 3 & 5, and to make changes to the parking and waiting restrictions bordering the new pedestrian zone.</p> <p>(b) Amendments to the pedestrian zone to as detailed in this report.</p>	<p>Orders made 18th June 2008.</p> <p>To be advertised July 2008.</p>
7	<p>Southwell Park Road and Grand Avenue</p> <p>(a) Traffic calming notice for road tables on both roads</p>	<p>Consultation completed December 2007; statutory notice to be advertised in August 2008.</p>
8	<p>High Street</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 July 2008.</p>
9	<p>Firwood Drive</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 August 2008.</p>
10	<p>CPZ Review</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

AMENDMENTS TO PARK STREET PEDESTRIANISATION

12. A number of issues have been identified during the implementation of the pedestrianisation scheme. Sections 13 to 31 below detail the issues and a number of proposed amendments to the pedestrianisation scheme in response. The proposed amendments are subject to confirmation that they are possible from a legal point of view. Officers are in the process of consulting with SCC's

Legal Services Department. Moreover a number of key stakeholders have been consulted, and any significant responses will be reported to Committee verbally.

13. Access for deliveries

The pedestrianisation scheme anticipates that the primary means of access into Park Street will be via a permit and proximity card, issued by SHBC on behalf of SCC. The permit is displayed in the windscreen; the proximity card operates the bollard.

14. There are two types of permit and card. Type A permits and cards give access at any time. Type B permits and cards give access between midnight to 10:00am and 4:00pm to 6:30pm.
15. Very few vehicles will be eligible for Type A permits and cards for access at any time: there is one resident, up to 4 holders of business parking permits for Service Area 3, and approximately 10 vehicles who require access to the private car park behind Army & Navy.
16. Type B permits and cards were intended for deliveries. However two potential problems have emerged.
17. The first problem was raised by businesses: it will not be possible to identify all delivery vehicles in advance, to be able to issue a permit and card. For example businesses frequently take ad hoc deliveries from independent couriers, who typically have fleets of several hundred vehicles, any one of which could be sent to Park Street. For example businesses take regular deliveries from logistics companies, for which the same applies. Therefore there will be a significant proportion of delivery vehicles for which the Type B permit & card will not be of any use, simply because it is not possible to know which vehicle to issue the permit to until it arrives at the bollard.
18. The second problem is that there are resource implications for setting up and running the permit scheme. There are approximately 35 premises eligible for Type B permits. If each of these premises requires on average 6 permits and cards for their different deliveries, this totals 210 permits and cards in circulation at any one time. This number of permits and cards would take substantial administrative effort to administer. Permits and cards have to be reissued annually, faulty cards would need to be replaced, permits and cards would have to be swapped from vehicle to vehicle in the course of natural turnover, enquiries would have to be dealt with, etc etc. There are also financial implications - there would be additional staff required to administer the scheme, and also a charge of £7.50 for each new proximity card purchased from the supplier; there would be additional stationery and other overheads. SHBC has agreed to take on the administration of the permits and cards. However there is no spare capacity at present for any significant additional workload.
19. The solution to both of these problems is to make a new provision within the traffic orders for The Mall to take a much greater role in controlling access into the pedestrian zone.
20. The bollard will be connected to the security desk at The Mall via an intercom. The Mall had previously agreed to lower the bollard in the event of an emergency, to give access for the emergency services into Park Street. The Mall had also agreed previously to give occasional access for customers who need to collect large purchased items.

21. Previously The Mall had resisted taking responsibility for giving access through the bollard more frequently than on a very occasional basis. The Mall had previously insisted that they did not have sufficient resource, for example, to give access to the regular deliveries.
22. The Mall have now agreed essentially to man the bollard continuously, and to police the permitted times of access for deliveries as per the Type B permit times:
- | | |
|---------------------------|--|
| <i>Midnight to 7.00am</i> | The Mall would give access for deliveries |
| <i>7.00am to 10.00am</i> | See below |
| <i>10.00am to 4.00pm</i> | The Mall would deny access for deliveries |
| <i>4.00pm to 6.30pm</i> | The Mall would give access for deliveries |
| <i>6.30pm to midnight</i> | The Mall would deny access for deliveries |
23. Between 7.00am to 10.00am The Mall security desk is very busy. This is the time when contractors check in, fire alarm tests are done, etc etc. The Mall would find it difficult to commit resource to manning the bollard during this period – although of course they would give access for emergency services. To ease this busy spell, it is proposed to programme the bollard so that between 7.00am to 10.00am, any vehicle arriving at the bollard and waiting for a predetermined period would trigger the bollard to lower. This wait would put off casual drivers looking for a short cut, but would cause no problems to regular deliveries in-the-know. The bollard is to be monitored continuously by dedicated CCTV. If there were any problems, SCC could review the situation.
24. At all times The Mall would give access to emergency services. As a fall back at all times the emergency services will be able to gain access independently of The Mall using a keypad and PIN number. At all times the Type A permit and cardholders will be able to gain access using their proximity card. At all times The Mall would give access for disabled drivers and for customer collections.
25. It is recommended to make a new provision within the traffic orders for The Mall to give access for deliveries, as described above. This new provision would sit alongside the existing provisions of the traffic orders in respect of access permits and cards. It is expected that the Type B permits and cards would remain extremely useful for some businesses – for example smaller independent businesses who use their own vehicles to make deliveries, or for example the larger retailers who have their own distribution vehicles. However it is expected that a significant number of businesses will make use of the new provision, as for most it will be easier to use the intercom for access. This new provision would simplify the operation of the scheme significantly – both from the point of view of the users and SCC and SHBC in their respective roles. It would also minimise the additional workload to administer the scheme, and the additional ongoing costs involved.
26. **Definitions of cards**
It is proposed to make a very slight change to the definitions of "card A" and "card B" within the traffic order, so that the definition is based on the prescribed use of the different cards types, independent of the technical operation of the cards. This will clarify the lawful usage of the cards.
27. **Misuse of cards**
It is proposed to introduce a new provision into the traffic orders to be able to

withdraw permits and cards in the event of misuse. In practice the rising bollard system would enable SCC or SHBC to disable the proximity card electronically if misuse was suspected. "Misuse" might include:

- use of a card B outside the hours of midnight to 10.00am and 4.00pm to 6.30pm;
- transfer of permit / card to another person / vehicle without permission from the Council;
- use of card to cause a vehicle, to which the card does not relate, to enter the zone;
- overstaying the permitted times specified in the traffic orders.

28. Lost cards

It is proposed to introduce a new provision into the traffic orders to be able to charge or fine for replacement of lost cards. This provision would help to offset the cost of providing new cards, and provide a motive for cardholders to look after their cards. It is not legally possible to charge for the issue of a card or permit. Neither is it legally possible to charge for replacement of damaged, defaced or faulty cards or permits.

29. Eligibility for permits and cards

There are a number of anomalies in the traffic orders in respect of which premises are eligible for Type A and B permits and cards. In addition there have been a number of changes on the ground that affect eligibility. Given that an amendment is required to the traffic orders anyway, it is proposed to use this opportunity to review which premises are eligible for permits and cards.

30. Access for refuse collection

There is currently no provision for access for refuse collection by private contractor. Any refuse collection by SHBC is already provided for. However it transpires that most refuse within the zone is collected by private contractor. Operationally, The Mall would give access via intercom.

31. Service Area 3 parking spaces

It is proposed to make a very slight modification to the arrangement of parking spaces in Service Area 3 – to avoid conflict with a wheelie bin.

CONSULTATION

32. A number of stakeholders have been consulted in the preparation of this paper:

- Crest Nicholson Regeneration Ltd, the developer of the Atrium
- SHBC
- SCC's Transportation Development Control Department
- Surrey Police
- Surrey Fire and Rescue
- The Mall
- The Camberley Town Centre Manager

Responses from these stakeholders will be reported to Committee verbally.

FINANCIAL IMPLICATIONS

33. SCC's agreement with the developer under Section 278 of the Highways Act 1980 provides that all SCC's costs incurred with the drafting, advertising, and implementation of traffic orders and statutory notices are fully funded by the developer.

SUSTAINABLE DEVELOPMENT IMPLICATIONS

34. 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

35. None.

EQUALITIES IMPLICATIONS

36. 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 in accordance with the provisions of the Blue Badge scheme.

CONCLUSION & REASONS FOR RECOMMENDATIONS

37. The proposed amendments to the pedestrianisation of Park Street will resolve a number of issues that have been identified in the implementation of the scheme. The amendments will ensure that the scheme is best suited to all stakeholders.

WHAT HAPPENS NEXT

38. SCC will advertise the proposed amendments to the pedestrianisation scheme.
39. SCC will continue to progress the other necessary traffic orders and statutory notices to support the Atrium development.

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BACKGROUND

PAPERS:

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