

AGENDA MANAGEMENT SHEET

Name of Committee Warwick Area Committee

Date of Committee 11 March 2008

Report Title Warwick Town Centre Traffic Management Review - Funding Arrangements

Summary At its meeting on 22 January 2008, this Committee discussed the progress being made by the Warwick Town Centre Traffic Management Forum on developing 'street by street' proposals. This Committee asked that a report be submitted on the funding arrangements to achieve both the rapid implementation of the detailed design stage, and for the future construction stage. In addition, this report sets out the proposed approach to achieving Committee's resolutions on the implementation of the detailed design stage and the establishment of a joint study group.

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Would the recommended decision be contrary to the Budget and Policy Framework? Yes/No

Background Papers None.

CONSULTATION ALREADY UNDERTAKEN:- *Details to be specified*

Other Committees Warwick Area Committee 23 November 2004, 22 November 2005, 16 May 2006, 10 July 2007, 22 January 2008.
Regulatory Committee 1 February 2005.

Local Member(s) Councillor K Browne- 'Those proposals all seem very sensible to me.'
(With brief comments, if appropriate) Councillor Mrs M Haywood
Councillor R Randev

- Other Elected Members
- Cabinet Member
- (Reports to The Cabinet, to be cleared with appropriate Cabinet Member)
- Chief Executive
- Legal I Marriott – agreed.
- Finance
- Other Chief Officers
- District Councils
- Health Authority
- Police
- Other Bodies/Individuals

FINAL DECISION **YES/NO** (*If 'No' complete Suggested Next Steps*)

SUGGESTED NEXT STEPS :

Details to be specified

- Further consideration by this Committee A further report will be brought to this Committee on progress with the detailed design stage.
- To Council
- To Cabinet
- To an O & S Committee
- To an Area Committee
- Further Consultation Further public consultation will be required on the detail of schemes.

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**Warwick Town Centre Traffic Management Review -
Funding Arrangements**

**Report of the Interim Strategic Director for
Environment and Economy**

Recommendation

That Committee:-

1. Notes the information on the Section 106 agreements relating to the South West Warwick development.
2. Allocates £40,000 from its delegated budget to pump-prime the costs associated with its previous resolution that the rapid implementation of the detailed design stage takes place.
3. Approves the proposal for the establishment of a Programme Board to oversee the development of the Forum's proposals, and of a Joint Study Group to examine the possibility of road user charging or gating using traffic signals.

1. Introduction

- 1.1 At its meeting on 22 January 2008, this Committee considered a report regarding the progress being made by the Warwick Forum on developing a range of proposals "To make Warwick's historic centre safer, easier and more pleasurable to live in, to work in, and to visit, now and in the future". This Committee resolved to support:-
- (i) The continuing work of the Warwick Forum.
 - (ii) The continuing work of officers in assessing the 'street by street' proposals with rapid implementation of the detailed design stage.
 - (iii) The establishment of a joint group to examine the possibility of road user charging or a gateway ring of traffic lights.
 - (iv) The implementation of a one-way system on Chapel Street.
 - (v) Further investigation into the removal of the A429 in Warwick from the Primary Route Network.

- (vi) A report being brought to the next meeting of the Warwick Area Committee on the S106 agreement funding for the Warwick Town Centre Traffic Management proposals.
- 1.2 The purpose of this report is to outline the S106 agreements and the proposed arrangements for funding the Warwick Town Centre Traffic Management proposals. In addition, the report presents a 'Plan for Action' for the management arrangements to oversee the development of the proposals and the establishment of a Joint Study Group to further investigate road user charging and gating using traffic signals.

2. South West Warwick S106 Agreements

- 2.1 On 1 February 2005, Regulatory Committee considered a report regarding the planning obligations for South West Warwick. **Appendix A** of this report contains an extract from that Regulatory Committee report, which highlights that the contributions of £3.5 million (with indexation to be added) are expected. To date, a contribution of £600,000 (plus indexation made a total contribution of £666k) has been made by Bryant in respect of the "Original Bryant Land", which has been used to part fund the Interim Schemes which have already been delivered wholly or in part (i.e. the Warwick Technology Park cycle way, the Friar Street Puffin crossing, the Warwick Bus Interchange and the Warwick VMS scheme).
- 2.2 As noted in the 22 January 2008 report to this Committee, the cost of the interim schemes is likely to be £1.1 million. At its meeting on 5 February, Council agreed an allocation for temporary prudential borrowing to address the shortfall in the commitment to the Warwick Bus Interchange to facilitate delivery of the scheme in 2008.
- 2.3 There has been a delay in any further S106 contributions coming forward from the South West Warwick development due to the need to complete and sign off various Legal Agreements and for various planning conditions to be satisfied. Officers in Resources Directorate have advised that the Agreements should be in place by March 2008 and that, following the completion of the works to construct the northern link road, developers should be in a position to recommence construction in Spring 2009.
- 2.4 Once development recommences, S106 contributions will be triggered. The schedule for receiving these contributions depends on which development sites are being constructed. Further contributions will then come forward annually.
- 2.5 As a result, it is impossible to forecast a profile for the receipt of S106 contributions, only to say that no funds will be forthcoming in 2008/2009.

3. Implementation of the 'Detailed Design' Stage

- 3.1 At its meeting on 22 January 2008, the Committee resolved to support "the continuing work of officers in assessing the 'street by street' proposals with rapid implementation of the detailed design stage".

- 3.2 However, as highlighted above, the Council is unlikely to receive any further S106 contributions until Spring 2009 at the earliest. Given that the Committee is anxious that detailed design is progressed so that packages of work are ready to be implemented once these funds are available, a funding mechanism is needed for the financial year 2008/2009 to carry out the detailed design work.
- 3.3 Committee is therefore requested to allocate a sum of £40,000 from its currently unallocated delegated 'Maintenance and Safety' budget for 2008/2009 to 'pump-prime' the implementation of the 'street by street' proposals by funding the detailed design work.

4. The 'Plan for Action'

- 4.1 The Co-ordinating Group of the Forum met on 12 February to discuss a 'Plan for Action' to achieve the vision and objectives of the Forum in the light of this Committee's resolution. The Co-ordinating Group has produced a short document, which is attached here as **Appendix B**. This 'Plan for Action' will have been discussed by the whole Forum at its meeting on 3 March, and a verbal update will be given to Committee about the outcome of this meeting.
- 4.2 In order to achieve its 'Plan for Action', the Forum's appointed facilitator, Iain Roxburgh, has prepared a document proposing management arrangements for a Programme Board and a Joint Study Group. This is attached here as **Appendix C**.
- 4.3 Committee is requested to note the contents of both Appendices and to give its approval to the proposed management arrangements.

5. Financial Implications

- 5.1 Although it is certain that funding for the Warwick Town Centre Traffic Management Scheme will become available, it is not possible to be certain when or how much will be received in each year. It is therefore proposed that the detailed design work is carried out and packages of works produced which can be implemented as and when funds are received. It is proposed that the Warwick Forum be consulted on the priorities for implementing works.
- 5.2 There is also a financial implication of the need to carry out detailed design work before any Section 106 funds are available. Committee have therefore been asked to fund this element up front from their delegated budget.

DAVID PYWELL
Interim Strategic Director for Environment and Economy
Shire Hall
Warwick

22 February 2008

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Warwick Town Centre Traffic Management Review - Funding Arrangements

Extract from Appendix E, “Planning Obligations for South West Warwick” – Report to Regulatory Committee, 1 February 2005

South West Warwick Planning Obligations and Conditions:- Heads of Terms

THE SITES

The New Residential Sites:	Application Number:
“Kestrel Land”	W2000465
“WCC Land”	W20010813
“New Bryant Land”	W2002474
The Existing Residential Site:	
“Original Bryant Land”	W20040505
The New Commercial Sites:	
“CapCo Land”	W2000464
“Bryant Commercial Land”	W2002461
The Existing Commercial Site:	
“Severn Trent Site”	W920291

GENERAL

- Any amount of money not used within ten years of the date on which it was received must be repaid to the person who paid it.
- Money must be used solely for the purpose for which it was given, except that temporary virement is permitted pending such use.
- Baxter Index is split 25% each to Labour, Plant, Aggregates and Surfacing.
- Contributions from the Residential Sites are based on the following assumptions about the number of new dwellings on each Site:

Site Expected Number

Kestrel Land	84
WCC Land	234
New Bryant Land	182
Original Bryant Land	100

TOWN CENTRE TRAFFIC MANAGEMENT SCHEME OBLIGATION

- The total contribution from all Sites is £3.5 million. This comprises new contributions of £3,094,744 million, index linked to the Baxter Index as from the date of the agreements, added to the £405,256 already pledged from the Severn Trent Site under an obligation from 2000.
- The contributions must to be used for the preparation construction and implementation by the County Council of a scheme or schemes to improve the safety functioning and condition of the highway within the Town Centre.
- The Old Bryant Land contributes £600,000 payable within 28 days of beginning the extra 100 dwellings. This contribution replaces the pledge to pay an index linked £400,000 (which would now be worth about £609,929) in an obligation from 2000.
- The three New Residential Sites contribute £2.3 million in the following proportions:

Site Contribution

Kestrel Land	£335955.75
WCC Land	£935876.75
New Bryant Land	£1127851.50

Each of these three Sites makes a payment at the end of each of the first four years after development is begun on that Site of £3,999.47 for each dwelling built in the previous year. The balance of the contribution must be paid at the end of the fifth year.

- Until ten years after the first payments WCC promises to use reasonable endeavours to ensure that any development other than South West Warwick which is forecast to increase Town Centre traffic by more than 5% between 8 a.m. and 9 a.m. makes a contribution to the cost of the Town Centre Traffic Management Scheme. If such an extra contribution is obtained, the contribution from the New Residential Sites is reduced by an appropriate proportion of the extra contribution as follows:

Site Percentage Reduction

Kestrel Land	7.96%
WCC Land	22.33%
New Bryant Land	69.71%

(The high percentage for the New Bryant Land reflects the amount of the contributions from both the New Bryant Land and the Old Bryant Land.)

- If the number of dwellings exceeds the expected level the contribution from each Residential Site will be increased by £3,999.47 for each extra dwelling on that Site.
- Each of the two New Commercial Sites contributes £47,530 payable when development is begun on the Site concerned.

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Warwick Town Centre Traffic Management Review - Funding Arrangements

“Warwick Town Centre Traffic: Plan for Action” – Report of the Forum’s Co-ordinating Group

Warwick Town Centre Traffic: Plan for Action

1 Rationale and Background

- 1.1 Reducing air pollution to below the legal threshold and making the town centre streets better places to be are the imperative reasons for reducing the impact of traffic on them - its volume, its speed, its threat to health and safety and its effect on buildings. SW Warwick developer funding provides at least part of the means for doing this.
- 1.2 The town centre's own activities - business, residential and tourist - need vehicle access; and this is made more difficult by the heavy use of town centre streets for car journeys passing through them. Of the vehicle movements into and out of the town centre, over three-quarters are just passing through it, and of these, four-fifths have *either* their origin or their destination, and over a quarter *both* origin and destination, entirely outside the Warwick built-up area¹.
- 1.3 Skipping a long history, the County Council's Warwick Area Committee has approved a Vision, and Objectives and Principles² for achieving it. These had been developed through a series of workshops by the Forum, which it set up after earlier proposals were rejected, involving its own officers and a wide range of interest groups in the town, with the aim of reaching consensus on what should be done.

2 The Strategy

- 2.1 Some 'Interim Measures', of which the most important is providing a bus station which will improve bus services and eliminate buses from their loop through narrow core streets, have already been developed and have begun to be implemented.
- 2.2 Taking the Area Committee's approved Objectives and Principles, the Forum has continued to develop, with the full involvement in a series of 'round-table' discussions of the people most closely affected, a strategy with three main elements:

A **Street-by-street and junction-by-junction changes** to rebalance road space from cars to people on foot, making it easier and safer to walk and deterring traffic: *These are 'bottom-up' measures to change the feel and use of town centre streets bit-by-bit.*

Their effect will be complemented by the second element.

¹ Origins and Destinations of Vehicles entering and leaving Warwick Town Centre (from WAC July 07 report summarising survey results)

² Vision, Objectives and Principles (from WAC Nov 06 report)

- B A 20mph speed limit and the reclassification of A roads** through the town centre so that they are not part of the Primary Route Network: *These are 'top-down' measures to discourage drivers from using town centre streets as through routes; and to reduce the impact of all traffic on those streets by reducing its speed.*

The 20mph speed limit will be reinforced by the street-by-street changes.

- 2.3 The combined effect of these two elements will be to 'evaporate' some traffic. Some travellers will find other modes of travel - walking, cycling or bus - better than using the car, some drivers will find that other routes - especially the primary routes which almost encircle the town - are better than using town centre streets.
- 2.4 But these measures alone may not cause a sufficient reduction in through traffic and may still leave peak hour congestion, and not fully achieve the main objectives. So for the longer term, a third element may be needed.

C To reduce through traffic even more, two options will be studied:

- 1 **A 'gateway' ring of traffic lights** restricting the flow of vehicles into the town centre to the number that can flow through it uncongested; and
- 2 **Road user charging**, to use the market to allocate the commodity for which demand exceed supply, the road space available in the town centre if air quality and the quality of the streets for people on foot are to be acceptable.

These are possible supplements, not alternatives, to the first two elements.

- 2.5 None of the changes introduced in para 2.2 would be wasted if, later, one of the long term options were implemented: the street-by street measures, slower speeds and lower base of through traffic would all continue to contribute to their full achievement of the overall objectives.

3 Process

- 3.1 The process which has developed the Vision, Objectives and Principles, and the three elements of the Strategy, has depended on the close involvement of every possible interested party.
- 3.2 This process will continue to be used: proposals will be developed in more detail, piece-by-piece, and consensus reached on them so that, when formal consultation is carried out, as strong an assurance as possible will exist that the response will be positive.
- 3.3 The Forum Facilitator, Iain Roxburgh, is making proposals to adapt the process for leadership, involvement and communication so that it can contribute fully to the next stages of the work.
- 3.4 This summary of the strategy within which detailed proposals will be developed may form the basis of communication on the strategy, with formal consultation on each of the specific measures to follow stage-by-stage as finalised schemes and funding come forward.

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“‘Plan for Action’ – Overall Management Arrangements”

Paper Prepared by Iain Roxburgh, Facilitator to the Warwick Forum

Proposal for a Programme Board and a Joint Study Group

Context

Following the decisions of the Warwick Area Committee on 22 January, proposals for Warwick Town Centre are entering a new phase involving greater professional input to some remaining policy considerations and the detailed design of the street by street proposals. Both the Town Centre Forum and the County Council need to review the joint management arrangements to ensure they are appropriate to this next phase, while maintaining the principles upon which the Forum was established and which have successfully guided its work to date.

The Forum's objective, endorsed at the first Forum meeting on 12 Oct 2005, is:-

“To act as the means by which everyone with an interest in Warwick can work to reach a consensus on how to reduce the impact of traffic on the town centre”.

At the second Forum meeting on 28 Nov 2005 it was agreed to establish a Coordinating Group:-

“to ensure that the Forum's processes serve the achievement of its objective”.

In Nov 2006, the Forum established a Technical Working Group with the remit:

“To oversee the development of measures for recommendation to the Forum. Responsible for ensuring compatibility of measures with Objectives and Principles. Empowered to set up Subsidiary Working Groups as required”.

It is envisaged that the Technical Working Group will continue until its work on the street by street and junction proposals is complete and then be wound up.

The Next Phase

As we move towards detailed development and implementation, this next phase will involve professional officers responsible for various aspects of the proposals working together with the Forum in an integrated and coordinated way. The management processes will need to continue to employ the consensual processes upon which the

work of the Forum is based, involving representatives from the Forum and involving specific interest groups represented on the Forum when required. We have already the successful example of the bus station project board upon which we can model our joint arrangements for oversight in the next phase.

In addition, the Warwick Area Committee agreed that a Joint Study Group be established “to examine the possibility of road user charging or a gateway ring of traffic lights”. Below are proposals for the remit and composition of a Programme Board and this specific joint study group.

Town Centre Programme Board

It is proposed that a Programme Board be formed, comprising County Council and District Council officers responsible for different aspects of the proposals, plus representatives of the Forum and that it be chaired by an appropriate senior County Council officer. It is envisaged that it would meet quarterly, or more frequently if necessary.

The proposed remit of the Programme Board is:-

1. To ensure that all aspects of the technical development of the proposals are coordinated and integrated and there is a sense of pace.
2. To steer and coordinate public information and consultation.
3. To ensure that proposals are developed in accordance with the objectives, principles and ethos of the Forum.
4. To ensure that the successful consensus building processes of the Forum are carried forward into the next, more detailed, development phase.
5. To ensure that the Forum’s Behavioural Guidelines continue to be observed by all those involved.

Membership of the Programme Board:

The proposed “core” membership is as below:-

Chair: Roger Newham, Chief Transport Planner, WCC.
Shirley Reynolds, Team Leader, Highways and Transportation Studies, WCC.
A representative from Design Services, WCC.
An appropriate officer from Warwick District Council.
Four representatives from the Town Centre Forum.

In addition, it is anticipated that others will get all papers and be involved when appropriate. These will include representatives from the following WCC functions:-

Safety Engineering
Traffic Projects
Regeneration Projects

Joint Study Group

Proposed remit of the Joint Study Group is:-

To examine the possibility of road user charging or a gateway ring of traffic lights.

It will report directly to the Forum and the proposed **membership** is:-

Chair, Shirley Reynolds, WCC
From the Forum, representatives of:
Residents' groups
Major employers
Retailers
Schools
The tourist industry
Amenity and environmental groups
The DfT or appropriate representative from GOWM

With the involvement of other officers and consultants as appropriate.