

## 7.0 Movement

### Introduction

- 7.1 The impact of traffic growth is a key area of concern in Guildford Borough. Many of the major roads in Guildford Borough experience increasing volumes of traffic, causing congestion and affecting air quality. Guildford Town Centre, with its limited infrastructure due to geographical constraints, is particularly congested resulting in minor roads suffering from rat running. There is now a widely accepted view that continuing to meet the demand for car travel is not possible and is not compatible with the principles of sustainable development. Besides concerns about the environmental impact of traffic, businesses require an effective transport system if they are to remain competitive.
- 7.2 In the rural areas of the Borough the limited availability of public transport services means there is particularly high dependency on the car. Forecasts for increased traffic in the countryside pose a real threat to the quality of the environment.
- 7.3 Responsibility for transport issues lie mainly with Surrey County Council. However, land use and transportation planning are directly linked and the Local Plan has an important role to play. Planning Policy Guidance recognises that planning policies can help to reduce the growth in the length and number of motorised journeys, encourage alternative means of travel and hence reduce reliance on the car.
- 7.4 The Road Traffic Act 1997 requires councils to set targets either to reduce traffic or reduce its rate of growth. In July 1998 the Government set out its policies for transport in "*A New Deal for Transport, Better for Everyone*". This promotes an integrated approach to transport and an important element of this is better integration of land use planning and transport planning. Local Authorities are now expected to produce Local Transport Plans which give greater priority to walking, cycling and public transport, improved facilities for people to make connections and better information for passengers.
- 7.5 A central theme of the Guildford Borough Local Plan 1993 was to manage the demand for travel by car, particularly in the peak periods, in Guildford Town Centre. This was also reflected in the Guildford Movement Study which sought to redress the balance between car drivers and other travellers into the Town Centre. The study proposed a comprehensive package of proposals optimising the use of available infrastructure and protecting and enhancing the environment of Guildford Town Centre.
- 7.6 The principle of demand management is continued in this Plan with the overall aim being to develop policies and proposals which promote forms of development which reduce the need to travel, especially by car.
- Surrey Structure Plan 1994**
- 7.7 The Surrey Structure Plan 1994 emphasises that the demand for travel by car within the County will not be met in full, particularly in peak periods or in town centres. Policies in the Structure Plan seek to ensure that development is compatible with transport infrastructure and the environmental character of the area. In addition, the Plan promotes measures which reduce the environmental impact of traffic and improve public transport, interchange facilities and cyclist provision.
- A New Transport Plan for Surrey**
- 7.8 The New Transport Plan for Surrey was adopted by the County Council in 1996. This sets out detailed objectives and targets for transport. Achieving these targets will require in many cases supporting policies in Development Plans.

- 7.9 Set out below are the objectives of the Transport Plan:
- Promoting changes in travel behaviour.
  - Reducing the need to travel by private car and encourage the use of alternative means of transport.
  - Minimising the adverse effects of motorised transport on the environment and health.
  - Improving accessibility particularly for non-car users and people with disabilities.
  - Encouraging the development of a transport system which enhances the environment and supports a sustainable economy.

7.10 These objectives have influenced the development of the Local Plan's movement policies and proposals. The relevant targets are set out in the text as appropriate.

### The Local Transport Plan (LTP)

7.11 Local Transport Plans are the new way for Local Authorities to show how they intend to tackle transport issues. They act as a bid to Central Government for capital transport funds over a five-year period, replacing the Transport Policies and Programme process which were annual bids. The current LTP, submitted to Government in July 2000, covers the years 2001/2002 to 2005/2006. The need for integration between transport and land use policies is reflected in the LTP which supports and complements the policies contained within this Plan.

7.12 To provide integrated implementation programmes tailored to local circumstances, Surrey has been divided into seventeen Local Implementation Programme Areas. This means the Borough of Guildford is divided into three parts:

- Guildford Town Transport Programme Area.
- East Guildford Transport Programme Area.
- Blackwater Valley Transport Programme Area.

7.13 Common to the three Local Implementation Programme Areas in the Borough are five objectives which are consistent with the overall objectives of this Plan:

- To improve co-ordination between all forms of transport and to integrate transport with other policies.
- To protect and improve the environment and the health of its people by reducing the adverse effects of motorised transport.
- To improve the safety and security of transport for all travellers.
- To promote an efficient transport system which supports a sustainable economy.
- To make it easier for everyone to travel to everyday facilities, especially people without a car.

### Objectives

7.14 The detailed objectives of the Local Plan relating to movement are:

1. To minimise the impact of traffic on the environment generated by new development.
2. To concentrate major new development in locations accessible by means other than the private car.
3. To manage the availability of car parking provision to discourage reliance on the car especially for journeys to work.

4. To give priority to development which encourages walking, cycling and public transport.
5. To encourage improvements to public transport.
6. To improve accessibility for non car users and people with disabilities.

### Supporting Measures

7.15 A number of supporting measures will also be undertaken to meet the objectives of the Plan. These include;

1. Developing comprehensive cycle and pedestrian routes within the urban areas;
2. Working with the County Council to implement minor highway improvements, including traffic calming, which are important for the safety of local residents and which create environmental improvements. These will be expected to encourage cycling and walking, alleviate traffic accidents and take into account the needs of people with disabilities and mobility problems.

### Transportation Proposals and Studies

7.16 The 1993 Local Plan proposed a number of major road schemes that were programmed to take place prior to 2001. Some have been completed such as the A331 Blackwater Valley Road and the A31 Runfold Diversion. The County Council has undertaken a review of its major capital programme and the summary below sets out the current programme as it affects Guildford Borough. No major highway schemes are proposed during the Plan period. A number of transportation projects are proposed, although no land for safeguarding can be identified at this stage.

7.17 A summary of each of the major transportation projects follows:

1. **Local Transport Plan** - Incorporating bus priority measures, gyratory proposals, real time bus information, extension of park and ride services, pedestrian facility improvements and Safe Routes to School.
2. **A25 Route Management Plan** - The route study takes in the whole of the A25 corridor. Collection and analysis of data for the existing situation is complete, with the next stage involving formulation of proposals for the management of movement along the route.
3. **A3100 Guildford-Milford Corridor Study** - The priority of the study between Guildford and Godalming remains to be assessed.
4. **District Cycle Network** - Part of the county wide cycle network, involving identification of area wide networks, and development of local cycle strategies to encourage cycle usage.
5. **County Bus Priority Network** - Measures aimed at increasing the reliability of bus services, thereby improving the attractiveness of services to both existing and potential users.
6. **County Rail Network Improvement** - Measures aimed at improving the attractiveness of services to both existing and potential users.
7. **A322 Route Management Study** - The study area extends from the Gordon's School roundabout in West End B311/A322 junction, south to the junction with Cemetery Pales. The impact of any proposals on Brookwood and Pirbright will be considered.

### Woodbridge Road Scheme

7.18 A scheme for the dualling of Woodbridge Road from the end of the existing dual carriageway section south of Ladymead to Stocton Road, and the improvement of its junction with the access to the tyre depot on the east side. The programming

of the scheme is dependent on land, and possibly funds, being made available by the development of land adjoining Woodbridge Road. The intention of the scheme would not be to increase traffic capacity, but to use the additional capacity for public transport and other priority vehicles. The existing route of the road cuts across the River Wey floodplain. The works will need to be carefully designed to ensure flood flow routes, flood storage capacity and the aquatic environment are not compromised.

**A320 Route Management Scheme**

7.19 Part of the A320 Route Management included a major scheme between Hazel Avenue and the Borough boundary in Guildford, which was abandoned by the County Council at its meeting on 12 May 1997. However, at that meeting it was also resolved to develop a range of low cost remedial measures to improve safety for all highway users. The programme proposal is therefore to complete the outstanding work of route management measures.

**Movement and Development**

7.20 Policy G1 sets out the approach the Borough Council will take to assessing the transportation impact of development in terms of parking standards and access, highway layout and capacity considerations.

7.21 One of the key objectives of this Plan is to ensure that major new development is concentrated in locations that are accessible (or can be made accessible) by alternatives to the car. This theme is also reflected in the New Surrey Transport Plan which has a specific target of increasing the proportion of major developments that are located within the existing urban areas at sites well served by public transport and other non-car means of travel.

7.22 In Guildford Town, a pattern of development has taken place where many major generators are located within or close to the Town Centre (e.g. shops, employment uses and leisure facilities). This provides the foundation for a strategy

that allows control of the car. However, it is important that future development reinforces this pattern by ensuring that major generators of travel continue to be located in the Town Centre where availability of public transport is greatest.

7.23 The future development and expansion of The University provides a particular challenge. This is on a peripheral site which currently has very limited access to public transport and would have a high dependence on the car unless steps were taken to build in much more public transport and non-car movement initiatives. Planning permission will not be granted unless the transportation issues are satisfactorily agreed.

**Parking Policy**

7.24 All development generates the need to travel. In most cases car parking needs to be provided on development sites so as not to cause local congestion problems generated by visitors and occupiers of a development. However, it has been increasingly recognised that the availability and management of parking can be used as a demand management tool to influence the use of the car.

7.25 Central Government guidance advises that Councils should produce a comprehensive strategy and policies for the provision and management of parking. This should cover all types of parking as well as management and pricing policies for public parking and be set out clearly in the Plan.

7.26 The Borough Council's approach to parking is to manage and control the availability of car parking spaces to achieve the following objectives:

- Promote a reduction in the reliance on the car with encouragement to alternatives forms of transport particularly in the Town Centre;
- Reduce the number of car journeys into the Town Centre at peak time by restricting the provision of long stay parking in Guildford Town Centre;

- Support Guildford’s position as an important shopping centre by ensuring the continued availability of short stay shopper parking in the Town Centre;
  - Resolve on-street parking problems in peripheral areas.
- 7.27 These objectives will be achieved as follows:
- A. Parking Standards for New Development**
- 7.28 The approach is set out in Policy G1 and requires development to comply with the standards set out in Appendix 1. The standards for motor vehicles are stated as a maximum for non-residential development. The residential standards are minimum standards except in Guildford town centre where they will be applied as maxima. Included within this standard are requirements for the provision of spaces designed to meet the needs of disabled drivers.
- 7.29 The County Council adopted a countywide Parking Strategy in November 1999. This includes revised standards that are set out in Appendix 1.
- 7.30 In Guildford Town Centre where there is a high level of public transport accessibility it will be more appropriate for developers to provide improvements to the public transport (including park and ride), walking and cycling instead of on site parking. In consequence parking levels will normally be restricted to between 0% and 25% of the adopted standards. Exceptionally, higher parking provision will be acceptable where the particular circumstances of the development and the wider benefits to the Town Centre justify this approach. The Council will develop this approach in consultation with Surrey County Council and prepare guidance to the likely nature and scope of contributions that will be sought towards transport improvements as part of development in the Town Centre.
- 7.31 The Council may consider restricting parking on new development below the standards set out in the Council’s adopted standards in locations outside the Town Centre. Such an approach would need to be undertaken in consultation with local residents and the business community and would need to address issues such as availability of public transport and resolving possible on street parking problems in residential areas.
- 7.32 To ensure that major travel generating developments do not migrate to out of centre locations to secure higher levels of parking the Council will normally only allow this form of development in locations which are highly accessible by public transport (including park and ride) and served by existing cycle and pedestrian routes. Policy G12 sets out the approach the Council will take.
- B. Management of Parking Provision**
- 7.33 The Borough Council has responsibility for the management of public car parks and also the administration, supervision and enforcement of on street parking spaces under the Road Traffic Act 1991. Within the Town Centre priority will be given to meeting the needs of short stay visitors to the town, disadvantaged groups and Town Centre residents.
- C. Provision of Park and Ride**
- 7.34 The Borough Council considers that any further need for long term parking in Guildford Town Centre should be met by the provision of park and ride services on the edge of the town. Surrey County Council, in consultation with the Borough Council, has undertaken a study of park and ride and identified potential locations for the development of park and ride sites.
- 7.35 A five day service was established in 1996 at the Spectrum Leisure Centre and in 2002 at Artington Manor Farm to the south of the town on the A3100 Portsmouth Road. Investigations are currently taking place into the feasibility of establishing park and ride at land owned

by the University of Surrey on Manor Farm. The Borough Council, in conjunction with Surrey County Council, is undertaking an urgent search for park and ride sites on the eastern and northern corridors into Guildford.

- 7.36 The Borough Council recognises that if park and ride is going to achieve reductions in traffic volumes in the Town Centre it needs a range of methods including:
- A high quality service which is significantly cheaper than central area parking;
  - A phased reduction in long stay Town Centre (and near Town Centre) off-street and on-street parking provision either by redevelopment or conversion to short stay shopper parking provision,
  - Traffic management measures to give priority to buses.

7.37 The Borough Council will work with the County Council to prepare Local Parking Management Plans to provide a co-ordinated approach to the control of parking across the Borough. Co-ordination across the County will be achieved through the Local Transport Plan.

7.38 The Borough Council also recognises the importance of complementary locational policies that seek to locate major travel generators, as far as possible, in Guildford Town Centre where public transport facilities including park and ride are most widely available.

**Policy M1  
PARKING PROVISION**

Within the town centre boundary as identified in the Proposals Map the council will restrict levels of on-site parking. In such circumstances it will seek from developers appropriate contributions towards public transport, pedestrian and cycling related facilities, and park and ride schemes to fulfil the travel requirements of the development.

**Policy M2  
LONG STAY PARKING WITHIN  
GUILDFORD TOWN CENTRE**

Planning permission will not be given for additional long stay car parks in the town centre.

7.39 The Borough Council does not wish to see any increases in long stay car parking provision in the Town Centre. This reflects the constraints on capacity of the highway that exist and the wider policy objectives of promoting a reduction in the reliance on the car, and encouraging alternatives to the car for journeys into the Town Centre.

**Policy M3  
PARK AND RIDE SITES**

The Council will grant planning permission for park and ride sites provided that the following criteria are met:

1. Highway access, parking, turning and any increased traffic movements can be accommodated satisfactorily;
2. The proposed development including any ancillary buildings, peripheral fencing and lighting, would not detract from the character and appearance of the surrounding area;
3. The amenities of occupiers of existing buildings are protected;
4. The provision of adequate landscaping;
5. Existing natural features are safeguarded and enhanced;
6. The provision of cycling facilities and visitor coach parking facilities.

7.40 The development of further park and ride sites is an important element of the Council's transportation and parking strategy. Permission will be granted for additional park and ride sites where these can be accessed satisfactorily and are environmentally acceptable in other

regards. In sensitive locations planning applications will be expected to be accompanied by information that explains how environmental concerns have been addressed. It is possible that sites may need to be promoted within the Green Belt although these would have to be considered as departures from the Plan.

**Public Transport**

- 7.41 The New Transport Plan for Surrey encourages the use of alternatives to the car and in particular has a target of increasing the proportion of journeys to work by bus and train in the County from 12% in 1991 to 15% by 2011.
- 7.42 Bus and rail services are important in Guildford because of the significant proportion of the population who do not have access to the car, and also because they reduce the demands on the highway network.
- 7.43 The Borough Council, in conjunction with the County Council, Railtrack and public transport operators, will encourage the retention and enhancement of the rail network and bus services and will support improvements to existing and the provision of new infrastructure and facilities.
- 7.44 Planning permission has been granted for a replacement bus station as part of the redevelopment of the land between Commercial Road, Leapale Road and North Street in Guildford Town Centre as shown on the Proposals Map (see also figure 9.1).
- 7.45 The need for additional coach parking for visitors to Guildford Town has been recognised by the Borough Council and it will identify potential sites to accommodate this demand. Any additional park and ride sites should consider the provision for coach parking.

**Policy M4  
PROVISION FOR BUSES**

Major new development shall be designed to allow access and, where appropriate, give priority to bus services.

- 7.46 It is important that when major development takes place the design and layout allows for the needs of bus services. In such instances developers will be expected to give priority to buses to achieve maximum penetration and operational efficiency of bus services for the convenience of their users. Surrey County Council as highway authority is developing a strategic network of bus routes across the County in its Local Transport Plan that will identify opportunities for improving bus priority.
- 7.47 The Council, in conjunction with Surrey County Council will develop detailed accessibility profiles for public transport. These will be used to assess the acceptability of new development and any requirements for improved public transport to serve it.

**Policy M5  
RAIL NETWORK AND INTERCHANGE FACILITIES**

The Borough Council will support and where necessary grant planning permission for improvements to the railway infrastructure, including the provision of new railway stations and interchange facilities.

- 7.48 The rail network has a key part to play in providing for the transport needs in the Borough and in particular access to Guildford Town Centre. Improvements to the railway network such as new stations and enhancing existing facilities, including the provision of interchange facilities with other types of public transport will therefore be approved, where appropriate. Studies undertaken by Surrey County Council have indicated that railway stations at Merrow Depot and Park Barn are feasible in engineering terms. Any planning applications for these would have to address issues of impact on existing residents and potential on street parking problems as well as other normal planning considerations. The Council will promote improved access for people with disabilities and improvements to parking provision at existing stations where appropriate.

**Cyclists and Pedestrians**

- 7.49 The New Transport Plan for Surrey encourages cycling and walking as an alternative to the car. It has a target of increasing the proportion of journeys to work by cycle from 3% to 6% between 1991 and 2011, with a target of increasing percentage of journeys to work on foot from 8% to 11% during the same period.
- 7.50 The New Transport Plan expects to increase the proportion of children, walking and cycling to school. The Government's Transport White Paper also emphasises the importance of ensuring that children can travel to school safely without having to be driven by car. Not walking or cycling to school means that children get less exercise and engenders car dependency. The County Council has instigated a Safe Routes to School Initiative which aims to encourage more people to walk, cycle or use public transport to travel by making these options safer and easier and this is supported by the Borough Council.
- 7.51 Policies are therefore included in the Plan that promote walking and cycling as an alternative to the car. This will not only help to reduce peak hour traffic flows but also reduce the environmental impact of traffic. The Borough Council recognises the importance of comprehensive cycle and pedestrian routes as the key to promoting increases in walking and cycling.

**Policy M6  
PROVISION FOR CYCLISTS AND  
PEDESTRIANS**

The Proposals Map shows specific routes along which the council will undertake or promote measures to encourage cycling, including improvements to the safety and convenience of the routes, the designation of cycle lanes, signposting and the provision of cycle parking facilities.

Continued

Major travel generating development, including residential developments, will be expected to make provision for cyclists and link with existing and planned routes. All new developments will be expected to make provision for cycle parking in accordance with the standards set out in Appendix 1.

Major new development will not be permitted where it interrupts established or proposed cycle routes

Permission will not be granted that would prejudice established or proposed pedestrian routes or pedestrian priority schemes.

- 7.52 Improvements in the safety, convenience and attractiveness of facilities for cyclists and pedestrians will be sought through the provision of safe cycle and pedestrian routes linking employment areas, housing areas and education and leisure facilities and railway stations, and the provision of cycle parking facilities in Guildford Town Centre, other centres, at railway stations and at major public buildings. The Council recognises the need to improve pedestrian links between Guildford Bus Station and the Railway Station.
- 7.53 The Council has approved a Cycling Strategy that identifies where it wishes to see the provision of cycle routes and cycle parking together with a detailed programme for their implementation. In pursuing the Strategy the Council will work in partnership with Surrey County Council, Parish Councils, the Surrey Police, residents' groups, local businesses and relevant organisations such as the Guildford Cycling Liaison Group and cycling clubs.
- 7.54 The cycle routes identified on the Proposals Map indicate the existing, proposed and desired routes over the plan period.
- 7.55 Major travel generating developments (including residential schemes) will be expected to make provision for cyclists and pedestrians and link with existing and planned routes.

**Policy M7  
ACCESS FROM WALNUT TREE  
CLOSE TO THE RAILWAY STATION**

The Borough Council will safeguard the provision of an alternative road link from Walnut Tree Close to Guildford railway station as shown indicatively on the proposals map.

- 7.56 The Guildford Movement Package (now superseded by the LTP) promoted the restriction of through traffic in Walnut Tree Close. This will require an alternative link from north of the station especially for post office vehicles and station visitors. New development in this location will be expected to make provision for this link. Consideration should also be given to the provision of a cycle path on the route. The road scheme will cross part of the River Wey floodplain. The works will need to be carefully designed to ensure flood flow routes and flood storage capacity is not compromised.

**Guildford - Cranleigh Movement  
Corridor**

**Policy M8  
GUILDFORD TO CRANLEIGH  
MOVEMENT CORRIDOR**

The route of the former Guildford to Cranleigh railway line, shown on the Proposal Map, will be protected from development in view of its importance as a movement corridor.

- 7.57 The route of the former Guildford to Cranleigh railway line has become established as a recreational route for walkers, cyclists and horse riders. An engineering feasibility study completed in 1996 confirmed the engineering possibility of reopening the railway line but a subsequent study of the business case completed in 1997 concluded that forecast patronage and revenue would not provide sufficient return to cover the capital cost of the project. It was subsequently decided by Surrey County Council and Railtrack not to pursue the proposal.

- 7.58 However, the research carried out on reopening the rail line focused attention on the importance of the Downs Link that is a well-used recreational resource. Both the County Council and the Borough Council have resolved that the current and future importance of the route as a significant movement corridor be recognised and that it be protected through the statutory planning process.

