

## **GBC-LPSS-025-A**

GBC notes on:

- Sustainable Movement Corridor
- Traffic flows on the A3
- Wisley Airfield SNCI

## **Note – The Sustainable Movement Corridor:**

### **Scheme feasibility and design, funding and delivery and links to the strategic sites**

25 July 2018

#### **1 Introduction**

- 1.1 The concept of the Sustainable Movement Corridor (SMC) was first developed by consultant Arup in the Guildford Town and Approaches Movement Study (GTAMS)<sup>1</sup>. The aim of the GTAMS study was to develop a recommended long term movement strategy to 2050 for the town of Guildford. The GTAMS study was undertaken for the Council's Planning Policy team as part of the transport planning workstream in the Local Plan-making process<sup>2</sup>.
- 1.2 The SMC concept is to provide “a priority pathway through the town for pedestrians, cyclists and public transport”<sup>3</sup> and was the “centrepiece”<sup>4</sup> of Arup's recommended strategy. In terms of public transport, Arup proposed that “It can be used by existing bus services, but also by new services running only on this corridor, potentially Bus Rapid Transit (BRT) or even a tram system, if there is significant growth in demand in future to support this type of technology”<sup>5</sup>.
- 1.3 Guildford Borough Council's Executive endorsed the Strategy Report of the GTAMS study in April 2014. The Executive also authorised study work to develop the SMC concept further, including establishing the preferred route, any further route options, and any further land which could be safeguarded for the SMC corridor through the Local Plan process.
- 1.4 The Council considers that the SMC is necessary to deliver the level of strategic planned growth in the Guildford urban area in a sustainable way. The scheme is included as such in the Plan's Infrastructure Schedule, and explicit requirements for its delivery are set out in policy including Policy ID3 at point (3), for the three Guildford strategic-scale urban extensions and for various town centre and urban area site allocations<sup>6</sup>. The Council's aim for journeys undertaken on the SMC is that they should be “rapid and reliable by bus and safe and direct on foot and by bike”<sup>7</sup>. The SMC is

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<sup>1</sup> GBC-LPSS-SD-041a and GBC-LPSS-SD-041c

<sup>2</sup> GBC-LPSS-SD-TP-002 para 5.27

<sup>3</sup> GBC-LPSS-SD-041a page ii

<sup>4</sup> Ibid page 16

<sup>5</sup> Ibid page 15

<sup>6</sup> Submission Local Plan: A24 requirement (3), A25 requirement (4), A26 requirement (4), A5 requirements (1), (2) and (4), A7 requirements (1) and (4), A10 allocation and requirement (1), A11 requirement (4), A16 requirements (2) and (3), A17 requirements (2) and (3); and also relevant are A9 opportunity (2), A13 opportunity (4) and A59 opportunity (1).

<sup>7</sup> Ibid: para 4.6.24

included in the Guildford Borough Transport Strategy 2017 (Guildford Borough Council, December 2017)<sup>8</sup>, which is a transport evidence base document.

1.5 This note responds to the Local Plan Inspector's request for further information on the SMC, and addresses the following matters:

- overview of the articulation of the Sustainable Movement Corridor to the strategic and town centre site allocations
- proposed policy requirements for sites, and expected funding and delivery arrangements
- the design principles for the SMC
- the status of the Council's scheme feasibility and design work, and
- delivery arrangements for the Phase 1 scheme for the SMC1 West route section

## **2 Overview of the articulation of the SMC route to the strategic and town centre site allocations**

2.1 The Sustainable Movement Corridor will connect key trip generators in the expanded Guildford urban area, including three strategic urban extensions and also town centre site allocations adjacent to the corridor as identified in the Plan<sup>9</sup>:

- Guildford town centre and rail station
- Ladymead Retail Park
- Royal Surrey County Hospital
- University of Surrey's Stag Hill and Manor Park campuses
- Surrey Research Park
- Slyfield Industrial Estate
- existing urban communities in seven wards
- new rail stations at Guildford West (Park Barn) and Guildford East (Merrow);
- Park and Ride at Onslow and the new Gosden Hill Farm facility
- the new communities at Blackwell Farm (Policy A26), SARP (Policy A24) and Gosden Hill Farm (Policy A25).

2.2 Figure 1 is a map showing the broad corridors for the SMC route sections and the relationship to new Park and Ride and railway stations.

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<sup>8</sup> GBC-LPSS-SD-038 pages 15-18

<sup>9</sup> GBC-LPSS-SD-TP-002 para 6.75

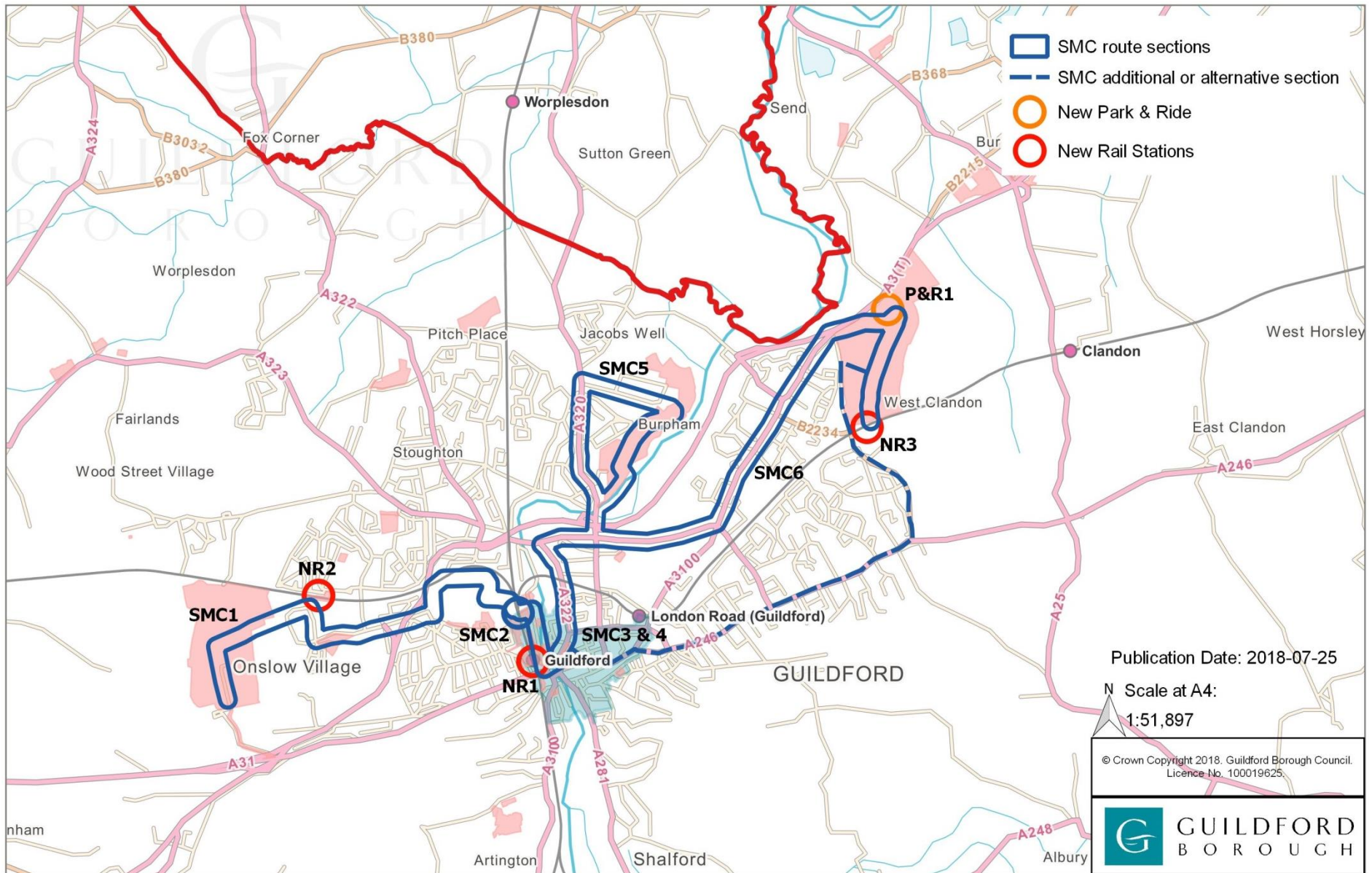


Figure 1: SMC broad corridors and relationship to new Park and Ride and railway stations

- 2.3 The Submission Local Plan itself does not include a schematic transport map or a route plan of the SMC. There are two reasons for this. First, there are options for routing in various locations, including options for more direct and/or quieter routes for cyclists separate from buses. Second, we do not consider that it is necessary to show the route of the SMC where it uses land within the highway boundary of adopted local roads, land controlled by the Council, land through the campuses of the University of Surrey, or is reflected in site allocation policies. The only site allocation policy which includes a map indicating a part of the route of the SMC is Policy A10 Land for Sustainable Movement Corridor Town Centre Phase 2, off Walnut Tree Close, Guildford.
- 2.4 The Council has proposed draft Policy S3 as a major modification to the Submission Local Plan, aimed at facilitating regeneration and the accelerated development of housing and mixed-use schemes in the town centre. Given this, there is likely to be greater impetus for the delivery of the SMC, most especially the town centre route section.

### **3 Proposed SMC policy requirements, and expected funding and delivery arrangements**

#### **3.1 Strategic site allocations**

- 3.2 The site policies for the three strategic urban extensions of Blackwell Farm, Slyfield Area Regeneration Project and Gosden Hill Farm have corresponding requirements with respect to the SMC<sup>10</sup>. For each site, the respective policy requires that their respective SMC route section is implemented in full on site and that a necessary and proportionate contribution is made to the SMC route section on the Local Road Network (LRN).
- 3.3 Accordingly, the Council would expect that the on-site SMC works would be undertaken by the developers of the strategic sites, whilst the SMC works on the LRN would be undertaken by Surrey County Council as the Local Highway Authority and/or Guildford Borough Council and/or the developer(s) for each strategic site as defined through planning conditions, Section 106 planning agreements and/or Section 278 highways agreements.

#### **3.4 Guildford town centre and urban area site allocations**

- 3.5 Several Guildford town centre and urban area site policies include requirements for the SMC; namely A5, A7, A10, A11, A16 and A17<sup>11</sup>. Planning applications for the

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<sup>10</sup> Submission Local Plan: A24 requirement (3), A25 requirement (4), and A26 requirement (4).

<sup>11</sup> Submission Local Plan: A5 requirements (1), (2) and (4), A7 requirements (1) and (4), A10 allocation and requirement (1), A11 requirement (4), A16 requirements (2) and (3), A17

development of other sites would be considered with respect to point (3) of Policy ID3: Sustainable transport for new developments, which states 'New development providing, contributing and /or close to the routes of the proposed Sustainable Movement Corridor in the Guildford urban area will have regard to the Sustainable Movement Corridor Supplementary Planning Document.'

3.6 The following explains the relationship of the SMC route sections referenced SMC2, SMC3 and SMC4, scheme LRN1 and site policies A5 and A10.

- With the implementation of the SMC: Town Centre Phase 1 (scheme SMC3), which would follow the experimental closure of Walnut Tree Close (with the option of making this a permanent change) as part of the Guildford Town Centre Transport Package (scheme LRN1), pedestrians and cyclists travelling to and from the University of Surrey's Stag Hill campus and further afield will be encouraged to use the present Yorkie's Bridge and then continue southwards towards Guildford railway station via the southern section of Walnut Tree Close.
- With the implementation of SMC: Yorkie's Bridge (scheme SMC2), buses will be able to cross the new replacement Yorkie's Bridge in both directions, which also will include provision for pedestrians and cyclists. Pedestrians, cyclists and buses will continue southwards towards Guildford railway station via the southern section of Walnut Tree Close.
- With the implementation of SMC: Town Centre Phase 2 (scheme SMC4), which will require development associated with site policies A5 and A10 to take place, pedestrians and cyclists will have the option of using the new route adjacent to the railway lines, with buses remaining on the southern section of Walnut Tree Close.

3.7 The present Yorkie's Bridge is a pedestrian bridge over the railway line connecting the University of Surrey's Stag Hill campus and Walnut Tree Close. It is also used by cyclists. Scheme SMC2 Yorkie's Bridge will provide a replacement bridge structure providing for bus and cyclist movements, as well as for pedestrian movements. This new structure will require reprofiling of the existing access that currently provides access to the bridge, Network Rail facilities and to Jewsons. Given the relatively low frequency of bus movements that will use the bridge, it is proposed that a bidirectional bus lane could be provided, controlled by signals so that only one bus would be on the bridge at any one time. Walking and cycling facilities are proposed alongside the bus lane.

3.8 In the town centre, the Council expects that SMC works on the LRN would be funded from CIL contributions and/or from funding obtained by bidding to the Enterprise M3 Local Enterprise Partnership (LEP), the latter requiring match funding from the Council or any relevant source. These SMC works would be delivered by Surrey County

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requirements (2) and (3); and also relevant are A9 opportunity (2), A13 opportunity (4) and A59 opportunity (1).

Council as the Local Highway Authority or Guildford Borough Council under Section 278 highways agreements.

### **3.9 Sustainable Movement Corridor Supplementary Planning Document**

3.10 The Council will bring forward a Sustainable Movement Corridor Supplementary Planning Document as soon as possible, which will aid the delivery of the SMC through guiding developers with respect to policy requirements for the SMC.

## **4 Design principles for the SMC**

4.1 As a guide for future feasibility and design study work on the SMC scheme, the Council has identified SMC type 1 and type 2 design formats as follows:

- SMC type 1: provides separate lanes for bus, cycle and pedestrians, with ideally, as a minimum, the bus lanes and cycle tracks co-located to one side of the carriageway, with general traffic lanes on the other side.
- SMC type 2: Use of bus priority measures (such as bus priority signals or short bus lanes) at congested sections of the highway and at interchanges. Buses share general traffic lanes where there are free-flow conditions. Shared lanes are provided for cyclists and pedestrians.

4.2 SMC type 1 is the comprehensive design format, whereas SMC type 2 is the minimum design format that will be sought. Other design formats are also possible, intermediate between SMC types 1 and 2, for instance where the space allows for separate cycle tracks whilst buses share general traffic lanes.

## **5 Status of the Council's scheme feasibility and design work**

5.1 Consultant WYG is currently retained by the Council to prepare a comprehensive proposal for the SMC. This work has, to date, included review of the preliminary feasibility work previously undertaken on the SMC concept by a number of consultants commissioned by different clients. The WYG commission will bring all of the work up to the same standard with a higher degree of detail and testing the feasibility of the proposals, together with modelling and engagement of stakeholders.

5.2 In 2016/17, draft preliminary designs were prepared at 1:500 scale for all sections of the SMC on the LRN. Draft reports for SMC5 and SMC6 route sections have also been prepared, which bring together evidence on existing conditions, preferred options and other developments. Further design work is forthcoming. This will be informed by discussions with Surrey County Council, as Local Highway Authority, and other parties.

- 5.3 Design work in 2017/18 has been focused on the Phase 1 scheme for the SMC1 West route section. A public consultation was undertaken on the Phase 1 scheme in September to October 2017. The consultation panels are reproduced as Appendix 1. This was the basis for a business case submitted to the Enterprise M3 LEP in January 2018. In April 2018, Guildford Borough Council and Surrey County Council secured funding from the LEP to implement a Phase 1 scheme<sup>12</sup>. Guildford Borough Council is making the local contribution to the scheme. Detailed design work is presently being undertaken on the funded Phase 1 scheme.
- 5.4 Going forward, there will be a renewed attention on the design work for the other SMC route sections. It is expected that the Phase 1 scheme for the SMC West route section will be further enhanced by subsequent phases including those funded by developers.

## **6 Delivery arrangements for the Phase 1 scheme for the SMC1 West route section**

- 6.1 As stated above, funding has now been secured for the Phase 1 scheme for the SMC1 West route section.
- 6.2 Consultant WYG is preparing the detailed design and tender documents for Guildford Borough Council.
- 6.3 Guildford Borough Council will deliver the Phase 1 scheme for the SMC1 West. Works on the LRN will be undertaken under a Section 278 highways agreement between Guildford Borough Council and Surrey County Council.
- 6.4 Work will commence in 2018/19 to provide a shared pedestrian and cycle path across Bannister's Field adjacent to Egerton Road. Highways works will follow at a later date and will be complete 2020/21.

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<sup>12</sup> GBC-LPSS-003a para 4.3.14



## **Note – Anticipated reduction of traffic flows on A3 due to Blackwell Farm through vehicular link**

25 July 2018

### **1 Introduction**

- 1.1 This note has been prepared to explain the anticipated reduction of traffic flows on the A3 (A31-University Interchange section) due to the provision of the Policy A26 requirement (3) for “A through vehicular link...between the A31 Farnham Road and Egerton Road...”

### **2 Policy requirement (3)**

- 2.1 The Policy A26 requirement (3) in the Submission Local Plan is for “A through vehicular link which will be controlled is required via the above accesses between the A31 Farnham Road and Egerton Road to provide a new route for employees and emergency services to the Surrey Research Park, the University of Surrey’s Manor Park campus and the Royal Surrey County Hospital, as well as a choice of vehicular access for the new residents/occupiers. This will reduce impact on the A31/A3 junction, in advance of the delivery of Highways England’s A3 Guildford scheme”.

### **3 Evidence from the SHAR 2016**

- 3.1 The evidence for the anticipated reduction of traffic using the A3/A31 Hog’s Back junction, and consequently the A3 between this junction and the A3 University Interchange, as a result of the through route is set out in the Guildford Borough Proposed Submission Local Plan “June 2016”: Strategic Highway Assessment Report (Surrey County Council, 2016)<sup>1</sup> (hereafter the SHAR 2016).
- 3.2 The SHAR 2016 identifies that, in the weekday average AM peak hour, 128 vehicles heading for the Surrey Research Park and the Royal Surrey County Hospital are forecast to re-route via the Blackwell Farm development, therefore “giving slight relief to the A3/A31 merge and Tesco junction exit” (para 4.7.5). These are identified as primarily being trips heading to the Surrey Research Park and hospital that have origins in the west. The relevant paragraphs in the SHAR 2016 are 4.7.3-4.7.5.

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<sup>1</sup> GBC-LPSS-SD-039a

#### 4 Representation from Terence O'Rourke on behalf of the University of Surrey (REP-8967233)

4.1 The site promoter's representation to the Inspector's Matters and Issues for Examination includes estimates of the number of vehicles attracted to use the through vehicular route during morning and evening peak hours. This is set out in their response to Matter 4 and in Appendix A entitled 'Re-assignment to use local managed access to west Guildford'. The estimates are based on traffic counts used in combination with Census data.

4.2 Traffic count data was used to estimate inbound and outbound vehicular trips in morning and evening peak hours respectively to the Surrey Research Park and Royal Surrey County Hospital. The traffic counts were undertaken in 2014 and 2017. The data presented does not distinguish trips by employees / emergency vehicles and trips by other persons. Table A1 is reproduced below.

	Surrey Research Park	Royal Surrey County Hospital	Total
AM 08:00 – 09:00 (Inbound)	928	405	1,333
PM 17:00 – 18:00 (Outbound)	770	298	1,068

Table A1 Count results

Source: Table A1, Appendix A in REP-8967233-001a

4.3 2011 Census Journey to Work data was analysed to identify where car trips to the area encompassing these destinations originated. Table A2 is reproduced below.

	South and West	Guildford / North / East	Total
Number of car driver trips	1538	3804	5342
Percentage	29%	71%	100%

Table A2 Split of Origin of Journeys to Work

Source: Table A2, Appendix A in REP-8967233-001a

4.4 Using this data it is estimated that 29% of trips would be coming from the south and west. This percentage was then applied to the total number of vehicle trips for each destination. This provided estimates for the number of vehicle trips that would use the new access, and through vehicular link, from the A31, and the level of relief in vehicle trips to the A3 between the A3/A31 Hog's Back junction and the A3 University Interchange. Tables A3 and A4 are reproduced below.

Calculation of relief to the A3 resulting from local road access to western Guildford

	Surrey Research Park	Royal Surrey County Hospital	Total
	AM	AM	AM
Total number of vehicle trips	928	405	1,333
29% redistributed to new A31 access	269	117	386

Table A3 Relief to the Existing Road Network AM Peak

	Surrey Research Park	Royal Surrey County Hospital	Total
	PM	PM	PM
Total number of vehicle trips	770	298	1,068
29% redistributed to new A31 access	223	86	309

Table A4 Relief to the Existing Road Network PM Peak

Source: Table A3 and A4, Appendix A in REP-8967233-001a

- 4.5 Terence O'Rourke identify the potential for circa 400 vehicles in the AM peak hour and 300 vehicles in the PM peak hour to use the through vehicular link rather than use the A3/A31 merge and the section of A3 between the A3/A31 Hog's Back junction and the A3 University Interchange (northbound in the AM peak, and southbound in the PM peak).
- 4.6 Terence O'Rourke's estimate of the potential relief provided in the morning peak exceeds that forecast in the SHAR 2016.

## 5 Future planning application

- 5.1 For the preparation of the Transport Assessment supporting any planning application for the Blackwell Farm site, detailed work will be required to predict more accurately the potential benefits of the through vehicular link on the A3 trunk road.

## Wisley SNCI boundary change

1. During the hearing sessions, the Council was directed to amend the proposed SNCI boundary in the northern part of Site A35.
2. The Council has a contract with Surrey Wildlife Trust to undertake an annual rolling programme of SNCI surveys. These surveys underpin recommendations made by the Surrey Local Sites Partnership (SLSP) to amend existing boundaries of sites in order to reflect those part of the site that are considered to have SNCI value.
3. The Local Plan 2003 includes a policy on SNCI's (Policy NE3). As drafted, the policy only applies to SNCI's as designated on the Proposals Map. It therefore does not apply to any subsequent revisions to SNCI boundaries. The Wisley SNCI was surveyed in 2007 with a subsequent recommendation by the SLSP that the SNCI boundary should be enlarged. However given the wording of NE3, the larger proposed SNCI did not have any policy basis.
4. Policy ID4 in the Submission Local Plan has been written in a way that allows for subsequent updates to the evidence base. In order to inform the new Local Plan, another SNCI survey of the site was commissioned in 2016 with the SLSP meeting to agree recommendations in March 2017. As part of this process, ecologists acting on behalf of the site promoters submitted their own evidence which was presented at the SLSP meeting. The SLSP did not agree with the findings of the site promoters in terms of the evidence and the recommendation of a smaller SNCI area. The SLSP recommended the larger site but acknowledged through the survey report that the areas of SNCI value are scattered across the site but restricted to certain areas. On this basis, the Council proceeded with the larger designation as contained in the Submission Local Plan.
5. Given the restricted distribution, the Council did not consider that the larger area was incompatible with the site allocation nor would it prejudice delivery of the quantum of development allocated. Policy ID4 states:  
*(6) Permission will not be granted for proposals that are likely to materially harm the nature conservation interests of local sites unless clear justification is provided that the need for development clearly outweighs the impact on biodiversity. Where this test is met, every effort must be made to reduce the harm to the site through avoidance and mitigation measures.*
6. The Council's view was that the allocation could be delivered whilst ensuring that the overall SNCI was retained through onsite measures that would enhance biodiversity value.
7. However, given the outcome of the hearing sessions, the Council has had further discussions with Surrey Wildlife Trust regarding a way forward, including whether the site promoter's alternative boundary could be considered appropriate.

8. Surrey Wildlife Trust have responded as follows:  
*“The role of the SLSP is to provide recommendations based on ecological evidence for you to take forward as appropriate. The SLSP has agreed a site boundary and recommended it to you. Personally, I would be in breach of my profession’s code of conduct to under value an identified ecological resource because there was a potential conflicting land use and I do not consider it appropriate for the SLSP to redraw the boundary.*

*The other option may be for you to retain the two boundaries as they are now and accept that most or part of the SNCI within the Housing Allocation boundary will be impacted by a future development but by retaining the SNCI status it flags up there are still features and species of ecological importance that could be addressed as part of the development through mitigation or compensation measures. Removing the SNCI status would suggest these species and features are either no longer present or important which is not the case.”*

9. This is consistent with the Council’s original view and remains the preferred way forward. The Council asks that the Inspector consider the information provided within this note and whether it represents sufficient justification to maintain the currently proposed approach.