

Topic paper: Transport

December 2017

To accompany Guildford borough Submission Local Plan: strategy and sites



GUILDFORD
BOROUGH

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1. Purpose of this topic paper

- 1.1 This topic paper is one in a series, which sets out how we have developed the key strategy within the Guildford borough Submission Local Plan: strategy and sites document. Each topic paper will look at the relevant national and local policy and guidance that informs the Guildford borough Submission Local Plan: strategy and sites. Topic papers explain how the strategy has developed, in addition to the information, evidence and feedback that have informed the choices made in formulating the policies.
- 1.2 The intention of the topic papers is to provide background information; they do not contain any new policies, proposals or site allocations. Topic papers have been produced to accompany the Submission of the Local Plan to the Secretary of State for examination.
- 1.3 The preparation of the Guildford borough Submission Local Plan: strategy and sites (hereafter the 'Submission Local Plan') has involved the following stages subject to public consultation:
 - Guildford borough Local Plan Strategy and Sites Issues and Options (October 2013)
 - Draft Guildford borough Local Plan: strategy and sites (July 2014)
 - Guildford borough Proposed Submission Local Plan: strategy and sites (June 2016) (hereafter the 'Regulation 19 Local Plan (2016)')
 - Guildford borough Proposed Submission Local Plan: strategy and sites (June 2017) (hereafter the 'Regulation 19 Local Plan (2017)')
- 1.4 The areas covered by this topic paper are:
 - Policy context
 - Evidence base
 - Consultation representations
 - The transport planning workstream in the Local Plan-making process, and the Duty to Cooperate
 - Local Plan policy approach
 - Next steps

2. Policy context

National context

- 2.1 Our policies must be positively prepared, justified, effective and consistent with national policy and legislation. The [National Planning Policy Framework \(NPPF\) \(DCLG, March 2012\)](#) sets out the Government's planning policies for England and how these are expected to be applied, and is supported by [Planning Practice Guidance](#).
- 2.2 The NPPF includes a section on "Promoting sustainable transport". Various other paragraphs have a bearing on transport. Key extracts are set out in Appendix 1.
- 2.3 [Planning Practice Guidance](#) provides advice on the preparation of transport evidence bases in plan making and decision taking. It also contains guidance on travel plans, transport assessments and statements in decision-taking.
- 2.4 [A written statement to Parliament on planning in March 2015](#) has qualified the circumstances under which it is appropriate to set local parking standards for residential and non-residential development. The section of the statement on "Parking: helping local shops and preventing congestion" is set out in Appendix 2.
- 2.5 The Department of Transport's [DfT Circular 02/2013 The Strategic Road Network and the delivery of sustainable development \(Department for Transport, 10 September 2013\)](#) is relevant to plan making. The circular states that:
- “3. This document sets out the way in which the Highways Agency will engage with communities and the development industry to deliver sustainable development and, thus, economic growth, whilst safeguarding the primary function and purpose of the strategic road network.”
- 2.6 The circular advises that:
- “8. Development proposals are likely to be acceptable if they can be accommodated within the existing capacity of a section (link or junction) of the strategic road network, or they do not increase demand for use of a section that is already operating at over-capacity levels, taking account of any travel plan, traffic management and/or capacity enhancement measures that may be agreed. However, development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
9. However, even where proposals would not result in capacity issues, the Highways Agency's prime consideration will be the continued safe operation of its network.”
- 2.7 With regard to capacity enhancements of the Strategic Road Network, the circular states that:
- “18. Capacity enhancements and infrastructure required to deliver strategic growth should be identified at the Local Plan stage, which provides the best opportunity to consider development aspirations alongside the associated strategic infrastructure needs. Enhancements should not normally be considered as fresh proposals at the planning application stage. The Highways

Agency will work with strategic delivery bodies to identify infrastructure and access needs at the earliest possible opportunity in order to assess suitability, viability and deliverability of such proposals, including the identification of potential funding arrangements.

19. Where a potential capacity need is identified, this will be considered and weighed alongside environmental and deliverability considerations. Additional capacity may be considered in the context of the Highways Agency's forward programme of works, balancing the needs of motorists and other road users with wider impact on the environment and the local/regional community."

2.8 With regard to the provision of new accesses to the Strategic Road Network, the circular states that:

"39. Where appropriate, proposals for the creation of new junctions or direct means of access may be identified and developed at the Plan-making stage in circumstances where it can be established that such new infrastructure is essential for the delivery of strategic planned growth."

Local context

Neighbourhood Plans

2.9 Neighbourhood Planning enables Neighbourhood Forums and Parish Councils to develop a plan setting out a vision and planning policies for their designated neighbourhood area. Those 'Neighbourhood Plans' which are successfully adopted will form part of the statutory development plan for the area that they cover. Where a Neighbourhood Plan is adopted or emerging before an up-to-date Local Plan is in place, the local planning authority should take it into account when preparing Local Plan policies.

2.10 There is currently one adopted Neighbourhood Plan (Burpham), one emerging, post-examination Neighbourhood Plan (Effingham), and one progressing towards examination (East Horsley) within the borough. Six other Parish Councils are also currently producing Neighbourhood Plans.

2.11 The Burpham Neighbourhood Plan 2016 contains three transport policies:

- Policy B-T 1: Parking Standards
- Policy B-T 2c: Cycle Routes
- Policy B-T 2f: Foot Paths

2.12 We consider that these transport policies do not conflict with the Submission Local Plan.

2.13 The Burpham Neighbourhood Plan document also includes a number of transport-related "aspirational policies". These are:

- Policy B-AT 1: Improvements to Public Transport
- Policy B-AT 2: The Railway
- Policy B-AT 3: School Parking
- Policy B-AT 4: London Road Parade and Kingpost Parade Parking

- 2.14 We consider that these aspirational transport policies do not conflict with the Submission Local Plan.
- 2.15 The weight given to an emerging plan will depend on, among other things, the extent to which there are unresolved objections to the plan (NPPF paragraph 216). Therefore, an emerging neighbourhood plan will pick up weight once evidence of consultation is published and the level of unresolved objection is known. At time of writing, the Effingham Neighbourhood Plan has been through examination, which has resolved any remaining objections, and is progressing towards a referendum. The East Horsley neighbourhood plan is progressing towards examination and is accorded very little weight at this stage.
- 2.16 No policy conflicts have been identified between either emerging neighbourhood plan and the policy approach in the Submission Local Plan.
- 2.17 Further information on neighbourhood planning is available at <http://www.guildford.gov.uk/neighbourhoodplanninginformation>.

Local Transport Plan

- 2.18 Surrey County Council, as the statutory Local Transport Authority, has a duty to prepare and keep under review a Local Transport Plan (Transport Act 2000, as modified by the Local Transport Act 2008).
- 2.19 Surrey County Council's current Local Transport Plan is called the "[Surrey Transport Plan](#)". The Surrey Transport Plan is the third Local Transport Plan for the county. The Surrey Transport Plan has been produced as a modular web-based resource.
- 2.20 The overarching vision of the Surrey Transport Plan is:
- "To help people to meet their transport and travel needs effectively, reliably, safely and sustainably within Surrey; in order to promote economic vibrancy, protect and enhance the environment and improve the quality of life."
(Surrey County Council, December 2016)
- 2.21 Based on this vision there are four objectives for the Surrey Transport Plan.
- Effective transport: To facilitate end-to-end journeys for residents, business and visitors by maintaining the road network, delivering public transport services and, where appropriate, providing enhancements.
 - Reliable transport: To improve the journey time reliability of travel in Surrey.
 - Safe transport: To improve road safety and the security of the travelling public in Surrey.
 - Sustainable transport: To provide an integrated transport system that protects the environment, keeps people healthy and provides for lower carbon transport choices.
(Surrey County Council, December 2016)
- 2.22 The Surrey Transport Plan comprises modules on the overarching vision and objectives, problems and challenges, strategies on various topics such as congestion, air quality and travel planning, indicators and targets, implementation and finance and environmental and equality assessments.

- 2.23 Surrey County Council considers that the modular, web-based structure of the Surrey Transport Plan allows its various strategies and implementation programmes to be prepared and/or revised to different timescales. Only where necessary were strategies prepared or updated for the first issue of the Surrey Transport Plan in April 2011, when the Surrey Transport Plan replaced the second Local Transport Plan. (See section 2 of the Surrey Transport Plan: Introduction (Surrey County Council, October 2017).
- 2.24 In this vein, Surrey County Council proposes to prepare and then adopt a “Guildford Borough Local Transport Strategy and Forward Programme” in due course.
- 2.25 In the interim, a [Surrey County Council officer report](#) with an accompanying “Guildford Borough Draft Local Transport Strategy & Forward Programme – Part A” – comprising [a main document](#) and [an annex](#) – was considered by the Guildford Local Committee on 26 November 2014. The Guildford Local Committee reviews issues and makes decisions on aspects of Surrey County Council’s activities that might affect Guildford borough. It comprises the ten Surrey County Councillors in the borough of Guildford and an equal number of Guildford Borough Councillors.
- 2.26 The Surrey County Council officer report stated that (p.249):
- “The Guildford Local Transport Strategy and Forward Programme is being developed in phases:
- Part A: identifies existing local infrastructure and challenges on the network
- Part B: will include mitigation measures to address current problems identified in Part A and the impacts of future development growth which may have an impact on the transport networks.”
- 2.27 The report also indicated that Surrey County Council propose to update Part A and prepare Part B following the adoption of a new Local Plan by Guildford Borough Council.

3. Evidence base

- 3.1 The NPPF (paragraph 158) requires us to develop policies based on up to date evidence. Our evidence base comprises documents that have helped inform past and current stages of our Local Plan policy development and emerging evidence that will help inform future development of policies for the Local Plan.
- 3.2 This section gives an overview of the transport evidence base documents which are supporting documents to the Submission Local Plan.

Key integrative documents in transport evidence base

- 3.3 There are three integrative transport evidence base documents. These are described below.

Guildford Borough Transport Strategy

- 3.4 The [Guildford Borough Transport Strategy 2017 \(Guildford Borough Council, December 2017\)](#) is an up-to-date and forward-looking strategy which proposes a programme of schemes covering all modes of surface transport in the borough. This is the fourth issue of this document, following the third issue in June 2017 and the second issue in June 2016.
- 3.5 The strategy draws together information from a variety of sources, including from the forward plans of transport infrastructure and service providers and funders and the Council's own transport evidence base.
- 3.6 The transport strategy is consistent with the Submission Local Plan. The key 'committed' and 'anticipated' transport schemes in the transport strategy, on which we consider the delivery of planned growth will depend, have been written into the Submission Local Plan in the Appendix C Infrastructure Schedule.
- 3.7 'Aspirational' schemes which we consider are appropriate to promote at this time are also included in the transport strategy.
- 3.8 The Guildford Borough Transport Strategy has and will be used to support bids to Government, the Enterprise M3 Local Enterprise Partnership and other parties for investment in the borough. The transport strategy demonstrates to funders and stakeholders that the Council has a clear and ambitious strategy and programme of schemes for delivery with partners.
- 3.9 The Council will keep the transport strategy under review and revise it when it is expedient to do so.
- 3.10 The Guildford Borough Transport Strategy 2017 (December 2017) and/or future revisions of the document – as well as the Submission Local Plan and the latest version of the Guildford borough Infrastructure Delivery Plan – will inform Surrey County Council's "Guildford Borough Local Transport Strategy and Forward Programme" as and when this is prepared, revised and adopted (see paragraphs 2.24-2.27 above).

- 3.11 Following the future preparation and adoption by Surrey County Council of a Guildford Borough Local Transport Strategy and Forward Programme, Guildford Borough Council might review whether or not it will continue to maintain its Guildford Borough Transport Strategy.
- 3.12 Appendix 3 contains a report to the Council's Executive on 19 April 2016 which describes the background and rationale for the preparation of the first issue of the transport strategy (section 3 of that report) and sources of information (section 4 of that report).

Strategic Highway Assessment Report: Guildford Borough Proposed Submission Local Plan “June 2016” and addendum

- 3.13 The [Strategic Highway Assessment Report: Guildford Borough Proposed Submission Local Plan “June 2016” \(Surrey County Council, June 2016\)](#) (hereafter the SHAR 2016) is a technical report on the strategic highway assessment of the spatial strategy in the Regulation 19 Local Plan (2016).
- 3.14 This followed and built on earlier assessments, but was different in that, firstly, it assessed the growth scenario that represents the spatial strategy in the Regulation 19 Local Plan (2016), and secondly, it assessed the mitigation provided by key highway schemes from the programme of transport schemes that were considered necessary for the delivery of the Regulation 19 Local Plan (2016).
- 3.15 The Regulation 19 Local Plan (2017) contains significant changes from the Regulation 19 Local Plan (2016). These include changes to both proposed site allocations forming the spatial strategy and to the programme of transport schemes.
- 3.16 Guildford Borough Council prepared an addendum to the SHAR 2016; the [Addendum to Guildford Borough Proposed Submission Local Plan “June 2016” Strategic Highway Assessment Report: High level review of potential traffic impacts of key changes in the Guildford borough Proposed Submission Local Plan: strategy and sites \(Guildford Borough Council, June 2017c\)](#). This high-level review considered the potential changes to traffic impacts – from those reported in the SHAR 2016 – which are expected as a result of the key changes made to the proposed site allocations and to the programme of transport schemes as identified in the Regulation 19 Local Plan (2017). (Please note that the addendum uses the term ‘Draft Local Plan 2016’ and ‘Draft Local Plan 2017’ to refer to the ‘Regulation 19 Local Plan (2016)’ and the ‘Regulation 19 Local Plan (2017)’ respectively.)
- 3.17 This concludes that (p.2):

“The key changes made to proposed site policies and to the programme of transport schemes in the Draft Local Plan, as identified in the Draft Local Plan 2017, are not considered likely to change the conclusions of the SHAR 2016 that:

- “The results show that for Scenario 5, which represents the quantum and distribution of development proposed in the Proposed Submission Local Plan together with the key highway schemes, there will not be a severe impact on the local and strategic highway network” (p.62), and that,
- “Nevertheless, the results of this assessment indicate that should the RIS schemes not be forthcoming then the residual cumulative impact of

the Proposed Submission Local Plan on the highway network could be considered severe” (p.63).
(Guildford Borough Council, 2017c: p.2)

Study of Performance of A3 Trunk Road Interchanges in Guildford Urban Area to 2024 Under Development Scenarios

- 3.18 The [Study of Performance of A3 Trunk Road Interchanges in Guildford Urban Area to 2024 Under Development Scenarios \(Mott MacDonald, December 2017\)](#) assesses the impacts of mainline queuing resulting from blocking back of traffic exiting at diverge junctions in the peak periods, the operation of merging and diverging at junctions in the peak periods, and impact on peak spreading. The year 2024 is the earliest date for the start of construction of the A3 Guildford scheme.
- 3.19 The testing shows that at the Cathedral (Egerton Road / The Chase) and Dennis (A322 / A25) interchange junctions, the addition of Submission Local Plan trips would result in minimal impact on queuing on the A3 off-slip road, with the queue not stretching back onto the A3 main carriageway. At the A3 Stoke (Woking Road) interchange junction, significant queuing already occurs on the off-slip but with Submission Local Plan trips added in 2024, the queue length is shown to increase by only 1-2 vehicles.
- 3.20 At the University (Egerton Road) interchange junction, queuing on the A3 off-slip already backs up onto the A3 main carriageway for one hour or more in the morning peak period. This congestion is a direct result of insufficient capacity at the signalised crossroads immediately west of the A3 slip road roundabout (Tesco roundabout). Testing shows that the queue back from the crossroads would only increase by less than one vehicle in the morning peak hour with Submission Local Plan trips, so this should not result in a significant increase in queuing on the A3 off-slip.
- 3.21 The impact of the additional Submission Local Plan traffic in 2024 on the merge and diverge layouts of the A3 interchange junctions has also been assessed. No changes in the required layout (according to the standard TD22/06 Layout of Grade Separated Junctions) are shown to be required with the Submission Local Plan trips.
- 3.22 The issue of peak spreading on the A3 has been considered. With the low volumes of traffic predicted to use the A3 interchange junctions due to the Submission Local Plan sites, there should be no impact on peak spreading or no need for peak spreading to occur to accommodate these trips.
- 3.23 The overall conclusion of the report is that traffic from the Submission Local Plan allocations up to 2024 would not have a significant detrimental impact on the operation of the A3 through the Guildford urban area. In addition, the proposed improvements at the University interchange junction, if implemented, should have major benefits in preventing queuing on the off-slip extending back onto the A3 northbound main carriageway.

Wider transport evidence base and other evidence base relating to transport impacts

- 3.24 The Submission document list includes a number of other reports and data comprising the 'Transport' evidence base. Given the impacts of transport activities on various environmental receptors, the evidence on air quality and noise under 'Protecting and Design' are also relevant.
- 3.25 Further information on the Council's evidence base is available on the Council's website at: www.guildford.gov.uk/evidencebase.

4. Consultation representations

- 4.1 The preparation of the Submission Local Plan has involved the following stages subject to public consultation:
- Guildford borough Local Plan Strategy and Sites Issues and Options (October 2013)
 - Draft Guildford borough Local Plan: strategy and sites (July 2014)
 - Guildford borough Proposed Submission Local Plan: strategy and sites (June 2016) (referred to as the 'Regulation 19 Local Plan (2016)' in this topic paper)
 - Guildford borough Proposed Submission Local Plan: strategy and sites (June 2017) (referred to as the 'Regulation 19 Local Plan (2017)' in this topic paper)
- 4.2 The consultations have been undertaken in accordance with The Town and Country Planning (Local Planning) (England) Regulations 2012, with the 2013 and 2014 consultations under Regulation 18 and the 2016 and 2017 consultations under Regulation 19.
- 4.3 The Draft Guildford borough Local Plan: strategy and sites (July 2014) did not contain an equivalent policy to Policy I2/ID2 Supporting the Department for Transport's "Road Investment Strategy" as contained in the Regulation 19 Local Plan (2016) and Regulation 19 Local Plan (2017).
- 4.4 Comments received as part of the consultation stages have been taken into account in the preparation of the new Local Plan. The main issues raised in all four consultations, together with our response, are set out in the [Consultation Statement](#).

5. The transport planning workstream in the Local Plan-making process, and the Duty to Cooperate

- 5.1 This section describes the transport planning workstream in the Local Plan-making process, with a focus on the Council's duty to cooperate. It demonstrates that through this workstream, which addresses the strategic cross boundary issues of transport and infrastructure, the Council has engaged constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation.
- 5.2 The Topic Paper: Duty to Cooperate (Guildford Borough Council, December 2017) contains a similar section.
- 5.3 As the local planning authority, we are required by the NPPF to work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development (paragraph 31). We are also required to set out strategic policies to deliver transport infrastructure in our new Local Plan (paragraph 156). The NPPG states (Reference ID: 12-018-20140306) that:

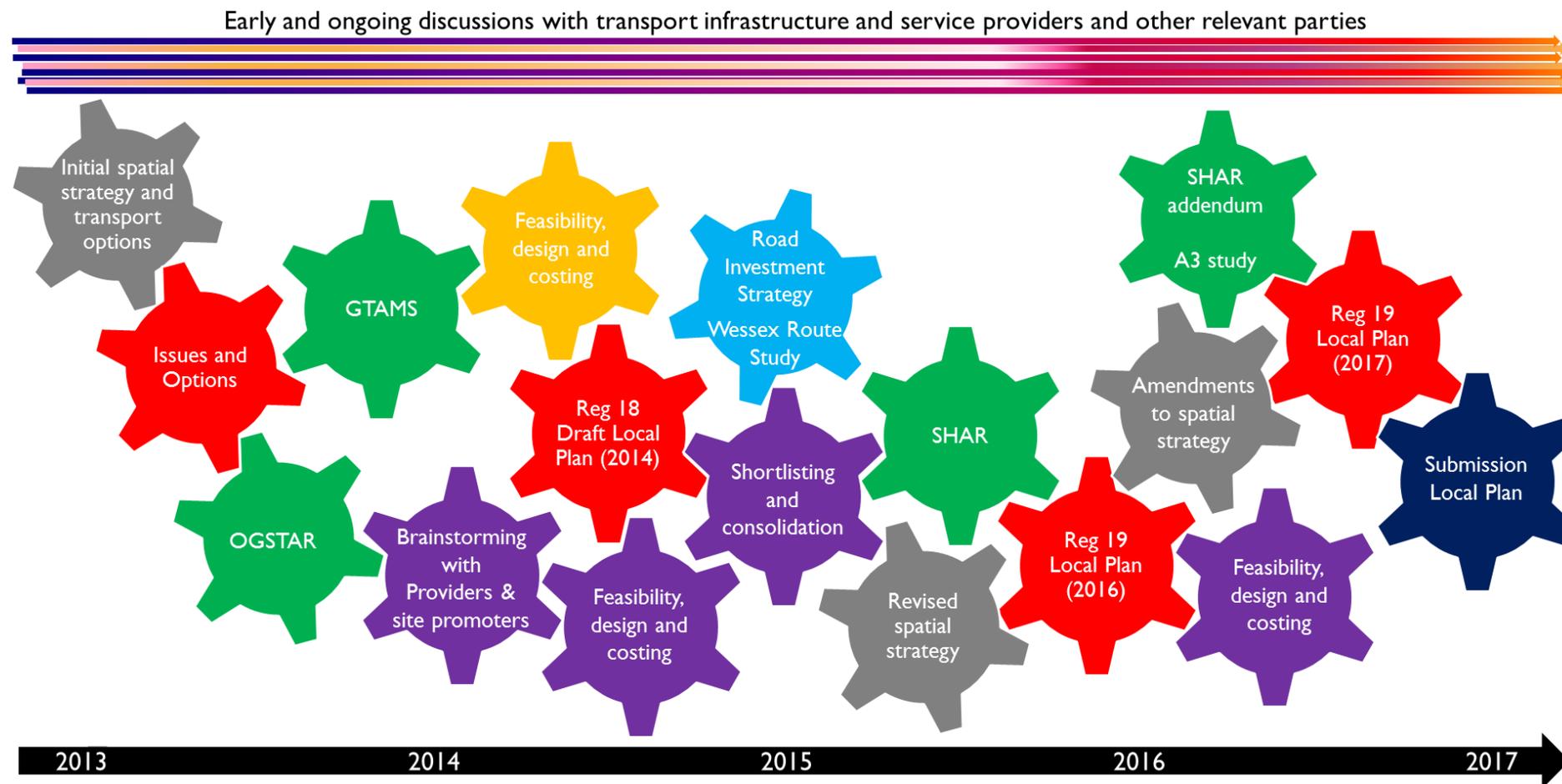
“Early discussion with infrastructure and service providers is particularly important to help understand their investment plans and critical dependencies. The local planning authority should also involve the Local Enterprise Partnership at an early stage in considering the strategic issues facing their area, including the prospects for investment in infrastructure.

The Local Plan should make clear, for at least the first 5 years, what infrastructure is required, who is going to fund and provide it, and how it relates to the anticipated rate and phasing of development. This may help in reviewing the plan and in development management decisions. For the later stages of the plan period less detail may be provided as the position regarding the provision of infrastructure is likely to be less certain. ...

Where the deliverability of critical infrastructure is uncertain then the plan should address the consequences of this, including possible contingency arrangements and alternative strategies. The detail concerning planned infrastructure provision can be set out in a supporting document such as an infrastructure delivery programme that can be updated regularly. However the key infrastructure requirements on which delivery of the plan depends should be contained in the Local Plan itself.”

- 5.4 Figure 1 is a simplified representation of the transport planning workstream in the Local Plan-making process. Joint working and cooperation has informed each and every stage of this process, as described below. Within our Planning Policy Team, we have a Principal Transport Planner who is responsible for coordinating and managing cooperation on transport planning matters with the relevant authorities and transport infrastructure and service providers.

Figure 1: Simplified representation of transport planning workstream in the Local Plan-making process



Key

-  Spatial strategy and transport strategy optioneering
-  Key strategic highway assessments and studies
-  Key stages of scheme identification and rationalisation
-  Inputs from key national/regional transport strategies/plans
-  Formal stages of public consultation

Early and ongoing discussion with transport infrastructure and service providers and other relevant parties

- 5.5 We have worked with the following transport infrastructure and service providers across the Local Plan-making period from 2012:
- Surrey County Council – as Local Highway Authority is responsible for maintenance and improvement of adopted local roads, including footways, which collectively comprise the Local Road Network (LRN), the management and improvement of the Rights of Way network, as Local Transport Authority is responsible for transport policy and initiatives through the Surrey Transport Plan, which is the county's third Local Transport Plan (LTP3), and is a statutory consultee on planning matters and negotiates improvements to the LRN to mitigate the impacts of development.
 - Highways England – as Strategic Highways Company is the Highway Authority responsible for the A3 trunk road and M25 motorway within the borough as part of the nationwide Strategic Road Network (SRN).
 - Network Rail – as the owner and operator of the railway infrastructure in the borough and beyond.
 - The train operating companies (the franchise operators) South Western Railway and Great Western Railway, and previously the former franchise operator South West Trains – responsible for operating the principal rail services and managing the rail stations in the borough.
 - Bus and community transport operators, principally Stagecoach, Arriva and Safeguard – provide bus services across the borough and beyond.
- 5.6 Supplementing other meetings and working with neighbouring borough and district councils, we have specifically met to discuss transport matters with Waverley Borough Council, Woking Borough Council, Rushmoor Borough Council and Mole Valley District Council.
- 5.7 We have also worked closely with the Enterprise M3 Local Enterprise Partnership (LEP), meeting in various forums and specifically to discuss transport matters.
- 5.8 Our most frequent interactions have been with the two highway authorities responsible for roads within the borough, Surrey County Council and Highways Agency/Highways England, meeting them both individually and together throughout the process. For instance, at the start of this Local Plan-making process, we met both highways authorities in October 2012 to discuss both the emerging findings from the first strategic highway assessment study of spatial strategy options and also potential mitigation.
- 5.9 To advance cooperation, the Council has initiated and organised a number of regular working groups which consider transport matters, as follows:
- We convened a regular Transport for Guildford Partnership meeting for several years until May 2013, which included representatives of both Surrey County Council and the Highways Agency.
 - Representatives of both Surrey County Council and the Highways Agency sat on the Steering Group for the Council's Guildford Town and Approaches Movement Study (GTAMS) in 2013/14.
 - Regular meetings of the Guildford Joint Infrastructure Group (JIG) were established in November 2014, involving representatives of the Council, Surrey County Council and Highways Agency/Highways England, and have continued to the present. Since November 2016, the Enterprise M3 LEP,

Network Rail, Waverley Borough Council and Woking Borough Council have also attended the Guildford JIG. The expansion of the group responded to a request from Highways England in 2016 to incorporate within the Guildford JIG the scope of its then regular 'A3 Strategic Group' stakeholder meeting. This former stakeholder meeting had involved Highways England engaging collectively with relevant authorities and transport providers to discuss its progress in developing the A3 Guildford scheme, as mandated by the Government's Road Investment Strategy: for the 2015/16 – 2019/20 Road Period (Department for Transport, March 2015), and also targeted improvement schemes.

- Regular meetings of the Guildford-Surrey Board were established in 2013. This group brings together lead councillors and senior officers from Guildford Borough Council and Surrey County Council, the Enterprise M3 LEP, and other relevant public service agencies to progress shared strategic priorities, including with respect to transport matters. This group has considered matters including the Guildford Borough Transport Strategy, the improvement of the A3 trunk road and various transport schemes supported by the LEP.

5.10 The Council has also actively engaged with a number of externally-organised working groups and third party transport projects, including:

- Since 2012, we have represented the seven borough and district councils in the west of Surrey, which fall within the Enterprise M3 LEP area on the LEP's Transport Action Group. Surrey County Council, Highways Agency/Highways England, Network Rail, South West Trains and Stagecoach are represented on this group.
- We were represented on a stakeholder group for Surrey County Council's Surrey Rail Strategy.
- We have also attended stakeholder events convened by Highways England, Network Rail, South West Trains, Great Western Railway and South Western Railway.

5.11 The following sub-sections provide more detail on the working arrangements and interactions with the transport infrastructure and service providers and other relevant parties.

Spatial strategy and transport strategy optioneering

5.12 The Council's spatial development strategy addresses the development needs of the borough and where that development should be focused, actively managing patterns of growth to make the fullest possible use of public transport, walking and cycling, and focusing significant development in locations which are or can be made sustainable. The promotion of sustainable transport has been a key consideration in setting the spatial development strategy.

5.13 In producing a new Local Plan for its area, Guildford Borough Council as the local planning authority is required to allocate sites for development (NPPF, paragraph 157) and to assess the quality and capacity of infrastructure for transport and its ability to meet forecasts (NPPF, paragraph 162).

5.14 Across the Local Plan-making period, and in particular in 2014–2016, the Council, working with the transport infrastructure and service providers and other relevant parties, identified the potential transport schemes on which it was considered the

delivery of the emerging draft Local Plan depends, including to mitigate the principal transport impacts of proposed planned growth.

- 5.15 It is important to recognise that the Submission Local Plan's spatial strategy and key infrastructure schemes, as included in the Infrastructure Schedule at Appendix C, have been planned together and are interdependent in various ways. In short, the spatial strategy as proposed is dependent on the key infrastructure schemes as proposed.
- 5.16 We consider that the transport schemes included in the Infrastructure Schedule, as well as the requirements with respect to transport schemes in site policies, are deliverable and based on effective joint working on cross boundary strategic priorities.

Key strategic highway assessments and studies

- 5.17 Working with Surrey County Council's Transport Studies Team, we have undertaken a series of strategic highway assessments:
- Guildford Borough Preliminary Growth Scenarios Transport Assessment Report (Surrey County Council, 2013)
 - Guildford Borough Council Local Plan: Options Growth Scenarios Transport Assessment Report (Surrey County Council, 2014) (hereafter OGSTAR 2014)
 - Guildford Borough Proposed Submission Local Plan "June 2016": Strategic Highway Assessment Report (Surrey County Council, 2016) (hereafter SHAR 2016)
- 5.18 The 2013 and 2014 studies assessed the traffic impacts of potential Local Plan growth scenarios and identified 'hotspots' on LRN and SRN which would be adversely impacted, in the absence of mitigation.
- 5.19 The 2016 study, the SHAR 2016, is a technical report on the strategic highway assessment of the spatial strategy in the Regulation 19 Local Plan (2016). This followed and built on the earlier assessments, but was different in that, firstly, it assessed the growth scenario that represents the spatial strategy in the Regulation 19 Local Plan (2016), and secondly, it assessed the mitigation provided by key highway schemes from the programme of transport schemes that were considered necessary for the delivery of the Regulation 19 Local Plan (2016).
- 5.20 In its representation of 18 July 2016 on the Regulation 19 Local Plan (2016), Highways England raised concerns, including that the SHAR 2016 was deficient.
- 5.21 Following a meeting in September 2016 to discuss these concerns, including exploring the approach that had been taken in the Regulation 19 Local Plan (2016) and its evidence base, Highways England withdrew its representations and supplanted these with new advice and commentary (see Highways England letter dated 5 October 2016). In relation to the SHAR 2016, Highways England (5 October 2016: p.2) stated that:

"As a result of clarification provided by Guildford Borough Council and Surrey County Council and the conditional requirements of delivery for key sites, Highways England's concerns regarding the Strategic Highways Assessment are not a matter of soundness, therefore we formally withdraw the

representation. Work is ongoing between Surrey County Council and Highways England to resolve any outstanding issues around modelling. This will continue up to the beginning of any subsequent hearing and beyond with outcomes likely being used to inform update to the Infrastructure Delivery Plan supporting the Local Plan.”

- 5.22 Further evidence has been published as part of the evidence base accompanying the Submission Local Plan. This takes the form of the [Study of Performance of A3 Trunk Road Interchanges in Guildford Urban Area to 2024 Under Development Scenarios \(Mott MacDonald, December 2017\)](#), the earliest date for the start of construction of the A3 Guildford scheme. This study assesses the impacts of mainline queuing resulting from blocking back of traffic exiting at diverge junctions in the peak periods, the operation of merging and diverging at junctions in the peak periods, and the impact on peak spreading. This responds to the issues raised by Highways England in 2016 on the SHAR 2016. Highways England and Surrey County Council are aware of this study and were provided with the scope of the study. However, neither highway authority has yet reviewed the study and its conclusions but we are confident that the report addresses the issues that Highways England raised in their consultation responses, including in 2016 on the SHAR 2016.
- 5.23 It is relevant to note that Guildford Borough Council has not considered it practicable to utilise Highways England’s Paramics microsimulation model of the A3 Guildford for the Local Plan-making process. This is because Highways England has not allowed direct access to this model to either the Council or Surrey County Council. The Highways Agency initiated development work on the model at least from 2013. The model is presently being used by Highways England to develop the A3 Guildford scheme as mandated by the Road Investment Strategy: for the 2015/16 – 2019/20 Road Period (Department for Transport, March 2015) (scheme SRN2 in the Submission Local Plan). It is also being used by Highways England to develop the targeted improvement schemes for the Guildford section of the A3 (schemes SRN7 and SRN8).
- 5.24 The Regulation 19 Local Plan (2017) contained significant changes from the Regulation 19 Local Plan (2016). This included changes to both proposed site allocations forming the spatial strategy and to the programme of transport schemes. Accordingly, Guildford Borough Council prepared an addendum to the SHAR 2016; the [Addendum to Guildford Borough Proposed Submission Local Plan “June 2016” Strategic Highway Assessment Report: High level review of potential traffic impacts of key changes in the Guildford borough Proposed Submission Local Plan: strategy and sites \(Guildford Borough Council, June 2017\)](#). This high-level review considered the potential changes to traffic impacts – from those reported in the SHAR 2016 – which are expected as a result of the key changes made to the proposed site allocations and to the programme of transport schemes as identified in the Regulation 19 Local Plan (2017). As the overall quantum of planned development of homes, office and research and development floorspace, industrial employment land, and comparison retail floorspace was reduced from the Regulation 19 Local Plan (2016) to the Regulation 19 Local Plan (2017), the overall number of new vehicle trips resulting from the planned development of these land uses was expected to be lower than previously forecast in the SHAR 2016. Surrey County Council agreed Guildford Borough Council’s approach to preparing an addendum to the SHAR 2016 and its Transport Studies Team reviewed a draft of the addendum. Highways England were apprised of the approach and advised that ‘as policies are not significantly changing [in the Regulation 19 Local Plan (2017)], there is unlikely to be a need to update substantially the SHA [SHAR 2016].’ (Email dated 8 March 2017).

5.25 The Guildford Town and Approaches Movement Study (Arup, March 2015) (hereafter GTAMS) was also a key strategic study that has informed the Local Plan-making process. The aim of the study was to develop a recommended long-term movement strategy to 2050 for the town of Guildford. The Council and its consultant Arup also worked closely with both Surrey County Council and the then Highways Agency. The then chairman of the Guildford Local Committee, a Surrey County Councillor, and senior officers from both Surrey County Council and the then Highways Agency sat on the study's Steering Group. Surrey County Council officers also facilitated the use of the SINTRAM strategic highway model by Arup.

Key stages of scheme identification and rationalisation, including inputs from key national/regional transport strategies/plans

5.26 As stated earlier, across the Local Plan-making period from 2012, and in particular in 2014–2016, the Council, working with the transport infrastructure and service providers and other relevant parties, identified the potential transport schemes on which it was considered the delivery of the emerging draft Local Plan depends, including to mitigate the principal transport impacts of proposed planned growth.

5.27 Potential schemes were identified from sources including:

- Meetings and workshops with Surrey County Council to identify the highway schemes which could increase highway capacity and improve road safety at the 'hotspots' identified in the OGSTAR 2014 strategic highway assessment study, and potential rail, bus and active mode schemes which could provide mitigation.
- Meetings with Highways Agency/Highways England to discuss potential highway schemes on or affecting the SRN including complementary schemes on the LRN, and potential rail, bus and active mode schemes which could provide mitigation.
- Surrey Transport Plan strategies and other components (Surrey County Council, various dates from 2011 onwards)
- Recommended strategy from the Surrey Rail Strategy Report (Arup, September 2013), including improvement schemes for the North Downs Line, the confirmation of the business case for new rail stations at Park Barn and Mellow, and the identification of further capacity upgrades on the South West Main Line.
- Recommended strategy from the Surrey Future Congestion Programme 2014 (Surrey County Council et al. 2014) including schemes for Guildford Gyratory Improvements, Guildford A3 Strategic Corridor Improvements, and Guildford Hub Transport Improvements.
- Recommended strategy from the Guildford Town and Approaches Movement Study (Arup, March 2015 and earlier version), including the Sustainable Movement Corridor, and new rail stations at Park Barn and Mellow.
- Schemes in the draft Guildford Borough Transport Strategy and Implementation programme (Surrey CC, January 2014) and later Guildford Borough Draft Local Transport Strategy & Forward Programme – Part A (Surrey County Council, November 2014)
- The Enterprise M3 Strategic Economic Plan – 2014-2020 (Enterprise M3 Local Enterprise Partnership, March 2014)

- Wessex Route Study (Network Rail, August 2015) and earlier draft for consultation dated November 2014, supplemented by discussions with Network Rail, including schemes for Guildford platform capacity, Portsmouth Direct Line improvements, and electrification of the North Downs Line.
- Road Investment Strategy: for the 2015/16 - 2019/20 Road Period (Department for Transport, March 2015) and an earlier version dated December 2014.
- Surrey Infrastructure Study (Aecom, January 2016)

5.28 Identified potential schemes were assessed and prioritised including through discussions in workshops and meetings, and in studies, including in GTAMS and also a bespoke assessment of options for new A3 slips roads using a demand scenario from OGSTAR 2014.

5.29 The assessment of deliverability for each scheme included consideration of its necessity, fit with policy and requirements, and ability to secure financing and funding.

5.30 It is important to note that schemes identified and promoted in key national/regional transport strategies/plans are key to the Local Plan-making process, and the deliverability of the Local Plan, specifically:

- SRN schemes in and impacting Guildford borough identified in the Road Investment Strategy: for the 2015/16-2019/20 Road Period (Department for Transport, March 2015), which are referenced in the Submission Local Plan as:
 - SRN2 'A3 Guildford (A320 Stoke interchange junction to A31 Hog's Back junction) 'Road Investment Strategy' scheme (E31)'
 - SRN3 'M25 Junction 10/A3 Wisley interchange 'Road Investment Strategy' scheme (E16)'
 - SRN5 'M25 Junctions 10-16 'Road Investment Strategy' scheme (E15)'.
- Rail schemes in and impacting Guildford borough in the Wessex Route Study (Network Rail, August 2015), which inform the following schemes referenced in the Submission Local Plan as:
 - NR1 'Guildford rail station capacity and interchange improvements'
 - NR4 'Electrification of North Downs Line, facilitating increased service frequency'
 - NR5 'Portsmouth Direct Line improvements (together with South West Main Line Peak Demand improvements'.

5.31 The participation of the transport infrastructure and service providers, the Enterprise M3 LEP and neighbouring authorities in the Local Plan-making process has, in turn, helped to inform their forward plans. In particular:

- The inclusion of the A3 Guildford scheme and M25 Junction 10/A3 Wisley interchange schemes in the Road Investment Strategy: for the 2015/16 – 2019/20 Road Period (Department for Transport, March 2015).
- The M25 to Solent Route Strategy (Highways England, March 2017: p.22) recognises the north facing junctions to the A3 proposed at the A247 Burnt Common interchange (schemes referenced SRN9 and SRN10), noting that *'Opportunities have also been identified to the north of Guildford for... the introduction of north-facing slips at the A3/A247 at Ripley to support local plan aspirations and relieve some pressure on local roads accessing the A3 at Guildford.'*

- The Wessex Route Study (Network Rail, August 2015) proposes a ‘Guildford platform capacity’ scheme and notes that new stations at Merrrow and Park Barn were proposed by respondees to the consultation on its draft.

5.32 We have followed up Highways England, Network Rail and the Department for Transport in respect of the national/regional schemes that they are charged with developing, or commissioning in the case of the Department. With respect to the ‘Guildford platform capacity’ scheme, in agreement with Network Rail, we made an allocation in site Policy A8 ‘Land west of Guildford railway station, Guildford Park Road, Guildford’, in the Regulation 19 Local Plan (2017), as follows: *“This site is allocated for a ‘Guildford platform capacity’ scheme involving additional platforms and layout changes at Guildford railway station as proposed in the Wessex Route Study.”*

5.33 We have also met with both Highways England and Network Rail to discuss the schemes that would be delivered on their networks through the realisation of the Submission Local Plan, and wholly or principally funded by developers or funders. Specifically:

- We have met with Network Rail to progress the investigation of the two new railway stations proposed in the Submission Local Plan.
- We have also met with Network Rail, Surrey County Council and the promoter of the Gosden Hill Farm site to discuss the feasibility and timescales for the construction of the Guildford East (Merrow) railway station.
- For the Regulation 19 Local Plan (2017), in agreement with Network Rail, we proposed the addition of an allocation for the new rail station at Guildford West (Park Barn). This is site Policy A59 ‘New rail station at Guildford West (Park Barn)’, and is located adjacent to the Royal Surrey County Hospital. We have discussed this with Network Rail and the Royal Surrey County Hospital.
- We have met with Highways England to discuss the north facing junctions to the A3 proposed at the A247 Burnt Common interchange in the Regulation 19 Local Plan (2016) and subsequently. These are the schemes referenced SRN9 and SRN10 in the Infrastructure Schedule at Appendix C of the Submission Local Plan. Highways England has indicated that, in Local Plan-making terms, it has no objection to the new slips in principle subject to various caveats. These are that the promoter of the scheme be able to demonstrate that there is no adverse impact to the safety of the A3 and its users including compliance with the Design Manual for Roads and Bridges, a positive business case including affordability, all necessary consents can be secured, and all related design and construction works including commuted sums can be funded. Guildford Borough Council considers that schemes SRN9 and SRN10, allocated in site Policy A43a, are deliverable. Work is ongoing to demonstrate the Council’s position.

5.34 It is also noteworthy that we have prepared and published four issues of the Guildford Borough Transport Strategy, starting with the first issue in April 2016. This sets out a programme of schemes covering all modes of surface transport in the borough and beyond. For the preparation of the first issue of the strategy, a draft was sent to adjoining local authorities, Surrey County Council, Highways England, Network Rail, South West Trains and Great Western Railway for review and comment. This process of informal consultation with partners was repeated in the preparation of the June 2017 version of the strategy. The Guildford Borough Transport Strategy 2017 (Guildford Borough Council, December 2017), which is the fourth issue of the document, is transport evidence base supporting the Submission Local Plan.

Formal stages of public consultation

- 5.35 An overview of formal stages of public consultation is given in section 4.
- 5.36 In the context of the transport planning workstream, and the Council's duty to cooperate, the formal stages of public consultation elicited representations from prescribed bodies, including the neighbouring councils, and other transport infrastructure and service providers and relevant parties, on issues and options, strategic priorities, strategic policies and site policies, amongst other matters, including relating to the spatial strategy and transport challenges and opportunities in Guildford borough and beyond. We also received a significant volume of comment from the public, developers and other parties. The Council has reviewed all duly made representations and the main issues have informed the Council's Local Plan-making process, including the transport planning workstream.
- 5.37 We have followed up and have addressed, or are in the process of addressing, main issues raised by the prescribed bodies and other key organisations. See Appendices 5 and 7 in the Topic Paper: Duty to Cooperate (Guildford Borough Council, December 2017).
- 5.38 Our meetings, communications, involvement in studies and other cooperation has informed the preparation of the Submission Local Plan, including:
- Policy ID1: Infrastructure and delivery
 - Policy ID2: Supporting the Department for Transport's "Road Investment Strategy"
 - Policy ID3: Sustainable transport for new developments
 - Numerous site policies, specifically requirements for transport schemes and mitigation and also potential opportunities
 - Appendix C: Infrastructure Schedule, which sets out the key infrastructure requirements on which the delivery of the plan depends.
- 5.39 Section 6, which follows, explains the approach that we have taken in drafting the principal transport-related policy elements of the Submission Plan, namely policies ID1, ID2, ID3 and the Infrastructure Schedule.
- 5.40 There is significant crossover between the schemes included in the Infrastructure Schedule and requirements for transport schemes and mitigation included in various site policies. The Topic Paper: Housing Delivery (Guildford Borough Council, December 2017) provides further explanation of the approach that we have taken in drafting some of the key transport-related requirements included in the site policies.

6. Local Plan policy approach

- 6.1 This section explains the approach that we have taken in drafting the principal transport-related policy elements of the Submission Local Plan, namely policies ID1, ID2, ID3 and the Infrastructure Schedule. This involves drawing from the policy context, evidence base and consultation representations.

Policy ID2: Supporting the Department for Transport's "Road Investment Strategy"

- 6.2 This policy was first prepared for the Regulation 19 Local Plan (2016), and proposed changes were made in the Regulation 19 Local Plan (2017). The Draft Guildford borough Local Plan: strategy and sites (July 2014) did not contain an equivalent policy.
- 6.3 The Infrastructure Act 2015 became law in February 2015. This Act enables the Secretary of State to appoint one or more strategic highways companies as highway authority or highway authorities for the whole or any part of the Strategic Road Network in England. The Act sets out the arrangements for the functions, exercise of functions and oversight of a strategic highway company.
- 6.4 With regard to functions, the Secretary of State sets a Road Investment Strategy (RIS) for a strategic highway company for such period as he considers appropriate. The RIS sets the objectives to be achieved by the strategic highway company during the period to which it relates and the financial resources to be provided to the company. The Secretary of State can vary a RIS which has already been set. The Secretary of State and the strategic highway company must comply with the RIS.
- 6.5 From time to time, the Secretary of State must direct the strategic highway company to prepare proposals for the management and development of particular highways in respect of which the company is appointed ("a route strategy").
- 6.6 Highways England, a Government-owned company, was appointed as a strategic highway company, which came into force on 1 April 2015. Highways England replaced the Highways Agency.
- 6.7 The former Highways Agency and then Highways England prepared a first suite of Route Strategies in 2013/14-2014/15, including for the M25 to Solent (A3 and M3) route (Highways England, April 2015). (Highways England has recently published a new set of Route Strategies, including for the M25 to Solent, which "builds upon the analysis underpinning the first set of Route Strategies" and will "help inform the next RIS" (Highways England, March 2017: p.2).
- 6.8 The first suite of route strategies informed the preparation of the Department for Transport's first RIS for the 2015/16-2019/20 Road Period, which was published in December 2014 and reissued with minor modifications in March 2015.
- 6.9 The RIS includes a long term funding commitment by Government to support delivery of the programme. This is an important change of approach, which involves ring-fencing investment for the SRN in a way that takes it outside of the normal decisions on departmental budgets. This means that the schemes set out in the RIS have access to committed funding, allowing them to enter construction during Road

Period 1 (2015/16 to 2019/20) or be developed into schemes for construction in Road Period 2 (2020/21 to 2024/25). This represents a level of commitment well beyond the level previously associated with investment on the SRN.

- 6.10 The objectives to be achieved in the RIS (both December 2014 and March 2015 issues) include:
- As one of the “Schemes developed for the next Road Period”, “A3 Guildford – improving the A3 in Guildford from the A320 to the Hogs Back junction with the A31, with associated safety improvements.”
 - As schemes “Newly announced in this Investment Plan”, both the “M25 Junction 10/A3 Wisley interchange – improvement of the Wisley interchange to allow free-flowing movement in all directions, together with improvements to the neighbouring Painshill interchange on the A3 to improve safety and congestion across the two sites” and the “M25 Junctions 10-16 – upgrading the M25 between junction 10 (A3) and junction 16 (M40) through a mixture of enhancements, including hard shoulder running between junctions 15 and 16, as well as four-lane through-junction running between junctions 10 and 12.”
- 6.11 It should be noted that Highways England has changed the ‘start of works’ date for the two RIS schemes for which construction was programmed to start in Road Period 1 – at the M25 Junction 10/A3 Wisley interchange and M25 Junctions 10-16 – from 2019/20 in the Delivery Plan 2017-2018 (Highways England, August 2017) to 2020/21 in the Delivery Plan Update – Supplementary Annex 2017-2018 (Highways England, October 2017).
- 6.12 The Strategic Highway Assessment Report: Guildford Borough Proposed Submission Local Plan “June 2016” (Surrey County Council, June 2016) found that the implementation of the three RIS schemes is required to be able to accommodate future planned growth both within and outside the borough.
- 6.13 The inadequacy of existing road infrastructure, with particular reference to the A3 trunk road and the M25 motorway, was also a key issue raised in responses to our consultations.
- 6.14 Accordingly, we have prepared this policy – Policy ID2: Supporting the Department for Transport’s “Road Investment Strategy”. This policy identifies the Council’s commitment to working with Highways England and requires that promoters of sites close to the A3 and M25 and strategic sites need to take account of any emerging proposals by Highways England.
- 6.15 The key changes in the Regulation 19 Local Plan (2017) were:
- Clarified and modified application of the policy to “promoters of sites close to the A3 and M25 and strategic sites...”
 - Removed the square bracketed paragraph on the potential Statement of Common Ground as felt that this is likely to be agreed closer to Examination
 - Data source of “Planning consents” removed from Monitoring.

Policy ID3: Sustainable transport for new developments

- 6.16 This policy was first prepared for the Draft Guildford borough Local Plan: strategy and sites (July 2014). The policy was redrafted for the Regulation 19 Local Plan (2016) and extensive changes were made to this as set out in the Regulation 19 Local Plan (2017).
- 6.17 The key changes in the Regulation 19 Local Plan (2017) were:
- Policy tightened with replacement of 'we will expect' with 'will be required'
 - Use of additional language mirroring NPPF
 - Requirement for planning obligation preventing future occupants obtaining on-street residents parking permits now specified as applying to CPZs, or component areas thereof, in which the demand for on-street parking by residents of existing dwellings and, where allowed, 'pay and display' visitor parking exceeds the supply of designated on-street parking spaces
 - Tightened requirement in other areas such that any development-related parking on the public highway does not adversely impact road safety or the movement of other road users
 - New requirement that the provision and/or improvement of a car club by a new development will be supported if appropriate
 - Cumulative impacts test now specifically includes the context provided by site allocations as well as approved developments
 - Infrastructure Schedule referenced in policy itself
 - Policy added that the provision of additional public off-street car parking in Guildford town centre will be supported when it facilitates the interception of trips that would otherwise drive through the Guildford gyratory
 - Definitions added
 - Reasoned Justification has undergone major update to reflect numerous policy changes.
- 6.18 Given the more detailed policy with respect to vehicular parking for new developments, it is considered that a new Vehicle Parking Supplementary Planning Document will not be required, and this element has been removed from the policy.
- 6.19 The policy with respect to vehicular parking is consistent with the written statement to Parliament on planning in March 2015 regarding the setting of local parking standards for residential and non-residential development,
- 6.20 Various policy elements were introduced in the Regulation 19 Local Plan (2016), in response to representations on the 2014 version of the policy, and have been retained, albeit in some cases modified by the Regulation 19 Local Plan (2017), in Policy ID3. Such elements include:
- Requirements related to the contribution that new development will make to safety in the transport system, which is included in both paragraphs (1) and (7)(a) of the policy in the Regulation 19 Local Plan (2017). This responds to 2014 representations from both Highways England and Surrey County Council.
 - Requirement to maximise opportunities for people with disabilities to access all modes of transport, in paragraph (2)(e) of the policy in the Regulation 19 Local Plan (2017).

- Requirement for new development that will generate significant amounts of movement to provide either a Transport Statement or a Transport Assessment at the planning application stage in accordance with the thresholds set out in the Council's Local Validation List. This again responds to representations, including that from Surrey County Council in 2014.

- 6.21 The policy requirements with respect to the Sustainable Movement Corridor were further refined in the Regulation 19 Local Plan (2017), and the Council now proposes to bring forward a Sustainable Movement Corridor Supplementary Planning Document.
- 6.22 Appendix 7 provides an update on progress with the development of the Sustainable Movement Corridor project.

Appendix C Infrastructure Schedule

- 6.23 The Infrastructure Schedule was first prepared for the Draft Guildford borough Local Plan: strategy and sites (July 2014). This listed a number of transport schemes by area and strategic site. The Infrastructure Schedule was redrafted for the Regulation 19 Local Plan (2016), to include a much more extensive programme of transport schemes. These were categorised by transport network. Significant changes were made to the Infrastructure Schedule in the Regulation 19 Local Plan (2017). The Infrastructure Schedule is Appendix C of the document.

Rail schemes

- 6.24 The Government and Network Rail are responsible for planning the future improvement of the national rail network. We are working closely with them, and with other partners including Surrey County Council, the Local Enterprise Partnership, South Western Railway and Great Western Railway, and previously with the former franchise operator South West Trains, to bring forward an ambitious programme of rail enhancements in our borough and complementary improvements in the wider region. These will be key to the redevelopment of brownfield sites in Guildford town centre, new urban extensions planned both west and east of Guildford and a new village community in Wisley.
- 6.25 Network Rail's Wessex Route Study (August 2015) proposes a strategy, including "choices for funders" for the Department for Transport to consider, which addresses the challenge of accommodating projections for growth to 2043.
- 6.26 Options are set out, including the Crossrail 2 scheme, which in combination would remove the capacity constraint on the South West Main Line between Surbiton and Waterloo and allow for an additional 13 trains per hour peak services forecast to be required by 2043. The Government and Transport for London have subsequently announced funding for the Crossrail 2 scheme which is expected to be operational in 2033. Schemes to provide grade separation at Woking Junction and an additional through platform at Woking station will also be required.
- 6.27 The study also proposes a 'Guildford platform capacity' scheme to provide additional platforms and layout changes at Guildford station. Network Rail consider that this scheme is required from Control Period 7 (2024-2029) to facilitate planned future uplifts in service frequencies on the Portsmouth Direct Line and the North Downs

Line. However, it is suggested that it could be an option for Control Period 6 (2019-2024), and we support this earlier delivery.

6.28 Accordingly, the Wessex Route Study (Network Rail, August 2015), supplemented by discussions with Network Rail, is the primary reference source for the following schemes included in the Appendix C Infrastructure Schedule:

- NR1 'Guildford rail station capacity and interchange improvements'
- NR4 'Electrification of North Downs Line, facilitating increased service frequency'
- NR5 'Portsmouth Direct Line improvements (together with South West Main Line Peak Demand improvements)'.

6.29 In agreement with Network Rail, we have made a site allocation as Policy A8 'Land west of Guildford railway station, Guildford Park Road, Guildford', as follows:

"This site is allocated for a 'Guildford platform capacity' scheme involving additional platforms and layout changes at Guildford railway station as proposed in the Wessex Route Study"

6.30 Scheme NR6 ('North Downs Line (Great Western Railway) service frequency and timetable improvements') has been identified based on discussions with Great Western Railway and Network Rail.

6.31 The case for the new rail stations at Guildford West (Park Barn) and Guildford East (Merrow), schemes referenced as NR2 and NR3 respectively in the Infrastructure Schedule, was made in both the Surrey Rail Strategy: Surrey Rail Strategy Report (Surrey County Council, September 2013) and the Guildford Town and Approaches Movement Study: Strategy Report (Arup, March 2015). Guildford Borough Council's Major Projects Team is progressing the development of the proposal for this new railway station, following Network Rail's Governance for Railway Investment Projects (GRIP) process. Martin Grant Homes, promoter of Gosden Hill Farm site, has undertaken development work to progress the proposal for this new railway station, also following the GRIP process. Appendix 4 provides an update on progress with the development of the schemes for the new rail stations.

6.32 Network Rail considers that, subject to further assessment and approval, the delivery of a new station at Guildford East (Merrow) is feasible and viable. South Western Railway, which was recently awarded the South Western franchise for a period of seven years from August 2017, has publically committed to work with stakeholders to progress the plans for new stations at Guildford West (Park Barn) and Guildford East (Merrow).

6.33 For the Regulation 19 Local Plan (2017), we proposed changes to the range of the delivery dates for the new rail stations at Guildford West (Park Barn) and Guildford East (Merrow). We have proposed a minor modification to the Submission Local Plan that the new rail station at Guildford West (Park Barn) will be delivered "Between 2022 and 2029, with earliest opening from 2024", in order to add clarity. August 2024 corresponds with the anticipated start date of the South Western franchise period subsequent to the recently awarded franchise for the 2017-2024 period. Delivery from or subsequent to 2024 allows for the servicing of the new rail stations to be included within that new South Western franchise covering the period from 2024.

6.34 We proposed the addition of a site allocation for the new rail station at Guildford West (Park Barn) in the Regulation 19 Local Plan (2017). This is Policy A59 'New rail station at Guildford West (Park Barn)', and is located adjacent to the Royal Surrey County Hospital.

Strategic Road Network schemes

6.35 As described earlier, long term strategic planning and funding of the SRN has been introduced by the Infrastructure Act 2015 through the periodic preparation of Route Strategies and the publication of the Government's Road Investment Strategy (RIS).

6.36 The Department for Transport's first RIS for the 2015/16-2019/20 Road Period was published in December 2014 and reissued with minor modifications in March 2015.

6.37 The RIS includes a long term funding commitment by Government to support delivery of the programme. This is an important change of approach, which involves ring-fencing investment for the SRN in a way that takes it outside of the normal decisions on departmental budgets. This means that the schemes set out in the RIS have access to committed funding, allowing them to enter construction during Road Period 1 (2015/16 to 2019/20) or be developed into schemes for construction in Road Period 2 (2020/21 to 2024/25). This represents a level of commitment well beyond the level previously associated with investment on the SRN.

6.38 The objectives to be achieved in the RIS include:

- As one of the "Schemes developed for the next Road Period", "A3 Guildford – improving the A3 in Guildford from the A320 to the Hogs Back junction with the A31, with associated safety improvements."
- As schemes "Newly announced in this Investment Plan", both the "M25 Junction 10/A3 Wisley interchange – improvement of the Wisley interchange to allow free-flowing movement in all directions, together with improvements to the neighbouring Painshill interchange on the A3 to improve safety and congestion across the two sites" and the "M25 Junctions 10-16 – upgrading the M25 between junction 10 (A3) and junction 16 (M40) through a mixture of enhancements, including hard shoulder running between junctions 15 and 16, as well as four-lane through-junction running between junctions 10 and 12."

6.39 Accordingly, the Road Investment Strategy: for the 2015/16-2019/20 Road Period (Department for Transport, March 2015) is the primary reference source for the following schemes included in the Infrastructure Schedule:

- SRN2 'A3 Guildford (A320 Stoke interchange junction to A31 Hog's Back junction) 'Road Investment Strategy' scheme (E31)' (referred to, for shorthand in this topic paper, as the SRN2 A3 Guildford RIS scheme)
- SRN3 'M25 Junction 10/A3 Wisley interchange 'Road Investment Strategy' scheme (E16)'
- SRN5 'M25 Junctions 10-16 'Road Investment Strategy' scheme (E15)'.

6.40 The reference codes E31, E16 and E15 are those used in the RIS. The likely cost for these schemes in the RIS were shown as ranges, in each case from £100-250 million. These cost ranges have been reproduced in the Infrastructure Schedule.

6.41 Highways England made its Preferred Route Announcement for the M25 Junction 10/A3 Wisley interchange 'Road Investment Strategy' scheme in November 2017

and will formally consult on its proposals in 2018. This follows a consultation on Highways England's early proposals for this scheme which was held between December 2016 and February 2017.

6.42 The Strategic Highway Assessment Report: Guildford Borough Proposed Submission Local Plan "June 2016" (Surrey County Council, June 2016) finds that the implementation of the three RIS schemes is required to be able to accommodate future planned growth both within and outside the borough.

6.43 In its representation on the Regulation 19 Local Plan (2016), Highways England raised concerns regarding the Council's advancement of a spatial strategy which is reliant on the delivery of the three RIS schemes. Following a meeting in September 2016 to explain and clarify the approach taken to this matter in the Regulation 19 Local Plan (2016), Highways England withdrew its representation with respect to this issue, and stated that:

"We support Guildford 's commitment to work with Highways England to develop improvements to the A3 and M25. It is noted from the Local Plan, the implementation of the three RIS schemes during the plan period is required in order to be able to accommodate planned growth.

Highways England is committed to commence construction of two RIS1 schemes during roads period 1, namely M25 Junction 10/A3 Wisley Interchange and M25 Junction 10 – 16. ...

You will be aware that Highways England is currently developing options for a potential scheme on the A3 in Guildford, capable of being delivered in the next roads period (2020-2025), subject to the normal value for money being applied.

...

We note that the delivery of housing in the later stages of the plan period is dependent upon a major improvement to the A3 through Guildford. It is essential that the Local Plan provides the planning policy framework to ensure development does not come forward in advance of critical infrastructure. As a result of clarification received at our recent meeting, it is now understood how the Local Plan intends to do this."

(Highways England, 5 October 2016: p.1-2)

6.44 The inadequacy of existing road infrastructure, with particular reference to the A3 trunk road and the M25 motorway, has been a key issue raised in the Local Plan consultations.

6.45 Highways England has developed several targeted improvement schemes for the Guildford section of the A3, primarily to improve road safety but also providing some congestion relief.

6.46 In March 2017, the Government committed funding for two of these schemes, namely:

- SRN7 'A3 northbound off-slip lane widening to Tesco roundabout'
- SRN8 'A3 southbound off-slip lane widening to A320 Stoke Interchange improvement scheme'.

- 6.47 Scheme SRN7 involves the widening of the northbound A3 northbound off-slip to Tesco roundabout at Egerton Road to provide additional queuing space on the slip road. This will reduce queuing traffic blocking the mainline carriageway of the A3 during busy periods. This will improve road safety and reduce congestion on the mainline carriageway. Scheme SRN8 involves widening of the A3 southbound off-slip to A320 Stoke Interchange. It has similar benefits to scheme SRN7.
- 6.48 These will be delivered earlier than the SRN2 A3 Guildford RIS scheme.
- 6.49 There are also two further targeted improvement schemes under development by Highways England, but which are not yet committed, namely:
- A3 Guildford average speed camera/road safety scheme, formerly referenced as SRN1 in the Regulation 19 Local Plan (2016)
 - Beechcroft Drive new access road/road safety scheme, formerly referenced as SRN6 in the Regulation 19 Local Plan (2016).
- 6.50 We removed these schemes from the Infrastructure Schedule in the Regulation 19 Local Plan (2017). This responds to Highways England's advice that these schemes "are not committed proposals" and therefore that "they are not schemes that can be relied upon to be delivered within the plan period" (Highways England, 5 October 2016: p.2). However, this advice as regards schemes SRN7 and SRN8 has been superseded by the Government's March 2017 funding announcement.
- 6.51 We understand that both schemes (as listed in paragraph 6.49) remain under development and consideration by Highways England and accordingly we have included them as 'aspirational' schemes in the Guildford Borough Transport Strategy 2017 (Guildford Borough Council, December 2017). For further explanation of 'aspirational' schemes, see section below on "'Aspirational', additional 'anticipated' and additional 'committed' transport schemes in the Guildford Borough Transport Strategy 2017 (December 2017)".
- 6.52 We refer to all four of the above schemes collectively as "early, targeted improvement schemes" in the Guildford Borough Transport Strategy 2017 (Guildford Borough Council, December 2017).
- 6.53 As set out in section 2 on the policy context, the Department of Transport's DfT Circular 02/2013 The Strategic Road Network and the delivery of sustainable development (Department for Transport, September 2013) advises that "Capacity enhancements and infrastructure required to deliver strategic growth should be identified at the Local Plan stage." In addition, "proposals for the creation of new junctions or direct means of access may be identified and developed at the Plan-making stage in circumstances where it can be established that such new infrastructure is essential for the delivery of strategic planned growth."
- 6.54 In providing appropriate vehicular access for the strategic sites, it is proposed that the following improved junctions with the A3 trunk road will be delivered by developers in whole:
- SRN4 'New A3/A3100 Burpham junction with relocated A3 southbound off-slip and new A3 southbound on-slip (to principally serve Gosden Hill Farm site)'
 - SRN9 'A3 northbound on-slip at A247 Clandon Road'
 - SRN10 'A3 southbound off-slip at A247 Clandon Road'.

- 6.55 The concepts of these schemes have been developed in conjunction with Surrey County Council and through consultation with Highways England.
- 6.56 In addition, the promoters of the strategic sites have already established development teams. As part of their early discussions with Highways England, Surrey County Council and Guildford Borough Council, ‘front door’ access strategies have been developed which provide primary vehicular access to their sites and mitigate the largest impacts of these developments on the adjacent highway networks.
- 6.57 In particular, scheme SRN4 proposes a new A3/A3100 Burpham junction with a relocated A3 southbound off-slip and new A3 southbound on-slip. This scheme has been proposed by the promoters of the Gosden Hill Farm site (site allocation Policy A25). As well as serving the new development, the scheme will also allow existing residents and businesses in Burpham and Merrow to access the southbound A3 without having to drive through Guildford to access the A3 at the A322 interchange junction. The new junction (scheme SRN4) is to be funded by the developer of the Gosden Hill Farm site.
- 6.58 New north facing junctions to the A3 are also proposed at the A247 Burnt Common interchange. These accesses are referenced as SRN9 ‘A3 northbound on-slip at A247 Clandon Road’ and SRN10 ‘A3 southbound off-slip at A247 Clandon Road’ in the Appendix C Infrastructure Schedule. These junctions are being promoted to mitigate the impact of the level of strategic planned growth and in particular the development traffic flows resulting from the development of a new settlement at the former Wisley airfield site (site Policy A35), as well as limiting any increase in traffic joining and leaving the A3 at the Ockham interchange. Highways England’s new ‘M25 to Solent Route Strategy’ (March 2017: p.22) recognises these schemes as follows:
- “Opportunities have also been identified to the north of Guildford for including ... the introduction of north-facing slips at the A3/A247 at Ripley to support local plan aspirations and relieve some pressure on local roads accessing the A3 at Guildford.”
- 6.59 With the exception of all the “early, targeted improvement schemes” to the A3 trunk road, the proposed schemes on the SRN as set out in schemes SRN2, SRN3, SRN4, SRN5, SRN9 and SRN10 were assessed in the Strategic Highway Assessment Report: Guildford Borough Proposed Submission Local Plan “June 2016” (Surrey County Council, June 2016).

Local Road Network schemes

- 6.60 The Infrastructure Schedule includes a number of highway schemes designed either to increase capacity or to manage the impact of additional traffic on the Local Road Network (LRN).
- 6.61 Surrey County Council prepared the Options Growth Scenarios Transport Assessment Report (OGSTAR) (January 2014) for Guildford Borough Council in advance of the Regulation 18 public consultation in 2014. The report identified a number of highway “hotspots” relating to the various scenarios assessed. Hotspots are defined in paragraph 4.9.3 of that report as follows:

“Hotspots are areas of stress where drivers are subject to considerable delay and are likely to require mitigation to facilitate any new development in the local area. This could be ‘hard’ or ‘soft’ measures, or most likely a combination of both. Hard engineering measures could involve increasing the number of lanes of the carriageway or introducing a cycle lane, whilst soft measures could be the implementation of a travel plan to encourage travel by sustainable modes.”

- 6.62 Guildford Borough Council, in collaboration with Surrey County Council, used as a starting point the hotspots identified in Table 4.23 of the OGSTAR report to develop a programme of highway schemes for the LRN, as well as for the SRN. For the majority of hotspots identified, and where necessary for future strategic highway assessment, indicative schemes were identified and concept layouts prepared.
- 6.63 As set out above, the promoters of the strategic sites have already established development teams. As part of their early discussions with Highways England, Surrey County Council and Guildford Borough Council, ‘front door’ access strategies have been developed which provide primary vehicular access to their sites and mitigate the largest impacts of these developments on the adjacent highway networks.
- 6.64 Where schemes were judged to be required to mitigate for strategic sites they were identified separately, for example LRN7 ‘Interventions to address potential highway performance issues resulting from development at Land at former Wisley airfield site’.
- 6.65 Where hotspots were identified and required to be addressed as a result of the cumulative impact of the emerging Local Plan, they were also identified but not attributed to a particular site, for example LRN22 ‘East Horsley and West Horsley traffic management and environmental improvement scheme’.
- 6.66 Schemes LRN18 and LRN19 were deleted in the Regulation 19 Local Plan (2017). This reflected the proposed change of the deletion of site Policy A46 ‘Land to the south of Normandy and north of Flexford’. This site and these schemes had previously been proposed in the Regulation 19 Local Plan (2016). Scheme LRN17 is retained as it is considered that the development of Blackwell Farm (Policy A26) would otherwise have an impact on this junction which already experiences peak hour delays and queuing. The reference to the Policy A46 site has been removed.
- 6.67 We proposed schemes LRN23, LRN24 and LRN25 as additions in the Regulation 19 Local Plan (2017), providing improved junctions in Guildford town centre, Ash and Shalford respectively.
- 6.68 Scheme LRN25, for the improvement of the junctions of the A281 Horsham Road, A248 Kings Road and A248 Broadford Road, which is located in Guildford borough, replicates a scheme included in Waverley Borough Council’s [Infrastructure Delivery Plan: Waverley Borough Submission – Local Plan 1: Strategic Policies and Sites \(Waverley Borough Council, December 2016: p.20\)](#), which supports the [Waverley Borough Pre-Submission Local Plan – Part 1: Strategic Policies and Sites \(Waverley Borough Council, August 2016\)](#). This scheme is to be funded by the developer of the Dunsfold Aerodrome site. This scheme was required by planning condition and obligation under the recent planning permission for Dunsfold Park (Waverley Borough Council reference: WA/2015/2395). This planning application has now been called-in for consideration by the Secretary of State (Planning Inspectorate reference: APP/R3650/V/17/3171287).

- 6.69 There are five schemes in the Infrastructure Schedule which are identified explicitly as traffic management and/or environmental improvement schemes. Appendix 5 describes the rationale for these schemes, the different types of measure that could feature, and identifies the potential measures that could be implemented for each of the five schemes.
- 6.70 Appendix 6 provides an update on the development of transport schemes in Guildford town centre promoted in both the Submission Local Plan and also the Guildford Town Centre Regeneration Strategy 2017 (Guildford Borough Council, January 2017) (hereafter the Regeneration Strategy 2017). This includes LRN schemes, as well as a Rail scheme, a Bus Transport scheme and two Sustainable Movement Corridor schemes. (The appendix also explains the rationale for, and status of, the Guildford Town Centre and Hinterland Masterplan Report: Final draft report for consultation (Allies and Morrison Urban Practitioners, October 2015) and the Regeneration Strategy 2017 and provides an update on notable transport schemes in Guildford town centre promoted in the Regeneration Strategy 2017 that are outside of the Submission Local Plan.)

Park and Ride scheme

- 6.71 A new park and ride site is proposed as P&R1 in the Infrastructure Schedule. This scheme will be delivered by the developer of the Gosden Hill Farm site (Policy 25). The approach to Guildford on the A3 southbound has been identified as a current 'gap' in the Park and Ride network for Guildford that could provide an alternative option for drivers on the A3 travelling southbound with destinations in Guildford town centre.
- 6.72 We proposed changes to the requirements for this scheme as set out in Policy A25 in the Regulation 19 Local Plan (2017), namely that the developer is required to provide the land for the park and ride facility, as well as a park and ride facility itself, and that the facility is to be "of a sufficient scale as required by projected demand and in order to operate without public subsidy in perpetuity". The latter was proposed to replace text in the Regulation 19 Local Plan (2016) which specified the absolute number of spaces required.
- 6.73 The new Park and Ride site will connect to the Sustainable Movement Corridor that is described below.

Sustainable Movement Corridor

- 6.74 A Sustainable Movement Corridor is an element of the Guildford Borough Transport Strategy 2017 (Guildford Borough Council, December 2017) and is considered necessary to deliver the level of strategic planned growth in the Guildford urban area in a sustainable way. Journeys on the Sustainable Movement Corridor will be rapid and reliable by bus and safe and direct on foot and by bike.
- 6.75 It is anticipated that the Sustainable Movement Corridor will link:
- 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).

6.76 The route sections of the Sustainable Movement Corridor have been subject to preliminary feasibility work by a number of consultants commissioned by different clients. In Autumn 2016, Guildford Borough Council commissioned WYG to take these early plans, review their potential and provide a comprehensive proposal for the Sustainable Movement Corridor as a whole, bringing all of the work up to the same standard with a higher degree of detail and testing. Appendix 7 provides an update on progress with the development of the Sustainable Movement Corridor project.

6.77 The Sustainable Movement Corridor is anticipated to be delivered over the plan period to 2034.

Bus Transport schemes

6.78 In addition to the Sustainable Movement Corridor schemes (SMC1, SMC2, SMC3, SMC4, SMC5 and SMC6) and new Park and Ride facility at the Gosden Hill Farm site (P&R1), five bus transport schemes are included in the Submission Local Plan.

6.79 Scheme BT1 'New Guildford town centre bus facilities' relates to site Policy A6 'North Street redevelopment, Guildford'. This site includes the existing bus station and therefore, with potential redevelopment of this site for a mixed use scheme, the bus interchange facilities are to be provided in a suitable alternative arrangement to be located either partly or wholly on or off site. Any new facilities will need to be designed in conjunction with Surrey County Council and the bus operators.

6.80 Schemes BT2 and BT3 both relate to site Policy A35 'Land at former Wisley airfield, Ockham'. This site is allocated for a residential led mixed use development including approximately 2,000 homes. As part of the sustainability improvements for the site, it is considered a bus interchange at Effingham Junction rail station or alternatively Horsley rail station will be necessary to enable future site residents and visitors to access rail services. This is scheme BT2.

6.81 Scheme BT3 proposes a significant bus network to serve the site and key destinations including Effingham Junction railway station and/or Horsley railway station, Guildford, and Cobham to be provided and secured in perpetuity. As part of the sustainability improvements for the site, the requirement for this scheme is also set out in the site Policy A35. Most importantly, as bus is the most realistic alternative mode of transport to the private car for providing access for the majority of site residents and visitors to and from the nearest rail stations, and with the current constraints on public transport budgets, it is essential that the bus services are provided and secured in perpetuity for this site.

6.82 The deletion of scheme BT4 was a change in the Regulation 19 Local Plan (2017). This reflected the deletion of site Policy A46 'Land to the south of Normandy and north of Flexford'.

6.83 Schemes BT5 and BT6 were additions in the Regulation 19 Local Plan (2017). The schemes require the provision of significant bus networks serving the Gosden Hill Farm (Policy A25) and Blackwell Farm (Policy A26) urban extensions respectively. In

both cases, the bus networks are to serve key destinations including the eastern and western suburbs respectively and Guildford town centre.

Active Modes schemes

- 6.84 The committed scheme LRN1 'Guildford Town Centre Transport Package' and the Sustainable Movement Corridor schemes (SMC1, SMC2, SMC3, SMC4, SMC5 and SMC6) will realise a number of improvements for pedestrians and cyclists in the urban area of Guildford. In addition, the Submission Local Plan includes three active modes schemes. These are required to accommodate general growth in travel or to make sites acceptable.
- 6.85 Scheme AM1 'Guildford Wayfinding signage system – Phase 2' is an extension of the signage system that was installed in Guildford town centre in 2015.
- 6.86 Scheme AM2 'Comprehensive Guildford borough cycle network, excluding AM3' will be developed along the principles set out in Surrey County Council's Guildford Local Cycling Plan (Surrey County Council, undated circa 2015). It is considered that due to the Section 106 pooling restrictions, CIL contributions alongside Local Growth Fund funding will pay for the cycling improvements although site specific improvements will still be implemented where necessary through Section 278 Agreements (Highways Act 1980).
- 6.87 Scheme AM3 relates to site allocation Policy A35 'Land at former Wisley airfield, Ockham'. It is considered that an off-site cycle network from the site to key destinations including Effingham Junction railway station, Horsley railway station/Station Parade, Ripley and Byfleet will be necessary to provide a real alternative to the use of the private car and it is intended that the developer will fund this scheme in its entirety. As part of the sustainability improvements for this site, the requirement for this scheme is also set out in Policy A35.
- 6.88 The deletion of Policy A46 'Land to the south of Normandy and north of Flexford' in the Regulation 19 Local Plan (2017) was accompanied by the deletion of scheme AM4, which was to provide an off-site cycle network from the strategic site.

Phasing of development and transport schemes

- 6.89 The SHAR 2016 (Surrey County Council, June 2016) – also discussed earlier in section 3 – found that the implementation of the three RIS schemes is required to be able to accommodate future planned growth both within – represented by the spatial strategy in the Regulation 19 Local Plan (2016) – and outside the borough. This finding is not considered likely to change as a result of the key changes identified in the Regulation 19 Local Plan (2017).
- 6.90 Without the delivery of these RIS schemes, particularly the SRN2 A3 Guildford RIS scheme, Surrey County Council consider that the impact of planned development on the highway network could be considered severe. However, it should be noted that the strategic highway assessment represents a robust 'worst case' in terms of transport demand and supply assumptions, as it does not assess and therefore does not account for all proposed mitigation. This includes the potential for modal shift encouraged by the new and improved sustainable transport choices provided by the rail, bus and active modes schemes included in the Submission Local Plan and the possible increased internalisation of trips within the larger sites.

- 6.91 The RIS schemes are complicated and may involve land acquisition and planning permission and/or development consent. As a result, Highways England is being cautious about programming these schemes. The RIS Road Period 1 schemes have funding budgeted for and, following a change to the Highways England's programme, are now scheduled to be delivered from 2020/21. We have proposed a minor modification to the Submission Local Plan that the new rail station at Guildford West (Park Barn) will be delivered "Between 2022 and 2029, with earliest opening from 2024", in order to add clarity.
- 6.92 The present RIS provides funding for developing an SNR2 A3 Guildford RIS scheme during the period up to 2019/20 with delivery of this scheme anticipated to start in the next Road Period between 2020/21 and 2024/25. Again, applying a cautious approach Highways England has advised that, if a scheme is approved with funding agreed, construction is unlikely to be start until 2024 at the earliest, with construction taking 2½ years. In the Regulation 19 Local Plan (2017), we made no change to the range of the delivery dates for the SRN2 A3 Guildford RIS scheme as between 2023 and 2027, which encompasses Highways England's advised earliest dates and estimate of construction duration. However, we have proposed that the start date be changed to 2024 as a minor modification to the Submission Local Plan. The end date for delivery remains as 2027.
- 6.93 In the early years of the new Local Plan, the delivery of planned development and the impact of new development traffic on the SRN is likely to be an important ongoing consideration as the existing SRN suffers from significant congestion during peak periods. Highways England's main concern is road safety and any proposal that adds significant levels of traffic to existing congested areas will need to be carefully assessed through the development management process for planning applications to ensure that it does not have a severe impact on road safety.
- 6.94 With this in mind, the delivery of planned development has been proposed to ensure that the sites, and phasing of sites, that will be delivered in the first years of the new Local Plan, and therefore in the absence of the Department for Transport's RIS Road Period 1 and/or Road Period 2 schemes are located where traffic associated with them will have the least impact on the SRN's links and junctions where current congestion issues are the most acute.
- 6.95 For example, sites in the north of Guildford borough could be delivered earlier as the main capacity constraints on the SRN that presently cause congestion are proposed to be improved in RIS Road Period 1 schemes. In addition, sites to the west of Guildford borough are likely to have a different distribution of trips that would be more focused towards the Blackwater Valley. As a result, residents and businesses will have alternative ways of accessing the SRN via the A331 and M3 motorway, which was converted to a Smart Motorway with completion in 2017.
- 6.96 Appendix 8 presents figures showing the relationship between the phasing of developments and transport schemes.

Funding of transport schemes

- 6.97 There are a number of ways that the hotspot schemes will be delivered, either through private funding or public funding. For example, the 'front door' means of access to sites will be funded by developers and will be secured via a Section 278 Agreement (Highways Act 1980) as part of a planning consent.

- 6.98 Where it can be identified that a site or a number of sites will have a material impact on a junction or link or where there is a requirement to fund a scheme to make a site acceptable, then this scheme or schemes will be funded and secured through a Section 106 agreement (Town and Country Planning Act 1990). However, pooling restrictions only allow for up to five Section 106 agreements for any scheme. Therefore a judgement has been made on whether the scale of development in a particular area local to the scheme will trigger the requirement to fund a scheme via Section 106 agreements.
- 6.99 Another source of private funding will be CIL contributions, which will be based on the size and quantum of development. Where it is unlikely that Section 106 contributions will be secured, for example where there are only smaller development sites local to the hotspot with the scheme proposed, but nevertheless the cumulative impact of the new Local Plan will require the scheme proposed, then the scheme may be added to the Regulation 123 list as described under the CIL Regulations 2010 as amended.
- 6.100 Other public funding sources include Guildford Borough Council, Surrey County Council, Department of Transport and the Enterprise M3 Local Economic Partnership.
- 6.101 The Infrastructure Schedule identifies the 'Likely cost (where known) and funding source' for each scheme. This has been agreed with officer representatives of Surrey County Council. This is a high-level assessment and ultimately what is required, particularly for 'front door' access and Section 106 obligations, will be determined at the planning application stage.

'Aspirational', additional 'anticipated' and additional 'committed' transport schemes in the Guildford Borough Transport Strategy 2017 (December 2017)

- 6.102 There are ten 'aspirational' schemes included in the Guildford Borough Transport Strategy 2017 (Guildford Borough Council, December 2017) that are not included in the Infrastructure Schedule of the Submission Local Plan. These are:
- ASP1 'Southern rail access to Heathrow airport'
 - ASP2 'A3 Guildford solution'
 - ASP3 'New A3/A3100/B2215/A247 Burpham-Burnt Common all-movements junction, formed by a new connector road linking between new A3/A3100 Burpham junction (SRN4) and the B2215 London Road, in combination with the improved A3 northbound on-slip (SRN9) and the new A3 southbound off-slip (SRN10)'
 - ASP4 'Guildford Town Centre Regeneration Strategy'
 - ASP5 'Clay Lane Link Road: Slyfield Industrial Estate to Clay Lane'
 - ASP6 'Northern Park and Ride'
 - ASP7 'Improved bus service at Artington Park and Ride and/or new Southern Park and Ride'
 - ASP8 'Comprehensive network of publically accessible electric vehicle charging points in the borough'
 - ASP9 'A3 Guildford average speed camera/road safety scheme'
 - ASP10 'Beechcroft Drive new access/road safety scheme'

6.103 In the Guildford Borough Transport Strategy 2017 (Guildford Borough Council, December 2017), we have defined the 'aspirational' status category for schemes as signifying that "A strong business case will need to be demonstrated in order to secure funding as the estimated cost presently exceeds typical funding envelopes and/or there are significant planning and statutory approvals to be achieved."

6.104 We do not consider that these 'aspirational' schemes are key infrastructure requirements on which the delivery of the new Local Plan depends. However, we do consider that it is appropriate to promote these schemes at this time.

6.105 There are two additional 'anticipated' transport schemes included in the Guildford Borough Transport Strategy 2017 (Guildford Borough Council, December 2017) that are not included in the Infrastructure Schedule of the Submission Local Plan. These are:

- NR7 'Access for all'-type and environmental improvements at Ash Vale rail station'
- NR8 'Additional car and cycle parking at North Camp rail station'

6.106 We do not consider that these two additional 'anticipated' schemes are key infrastructure requirements on which the delivery of the plan depends.

7. Next steps

- 7.1 The Submission Local Plan strategy responds to the requirements of national policy, legislation and our evidence.
- 7.2 This topic paper accompanies the Submission Local Plan that is submitted to the Secretary of State in December 2017. For more information please visit: www.guildford.gov.uk/newlocalplan.

Appendix 1: Key extracts on transport from the NPPF

“Achieving sustainable development

International and national bodies have set out broad principles of sustainable development. Resolution 42/187 of the United Nations General Assembly defined sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs. The UK Sustainable Development Strategy Securing the Future set out five ‘guiding principles’ of sustainable development: living within the planet’s environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

6. The purpose of the planning system is to contribute to the achievement of sustainable development. The policies in paragraphs 18 to 219, taken as a whole, constitute the Government’s view of what sustainable development in England means in practice for the planning system.
7. There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:
 - **an economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
 - **a social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being; and
 - **an environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

...

“Core planning principles

17. Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking. These 12 principles are that planning should:
 - proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans

should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;

...

- actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable; and

...”

“Delivering sustainable development

Building a strong, competitive economy

...

21. Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing. In drawing up Local Plans, local planning authorities should:

...

- identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and

...

“4. Promoting sustainable transport

29. Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. Smarter use of technologies can reduce the need to travel. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. However, the Government recognises that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas.
30. Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport.
31. Local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development, including large scale facilities such as rail freight interchanges, roadside facilities for motorists or transport investment necessary to support strategies for the growth of ports, airports or other major generators of travel demand in their areas. The primary function of roadside facilities for motorists should be to support the safety and welfare of the road user.

32. All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:
 - the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
 - safe and suitable access to the site can be achieved for all people; and
 - improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
33. When planning for ports, airports and airfields that are not subject to a separate national policy statement, plans should take account of their growth and role in serving business, leisure, training and emergency service needs. Plans should take account of this Framework as well as the principles set out in the relevant national policy statements and the Government Framework for UK Aviation.
34. Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. However this needs to take account of policies set out elsewhere in this Framework, particularly in rural areas.
35. Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to
 - accommodate the efficient delivery of goods and supplies;
 - give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
 - create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
 - incorporate facilities for charging plug-in and other ultra-low emission vehicles; and
 - consider the needs of people with disabilities by all modes of transport.
36. A key tool to facilitate this will be a Travel Plan. All developments which generate significant amounts of movement should be required to provide a Travel Plan.
37. Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.
38. For larger scale residential developments in particular, planning policies should promote a mix of uses in order to provide opportunities to undertake day-to-day activities including work on site. Where practical, particularly within large-scale developments, key facilities such as primary schools and local shops should be located within walking distance of most properties.
39. If setting local parking standards for residential and non-residential development, local planning authorities should take into account:
 - the accessibility of the development;

- the type, mix and use of development;
- the availability of and opportunities for public transport;
- local car ownership levels; and
- an overall need to reduce the use of high-emission vehicles.

40. Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles. They should set appropriate parking charges that do not undermine the vitality of town centres. Parking enforcement should be proportionate.
41. Local planning authorities should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice.”

“7. Requiring good design

...

58. Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics. Planning policies and decisions should aim to ensure that developments:

- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;

...”

“9. Protecting Green Belt land

...

90. Certain other forms of development are also not inappropriate in Green Belt provided they preserve the openness of the Green Belt and do not conflict with the purposes of including land in Green Belt. These are:

- local transport infrastructure which can demonstrate a requirement for a Green Belt location;

...”

“13. Facilitating the sustainable use of minerals

...

143. In preparing Local Plans, local planning authorities should:

...

- safeguard:
 - existing, planned and potential rail heads, rail links to quarries, wharfage and associated storage, handling and processing facilities for the bulk transport by rail, sea or inland waterways of minerals, including recycled, secondary and marine-dredged materials; and
 - existing, planned and potential sites for concrete batching, the manufacture of coated materials, other concrete products and the handling, processing and distribution of substitute, recycled and secondary aggregate material.

...”

“Plan-making

Local Plans

...

153. Each local planning authority should produce a Local Plan for its area. This can be reviewed in whole or in part to respond flexibly to changing circumstances. Any additional development plan documents should only be used where clearly justified. Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.

...

156. Local planning authorities should set out the strategic priorities for the area in the Local Plan. This should include strategic policies to deliver:

- the homes and jobs needed in the area;
- the provision of retail, leisure and other commercial development;
- the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- the provision of health, security, community and cultural infrastructure and other local facilities; and
- climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.”

157. Crucially, Local Plans should:

- plan positively for the development and infrastructure required in the area to meet the objectives, principles and policies of this Framework;
- be drawn up over an appropriate time scale, preferably a 15-year time horizon, take account of longer term requirements, and be kept up to date;
- be based on co-operation with neighbouring authorities, public, voluntary and private sector organisations;

...

- allocate sites to promote development and flexible use of land, bringing forward new land where necessary, and provide detail on form, scale, access and quantum of development where appropriate;
...”

Using a proportionate evidence base

158. Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.

...

Business

160. Local planning authorities should have a clear understanding of business needs within the economic markets operating in and across their area. To achieve this, they should:

- work together with county and neighbouring authorities and with Local Enterprise Partnerships to prepare and maintain a robust evidence base to understand both existing business needs and likely changes in the market; and
- work closely with the business community to understand their changing needs and identify and address barriers to investment, including a lack of housing, infrastructure or viability.

...

Infrastructure

162 Local planning authorities should work with other authorities and providers to:

- assess the quality and capacity of infrastructure for transport, water supply, wastewater and its treatment, energy (including heat), telecommunications, utilities, waste, health, social care, education, flood risk and coastal change management, and its ability to meet forecast demands; and
- take account of the need for strategic infrastructure including nationally significant infrastructure within their areas.”

Ensuring viability and deliverability

173. Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

...

177. It is equally important to ensure that there is a reasonable prospect that planned infrastructure is deliverable in a timely fashion. To facilitate this, it is important that local planning authorities understand district-wide development costs at the time Local Plans are drawn up. For this reason, infrastructure and development policies should be planned at the same time, in the Local Plan. Any affordable housing or local standards requirements that may be applied to development should be assessed at the plan-making stage, where possible, and kept under review.”

“Planning strategically across local boundaries

179. Local planning authorities should work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual Local Plans. Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas – for instance, because of a lack of physical capacity or because to do so would cause significant harm to the principles and policies of this Framework. As part of this process, they should consider producing joint

180. Local planning authorities should take account of different geographic areas, including travel-to-work areas. In two tier areas, county and district authorities should cooperate with each other on relevant issues. Local planning authorities should work collaboratively on strategic planning priorities to enable delivery of sustainable development in consultation with Local Enterprise Partnerships and Local Nature Partnerships. Local planning authorities should also work collaboratively with private sector bodies, utility and infrastructure providers.

181. Local planning authorities will be expected to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination. This could be by way of plans or policies prepared as part of a joint committee, a memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position. Cooperation should be a continuous process of engagement from initial thinking through to implementation, resulting in a final position where plans are in place to provide the land and infrastructure necessary to support current and projected future levels of development.”

“Annex 2: Glossary

...

Sustainable transport modes: Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.”

Appendix 2: Extracts on “Parking: helping local shops and preventing congestion” from the written statement to Parliament: Planning update (March 2015)

“Parking: helping local shops and preventing congestion

This government is keen to ensure that there is adequate parking provision both in new residential developments and around our town centres and high streets.

The imposition of maximum parking standards under the last administration lead to blocked and congested streets and pavement parking. Arbitrarily restricting new off-street parking spaces does not reduce car use, it just leads to parking misery. It is for this reason that the government abolished national maximum parking standards in 2011. The market is best placed to decide if additional parking spaces should be provided

However, many councils have embedded the last administration’s revoked policies. Following a consultation, we are now amending national planning policy to further support the provision of car parking spaces. Parking standards are covered in paragraph 39 of the National Planning Policy Framework. The following text now needs to be read alongside that paragraph: “Local planning authorities should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that it is necessary to manage their local road network.”

Building on the success of our previous guidance to help householders rent out under-used car parking spaces, we have also updated planning guidance to local authorities to clarify that non-residential car parking space can be rented out. This will support the shared economy and increase the provision of competitively priced car parking spaces.”

Appendix 3: Executive Report on Guildford Borough Transport Strategy

This appendix provides the following officer report:

- Executive Report: Guildford Borough Transport Strategy (Guildford Borough Council, April 2016)

Executive Report

Ward(s) affected: All

Report of Interim Director of Development

Author: Donald Yell

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Lead Councillor responsible: Matt Furniss

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Date: 19 April 2016

Guildford Borough Transport Strategy

Executive Summary

The Guildford Borough Transport Strategy is an up-to-date and forward-looking strategy which proposes a programme of schemes covering all modes of surface transport in the borough.

Officers have drawn together information from a variety of sources in preparing the transport strategy, including from the forward plans of transport infrastructure and service providers and funders and the Council's own transport evidence base. The transport strategy is consistent with the Council's draft of the Proposed Submission Local Plan: strategy and sites ("the draft Local Plan"). The transport schemes on which we consider the delivery of planned growth will depend have been written into the draft Local Plan itself.

The transport strategy will inform the preparation and review of Surrey County Council's Local Transport Plan, including the proposed Local Transport Strategy and Forward Programme for the Guildford borough area, as and when this is prepared, revised and adopted.

The Guildford Borough Transport Strategy will be used to support bids to Government, the Enterprise M3 Local Enterprise Partnership and other parties for investment in the borough. The transport strategy will demonstrate to funders and stakeholders that the Council has a clear and ambitious strategy and programme of schemes for delivery with partners.

The Council will keep the transport strategy under review and revise it when it is expedient to do so.

Recommendation to Executive

- (1) That the Guildford Borough Transport Strategy be endorsed.

- (2) That the addition of the Strategy to the transport evidence base for the emerging Local Plan be noted.
- (3) That the use of the Strategy to support bids to Government, the Enterprise M3 Local Enterprise Partnership and other parties for investment in the borough, be endorsed.
- (4) That the Interim Director of Development be authorised, in consultation with the Lead Councillor for Infrastructure and Environment, to make such minor amendments or typographical changes to the Strategy document he considers necessary following the Executive meeting.

Reason for Recommendation:

The Guildford Borough Transport Strategy will provide a frame of reference to structure ongoing work to deliver multiple elements of both the Council's strategic framework and projects and actions from the Corporate Plan 2015-2020.

1. Purpose of Report

- 1.1 The report sets out the rationale for preparing the Guildford Borough Transport Strategy, the sources of information used to inform its preparation, its relationship with other strategies and reports, the uses of the strategy to support bids for investment in the borough, and the arrangements for revising the strategy in the future. The transport strategy will provide a frame of reference to structure ongoing work to address a number of projects and actions from the Corporate Plan 2015-2020.

2. Strategic Priorities

- 2.1 The Guildford Borough Transport Strategy will provide a frame of reference to structure ongoing work to deliver multiple elements of both the Council's strategic framework and projects and actions from the Corporate Plan 2015-2020.

Elements of the Council's strategic framework:

- Vision: '...with infrastructure that will properly cope with our needs'
- Theme: 'Our Infrastructure – working with partners to deliver the massive improvements needed in the next 20 years, including tackling congestion issues'
- Value for our residents: 'We will deliver improvements and enable change across the borough.'

Projects and actions from the Corporate Plan 2015-2020:

- Work with Surrey County Council to develop a sustainable transport strategy for Guildford and develop a package bid of the key elements for Enterprise M3

- Coordinate progressive improvements in access for buses and by cycling and walking to reduce the dominance of the car
- Promote and pursue the funding and delivery of a sustainable movement corridor linking the main economic areas and development sites to the town centre
- Work with Surrey County Council and Highways England to identify priorities and seek funding for improvements to the road network, including the A3
- Work with Surrey County Council to identify priorities and seek funding for developing an attractive, high quality and safe cycle and footpath route network
- Maintain air quality by improving sustainable transport opportunities, including through the development of a sustainable transport plan.

3. Background and rationale for preparing a Guildford Borough Transport Strategy

- 3.1 In recent times there has been no up-to-date and forward-looking transport strategy including a programme of schemes covering all modes of surface transport in Guildford borough.
- 3.2 A Surrey County Council officer report with an accompanying 'Guildford Borough Draft Local Transport Strategy & Forward Programme – Part A' was considered by the Guildford Local Committee on 26 November 2014. The Guildford Local Committee reviews issues and makes decisions on aspects of Surrey County Council's activities that might affect Guildford borough. It comprises the ten Surrey County Councillors representing the ten county divisions within the borough of Guildford and an equal number of Guildford Borough Councillors.
- 3.3 The Surrey County Council officer report stated that:
- 'The Guildford Local Transport Strategy and Forward Programme is being developed in phases:*
- Part A: identifies existing local infrastructure and challenges on the network*
- Part B: will include mitigation measures to address current problems identified in Part A and the impacts of future development growth which may have an impact on the transport networks.'*
- 3.4 The report also indicated that Surrey County Council propose to update Part A and prepare Part B following the adoption of a new Local Plan by Guildford Borough Council.
- 3.5 The Local Development Scheme sets out Guildford Borough Council's timetable for the preparation of the Local Plan. The current Local Development Scheme, approved by Executive on 29 September 2015, estimates that the new Local Plan: strategy and sites will be adopted in December 2017.

- 3.6 Guildford Borough Council, as the Local Planning Authority, is required by the National Planning Policy Framework (March 2012) to work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development (paragraph 31). The Council is also required to set out strategic policies to deliver transport infrastructure in its Local Plan (paragraph 156).
- 3.7 Given the above, the lead councillor and officers considered it expedient to prepare a Guildford Borough Transport Strategy.

4. Sources of information

- 4.1 Officers have drawn together information from a variety of sources in preparing the transport strategy.
- Knowledge and understanding of the forward plans of transport infrastructure and service providers and funders, including the following published reports:
 - Surrey Transport Plan strategies and other components (Surrey County Council, various dates from 2011 onwards) including Surrey Rail Strategy (Arup, September 2013)
 - Guildford Borough Draft Local Transport Strategy & Forward Programme – Part A (Surrey County Council, November 2014)
 - Surrey Infrastructure Study (Aecom, January 2016)
 - Road Investment Strategy: for the 2015/16-2019/20 Road Period (Department for Transport, March 2015)
 - Wessex Route Study (Network Rail, August 2015)
 - The Enterprise M3 Strategic Economic Plan – 2014-2020 (Enterprise M3 Local Enterprise Partnership, March 2014)
 - Guildford Borough Council's transport evidence base, including the following published reports:
 - Options Growth Scenarios Transport Assessment Report (Surrey County Council, January 2014)
 - Guildford Town and Approaches Movement Study (Arup, March 2015)
 - Guildford Town Centre and Hinterland Masterplan Report (Allies and Morrison Urban Practitioners, October 2015 consultation draft version)
 - Our strategic thinking on the additional transport infrastructure and services that we consider are necessary to support the planned growth in the draft Local Plan, plus a smaller number of aspirational, but realistic, schemes which we consider it is appropriate to promote at this time.

5. Status of the transport strategy and relationship with draft Local Plan and Local Transport Plan

- 5.1 The Guildford Borough Transport Strategy sets out a programme of transport improvement schemes.
- 5.2 The same programme of transport improvement schemes will be set out in the Infrastructure Delivery Plan (IDP), which is an evidence base document for the draft Local Plan.
- 5.3 In addition, the schemes on which we consider the delivery of the emerging Local Plan will depend have been written into the draft Local Plan itself, in an Infrastructure Schedule at Appendix C. This is consistent with National Planning Policy Guidance ('Local Plans' paragraph 18).
- 5.4 Surrey County Council, as the statutory Local Transport Authority, has a duty to prepare and keep under review a Local Transport Plan (Transport Act 2000, as modified by the Local Transport Act 2008). Surrey County Council proposes to prepare and adopt a Local Transport Strategy and Forward Programme for the Guildford borough area. As set out in paragraph 3.4, Surrey County Council proposes to bring this forward following the adoption of a new Local Plan by Guildford Borough Council.
- 5.5 Accordingly, Guildford Borough Council's Guildford Borough Transport Strategy, as introduced by this report, and the Council's draft Local Plan and IDP, will inform Surrey County Council's Local Transport Plan, including the proposed Local Transport Strategy and Forward Programme, as and when this is prepared, revised and adopted.

6. Uses of the strategy to support bids for investment in the borough

- 6.1 The Guildford Borough Transport Strategy will be used to support bids to Government, the Enterprise M3 Local Enterprise Partnership and other parties for investment in the borough.
- 6.2 The transport strategy will demonstrate to funders and stakeholders that the Council has a clear and ambitious strategy and programme of schemes for delivery with partners.

7. Arrangements for revising the strategy in the future

- 7.1 One or more alternative transport schemes may emerge both within the period during which Guildford Borough Council brings forward the draft Local Plan and during the period of the new Local Plan. These could be preferable to schemes identified in the Guildford Borough Transport Strategy as published.
- 7.2 In addition, the transport infrastructure and service providers and funders will continue to develop and revise their forward plans over time.

- 7.3 Given these circumstances, it will be appropriate for Guildford Borough Council, working with partners, to continue to keep the Guildford Borough Transport Strategy under review and revise this when expedient to do so.
- 7.4 Following the future preparation and adoption by Surrey County Council of a Local Transport Strategy and Forward Programme for the Guildford borough area (as described in paragraphs 3.4 and 5.4), Guildford Borough Council might review whether it will continue to maintain its Guildford Borough Transport Strategy.

8. Consultations

- 8.1 Both the Lead Councillor for Infrastructure and Environment and the Lead Councillor for Planning and Regeneration have been closely involved in the preparation of the Guildford Borough Transport Strategy.
- 8.2 A draft of the Guildford Borough Transport Strategy was provided for comment to Surrey County Council, all neighbouring borough and district councils, Highways England, Network Rail, South West Trains, Great Western Railway and the Enterprise M3 Local Enterprise Partnership.
- 8.3 Comments were received from Surrey County Council, Elmbridge Borough Council, Rushmoor Borough Council, Surrey Heath Borough Council, Highways England, Network Rail and Great Western Railway. Where considered appropriate, the draft document was revised to address comments.

9. Equality and Diversity Implications

- 9.1 This report's Recommendation to Executive and the Guildford Borough Transport Strategy itself are considered to comply with the Public Sector Equality Duty (Equality Act 2010) and to support the Council's Equality and Diversity Policy Statement.
- 9.2 The transport strategy as a whole, including the range of sustainable transport schemes proposed, is considered to have overall beneficial impacts for older people (within the protected characteristic of age), children (also within the protected characteristic of age) and people with disabilities, as people in each of these groups may have less access to a private car. This is principally due to the range of transport schemes which will offer improved and new opportunities for travel by sustainable transport modes, including by rail, bus, walking and cycling.
- 9.3 The Transport Act 2000, as amended by the Local Transport Act 2008, requires the Local Transport Authority in developing policies for their Local Transport Plan to have regard to the transport needs of disabled people in developing and implementing plans in line with the Disability Discrimination Act 1995.

10. Financial Implications

- 10.1 The transport strategy in Appendix A identifies in section 10 an expenditure requirement of around £3,969m over a period of 20 years or more.

- 10.2 Of this, £9.963m are committed schemes which Guildford Borough Council is progressing with its partners (schemes LRN1 and AM3) and are predominantly funded by grants from the Enterprise M3 Local Enterprise Partnership (LEP), with local contributions from Guildford Borough Council and Surrey County Council. The schemes are included in Guildford Borough Council's capital programme and the Council's share of the cost is being funded from New Homes Bonus.
- 10.3 The cost of anticipated schemes total around £1,077m for which funding will be sought from sources as outlined on page 25 of the transport strategy. The anticipated schemes include £27.5m of schemes (LRN2, LRN13, LRN14, SMC2 and NR2) which currently appear on the Council's Capital Vision, which forms part of the Capital Programme 2016-17 to 2020-21. These schemes were provisionally submitted as Expressions of Interest for funding to the LEP as part of Round 3 of the Local Growth Fund.
- 10.4 Aspirational schemes total £2,632m, which includes the A3 Guildford tunnel scheme which we estimate could cost as much as £1,500m. Project LRN22, with an estimated cost of £82m, was also provisionally submitted as an Expression of Interest for funding to the LEP as part of Round 3 of the Local Growth Fund.
- 10.5 Further feasibility of the schemes outlined in the transport strategy will be undertaken following which applications for funding to various bodies will be made. In addition, some of the schemes will form part of the Regulation 123 list of infrastructure to be funded by the Community Infrastructure Levy (CIL) following the adoption by the Council of a new Local Plan, and will therefore attract funding from developer contributions.
- 10.6 Many of the schemes will be led by the Council's partners, the various transport infrastructure and service providers. A decision on which schemes will be led by Guildford Borough Council is yet to be made. However, it is likely that schemes funded by the LEP will require a local contribution from Guildford Borough Council. Where that is the case, the business case for each individual scheme will be the subject of further reports to Executive/Council and/or the Guildford Local Committee in due course.

11. Legal Implications

- 11.1 Guildford Borough Council, as the Local Planning Authority, is required by the National Planning Policy Framework (March 2012) to work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development (paragraph 31). The Council is also required to set out strategic policies to deliver transport infrastructure in its Local Plan (paragraph 156).
- 11.2 The Guildford Borough Transport Strategy has been prepared by Guildford Borough Council in this context.

- 11.3 Surrey County Council, the Local Transport Authority, is required to prepare a Local Transport Plan and keep it under review pursuant to the Transport Act 2000, as amended by the Local Transport Act 2008.
- 11.4 The Transport Act 2000 as amended places a duty on the Local Transport Authority when preparing their Local Transport Plan, and in keeping it under review, to consult the councils of the districts in the county. As indicated in this report, Guildford Borough Council's Guildford Borough Transport Strategy, and the Council's draft Local Plan and IDP, will inform Surrey County Council's Local Transport Plan, including the proposed Local Transport Strategy and Forward Programme, as and when this is prepared, revised and adopted.
- 11.5 The Transport Act 2000 as amended requires the Local Transport Authority in developing policies for their Local Transport Plan to have regard to the transport needs of disabled people in developing and implementing plans in line with the Disability Discrimination Act 1995.
- 11.6 Legal implications regarding the proposed introduction of CIL by the Council will be considered in the forthcoming report on the Community Infrastructure Levy draft charging schedule consultation, scheduled for the special meeting of the Executive on 11 May 2016.

12. Human Resource Implications

- 12.1 Sufficient resources are in place to support ongoing work at this stage. There are no other human resources issues arising from the report.

13. Summary of Options

- 13.1 Approval of the recommendations will demonstrate that the Council has a clear and ambitious transport strategy and programme of schemes for delivery with partners.
- 13.2 If the recommendations were not approved by Executive, the Council would not be able to present the transport strategy as having been endorsed as such in its bids to funders.

14. Conclusion

- 14.1 The Guildford Borough Transport Strategy will provide a frame of reference to structure ongoing work to deliver multiple elements of both the Council's strategic framework and projects and actions from the Corporate Plan 2015-2020.
- 14.2 The document addresses the requirements of the National Planning Policy Framework for the Local Planning Authority to develop strategies for the provision of viable infrastructure necessary to support sustainable development.
- 14.3 The transport strategy is consistent with the Council's draft Local Plan.

- 14.4 The transport strategy, together with the Council's draft Local Plan and IDP, will inform the preparation and review of Surrey County Council's Local Transport Plan, including the proposed Local Transport Strategy and Forward Programme for the Guildford borough area, as and when this is prepared, revised and adopted by Surrey County Council.
- 14.5 The Guildford Borough Transport Strategy will also be used to support bids to Government, the Enterprise M3 Local Enterprise Partnership and other parties for investment in the borough. The transport strategy will demonstrate to funders and stakeholders that the Council has a clear and ambitious strategy and programme of schemes for delivery with partners.

15. Background Papers

None

16. Appendices

Appendix 1 – Guildford Borough Transport Strategy (April 2016)

Appendix 4: Progress with the development of the schemes for the new rail stations at Guildford West (Park Barn) and Guildford East (Merrow)

1. Introduction

- 1.1 The case for the new rail stations at Guildford West (Park Barn) and Guildford East (Merrow) was made in both the Surrey Rail Strategy: Surrey Rail Strategy Report (Surrey County Council, September 2013) and the Guildford Town and Approaches Movement Study: Strategy Report (Arup, March 2015).
- 1.2 As a completely new rail station is likely to represent a large investment in the rail network with a potentially disruptive impact on the operational railway, it is important that a series of key issues are considered at the outset of planning for a new station (Network Rail, June 2017). Engagement with these issues helps to ensure that the proposal is robust and consistent with the industry's planning framework. The key issues to be considered fall broadly into three areas: economic and financial, operational and performance and design concept (Network Rail, June 2017).
- 1.3 Accordingly, the development of the schemes for new rail stations has been progressed using Network Rail's Governance for Railway Investment Projects (GRIP), which must be followed to monitor and project manage investment in the rail network (Network Rail, June 2017). Network Rail (June 2017) states that: "GRIP has been developed to minimise and mitigate the risks associated with delivering enhancement projects on an operational railway and covers the project process from inception to post-implementation realisation of benefits. Network Rail's licence obligations require it to be confident that when schemes are completed, they can be operated and maintained safely, reliably, efficiently and cost effectively. The GRIP process ensures that projects are delivered in such a way as to support these obligations and is used on all enhancements made to the network and to stations, including third-party funded works."
- 1.4 The GRIP process is split into eight defined parts of the project lifecycle:
 - GRIP1 Output definition
 - GRIP2 Feasibility
 - GRIP3 Option selection
 - GRIP4 Single option development
 - GRIP5 Detailed design
 - GRIP6 Construction test and commission
 - GRIP7 Scheme hand back
 - GRIP8 Project close out
- 1.5 This appendix describes progress to date with the development of schemes for new rail stations at Guildford West (Park Barn) and Guildford East (Merrow).

2. Guildford West (Park Barn) railway station

- 2.1 The Guildford West (Park Barn) railway station will be a new passenger railway station on the North Downs Line, between Wanborough and Guildford mainline railway stations.
- 2.2 The new railway station will serve the Blackwell Farm site (Policy A26) and provide improved access to rail for the existing residential area of Park Barn and north-west Guildford more generally. It will provide a vital rail link for this economically active area of Guildford embracing the Royal Surrey County Hospital, the University of Surrey's Manor Park campus including the Surrey Sports Park, and the Surrey Research Park.
- 2.3 Guildford Borough Council's Major Projects Team is progressing the development of the proposal for this new railway station, following Network Rail's GRIP process. The Council has commissioned consultants WYG and Reid Rail (Engineering) to undertake the requisite technical work.
- 2.4 The Strategic Outline Business Case, prepared for the GRIP1 stage, was completed and agreed with Network Rail in late 2016.
- 2.5 The Engineering Feasibility Report, prepared for the GRIP2 stage, has also been accepted by Network Rail in August 2017. This considers the practical feasibility of a new railway station in two potential locations. The report identifies that Option 1 which is the site in Park Barn, as now allocated as Policy A29 in the Submission Local Plan, offers the best set of circumstances for the new railway station. Key findings with respect to Option 1 include:
 - Track gradient and curvature issues can be overcome.
 - The new railway station would be a category D (staffed) facility based on predicted passenger numbers.
 - Modular platforms of around 165 metres in length are proposed in both directions to accommodate a six coach train (current service is by four coach train sets). Platforms located to allow for additional length to be added later if eight coach services are introduced in future.
 - Access to the new railway station will be by footpaths, stairs and ramps compliant with Network Rail's Disability Discrimination Act (DDA) requirements. Lifts will be provided as the main access for the mobility impaired to the platforms. A new footbridge is intended as the means of crossing between the platforms.
 - Timetable assessment indicates that two or three trains per hour calling at the new railway station should be achievable with only minor impacts on other services.
- 2.6 The Outline Business Case, which is also a GRIP2 stage requirement, has been drafted for review by, and anticipated sign-off by, Network Rail. Key findings include:
 - The Strategic Case makes it clear that the station supports development of the extension of the Surrey Research Park and new housing at Blackwell Farm and facilitates future growth at the Royal Surrey County Hospital.
 - It will provide an alternative to the use of the car as a means of access to an already significant area of economic activity and will increase catchment area from which staff and students that work and study in the area are drawn.
 - The new railway station will enable increased economic development and reduce traffic congestion and parking demand which are barriers to economic growth, improve productivity, support inward investment, and support company retention.
 - The new railway station would increase the volume of rail passengers and existing trains can call at the new railway station without requiring additional train sets.
 - A new railway station on the site in Park Barn (Option 1) provides 'high' value for money.

- 2.7 It is proposed to take a paper to the Council's Executive to request permission to commence work on the GRIP3 and GRIP4 stages of the project.
- 2.8 In terms of stakeholder engagement, the Council has held numerous technical and non-technical meetings with Network Rail, regular briefings with the University of Surrey, the Enterprise M3 LEP, the Royal Surrey County Hospital, Surrey County Council and Rushmoor Borough Council. The Council has received letters of support for the new railway station proposal from Rushmoor Borough Council, Surrey County Council, the University of Surrey and the Royal Surrey County Hospital. The Council also convenes a regular Network Rail liaison meeting with regular attendees also including Surrey County Council and Martin Grant Homes, at which the development of the scheme for a new rail station at Guildford West (Park Barn) is a standing item.

3. Guildford East (Merrow) railway station

- 3.1 The Guildford East (Merrow) railway station will be a new passenger railway station on the New Guildford Line, located between London Road (Guildford) and Clandon railway stations.
- 3.2 The new railway station will principally serve the mixed-use development at the Gosden Hill Farm site (Policy A25) and provide improved access to rail for the existing residential areas of Merrow and Burpham as well as the wider eastern Guildford area. The location of the new station would be adjacent to Surrey County Council's Merrow Depot. The station forms part of the sustainable transport strategy for the proposed development and will help to offset the traffic impact of the development.
- 3.3 Martin Grant Homes owns, controls and is the promoter of the Gosden Hill Farm site. This site is located to the north of, and is contiguous with, the New Guildford railway line. Surrey County Council owns the Merrow Depot which is to the south of, and is contiguous with, the New Guildford railway line.
- 3.4 Martin Grant Homes has undertaken development work to progress the proposal for this new railway station, following Network Rail's GRIP process. Martin Grant Homes' technical work has been undertaken by consultants MDS Transmodal and i-Transport.
- 3.5 The technical work undertaken to date has considered service patterns passing the site and the working timetable. All but a couple of trains per day terminate at Guildford station in platforms that are not shared with other services or use tracks that other services use. The timetable allows for sufficient time for train turnaround at Guildford to be reduced to permit trains to stop at the proposed new station without reducing existing service patterns. Four trains per hour calling at the new railway station should be achievable without any material impacts on other services. Furthermore, the introduction of new rolling stock on this line with improved performance involving faster acceleration and reduced travel times between stations, means that there is more scope now than in the past to introduce additional stops without increasing overall journey times.
- 3.6 In terms of vehicular access to the new railway station, a drop off and pick up area will be provided to the front of the station on the Gosden Hill Farm development side of the tracks. There is also potential for there to be a drop-off and pick up area in the Merrow Depot site but, if this was to come to fruition, this may come forward at a later date. As a local station, it is intended that car parking at the station is restricted to 'accessible' parking spaces only, rather than it being a parkway station.

- 3.7 The station will also be designed to include bus access, so that the station can operate as an interchange for onward travel. The station will be linked to the bus network which will be enhanced as part of the proposals to deliver public transport to the Gosden Hill Farm development. The station will also have access to the existing and improved network of pedestrian and cycle routes that will be provided as part of the access strategy for the Gosden Hill Farm development, allowing easy access from Gosden Hill Farm, Merrow and Burpham.
- 3.8 Footway, stairs and ramps compliant with Network Rail's Disability Discrimination Act (DDA) requirements will be provided where feasible. Should lifts be considered necessary, these would be provided as the main access for the mobility impaired to the platforms. A new footbridge is intended as the means of crossing between the platforms, which would be accessed either via lifts or ramps. Initial design options have identified that either option can be delivered.
- 3.9 Initial indicative masterplans for the station have shown that a platform configuration of up to 300 metres can be delivered within land controlled by Martin Grant Homes, Surrey County Council and Network Rail, which is sufficient for 12 car trains. In other words, the station is capable of accommodating the largest trains current and predicted to operate on this route.
- 3.10 PBA on behalf of MDS Transmodal undertook a Station Demand Forecasting Study for Merrow Station in May 2014. This concluded that:
- “A new station at Merrow would lead to some 1,000 home-based return trips and around 110 non-home-based return trips using the station each weekday. These include new and abstracted trips from the neighbouring stations. The annual total revenue increase is forecast to be in the region of £2,500,000 per annum.”
- 3.11 The incremental revenue available from the new station will exceed incremental operating costs. The incremental operating costs will be little more than the cost of brake pads and energy for trains to halt and restart along with the maintenance and supervision of the station itself.
- 3.12 In terms of stakeholder engagement, Martin Grant Homes have had continued dialogue over the past four years with Network Rail, the former and current responsible Train Operating Company namely South West Trains and South Western Railway respectively, Surrey County Council and Guildford Borough Council. Martin Grant Homes has also liaised with the Department for Transport. Martin Grant Homes has signed a Basic Service Agreement with Network Rail. It also provided inputs into Surrey County Council's consultation on their emerging rail strategy in 2013.
- 3.13 Martin Grant Homes received a letter of support for the new railway station from Network Rail and South West Trains in September 2014. This identified their agreement in principle to points including:
- A Basic Service Agreement between Network Rail and Martin Grant Homes has been signed.
 - The current assumptions indicate that the development of a new station at Merrow can be accommodated with a recast timetable, with no impact upon the frequency of service at existing stations.
 - The preliminary costs analysis seems reasonable.
 - The design principles and layout as proposed are generally acceptable to South West Trains and Network Rail.

- South West Trains and Network Rail support a proposed station at Merrow when a proposal is submitted to the Department for Transport for their consideration.
- Subject to further assessment and securing approval from the Department for Transport, South West Trains and Network Rail consider the delivery of a new station at Merrow to be feasible and viable.

3.14 At the regular Network Rail liaison meeting, which is convened by Guildford Borough Council, with regular attendees also including Surrey County Council and Martin Grant Homes, the development of the scheme for a new rail station at Guildford East (Merrow) is a standing item.

Reference documents

['27.03.17 First MTR joint venture awarded South Western franchise' \(Rail Technology Magazine, March 2017\)](#)

Guildford Town and Approaches Movement Study: Strategy Report (Arup, March 2015)

[Investment in Stations: A guide for promoters and developers \(Network Rail, June 2017\)](#)

Surrey Rail Strategy: Surrey Rail Strategy Report (Surrey County Council, September 2013)

[Written statement to Parliament: South Western rail franchise, published 27 March 2017 \(Department for Transport, March 2017\)](#)

Appendix 5: Traffic management and environmental improvement schemes

1. Introduction

1.1. Five schemes in the Infrastructure Schedule (Appendix C) in the Submission Local Plan are identified explicitly as traffic management and/or environmental improvement schemes. Table 1 sets out these schemes.

Table 1: Traffic management and environmental improvement schemes in the Infrastructure Schedule (Appendix C) of the Submission Local Plan

Scheme reference	Scheme description	Delivered when	Likely cost (where known) and funding source
LRN9	A323 Ash Road and Guildford Road (Ash) traffic management and environmental improvement scheme	Between 2018 and 2026	£1m Developer funded
LRN10	B3411 Ash Hill Road (Ash) traffic management and environmental improvement scheme	Between 2018 and 2026	£0.5m Developer funded
LRN12	B3411 Ash Vale Road (Ash Vale) environmental improvement scheme	Between 2018 and 2026	£0.8m Developer funded
LRN15	The Street (Tongham) environmental improvement scheme	Between 2018 and 2026	£0.5m Developer funded
LRN20	A247 Send Road/Send Barns Lane (Send) traffic management and environmental improvement scheme	Between 2018 and 2026	£1.5m Developer funded
LRN22	East Horsley and West Horsley traffic management and environmental improvement scheme	Between 2019 and 2023	£1m Developer funded

1.2. These schemes have been identified through the Local Plan-making process. They have been included in the Infrastructure Schedule in order to address otherwise potential adverse impacts on communities and the environment including impacts on amenity and health, noise pollution and air pollution.

1.3. ‘Traffic calming’ is a term that is also applied to such schemes or elements of such schemes. Surrey County Council’s Traffic Calming Good Practice Guidance defines traffic calming as follows:

‘The Traffic Calming Act 1992 defines "traffic calming works" as "works affecting the movement of vehicular and other traffic for the purpose of promoting safety or preserving or improving the environment through which the highway runs".'

Other interpretations of the term "traffic calming" are in more general use. Traffic calming can be defined simply as the use of self-enforcing speed reduction measures.’
(Surrey County Council, undated: p.4]

1.4. In terms of the broader policy aims of traffic calming, Surrey County Council note that it ‘is a technique aimed at reducing the environmental impact of the motor vehicle by reducing

conflict with more vulnerable road users such as cyclists and pedestrians' (p.4). In addition, 'traffic calming is also consistent with the aims of a sustainable transport policy in promoting cycling, walking and, in certain cases, public transport' (p.4).

- 1.5. A range of traffic management measures, beyond those normally associated with traffic calming, can also achieve the broader aims of traffic calming. Surrey County Council note that: 'For example, road closures, mini roundabouts, cycle tracks, changes in junction priority or bus priority measures may not in themselves be considered traffic calming measures yet their use may be entirely compatible with the aims of a traffic calming scheme' (p.4)
- 1.6. In addition to the schemes identified in Table 1, traffic management and/or environmental improvement measures will also feature in other highway schemes identified in the Submission Local Plan.
- 1.7. This technical note:
 - identifies the different types of measure that could feature in these traffic management and environmental improvement schemes
 - identifies advantages and disadvantages of the different types of measure
 - for each scheme, identifies its location, the most relevant site policies, and the potential measures that could be implemented based on the characteristics of the area, subject to technical and feasibility studies to be undertaken.

2. Types of measure

- 2.1 Table 2 sets out the different types of measure that could feature in the traffic management and environmental improvement schemes. The advantages and disadvantages draw from the following sources:
 - [Traffic Calming Good Practice Guidance \(Surrey County Council, undated\) \[Accessed 1/12/2017\]](#)
 - [Traffic Management webpages \(London Borough of Sutton, undated\) \[Accessed 1/12/2017\]](#)
- 2.2 The types of measures listed are not exhaustive.

Table 2: Different types of measures in traffic management, environmental improvement and traffic calming schemes¹

Type	Advantages	Disadvantages
Speed cameras	<ul style="list-style-type: none"> • Self-enforcing and visible 	<ul style="list-style-type: none"> • Expensive • Not practical for all roads • Perceived by some as a means of raising funds • Less or no effect beyond the camera • Require regular maintenance
Central island refuge	<ul style="list-style-type: none"> • Can provide a pedestrian facility where it is not possible to install a formal crossing • Can be used to narrow the carriageway and prevent overtaking especially when used in a series, linked with centre hatching • Can provide a protected right turn lane at junctions • Provides protection to the adjacent lane 	<ul style="list-style-type: none"> • Limited speed-reducing effect compared with vertical deflection
Junction table or entry treatment	<ul style="list-style-type: none"> • More acceptable to emergency services and bus operators than standard humps • Slows down all approaching traffic to all arms of the junction • Can be used in isolation – they do not have to form part of a series of road humps 	<ul style="list-style-type: none"> • Expensive • Construction may cause temporary traffic disruption. • Often requires temporary road closures. • If constructed at footway height this can lead to confusion between motorists and pedestrians as to who has right of way
Road narrowing	<ul style="list-style-type: none"> • Interrupts through traffic movement thereby reducing speed • Does not delay emergency service vehicles or affect bus operation • Cycle gaps can sometimes be incorporated • If cycle gap is not provided they can make safer crossing places for pedestrians 	<ul style="list-style-type: none"> • Limited speed-reducing effect (some vehicles actually increase speed to get through the narrowing before an oncoming vehicle) • Expensive if drainage works are necessary • Loss of on-street parking

¹ Table 2 is based on information from [Traffic Calming Good Practice \(Surrey County Council, undated\) \[Accessed 1/12/2017\]](#) and from [Traffic Management webpages \(London Borough of Sutton, undated\) \[Accessed 1/12/2017\]](#).

Type	Advantages	Disadvantages
Speed cushions (pillow hump)	<ul style="list-style-type: none"> • Inexpensive to construct • No loss of on-street parking • Cyclists can pass between cushions 	<ul style="list-style-type: none"> • In a case of two cushions, if on-street parking occurs vehicles may not be able to straddle the cushions thereby negating the benefits to the emergency services and buses • Yellow line restrictions may be required to protect the cushions so that vehicles can straddle them, this would then result in a loss of on-street parking • Less effective at speed reduction than conventional speed humps
Physical width restriction	<ul style="list-style-type: none"> • Physically restricts lorry movements and allows emergency vehicle access 	<ul style="list-style-type: none"> • Location is restricted by the need for a turning head to allow large vehicles that have a legitimate reason for being in that road to turn around e.g. refuse, delivery and removal lorries to turn around • Emergency services are delayed when unlocking and relocating the posts
Priority give-way (with priority provision for cyclists)	<ul style="list-style-type: none"> • Utilise horizontal rather than vertical deflection so do not affect emergency services 	<ul style="list-style-type: none"> • Does not significantly reduce vehicle speed unless the chicane is tight i.e. the stagger is short; this is not possible to achieve where lorries and buses still need to use the road • Some drivers see chicanes as a challenge and accelerate to get through • Expensive to construct, especially if drainage works are necessary • Large loss of on-street parking

Type	Advantages	Disadvantages
Surface Treatment	<ul style="list-style-type: none"> • The use of a colour contrast used to induce driver caution or increase awareness, particularly at the point of entry to a sensitive environment or to highlight a particular feature. Unlike rumble devices, a change of surface should cause no noticeable increase in noise or vibration. • Shared space type measures have been shown to improve quality of life 	<ul style="list-style-type: none"> • Shared space schemes only appropriate where traffic flow is relatively low e.g. (fewer than 100 motor vehicles per peak hour)
Mini-roundabout	<ul style="list-style-type: none"> • Breaks up the flow of 'through traffic', thereby slowing traffic on all approaches to the junction • May improve turning movements into and out of minor roads 	<ul style="list-style-type: none"> • May not be effective in reducing speed of traffic if no deflection is possible • The improvement of turning movements may serve to encourage more traffic onto side roads • If no islands were installed, pedestrians would find it difficult to cross the junction • Does not facilitate the crossing by pedestrians of the road; they may find it difficult to negotiate the junction safely if no traffic islands are installed

3. Review of traffic management and environmental improvement schemes in the Submission Local Plan

- 3.1 For each of the traffic management and/or environmental improvement scheme in the Submission Local Plan, this section identifies its location, the most relevant site policies, and the potential measures that could be implemented based on the characteristics of the area.
- 3.2 The review is not based on an exhaustive consideration of measures and the ideas discussed are subject to technical and feasibility studies.

Scheme LRN9: A323 Ash Road, Ash Street and Guildford Road (Ash) traffic management and environmental improvement scheme

- 3.3 The Infrastructure Schedule (Appendix C) in the Submission Local Plan sets out the following information for this scheme:

Scheme reference	Scheme description	Delivered when	Likely cost (where known) and funding source
LRN9	A323 Ash Road and Guildford Road (Ash) traffic management and environmental improvement scheme	Between 2018 and 2026	£1m Developer funded

- 3.4 We have proposed a minor modification to this scheme description, to read: ‘A323 Ash Road, Ash Street and Guildford Road (Ash) traffic management and environmental improvement scheme’, in order to better define the ‘corridor’ which includes Ash Street.

Scheme location

- 3.5 The approximate location of the scheme is shown in Figure 1.

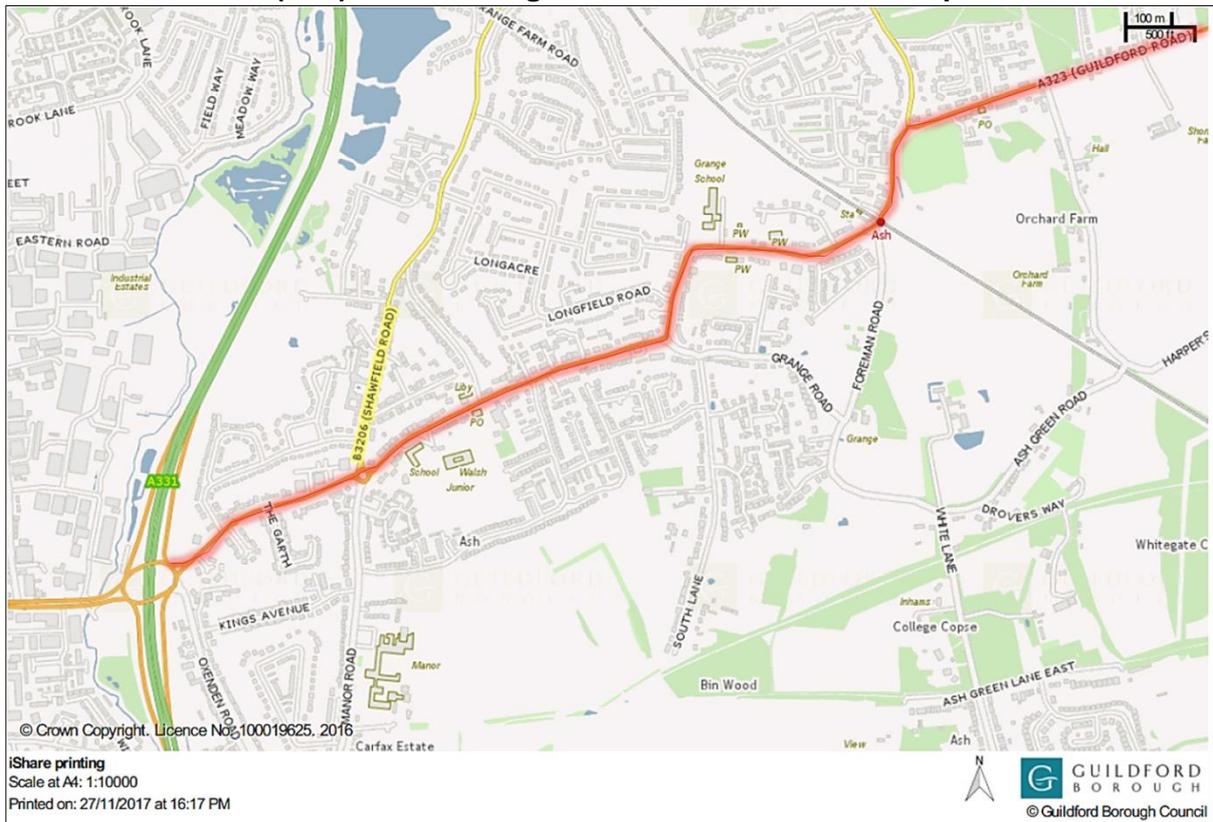
Area description and existing conditions

- 3.6 Guildford Road is single carriageway road with footways on both sides. The road is street-lit and subject to a 30mph speed limit. There are two bus stops on both the northern and western sections of this road, and a pedestrian crossing is situated 50m east of the north eastern quadrant of the Guildford Road/Ash Hill Road mini-roundabout. After the Guildford Road / Ash Hill Road roundabout the A323 Ash Church Road continues through Ash. This route is approximately 8m in width with footways on both sides of the carriageway. It is street-lit, subject to a 30mph speed limit, and parking is permitted on both sides of the carriageway. Through Ash the A323 is 30mph with footways either side until Ash Road which is a dual carriageway after the A331/ A323 junction.

Most relevant site policies

- 3.7 The most relevant site policy in the Submission Local Plan is Policy A29 Land to the south and east of Ash and Tongham, which consists of a number of land parcels.

Figure 1: Approximate location of scheme LRN9: A323 Ash Road and Guildford Road (Ash) traffic management and environmental improvement scheme



Potential measures

3.8 Potential measures that could be implemented based on the characteristics of the area include the following:

- Upgrade Public Right of Way route which links to Ash rail station
- Widening of eastern side of the footway along Guildford Road to Ash Station to provide a continuous shared pedestrian/cycle link facility from Dean Close to Ash rail station
- Improve bus stops, including Real Time Passenger Information
- Provision of new bus stops on Guildford Road
- New uncontrolled pedestrian crossing from Guildford Road to Ash rail station.

Scheme LRN10: B3411 Ash Hill Road (Ash) traffic management and environmental improvement scheme

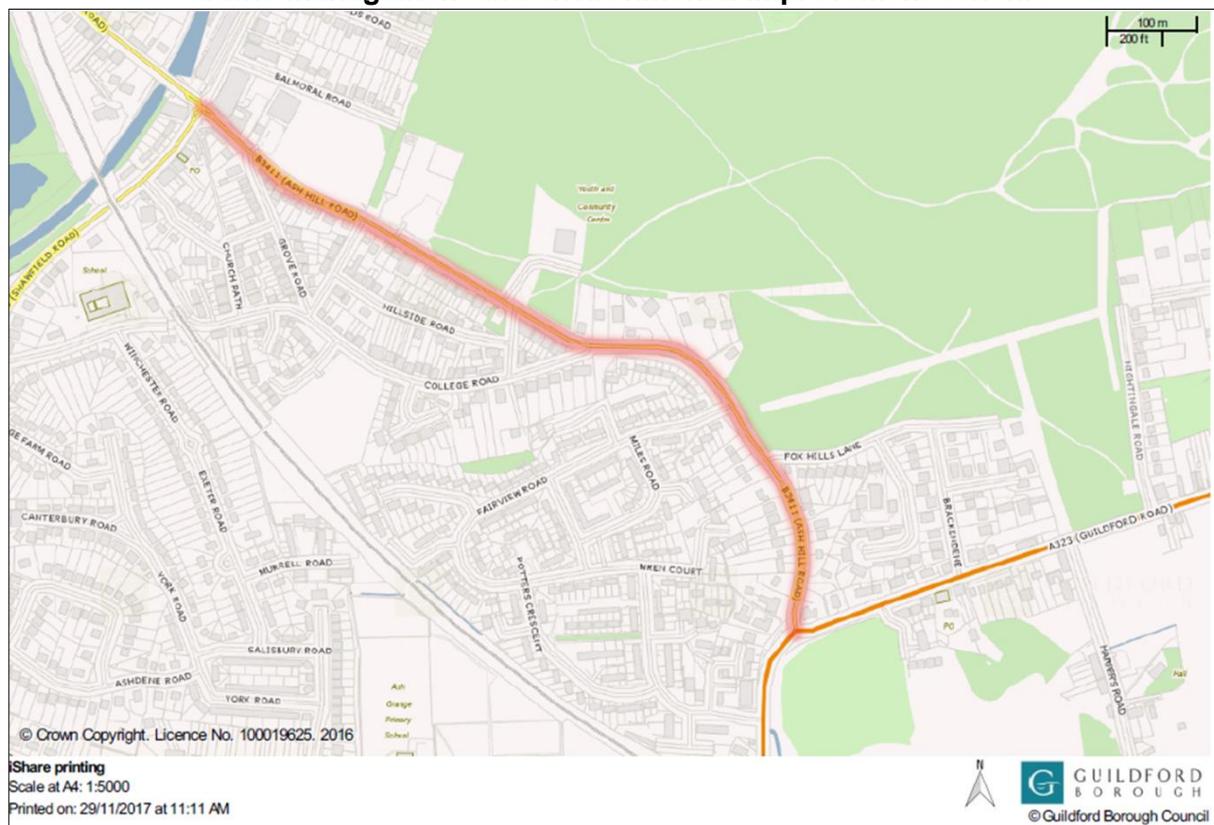
3.9 The Infrastructure Schedule (Appendix C) in the Submission Local Plan sets out the following information for this scheme:

Scheme reference	Scheme description	Delivered when	Likely cost (where known) and funding source
LRN10	B3411 Ash Hill Road (Ash) traffic management and environmental improvement scheme	Between 2018 and 2026	£0.5m Developer funded

Scheme location

3.10 The approximate location of the scheme is shown in Figure 2.

Figure 2: Approximate location of scheme LRN10: B3411 Ash Hill Road (Ash) traffic management and environmental improvement scheme



Area description and existing conditions

3.11 From the mini roundabout connecting the B3411 Ash Hill Road and Guildford Road the B3411 Ash Hill Road is a 30mph road with a footway along the western side only until the intersection with College Road at which point there is footways on both sides of the road.

Most relevant site policies

3.12 The most relevant site policy in the Submission Local Plan is Policy A29 Land to the south and east of Ash and Tongham, which consists of a number of land parcels.

Potential measures

3.13 Potential measures that could be implemented based on the characteristics of the area include the following:

- Speed cushions
- Central island refuge
- Provision of bus stops and shelters on Guildford Road o/s Ash Hill Road eastbound and westbound.

Scheme LRN12: B3411 Ash Vale Road (Ash Vale) environmental improvement scheme

3.14 The Infrastructure Schedule (Appendix C) in the Submission Local Plan sets out the following information for this scheme:

Scheme reference	Scheme description	Delivered when	Likely cost (where known) and funding source
LRN12	B3411 Ash Vale Road (Ash Vale) environmental improvement scheme	Between 2018 and 2026	£0.8m Developer funded

Scheme location

3.15 The approximate location of the scheme is shown in Figure 3.

Figure 3: Approximate location of Scheme LRN12: B3411 Ash Vale Road (Ash Vale) environmental improvement scheme



Area description and existing conditions

- 3.16 The B3411 Vale Road links to Ash Hill Road and is a 30mph road with footways on both sides. It has streetlights and a pedestrian island approximately 800m north from the junction with Lakeside Road.
- 3.17 Most of B3411 Vale Road has recently had speed cushions installed although the section from Lakeside Road to Shawfield Road could be improved as part of scheme LRN12.

Most relevant site policies

3.18 The most relevant site policy in the Submission Local Plan is Policy A29 Land to the south and east of Ash and Tongham, which consists of a number of land parcels.

Potential measures

3.19 Potential measures that could be implemented based on the characteristics of the area include the following:

- Central island refuge
- Vehicle Activated Signs
- Additional traffic calming
- Raised junctions.

Scheme LRN15: The Street (Tongham) environmental improvement scheme

3.20 The Infrastructure Schedule (Appendix C) in the Submission Local Plan sets out the following information for this scheme:

Scheme reference	Scheme description	Delivered when	Likely cost (where known) and funding source
LRN15	The Street (Tongham) environmental improvement scheme	Between 2018 and 2026	£0.5m Developer funded

Scheme location

3.21 The approximate location of the scheme is shown in Figure 4.

Figure 4: Approximate location of scheme LRN15: The Street (Tongham) environmental improvement scheme



Area description and existing conditions

3.22 The Street is a 30mph road with footway along the eastern side of The Street from the A31 on-slips (south of the site), continuing northwards past the site and into Tongham. A footway is also provided along the western side of The Street between Tongham village and a priority give-way buildout to the south. The priority give-way buildout provides a narrowing of the road, which facilitates a dropped kerb crossing for pedestrians.

Most relevant site policies

3.23 The most relevant site policy in the Submission Local Plan is Policy A29 Land to the south and east of Ash and Tongham, which consists of a number of land parcels.

Potential measures

3.24 Potential measures that could be implemented based on the characteristics of the area include the following:

- Parking formalisation on the eastern side of the Street to effectively manage the flow of traffic
- Improvement to footway on the Street
- Shuttle working through the implementation of traffic signals.

Scheme LRN20: A247 Send Road/Send Barns Lane (Send) traffic management and environmental improvement scheme

3.25 The Infrastructure Schedule (Appendix C) in the Submission Local Plan sets out the following information for this scheme:

Scheme reference	Scheme description	Delivered when	Likely cost (where known) and funding source
LRN20	A247 Send Road/Send Barns Lane (Send) traffic management and environmental improvement scheme	Between 2018 and 2026	£1.5m Developer funded

Scheme location

3.26 The approximate location of the scheme is shown in Figure 5.

Figure 5: Approximate location of scheme LRN20: A247 Send Road/Send Barns Lane (Send) traffic management and environmental improvement scheme



Area description and existing conditions

3.27 The A247 Send Road is a single carriageway road with footways on both sides. Unrestricted on street parking occurs along some sections particularly near the junction with Tannery Lane. Send Barns Lane shared cycle/footways on the eastern side and for a short section on the western side.

Most relevant site policies

3.28 The most relevant site policies in the Submission Local Plan are:

- Policy A42 Clockbarn Nursery, Tannery Lane, Send
- Policy A44 Land west of Winds Ridge and Send Hill, Send.

Potential measures

3.29 Potential measures that could be implemented based on the characteristics of the area include the following:

- Review parking arrangements along Send Road / Send Barns Lane
- Cycleway/footway enhancements
- Raised junctions
- New traffic signal controlled junctions to manage traffic flows.

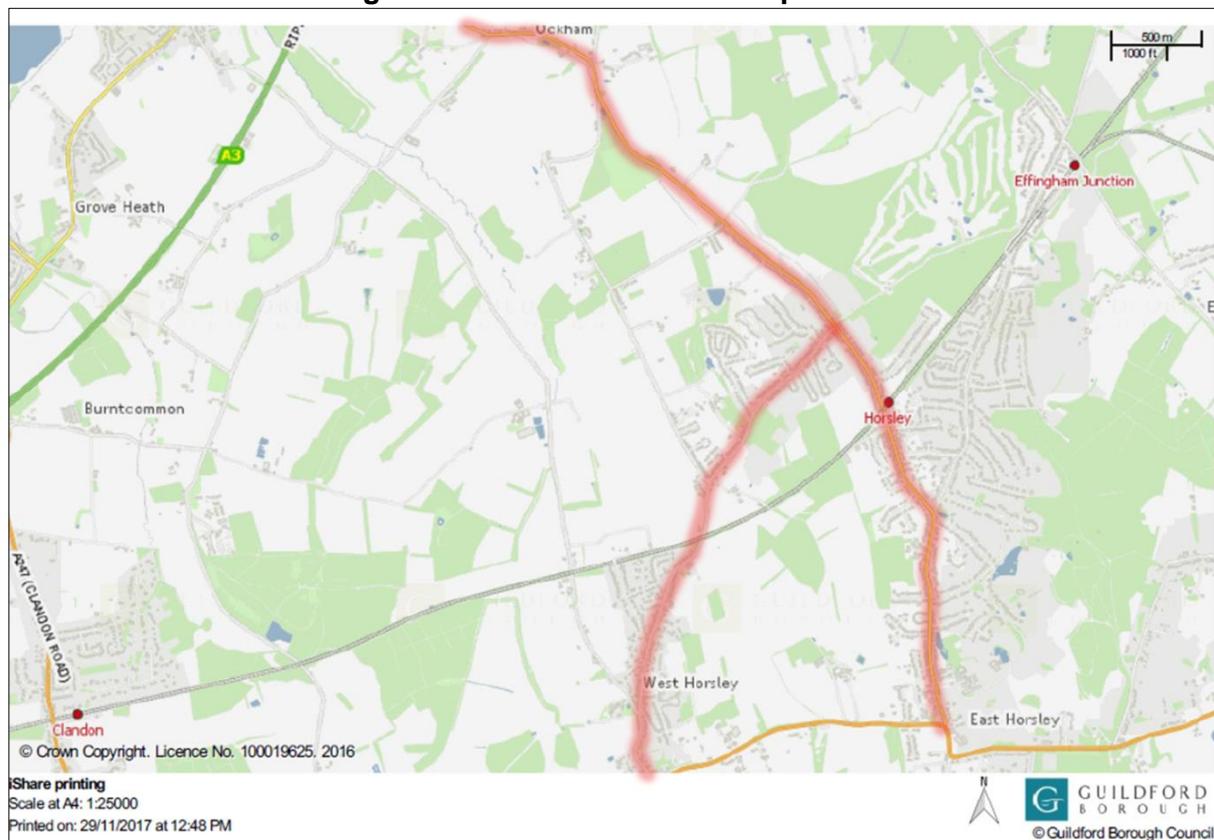
Scheme LRN22: East Horsley and West Horsley traffic management and environmental improvement scheme

Scheme reference	Scheme description	Delivered when	Likely cost (where known) and funding source
LRN22	East Horsley and West Horsley traffic management and environmental improvement scheme	Between 2019 and 2023	£1m Developer funded

Scheme location

3.30 The approximate location of the scheme is shown in Figure 6.

Figure 6: Approximate location of scheme LRN22: East Horsley and West Horsley traffic management and environmental improvement scheme



Area description and existing conditions

3.31 This scheme seeks to provide improvements across the settlements of East Horsley and West Horsley. The East Horsley and West Horsley neighbourhood plans were reviewed to inform this report. In East Horsley the A246 runs south of the main village centre connecting with Guildford in the west. Ockham Road (B2039) and Forest Road are narrow roads which traverse the village. A speed table, lining and signage works were completed in March 2017 near to Station Parade on Ockham Road South. There are opportunities to improve the footways on Ockham Road South in the section running from the A246 to Frenchlands Gate and in Forest Road at Effingham Junction from the railway bridge to Old Lane. In West Horsley the Street connects the village with the A246. The Street is a narrow road with a footway on the eastern side. Ripley Lane connects into the Street and is a narrow road with no footpaths.

Most relevant site policies

3.32 The most relevant site policies in the Submission Local Plan are:

- Policy A37 Land at and to the rear of Bell and Colvill, Epsom Road, West Horsley
- Policy A38 Land to the west of West Horsley
- Policy A39 Land near Horsley railway station, Ockham Road North, East Horsley
- Policy A40 Land to the north of West Horsley.

Potential measures

3.33 Potential measures that could be implemented based on the characteristics of the area include the following:

- Road and footpath resurfacing in East and West Horsley
- Traffic calming measures including Vehicle activated signs (VAS)
- Speed limit changes
- Raised junctions
- Central island refuge
- Surface treatment.

Reference documents

[Guildford Borough Transport Strategy 2017 \(Guildford Borough Council, December 2017\)](#)

[Traffic Calming Good Practice \(Surrey County Council, undated\)](#) [Accessed 1/12/2017]

[Traffic Management webpages \(London Borough of Sutton, undated\)](#) [Accessed 1/12/2017]

East Horsley Neighbourhood Plan 2017-2033: Submission version (East Horsley Parish Council, July 2017)

West Horsley Neighbourhood Plan 2016-2033, Submission Version (West Horsley Parish Council, October 2017)

[Local Transport Note 1/07: Traffic Calming \(Department for Transport, March 2007\)](#)

Appendix 6: Guildford town centre transport schemes

1. Introduction

- 1.1. The Guildford Town Centre Regeneration Strategy 2017 (Guildford Borough Council, January 2017)¹ (hereafter the Regeneration Strategy 2017) and associated regeneration work programme was approved by the Council's Executive in January 2017². This technical note provides background on the development of the Regeneration Strategy 2017, including the relationship with the Guildford Town Centre and Hinterland Masterplan Report: Final draft report for consultation (Allies and Morrison Urban Practitioners, October 2015)³ (hereafter the Draft Masterplan 2015) and the Guildford Town Centre Vision (Allies and Morrison Urban Practitioners, 2014), the transport and infrastructure projects planned in the town centre and the relationship to the Submission Local Plan.
- 1.2. The purpose of this note is:
- To explain the rationale for, and status of, the Draft Masterplan 2015 and the Regeneration Strategy 2017
 - To explain the status of transport schemes in Guildford town centre promoted variously in the Submission Local Plan and Regeneration Strategy 2017
 - To provide an update on the development of transport schemes in Guildford town centre promoted in both the Submission Local Plan and Regeneration Strategy 2017
 - To provide an update on notable transport schemes in Guildford town centre promoted in the Regeneration Strategy 2017 that are outside of the Submission Local Plan

2. Rationale for the Draft Masterplan 2015 and Regeneration Strategy 2017

The Draft Masterplan 2015

- 2.1 The Draft Masterplan 2015 was commissioned by Guildford Borough Council and prepared by Allies and Morrison Urban Practitioners. The Draft Masterplan 2015 followed the same consultant's work on the Guildford Town Centre Vision (Allies and Morrison Urban Practitioners, 2014). The Draft Masterplan 2015 drew a vision of a changing Guildford over a period of 20 years, which extends its attractive retail and leisure offer, while maintaining its heritage. It proposed the creation of a largely pedestrian centre around key anchor sites and promoted a more attractive place for people to live and work. To achieve the desired quality of the environment, the Draft Masterplan 2015 aimed to discourage through traffic, encourage visitor traffic, promoting a 'travel to and not through' model to reduce intrusive traffic and encouraging locals and visitors to adopt other modes of transport.

¹ <https://www.guildford.gov.uk/article/20314/Town-Centre-Regeneration-Strategy>

² <http://www2.guildford.gov.uk/councilmeetings/ieDecisionDetails.aspx?AllId=2483>

³ <https://www.guildford.gov.uk/tcmp>

2.2 The Council's Executive considered the Draft Masterplan 2015 in March 2016. The Executive resolved:

'That the Town Centre Masterplan prepared by Allies and Morrison and the extensive consultation be approved as a guide for the ongoing work of the GBC Major Projects team who will, where appropriate, present proposals in a manner that is compatible with the Local Plan and planning requirements.'⁴

2.3 The Draft Masterplan 2015 does not form part of the Development Plan for the borough and does not carry any material planning weight.

The Regeneration Strategy 2017

2.4 Following the approval of the Draft Masterplan 2015 by the Council's Executive as a guide, the Council's Major Projects Team prepared the Regeneration Strategy 2017, 'to take the 'vision' forward and to realise this in to an aspirational Strategy for bringing forward key sites in the short to medium terms and setting longer-term objectives.'⁵

2.5 The Council's Executive considered the Regeneration Strategy 2017 in January 2017. The Executive resolved:

'That...the Guildford Town Centre Regeneration Strategy 2017 be approved, together with the associated regeneration work programme, as setting the overarching strategic objectives for the ongoing work of the Major Projects Team, who will, where appropriate, present proposals in a manner that is compatible with the Local Plan and planning requirements.'⁶

2.6 Like the Draft Masterplan 2015, the Regeneration Strategy 2017 does not form part of the Development Plan for the borough and does not carry any material planning weight.

2.7 The Regeneration Strategy 2017 sets out a broad regeneration work programme to set the focus for the Council's Major Projects Team to take forward the various project strands associated with the overall strategy – albeit it is intended as a flexible, living, document.

2.8 The strategy sets out the Council's view of the current situation and the key drivers and themes behind the need for regeneration in the town centre. It goes on to identify the managed change that is required and how this could be delivered, culminating in a regeneration work programme setting out proposed actions in the short and medium term.

⁴ <http://www2.guildford.gov.uk/councilmeetings/documents/s4701/Item%2004%20-%20Town%20Centre%20Masterplan.pdf>

⁵ <http://www2.guildford.gov.uk/councilmeetings/documents/s7013/Item%2004%20-%20Town%20Centre%20Regeneration%20Strategy%20v2.pdf>

⁶ <http://www2.guildford.gov.uk/councilmeetings/ieListDocuments.aspx?CIId=132&MIId=472&Ver=4>

3. Status of transport schemes in Guildford town centre promoted variously in the Submission Local Plan and Regeneration Strategy 2017

- 3.1 A number of transport schemes that are located in Guildford town centre and beyond, which were identified through the Local Plan-making process, and which are now included in the Submission Local Plan, are also promoted in the Regeneration Strategy 2017. Section 4 identifies the transport schemes that are common to both the Submission Local Plan and the Regeneration Strategy 2017 and provides an update on progress in bringing these forward.
- 3.2 The Regeneration Strategy 2017, and its forerunner the Draft Masterplan 2015, promote further transport schemes in the town centre. The status of most of these further transport schemes are considered to be 'aspirational', rather than being 'committed' or 'anticipated' schemes. We do not consider that these further transport schemes are key infrastructure requirements on which the delivery of the Submission Local Plan depends.
- 3.3 In the Guildford Borough Transport Strategy 2017 (Guildford Borough Council, December 2017), we have defined the 'aspirational' status category for schemes as signifying that 'A strong business case will need to be demonstrated in order to secure funding as the estimated cost presently exceeds typical funding envelopes and/or there are significant planning and statutory approvals to be achieved.' Whilst we do not consider that these 'aspirational' schemes are key infrastructure requirements on which the delivery of the new Local Plan depends, we do consider that it is appropriate to promote these schemes at this time.

4. Update on the development of transport schemes in Guildford town centre promoted in both the Submission Local Plan and Regeneration Strategy 2017

Scheme NR1 Guildford rail station capacity and interchange improvements

- 4.1 Network Rail and Guildford Borough Council are working closely to identify future land requirements in the area of and around Guildford (mainline) rail station area in order to develop a strategy that meets the needs of the railway and the wider community.
- 4.2 Specifically, the Council has commissioned a study from Network Rail to examine the opportunities for redevelopment to realise Guildford rail station capacity and interchange improvements alongside new residential and commercial development.

Scheme LRN1 Guildford Town Centre Transport Package

- 4.3 The committed scheme LRN1 Guildford Town Centre Transport Package is comprised of a number of component schemes as identified in the Infrastructure Schedule at Appendix C of the Submission Local Plan.
- 4.4 These schemes are being variously delivered by Surrey County Council and Guildford Borough Council.

Walnut Tree Close experimental closure scheme (Surrey County Council delivered scheme)

- 4.5 Surrey County Council and Guildford Borough Council undertook a public consultation on two proposals for the experimental closure in Summer 2016. The proposals aim to reduce the amount of traffic using the road, particularly vehicles that use the road as a through-route between the A25 and the gyratory. To achieve this aim, two trial measures are proposed: a point-closure or a one-way traffic restriction on Walnut Tree Close. It is intended that the scheme will:
- Reduce peak-hour queuing at both ends of Walnut Tree Close
 - Improve safety for all road users
 - Reduce the conflict between traffic exiting Walnut Tree Close and the gyratory
 - Create a more pleasant environment along the road to encourage more walking and cycling
- 4.6 Development of the scheme is ongoing with implementation of two experimental schemes, in turn, now planned for in 2018.

Replacement Walnut Bridge scheme (Guildford Borough Council delivered scheme)

- 4.7 A major new investment in the borough's infrastructure will be the replacement of Walnut bridge, a pedestrian and cycle bridge that connects the railway station with the heart of the town centre. The existing bridge is narrow and has a western entrance that is 'hidden' within a building, so that its use is often limited to those with local knowledge.
- 4.8 The bridge is currently programmed for delivery by 2019.

Guildford College Link + scheme (Surrey County Council delivered scheme)

- 4.9 The link will use residential roads to provide a quiet and pleasant route for pedestrians and cyclists, connecting the new Walnut Bridge and the Bedford Wharf area to Guildford College.
- 4.10 The scheme will include the provision of directional signs, new controlled crossings and the provision of off-road cycle facilities.
- 4.11 Detailed design on the route will be carried out during 2018, with construction expected to begin in early 2019.

Millbrook car park junction improvement scheme (Surrey County Council delivered scheme)

- 4.12 The existing junction arrangement at Millbrook car park – which is located on the A281 Millbrook, one of the southern approaches to the town centre – currently only allows traffic exiting the car park to turn left (northwards) and enter the Guildford gyratory rather than turn right and travel southbound, putting additional pressure on the gyratory. Currently, visitors who travel from the south of Guildford may also be discouraged from using the car park because of the difficulty in returning southbound after leaving.
- 4.13 The scheme will reconfigure the junction to enable traffic to turn right when exiting the car park, removing the requirement for exiting vehicles to circuit the Guildford gyratory, therefore easing the pressure on the gyratory and making the car park more attractive to potential users.
- 4.14 Modelling has been completed to test the impact of the scheme upon traffic flows on surrounding roads. Detailed design is now underway to produce a layout plan that will show how the car park exit will be reconfigured and identify third party land required for the scheme.
- 4.15 Construction is currently expected to begin in January 2018, subject to completion of a legal agreement between SCC and GBC and should be completed by end of March 2018.

A25 cycle corridor scheme (Surrey County Council delivered scheme)

- 4.16 The existing off-road shared-use pedestrian and cycle facility along the A25 was improved as part of the Local Sustainable Transport Fund in 2014/15, however there were a number areas along the route that could not be upgraded at the time.
- 4.17 Works completed in April 2017 included widening the footway to 3 metres, creating a shared-use pedestrian and cycle facility, resurfacing, and renewal of traffic signs along this stretch of the A25.
- 4.18 Surrey County Council is currently undertaking design work on the south side of the A25 Parkway with the aim of widening sections of the pathway to 3 metres. Construction is expected to begin in late January 2018.

A25 Stoke crossroads improvement scheme (Surrey County Council delivered scheme)

- 4.19 This scheme is part of a wider project to improve walking and cycling routes along the A25 and aims to provide at-grade crossing facilities on all arms of the roundabout and includes bus priority on the signals to assist with bus journey time reliability. Work has been delayed to allow Highways England to develop their scheme which is to widen the slip from the A3 to the junction. Both scheme will be constructed together to minimise disruption, with construction planned to start late summer 2018.
- 4.20 The junction of the A25 and A320 (Stoke crossroads) is located along a popular route into the town centre from Stoughton, Slyfield and other areas north of Guildford. However, due to its links to the A3, Stoke Crossroads is a particularly busy junction for vehicular traffic and a

difficult junction to cross for non-motorised users. Only two of the arms of the junction currently have controlled crossing facilities at surface level, and whilst the western arm has a pedestrian bridge the northern arm has no crossing facilities at all.

- 4.21 The proposed improvements will provide improved crossing facilities across the junction for pedestrians and cyclists. It will also fill another gap in the A25 cycle network by widening the pathways on each of the corners of the junction to create a shared-use pedestrian and cycle facility. The traffic signals may also include the provision of intelligent facilities that prioritise late-running buses.

Off route cycle route along A3100 linking London Road station with residential areas (Surrey County Council delivered scheme)

- 4.22 The section of London Road between the Boxgrove Roundabout and London Road rail station currently has an on-road advisory cycle lane, however the cycle lane is intermittent and there are gaps in some areas, particularly outside Stoke Park.
- 4.23 Design options are being considered for an improved cycle route between London Road Station and Boxgrove Roundabout; this is likely to include widened mandatory on-road cycle lanes with alternative quiet routes provided to cater for less-confident cyclists.
- 4.24 Construction is scheduled to begin around Summer 2018.

Scheme LRN23 A322 Onslow Street, Laundry Road, A322 Woodbridge Road and A246 York Road junctions improvement scheme involving new and modified signalised junctions

- 4.25 This scheme is promoted in the Submission Local Plan.
- 4.26 This scheme involves introducing new signals and modifying existing signals at these junctions in order to improve traffic flow and access to the town centre. Traffic flows at these junctions are closely linked to flows on the gyratory.
- 4.27 It is envisaged that this scheme will be developer funded. It will be further progressed in due course.

SMC1-6 Sustainable Movement Corridor route sections

- 4.28 Appendix 7 provides an update on progress with the development of the Sustainable Movement Corridor project.

Scheme BT1 New Guildford town centre bus facilities

Guildford Bus Station and North Street redevelopment

- 4.29 The redevelopment of the North Street site (Policy A6) will play a key role in shaping future town centre regeneration and the land is allocated for a comprehensive mixed-use redevelopment in the Submission Local Plan. The site includes the existing bus station and therefore, with potential redevelopment of this site for a mixed-use scheme, the bus interchange facilities are to be provided in a suitable alternative arrangement to be located either partly or wholly on or off site.
- 4.30 The operation of the existing Guildford bus station is contracted to Arriva by Surrey County Council. Guildford Borough Council has been responsible for procuring the cleaning of the bus station. It is apparent that little maintenance has been carried out over a number of years and the bus station is consequently now a tired facility in need of significant upkeep and major overhaul to make it a modern, fit for purpose facility in keeping with a regenerated town centre. Transport patterns have also changed since it was built.
- 4.31 Guildford Borough Council's Executive received a report in January 2017 on work undertaken on the provision of new Guildford town centre bus facilities⁷. In short, the work undertaken to date has shown that the delivery of a workable and viable mixed-use scheme for North Street is not possible if the current bus station were to remain in situ. Accordingly, the Council has been working closely with partners, including Surrey County Council, to seek alternative bus layover provision within the town. Consultant Arup produced the following reports on the Bus Station relocation options:
- Stage 1: Technical note on existing conditions (May 2016)
 - Stage 1: Technical Needs Note (June 2016)
 - Stage 2: Options Appraisal Report (November 2016)
- 4.32 In February 2017, the Council commissioned consultants SYSTRA and WSP to undertake further detailed analysis of two options shortlisted as the only viable options for further exploration, as per the Arup stage 1 and 2 reports. These options were:
- Option 1: An on-street solution primarily focused on the provision of bus stops along Leapale Road and North Street, with Bedford Wharf used to provide a location for bus layover;
 - Option 2: A bus interchange facility at Bedford Wharf, with bus stops along Leapale Road and North Street used to support this facility, providing bus passengers access to both the town centre and interchange to other bus and rail services.
- 4.33 The Council remains committed to identifying a workable scheme for the provision of new Guildford town centre bus facilities to enable the North Street development and wider regeneration of the town centre to take place. The Council seeks to achieve this by working with all stakeholders including town centre user groups, bus operators and Surrey County

⁷ [Executive Report on Guildford Bus Station– Update and Focused Engagement on emerging proposals](#) which was considered by the [Council's Executive on 3 January 2017 with recommendations agreed](#).

Council, in their capacity both as the local highway authority and management company for bus contracts in Guildford.

- 4.34 A proposed scheme must be workable from an engineering, operational and customer perspective. Continued dialogue with stakeholders in tandem with the further development of technical work is considered to be critical in reaching the most optimal solution; however, from the technical studies undertaken to-date officers are confident that a workable and successful solution can be found.

5. Update on notable transport schemes in Guildford town centre promoted in the Regeneration Strategy 2017 that are outside of the Submission Local Plan

- 5.1 As stated earlier, the Regeneration Strategy 2017, and its forerunner the Draft Masterplan 2015, promote further transport schemes in the town centre. The status of most of these further transport schemes is considered to be 'aspirational', rather than being 'committed' or 'anticipated' schemes. We do not consider that these further transport schemes are key infrastructure requirements on which the delivery of the Submission Local Plan depends.
- 5.2 An update on two of these schemes is provided below.

Guildford gyratory

- 5.3 Surrey County Council and Guildford Borough Council have, at various points in time, considered options for changes to the gyratory in the town centre since at least the 1990s. Options for a transformation of the present gyratory were considered for and promoted in both the Draft Masterplan 2015 and the Regeneration Strategy 2017. However, at present, there are no preferred or committed proposals, and none are expected to be brought forward in the near future.
- 5.4 Nevertheless, more modest improvements to the gyratory are presently under development. A safety scheme has been developed for the junction of Bridge Street and Onslow Street. This scheme involves introducing raised tables at the Bridge Street/Onslow Street pedestrian crossings. This scheme was approved by Surrey County Council with the intention to deliver in financial year 2018/2019.
- 5.5 The other safety scheme currently being progressed is the footway widening of Bridge Street. This would involve removal of one of the northbound lanes to accommodate a widened footway on Bridge Street. Technical work which includes modelling the impact of this on traffic is being undertaken by Guildford Borough Council.

Guildford Bike Share scheme

- 5.6 Guildford Borough Council is commissioning a feasibility study for a bike sharing scheme. Given the benefits of these and their successful implementation in other towns, Guildford represents an opportunity for a highly visible project, which will enable more people to cycle and encourage further cycling and offer a meaningful alternative to the private car. The feasibility study is required to help quantify the benefits and make a business case for implementation of a bike sharing project. This would also identify the most suitable sites for docking stations.

Reference documents

[Draft Guildford Town Centre Vision \(Allies and Morrison Urban Practitioners, June 2014\)](#)

[Guildford Town Centre and Hinterland Masterplan Report: Final draft report for consultation \(Allies and Morrison Urban Practitioners, October 2015\)](#)

[Draft Guildford Town Centre Regeneration Strategy 2017 \(Guildford Borough Council, January 2017\)](#)

[Executive Report on Guildford Bus Station – Update and Focused Engagement on emerging proposals which was considered by the Council's Executive on 3 January 2017 with recommendations agreed.](#)

Appendix 7: Progress with the development of the Sustainable Movement Corridor project

This appendix collates the following officer reports and consultation materials to demonstrate the progress that Guildford Borough Council and Surrey County Council are making in developing this project:

- Borough, Economy and Infrastructure EAB Report: Sustainable Movement Corridor – Update (Guildford Borough Council, February 2017)
- Surrey County Council Local Committee (Guildford): Guildford Sustainable Movement Corridor – Public Consultation (Surrey County Council, September 2017), including as Annex A – Consultation Panels

Borough, Economy and Infrastructure EAB Report
Report of the Director of Planning and Regeneration
Author: Rob Curtis, Transport Strategy Project Manager
Tel: 01483 444 904
Email: rob.curtis@guildford.gov.uk
Lead Councillor responsible: Matthew Furniss
Tel: 07891 022206
Date: 20 February 2017

Sustainable Movement Corridor – Update

Executive Summary

The concept of the Sustainable Movement Corridor (hereafter referred to as 'SMC') was first developed by consultant Arup in the [Guildford Town and Approaches Movement Study \(GTAMS\)](#). The aim of the SMC is to provide a priority pathway through the town for pedestrians, cyclists and public transport. This meets the priorities of the Corporate Plan 2015-2020 under the themes of both Our Infrastructure and Our Environment by 'improving walking and cycling routes' and 'ensuring sustainable transport – both urban and rural'. The Corporate Plan's outcomes include the commitment to have started the delivery of a sustainable movement corridor from the west of the town by 2020. The SMC is intended to help alleviate a number of existing transport issues as well as mitigating potential future issues, which may otherwise arise from major developments proposed in the Borough.

The route sections of the SMC have, so far, been subject to preliminary feasibility work by a number of consultants commissioned by different clients. In Autumn 2016, WYG were appointed to take these early plans, review their potential and provide a comprehensive proposal for the SMC as a whole, bringing 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 with internal stakeholders.

This report outlines the SMC route as it is currently envisaged, and the various proposals that have been made to date. WYG are still in the process of reviewing these proposals and will continue to do this until summer 2017; the consultants will consider any feedback from the Executive Advisory Board with regard to both the route and options as part of this process.

Recommendation

That the Board:

- Notes the approach proposed to enable future capital bids and requests for funding from developers, the Local Enterprise Partnership, CIL and any other potential sources.
- Notes the proposed programme and provides feedback, either as a group or on an individual basis, to the project manager to consider as the SMC project and detailed scheme design(s) develop.

Reason for Recommendation:

To ensure that a Sustainable Movement Corridor can be delivered that will help the borough cope with future increases in travel needs and to alleviate current congestion issues, and to support the Corporate Plan priority of ensuring sustainable transport – both urban and rural.

1. Purpose of Report

- 1.1. This report provides background to the Sustainable Movement Corridor (SMC) and an update on progress to date. It then identifies the next steps required to continue with the project and to deliver the SMC as a whole, including the necessary funding and how this might potentially be secured.
- 1.2. This paper draws on the "[Progress Update on the Sustainable Movement Corridor Scheme](#)" [report](#) that was produced in June 2016, as part of the transport evidence base for the Local Plan. This, and further transport evidence is available for viewing at: <http://www.guildford.gov.uk/newlocalplan/transport>.

2. Background

2.1. Origin and benefits of the SMC concept

- 2.1.1. The concept of the SMC was first developed by consultant Arup in the [Guildford Town and Approaches Movement Study \(GTAMS\)](#). The aim of the study was to develop a recommended long-term movement strategy to 2050 for the town of Guildford.
- 2.1.2. The SMC concept, “providing a priority pathway through the town for pedestrians, cyclists and public transport” ([GTAMS Strategy Report, Arup, March 2015](#)), was the “centrepiece” of the recommended strategy. Arup stated 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.”
- 2.1.3. The SMC scored highly in Arup’s assessment of a variety of potential measures, Arup suggested that the SMC will have a positive impact on:

- Modal Share
- Journey times/delays
- Bus Journey times
- Bus reliability
- Road Safety
- Noise and Air Quality
- Accessibility
- Public Realm

2.2. SMC Route

2.2.1. Appendix A shows the sections which the SMC is currently broken into, these are:

SMC1 – West	Blackwell Farm to Yorkie’s Bridge
SMC2 – Yorkie’s Bridge	Yorkie’s Bridge
SMC3 – Town Centre Phase 1	Yorkie’s Bridge to Stoke Crossroads (Town Centre)
SMC4 – Town Centre Phase 2	
SMC5 – North	Stoke Crossroads to Slyfield Industrial Estate site
SMC6 – East	Stoke Crossroads to the proposed Gosden Hill Farm

2.3. SMC design formats

2.3.1. As a guide for future feasibility and design study work on the SMC scheme, we have 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 and cycle lanes co-located to one side of the carriageway, with general traffic lanes on the other side. An example of this is shown below, it can be seen that this would require a total highway width of around 24 metres.
- SMC type 2: Use of bus priority measures and 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.

2.3.2. Whilst SMC type 1 represents a preferred approach, providing high priority for buses, pedestrians and cyclists, it may not prove necessary or appropriate in various locations.

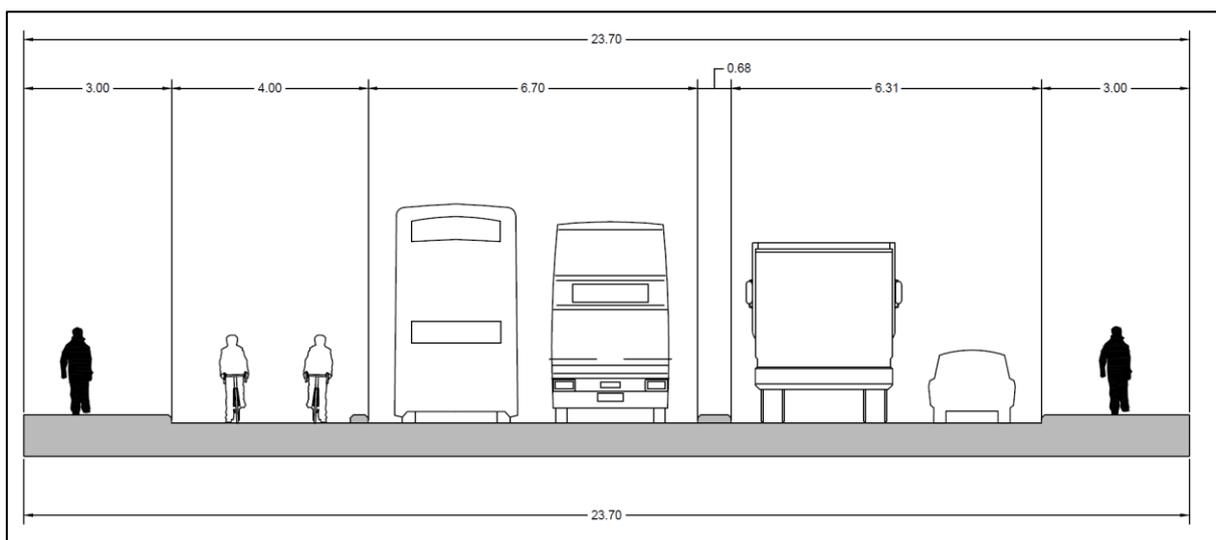


Figure 1: Optimum layout for SMC

2.3.3. The most recent work completed on each section is briefly described below.

2.4. *SMC 1 – West*

2.4.1. Blackwell Development Limited (a company owned by The University of Surrey) commissioned Peter Brett Associates (PBA) to consider the provision of measures to realise bus priority and cycle route improvements on the corridor from the Blackwell Farm site to Guildford town centre.

2.4.2. The proposals include:

- Buses continuing to route through Manor Park and Stag Hill campuses of the University of Surrey, largely as per existing arrangements.
- Recommendation to consider further the potential for a tidal bus lane on Egerton Road as it passes under the A3 trunk road, whilst retaining two working lanes of general traffic.
- Potential changes to the Tesco and Cathedral roundabouts or conversion to a signal junction.

2.4.3. This section is of particular interest to the Council and stakeholders given the recurrent traffic congestion experienced in this area during peak periods, often including the main A3 carriageway, with its negative consequences for the Royal Surrey County Hospital, the Surrey Research Park and the University's Manor Park campus including the Surrey Sports Park, as well as the Park Barn community.

2.4.4. In addition, Gill Avenue is a private, unadopted road, owned by the hospital and maintained by the research park, and so the Council has been working with the hospital and university through high-level meetings and a memorandum of understanding to try to establish a way forward.

2.5. *SMC 2 – Yorkie's Bridge*

2.5.1. Arup were commissioned by Guildford Borough Council in 2014 to prepare concept designs for a replacement Yorkie's Bridge.

2.5.2. The scheme will provide a new bridge structure over the railway linking between the University of Surrey's Stag Hill campus and Walnut Tree Close utilising the access road that currently provides access to Jewson and to the present Yorkie's Bridge. Given the relatively low frequency of bus movements that will use the bridge, it is proposed that a traffic control system could be used so that only one bus would be on the bridge at any one time, and through using a bi-directional bus lane. Walking and cycling facilities are proposed alongside the bus lane. Figure 2 shows the layout suggested by Arup which includes a single lane for buses with walking and cycle routes utilising land adjacent to Jewson to access the station.

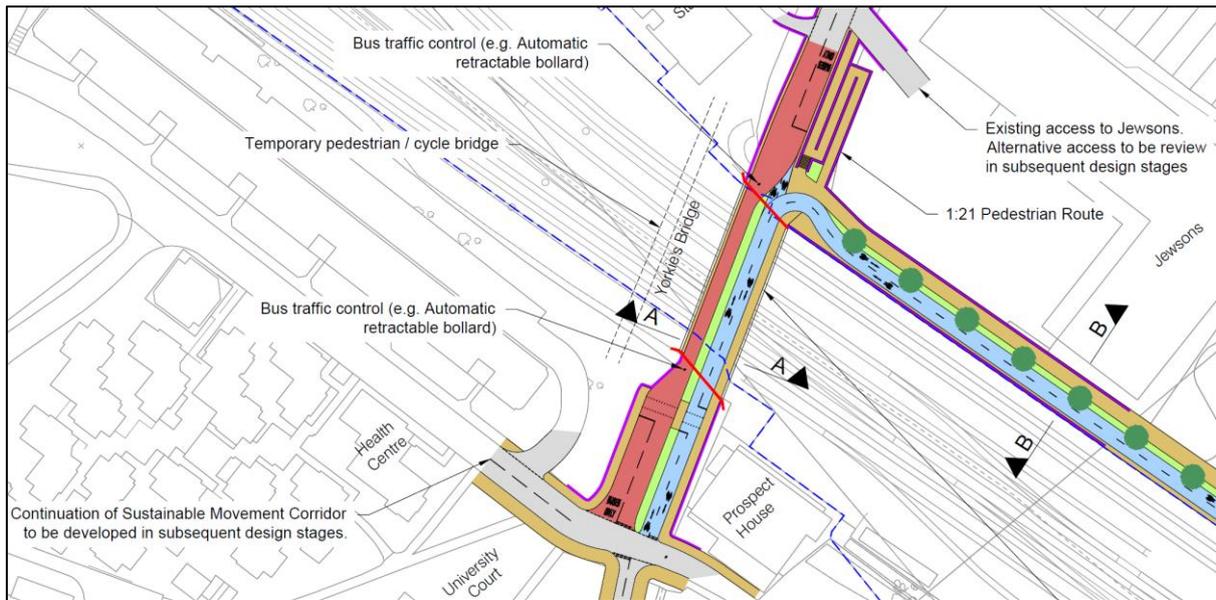


Figure 2. Proposed replacement bridge plan produced by Arup

2.5.3. The Guildford platform capacity scheme, involving additional platforms and layout changes at Guildford railway station, as proposed in Network Rail's Wessex Route Study (August 2015), is likely to require the replacement of the existing Yorkie's Bridge. This provides the opportunity for the Council to realise a new Yorkie's Bridge which supports the SMC.

2.5.4. Network Rail consider that the Guildford platform capacity scheme is required from Control Period 7 (2024-2029) to facilitate planned future uplifts in service frequencies on the Portsmouth Direct Line and the North Downs Line. However, it is suggested that it could be an option for Control Period 6 (2019-2024), and the Council supports this earlier delivery.

2.5.5. In the interim, buses would continue to use Guildford Park Avenue.

2.6. SMC 3 & 4 – Town Centre

2.6.1. As part of the commission for the Council's Guildford Town Centre Highway Assessment (GOTCHA) study, consultant WSP Parsons Brinckerhoff prepared a number of draft concept layouts. These took account of Allies and Morrison Urban Practitioners' preferred gyratory scenarios 1 and 2, as set out in the Guildford Town Centre and Hinterland Masterplan Report: Final draft report for consultation (Allies and Morrison Urban Practitioners, October 2015). The Town Centre Masterplan has been approved by the Executive as a guide for the ongoing work of the Council's Major Projects team who will, where appropriate, present proposals in a manner that is compatible with the Local Plan and planning requirements.

2.6.2. WSP Parsons Brinckerhoff prepared both type 1 and type 2 options as draft concept layouts that could be incorporated into further work. In terms of type 1, the 'preferred'

design provides separate lanes for buses, cyclists and pedestrians, with in stretches, the bus and cycle lanes co-located to one side of the carriageway, with general traffic lanes on the other side. This option has not yet been tested in terms of impact on traffic, and a pinchpoint alongside the cricket ground has been identified where it may not be possible to widen the corridor. Figure 3 below is an example of how the junction of Onslow Street with Laundry Road and Woodbridge Street could be reconfigured to enable an SMC along Onslow Street.

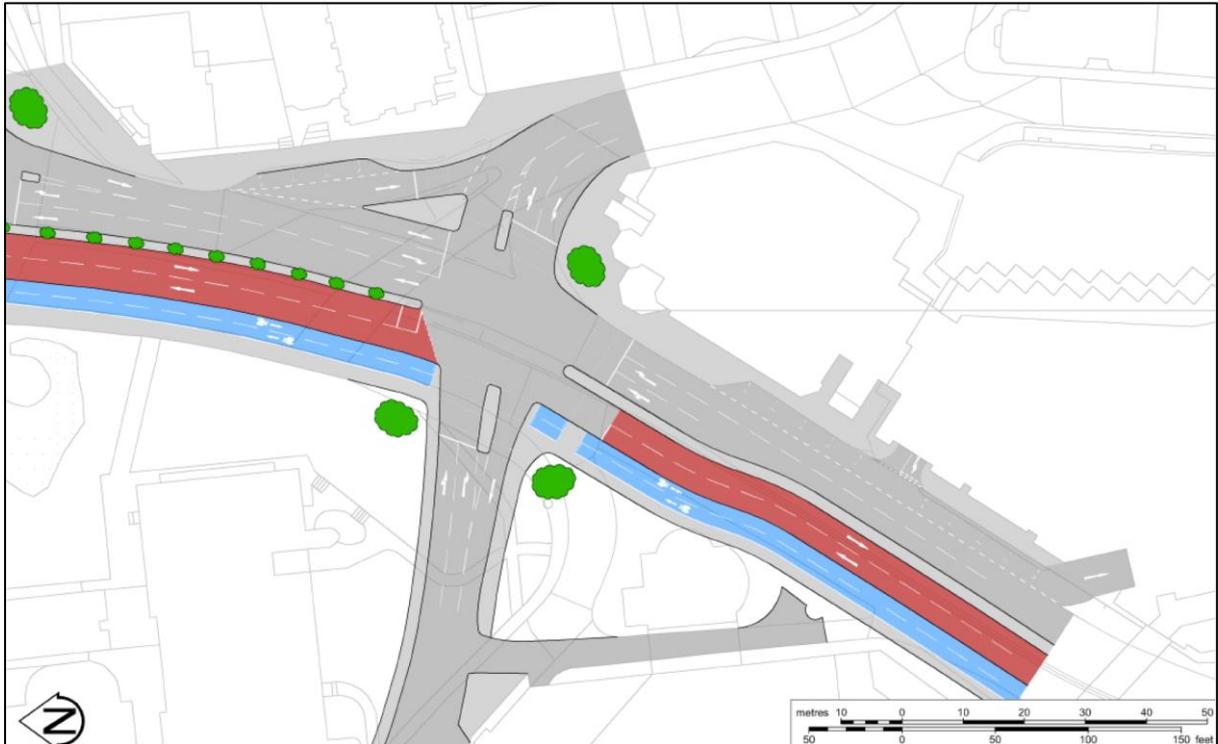


Figure 3. A potential option for the SMC on Onslow Street

2.6.3. Following this work, the option of the SMC using Woodbridge Meadows and the A25 has been added as an option for further consideration. This would allow buses to use Woodbridge Meadows, which would be closed at its mid-point to general traffic, giving faster access to the station and into the town centre.

2.7. SMC 5 – North

2.7.1. AECOM were commissioned by Guildford Borough Council in 2015 to undertake a study to establish the proof of concept for this section of the SMC.

2.7.2. This study has identified that there is sufficient space within the A25 corridor and the section of the A320 that extends from the Ladymead junction to the junction with the A3 eastbound merge slip road to provide a SMC incorporating separate facilities for pedestrians, cyclists and pedestrians.

2.8. SMC 6 – East

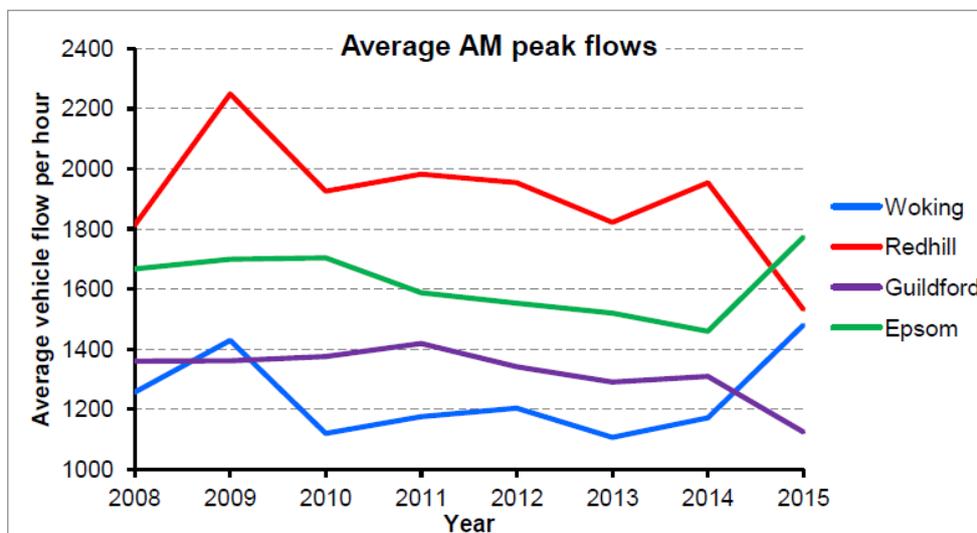
2.8.1. This section has been considered by the developers of the proposed Gosden Hill Farm site. Officers from Guildford Borough Council and Surrey County Council have discussed draft plans with the developer’s consultants, though no proposals have been provided to Guildford Borough Council.

2.9. Potential impacts on the performance of the local highway network

2.9.1. The impact of the SMC on the operation of the highway network in Guildford will need to be properly balanced against the benefits accrued, in terms of improved bus journey times and the safe provision of facilities for pedestrians and cyclists.

2.9.2. Through the GOTCHA study, Guildford Borough Council and Surrey County Council have an up-to-date microsimulation model of Guildford town centre that is available to model the effect of the various options for the SMC, alongside other options for changes to the town centre road network.

2.9.3. The context for potential highway capacity reductions brought about by the realisation of the SMC is that morning peak period traffic flows on the main routes entering and exiting Guildford have shown a gradual decrease since 2011, as shown in Figure 1 below:



Data source: SCC real-time sites (extracted 17/12/2013, 21/11/2014 & 15/02/2016)

Figure 1: Average morning period hour (8-9am) traffic flows on main routes entering and existing Guildford and other Surrey towns, 2008-2015

2.9.4. A study by Cairns, Atkins and Goodwin (2002)¹ on ‘disappearing traffic’, which assessed the evidence from case studies of the traffic impact of highway capacity reductions, found that “well-designed and well-implemented schemes to reallocate road space away from general traffic can help to improve conditions for pedestrians, cyclists or public transport

¹ Available at <http://contextsensitivesolutions.org/content/reading/disappearing-traffic/resources/disappearing-traffic/> (accessed 3 June 2016)

users, without significantly increasing congestion or other related problems.” However, as the above study noted, “all schemes are different, and each will need to be considered according to its own circumstances”.

2.10. WYG Feasibility Study

2.10.1. WYG were commissioned in September 2016 and they are working on all sections of the SMC to assess the viability of the proposals made above and to bring these up to a suitable standard to enable future work to be completed as capital works, from detailed design to implementation.

2.10.2. WYG is working to a programme, which will produce a report for internal consultation in May/June 2017. This work is not solely limited to the public highway and might involve some land in private ownership and control, however we would seek to balance the benefit of any major changes with the impact it would have on the surrounding environment.

2.10.3. WYG have recently shared with us their current preferred options for SMC1 – west. This



section is shown in Figure 4.

Figure 4 Section first being considered by WYG study

2.10.4. Figure 5 shows two options for the route passing under the A3 on Egerton Road. This section is a particular interest as there is an opportunity for pedestrians and cyclists to avoid the subway, which has been highlighted as a perceived safety concern by stakeholders. This means that pedestrians would walk through the existing underpass which is currently for vehicles only. Another option is to introduce a bus lane through this section, however, its level of use and the benefit it would bring to the bus route might be relatively small and could be perceived to be unnecessary. Both of these options are

dependent on improvements to Gill Avenue, adjacent to the Hospital to help the flow of all vehicles through the corridor.

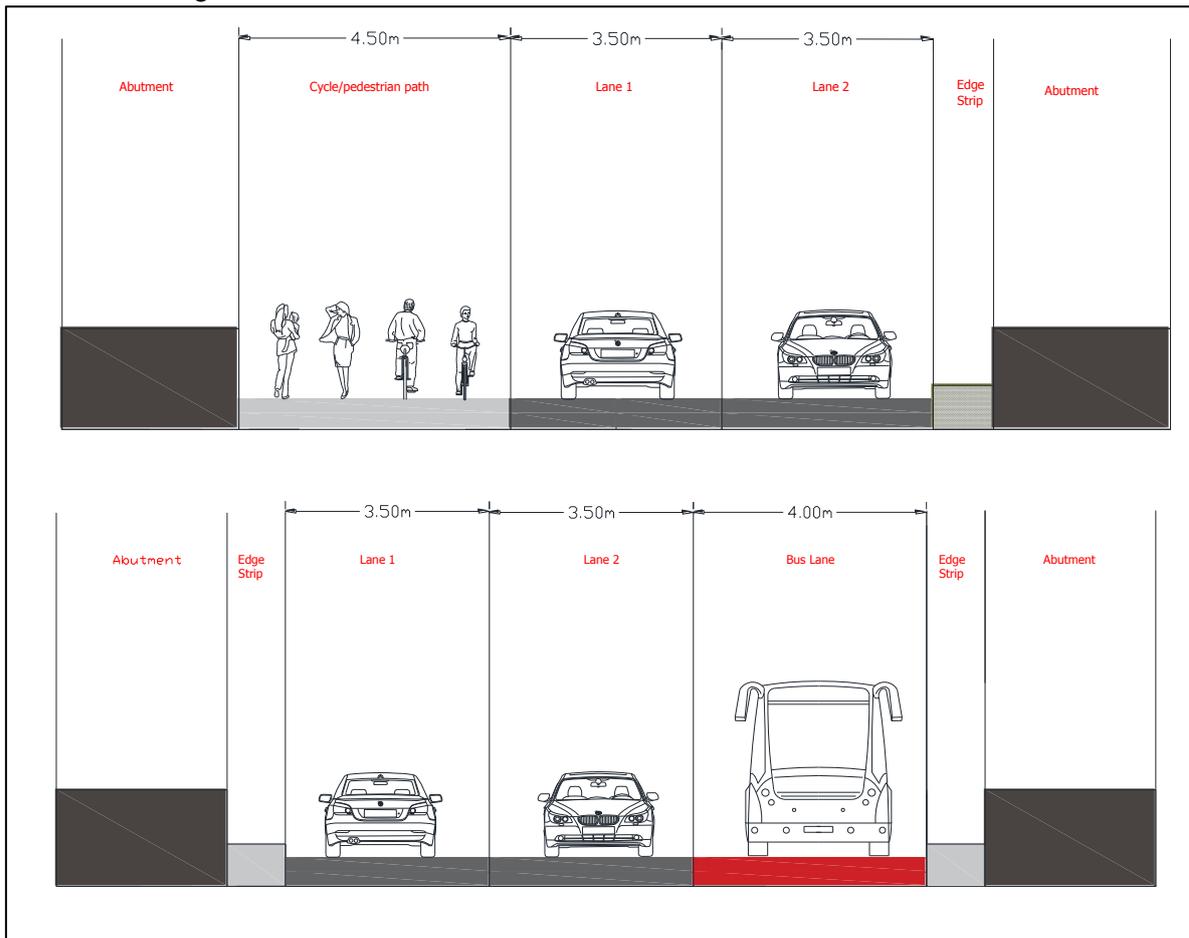


Figure 5 Options for the Egerton Road Underpass

2.10.5. Appendix B gives more examples of the current work, showing the Tesco and Cathedral roundabouts with new signalised arms and amended alignments; this is for information only and will require consultation with various parties and further development and modelling before a preferred option is presented.

2.11. Delivery and Programme

2.11.1. SMC1 – West, currently forms part of an Expression of Interest (EOI) to the Enterprise M3 (EM3) Local Enterprise Partnership (LEP); at present, this is therefore the section that has the greatest chance of being delivered first. Work on the gyratory was also included in this EOI and so a small section of the SMC in the town centre may also be delivered at this time. These projects have been selected for funding by the LEP because they will help to address current issues on the network in an area of Guildford that has a wider economic importance for the LEP area. It is intended that as and when the proposed Blackwell Farm development comes forward SMC1 will be further enhanced and also extended through the research park.

2.11.2. The timing of the SMC is primarily intended to align with those large developments it connects to; however, this could be amended, funding permitting, to assist with the implementation of other projects in the borough.

2.11.3. The outline programme below shows what could be achieved, assuming match funding is sourced for the completion of SMC1. The Guildford Borough Transport Strategy 2016 (June 2016) shows that the likely period for the delivery of the SMC continues to 2033; this phased delivery will relate to the delivery of developments in the emerging new Local Plan.

2.11.4. Surrey County Council is also promoting a quality bus corridors project, with parts of the routes covered overlapping with the SMC route. The year in the table refers to the financial year, 2018 indicating the financial year 2018/19.

Section	Scheme	2018	2019	2020	2021	2022	2023	2024	2025+
SMC1 - West	SMC West A - Guildford Park Road/Church Jn		■	■					
	SMC West B - Bus Lane on Campus*		■						
	SMC West C - Cathedral Roundabout		■	■					
	SMC West D - Tesco to Cathedral		■	■					
	SMC West E - Tesco Roundabout	■	■						
	SMC West F - Gill Avenue*	■	■						
Sections within Business park and enhancements following development				■	■	■	■	■	
SMC2 - Yorkie's Bridge	Yorkie's Bridge				■	■	■	■	
SMC3&4 - Town Centre Phase 1&2	Section excluding gyratory - To be further broken down following feasibility				■	■	■	■	
	Gyratory (separate project)		■	■					
SMC5 - North	To be further broken down following feasibility						■	■	
SMC6 - East	To be further broken down following feasibility						■	■	
ALL	Quality Bus Corridors	■	■	■					

2.11.5. We are working closely with the University of Surrey who control the proposed SMC section within the Stag Hill campus. The University supports the SMC concept, having already commissioned study work on SMC1.

2.11.6. SMC1 includes Gill Avenue, for which Royal Surrey County Hospital has responsibility. Again, the hospital has been involved in the SMC having informally agreed to part fund the study on Gill Avenue. When this section is further designed and requires implementation, there will need to be agreement as to who will deliver the works.

3. Risks and interdependencies

3.1. Appendix C highlights on a map the main challenges to Guildford as a whole. The SMC is being planned in the context of the additional proposed development in the borough and its neighbours, including the proposed development of North Street. Other elements of the Guildford Transport Strategy will also need to be considered and tested in sensitivity tests. Figure 3 showed a key section of the SMC on Onslow Street, this would be affected by any changes to the Bus Station and Bus Routes as well changes in traffic flows resulting from

development in the area; it is therefore critical that all of these projects are coordinated together and key dependencies identified and managed.

- 3.2. The Local Plan, once adopted, will detail the housing numbers expected and the latest draft includes specific references to the SMC in Policies I1, I3 and A10, as well as other necessary highway improvements. Those developments in the Local Plan which the SMC connects to are critical, not only in terms of funding, but also to ensure that the outcomes of the SMC can be delivered.
- 3.3. The Council conducted a Regulation 19 Consultation on the emerging Local Plan in June and July of 2016. Over 32,500 responses were received from 6,000 individuals or organisations. As a result of this response it has become apparent that the plan would benefit from a number of changes that go beyond being minor in nature. The Planning Inspectorate has recommended that these proposed amendments are subject to a further targeted Regulation 19 consultation and then the Draft document and both sets of Regulation 19 representations will be submitted to the Secretary of State. This consultation will result in a delay of submission of the plan by approximately one year.
- 3.4. Although not absolutely certain at this stage, the policies mentioned in the body of this report are not expected to change significantly beyond their current form
- 3.5. In addition to this, there are key stakeholders who need to be satisfied that the works will improve conditions on principal and major routes, such as the A3, and also that the facilities will be well used and serve the purpose for which they have been designed. Work with Highways England, Bus Operators, Cycling Groups and local businesses will therefore be key to ensuring that the project realises its potential.

4. Financial Implications

4.1. Revenue

- 4.1.1. A budget of £150,000 has been assumed for commissioning WYG and project managing the completion of the revenue aspects of the project. On 8 February the revenue budget for 2017/18 was agreed and this ensures that there is sufficient funding for consultants to complete this first stage of the project.
- 4.1.2. If the EOI to the LEP is approved there may be further requirements for revenue funding, however, it is likely that this will mainly comprise staff costs and any additional revenue costs for further design and modelling (if required) could be covered by Surrey County Council, who would normally lead on completion of the business case.
- 4.1.3. The exception to this is Yorkies Bridge. Because of the necessary involvement of Network Rail and other stakeholders, and the complexity of the project, there is likely to be significant feasibility work required before the project can be capitalised.

4.2. *Capital*

- 4.2.1. A number of Expressions of Interest (EOI) were sent to the LEP by Surrey County Council, Guildford Borough Council and other third parties as a joint submission. There are synergies with some of these bids and the SMC in particular fits well with a separate bid for Quality Bus Partnerships (as mentioned in 2.12.4). Because these are striving to achieve similar objectives for buses, albeit not always on the same routes, the two projects have been combined to form a stronger bid to the LEP. The EOIs total £2.7 million for the SMC1 – West and £3.7 million for Quality Bus Corridors. If the LEP bid is successful, there remains a requirement to provide at least 25% match funding, the source for this is yet to be determined; it is too early to use developer contributions at this stage, however the university, research park and hospital would each benefit from the improvements.
- 4.2.2. The Council's provisional capital programme has a net contribution of £9.895 million for Guildford's contribution to the scheme. It is hoped that funding opportunities will be received to offset some or all this cost.
- 4.2.3. The East and North sections of the SMC are both dependent on the proposed developments and the west section will require further funding from developers in future, whilst the central sections are dependent on a number of other activities in the Town Centre and timing of delivery will need to be changed to fit in with these. The initial cost estimates are broad and as the more detailed feasibility work is completed, we will be provided with renewed estimates that will form the basis of future bidding and negotiations.
- 4.2.4. It is clear that without the developments coming forward and funding significant portions of the SMC, there are limited other options. The programme described previously is therefore very much dependent on progress of these developments and when they are obliged to input funding. It is posited that there could be a situation where the Guildford Borough Council provide funding up front to progress the schemes more quickly, though this would need to be on the proviso that the development would fund once it goes ahead; this will need further consideration at the corporate level from both a legal and financial risk perspective.
- 4.2.5. The housing development proposed at Dunsfold recently granted planning permission by Waverley Borough Council includes a requirement for a s106 contribution of £5,000,000 to the County Council towards "...transport mitigation in the Borough of Guildford, for edge of/out of town centre parking measures and road capacity headroom production measures on the southern approach corridors to the town."
- 4.2.6. A proportion of this funding could legitimately be used towards the SMC, though again the timing of such a contribution is likely to be beyond 2021 as it is proposed to be paid in four separate instalments of £1,250,000 on completion of the 450th, 900th, 1350th and 1500th homes.

5. Legal Implications

5.1. Other than as specifically set out within it, there are no identified legal implications arising from this update report.

6. Human Resource Implications

6.1. There are human resource implications for both the Major Projects Team and the Public Relations and Marketing Team in commissioning and managing external contracts and completing further work as advised by the current feasibility study. These can currently be met from within existing structures and human resource budgets and use of consultants where some skills are not available in-house subject to having the appropriate revenue budget.

7. Conclusion

7.1. The SMC remains a high priority for the Council and will be important in realising more sustainable patterns of movement on foot, by bicycle and on buses, helping accommodate future growth, as well as tackling existing congestion issues.

7.2. The feasibility study currently underway will give the borough a more accurate picture of what is likely to be delivered by the SMC and its likely impact on traffic. This is a major undertaking and decisions regarding the route and layout of the SMC should be agreed with key stakeholders internally before further consultation and work to design and implement the scheme is undertaken.

7.3. The timing of the implementation of the SMC is dependent on those developments it seeks to connect to the Town Centre and they should be required to deliver or contribute to sections of the SMC where appropriate and as set out in policies in the emerging new Local Plan.

7.4. Those sections close to the town centre may need to be funded through other sources such as CIL, LEP and S106 contributions.

8. Appendices

Appendix A: Plan of the SMC and Sections

Appendix B: Example of WYG proposal for SMC West

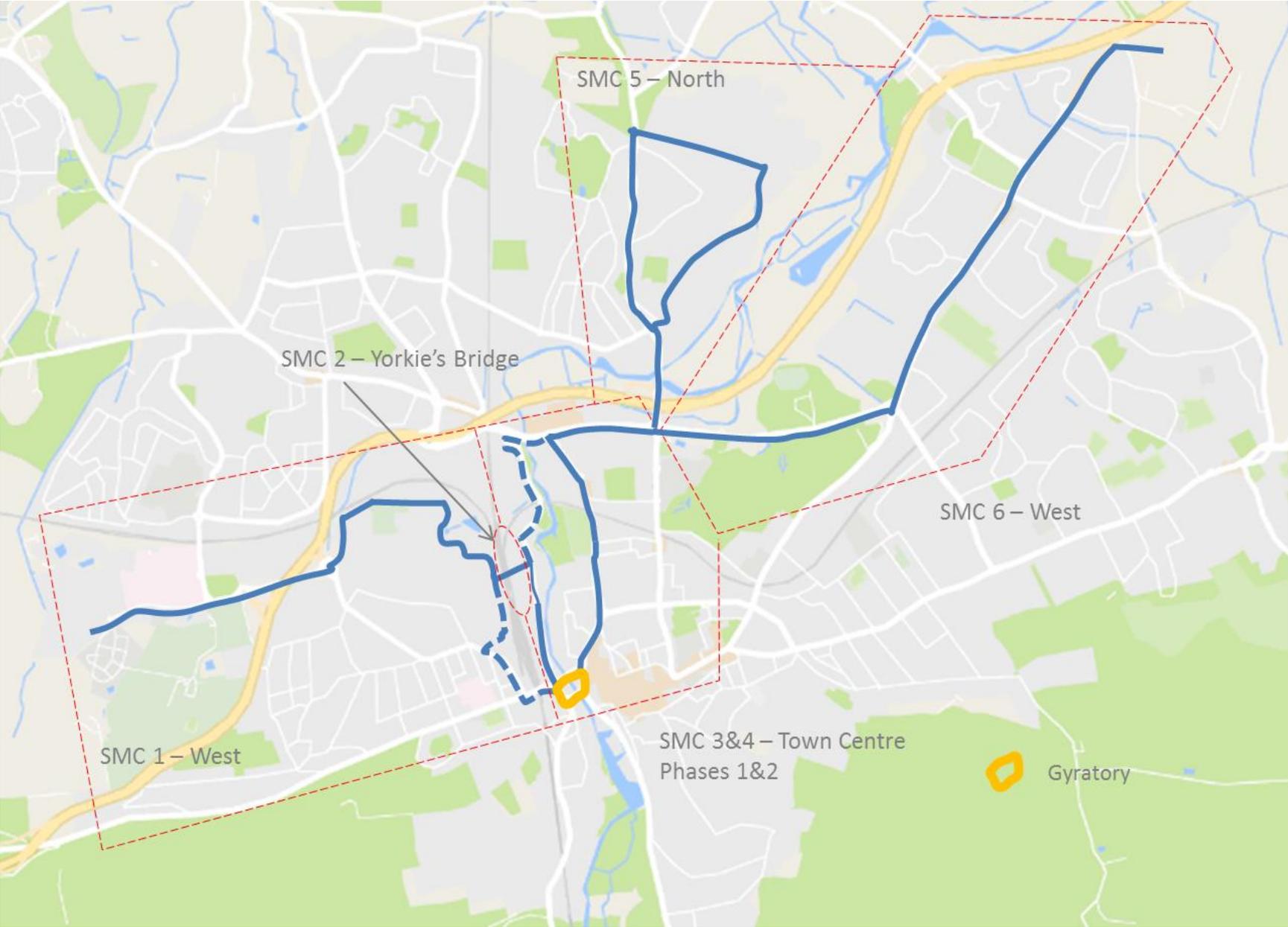
Appendix B: Other activity in the borough

Consultation table

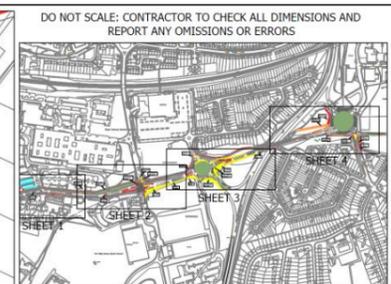
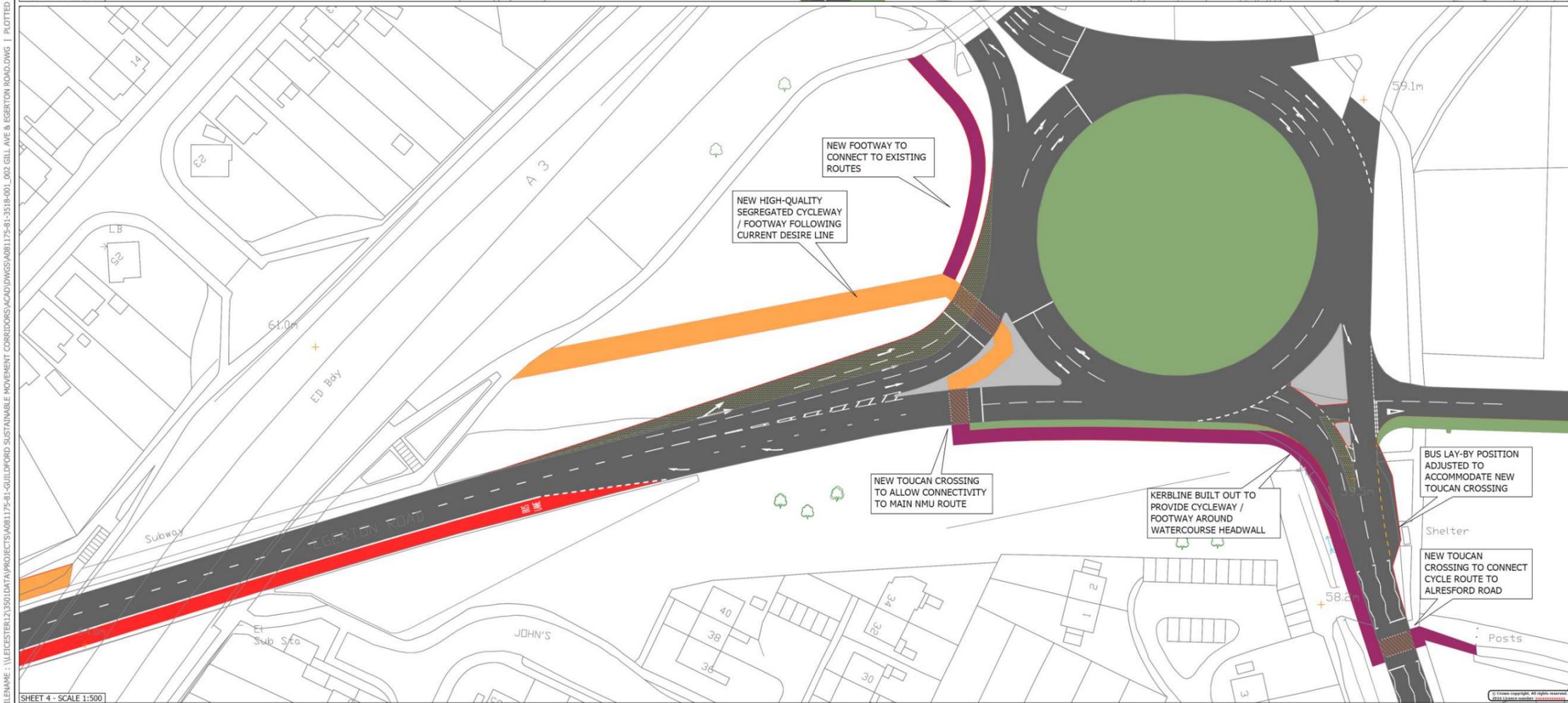
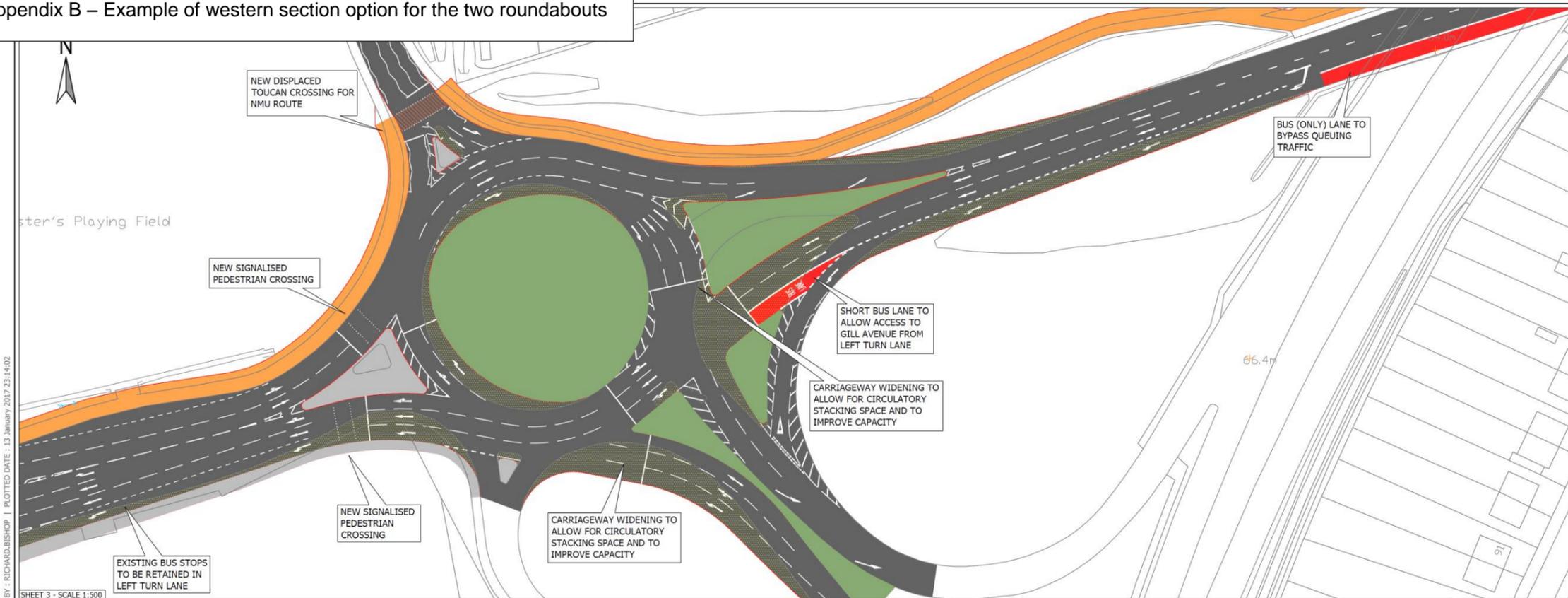
<i>Service</i>	<i>Name</i>	<i>Sign off date</i>
<i>Finance / 151 Officer</i>	<i>Claire Morris/ Victoria Worsfold</i>	<i>06.02.2017</i>

<i>Legal / Governance</i>	<i>Sarah White</i>	<i>09.02.2017</i>
<i>HR</i>	<i>Francesca Smith/ Carolyn Patterson</i>	<i>Awaited</i>
<i>Equalities</i>	<i>Francesca Smith</i>	<i>N/A</i>
<i>Lead Councillor</i>	<i>Matt Furniss</i>	<i>31.01.2017</i>
<i>CMT</i>	<i>CMT</i>	<i>31.01.2017</i>
<i>Committee Services</i>		<i>10.02.2017</i>

Appendix A Plan of the SMC and its sections



Appendix B – Example of western section option for the two roundabouts



KEY

- CARRIAGEWAY
- CARRIAGEWAY WIDENING
- FOOTWAY
- 5m WIDE SEGREGATED CYCLEWAY/FWAY
- 4m WIDE SEGREGATED CYCLEWAY/FWAY
- 3m WIDE SHARED-USE CYCLEWAY/FWAY
- BUS LANE

FILENAME: \\LEICESTER\2\5051\DATA\PROJECTS\A081175-81-GUILDFORD SUSTAINABLE MOVEMENT CORRIDORS\ACAD\DWGS\A081175-81-3518-001_002 GILL AVE & EGERTON ROAD.DWG | PLOTTED BY: RICHARD BISHOP | PLOTTED DATE: 13 January 2017 23:14:02
 SHEET 3 - SCALE 1:500
 SHEET 4 - SCALE 1:500

REV	DESCRIPTION	BY	CHK	APP	DATE
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Client:
CLIENT HERE

EXECUTIVE PARK
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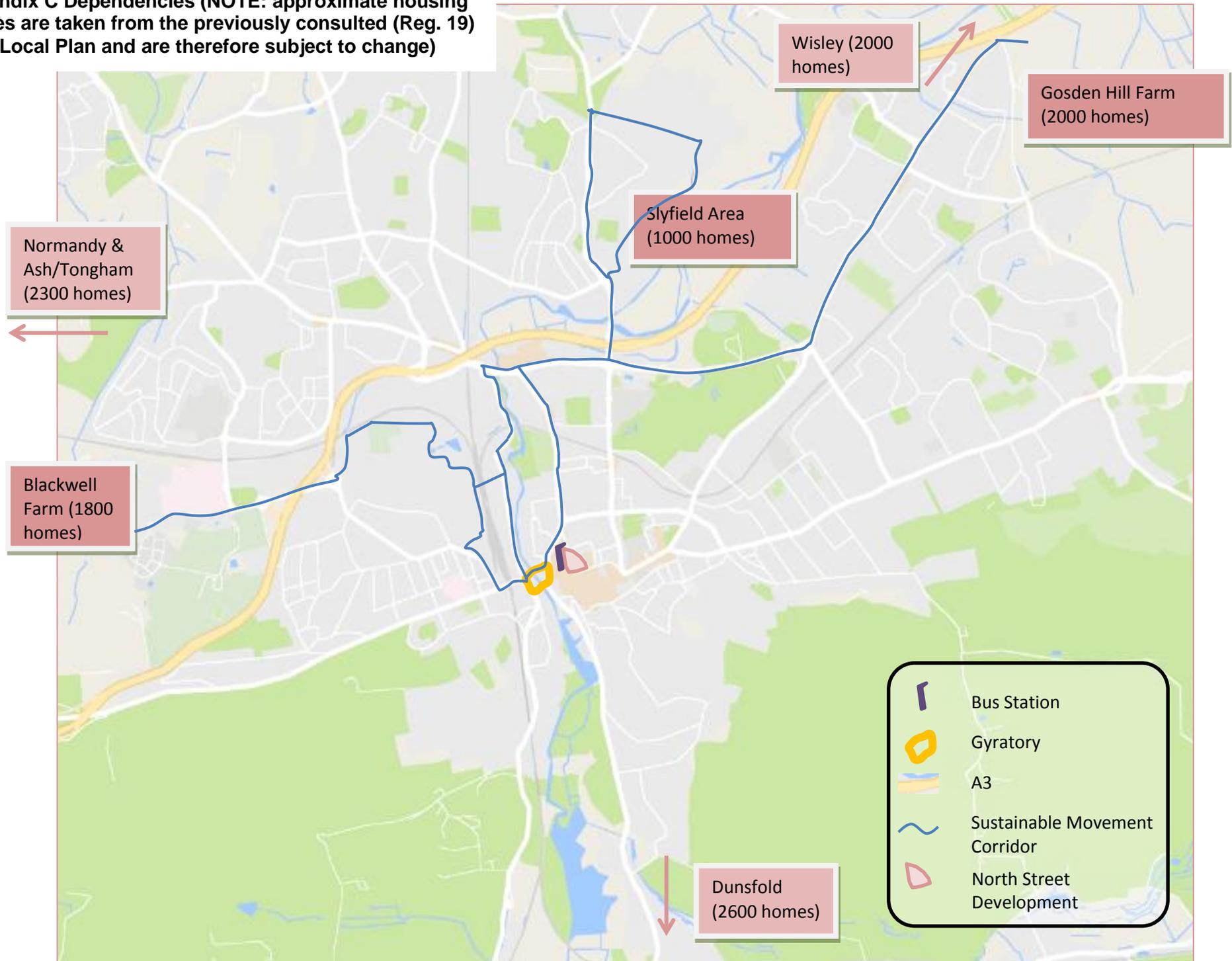


Project:
GUILDFORD SUSTAINABLE MOVEMENT CORRIDORS

Drawing Title:
 GILL AVENUE & EGERTON ROAD
 A3 UNDER-BRIDGE, TESCO & CATHEDRAL RBTS
 SHEETS 3 & 4

Scale	Drawn	Date	Checked	Date	Approved	Date
1:500	RB	19/12/16	AC	19/12/16	CRS	19/12/16
Project No.	Office	Type	Drawing No.	Revision		
A081175-81	35	18	002	-		

Appendix C Dependencies (NOTE: approximate housing figures are taken from the previously consulted (Reg. 19) draft Local Plan and are therefore subject to change)



SURREY COUNTY COUNCIL

LOCAL COMMITTEE (GUILDFORD).

DATE: Tuesday 19 September 2017



LEAD OFFICER: Robert Curtis, Transport Strategy Project Manager

SUBJECT: Guildford Sustainable Movement Corridor – Public Consultation

DIVISION(S): All divisions in Guildford

SUMMARY OF ISSUE:

This report presents details of the public consultation for the Sustainable Movement Corridor: West (SMC1) transport project.

This project has been developed by Guildford Borough Council over the last two years and represents the first project from a package of transport measures which Guildford Borough Council and Surrey County Council will be submitting for funding this financial year. These works will be primarily funded by the Enterprise M3 Local Enterprise Partnership (EM3 LEP) with match funding from Guildford Borough Council, the Environment Agency and other sources.

This paper seeks to explain the process being followed and to make all Members of Local Committee aware of the proposed plans and the consultation; the consultation formally commenced on 18th September with two public meetings planned in October.

RECOMMENDATIONS:

The Local Committee (Guildford) is asked to:

- (i) Acknowledge that the public consultation on the SMC1 is underway as described in this report.

REASONS FOR RECOMMENDATIONS:

To ensure that Members are kept informed of the project and the consultation process.

To enable Members to provide their feedback on the proposals and share the information with constituents during the consultation period.

1. INTRODUCTION AND BACKGROUND:

- 1.1 The Sustainable Movement Corridor (West) is one of six projects which have been provisionally agreed between the EM3 LEP, Guildford Borough Council and Surrey County Council. The EM3 LEP has provisionally allocated a total value of £12.5m towards the six projects. Funding will be awarded by the EM3 LEP subject to the submission of a successful business case for each project to demonstrate economic viability and contribution to growth in the borough.
- 1.2 The public must be consulted on each project to allow local residents, businesses and visitors to shape each project and voice their preferences. The timescale for the EM3 LEP bidding process means that the Sustainable Movement Corridor (West) project must be consulted on and signed off by the Cabinet Member for Environment and Transport prior to enable the submission of a business case at the end of November. This will ensure that the project is able to commence on site by 2019 and ensure full completion by the Growth Deal 3 deadline of March 2021.
- 1.3 The business cases for the remaining five projects are due to be submitted to the EM3 LEP at the end of March 2018; these will be consulted on in January 2018. A paper will be presented at the December 2017 Local Committee providing more information on these projects.

2. ANALYSIS:

- 2.1 The concept of the wider Sustainable Movement Corridor (SMC) was first developed by consultant Arup in the Guildford Town and Approaches Movement Study (GTAMS). The aim of the study was to develop a recommended long-term movement strategy to 2050 for the town of Guildford.
- 2.2 The SMC concept, “providing a priority pathway through the town for pedestrians, cyclists and public transport” (GTAMS Strategy Report, Arup, March 2015), was the “centrepiece” of the recommended strategy. Arup stated 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.”
- 2.3 The SMC scored highly in Arup’s assessment of a variety of potential measures, Arup suggested that the SMC will have a positive impact on:
 - Modal Share
 - Journey times/delays
 - Bus Journey times
 - Bus reliability
 - Road Safety
 - Noise and Air Quality
 - Accessibility
 - Public Realm

2.4 the SMC is currently broken into 6 phases, these are:

SMC1 – West	Blackwell Farm to Yorkie’s Bridge
SMC2 – Yorkie’s Bridge	Yorkie’s Bridge
SMC3 – Town Centre Phase 1	Yorkie’s Bridge to Stoke Crossroads (Town Centre)
SMC4 – Town Centre Phase 2	
SMC5 – North	Stoke Crossroads to Slyfield Industrial Estate site
SMC6 – East	Stoke Crossroads to the proposed Gosden Hill Farm

2.5 SMC1 has been the initial focus for Guildford and Surrey due to the issues currently experienced along this section in terms of congestion and the lack of priority for buses which means they are often unable to run to schedule.

2.6 Annex A shows the scheme details in the form of the consultation panels which are to be displayed at the two consultation events. A full feasibility study for the project is underway and these plans continue to be subject to change based on technical data, economic analysis and the outcome of consultation and stakeholder discussions.

2.7 Currently the estimate for completion of the works is in excess of £8m, however the funding available, which includes a significant contribution from Guildford Borough Council, is less than half of this amount. This estimate is likely to increase as survey data is received and further design work commences. Because of this a key part of the consultation is asking respondents which measures they feel are the highest priority.

3.1 The public consultation will take place over a six week period, it started on Monday 18 September and ends Sunday 29 October

3.2 The main point of engagement for the consultation will be the Surrey County Council web site where visitors will be able to view the panels and fill in an online questionnaire.

3.3 The questionnaire will ask respondents which elements of the route they are in support of and also which they would prefer to see implemented first. The funding in the current bid is not sufficient to complete all of the route and so this information will be used to ensure that the most important section, or sections, of the route are treated first.

3.4 Following consultation with the affected Divisional and Ward Members, it was agreed that there should be two public exhibitions held to enable local residents without access to the internet and social media to learn about the proposals and have their say. Posters will be distributed to advertise these events. These exhibitions are scheduled to take place at:

The Park Barn Centre	10 October, 5:30pm – 8:00pm
Guildford Park Church	11 October, 5:30pm – 8:00pm

3. OPTIONS:

- 3.5 The timescales involved have meant that there are few options available in terms of the consultation process for SMC1. It has been necessary to commence consultation prior to presenting the plans to local committee in order to enable a bid to be submitted to the EM3 LEP by the end of November. Under the constitution, the Cabinet Member for Environment and Transport is able to approve the consultation and the submission of the bid, however, the Local Committee Chair and local Divisional and Ward Members have been briefed and have been able to steer the consultation process to date.

4. CONSULTATIONS:

- 4.1 Following discussions with the Cabinet Member for Environment and Transport, the consultation has been discussed at the Local Committee agenda planning meeting and then with local Divisional and Ward Members in the area where the works are proposed.

5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

- 5.1 Guildford Borough Council have allocated revenue budgets to the development of the SMC1 and the production of the business case by an appointed consultant in conjunction with Guildford Borough Council and Surrey County Council officers. The consultation is being managed jointly by both Councils with Surrey Council also utilising previously agreed budgets to produce the materials.
- 5.2 Subject to approval of the business case a total value of £3.85M is expected to be available for the project. £2.725M funding will be provided by the EM3 LEP with the remaining amount made up of match funding from Guildford Borough Council to complete the selected elements of the project.

6. EQUALITIES AND DIVERSITY IMPLICATIONS:

- 6.1 A full equality impact assessment will be completed as part of the business case submission process.
- 6.2 For the consultation, groups and individuals are targeted based on previous experience and which typically includes dialogue with the Disability Alliance Network. Letters and posters will be used to raise awareness of the project to those in the area who are not easily contactable by email, the internet or social media channels.

7. LOCALISM:

- 7.1 The proposals will affect all road users in the areas where amendments are proposed. The proposals will be publicised, local residents and businesses written to directly and any comments received given careful consideration.

8. OTHER IMPLICATIONS:

Area assessed:	Direct Implications:
Crime and Disorder	No significant implications arising from this report.
Sustainability (including Climate Change and Carbon Emissions)	Set out below.
Corporate Parenting/Looked After Children	No significant implications arising from this report.
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report.
Public Health	Set out below.

Sustainability implications

- 8.1 The improvements will promote modal shift which has implications for health, improved mobility, accessibility and reduced dependency on private vehicles.
- 8.2 The proposed improvements are intended to help reduce congestion, the resultant journey times and pollution. This can be particularly important on bus routes.

Public Health implications

- 8.3 The promotion of active travel and reduction in pollution are also significant benefits.

9. CONCLUSION AND RECOMMENDATIONS:

- 9.1 **The Local Committee (Guildford) is asked to:**
- (i) Acknowledge that the public consultation on the SMC1 is underway as described in this report.

10. WHAT HAPPENS NEXT:

- 10.1 The consultation began on 18 September and will be available online until the end of the consultation period which is 29 October 2017.
- 10.2 Results from the consultation will be assessed; any necessary response in terms of changing the feasibility plans and prioritising each section will need to be completed within two weeks of the end of the consultation. The changes to the project will be added to the business case and the Cabinet Member for Environment and Transport will be asked to approve these before final submission of the business case on 30 November 2017.

Contact Officer:

Robert Curtis, Transport Strategy Project Manager, Guildford Borough Council & Surrey County Council (01483) 444904

Consulted: Local Ward and Divisional Councillors

Annexes: Annex A – Consultation Panels

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PANEL 1

GUILDFORD SUSTAINABLE MOVEMENT CORRIDOR (WEST)

MAKING IT EASIER TO WALK, CYCLE AND TAKE THE BUS WHY ARE WE CONSULTING?



A lot of people travel east to west across Guildford and to and from places like the Surrey Research Park, Tesco Superstore, Royal Surrey County Hospital, Surrey Sports Park and Manor Park university campus.

We're aiming to make it easier and safer to walk, cycle or take the bus in this area by providing a safe, attractive and high quality route.

We're expecting around £3.9m will be available for these improvements and the majority of the money will come from the Enterprise M3 Local Enterprise Partnership with the remaining contribution provided by Guildford Borough Council. Our proposals are likely to cost much more than this so we'd like to know which sections you want us to deliver first – the rest will be delivered in the future when further funding is secured.

Following analysis of the consultation results, Surrey County Council and Guildford Borough Council will apply for funding for the improvements from Enterprise M3. If we're successful, construction work is likely to start in autumn 2018 and would be completed in phases.

HAVE YOUR SAY

We'd like to know which proposals would be of most value to you (see Sections 1 to 6). Your feedback, along with economic and feasibility considerations will help us to make a decision on which elements to prioritise.

Between 18 September and 29 October 2017 we are seeking your views on the proposed improvements. Take part in the public consultation and **complete the questionnaire online or at the exhibition, by Sunday 29 October:**

surreycc.gov.uk/guildfordtransportschemes or search online for 'Guildford SMC: West'



GUILDFORD SUSTAINABLE MOVEMENT CORRIDOR (WEST)

WHAT WE ARE PROPOSING

Section 1: Gill Avenue



Section 1: Gill Avenue

Current issues:

- Queues can form behind vehicles that are waiting to make right turns.
- High levels of traffic leads to congestion during peak periods.
- Conflict between shared path users and vehicles exiting side roads.

Section 2: Egerton Road



Section 2: Egerton Road signals

Current issues:

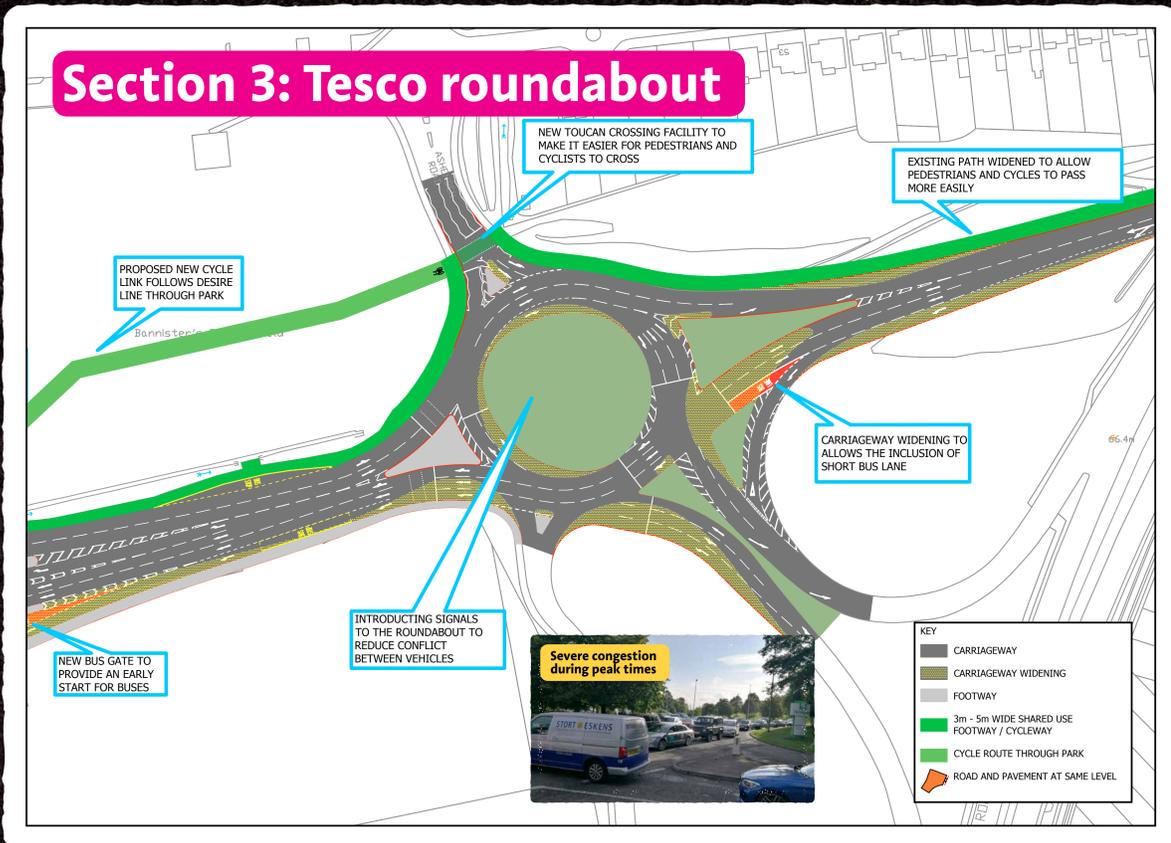
- It can be time-consuming for pedestrians and cyclists crossing the junction as the signals require users to cross in multiple stages.
- Buses become delayed whilst queuing at the junction making it difficult to meet their timetables.
- The current width of the shared path can make it difficult for pedestrians and cyclists to pass each other, particularly outside the bus and coach stop.



PANEL 3

GUILDFORD SUSTAINABLE MOVEMENT CORRIDOR (WEST)

WHAT WE ARE PROPOSING

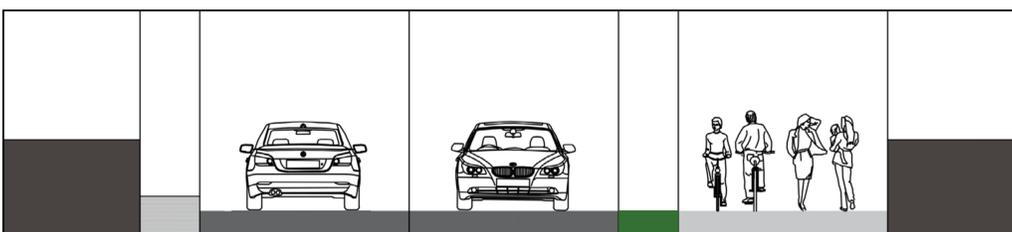


Section 3: Tesco roundabout

Current issues:

- The roundabout suffers from congestion during peak periods and vehicles often queue back over the roundabout and block exits.
- Buses become delayed whilst queuing at the roundabout making it difficult to meet their timetables.
- Pedestrians and cyclists find it difficult to cross the road at the entrance to Tesco.

Section 4: Egerton Rd A3 underbridge



Section 4: Egerton Rd A3 underbridge

Current issues:

- The existing subway beneath the A3 can be off-putting for some people making them less likely to use it, particularly at night.
- There have been some instances of anti-social behaviour in this area.

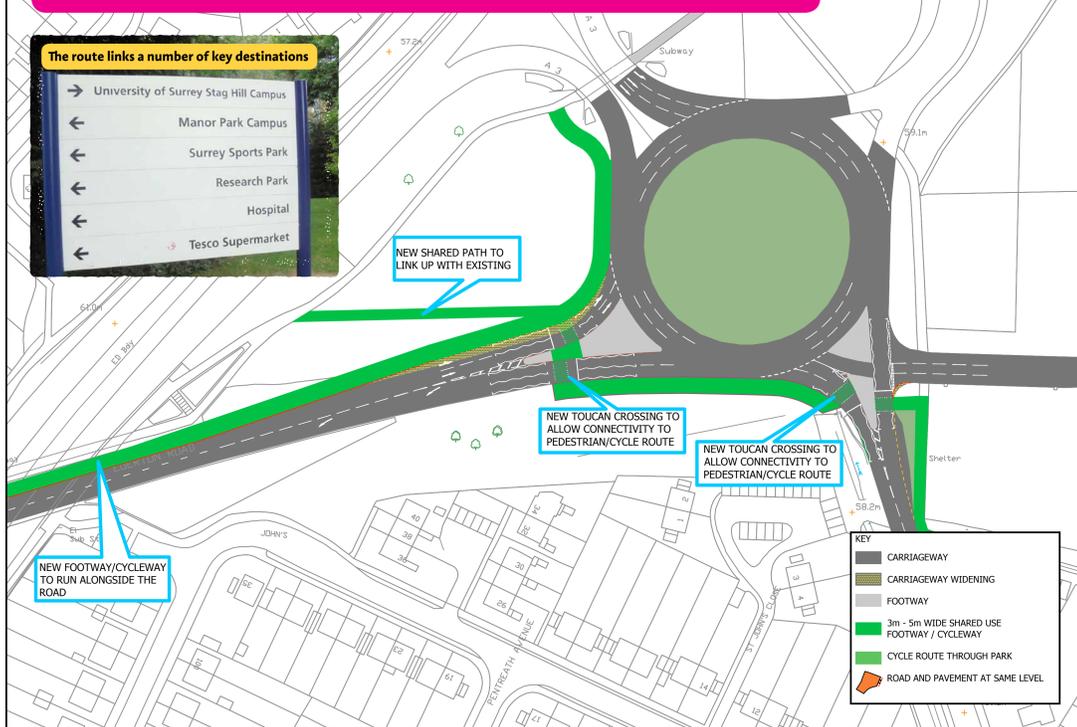
We are considering a number of ideas to improve conditions for people travelling through the underbridge. This could involve providing a new shared use path at road level or improving the existing subway layout to make it more appealing.



GUILDFORD SUSTAINABLE MOVEMENT CORRIDOR (WEST)

WHAT WE ARE PROPOSING

Section 5: Cathedral roundabout



Section 5: Cathedral roundabout

Current issues:

- No formal crossing facilities over a number of the roundabout arms.
- Pedestrians and cyclists wishing to travel east to west must take a longer route around the roundabout using the subway.

Section 6: Cathedral roundabout to Guildford rail station

Current issues:

- Cyclists who currently travel between the rail station and Cathedral roundabout use the busier thoroughfares of The Chase and Guildford Park Road.

We are proposing to provide an alternative route for pedestrians and cyclists via Alresford Road/Ridgemount. This will be a safer and more pleasant route to walk and cycle along. Supporting measures would be provided in the form of speed cushions, minor improvements to pavements and relocating the existing bus stop on Guildford Park Road nearer to the rail station entrance.

The measures we're proposing follow the principles outlined in the Surrey Transport Plan and people should benefit from them because they are:

- **Inclusive** – they will consider everyone's needs regardless of age, gender, ethnicity or ability.
- **Safe** – they will keep more vulnerable users away from busy traffic and help people feel more confident to walk or cycle.
- **Comfortable** – they will be built to a high standard and easy to use.
- **Continuous** – wherever possible you'll be able get between different destinations easily, with less congestion and safe crossings for pedestrians and cyclists.
- **Connects areas where people want to go** – routes will link up key destinations such as places where people live, work, shop and visit.



