

Executive Report

Report of Head of Planning Services

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Guildford Town and Approaches Movement Study

Recommendation to Executive

That the Executive:

- (1) endorses the Strategy Report of the Guildford Town and Approaches Movement Study, including its Action Plan which is reproduced in section 10 of this report.
- (2) notes that the Guildford Town and Approaches Movement Study will be added to the evidence base for the forthcoming new Local Plan.
- (3) notes the intention of the Guildford Local Committee, operating under the new Local Committee Plus model, to develop a unified plan setting out the transport strategy for the borough. The Guildford Local Committee will integrate the recommendations from the Guildford Town and Approaches Movement Study with other study work undertaken by Surrey County Council in this unified plan.
- (4) authorises the Lead Councillor for Infrastructure, the Lead Councillor for Planning and Governance and the Head of Planning Services:
 - (i) to investigate the potential for safeguarding in the forthcoming new Local Plan of the corridor M7 'Access from Walnut Tree Close to Railway Station' as identified in the Guildford Borough Local Plan 2003, to provide for the provision of a section of the sustainable movement corridor;
 - (ii) to develop the sustainable movement corridor concept, to provide a priority pathway through the town for pedestrians, cyclists and public transport. This study work will:
 - (a) include establishing the preferred route, any further route options and the potential location of any land bridges across the A3 trunk road; and
 - (b) identify any further land which could be safeguarded for the sustainable movement corridor through the forthcoming new Local Plan.

- (5) notes that Surrey County Council will be undertaking new origin-destination travel surveys in Guildford town centre in May and/or June 2014, in order to provide up-to-date data on through traffic, and that when the survey results are available the through traffic issues can be reviewed to assess if travel patterns have changed and if any recommendations in the Strategy Report of the Guildford Town and Approaches Movement Study need to be modified.

Reason for Recommendation:

The recommendations support the delivery of the following priorities from the Corporate Plan:

- Develop a long term Transport Strategy to 2050 for the town of Guildford
- Develop a Local Plan that ensures development is sustainable and meets the changing needs and future growth of the borough.

1. Purpose of Report

- 1.1 The purpose is to report the outcomes of the Guildford Town and Approaches Movement Study and to achieve authorisation of the recommendations and the programmed further work as detailed.

2. Strategic Priorities

- 2.1 The recommendations support the delivery of the following priorities from the Corporate Plan:

- Develop a long term Transport Strategy to 2050 for the town of Guildford
- Develop a Local Plan that ensures development is sustainable and meets the changing needs and future growth of the borough.

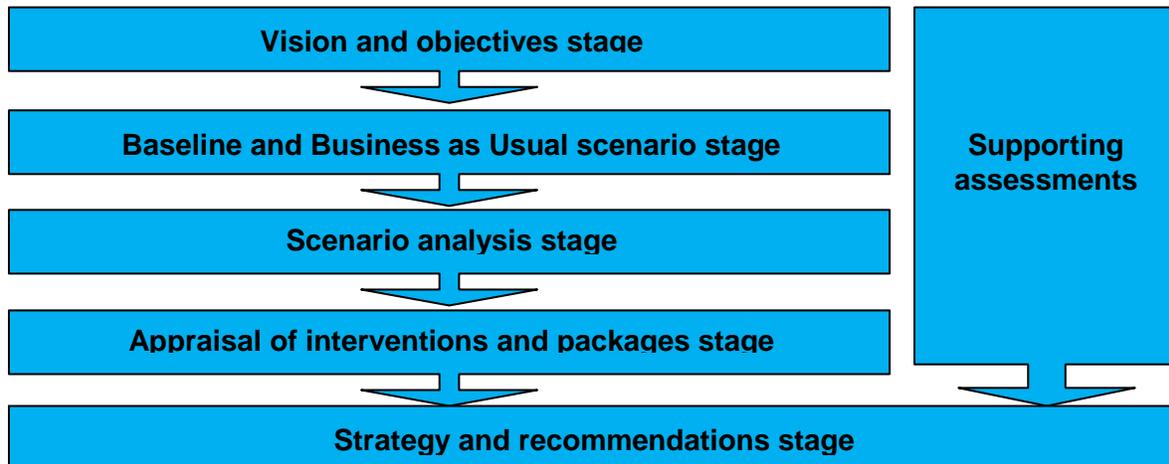
3. Background

- 3.1 Guildford Borough Council appointed consultant Arup in July 2013 to undertake 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.

- 3.2 The study team received the support of Surrey County Council, which is both the Local Transport Authority and the Local Highway Authority, and the Highways Agency, which is responsible for the A3 trunk road. The Chairman of the Guildford Local Committee, a Surrey County Councillor, and senior officers from both Surrey County Council and the 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.

- 3.3 The study approach used scenario analysis methods; this is an alternative to conventional prognosis-type approaches. The movement strategy was developed through a number of project stages, represented in Figure 1.

Figure 1: Project stages



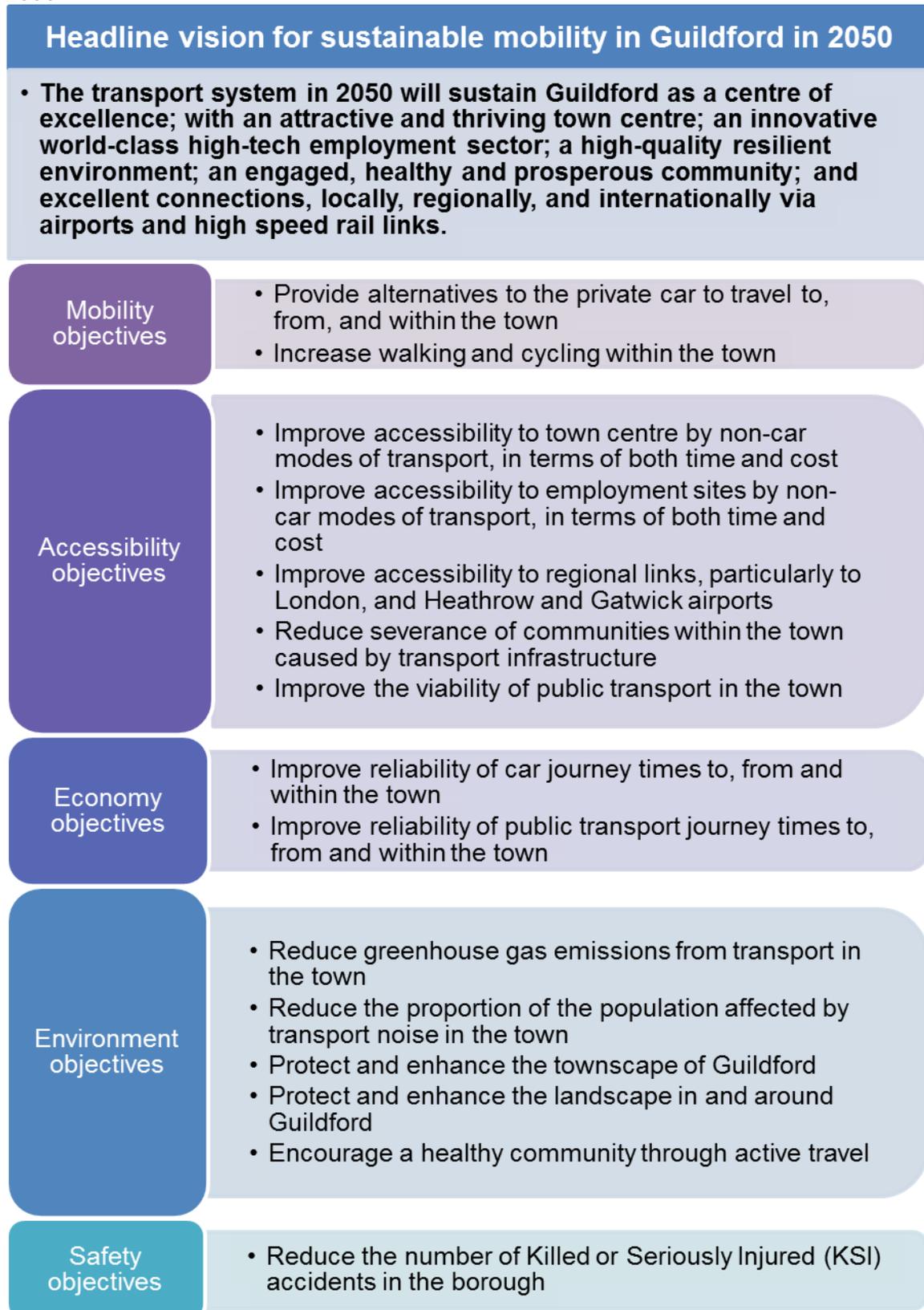
4. Vision and Objectives

- 4.1 A headline vision for sustainable mobility in Guildford in 2050 and supporting objectives were developed. The objectives specified the directions for improvement, but not the means of achieving them. The development of the vision and objectives was informed by discussions with the lead borough and county councillors and senior officers, a review of the existing policy framework and supporting evidence, and stakeholder workshop held in September 2013. The headline vision and objectives are shown in Figure 2 overleaf.
- 4.2 Metrics were developed to measure each of the objectives, and the metrics were used to describe the Baseline and Business-As-Usual Forecast for both 2031 and 2050.

5. Baseline and Business-As-Usual (BAU) Scenario Stage

- 5.1 The Baseline is the existing situation for each metric identified, i.e. it is observed or measured rather than forecast. The Business-As-Usual (BAU) forecast is the best estimate for each metric in both 2031 and 2050, based on a review of existing strategy, demographic trends, economic trends, and mobility and accessibility trends, extrapolated into the future.
- 5.2 The measurement of metrics is constrained by the availability of assessment tools. Where possible, Surrey County Council's SINTRAM strategic highway model was used as the basis for forecasting metrics. SINTRAM has been used on a number of studies to appraise interventions, packages of interventions, and alternative demand and mode shift scenarios in Guildford.

Figure 2: Headline vision and objectives for sustainable mobility in Guildford in 2050



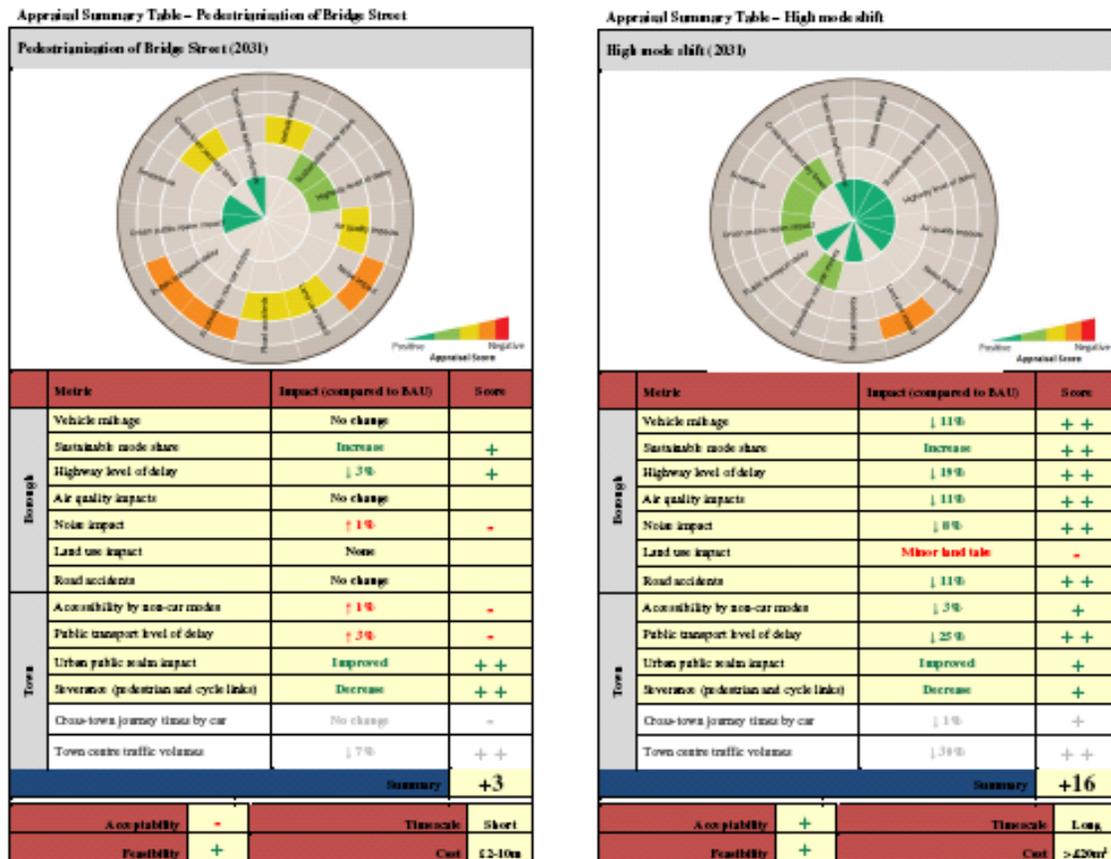
6. Scenario Analysis Stage

- 6.1 An inventory of interventions – the long list – was populated through review of the Invitation to Tender, key local documents, academic papers, and other regional, national and international sources.
- 6.2 The study's headline vision was used as the basis for the scenario analysis with interventions that aligned well with the vision being taken forward into a short list for appraisal, plus some further interventions that the client asked the consultant to take forward.
- 6.3 The approach to scenario analysis was to identify major infrastructure interventions to be assessed individually, and to identify scenarios that comprise packages of interventions to be assessed together. The shortlist of interventions was reviewed with each intervention allocated to one of the following scenarios.
 - **Major Highway Infrastructure Interventions:** appraised individually to fully understand the impacts, for example: A3 northern bypass.
 - **Sustainable Transport Interventions:** likely to increase the mode share of sustainable modes (walking, cycling, public transport), and conversely reduce the car mode share, for example, major public transport schemes.
 - **Other Interventions:** interventions that do not fall under the previous two categories and that cannot easily be represented in the SINTRAM strategic highway model, for example, rail improvements to regional locations.

7. Appraisal of Interventions and Packages Stage

- 7.1 The appraisal process assessed which of the interventions or packages of interventions identified in the previous Scenario Analysis stage best supported the vision for sustainable mobility in Guildford in 2050.
- 7.2 It involved a mix of quantitative and qualitative assessment against the study metrics. The performance of each metric was assessed against the Business-As-Usual scenario to determine the general trend (positive or negative) and scale of impact. The assessment indicates which interventions perform better against the metrics and should therefore be taken forward into a preferred scenario.
- 7.3 The main tool available to inform the quantitative assessment was the Surrey County Council's SINTRAM strategic highway model.
- 7.4 The qualitative assessment was undertaken using information already available for this study, such as previous studies and Guildford-specific data, combined with the study team's professional experience and judgement from other similar projects.
- 7.5 Examples of the Appraisal Summary Table used to show the results of the appraisal of interventions are shown in Figure 3 overleaf.

Figure 3: Examples of appraisal of interventions on the Appraisal Summary Table



7.6 The appraisal results clearly show that all of the Sustainable Transport Intervention scenarios perform significantly better than either the Major Highway Infrastructure Interventions or the Other Interventions. The Other Interventions, which are largely rail interventions serving more regional travel needs, score well, and better than the Major Highway Infrastructure Investment Interventions.

7.7 The deliverability results also demonstrate that the Sustainable Transport Interventions should be more acceptable and feasible to deliver than the Major Highway Infrastructure Interventions. They also present more opportunity for quick win schemes (i.e. schemes that can be delivered in the short term that contribute towards the overall strategy).

7.8 Overall, the appraisal results indicate that the Sustainable Transport Interventions packages would have higher benefits and are more deliverable than the Major Highway Infrastructure Interventions.

8. Supporting Assessments

8.1 The appraisal was supported by the three assessments undertaken for this study. The Strategic Environmental Assessment (SEA) and Habitats Regulations Assessment (HRA) reports highlighted the ecological and biodiversity issues, particularly with road capacity interventions. For example, an A3 widening

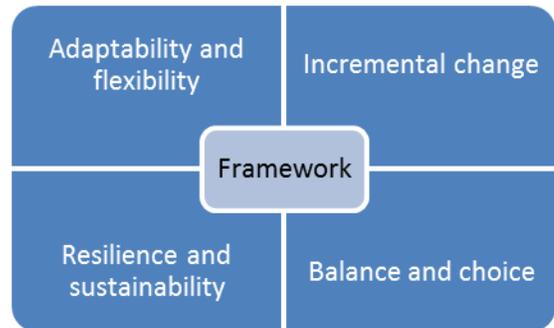
scheme would be likely to result in habitat loss, and an A3 northern bypass would run through the Thames Basin Special Protection Area.

- 8.2 The Equality Impact Assessment (EqIA) report highlighted that Sustainable Transport Interventions potentially benefit older people, children, and people with impaired mobility and vision, as these groups are less likely to own or use a car and would benefit from additional transport choices.

9. Strategy and Recommendations

- 9.1 The appraisal resulted in a set of preferred interventions that support the vision for sustainable mobility in Guildford in 2050. To be effective, the preferred interventions need to be developed and implemented through a consistently applied framework, consisting of four key principles as shown in Figure 4.

Figure 4: Four key principles



- 9.2 The key elements of the recommended movement strategy are presented in the study’s Strategy Report – see Appendix 1. They can be summarised as follows.

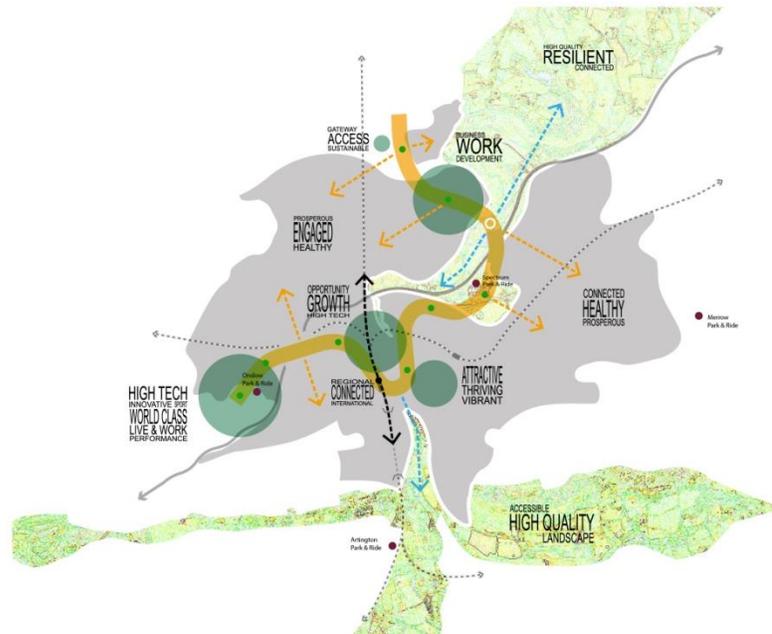
- A new sustainable movement corridor for Guildford, a part-segregated priority pathway through the town for pedestrians, cyclists and public transport.
- Improvements to the public transport network across the town.
- Make best use of road network through managing traffic flows.
- Enhance the streetscape design in the town through public realm improvements.
- Develop walking and cycling networks linking residential areas to key locations.

- 9.3 The centrepiece of the strategy is the new sustainable movement corridor for Guildford. The movement corridor is an attractive, landscaped pathway through the town for pedestrians and cyclists, accessible to all. It is also a priority public transport route through the town that provides for fast and direct connections between key locations. 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. The sustainable movement corridor may include green land bridges at certain crossing points of the A3 trunk road.

- 9.4 Arup identified a route that links the town centre to the main University of Surrey campus, and onwards to the Surrey Research Park and Royal Surrey County Hospital area to the west. It also links the town centre to Guildford College, the Guildford Spectrum leisure complex, and Slyfield Industrial Estate to the north. This route is shown in Figure 5 overleaf and Figure 6.

9.5 Arup also identify how the movement corridor could connect some of the key existing areas of the town that are drivers of growth for the future; for instance, potential opportunities for growth that could be supported by such a movement corridor, for example between the river and Woodbridge Road, or around the Slyfield Industrial Estate.

Figure 5: The proposed sustainable movement corridor



9.6 As sustainable transport is the main focus of the strategy, it is important to consider how and where this is best targeted to support the vision.

- For movement within Guildford town, the priority modes are identified as walking, cycling and public transport.
- For movement to and from the town, public transport, bus and rail, may be a viable alternative, but driving is sometimes the only reasonable option, as people are coming from much more diverse locations, and over longer distances.

9.7 The **Implementation Plan** is a broad look at the potential timing of the implementation of interventions. It indicates the order in which interventions should be developed, rather than absolute timings, as the latter will be determined by external events throughout the strategy period, such as funding availability, political and economic cycles, and the success of previous interventions.

9.8 A stakeholder workshop was held on 31 January 2014 in Guildford. The aim of the workshop was to present the emerging movement strategy for Guildford and get feedback from stakeholders. There was clear support for the overall approach and the main interventions.

10. Action Plan

10.1 The **Action Plan** identifies the short term ‘quick win’ interventions from the Implementation Plan and sets out an outline scope of work for each intervention in the form of actions for Guildford Borough Council and its partners, principally Surrey County Council as both the Local Transport Authority and Local Highway Authority and the Highways Agency which is responsible for the A3 trunk road.

- 10.2 In addition to specific interventions, it also includes activities related to the preparation, approval and implementation of the *Guildford Borough Transport Strategy and Implementation Programme*, into which the recommended strategy from the GTAMS study will feed. The *Guildford Borough Transport Strategy and Implementation Programme* will become a module of Surrey County Council's Local Transport Plan.
- 10.3 The priorities from the Action Plan are identified below.
- (a) Feed in the recommended strategy from GTAMS into the forthcoming *Guildford Borough Transport Strategy and Implementation Programme* which is to be developed under the auspices of the Guildford Local Committee, and will become a module of Surrey County Council's Local Transport Plan.
 - (b) Programme manage the implementation of *Guildford Borough Transport Strategy and Implementation Programme*, including making funding bids.
 - (c) Coordinate the forthcoming *Guildford Borough Transport Strategy and Implementation Programme* with the emerging Local Plan.
 - (d) Communicate the movement strategy to stakeholders and the general public.
 - (e) Develop the sustainable movement corridor concept, providing a priority pathway through the town for pedestrians, cyclists and public transport.
 - (f) Initiate walking and cycling improvements with local stakeholders.
 - (g) Start the 'spring clean' of the town centre public realm.
 - (h) Optimise the traffic control systems in the town centre.
 - (i) Address through traffic issues with Surrey County Council and the Highways Agency as lead partners.
 - (j) Address through traffic in Walnut Tree Close by developing trial scheme to close Walnut Tree Close to through traffic.
 - (k) Review car park charges between town centre and Park and Ride as part of the future Surrey County Council/Guildford Borough Council Parking Plan for the borough to be developed under the auspices of the Guildford Local Committee Plus.
 - (l) Progress regional movement interventions with Surrey County Council as lead partner.
- 10.4 Sections 11 to 13 below expand on the approach to taking forward priorities (a), (e) and (i) of the Action Plan.

11. A Unified Plan Setting Out the Transport Strategy for Guildford Borough

- 11.1 This section relates to priority (a) of the Action Plan, namely to feed in the recommended strategy from GTAMS into the forthcoming *Guildford Borough Transport Strategy and Implementation Programme* which is to be developed under the auspices of the Guildford Local Committee, and will become a module of Surrey County Council's Local Transport Plan.
- 11.2 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.
- 11.3 At its meeting on 12 March 2014, the Guildford Local Committee agreed to proposals to enhance the joint working arrangements between Surrey County Council and Guildford Borough Council under the new Local Committee Plus model. The revised remit of the Guildford Local Committee is set out in the Guildford Local Committee paper *Joint Working Through The Guildford Local Committee (Local Committee Plus)* (Surrey County Council, 12 March 2014). The revised remit includes the intention to develop a unified plan setting out the transport strategy for the borough. The Guildford Local Committee will integrate the recommendations from the Guildford Town and Approaches Movement Study with other study work undertaken by Surrey County Council in this unified plan.
- 11.4 Surrey County Council as a Local Transport Authority is required by the Local Transport Act 2008 and Transport Act 2000 to produce a Local Transport Plan. Modules of the third Local Transport Plan, the *Surrey Transport Plan*, were published in April 2011 with the expectation that a *Transport Strategy and Implementation Programme* would be developed for each of the boroughs and districts in the county. Surrey County Council reiterated its intention to prepare this in Annex 1 of Surrey County Council's Congestion Programme Consultation Draft (March 2013).

12. Developing the Sustainable Movement Corridor Concept and Safeguarding

- 12.1 This section relates to priority (e) of the Action Plan, namely to develop the sustainable movement corridor concept, providing a priority pathway through the town for pedestrians, cyclists and public transport.
- 12.2 As a step towards developing the sustainable movement corridor concept, it is recommended that the Lead Councillor for Infrastructure, the Lead Councillor for Planning and Governance and the Head of Planning Services investigate the potential for safeguarding in the forthcoming new Local Plan of the corridor M7 'Access from Walnut Tree Close to Railway Station' as identified in the Guildford Borough Local Plan 2003, to provide for the provision of a section of the sustainable movement corridor.
- 12.3 Further study work will be required to develop the sustainable movement corridor concept. It is recommended that the Lead Councillor for Infrastructure, the Lead Councillor for Planning and Governance and the Head of Planning Services

develop the sustainable movement corridor concept. This study work will include establishing the preferred route, any route options and the potential location of any land bridges across the A3 trunk road. This study work will also identify any further land which could be safeguarded for the sustainable movement corridor through the forthcoming new Local Plan.

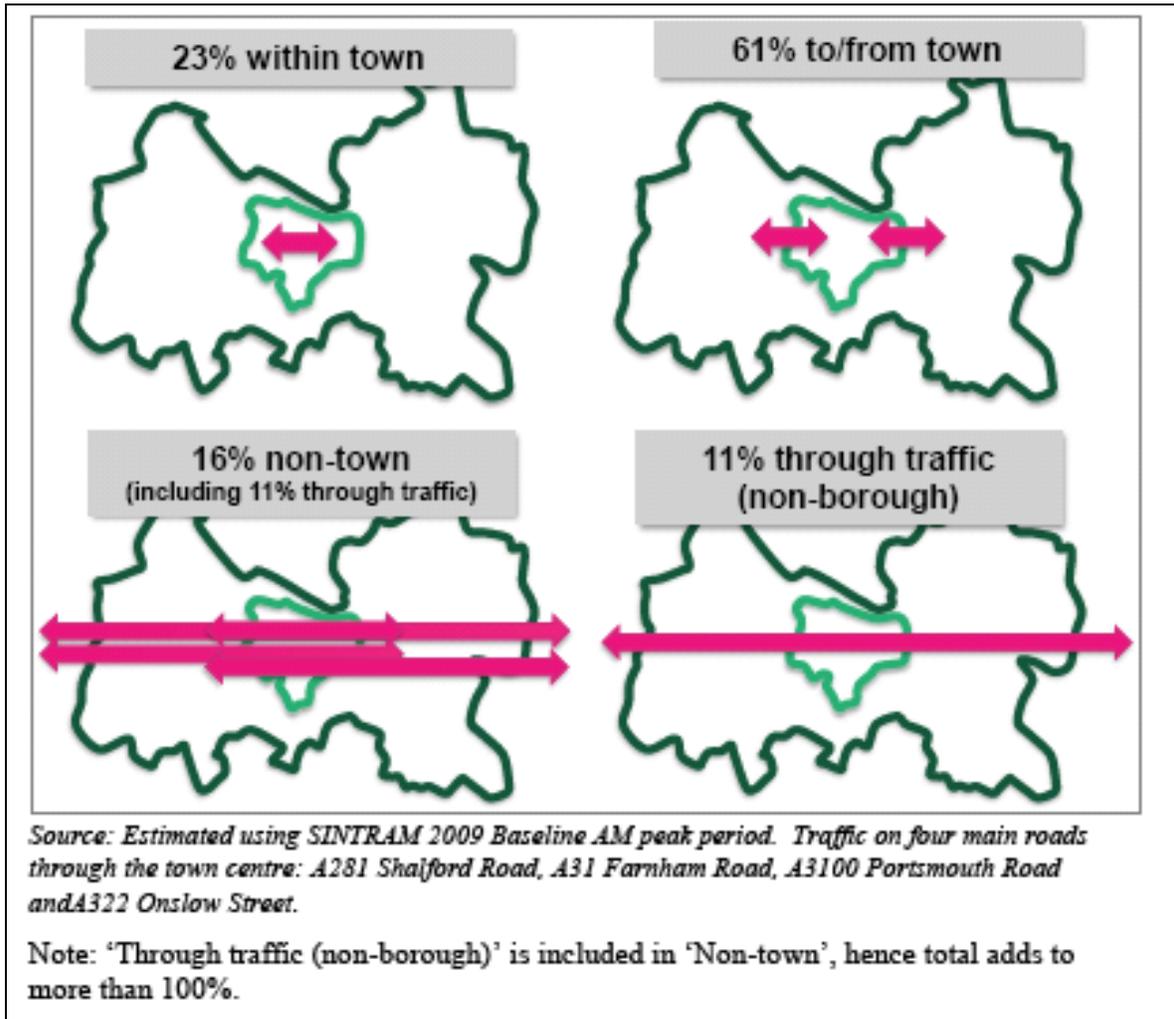
Figure 6: Potential key locations served by the proposed sustainable movement corridor



13. Through Traffic Issues

- 13.1 This section relates to priority (i) of the Action Plan, namely to address through traffic issues with Surrey County Council and the Highways Agency as lead partners.
- 13.2 Using Surrey County Council’s SINTRAM strategic highway model, Arup undertook analysis of the volume of through traffic in Guildford town centre as forecast for the morning peak period in the model’s base year of 2009, based on two different definitions of ‘through traffic’. Route assignment in the present version of the model draws on observed origin-destination data that was collected in 2001.
- 13.3 Defining ‘through traffic’ as traffic that has both an origin and destination outside of Guildford borough and does not stop in the town, it is estimated that 11 per cent of traffic in the town centre is through traffic. This rises to 16 per cent if you define through traffic differently by adding trips within, and to/from, the borough but not stopping in the town, for example from Shalford to Ash Vale or from Shalford to Woking. Figure 7 overleaf represents the proportions of through traffic in Guildford town centre.

Figure 7: Through traffic in Guildford town centre



- 13.4 Arup make the following recommendations in the Strategy Report in respect of minimising the impact of through traffic on Guildford's Local Road Network.
- Do not implement any interventions that encourage through traffic to use the Local Road Network, for example, road capacity increases in the town centre.
 - Guildford Borough Council should work with the Highways Agency to address challenges on the A3 trunk road and develop improvements that encourage traffic to use the A3 for through movements rather than travel through Guildford town centre.
- 13.5 Surrey County Council will be undertaking new origin-destination travel surveys in Guildford town centre in May and/or June 2014, in order to provide up-to-date data on through traffic. When the survey results are available through traffic issues can be reviewed to assess if travel patterns have changed and if any recommendations in the GTAMS strategy need to be modified.

- 13.6 The commitment to undertake these travel surveys will address comments received from a number of stakeholders and members of the public in response to Surrey County Council's '*Rethinking Guildford's gyratory*' exhibition in May 2013 and to Guildford Borough Council's consultation on the *Guildford borough Local Plan Strategy and Sites Issues and Options* (October 2013).

14. Guildford Town Centre Vision

- 14.1 Guildford Borough Council has appointed architects and masterplanners Allies and Morrison to develop a vision document for Guildford town centre. Allies and Morrison will work with the Council and local people to help create a framework to shape the town over the next 20 years. They will identify areas for transformation, look to integrate new developments with their surroundings and build upon the strengths of the town. The vision document will consider key issues including traffic and transport, the quality of public spaces and the built environment, making better use of town centre land and enhancing local heritage.
- 14.2 The Guildford Town and Approaches Movement Study has been made available to Allies and Morrison and Arup will also be available to provide advice as required.

15. Financial Implications

- 15.1 Officers will bring forward capital or revenue growth bids for any additional budget requirements identified because of these recommendations.

16. Legal Implications

- 16.1 Surrey County Council as a Local Transport Authority is required by the Local Transport Act 2008 and Transport Act 2000 to produce a Local Transport Plan. Modules of the third Local Transport Plan, the *Surrey Transport Plan*, were published in April 2011 with the expectation that a *Transport Strategy and Implementation Programme* would be developed for each of the boroughs and districts in the county. Surrey County Council reiterated its intention to prepare this in Annex 1 of Surrey County Council's Congestion Programme Consultation Draft (March 2013).
- 16.2 It is proposed that the new Local Plan should continue to safeguard the corridor M7 'Access from Walnut Tree Close to Railway Station' as identified in the Guildford Borough Local Plan 2003. The rationale for safeguarding land will change from being for the provision of an alternative road link to being for the sustainable movement corridor. As per the present arrangements, the land required, or expected to be required, for the scheme will be safeguarded against development for alternative uses, although some temporary uses may be acceptable. Planning permission will not be given for development which would prejudice the construction or effective operation of the scheme. New development adjacent to land required for the transport scheme should be carefully designed in relation to that scheme, having regard to matters such as building layout, noise insulation, landscaping and means of access.

- 16.3 The forthcoming new Local Plan must be supported by a robust and credible evidence base. Failure to provide such evidence could result in the Planning Inspector at Examination finding the new Local Plan unsound.

17. Human Resource Implications

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

18. Conclusion

- 18.1 GTAMS sets out a recommended long term movement strategy to 2050 for the town of Guildford. The Action Plan sets out an approach by which we feed in the recommended strategy from GTAMS into the forthcoming *Guildford Borough Transport Strategy and Implementation Programme* which is to be developed under the auspices of the Guildford Local Committee Plus, and will become a module of Surrey County Council's Local Transport Plan. This supports Guildford Borough Council's priority to develop a long term Transport Strategy to 2050 for the town of Guildford.

- 18.2 As a step towards developing the sustainable movement corridor concept, it is recommended that investigation is undertaken of the potential for safeguarding in the forthcoming new Local Plan of the corridor M7 'Access from Walnut Tree Close to Railway Station' as identified in the Guildford Borough Local Plan 2003, to provide for the provision of a section of the sustainable movement corridor. It is also recommended that further study work be undertaken to develop the sustainable movement corridor concept. This study work will include establishing the preferred route, any route options and the potential location of any land bridges across the A3 trunk road. This study work will also identify any further land which could be safeguarded for the sustainable movement corridor through the forthcoming new Local Plan.

- 18.3 Through traffic issues have been considered in GTAMS. Surrey County Council will be undertaking new origin-destination travel surveys in Guildford town centre in May and/or June 2014, in order to provide up-to-date data on through traffic. When the survey results are available through traffic issues can be reviewed to assess if travel patterns have changed and if any recommendations in the GTAMS strategy need to be modified

- 18.4 The Guildford Town and Approaches Movement Study has been made available to architects and masterplanners Allies and Morrison whom the Council has appointed to develop a vision document for Guildford town centre. Arup will also be available to provide advice as required to Allies and Morrison.

19. Background Papers

Guildford Town and Approaches Movement Study: Appraisal of Interventions Report (Arup, April 2014)

Guildford Town and Approaches Movement Study: Vision, Objectives, Baseline and Business-As-Usual Report (Arup, April 2014)

20. Appendices

Appendix 1: Guildford Town and Approaches Movement Study: Strategy Report
(April 2014)