

Borough, Economy and Infrastructure EAB Report
Report of the Director of Planning and Regeneration
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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.

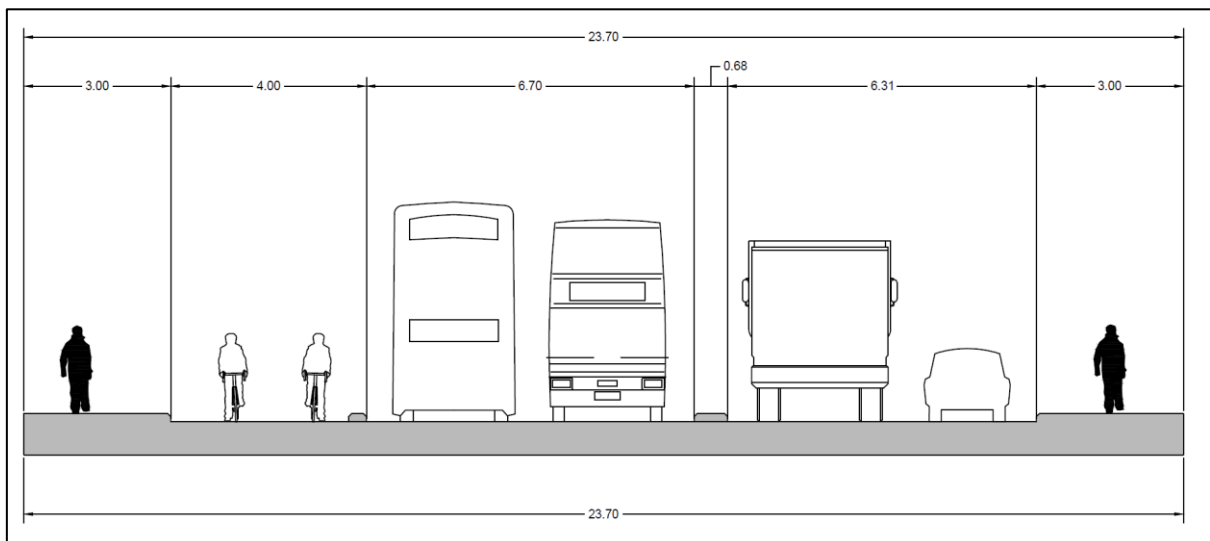


Figure 1: Optimum layout for SMC

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.

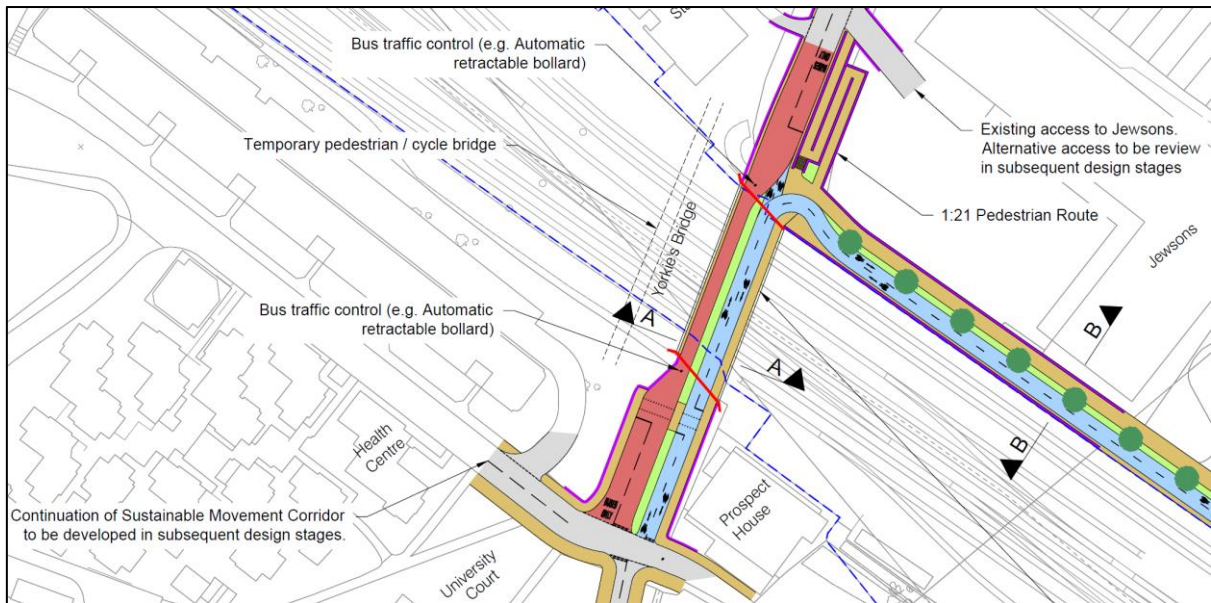


Figure 2. Proposed replacement bridge plan produced by Arup

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.

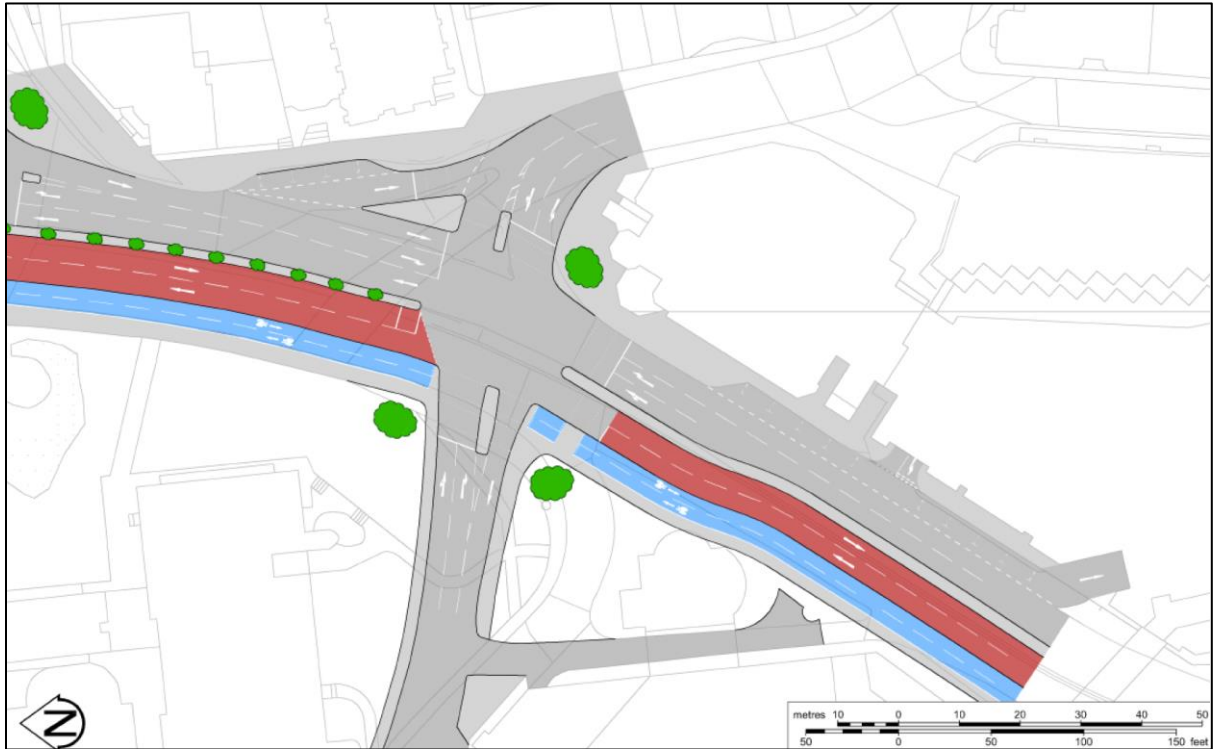


Figure 3. A potential option for the SMC on Onslow Street

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

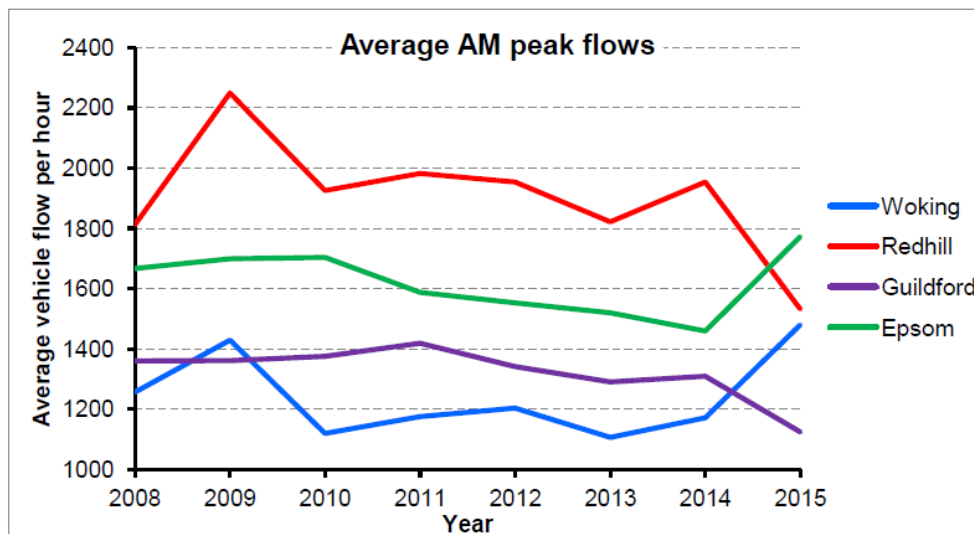
2.8.1. This section has been considered by the developers of the proposed Gosden Hill Farm site. Officers from Guildford Borough Council and Surrey County Council have discussed draft plans with the developer’s consultants, though no proposals have been provided to Guildford Borough Council.

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)

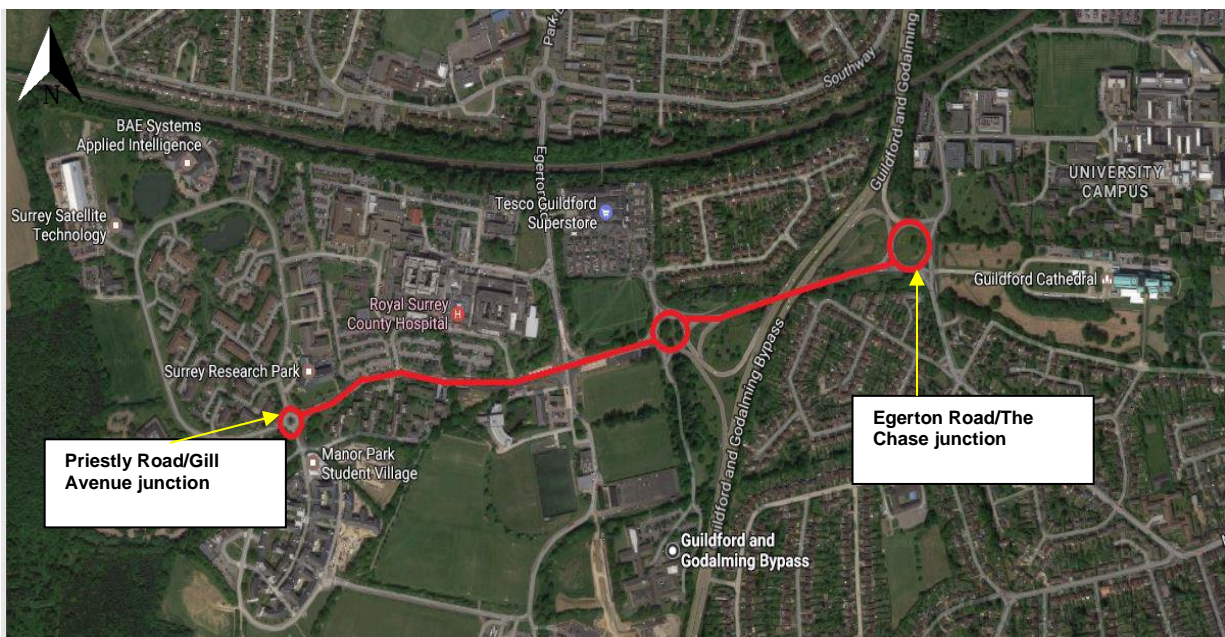
users, without significantly increasing congestion or other related problems.” However, as the above study noted, “all schemes are different, and each will need to be considered according to its own circumstances”.

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.

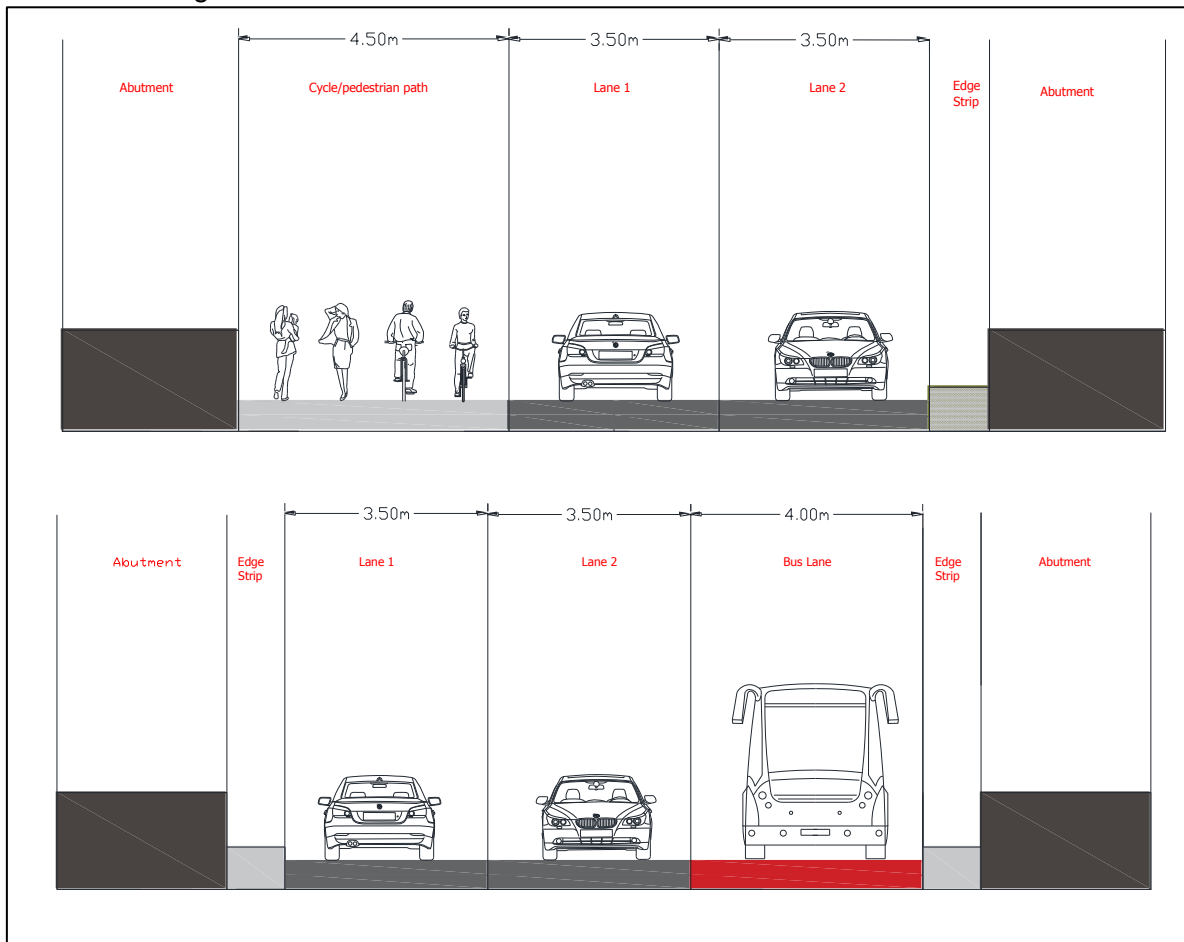


Figure 5 Options for the Egerton Road Underpass

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

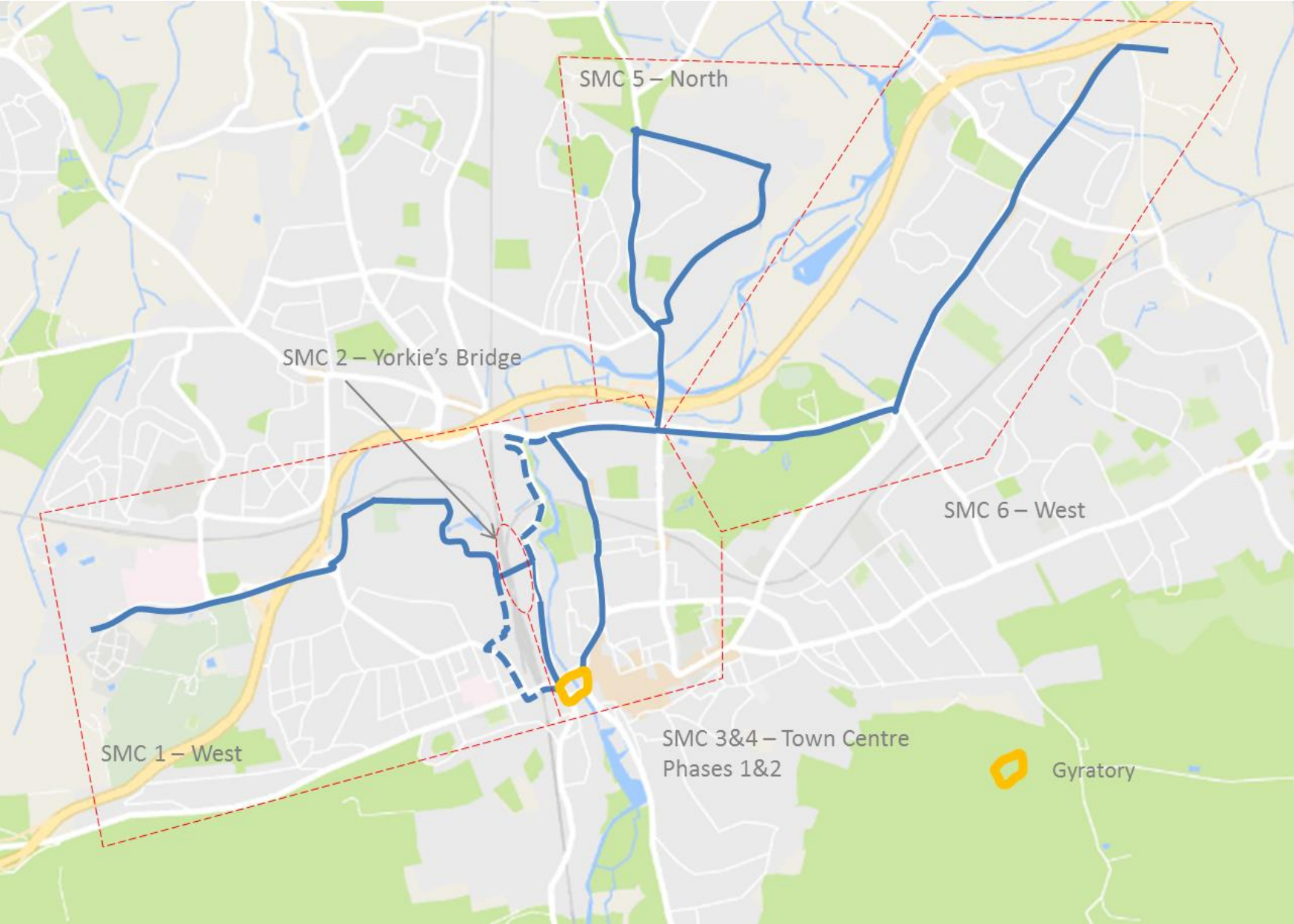
Appendix B: Other activity in the borough

Consultation table

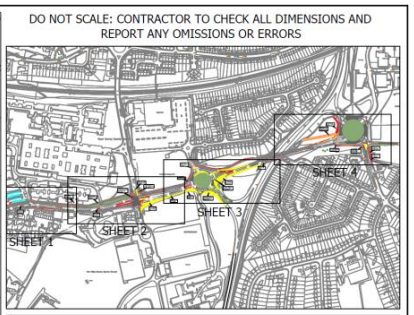
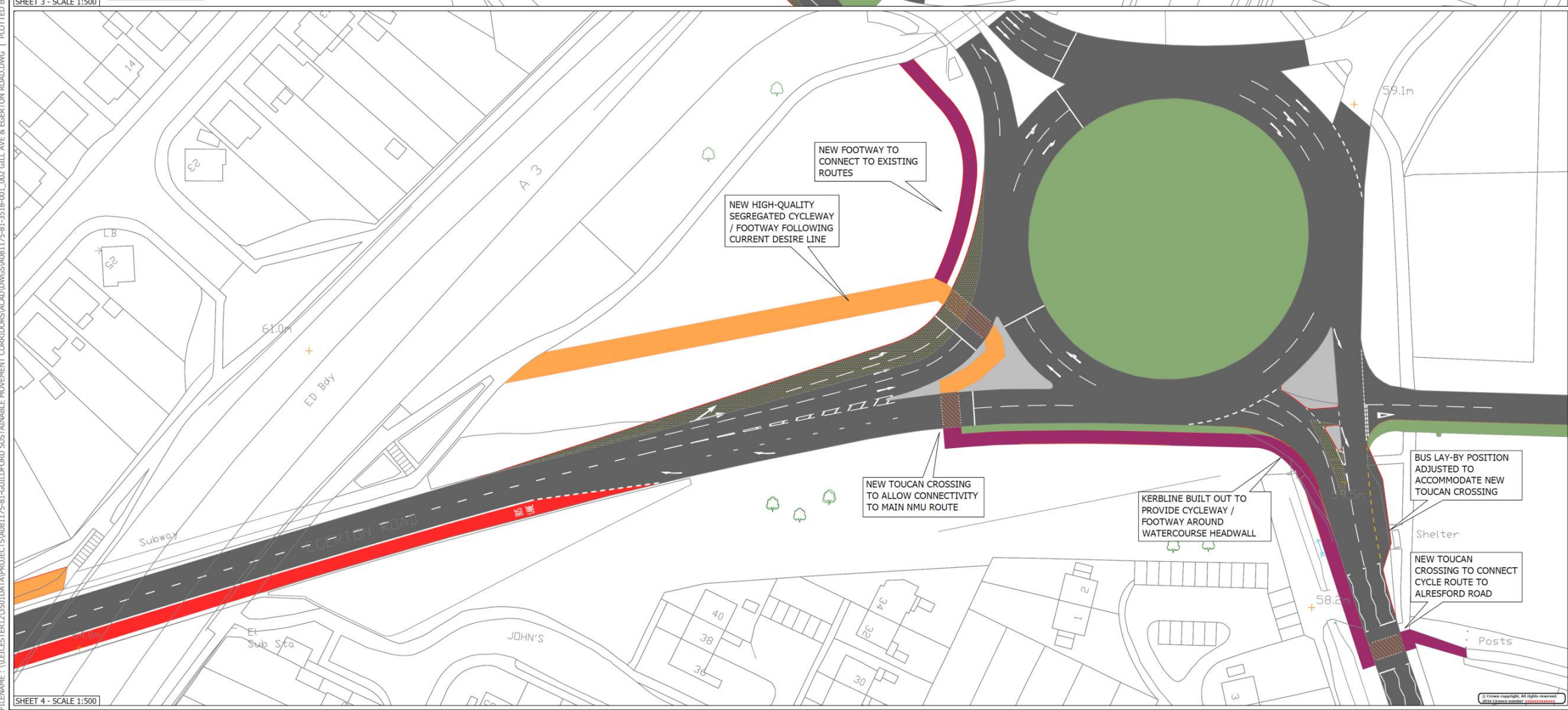
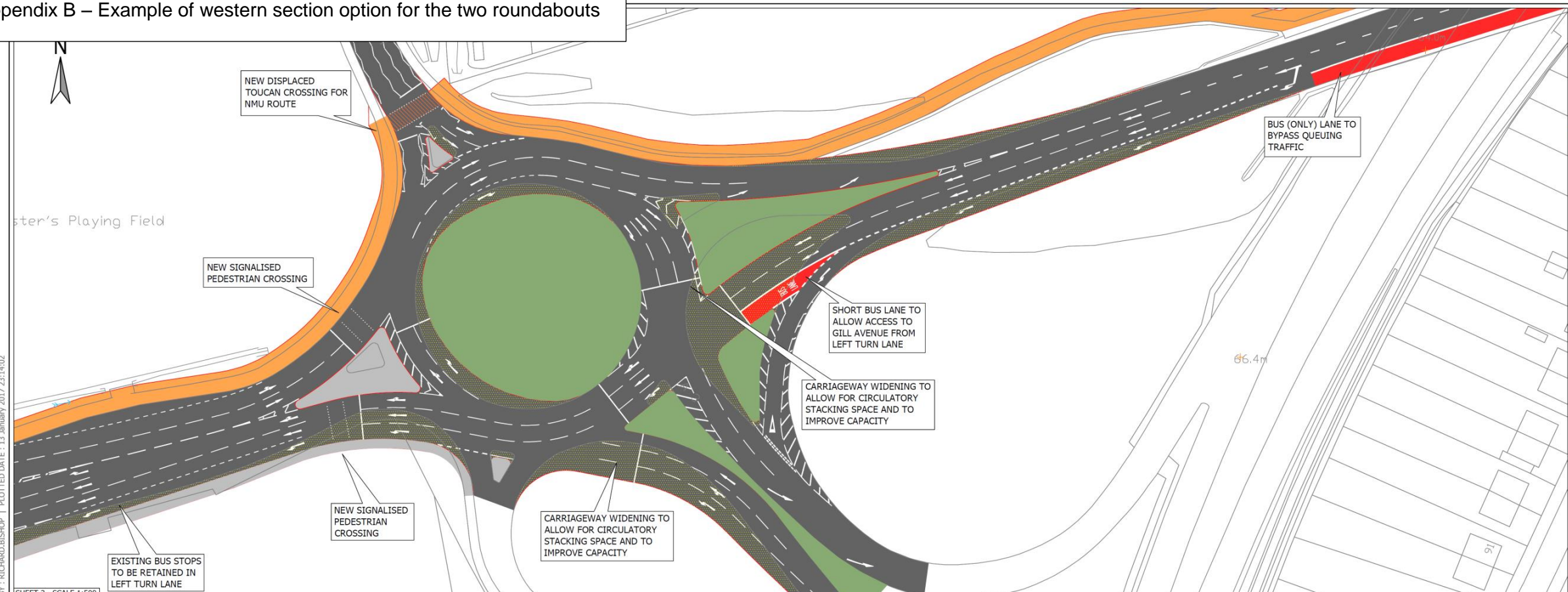
<i>Service</i>	<i>Name</i>	<i>Sign off date</i>
<i>Finance / 151 Officer</i>	<i>Claire Morris/ Victoria Worsfold</i>	<i>06.02.2017</i>

<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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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	-		

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

