

Technical Note: Transport measures to support growth identified in the Waverley Borough Core Strategy

March 2012

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Transport measures to mitigate growth identified in the Waverley Borough Core Strategy

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Issue and Revision Record

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| C1 | 22.03.12 | Minor changes made to Rev C. |

1 Status of this document

This is a Surrey County Council (SCC) officer level document containing evidence to support the Waverley Borough Core Strategy Publication Draft. The information presented on existing and future highway problems is based on the, and the 2026 Transport Assessment¹ (SCC, April 2010) and The Cumulative Assessment of Future Development Impacts on the Highway Network report: Final Report (SCC, September 2011).

This report provides background evidence for the preparation of a Waverley Borough Transport Strategy and Implementation Programme, which will support the borough council's emerging Local Development Framework (LDF) Core Strategy and Infrastructure Delivery Plan (IDP) of infrastructure required to support the growth set out in the Core Strategy.

Future and ongoing refinement of the infrastructure requirements will be required will be required, including the development of a more detailed CIL 'Section 123' List of schemes with costs.

The forthcoming Waverley Borough Transport Strategy and Implementation Programme will require formal review and agreement by Surrey County Council, in consultation with Waverley Borough Council.

¹ Transport Evaluation for Waverley Borough Council's Core Strategy: 2026 Transport Assessment Report (SCC, April 2010)

2 Existing highway and transport problems

The main settlements and the main road and rail networks in Waverley are shown in Figure 2-1 below.

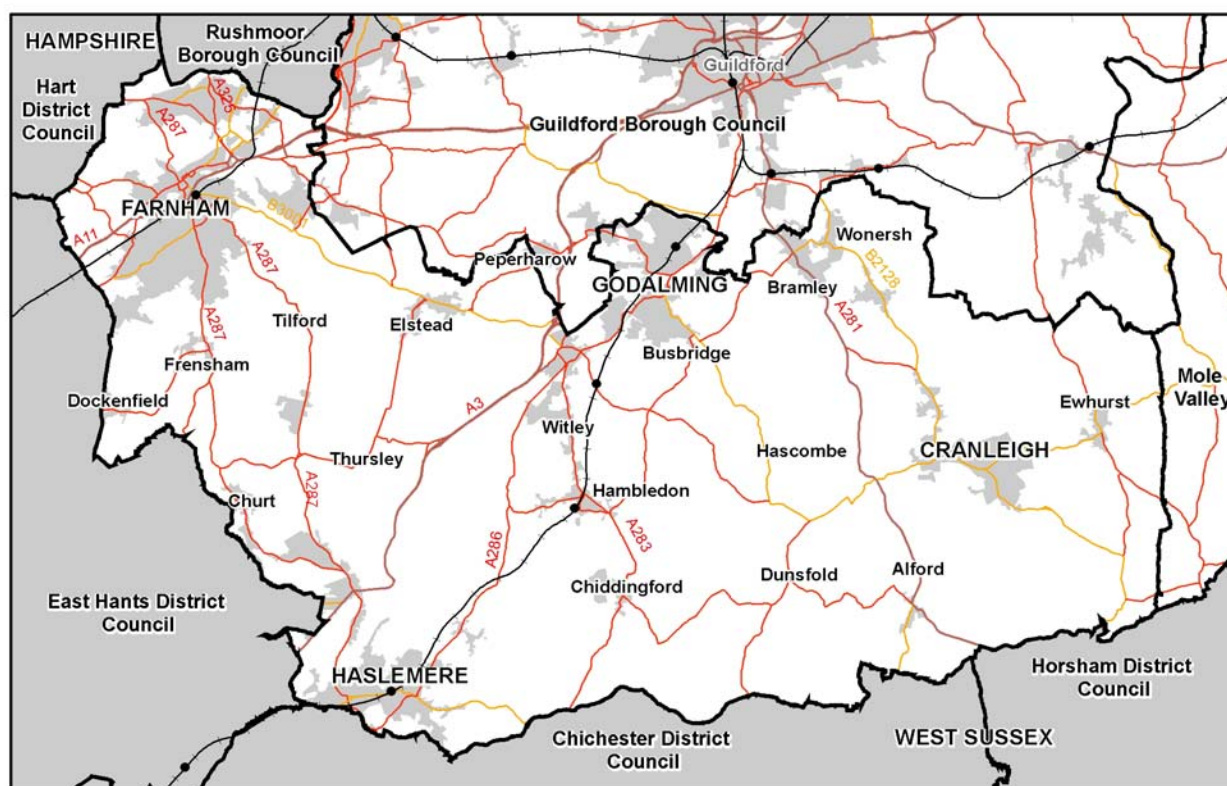


Figure 2-1: Map showing main settlements and the road and rail networks in Waverley

For the purposes of this technical note, the definition of ‘problem’ is ‘the real or perceived failure of current or predicted future conditions to meet stated or implied objectives’ (Konsult website²).

Congestion problem areas on the present-day highway network within the borough of Waverley have been identified through ‘Cost of Congestion’ mapping (using CJAMS). Figure 2-2 shows the results of this analysis. The map uses the difference in free-flow and congested travel times, weighted traffic flows and monetary values for different vehicles types to calculate cost of congestion for each road in the morning peak period.

Alternatively, a modelled representation of traffic flows and volume-capacity ratios (VCRs) in 2005 is presented in Figure 2-3³.

² http://www.konsult.leeds.ac.uk/public/level1/l1_gloss.htm

³ As a guide, a VCR less than 0.85 is considered *under-theoretical capacity*, 0.85 to 0.95 is considered *near theoretical capacity*, 0.95 to 1.0 is considered *at theoretical capacity*, and over 1.0 is considered *over-theoretical capacity*. Congestion is a non-linear function, so as a road approaches its maximum theoretical capacity, small changes in traffic volumes can cause proportionately larger changes in congestion delays.

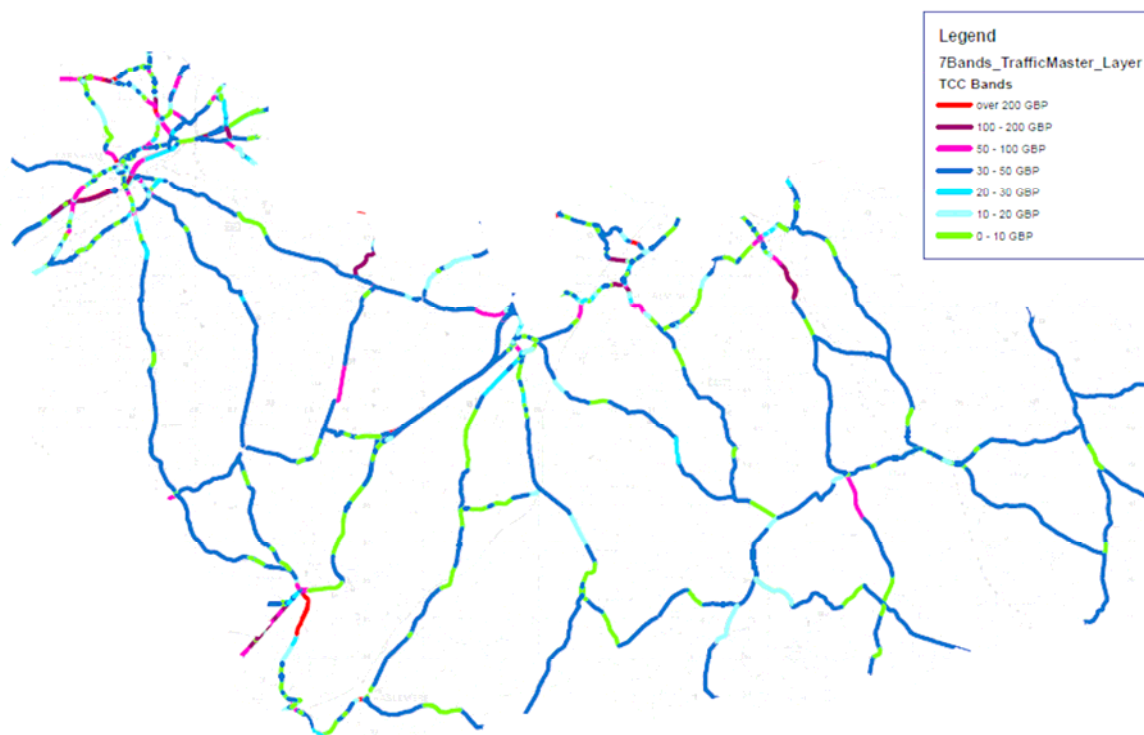


Figure 2-2: Existing cost of congestion on the road network in the borough of Waverley
(Source: Congestion Journey Time Acquisition Monitoring System (CJAMS) DfT 07/08)

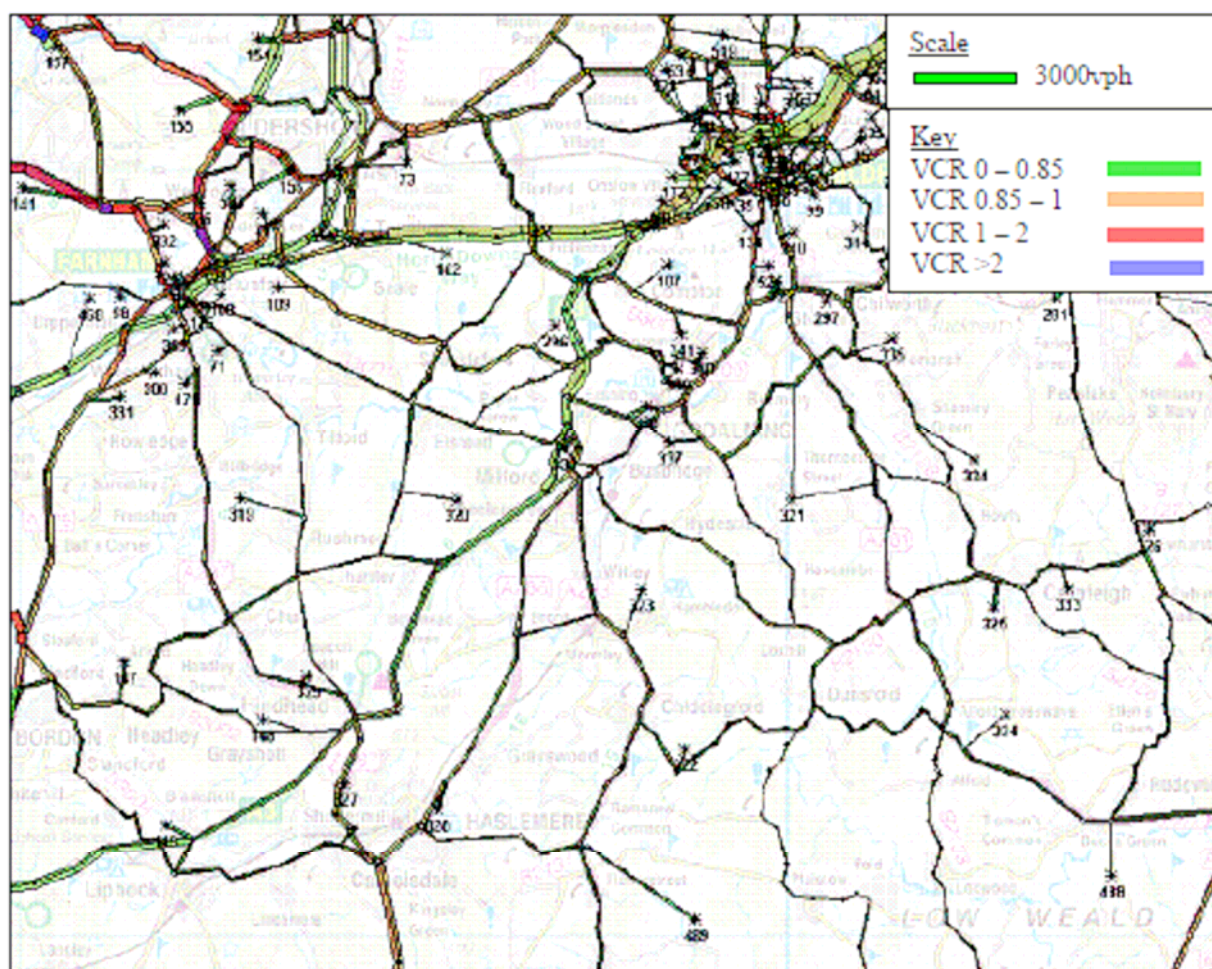


Figure 2-3: 2005 Traffic Volumes for the Borough of Waverley
(Source: Figure 5.1, 2026 Transport Assessment Report, SCC, April 2010)

There are a number of negative impacts which result from high traffic flows and/or congestion, including:

- Congestion causes delay to road users, including car drivers and passengers, bus and community transport users, and goods vehicles
- Stop start driving conditions and slower vehicle speeds are associated with air pollution, in some cases such that the limits set by the national air quality objectives are exceeded
- High traffic flows can reduce or, in some cases, prevent movement by pedestrians and cyclists, and, in such circumstances, can contribute to the risk of traffic collisions
- Related to the above, the adverse impacts on the community within villages and towns through which a principal through route passes, and
- The negative impact on the setting of historic townscapes

Table 2-1 identifies the main components of the transport network in the borough. Each component is described, the historical and geographical limitations are set out and present day weaknesses and future threats are identified.

Table 2-1: Components of the transport network in Waverley borough, with limitations, and weaknesses and threats

| Component of the transport network | Constraints and problems |
|---|--|
| <p>Principal road network</p> <p>The principal road network radiates from Guildford to the north, spreading south through Waverley borough towards the coast, and also west along the A31, and gives access to a network of country lanes:</p> <ul style="list-style-type: none"> • A3 London-Portsmouth trunk road lies to the west of the borough, with main points of access at Milford, Thursley and Hindhead • A31 Guildford-Winchester road runs east-west along the Hog's Back through the western part of Guildford borough, and on through the far north-west of Waverley borough as the Farnham Bypass. It gives access to: <ul style="list-style-type: none"> • A331 Blackwater Valley route, at the boundary with Guildford borough, which provides the link to the M3 London-Southampton motorway • A325 via two arms of the Shepherd & Flock Roundabout, one section running towards the town centre and the other north to Aldershot and Farnborough • A325 via the Coxbridge Rounabout which runs south-west, bisecting the community of Wrecclesham, before entering East Hampshire district • A3100 from Guildford runs south through Godalming to join the A3 at Milford. Two roads fork south from Milford towards the coast at Chichester: <ul style="list-style-type: none"> • the scenic A286 through Haslemere, and • the A283 through Witley and Chiddingfold • A281 is the sole principal road to the east of the borough, again running south from Guildford through the village of Bramley and to the west of Cranleigh | <ul style="list-style-type: none"> • Other than the A3 and A31 all these routes are rural single carriageway, often following old and winding routes • There are no direct east-west vehicle routes through the Greensand Hills • The A31 Farnham Bypass and the railway line sever the urban area, with the town centre to the north and Farnham railway station and extensive residential areas to the south (described further in Farnham section) • The A31 Farnham Bypass suffers congestion during peak hours, and occasionally through the day, which can lead to traffic using the town to the detriment of the environment in the centre • The safe accommodation of heavy volumes of traffic on the principal through routes and the impacts on the communities through which these roads pass, is a challenge. A number of representations have been received in relation to the A325 through Wrecclesham and the A281 through Bramley |

| Component of the transport network | Constraints and problems |
|---|---|
| <p>Farnham</p> <ul style="list-style-type: none"> • One-way system in the town centre • Several principal routes radiate from Farnham; namely, the A287, A325 and A3016 • The A31 Farnham Bypass, with junctions at the Coxbridge Roundabout, Hickley's Corner and the Shepherd & Flock Roundabout, bisects the urban area (described further in next column) • Eleven off-street car-parks in the town centre. These car-parks provide just over 2000 paying spaces and there is a significant amount of free parking along certain streets, with time restrictions • On-carriageway signed only cycle routes and off-carriageway cycle routes on routes from Farnham towards Ewshot, Hale, Tongham, and The Sands⁴ • Extensive network of buses in and around Farnham. The buses pass frequently through many residential areas, particularly to the north of the town. There are fewer buses to the south and the service runs every hour on average⁵ • Farnham rail station is on the London Waterloo to Alton rail line; it has a station car park | <ul style="list-style-type: none"> • Layout of the historic town centre is, in effect, a staggered crossroads of the A287 and A325, with other streets adding to the pattern⁶ • Narrow roads and pavements, particularly the eastern section of The Borough and most of Downing Street • The urban area of Farnham is severed by the A31 Farnham Bypass and the railway line, with the town centre to the north and Farnham railway station and extensive residential areas to the south • Close proximity of Hickley's Corner and the level crossing next to the rail station • Out-of-centre superstores on the Farnham Retail Park and on Water Lane, both near the Shepherd & Flock Roundabout • High volumes of traffic using the town centre network, with congestion problems experienced at key junctions. The high volumes of traffic are the result of traffic travelling through the town centre, a high proportion of car borne trips, traffic circulating round the one-way system to locate available parking, and roadside servicing, a necessity for many businesses in the central area • Additional through traffic uses the town centre as a result of congestion on the A31 Farnham • High volumes of traffic impact negatively on the setting of the historic townscape • Poor environment for pedestrians in the town centre with narrow pavements and a lack of pedestrian crossing facilities • Limited network of cycle routes, with scope for routes⁷ • For local trips, public transport is perceived as unattractive in terms of the frequencies, hours of operation and spatial coverage⁸ • The town centre is a designated Air Quality Management Area; an 23% reduction in traffic would be required to revoke the designation⁹ • The community of Wrecchlesham to the south of Farnham is severed by the heavily trafficked A325 which creates a noisy and polluted environment; a number of representations have been received in relation to these issues • Much of the Farnham are is within the zone of influence of the Thames Basin Heaths SPA¹⁰ |

⁴ Farnham Design Statement (Farnham Town Council, 2010): page 10.

⁵ Ibid. Page 9.

| Component of the transport network | Constraints and problems |
|--|--|
| <p>Godalming & Farncombe</p> <ul style="list-style-type: none"> The A3100 from Guildford runs south through Godalming to join the A3 at Milford. Roads joining the A3100 include: <ul style="list-style-type: none"> the B3000, a local road from Farncombe to Compton, the A3 and then to the A31 just beyond Puttenham, the B2130, a local road Godalming to Cranleigh Pedestrian priority is in place in Godalming town centre, Monday to Saturday 8am-6pm; on Church Street and most of High Street there is one-way working for traffic and the carriageway is pinched at intervals by bollards and road humps. This reduces conflict between pedestrians and vehicles, not only by reducing traffic flows but also by inhibiting the speeds of those vehicles which still find their way into the town. This is made possible by Flambard Way (opened in 1989) which provides a direct arterial route for through traffic around the town centre Farncombe and Godalming rail stations are on the main London Waterloo to Portsmouth rail line; both have station car parks | <ul style="list-style-type: none"> The topography of the valley in which Godalming lies is such that traffic is funnelled along three roads; the A3100 Bridge Road, Borough Road and Chalk Road Narrow, busy roads, in particular the A3100 Bridge Road – which links Godalming and Farncombe - and Ockford Road are not attractive routes for cyclists Superstores off Woolsack Way are somewhat out-of-centre although they can be reached on foot within five to ten minutes Need for improved pedestrian routes to Godalming Station in both the Station Approach/Church Road direction and the Mill Lane/Station Road/Holloway Hill direction¹¹ Limited network of cycle routes, with scope for additional routes¹² Godalming Together Healthcheck noted a lack of integration between rail and bus services; there is no bus stop at either mainline station, for example. The nearest bus stops to Godalming Station are some considerable distance away in the High Street and on Flambard Way Access to the Royal Surrey County Hospital on the outskirts of Guildford is difficult for those without cars Air Quality Management Area on part of Ockford Road and Flambard Way; 9% reduction in traffic would be required to revoke the designation¹³ |

⁶ Waverley Borough Local Plan (Waverley BC, 2002): para 9.18.

⁷ Waverley Borough Cycling Plan (Waverley Borough Council/Waverley Cycle Forum, 2005) for proposed routes. Draft of a revised 2011 version is available on the website of the Waverley Cycle Forum.

⁸ Farnham Area Major Scheme, Farnham Review of Movement Studies and Major Schemes, Final Report Ref: SCC/D114079 (Scott Wilson, January 2008): para 5.20. The 2001 Census showed that just over 2% of residents travel to work in Farnham by bus and 6% by rail

⁹ Further Assessment of Air Quality: Waverley Borough Council (Faber Maunsell/Aecom, March 2007): para 5.4.

¹⁰ Local Development Framework Core Strategy Preferred Options and Draft Policies: Sustainability Appraisal Report (Waverley Borough Council, 20 January 2011): Appendix 1, page 24.

¹¹ Waverley Borough Local Plan 2002 (Chapter 12, paragraph 12.63)

¹² Waverley Borough Cycling Plan (Waverley Borough Council/Waverley Cycle Forum, 2005) for proposed routes. Draft of a revised 2011 version is available on the website of the Waverley Cycle Forum.

¹³ Further Assessment of Air Quality: Waverley Borough Council (Faber Maunsell/Aecom, March 2007): para 5.4.

| Component of the transport network | Constraints and problems |
|--|---|
| <p>Haslemere</p> <ul style="list-style-type: none"> The A286, linking Guildford and Midhurst, runs through the town. At the top of the High Street the A286 forms a distorted X junction with the B2131. The B2131 then allows traffic to turn left towards Chiddingfold and West Sussex or right towards Weyhill and Shottermill. The A286 continues along Shepherds Hill and out towards the County Boundary at Camelsdale Haslemere rail station, which is located between the two centres, is on the main London Waterloo to Portsmouth rail line | <ul style="list-style-type: none"> Two commercial centres – the historic High Street and Wey Hill – with the rail station inbetween This ‘split town’ divides the shopping area and the populace and increases traffic levels¹⁴ Narrow roads with steep banks and sharp bends are a consequence of the topography and the historical development of the town Some of the through roads and side streets are not ideal for public transport and commercial vehicles¹⁵ Congestion in the peak hours Notable congestion ‘hotspot’ produced by the combination of the Tesco/Lion Lane junction and parking in Wey Hill¹⁶ Narrow bridges, e.g. at the railway station and in Sturt Road limit accessibility¹⁷ Commuter parking, including commuters from outside Surrey, on residential streets around station causes problems for residents B2131 from Haslemere Town Centre eastwards has limited footways with a high proportion of the route having little or no provision. Close to the town centre there are no formal crossings and the footways are insufficient for a busy town centre Limited network of cycle routes, with scope for additional routes¹⁸ |
| <p>Cranleigh</p> <ul style="list-style-type: none"> Cranleigh is located at the junction of two B roads, the B2128 and the B2127, to the east of the A281 trunk route. The Downs Link is a footpath and bridleway which largely follows the trackbed of the former Cranleigh rail line towards Guildford | <ul style="list-style-type: none"> There is scope for additional cycle routes to complement the two existing routes through the village¹⁹ Cranleigh rail station was closed in 1965 |

¹⁴ Your Haslemere 2008: A review of the Haslemere Healthcheck 2003: issues facing the town and surrounding areas in 2008 (Haslemere Initiative, 2008): section 10.1.

¹⁵ Ibid.

¹⁶ Ibid.

¹⁷ Ibid.

¹⁸ Waverley Borough Cycling Plan (Waverley Borough Council/Waverley Cycle Forum, 2005) for proposed routes. Draft of a revised 2011 version is available on the website of the Waverley Cycle Forum.

¹⁹ Waverley Borough Cycling Plan (Waverley Borough Council/Waverley Cycle Forum, 2005) for proposed routes. Draft of a revised 2011 version is available on the website of the Waverley Cycle Forum.

| Component of the transport network | Constraints and problems |
|---|--|
| <p>Rural areas</p> <ul style="list-style-type: none"> • Bus services provide connections to most of the rural settlements in the borough; subsidised bus services in Waverley are under reviewed in 2011/12 with changes implemented from September 2012. • There are a number of community transport operators providing services in the borough: <ul style="list-style-type: none"> • Care Farnham • Care in Haslemere • Ewcare • Farnham Demand Responsive Transport (Buses4U) • Miford & Witley Village Care • Shamley Green Village Care • Waverley Hoppa Community Transport | <ul style="list-style-type: none"> • Draft Settlement Hierarchy 2010 identifies that residents in Milford, Hindhead and Beacon Hill, Bramley, Witley, Elstead and Chiddingfold residents have good access to services, but need to travel to other settlements for the full range. Services in Alfold, Ewhurst, Churt, Shamley Green, Dunsfold, Grayswood, Tilford and Wormley are reported to be limited, with the remaining settlements in the Borough having very limited services²⁰ • Some more rural villages are dependent on infrequent bus services and/or travel by private car²¹ • New development often takes place on small sites and the challenge is to deliver the required infrastructure to meet cumulative needs arising from new development |

²⁰ Ibid., Appendix 1, page 22

²¹ Local Development Framework Core Strategy Preferred Options and Draft Policies: Sustainability Appraisal Report (Waverley Borough Council, 20 January 2011; Appendix 1, page 17)

3 Waverley borough: LDF Core Strategy and future growth

The former South East Plan: Regional Spatial Strategy for the South East of England (GOSE, May 2009) allocated some 5000 net additional dwellings to the borough of Waverley, to be delivered between 2006 and 2026, representing an annual average of 250 dwellings per year.²² The 2026 Transport Assessment (SCC, April 2010) considered the likely impact of the South East Plan allocation of 5000 net additional dwellings, and used assumptions for the distribution of this development provided by the borough council. Further details of the 2026 Transport Assessment are given in section 4.

Following the announcement of the Coalition Government's intention to abolish regional plans, and the subsequent revocation of regional plans by the Secretary of State in July 2010, the borough council has been undertaking a review of both the quantum and distribution of future housing development.

The LDF Core Strategy Preferred Options and Draft Policies (Waverley BC, February 2012) states that the council's preferred approach is for new development that will generate a high number of trips to be directed toward previously developed land in sustainable locations or will be required to demonstrate that it can be made sustainable to reduce the need to travel and promote travel by sustainable modes of transport.²³

It is planned that the new development will be directed to the main settlements in the borough; Farnham, Godalming, Haslemere and Cranleigh. 'Policy CS1: Location of Development' states that these are the settlements in Waverley that are the most sustainable locations within Waverley in terms of accessibility to services and facilities as well as public transport.' This approach will contribute to reducing the need to travel and journey lengths. It will also help to achieve a more sustainable form of development and support the viability of public transport.²⁴

The current published target for total housing supply for the period 2011 to 2028 and the anticipated distribution is as shown in Table 3-1.

| Location | Number of Dwellings |
|--|---------------------|
| Farnham | 1352 |
| Godalming | 689 |
| Haslemere (including Hindhead and Beacon Hill) | 387 |
| Cranleigh | 822 |
| Villages | 484 |
| Total | 3,734 |

Table 3-1: Target for total housing supply for the period 2010 to 2027, and the anticipated distribution between the four main settlements and the villages

(Source: Policy CS2, LDF Core Strategy: Revised Preferred Options and Draft Policies, Waverley BC, February 2012)

These revised housing targets will be modelled in an update to the 2026 Transport Assessment in Spring 2012.

²² The South East Plan: Regional Spatial Strategy for the South East of England, GOSE, May 2009, Policy AOSR4.

²³ LDF Core Strategy: Revised Preferred Options and Draft Policies (Waverley BC, February 2012) para 7.21

²⁴ Ibid, para 7.4

4 Transport assessment

The 2026 Transport Assessment (SCC, April 2010) considered the likely impact on the highway network of the quantum of growth set out in the then extant South East Plan.²⁵ The Plan proposed that 5000 net additional dwellings should be delivered between 2006 and 2026 in the borough, representing an annual average of 250 dwellings per year.²⁶

The County model was used for the transport assessment. This is a strategic model that encapsulates the road network of Surrey and its surrounding local authorities; at a national level the model incorporates all strategic roads within Great Britain.

The assessment used residential planning data for completions, outstanding permissions and the outstanding allocation provided by the borough council. The data was provided in accordance with the model's zoning system. The outstanding allocation was calculated by subtracting the number of units categorised as completions and outstanding permissions from the South East Plan allocation of 5000 net additional dwellings to the borough. The outstanding allocation was then applied to the model zones within the four main urban settlements (Farnham, Godalming, Haslemere and Cranleigh), apportioned according to the population of each zone. The previous trend of house/flat and bedroom composition from the completions and outstanding permissions was applied.

Commercial forecasts were obtained from DfT's TEMPRO database. Growth factors concerning jobs (commercial developments) were extracted from TEMPRO for every modelled zone in Waverley. The borough council was able to provide additional details of three large commercial developments in Waverley, these developments being the East Street redevelopment in Farnham, the Key Site in Godalming and at the Milford Hospital site.

It was recognised that there was (and remains) potential for large developments to occur within neighbouring districts and counties to Waverley between the present day and 2026.²⁷ Due to a lack of both certainty and trip generation data for these potential developments they were not included within the assessment. Instead, external trips were assumed to grow at rates as forecast by the DfT's TEMPRO database.²⁸

The transport assessment considered the sensitivity of both the Strategic Route Network (SRN) and the Local Road Network (LRN), including classified A and B roads, to the likely additional traffic generated by the residential and commercial growth. The assessment also identified specific locations which may either require additional infrastructure provision for transport services or further investigation to identify possible mitigation measures.

Two scenarios were tested against a 2005 base year and 2026 'Do-Minimum' reference case:

- Scenario A: approved planning permissions between 2005 and August 2009, a total of 2149 dwellings
- Scenario B: all development with and without planning permissions proposed between 2005-2026 (including 'developable' and 'deliverable' SHLAA sites and

²⁵ South East Plan: Regional Spatial Strategy for the South East of England, GOSE, May 2009

²⁶ Ibid., Policy AOSR4

²⁷ Transport Evaluation for Waverley Borough Council's Core Strategy: 2026 Transport Assessment Report, SCC, April 2010, para 3.3.4

²⁸ Ibid, para 4.1.3

retail and employment floorspace projections), a total of 5000 dwellings as allocated to the borough in the former South East Plan

Two networks were used in the modelling process, a 2005 network representing the network in prior to the delivery of the Highways Agency's Hindhead Improvement Scheme, and a 2026 network that includes the Hindhead Improvement Scheme. (The Hindhead Tunnel opened in July 2011.)

The findings can be summarised as follows:

- In 2026, non-trunk road traffic flow within Waverley during the AM peak hour would increase by:
 - approximately 3.2% in Scenario A when compared with the Do-Minimum
 - approximately 11% in Scenario B when compared with Scenario A
- In 2026, trunk road (A3) traffic flow generated within Waverley during the AM peak hour would increase by:
 - approximately 3.9% in Scenario A when compared with Do-Minimum
 - approximately 9% in Scenario B when compared with Scenario A
- 2026 Scenario B has the greatest impacts on local traffic flows in Waverley, increasing traffic flow and reducing average speed on the local road network more than Scenario A. However, the differences between Scenarios A and B are small (under 19% increase in all summary statistics) and any increases displayed in Scenario B are not significant to cause any large disruption to the road network in Waverley or nearby areas.
- The distinct areas in the Borough of Waverley which will be affected most by the additional trips generated from the proposed residential and commercial developments are the four main urban settlements: Farnham, Godalming, Cranleigh and Haslemere. Specifically Farnham and surrounding areas that are in close proximity to the A31 corridor, between the Runfold Junction and Hickley's Corner, would experience the highest impacts in increased traffic flow. This area could potentially be impacted by a general increase in link and junction delay.

Representations of future traffic flows and volume-capacity ratios (VCRs) in 2026 are presented in section 5 of the 2026 Transport Assessment. The borough-wide plots for 2026 for do-minimum growth and for Scenario B growth are reproduced below as Figure 4-1 and Figure 4-2 respectively, and can be compared with the 2005 base year plot reproduced earlier in this note as Figure 2-3. Plots for each of the main settlements are also presented in the 2026 Transport Assessment.²⁹

²⁹ Ibid., section 5, in particular see Figures 5.1 to 5.24.

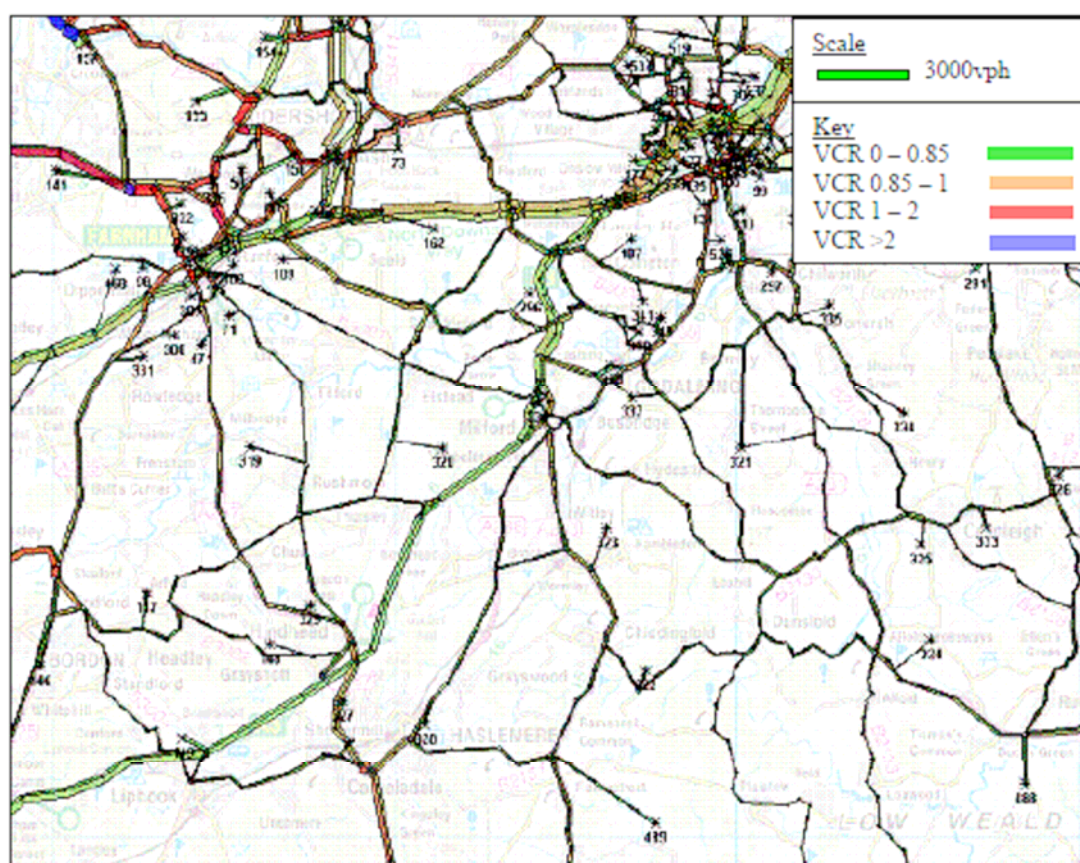


Figure 4-1: 2026 Do-Minimum Traffic Volumes for the Borough of Waverley
 (Source: Figure 5.2, 2026 Transport Assessment Report, SCC, April 2010)

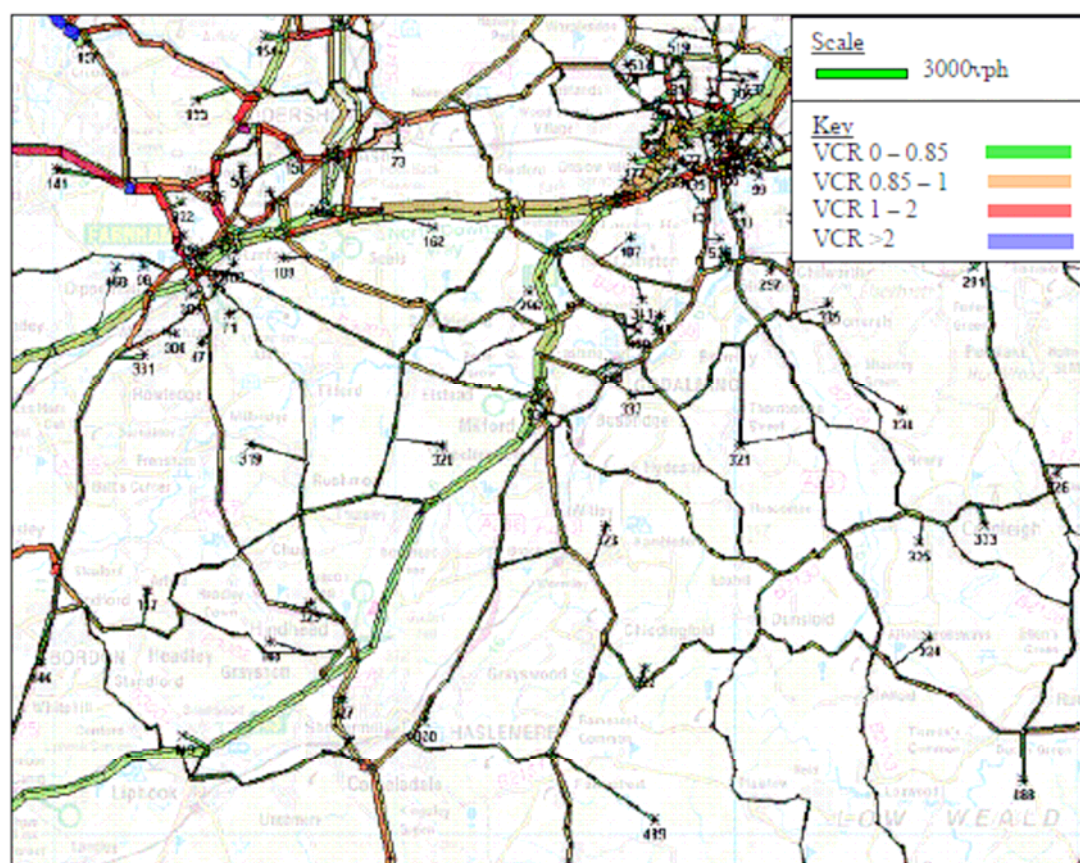


Figure 4-2: 2026 Scenario B Traffic Volumes for the Borough of Waverley
 (Source: Figure 5.4, 2026 Transport Assessment Report, SCC, April 2010)

In addition to the 'local' transport assessment outlined above, the county council has also undertaken a strategic countywide assessment as part of the Surrey Infrastructure Capacity Project. The Cumulative Assessment of Future Development Impacts on the Highway Network report: Final Report (SCC, September 2011) considers the cumulative impacts of all known future development within Surrey, as well as large developments located externally to the County. This specifically included planning data for both Whitehill-Bordon and all developments in the borough of Rushmoor (including AUE) in the assessment.

The overall conclusions from both the countywide and local 2026 transport assessments suggest that:

- Adverse transport and transport-related impacts in identified problem areas arise from existing movement patterns and, without mitigation, these impacts will be made worse by the growth proposed in the Core Strategy,
- The scale of impacts within the identified problem areas can be managed by implementing packages of transport measures drawn from the transport strategies of the Surrey Transport Plan (Surrey County Council, April 2011), and,
- Limited highway capacity infrastructure improvements (on either the SRN or LRN) are required for any particular area / corridor.

Given the strategic nature of the assessments, modelling limitations and the uncertainty of the size, distribution and land-use of any future planned developments, the interpretation of the likely impacts on both the SRN and LRN should be treated as broad strategic projections, and as such further work will be needed (including complementary analysis using appropriate tools) to assist in the identification of additional transport provision at a more local and detailed level.

As stated in section 3, revised housing targets for the borough will be modelled in an update to the 2026 Transport Assessment to be undertaken in Spring 2012.

5 The Surrey Transport Plan LTP3

The Surrey Transport Plan is the third Local Transport Plan (LTP) for the county. It is a statutory plan (required by the Local Transport Act 2008 and Transport Act 2000), which replaced the second LTP on 1 April 2011. Like the previous Plans, the Surrey Transport Plan is partly an aspirational document.

The vision and objectives of the Surrey Transport Plan are as follows:

Vision 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.

Objectives

- **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.

The Surrey Transport Plan includes a number of strategies which look forward to 2026. The purpose of each strategy is to set out the most effective, value for money, and customer-focused measures, interventions and policy tools that will best tackle problems and address objectives and targets. Thus the strategies set out the preferred measures (together comprising a 'toolkit' of possible interventions) rather than specific transport schemes for implementation.

6 The Surrey Bus Review of the Guildford and Waverley area

The county of Surrey provides a challenging environment in which to operate bus services due to:

- A generally high standard of living is reflected in high levels of car ownership and in the expectations of residents for the quality of services
- Congested roads and dispersed travel patterns present challenges for bus operation

In Surrey, bus services are provided in two main ways:

- Commercial bus services, provided by bus operators as commercial ventures, without subsidy, contract or control from the county council
- Non-commercial bus services, operated by bus operators and funded by the county council to meet the need for bus travel in areas where bus operators cannot run such services at a profit. The situation is kept under continual review, because the commercial bus network itself is constantly changing.

Over the past 10 years, costs in the bus industry have been rising much faster than general inflation. Many main bus services, including those in towns, have stopped being commercially viable, requiring Surrey County Council to spend much more in order to keep the network running.

The cost of this support by the county council rose from around £4 million in 2001/2 to over £11 million in 2009/10.

In response, a countywide Bus Review was initiated to assess long established service patterns with a view to concentrating public subsidy provision on better used and more viable services.

The aims of the Bus Review are to:

- Focus on the areas with strong demand
- Make the network work better, with routes that complement each other
- Make the network simpler and easier to understand
- Reduce the need for subsidy in the long term
- Increase some services where needed
- Service those areas of greatest social need
- Shorten or simplify routes to improve reliability
- Reduce services which are less well-used; and
- Where possible, evenly space out services running along common sections of route

The county council is, at present, undertaking consulting on proposals for the Guildford and Waverley areas. Maps illustrating the proposals for the Guildford and Waverley areas are reproduced in Figure 6-1 overleaf.

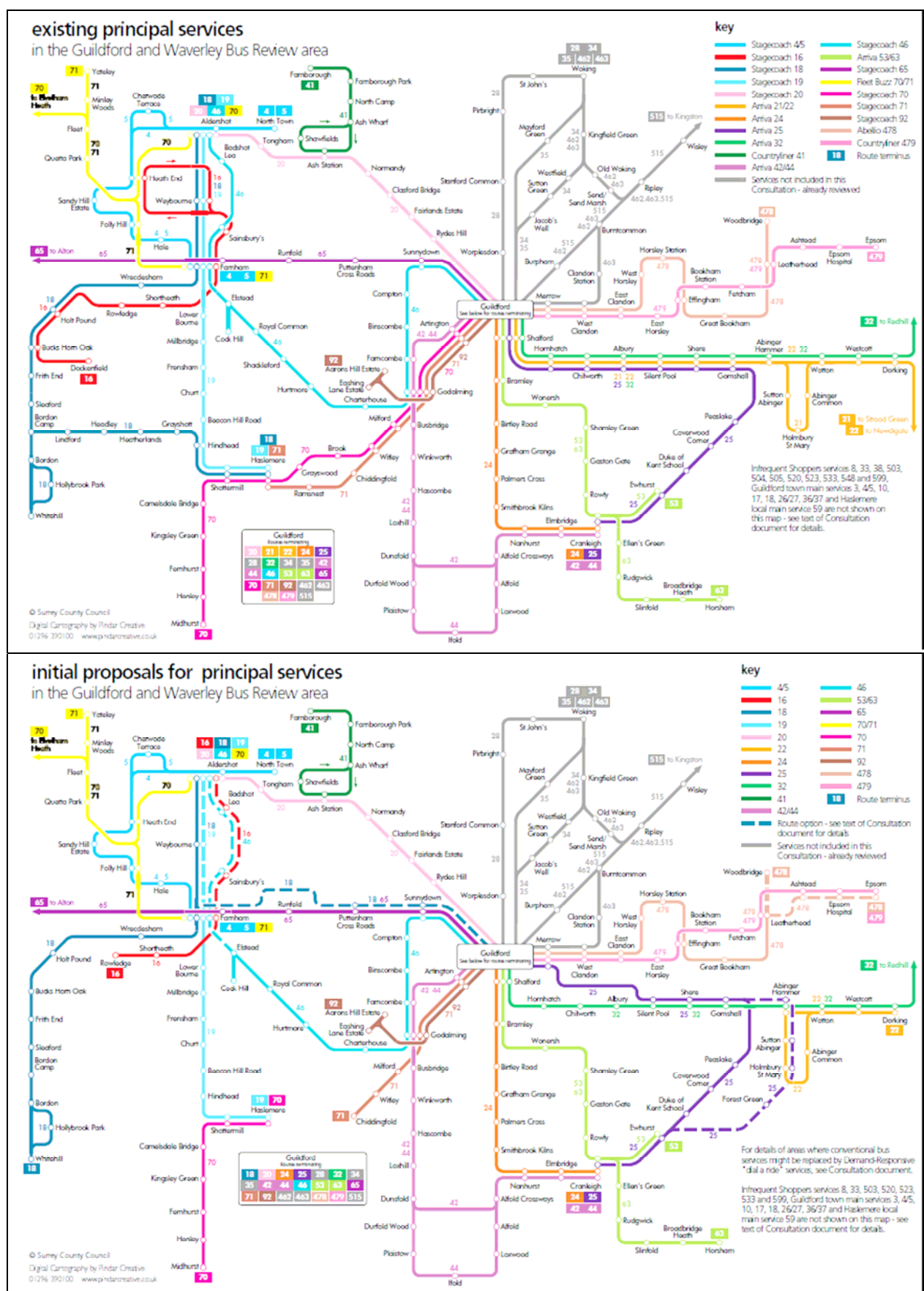


Figure 6-1: Existing (2011) and initial proposals for principal services in the Guildford and Waverley areas
(Source: Surrey CC website, December 2011)

7 Transport measures to support growth and achieve LDF Core Strategy and LTP3 objectives

As noted in section 4:

- Adverse transport and transport-related impacts in identified problem areas arise from existing movement patterns and, without mitigation, these impacts will be made worse by the growth proposed in the Core Strategy,
- The scale of impacts within the identified problem areas can be managed by implementing packages of transport measures drawn from the transport strategies of the Surrey Transport Plan (Surrey County Council, April 2011), and,
- Limited highway capacity infrastructure improvements (on either the SRN or LRN) are required for any particular area / corridor.

The following schedules show outline transport solutions or packages of solutions. These schemes do not generally provide additional network capacity but seek to manage the existing network and provide more sustainable transport choices.

There is some flexibility in the overall package of measures with no one solution considered essential to unlock development. However, the overall package of measures is considered necessary to support planned growth and deliver the Waverley Core Strategy and LTP3 objectives and to mitigate impact from growth.

The schedules include the purposes of each scheme or package, indicative costs, broad phasing (from 2012/13 financial year onwards), possible identified funding sources and delivery bodies for each of the six problem areas. More work will need to be undertaken to ensure that:

- a) the schemes will provide the best value for money when assessed against the impacts of growth and transport objectives
- b) there are no more effective options/alternatives available to address the problems and transport objectives
- c) the schemes can be delivered within the indicative costs identified and the core strategy timescale.

Farnham

2002 Local Plan:

- To improve the shopping environment for pedestrians by minimising inessential traffic movements and congestion in the centre, and by excluding traffic from one or more shopping streets subject to this not causing unacceptable congestion elsewhere or inhibiting shoppers from using the town centre (based on para 9.34, see also policies TC12, TC13, TC15 and TC16)

LDF Core Strategy: Revised Preferred Options and Draft Policies (Feb 2012):

- 'Support measures to improve air quality and the environment for pedestrians' (A Vision for Waverley's Town Centres)

Key transport-related problems in the area:

- Congestion related delay and unreliability, especially at key junctions in the town centre
- Air Quality Management Area in the town centre
- Poor environment for pedestrians in the town centre with narrow pavements and a lack of pedestrian crossing facilities
- High volumes of traffic impact negatively on the setting of the historic townscape
- Community severance, especially caused by the A31 Farnham Bypass and the A325 through the community of Wrecchesham

| Scheme description | Scheme purpose | Phasing | Estimated cost * | Funding sources | Delivery Requirements | Delivery body |
|---|---|--|------------------|---|--|---------------------------|
| Farnham Town centre | Improve economic vitality and viability of town centre Improve air quality Improve pedestrian environment | 0-5 years | £2.5-£3m | LTP, Developer contributions, (East Street development) | Agree objectives Consider all existing studies and agree preferred option | Surrey CC |
| <i>Including:</i> <i>Review of traffic system, pedestrianisation, streetscene enhancements and reallocation of street space</i> <i>Measures to reduce emissions e.g. VMS to discourage idling</i> <i>Upgrade bus stops and improve services</i> <i>Improve direct access for cyclists</i> | <i>Improve air quality in the AQMA</i> | 0-5 years 0-5 years 0-5 years 0-5 years | | | | <i>With bus operators</i> |

* All costs are indicative and subject to refinement and revision

Farnham (cont)

| Scheme/package description | Scheme purpose | Phasing | Estimated cost * | Funding sources | Delivery Requirements | Delivery body |
|--|--|------------|------------------|------------------------------|------------------------------|---------------|
| A31 Hickley's Corner & Station Assumes Hickley's Corner major scheme does not progress | Address community severance Improve access between town centre and station for cyclists and pedestrians Improve access to station for bus users Improve air quality | 0-5 years | £0.7m | Developer contributions | Detailed feasibility studies | Surrey CC |
| <i>Including:</i> <i>Signal junction improvement including possible provision of pedestrian footbridge</i> | <i>Improve capacity and address community severance (partly to address Whitehill Bordon development)</i> | | £0.4m | | | |
| <i>Improvements to Station Forecourt including new bus shelters</i> | <i>Improve interchange facilities for all users</i> | | £0.15m | | | With SWT |
| <i>Urban traffic control linking level crossing with Hickley's Corner signals</i> | <i>Reduce emissions from queuing traffic</i> | | £0.1m | | | |
| A31 Coxbridge Roundabout Pedestrian crossing to the east | Address community severance | 0-5 years | £0.2m | LTP, Developer contributions | Detailed feasibility | Surrey CC |
| Improved cycle routes and facilities to accord with Waverley Cycle Plan 2011: | Encourage cycling as alternative to car use | 0-10 years | £0.2m | Developer contributions | Detailed feasibility | Surrey CC |
| <i>For all potential schemes see:</i> http://cycleforum.org.uk/waverley/content/farnham | | | | | | |

* All costs are indicative and subject to refinement and revision

Farnham (cont)

| Scheme/package description | Scheme purpose | Phasing | Estimated cost * | Funding sources | Delivery Requirements | Delivery body |
|---|---|------------|---------------------|---------------------------------|---|---------------|
| A287 Firgrove Hill Traffic management route improvement | Maximise road network efficiency Encourage cycling as alternative to car use Improve pedestrian environment | 6-10 years | £0.3m | LTP, Developer contributions | Route management study | Surrey CC |
| <i>Including:</i> <i>Pedestrian crossing near Red Lion Lane</i> | | | | | | |
| A325 Corridor, Wrecclesham Traffic management and route improvements | Improve environment for pedestrians and cyclists To improve road network efficiency | 6-10years | £0.5m | Developer contributions | Route management Study (Include impacts from Whitehill Bordon) | Surrey CC |
| <i>Including:</i> <i>A31/A325 Coxbridge Roundabout Improvement</i> <i>A325/School Hill Mini-roundabout Replacement with traffic signals</i> | | | £0.2m £0.15m | | <i>Detailed feasibility</i> <i>Detailed feasibility</i> | |

* All costs are indicative and subject to refinement and revision

Godalming & Farncombe

2002 Local Plan:

- Flambard Way has removed through traffic from Godalming town centre. The main objective for the centre is now to foster its economic prosperity (based on para 9.34)
- The major development opportunity on the edge of the town centre (see Policy TC6 Land Between Flambard Way, Catteshall Lane and Woolsack Way)

Key transport-related problems in the area:

- Congestion-related delay and unreliability experienced in peak hours
- Air Quality Management Area on part of Ockford Road and Flambard Way
- Need for improved pedestrian routes to Godalming Station in both the Station Approach/Church Road direction and the Mill Lane/Station Road/Holloway Hill direction
- Narrow, busy roads, in particular the A3100 Bridge Road – which links Godalming and Farncombe - and Ockford Road are not attractive routes for cyclists

| Scheme/package description | Scheme purpose | Phasing | Estimated cost* | Funding sources | Delivery Requirements | Delivery body |
|---|--|------------|-----------------|------------------------------|------------------------------|---------------|
| Improved access to station | Improved safety and access to station for pedestrians and cyclists | 0-5years | £0.3m | LTP, Developer contributions | Detailed feasibility study | Surrey CC |
| <i>Including:</i> <i>Improved lighting</i> <i>Footway enhancements & pedestrian crossing or crossings</i> <i>Signing and information</i> | | | | | | |
| A3100 Ockford Rd & Flambard Way: management & route improvements | Improve network efficiency Improve access to town centre for pedestrians and cyclists | 6-10 years | £1m | Developer contributions | Route management study | Surrey CC |
| Bus improvements | Improved access to and use of buses | 0-10 years | £1m | Developer contributions | Detailed feasibility studies | Surrey CC |
| <i>Including:</i> <i>Upgraded bus stop facilities</i> <i>RTPI</i> <i>Bus priority on approach routes</i> | | | | | | |

- All costs are indicative and subject to refinement and revision

Godalming (cont)

| Scheme/package description | Scheme purpose | Phasing | Estimated cost* | Funding sources | Delivery Requirements | Delivery body |
|--|------------------------------------|-----------|-----------------|-------------------------|-----------------------|---------------|
| Improved cycle routes and facilities: | Improve accessibility for cyclists | 0- 5years | £0.2m | Developer contributions | Feasibility study | Surrey CC |
| <p><i>Including:</i></p> <p><i>Cycle route from Godalming to Farncombe (Bridge Rd – Marshall Rd)</i></p> <p><i>Possible two-way movement in High Street</i></p> <p><i>In accordance with Waverley Cycle Plan 2011: for all potential schemes see http://cycleforum.org.uk/waverley/content/godalming</i></p> | <i>Strategic cycle route</i> | | | | <i>Safety audit</i> | |

* All costs are indicative and subject to refinement and revision.

Haslemere

2002 Local Plan:

- A major concern is to maintain an appropriate balance between the two commercial areas of the town (based on para 9.34)
- Will seek to encourage the provision of additional car parking for commuters at Haslemere station (policy M11)

Transport-related problems in the area:

- Congestion-related delay and/or unreliability in the peak hours
- Commuter parking, including commuters from outside Surrey, on residential streets around station causes problems for residents
- B2131 from Haslemere Town Centre eastwards has limited footways with a high proportion of the route having little or no provision. Close to the town centre there are no formal crossings and the footways are insufficient for a busy town centre

| Scheme/package description | Scheme purpose | Phasing | Estimated cost* | Funding sources | Delivery Requirements | Delivery body |
|---|---|-------------|-----------------|-------------------------|------------------------------|------------------|
| Improved interchange facilities at rail station | Improve safety, access and use of non car modes Reduce commuter parking on residential streets | 0-5 years | £0.2 | Developer contributions | Detailed feasibility study | Surrey CC SWT |
| <i>Including:</i> <i>Additional station parking</i> <i>Improved pedestrian and cycle access and access between town and station e.g. pedestrian crossings, dropped kerbs, complete cycle links</i> <i>Improved bus access and facilities</i> | | | | | | |
| Bus improvements | Improved access to and use of buses | 0- 10 years | £0.5m | Developer contributions | Detailed feasibility studies | Surrey CC |
| <i>Including:</i> <i>New improved bus stop facilities</i> <i>RTPI</i> <i>Bus priority on approach routes</i> | | | | | | |

* All costs are indicative and subject to refinement and revision.

Cranleigh

2002 Local Plan:

- The priority is to sustain the vitality and viability of the centre and to preserve its essential village character and environment (based on para 9.34)

Transport-related problems in the area:

- Poor accessibility for those without a car and those with mobility impairments

| Scheme/package description | Scheme purpose | Phasing | Estimated cost* | Funding sources | Delivery Requirements | Delivery body |
|---|---|------------|-----------------|-------------------------|-----------------------|---------------|
| Bus improvements | Improved access to and use of buses | 0-5 years | £1m | Developer contributions | | Surrey CC |
| <i>Including:</i> <i>Real Time Bus Information (RTPI) for Guildford - Cranleigh services</i> | | | | | | |
| Improved pedestrian and cycle routes | Encourage cycling as alternative to car use | 0-10 years | £1m | Developer contributions | | Surrey CC |
| <i>Including:</i> <i>Cycle/pedestrian link between Cranleigh and Ewhurst (adjacent to the Ewhurst Road)</i> <i>In accordance with Waverley Cycle Plan 2011: for all potential schemes see http://cycleforum.org.uk/waverley/content/cranleigh</i> | | | | | | |

* All costs are indicative and subject to refinement and revision.

Rural

2002 Local Plan:

- Resist major trip generating developments in peripheral or rural locations where access would be predominantly by private car and where accessibility by other modes is poor (policy M1(b))

Transport-related problems in the area:

- Poor accessibility for those without a car and those with mobility impairments

| Scheme/package, description | Scheme purpose | Phasing | Estimated cost* | Funding sources | Delivery Requirements | Delivery body |
|---|--|------------|-------------------|--|-----------------------|---------------|
| Improvements to public transport | Improved access to and use of buses | 6-10 years | £1m | Developer contributions | | Surrey CC |
| <i>Including:</i> <i>Demand responsive community transport services,</i> <i>Extending Real Time Passenger Information</i> | | | | | | |
| Country lanes and village improvements | Conserve and enhance rural character ("decluttering") More effective rural highway management Stakeholder engagement | 0-5 years | £0.02m per scheme | EU Grant funding and Developer contributions | EU Grant funding | Surrey CC |
| Improved cycle routes | Encourage cycling as alternative to car use | 0-10 years | £0.05m | | | Surrey CC |
| <i>Including:</i> | | | | | | |
| <i>Improved cycle access to Witley Station from Hambledon</i> | | | | | Feasibility study | |

* All costs are indicative and subject to refinement and revision.

8 Estimated costs and funding

The estimated cost of the infrastructure schemes identified in section 7 is approximately £6m - £7m over the first five years, and around £4m over the subsequent five year period.

Potential funding will be a combination of:

- Developer contributions:
 - i) Section 106 development contributions (these are identified where known)
 - ii) The Community Infrastructure Levy CIL³⁰
- Funding by the county council (Government grants such as LTP, LSTF and major schemes)
- Waverley Local Committee allocations (2011/12 budget is £0.26m³¹)
- Funding by the borough council

The actual costs will depend on the precise schemes brought forward and each scheme will require a detailed feasibility study. The availability of funding will also depend on a number of factors. Nevertheless the cost of the schemes currently identified is reasonably in line with potential funding over the first five years. Beyond the first five years, scheme costs and possible funding sources become increasingly difficult to estimate with any degree of certainty.

By way of comparison with the present day, Table 8-1 below shows approximate expected expenditure in 2011/12 in Waverley borough on various capital and revenue highways and transport items by the county council. The sub-total for 'integrated transport schemes' of approximately £0.43m in 2011/12 indicates the present level of investment in new transport and highways infrastructure under the direction of the county council.

| Item | Approx. expected expenditure in 2011/12 |
|--|---|
| <i>Integrated transport schemes</i> | |
| Waverley Local Committee LTP Programme | £0.26m |
| S106 funded schemes | £0.17m |
| <i>Sub-total</i> | <i>£0.43m</i> |
| <i>Other expenditure</i> | |
| Capital investment for major maintenance, surface treatment, footways, bridges, barriers and drainage | £2.4m |
| Socially necessary bus services 2011/12 that run within Waverley borough or enter Waverley borough ³² | £1.25m |
| <i>Sub-total</i> | <i>£3.65m</i> |
| <i>Total</i> | <i>£4.08m</i> |

Table 8-1: County council expenditure on various highways and transport items in Waverley borough in 2011/12

³⁰ For Waverley borough, CIL receipts could total over £6m over the first 5 years from 2012/13, based on receipts building up from £1.4m in 2014/15 and then £2.2m in subsequent years. These figures are based on various assumptions including housing growth of 250 dwellings per year (discounted to allow for reuse of existing floorspace and for affordable housing), a tariff of £125 per m², and no CIL tariff for other uses.

³¹ Allocation in 2011/12 agreed at Waverley Local Committee meeting on 18 March 2011. For further information, see Officer Report on 'Local Transport Plan: Capital Improvement Scheme Budget 2011-12' presented to that meeting and the minutes of the meeting, both available at www.surreycc.gov.uk.

³² Many bus services operate across more than one borough or district, and so it is not practicable to provide an exact cost.

9 Waverley Borough Major road schemes

The Waverley Borough Local Plan 2002 contains Policy M19: A31 Farnham By-Pass Improvements. These improvements comprise a grade-separated junction at Hickley's Corner and associated works including improvements to the station forecourt. In 2003 the scheme was estimated to cost £58m. The scheme was subsequently identified in the Draft South East Plan Implementation Plan (SEERA, March 2006) with an estimated cost of £87m.

The county council will review all major highway schemes in Spring 2012 including the A31 Farnham By-Pass proposals. This scheme is not included in the section 7 tables since it is considered unlikely to proceed in the foreseeable future.