

## **7. SUSTAINABLE TRANSPORT**

### **Introduction**

- 7.1 Sustainable modes of transport in a rural Borough like Waverley are more difficult to achieve due to the number of small settlements and the dispersed nature of the population. However, contributions towards re-balancing the transport system can be made by influencing the location of development, supporting rural transport initiatives, requiring travel plans and encouraging walking, cycling, car sharing and the use of public transport.
- 7.2 The Strategic Road Network in Waverley consists of the A3, which runs through the centre of the Borough, linking Guildford, the M25 and London to the north and Portsmouth to the south. The train lines operating in the Borough are the London Waterloo-Portsmouth Harbour line serving Farncombe, Godalming, Milford, Witley and Haslemere and the London Waterloo-Alton line serving Farnham.
- 7.3 Between October 2014 and February 2015, Surrey County Council undertook public consultation as part of its review of local transport services. To make the required savings needed from the review, a number of changes to local bus services have been proposed, but none affects Waverley.

### **Policy Context**

- 7.4 The National Planning Policy Framework (NPPF) sets out the principle that Local Plans should support development which facilitates, where possible, the use of sustainable modes of transport. In addition, local authorities are expected to work with neighbouring authorities and key stakeholders to develop strategies for the provision of viable infrastructure necessary to support sustainable development.
- 7.5 Paragraph 34 of the NPPF states that “Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised”. However, it is also recognised (para 29) that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas.
- 7.6 National Planning Practice Guidance (NPPG) highlights the importance for Local Planning authorities of an assessment of the transport implications when preparing Local Plans. A robust evidence base should identify the opportunities for encouraging a shift to more sustainable transport usage, where reasonable to do so and highlight the infrastructure requirements for inclusion in infrastructure spending plans linked to the Community Infrastructure Levy, Section 106 planning obligations and other funding sources.
- 7.7 The Local Transport Plan (LTP) covering Waverley is the Surrey Transport Plan (2011-2026). This seeks 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. The Council will work with Surrey County Council to ensure that the Borough's needs are reflected in future LTPs. As part of this work, the Council will, where appropriate, require the use of Travel Plans by new development and promote their use within other areas.

- 7.8 In October 2013, the Council published its [Parking Guidelines](#) for residential and non-residential development. The document also includes guidance for cycle parking, disabled parking and school parking requirements. It is based on the 2012 Surrey County Council Parking Guidelines, amended to reflect local circumstances. Through Part 2 of the Local Plan (Non-Strategic Sites and Allocations), the Council will provide for a level of accessibility that is consistent with the overall balance of the local transport system, including the availability of public transport.
- 7.9 Improvements in the extent and quality of pedestrian and cycle routes can contribute to providing sustainable access to services, facilities and jobs. A number of preferred cycle routes have already been identified in the Waverley Cycling Plan Supplementary Planning Document (SPD) was adopted in April 2005 and the proposed list of routes is being updated. The County Council's [Rights of Way Improvement Plan](#) was revised in 2014 and forms part of the Local Transport Plan. The potential for improvement projects that could utilise public rights of way (PRoW) within Waverley is considerable. The aim is to encourage as many users onto the PRoW network, whether for recreation or communication purposes. The County Council's Countryside Access team will continue to identify schemes that will be of a benefit to the users to reflect the aims laid down in the Rights of Way Improvement plan.
- 7.10 Measures to manage traffic growth, tackle local congestion hotspots and improve travel options and accessibility will be addressed through the Surrey Transport Plan (LTP3) and where appropriate will be reflected in the Local Plan Part 2: Non-strategic Policies and Sites.

### **Delivering Sustainable Transport**

- 7.11 In Waverley, 31% of the population live outside the main built-up areas in rural villages and the countryside<sup>1</sup>. With some exceptions, households in these rural areas have above average levels of car ownership. Indeed, the car will continue to provide the primary mode of travel in these areas. The Council will encourage travel choice in the rural areas through initiatives such as demand responsive bus services, although it is accepted that there is unlikely to be a single model for delivering the flexible and responsive transport services required to meet the diverse needs of the rural areas. The Council will support the provision of high-speed broadband as a driver in reducing the need to travel by encouraging working from home.

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<sup>1</sup> Surrey Rural Strategy 2010-2015 and The Rural South East: An Evidence Base compiled from ONS 2006 and DEFRA 2005

## Transport Assessments

- 7.12 In 2014, Surrey County Council undertook a Strategic Transport Assessment (STA) for Waverley. Using its own integrated transport model ('SINTRAM'), the study analysed the traffic impacts of potential development sites identified in the spatial strategy.
- 7.13 A number of links and junctions within the Borough were defined as 'hotspots' where considerable delays were expected to occur and which may require mitigation to reduce the impact of development in the area. The location of such 'hotspots' varied according to the development scenario in question, although the majority of traffic impacts were projected to occur on links and junctions located close to the development sites in that scenario.
- 7.14 The areas of the Borough identified in the study with the most 'hotspots' (junctions or links) were those associated with the A281 (due the effect of the proposed development of Dunsfold Aerodrome) and most of the major routes in and around Farnham. In order to assess the impacts on these areas in more detail, the Council commissioned independent consultants Mott MacDonald (MM) to undertake a Local Transport Assessment (LTA). Following the identification of the LTA's methodology and a review of the documents (Stage 1), three further stages were undertaken.
- 7.15 **Stage 2** assessed the impact of scenarios for growth on the A281 corridor, including the impacts of different levels of development at Dunsfold Aerodrome.
- 7.16 **Stage 3** used the Farnham Traffic Model developed by Surrey County Council (SCC). The impact of additional housing for Farnham was considered for two development scenarios (from the 2014 SCC STA), based on predicted increases in traffic demand from the traffic model. The work then also considered potential mitigation measures to address the predicted future congestion issues and assessed their impact.
- 7.17 **Stage 4** assessed the wider transport sustainability of alternative scenarios for the distribution of new homes across the Borough.
- 7.18 Surrey County Council's 2016 Strategic Highway Assessment (SHA) was undertaken to support the preparation of both Waverley and Guildford's Local Plans. Its main objectives were to –
- Calculate the number and distribution of vehicle trips based on the quantum and locations of additional commercial and residential development in various growth scenarios from the data provided by Waverley Borough Council;
  - Forecast the traffic impacts of various development scenarios;
  - Act as a starting point for identifying the locations that may require further investigation regarding traffic impacts; and
  - Report the main traffic issues.

- 7.19 The outcomes and conclusions from both the LTA and the SHA have informed the development of the Plan's spatial strategy and policies for the scale and distribution of growth. They have also been key factors in the identification of the upgraded or new transport infrastructure needed to support the levels of growth set out in the plan. To date, and subject to mitigation, the studies have not identified any insurmountable constraints on the capacity of the highway network to accommodate the proposed level of growth. However, it is recognised that further work on identifying appropriate and deliverable mitigation measures will be required.
- 7.20 Another transport issue that has informed the preparation of the plan is the A3 trunk road and the future plans for its improvement. Whilst Highways England (HE) has not identified any particular areas of concern regarding the road Waverley, in its response to the 2014 consultation on housing scenarios it requested further information on the potential impact of development-related traffic on that section of the A3 through Guildford. This applied for development planned in Waverley and within Guildford Borough itself. This concern was a key factor in the decision by both Borough Councils to commission jointly the 2016 SHA to facilitate further discussion with HE.
- 7.21 In the Government's Road Investment Strategy (RIS) for the period 2015/16 – 2019/20, one of the schemes identified as being developed for the next five-year Road Period is the improvement of that section of the A3 in Guildford from the A320 to the Hog's Back (A31 junction), with associated safety improvements. Both the Waverley and Guildford Local Plans have been progressed on the understanding that improvements will be made to the A3 within the next RIS period for 2020-2025.
- 7.22 Travel planning can play an important role in promoting sustainable transport alternatives. Surrey County Council has published good practice guidance on the thresholds for and preparation of Travel Plans.
- 7.23 Car parks at the main railway stations in Waverley are well used and proposals to increase their capacity in conjunction with improvements to access by bus, cycle and walking will be encouraged. In that respect, a scheme for greater accessibility, including passenger lifts, at Godalming is under construction (March 2016) and proposals by Network Rail for decked car parks at Farnham and Haslemere are well advanced.
- 7.24 Where appropriate and justified against the provisions of CIL Regulation 122, contributions will continue to be sought from new development to produce improvements to the transport network.
- 7.25 The Council will, in conjunction with Surrey County Council, seek to improve the existing network of pedestrian and cycle routes through Part 2 of the Local Plan and where opportunities arise through development proposals.
- 7.26 New development that generates a high number of trips will be directed towards 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. All new development should be appropriately located in relation to public transport and the highway network.

- 7.27 The Council will support and promote measures to reduce reliance on travel by car both in providing for new development and in supporting measures promoted through the Surrey Local Transport Plan (LTP3). A list of adopted and proposed schemes to support the Local Plan is included in the Infrastructure Delivery Plan.

### **Policy ST1: Sustainable Transport**

**The Council will work in partnership with Surrey County Council, neighbouring authorities, transport providers and other key stakeholders to ensure that development schemes -**

- 1. are located where it is accessible by forms of travel other than the private car;**
- 2. make the necessary contributions to the improvement of existing, and provision of new, transport schemes that lead to improvements in accessibility and give priority to the needs of pedestrians, cyclists, users of public transport, car sharers and users of low and ultra low emission vehicles;**
- 3. include measures to encourage non-car use such as on-site cycle parking;**
- 4. ensure development proposals are consistent with, and contribute to the implementation of the Surrey Local Transport Plan;**
- 5. require the submission of Transport Assessments and Travel Plans and other appropriate measures in new developments that generate significant traffic volumes or have significant impact on the Strategic Road Network;**
- 6. contribute to transport infrastructure improvements, where appropriate and viable;**
- 7. are consistent with the objectives and actions within the Air Quality Action Plan;**
- 8. encourage the provision of new and improved footpaths, bridleways and cycleways;**
- 9. make appropriate provision for car parking, having regard to the type of development and its location, in accordance with local standards.**

- 7.28 In respect of criterion 5, a Transport Assessment will be required to demonstrate –
- safe and suitable access can be achieved for all people;
  - opportunities for sustainable transport modes have been taken up; and
  - the highway/transport infrastructure improvements required to mitigate significant impacts of the development.

## **Delivery**

The policy will be delivered through:

- The Local Transport Plan (LTP3) which will identify the transport initiatives to be implemented to achieve the visions and objectives of the LTP and Local Plan.
- Working with partners to deliver the targets relating to transport and congestion within the Surrey Sustainable Community Strategy as part of the Council's overall objective of reducing congestion.
- Planning permissions.

## **Evidence**

- Surrey Transport Plan (LTP3) (2011-2026)
- Parking Guidelines (Waverley Borough Council, October 2013)
- Waverley Cycling Plan SPD (2005)
- Waverley Strategic Highway Assessment 2016 (Surrey County Council)
- Waverley Infrastructure Delivery Plan (July 2016)
- Surrey County Council Vehicular and Cycle Parking Guidance (January 2012)
- Waverley Air Quality Action Plan (2008)