



**PROPOSED FRIARY REDEVELOPMENT:
TRAFFIC REGULATION ORDERS**

**SURREY COUNTY COUNCIL
LOCAL COMMITTEE (GUILDFORD)**

21st JULY 2005

KEY ISSUE

This report concerns the proposed traffic regulation orders associated with the approved Friary development in Guildford town centre.

SUMMARY

The report details the extent of the proposed traffic regulation orders required as a result of agreed highway improvements and amendments associated with the approved Friary development in Guildford town centre and recommends approval to the advertising by notice of the intent to make the associated TROs.

Report by

LOCAL TRANSPORTATION DIRECTOR

Surrey Atlas Ref.

Page 130, D8

GUILDFORD B.C. WARD(S)

FRIARY & ST NICHOLAS
HOLY TRINITY

COUNTY ELECTORAL DIVISION(S)

GUILDFORD SOUTH WEST
GUILDFORD SOUTH EAST

OFFICER RECOMMENDATIONS

The Committee is asked to agree:

- (i) that the traffic regulation orders as described in the report and shown on the plans attached as **ANNEXES 2 and 3** be agreed.
- (ii) that the intention of County Council to make the Orders as set out in this report be advertised under the appropriate sections of the Road Traffic Regulation Act 1984 and if no objections are maintained, the orders be made.
- (iii) that following consideration and, where possible, resolution of any objections received, the Orders be made.

INTRODUCTION AND BACKGROUND

- 1 This report sets out to inform Members of the agreed traffic and highway changes that will result from the development and the associated traffic regulation orders needed to safely accommodate the new traffic management and movement of traffic and pedestrians within the town centre.
- 2 Guildford Borough Council (GBC) granted planning permission on 23 December 2004, subject to conditions, for the comprehensive mixed use development of land bounded by North Street, Onslow Street and Leapale Road. The development is to provide up to 170 residential units, shops, professional and financial units, restaurants and cafes, community space, replacement bus station, a public square, residential car parking, servicing, the refurbishment of the existing Friary Centre and ancillary works.
- 3 The development requires the stopping up of Commercial Road and that part of Woodbridge Road between North Street to the south and Leapale Road to the north. Application has been made to the Government Office for the South East (GOSE) by the developer for the relevant Stopping Up Order for which notice has been published by GOSE.
- 4 The stopping up of these two lengths of road requires changes to traffic movements on other highways in the town centre and associated highway improvements to accommodate the revised traffic patterns. These revised traffic movements and associated highway modifications were detailed within the original planning application and its associated Transport Assessment and are shown on the plan attached as **ANNEXE 2**. A number of traffic regulation orders (TROs) are now required to formally enable the proposed changes to take place at the appropriate stage of the development. The TROs will both permit the necessary changes to traffic movements and enable those revised movements to be undertaken in a safe manner.

PROPOSED TRAFFIC AND HIGHWAY CHANGES

- 5 The highway proposals associated with the proposed development were agreed as part of the planning application process and are set out in the Section 106 Agreement dated 23 December 2004 to which both GBC and SCC are signatories, together with the applicant. An associated Section 278 Highways Agreement is currently being finalised.
- 6 The stopping up of Commercial Road and Woodbridge Road (part) will alter the present traffic movements in North Street. Both of these roads currently provide links from North Street to Woodbridge Road and Onslow Street. The alternative route for traffic from North Street to Onslow Street will be Leapale Road, which is currently one way in a southeasterly direction. The proposal is for Leapale Road to be widened to accommodate two way traffic and an additional approach lane to the multi-story car park.
- 7 In order to reduce traffic flows passing through the town centre via North Street and improve the environment of the street, it is proposed to:
- (i) restrict entry into North Street from the junction of Chertsey Street and Upper High Street to buses, taxis and cycles only by introducing a bus lane in a westerly direction as far as its junction with Leapale Road. The alternative route for all other vehicles between Upper High Street and Onslow Street will be via Chertsey Street and York Road. It is also proposed to alter the priority at the Chertsey Street/North Street junction so that northbound traffic is directed from High Street to Chertsey Street rather than to North Street.
 - (ii) make North Street one-way eastbound from Friary Street to its junction with Chertsey Street.
 - (iii) allow two-way traffic on the short length of North Street from Onslow street to the west side of the junction with Friary Street, but with taxis (and cycles) only permitted to travel north west to access Onslow Street. This is to provide a convenient link from the main town centre taxi rank to the gyratory and thence to other routes, avoiding a lengthy detour via North Street, Leapale Road and Onslow Street. The remaining traffic will not be permitted to access Onslow Street through that length.
 - (iv) require all eastbound traffic on North Street to turn left into Leapale Road, with the exception of buses and cycles, to prevent a 'rat run' developing between Onslow Street and Upper High Street via North Street. In order to facilitate this a bypass lane is to be provided on the south side of North Street. Buses and cyclists will use this lane to proceed straight ahead eastbound at the junction. It is necessary to segregate buses and cyclists from other traffic in order to ensure that general traffic is forced to turn left. The construction of the bypass lane will require adoption of an area of land owned by the Borough Council; this will require the approval of GBC's Executive.

- (v) provide a contra flow cycle lane westbound in North Street from its junction with Leapale Road to its junction with Friary Street (and on to Onslow Street as described in (iii) above).
 - (vi) In the context of the North Street / Leapale Road junction, it should be noted that detailed consideration is still being given to the conflicting demands on space in this area. These include the need to accommodate general traffic turning left into Leapale Road, the bypass lane, the bus lane terminating at the junction and the contra flow cycle beginning at the junction, together with pedestrian movements, the market and on-street parking on GBC-owned land. Given the limited space and conflicting demands, it is possible that the current proposals may have to be revised. Nevertheless approval is being sought for the current concept in the hope that further delays to the overall programme for the Friary development can be avoided. If this proves impossible, it may be necessary to bring a further report to the Committee in due course.
- 8 The redistribution of traffic flows around the town centre resulting from the highway stoppings up and the reduction of traffic flows in North Street will result in increase of traffic flows in York Road, especially on the westbound approach to the Woodbridge Road roundabout. Furthermore, the uncontrolled nature of the roundabout fails to maximise the advantage of linking adjacent traffic signal controlled junctions, to the detriment of efficient traffic movements in the area. In the light of all this, it has been agreed as part of the highway proposals associated with the development that the roundabout will be replaced by a traffic signal controlled junction, incorporating controlled pedestrian crossing facilities. The new signalised junction will be linked into the urban traffic control system. U-turns on all approaches to the junction will be prohibited. The Woodbridge Road bus lane will also need to be extended from Leas Road towards the new signal junction.
- 9 The replacement of the York Road/Woodbridge Road roundabout will remove the current U-turn facility for all traffic travelling in a northerly direction along Onslow Street wishing to access the town centre or wishing to travel in a southerly direction. This is particularly used at present by traffic required to turn left from Laundry Road (the exit from the Bedford Road car park) onto Onslow Street. To accommodate such traffic it is proposed to introduce new traffic signal controlled to accommodate the right turns:
- (i) from Laundry Road into Onslow Street by way of a new gap in the Onslow Street central reservation; U-turns on both Onslow Street approaches to the junction will be prohibited
 - (ii) from Onslow Street into Woodbridge Road and hence Leapale Road. This will also be a key bus route to the new bus station. U-turns on both Onslow Street approaches to the junction will be prohibited

- 10 Access to and from the new bus station will be on the line of the present Commercial Road access point off Woodbridge Road via a new small roundabout. It is proposed that the immediate approach to the bus station be restricted to buses only for operational safety within the bus station.

ALTERATIONS TO WAITING AND LOADING RESTRICTIONS

- 11 In the interests of road safety, the revised highway layout and traffic management arrangements will necessitate amendment to current waiting restrictions within the affected town centre roads. These amendments are shown on the drawings attached as **ANNEXE 3** and are as follows:
- (i) Chertsey Street (west side) – It is proposed to remove the existing permitted ‘Pay and Display’ parking to the north of the junction with North Street and to replace it with ‘No Waiting At Any Time/No Loading Mon-Sat 8.30am – 6pm’. This is to facilitate the change in priority and increased traffic on Chertsey Street.
 - (ii) North Street (north side, east end) – Change of the existing ‘No Waiting Mon-Sat 8.30am – 6pm’ to ‘No Waiting At Any Time/No Loading At Any Time’ in line with the restriction to the east of Chertsey Street junction. This is to facilitate the operation of additional bus stops on North Street during the works on the replacement bus station.
 - (iii) North Street (south side – adjacent to the Library) – removal of ‘Disabled Badge Holders Only’ bay and to introduce ‘No Waiting At Any Time’ to facilitate the operation of additional bus stops in North Street during the works on the new bus station.
 - (iv) North Street (south side, to the west of Swan Lane) – removal of the existing ‘No Stopping Except Taxis 24 Hours’ and the introduction of to ‘No Waiting At Any Time. No Loading Mon-Sat 8.30am – 6.00pm’.
 - (v) North Street (south side in bellmouth of service road to the north west of Friary Street) - removal of ‘Disabled Badge Holders Only’ bay and introduce ‘No Waiting At Any Time’ to facilitate the operation of the new roundabout for taxis to exit the taxi rank to Onslow Street.
 - (vi) Leapale Road (north east side outside Leapale Road car park) - removal of 2 ‘Disabled Badge Holders Only’ bays and introduce ‘No Waiting At Any Time’ to facilitate the use of the proposed revised access arrangements to the car park. Replacement bays for disabled badge holders are being sought.
 - (vii) Leapale Road (both sides from the junction with Woodbridge Road to the junction with North Street) – Introduction of the ‘No Loading At Any Time’ restriction where not already in place. This is to facilitate the proposed two-way traffic movements, including buses, in Leapale Road.

ENVIRONMENTAL IMPROVEMENTS IN THE HAYDON PLACE AREA

- 12 Residents of the area bounded by North Street, Chertsey Street, Stoke Road, York Road, Onslow Street, Commercial Road and Woodbridge Road have highlighted their concerns about the speed and volume of traffic using the area at a short cut to York Road and Chertsey Street. In order to address this GBC is pursuing an environmental improvement scheme using the principles of 'home zones' to reduce the impact of vehicles and enhance the status of pedestrians. A multi-disciplinary team of officers of GBC and SCC together with Surrey Police, Guildford Environmental Forum and the Safer Guildford Partnership is working towards a scheme which it is intended to take to public consultation in the autumn of 2005.
- 13 The proposed traffic pattern for the area is also shown on the Plan attached as **ANNEXE 2**. The layout is designed to work with the changes proposed for North Street, and is intended to provide a self-enforcing means of stopping "rat running" traffic wishing to avoid York Road and Woodbridge Road especially during peak times. It also retains as many parking bays as possible.
- 14 A number of existing one-way orders in this area would remain, but two changes are required, as follows:
- Motor vehicles will be prohibited in the short section of Haydon Place immediately to the north of Martyr Road (shown coloured turquoise on the plan in **ANNEXE 2**). The space will be reserved for pedestrians and cyclists only, and a 'pocket park' will be created.
 - Martyr Road will be made one-way eastbound between Haydon Place and Ward Street.

PROPOSED TEMPORARY TROs

- 15 Planning approval has also been granted for the operation of a temporary bus station on GBC land bounded by High Street and Park Street. Associated with this, it has been also been agreed:
- (i) that traffic signals be introduced at the junction of Portsmouth Road, High Street and Park Street to improve the efficiency of the revised junction and particularly to help with the movement of buses.
 - (ii) that the length of The Mount between its junctions with Portsmouth Road and Mount Pleasant become one-way westbound. This would simplify the design of the traffic signal junction and reduce the potential for delays. This proposal is also material to the aspirations of Wodeland Avenue residents. A separate report on this agenda addresses this issue.

- 16 These proposals have resulted in a suggestion that Mount Pleasant should also be made one-way towards the A3100, and concerns that coaches serving Henley Fort may be unable to negotiate the junction of The Mount with Wodeland Avenue. Officers are working with the developer's consultants to overcome these obstacles, and an alternative has emerged which would not require the traffic signals or the one-way orders, but instead would:
- (i) provide funding for a "Dial Up CCTV camera" on the central island at the junction of Park Street with the Gyratory. This would point south down Park Street to view the junction of High Street with Portsmouth Road and enable a green phase to be applied to the gyratory signals to assist the clearance of the junction should a problem occur.
 - (ii) assess the potential for setting the north western kerb back at the junction of The Mount with Park Street (outside number 1 The Mount, 18, and 17 Park Street), to provide a greater width away from the junction towards the gyratory. Sufficient width would still remain for a 2 metre footway, with increased carriageway space potentially being made available.
 - (iii) implement a 'yellow box' over part of the northbound carriageway of Park Street (immediately adjacent to the area mentioned in (ii) above), so that the junction does not lock up, and possibly introduce a separate very short bus lane in the offside lane to allow buses to get back onto the gyratory (the latter proposal is likely to be unworkable, but the developer's consultant has been asked to examine it).
 - (iv) reconfigure the carriageway levels to ensure that buses are able to turn right out of the High Street without risk of grounding.
 - (v) retain the commitment to introduce signals as a temporary measure, but only if congestion becomes problematic for the bus industry in Guildford. The signals would be designed and agreed prior to any works commencing, so that they can be installed at very short notice should the need arise. For the reasons expressed above, these signals should be designed to allow all movements at the junction of The Mount with High Street/Portsmouth Road.
 - (vi) All of the proposals (i) to (v) above are subject to GBC's views as Planning Authority
- 17 As in paragraph 8 (vi) above, it should be noted that detailed design is ongoing. Nevertheless approval is being sought for both of the current alternatives in the hope that further delays to the overall programme for the Friary development can be avoided. If this proves impossible, it may be necessary to bring a further report to the Committee in due course.

CONSULTATION

- 18 The planning application for the development, which included details of the highway/traffic changes, was the subject of wide consultation during 2004. A list of consultees is shown in **ANNEXE 1**. No further informal consultation has been carried out, but the traffic orders proposed in this report will be advertised and any objections will be resolved in the usual manner.

FINANCIAL IMPLICATIONS

- 19 In accordance with the provisions of the Section 106 Agreement, the developer will fund the proposals, including the cost of making the traffic regulation orders, including all associated officer time.

SUSTAINABLE DEVELOPMENT IMPLICATIONS

- 20 The Friary development will greatly enhance Guildford's competitive position as a shopping centre, and will therefore benefit the local economy. The traffic management changes have been agreed as part of the planning process, and the agreement of the necessary Traffic Orders will enable to project to proceed.

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BACKGROUND PAPERS:

LIST OF CONSULTEES FOR OUTLINE PLANNING APPLICATION 2004

- The Officers of Guildford Borough Council on Planning issues
- The Officers of Surrey County Council on Highways matters
- Briefing sessions with Guildford Borough Council Members
- Burpham Community Association
- Merrow Residents Associations
- Cranley Road Residents Association
- East Guildford Residents Association
- Shalford Road Conservation Group
- St Catherine's Village Residents Association
- Holy Trinity Group
- Weymont Road Residents Association
- The Guildford Society
- Guildford Conservation Group
- Town Centre Management
- Guildford Chambers of Commerce
- Guildford Retail Forum
- Guildford Environmental Forum
- The Guildford Mechanical Institute
- National Federation of Bus Users
- The Bus operators
- The Civic Trust
- The Government Office of the South East
- SEEDA
- English Heritage – South East Office
- CABE – meetings with officers, and presentations to the Design Review panel

Public exhibitions were held at the Friary Centre and Council Offices during the Planning Application period where a model and drawings were on display.