### **Notice of Meeting**

# **Cabinet Member for Transport Decisions**



Date & time Tuesday, 13 October 2020 at 4.30 pm **Place** remote via Teams

Contact
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Chief Executive Joanna Killian

Please note that due to the Covid-19 situation this meeting will take place remotely.

Please be aware that a link to view a live recording of the meeting will be available on the Cabinet Member for Transport Decisions page on the Surrey County Council website. This page can be accessed by following the link below:

https://mycouncil.surreycc.gov.uk/mgCommitteeDetails.aspx?ID=637

#### **Cabinet Member**

Mr Matt Furniss (Cabinet Member for Transport)

#### **AGENDA**

#### 1 DECLARATIONS OF INTEREST

All Members present are required to declare, at this point in the meeting or as soon as possible thereafter

- i. Any disclosable pecuniary interests and / or
- ii. Other interests arising under the Code of Conduct in respect of any item(s) of business being considered at this meeting

#### NOTES:

- Members are reminded that they must not participate in any item where they have a disclosable pecuniary interest
- As well as an interest of the Member, this includes any interest, of which the Member is aware, that relates to the Member's spouse or civil partner (or any person with whom the Member is living as a spouse or civil partner)
- Members with a significant personal interest may participate in the discussion and vote on that matter unless that interest could be reasonably regarded as prejudicial.

#### 2 PROCEDURAL MATTERS

#### a Members' Questions

The deadline for Members' questions is 12pm four working days before the meeting (06/10/2020).

#### **b** Public Questions

The deadline for public questions is seven days before the meeting (07/10/2020).

#### c Petitions

The deadline for petitions was 14 days before the meeting, and no petitions have been received.

# 3 GUILDFORD QUALITY BUS CORRIDOR AND BUS LANE ENHANCEMENT

(Pages 5 - 36)

To decide whether to proceed with the Woodbridge Road and Onslow Street Quality Bus Corridor Scheme following a statutory consultation proposing the extension of the bus lane, changes to the operational hours and days and permitted use of the bus lane and associated on street parking changes.

Joanna Killian Chief Executive

Published: Monday, 5 October 2020

#### SURREY COUNTY COUNCIL

#### CABINET MEMBER FOR TRANSPORT DECISIONS

**DATE:** 13 OCTOBER 2020

LEAD MRS KATIE STEWART – EXECUTIVE DIRECTOR

OFFICER: ENVIRONMENT, TRANSPORT AND INFRASTRUCTURE

SUBJECT: GUILDFORD QUALITY BUS CORRIDOR AND BUS LANE

**ENHANCEMENT** 

#### **SUMMARY OF ISSUE:**

To decide whether to proceed with the Woodbridge Road and Onslow Street Quality Bus Corridor Scheme following a statutory consultation proposing the extension of the bus lane, changes to the operational hours and days and permitted use of the bus lane and associated on street parking changes.

We are proposing to implement a number of highway improvement schemes along Woodbridge Road and Onslow Street, Guildford, in relation to the LEP funded Quality Bus Corridor Project (QBC) following a public consultation.

The proposed changes include:

- An extension of the existing bus lane under the railway bridge to improve bus journeys.
- Changes to the operational times and days of the bus lane along the whole length of Woodbridge Road and Onslow Street - it is proposed to operate all day every day.
- Changes to the classes of vehicles that can use the bus lane primarily, HGVs will be excluded.
- To enable the introduction of the proposals described above, some changes to parking and waiting restrictions at various places along the road are also proposed.

#### **RECOMMENDATIONS:**

It is recommended that:

- Following a statutory consultation process, approval is given to proceed with the Woodbridge Road Quality Bus Corridor Scheme for Woodbridge Road and Onslow Street in Guildford as described in the report, Specifically to:
  - i) extend the bus lane under the railway bridge (with consequent amendments to parking and waiting restrictions)
  - ii) change the operational times to all day, every day (with consequent amendments to parking and waiting restrictions.
  - iii) prohibit HGV's from using the bus lane

#### **REASON FOR RECOMMENDATIONS:**

The Quality Bus Corridor Project which had funding granted by EM3 LEP in 2018 has three main objectives:

- 1) Improved bus journey time reliability and punctuality
- Increased levels of bus patronage
- 3) Reduced bus journey times

This will help us achieve our 2030 Community Vision objectives

- Residents live in clean, safe and green communities where people and organisations embrace their environmental responsibilities.
- Journeys across the county are easier, more predictable and safer

In July 2019 Surrey County Council declared a climate emergency and in April 2020 Surrey's Climate Change Strategy was approved. The strategy was developed by Surrey's 12 local authorities and is the result of a shared ambition across the county council and the districts and boroughs, for Surrey's Greener Future – one where residents can live in clean, safe and green communities and embrace their environmental responsibilities.

To deliver on Surrey's ambitions, the county's current rate of carbon consumption would have to decrease significantly. Buses are a vital mode of transport for Guildford, used by 15,000 people per day. Surrey County Council has committed to achieving net zero carbon emissions across Surrey by 2050 as 46% of the county's carbon emissions are produced by transport. Making buses more practical and attractive for journeys has an important part to play. Additionally, with new homes proposed in Guildford Borough over the next 20 years, a reliable bus network will be vital in ensuring that an already congested road network is not overwhelmed.

#### **DETAILS:**

#### **Project Overview**

- 1. As part of the wider 'Unlocking Guildford' package, the Guildford QBC project is specifically a set of measures designed to improve journey time reliability and provide improved on-street infrastructure and an on-board experience to encourage growth in patronage along key bus routes into and around Guildford. The focus of the Quality Bus Corridor project is along key bus corridors for the major bus routes into and out of Guildford. This specifically involves addressing congestion pinch-points for buses on the highway network, bus priority signal technologies, new electric buses and improving bus stop accessibility and real time passenger information (RTPI).
- 2. The proposed improvements to the local bus network enhance the overall provision of sustainable transport facilities in the area, enabling the QBC project to fully complement the other schemes within Unlocking Guildford.
- 3. The total QBC project cost includes EM3 LEP funding and Local Contribution. The Project commenced in Q3 2018/2019 and the Local Government Funding needs to be spent by March 2022 and that is the completion date for the overall QBC project. The match funding has already been spent on electric buses which were operational in 2018.

#### Scheme Background

- 4. Woodbridge Road is a key bus corridor from the north to the Town Centre and caters for seven bus routes; five frequent and two infrequent. There are approximately 48 two-way buses per hour at peak times. Woodbridge Road forms part of the Guildford Borough Council (GBC) promoted Sustainable Movement Corridor (SMC) 3 & 4 with the vision for a priority pathway along Woodbridge Road for buses, pedestrians and cyclists.
- 5. There are existing sections of bus lane along Woodbridge Road but these are narrow and not coherent. There is also no bus priority where the bus operators consider to be the most congested section; north of the Stockton Road roundabout to under the railway bridge. The southbound bus lane on Woodbridge Road heading towards the town centre stops short of the rail bridge leading to buses becoming delayed, particularly during peak periods, as they attempt to merge into a single lane with general traffic. The proposed bus priority improvements along Woodbridge Road aim to resolve the existing congestion points along one of the main bus corridors, and this is supported by the bus operators.
- 6. Buses also experience issues at the Woodbridge Retail Park southbound bus stop where the kerb alignment of the bus lay-by exit causes conflict with general traffic as the bus lane is very narrow and subsequently makes it difficult for buses to navigate the Stockton Road/Woodbridge Road roundabout. Additionally, the traffic lanes are narrow along Woodbridge Road, creating further delays as buses can get obstructed by vehicles in the adjacent lane and vice versa.

#### **Approval Process**

- 7. The Woodbridge Road QBC scheme obtained Delegated Authority at the Guildford Joint Committee on the 18 September 2019. However, the approval process for bus priority related schemes has since changed.
- 8. On 25 February 2020 Cabinet approved the Bus Lane Enforcement Report which approved authorisation to the Director for Infrastructure & Operations in consultation with the Cabinet Member for Transport to introduce Bus Lane Enforcement and also authorised the Cabinet Member for Transport to introduce new or amend existing bus lanes and determine any formal objections though the public formal Cabinet Member decision making meeting.
- 9. At the Cabinet Member Meeting on 9 June 2020 Authority was provided to consult about changes to the operational timing of the bus lanes in Guildford and the types of vehicle that would be permitted to use them.
- 10. The QBC Woodbridge Road scheme has incorporated Bus Lane Enhancement and extended the QBC project from Woodbridge Road to Onslow Street. Both elements have therefore been integrated for the public consultation and delivery, this makes financial sense for value for money and has cost savings.
- 11. Information has been provided to the Guildford Joint Committee following the approval process change to ensure they are aware of the consultation

responses and recommendations which now require approval through the Cabinet Member for Transport decision making.

#### **Proposals**

- 12. The proposed changes along Woodbridge Road and Onslow Street include:
  - An extension of the existing bus lane under the railway bridge to improve bus journeys.
  - Changes to the operational times and days of the bus lane along the whole length of Woodbridge Road and Onslow Street - it is proposed to operate all day every day.
  - Changes to the classes of vehicles that can use the bus lane primarily, HGVs will be excluded.
  - To enable the introduction of the proposals described above, some changes to parking and waiting restrictions at various places along the road are also proposed.
- 13. The proposed extension of the existing bus lane southbound under the Woodbridge Road railway bridge requires the reconfiguration of existing on street parking arrangements. On street parking changes are usually a function of the Guildford Joint Committee. However, the on-street parking changes are considered subsidiary to the bus lane extension and therefore are being included within the approval sought through Cabinet Member for Transport authority.
- 14. There are currently parking bays along the western side of Woodbridge Road which allow for 14-17 vehicles depending on the size and parking position of vehicles. The extension of the bus lane requires the removal of the first section of eight to nine parking bays to the south of the railway bridge, directly outside the Woodbridge Café, but the re-provision of a parking bay section for approximately five to six parking bays opposite Gardner Road.
- 15. An on street parking survey was undertaken on Sat 29 June 2019 and 2-4 July 2019 to assess occupancy levels, parking patterns and direction of occupant travel for the three separate sections of parking bays along the western side of Woodbridge Road. The Guildford Joint Committee 18 September 2019 report details the surveys and analysis as a background report.
- 16. The analysis shows that the loss of approximately three to four formal parking bays would not have a detrimental on street impact. It is concluded that on balance the extension of the bus lane and the significant benefits to bus congestion is offset by the loss of three to four formal parking spaces which can be reabsorbed on street based on existing parking occupancy levels.

#### **Consultation Summary**

17. Under the proposals, there will continue to be on-street parking bays in the vicinity of the Woodbridge café for 15 (approx.) cars or vans, in place of the current provision for 18 (approx.). Only the bays underneath the bridge are to be removed at the slightly narrower point in the road, and new additional bays are to be installed around 60m further south opposite Gardener Road as a replacement. Customers will still be able to access local businesses; the proposed improvements will not affect or impede any access arrangements

into local businesses. A parking survey, undertaken before the coronavirus pandemic, has shown that the relocated parking spaces are enough to meet current demand for parking at this location, including at the busiest time for parking in the bay fronting the café which is between 7am and 8am just after the café opens for breakfast. The parking survey is considered a worse case given the traffic levels currently.

- 18. It should be noted a number of responses referred to the Coronavirus pandemic and their views that the scheme was no longer required. It is therefore important to note that the Coronavirus Pandemic is unprecedented. It is however clear from current Government policy and the Active Travel funding that has been released by Central Government following the pandemic, that active travel, which includes public buses, should be encouraged and journeys should be made easier and more reliable. Users are also once again being encouraged to use public buses and follow the social distancing guidelines. It is therefore felt that the QBC project along Woodbridge Road is even more important to encourage sustainable travel and reduce single occupancy journeys which also has added health benefits.
- 19. From bus frequency data the existing southbound bus lane is heavily used by buses, and therefore improving the bus lane by extending it and altering the hours and users will improve reliability and journey times which in turn will enhance the passenger experience and bus passenger usage.
- 20. Department of Transport regulations specifically allow pedal cycles to use bus lanes. Officers have assessed whether a continuous bus lane for the entire length of Woodbridge Road and Onslow Street could be provided, however, the bus lane stops for short distances where other vehicles need to turn left, at a side road or across a junction. In some locations the road/extent of highway is too narrow to facilitate a bus lane as well as two way traffic and pavements so the lane cannot be provided where this is the case.
- 21. Motor cycles are currently not permitted to use the bus lane and because the width of the lane is only 3m (the most that can be provided in the space available) the Department for Transport do not permit motorcycles to share the lane with buses/cycles.
- 22. The introduction of a bus lane operating 24/7 and 'at any time' waiting restrictions would remove the ability to park on Sundays and evenings. There are a number of drop kerbs providing access to private parking along this part of Woodbridge Rd which effectively reduces the kerb space available for parking on Sundays to about 6 vehicles in areas where businesses are located and these spaces are not reserved specifically for any business but could be used by local residents or other visitors and general public. Although loading and unloading will still be permitted in the bus lane, parking should be prohibited to allow the free flow of buses and cycles.
- 23. Part of the development of further bus lane facilities along a corridor involves making its hours of operation consistent and simple to understand. If there are a number of exemptions to this, then this could lead to confusion over the hours of operation.
- 24. SCC are committed to provide the enhanced bus priority to assist further development of bus services in the Guildford area, as travel patterns return further back to normal, and beyond. In respect of concerns regarding the

impacts upon other traffic, any changes to their journey times would need to be weighed up and compared with the increased reliability of bus services, making them more attractive to existing and potential bus passengers.

#### Conclusion

- 25. In conclusion Woodbridge Road has been identified as a key corridor for sustainable modes (including buses) including being part of Guildford Borough Council's Sustainable Movement Corridor this has led SCC to progress increased and enhanced bus priority along this route.
- 26. Safeguard Coaches provided comments to the public consultation requesting a minor kerb realignment and street furniture de-cluttering at the southern end of the Stockton Road bus southbound lay-by so that buses can exit the bus stop without their front end extending into the southbound traffic lane which would further reduce delay to buses. Officers have assessed this request and undertaken swept analysis of a bus which shows there should be sufficient room to facilitate this request. The design has therefore been revised to taken on board Safeguard's request. This is subject to trial holes and services on site once construction starts. We are working with all Bus Companies within Guildford to ensure the Quality Bus Corridor proposals assist as many of the existing bus routes to improve bus journey time reliability and punctuality, increase levels of bus patronage and reduce bus journey times. This is evidenced with the amendments following the public consultation.
- 27. It is not considered that any of the other public consultation responses received require any amendments to the design and have been satisfactorily responded to and addressed within the detailed Consultation summary included in **ANNEX 1** and listed at the end of this report.
- 28. Surrey County Council Officers went to the Woodbridge café to speak to owners directly on 25th February 2020 to explain the scheme. Under the proposals, the nearest bays to the café will be located approx. 35m to the south of the café. On balance it is felt the enhanced bus priority to assist further development of bus services in the Guildford area is a priority for Surrey CC to meet the Climate Change Strategy.
- 29. The final design for the Woodbridge Road QBC and Bus Lane Enhancement Scheme is included in **ANNEX 2 and listed at the end of this report.**

#### **CONSULTATION:**

- 30. A public consultation was undertaken between 24 July 2020 to 24 August 2020 which combined the Woodbridge Road QBC project and the bus lane enhancement. There were 53 consultation responses in total to the joint consultation for both schemes.
- 31. The scheme consultation was comprehensively advertised by way of street notices, letters delivered to nearby properties, articles in the local press, advertisements on social media, Surrey County Council's main website and a webpage with the more memorable address of <a href="https://www.ourroads.today/guildford">www.ourroads.today/guildford</a>.

- 32. A list of consultees is included within **ANNEX 3 and listed at the end of this** report.
- 33. A petition on behalf of the Woodbridge Café was also submitted as part of the consultation which included 867 Surrey based resident signatures. The petition is centred on the removal of the parking bay (circa 8 vehicles approximately 46m) being removed directly fronting the café which is required to facilitate the bus lane extension. On street parking is however being relocated with the infilling of the existing parking bays opposite Gardner Road to provide approximately 32m of new on street parking bays. This would result in the loss of three to four on street parking spaces.
- 34. Guildford Joint Committee have been provided with the consultation summary following the public consultation given that delegated authority was originally provided for the QBC Woodbridge Road scheme through Joint Committee before the approval process for bus priority schemes changed in February 2020. The Surrey County Council Project Team have assessed all the consultation responses and petition and provided the detailed summary in Annexe 1.
- 35. A detailed consultation summary of the responses received is included in **ANNEX 1 and listed at the end of this report**. This outlines the comments received which have been placed in themes. Officer responses to the response themes are provided for completeness to support this report.

#### **RISK MANAGEMENT AND IMPLICATIONS:**

36. The scheme has detailed design and has been through a stage 1/2 road safety audit and recommendations have been taken on board. C2 statutory undertaker's estimates have been obtained and C3 quotes will be the next stage once approval is given. A high level cost estimate has been provided based on the detailed design. A final cost estimate will be provided from Kier our framework contractors once approvals are given. Additionally, risk/contingency/ Optimism Bias costs have been applied based on the stage of the detailed design. Monthly finance monitoring is undertaken and quarterly reports are provided to the LEP on the overall QBC scheme as per the funding legal agreement. A risk register is updated regularly as the project progresses.

#### Localism Implications

- 37. The schemes will require local changes to the road network. Statutory consultations are needed for various elements of the schemes and the consultation which has been undertaken allowed for objections to be received. The consultation information was delivered to every property in the consultation area. This included all the relevant information, for example relating to any on street parking changes, bus lane extension and bus lane enhancement changes. The responses have helped us to decide whether the scheme should be introduced and how it will operate. All representations were assessed and a response compiled.
- 38. SCC's Air Quality Strategy (2016) emphasises measures which lead to the air quality improvement outcomes by: restraining or reducing traffic volumes;

reducing traffic delays; and improving provision of information available to people on the air quality impact of their travel choice. The measures proposed by this project will contribute to improving air quality in the long term by enabling and encouraging more sustainable travel. Reducing vehicle emissions and more active travel improves the health of local people.

#### Sustainability implications

39. Increased use of public transport, specifically buses, where it replaces motorised forms of transport such as single occupancy car journeys, will improve air quality and reduce carbon emission levels, which is a key objective of the Surrey LTP3. Transport is responsible for one third of carbon emission in Surrey. The council's LTP3 has a target to reduce carbon emissions from (non-motorway) transport by 10% (absolute emissions) by 2020, increasing to 25% reduction by 2035 from 2007 baseline of 2,114k tonnes.

#### Public health implications

40. Increased use of sustainable modes of travel has a positive impact on the health of a person. The emerging Surrey Health and Well-being Strategy has identified obesity as one of the priority public health challenges

#### Reputational risks

41. The project is LEP funded and SCC have a legal agreement with EM3 LEP to deliver Quality Bus Corridors in Guildford, to which this project is key. Not undertaking the scheme holds significant reputational and financial risks as the funding would need to be returned to the LEP if the agreed outputs are not provided.

#### Financial and Value for Money Implications

- 42. The scheme is expected to cost £0.25m and is part of the existing Unlocking Guildford package of works, funded though EM3 LEP grant. A full cost estimate breakdown will be presented to us from Kier, our framework construction contractors, once the scheme is approved and can progress through pre-mobilisation.
- 43. The schemes within the Guildford QBC Project are fully funded as per the business cases submitted to the EM3 LEP and form part of an agreed capital programme.
- 44. Non-delivery of any scheme within the agreed Projects would create a risk that the LEP may ask the council to refund any costs to date spent on developing said scheme.

#### **Section 151 Officer Commentary**

45. Although significant progress has been made over the last twelve months to improve the Council's financial position, the medium term financial outlook is uncertain. The public health crisis has resulted in increased costs which are not fully funded in the current year. With uncertainty about the ongoing impact of this and no clarity on the extent to which both central and local funding sources might be affected from next year onward, our working assumption is

that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term. The Section 151 Officer supports the proposed scheme which is reflected in the Council's Medium Term Financial Strategy.

#### <u>Legal Implications – Monitoring Officer</u>

46. An approved local authority has the power to enforce bus lanes by the imposition of civil penalty charges in accordance with the Bus Lane Contraventions (Penalty Charges, Adjudication and Enforcement) (England) Regulations 2005. Guildford Borough is one of the authorities within Surrey which are approved local authorities for the purposes of section 144 of the Transport Act 2000.

#### **Equalities and Diversity**

- 47. The recommendations in this report have no material impact on existing equality policy and therefore a full equalities assessment was not deemed necessary.
- 48. Before any changes are made on the highway, relevant and proportionate consultation was carried out with users and interested parties.

#### **WHAT HAPPENS NEXT:**

49. If approved the scheme will progress to pre-mobilisation with road space being booked and Kier providing a detailed cost estimate and programme. It is hoped that the project can be constructed within Q4 2020-2021.

#### **Contact Officer:**

Neil McClure Transport Strategy Project Manager 03456 009 009

#### Consulted:

The list of consultees is included within ANNEX 3

#### Annexes:

Annexe 1 – Public Consultation Summary and responses. Quality Bus Corridor and Bus Lane Enhancement Woodbridge Road/Onslow Street.

Annexe 2 (a/b/c) – Scheme Detailed Design

Annexe 3 – List of Consultees.

#### Sources/background papers:

- Bus Lanes and Bus Lane Enforcement, Cabinet, 25 February 2020
  - LEP Funded Schemes in Guildford, Guilford Joint Committee, 18 September 2019.

•	Cabinet Member for Transport 9th June 2020 Bus Lane Operation in Guildford report.

# Woodbridge Quality Bus Corridor and Bus Lane Enhancement Traffic Regulation Order Consultation

We are proposing to implement a number of highway improvement schemes along Woodbridge Road, and Onslow Street, Guildford in relation to the LEP funded Quality Bus Corridor Project (QBC) and the SCC led Bus Lane Enhancement Project. Both projects are linked and, subject to consultation, are being planned together along Woodbridge Road and Onslow Street.

#### These include:

- An extension of the existing bus lane under the railway bridge to improve bus journeys.
- Changes to the operational times and days of the bus lane along the whole length of Woodbridge Road and Onslow Street it is proposed to operate all day every day.
- Changes to the classes of vehicles that can use the bus lane primarily, HGVs will be excluded.
- To enable the introduction of the proposals described above, some changes to parking and waiting restrictions at various places along the road are also proposed.

A public consultation was undertaken between 24<sup>th</sup> July 2020 to 24<sup>th</sup> August 2020. The consultation questions were split for the QBC scheme and the Bus Lane Enhancement scheme.

There were 53 consultation responses in total to the Quality Bus Corridor consultation, these are split as follows in answer to the question:

What do you think about the proposed extension of the bus lane along Woodbridge Road? - What do you think about the proposed extension to the bus lane?

- 6 Respondents did not provide any detailed feedback.
- 8 Respondents provided support for the proposals
- 38 Respondents objected to the proposals.

In relation to the Bus Lane Enhancement Project the following responses were received for the question:

What do you think about the proposed extension of the operational times and days of the bus lane along the whole length of Woodbridge Road and Onslow Street? - Extension of the operational times and days of the bus lane

- 8 Respondents did not provide any detailed feedback.
- 9 Respondents provided support for the proposals
- 36 Respondents objected to the proposals.

We also received a petition from the Woodbridge Café specifically in relation to the parking changes along the western side of Woodbridge Road directly outside of the café. The petition is being assessed as part of the public consultation and in relation to the QBC project. The on street parking changes are required to facilitate the southbound bus lane extension under the Woodbridge Railway Bridge, which is a significant bus pinch-point, along the main bus priority corridor of Woodbridge Road.

The petition has been assessed and verified internally and included 867 Surrey based resident signatures. The petition is centred on the removal of the parking bay (circa 8 vehicles approximately 46m) being removed directly fronting the café which is required to facilitate the bus lane extension. On street parking is being relocated with the infilling of the existing parking bays opposite Gardner Road to provide approximately 32m of new on street parking bays. This would result in the loss of 3-4 on street parking spaces.

Approval for on street parking changes lies with the Joint Committee, however, the on street parking changes are subsidiary to the main bus lane extension requirement of the proposals and therefore all the changes for the QBC and Bus Lane Enhancement Projects are for the Cabinet Member for Transport to approve following the public consultation. The consultation summary and recommendations for both Schemes will be presented to the Cabinet Member for Transport in Autumn 2020.

This consultation summary is provided the Guildford Joint Committee for information.

#### **Quality Bus Corridor**

Respondents who supported the scheme made the following comments:

- Improving public transport and encouraging use should be supported wherever possible
- Reducing car use is a good thing
- It will reduce the time taken for many town Centre-bound buses to travel along Woodbridge Road
- Overall it will make bus public transport more attractive and encourage its use, helping Guildford's traffic congestion and air pollution issues
- Formalising and improving the existing flawed situation makes it much better for bus users.
- Extending the bus lane will improve bus services by making journey times more consistent and delivering a more punctual and reliable service
- Extending and joining up the bus lane sections will improve the route for cyclists.

Many of the respondent's comments on the Quality Bus Corridor and Bus Lane Enhancement projects were interlinked. Comments have therefore been grouped into themes for the purposes of this consultant summary.

SCC responses to the objection comments are provided in the following table below.

Consultation Summary Responses	SCC Response
Economic Impact	
12 respondents felt that the proposals would affect local businesses, particularly the Woodbridge Café. It was expressed that the advantages of extending the bus lane would not outweigh the loss of other amenities, for example on street parking.	These comments are all related to the potential economic impact from the 'loss' of parking on businesses in the local area.  Under the proposals, there will continue to be on-street parking bays in the vicinity of the Woodbridge café for 15 (approx.) cars or vans, in place of the current provision for 18 (approx.). Only the bays underneath the bridge are to be removed at the slightly narrower point in the road, and new additional bays are to be installed around 60m further south opposite Gardener Road as a replacement. Customers will still be able to access local businesses, the proposed improvements will not affect or impede any access arrangements into local businesses.  Under the proposals, the nearest bays to the café will be located approx. 35m to the south of the café (to the immediate south of the northern entrance to the cricket ground), so there will still be on-street parking available in the vicinity of the café, as well as the additional bays approx. 60m to the south.  A parking survey, undertaken before the coronavirus pandemic, has shown that the relocated parking spaces are enough to meet current demand for parking at this location, including at the busiest time for parking in the bay fronting the café which is between 7am and 8am just after the cafe opens for breakfast. The parking survey is considered a worse case given the traffic levels currently.  Surrey County Council Officers came into the Woodbridge café to speak to owners directly on 25th February 2020 to explain the scheme and minimal parking loss which has been evidenced to have no detrimental impact on parking demand in the area.
know what cost/benefit	was submitted to Enterprise M3 Local Enterprise Partnership

analysis has been done for the proposal. for funding includes the overall Benefit Cost Ratio and Economic Case for the overall project.

The Quality Bus Corridor Project which had funding granted by EM3 LEP 2018 has 3 main objectives:

- 1) Improved bus journey time reliability and punctuality
- 2) Increased levels of bus patronage
- 3) Reduced bus journey times

In the Surrey County Council Community Vision for Surrey 2030 one of the main ambitions alongside making journeys easier, more predictable and safer and with growing sustainable communities, is to ensure businesses thrive.

Buses are a vital mode of transport for Guildford, used by 15,000 people per day. Surrey County Council has committed to achieving net zero carbon emissions across Surrey by 2050 as 46% of the county's carbon emissions are produced by transport, making buses more practical and attractive for journeys has an important part to play. Additionally, with new homes proposed in Guildford Borough over the next 20 years, a reliable bus network will be vital in ensuring that an already congested road network is not overwhelmed.

As the Highway Authority for Woodbridge Road, Surrey County Council are looking to encourage more sustainable modes of transport as part of their Greener Future agenda, and this includes providing measures to encourage greater use of public transport. Woodbridge Road forms part of the Guildford Borough Council promoted Sustainable Movement Corridor with the vision for a sustainable priority pathway.

4 respondents wanted to know whether historical travel patterns that have caused past congestion will remain in the post-Covid19 world......leading to this project being expensive and disruptive to create something that would only be of use in the past.

The Coronavirus Pandemic is unprecedented. It is however clear from current Government policy and Active Travel funding that has been released by Central Government following the pandemic, that active travel, which includes public buses, should be encouraged and journeys should be made easier and more reliable. Users are also once again being encouraged to use public buses and follow the social distancing guidelines. It is therefore felt that the QBC project, whilst propose pre-coronavirus, is even more important now to encourage sustainable travel and reduce single occupancy journeys which also has added health benefits.

Although some respondents have queried whether the improved bus priority is justified bearing in mind the changes in demand for public transport services post-Covid19, the current provision of on-street parking may become more than may be required in the future given that currently overall less journeys are being made.

Parking surveys undertaken pre-Covid justified the loss of 3-4 parking spaces, but due to less travel demand post Covid

the loss of 3-4 on street parking spaces is further strengthened given observationally bay usage is less as the parking bays fronting the café on the western side of Woodbridge Road were primarily used by café users and not residents based on the data undertaken pre-Covid to show permit holders usage was very low. The loss of 3-4 spaces is considered to be more in line with demand moving forward.

#### Traffic Impact of Bus Lane Extension

14 respondents stated that the bus lane would only exacerbate the traffic levels and congestion along Woodbridge Road and worsen pollution.

Improving the bus lane westbound on Woodbridge Road into Guildford Town Centre towards the bus station, will discourage single occupancy journeys and create greater environmental impacts. The Quality Bus Corridor project aims to promote sustainable active travel choices to improve bus journey time reliability and punctuality, reduce bus journey times and increase levels of bus patronage.

It is a perception that the bus lane causes the congestion as there are traffic queues into Guildford, particularly at peak times. However, even if the existing southbound bus lane sections were removed this would not alleviate the existing congestion. By improving the bus lane and reducing the existing pinch-points that affect the buses this would encourage sustainable travel choices and reduce single occupancy journeys and this would also improve air pollution caused by NO2. Surrey County Council has committed to achieving net zero carbon emissions across Surrey by 2050 as 46% of the county's carbon emissions are produced by transport, making buses more practical and attractive for journeys has an important part to play. As part of the wider 'Unlocking Guildford' package, the Guildford QBC project is specifically a set of measures designed to improve journey time reliability and provide improved on-street infrastructure and an on-board experience to encourage growth in patronage along key bus routes into and around Guildford. This specifically involves addressing congestion pinchpoints for buses on the highway network, bus priority signal technologies, new electric buses and improving bus stop accessibility and real time passenger information (RTPI).

The evidence we have collected to support the proposals show that this section of Woodbridge Road, particularly the Woodbridge Rail Bridge, is an existing significant pinch point for buses. By extending the bus lane this improves bus priority along a key corridor into Guildford. The proposed hours of operation strengthen the bus priority.

5 respondents questioned bus usage along the existing bus lane and stated that the bus lane is rarely used by buses. The following bus routes use the southbound bus lane in Woodbridge Road (Monday to Friday frequencies are shown unless otherwise noted, as these typically have the highest frequencies):

#### Route 2 (Stagecoach)

Every 20 minutes AM Peak, daytime inter-peak and PM Peak

#### Route 5 (Safeguard)

Every 20 minutes AM Peak, daytime inter-peak and PM Peak

#### Route 28 (Falcon Buses)

5 journeys per day (arriving at Guildford Bus Station at 0752, 0852, 1552, 1800 and 1900)

#### Route 91 (Arriva)

Route 91 operates along Woodbridge Road on a Sunday only – one bus per hour between 1052 and 1852 (arrival times at Guildford Bus Station)

#### Route C (Arriva)

Route C is currently suspended, and it is understood that as the route has to date not been cancelled, then it will return to operation at a later date.

Currently we do not know what the frequency will be upon the recommencement of the route.

#### KITE (Stagecoach)

Every 20 minutes AM peak and daytime inter-peak, and every 20-30 minutes PM peak.

It is therefore clear from the data that the southbound bus lane is heavily used by buses, and therefore improving the bus lane by extending it and altering the hours and users will improve reliability and journey times which in turn will enhance the passenger experience and bus passenger usage.

3 respondents questioned the intermittent bus lane and the small section of existing westbound bus lane to the south of Recreation Road. The existing short bus lane section to the south of Recreation Road is being extended under the railway bridge. In consultation with the bus companies, who are a key stakeholder to the proposals, the Woodbridge Rail Bridge is currently a significant pinch-point for buses creating significant bus journey delays. The proposals create improved bus priority along a key bus corridor into Guildford Town Centre.

The Woodbridge Bus Lane extension is to promote bus priority for Southbound buses along the A322 into Guildford Town Centre towards the bus station.

We are working with all Bus Companies within Guildford to ensure the Quality Bus Corridor proposals assist as many of the existing bus routes to improve bus journey time reliability and punctuality, increase levels of bus patronage and reduce bus journey times.

1 respondent felt that extending the bus lane under the bridge could cause major problems as it will narrow the road for normal traffic.

There is sufficient room under the bridge for two running lanes of traffic to meet the width standards, as well as the proposed bus lane extension.

#### Impacts of Parking Changes to facilitate Bus Lane

7 respondents felt that the changes would parking exacerbate the parking problem that is already in this area. Comments were made that the current single yellow lined areas are well used for visitors to local businesses. spill-over parking for the nearby houses and no alternative is being provided.

The proposed extension of the existing bus lane southbound under the railway bridge requires the reconfiguration of existing on street parking arrangements. There are currently parking bays along the western side of Woodbridge Road which allow for 14-17 vehicles depending on the size and parking position of vehicles. The extension of the bus lane requires the removal the first section of 8-9 parking bays to the south of the railway bridge but the re-provision of a parking bay section for approximately 5-6 parking bays opposite Gardner Road. Overall this results in the loss of formal parking for approximately 3-4 vehicles.

An on street parking survey was undertaken on Sat 29th June 2019 and 2-4th July 2019 to assess occupancy levels, parking patterns and direction of occupant travel for the 3 separate sections of parking bays along the western side of Woodbridge Road. The surveys were undertaken between 7am and 7pm via CCTV which was then analysed. The survey was carried out to understand the usage of the parking bays sections and the purpose of occupants parking in the bays. The survey information has been used to understand the impact of reducing the parking by approximately 3-4 formal spaces which is required to facilitate the bus priority improvements. Guildford's Parking Team have also informed us that vehicles park on the single yellow line on the eastern side of Woodbridge Road. Woodbridge Road forms part of Guildford's Sustainable Movement Corridor and the aim is to improve and prioritise sustainable modes.

The parking bay sections on the western side of Woodbridge Road currently operate with the following restrictions:

- For general traffic, the bays are in operation between Monday to Saturday 8:30am to 6pm. Between these times, 2 hour parking is permitted (no return within 1 hour).
- Permit Holders for Guildford Zone A can park in these bays at any time, with no time limits.

Appendix C of the Guildford Joint Committee 18<sup>th</sup> September 2019 QBC Report summarised the parking survey and results. The analysis shows that the loss of approximately 3-4 formal parking bays would not have a detrimental on street impact. As might be expected, there is a significant amount of parking for the Woodbridge café within the bay fronting the café. The café opens at 6:45am every day of the week and closes at 2:30pm (Mon-Fri) and 1:00pm (Sat and Sun). After the café closes at lunchtime / early afternoon, the general occupancy of the parking bays can be seen to reduce. It is considered that there is sufficient spare capacity in the remaining and re-provided parking bay sections to absorb the loss of on street parking.

The surveys also showed that permit holders and occupants travelling south into town also used the bays throughout the day. Permit holders that use the existing bays can park within the residential streets off from Woodbridge Road. There is also a significant level of parking available within Guildford Town Centre to absorb the impact of town centre users which currently park on Woodbridge Road and walk south into town. Guildford Borough Council are currently consulting on CPZ changes which would extend the CPZ to 9pm and 7 days a week, through discussions with Guildford's Parking Team we have agreed this would not affect the proposals if the change of hours is implemented. Although Permit Zone A is one of the highest subscribed permit areas, the survey data shows that the bays have capacity to absorb a slight reduction of 3-4 spaces without any adverse implications. The recent Parking Consultation GBC has undertaken includes allowing Zone A permit holders to park in Zone E to alleviate the pressure of Zone A being oversubscribed. Zone A permit holders can already park in Zone D.

It is concluded that on balance the extension of the bus lane and the significant benefits to bus congestion is offset by the loss of 3-4 formal parking spaces which can be reabsorbed on street based on existing parking occupancy levels. This conclusions also aligns with GBC's ambitions for Woodbridge Road to become a Sustainable Movement corridor.

#### Safety Impacts

3 respondents wanted safer arrangements for cycling (e.g. a cycle lane rather than extending the bus lane) in Woodbridge Road.

Cyclists can use the bus lane that is being improved and therefore will also benefit cyclists travelling westbound into Guildford Town Centre. The bus lane improvements would ensure cyclists do not have to merge with traffic as frequently, particularly at congestion peak times which is considered safer.

1 respondent felt that the proposals would increase speeds on the road.

There is no evidence to suggest that the proposals will increase speeds on the road. A road safety audit of the design has been carried out and recommendations taken on board.

1 respondent felt that as a pedestrian they did not like the idea of buses running close to the pavement under the bridge. The pavement under the bridge is being extended and widened to improve pedestrian safety. The bus lane currently exists in sections along Woodbridge Road westbound anyway, the extended bus lane is therefore improving an existing situation.

2 respondents commented that In heavy traffic it is dangerous to exit Artillery Road crossing the bus lane to then virtually immediately move back after it if you need to turn left.

Having a bus lane adjacent to a junction and having to manoeuvre across the bus lane to enter the running lane is a standard design. Visibility is acceptable at Artillery Road to meet the design speed of the carriageway to view oncoming buses and traffic. The proposals are not affecting the Artillery Road junction and no recommendations were noted as part of the road safety audit that was undertaken.

1 respondent felt the proposals would be unsafe as congestion happens Signage is being improved as part of the proposals. The road safety audit undertaken as part of the process noted

frequently and road users will not be able to understand what is happening.	recommendations which have been taken on board within the design which formed part of the public consultation.
1 respondent objected because no zebra crossing is being introduced for residents from Gardner Road to safely cross Woodbridge Road.	There are suitable signalised crossings by Recreation Road and a new toucan crossing which allows pedestrians and cyclists to cross together was included within the public consultation and forms part of the Town Centre Transport Package and is being proposed by Wharf Road. There are a significant number of crossing points in close proximity along this section of Woodbridge Road.
1 respondent objected because a No Access sign or a no U turn sign is not being erected at the entrance of Gardner Road to prevent people from driving into the road by mistake or prevent them from undertaking U turns.	From CCTV surveys and on site observations vehicles entering Gardner Road by mistake or undertaking U turns was not observed as being an issue.
1 respondent felt that the proposal was dangerous and not helping the flow of traffic in a busy part of Guildford. This will inevitably cause more accidents.	The proposals have been though a Road Safety Audit and recommendations have been taken on board within the design.
1 respondent objected because the central reservations are remaining which is dead space in the road and which instead could be removed to allow for widening of the road and additional parking and/or cycle lanes.	As part of the proposals to extend the bus lane further south into Guildford Town Centre, the removal of the central reservation was reviewed. However, based on safety impacts as the reservations currently restriction right turning vehicles, it was concluded that it would be detrimental to highway safety to remove the existing central reservations. Cyclists can however use the extended bus lane which improves cycling routes and safety southbound on Woodbridge Road.

#### **Bus Lane Enhancement**

Respondents who supported the scheme made the following comments.

- I, and my Company Stagecoach South, support these proposals which will improve the attractiveness of local bus services specifically on Woodbridge Road but also in the wider Guildford area. Buses have a significant part to play in tackling the climate change, air quality and congestion issues that have affected Guildford for many years.
- Reallocation of road space to public transport will make it a more attractive alternative
  to private car use and such reallocation is a vital part of the drive toward greater use
  of public transport and active travel.24 hour operation is an improvement as it will
  extend protection from other motor traffic for cyclists sharing the bus lane.

- The bus lane at the town end of Onslow Street is particularly useful on current off peak times (e.g. Sunday mornings) as it saves unnecessary lane changes when heading for Shalford along the A281, which assumes the bus lane course from just before the traffic lights at the Friary / gyratory roundabout.
- It will reduce the time taken for many town Centre-bound buses to travel along Woodbridge Road at all times of the day and week,
- It will improve passenger journey times and reduce bus operating costs. There will be a particular benefit on Sundays as currently on this day buses are unable to use the bus lane as cars are allowed to park in it. Sundays are getting busier generally and bus patronage is also growing.
- Bus lanes provide greater consistency of journey time and in consequence improve the punctuality of bus services making buses a more attractive alternative to private car use.
- Reduced car use will provide significant environmental, air quality and quality of living benefits for the area.
- For bus lanes to be truly effective they should operate 24hrs a day 7 days a week as congestion can occur at times outside the main business day. A 24hrs a day 7 days a week operating window also aids understanding by making restrictions for other traffic uniform and helping improve compliance
- Support the exclusion of HGVs from the bus lane. Also suggest that Hackney carriages also be excluded as this would create a much safer environment for cyclists.

SCC responses to the objection comments are provided in the following table and grouped into themes for ease.

## Responses Objecting

#### Economic Impact

As the manager of the Drummond on Woodbridge road having the bus lane 24/7 would have a huge impact on my Sunday trade. At present guests can park on the bus lane whilst having lunch with their family if this was taken away it would be very damaging for my business

#### **SCC** Response

At present the single yellow line outside the Drummond operates from Mon-Sat, 8.30am-6pm. The introduction of a bus lane operating 24/7 and 'at any time' waiting restrictions would remove the ability to park on Sundays and evenings. There are a number of drop kerbs providing access to private parking along this part of Woodbridge Rd which effectively reduces the kerb space available for parking on Sundays to about 6 vehicles and these spaces are not reserved for the pub but could be used by local residents or other visitors and general public. The Guildford Joint Committee have also agreed to extend the operational times of Zone A (which would apply to the single yellow line in this location if the bus lane times were not being extended) to include Sundays and up to 9pm each evening. Although loading and unloading will still be permitted in the bus lane, parking should be

prohibited to allow the free flow of buses and cycles.

#### Safety Impacts

2 respondents wanted confirmation that the bus lane can be shared by cyclists, and the exclusion of HGVs and 24 hour operation are an improvement. But the lane is not continuous: there is a missing section outside 35-50 Woodbridge Road and also all the sections where there is a left turn revert to normal two lane traffic.

11 respondents felt that the 24/7 proposed hours were not need as they observed empty or near empty buses at this time when the traffic flow is significantly reduced. This challenges any proposals or rationale behind extension of hours.

Department of Transport regulations specifically allow pedal cycles to use bus lanes.

The lane stops for short distances where other vehicles need to turn left, say at a side road or across a junction. In some locations the road/extent of highway is too narrow to facilitate a bus lane as well as two way traffic and pavements so the lane cannot be provided where this is the case.

As Woodbridge Road has been identified as a key corridor for sustainable modes (including buses) – including being part of Guildford Borough Council's Sustainable Movement Corridor – this has led SCC to progress increased and enhanced bus priority along this route.

Part of the development of further bus lane facilities along a corridor involves making its hours of operation consistent and simple to understand. If there are a number of exemptions to this, then this could lead to confusion re the hours of operation

SCC are committed to provide the enhanced bus priority to assist further development of bus services in the Guildford area, as travel patterns return further back to normal, and beyond.

There is a risk that if other classes of vehicles such as private cars are allowed more access to the bus lane, then its benefits in being part of a Sustainable Movement Corridor will be diluted.

It would be contradictory to allow parking or general traffic to drive in the bus lane during the late evening / overnight / early morning. At this time, traffic levels will generally be lower and the benefits of providing the additional capacity for general traffic at these quieter times will be marginal at best, and these should be set against the benefits of maintaining an enhanced bus lane along this corridor to operate at all times.

Also, allowing parking or general traffic to drive in the bus lane during the late evening / overnight / early morning could "creep into" the times where bus services are starting to ramp up their day's services.

Furthermore, there is a section of Woodbridge Road where additional parking restrictions have to be introduced to allow the safe operation of the bus lane plus the general northbound and southbound running lanes.

In respect of concerns regarding the impacts upon other traffic, any changes to their journey times would need to be weighed up and compared with the increased reliability of bus services, making them more attractive to existing and potential bus passengers.

Park and rides do not run 7 days a week, thus when visiting Guildford we need to use this road.

Woodbridge Road is a key bus corridor from the north to the Town Centre and caters for 7 bus routes; 5 frequent and 2 infrequent. There are approximately 48 two-way buses per hour at peak times. Woodbridge Road forms part of the Guildford Borough Council (GBC) promoted Sustainable Movement Corridor (SMC) 3 & 4 with the vision for a priority pathway along Woodbridge Road for buses, pedestrians and cyclists. The corridor therefore does not just cater for Park and Ride buses.

#### Comments about proposed Bus Lane users

There were 5 respondents who did not object but felt that motorcycles should be included in addition to cycles, especially as many push bikes are now electric anyway.

Motor cycles are currently not permitted to use the bus lane and because the width of the lane is only 3m (the most that can be provided in the space available) the DfT do not permit motorcycles to share the lane with buses/cycles.

1 respondent felt that residents living in the adjacent roads to Woodbridge Road should be allowed to use the bus lane

It is not clear if they would use the lane for parking or driving, however this would be almost impossible to carry out in any practical sense and very difficult to enforce. Parking in the bus lane would greatly reduce its effectiveness.

9 respondents stated that Woodbridge Road is not wide enough to limit part of the road for buses only. HGVs should be allowed to use the bus lane as well as taxis otherwise this would exacerbate the existing congestion. Also making it buses only all day every day will slow the traffic down causing more pollution as HGVs and other non-bus lane traffic would having to use one westbound lane all together.

Hackney Carriages (Taxi's) are permitted to use the bus lane as well as cycles.

The DfT does not permit the use of bus lanes by HGV's unless they are sufficiently wide, which this one is not.

Cyclists can use the bus lane and the proposals would overall improve cyclist safety for those travelling westbound. The Quality Bus Corridor project aims to promote sustainable active travel choices to improve bus journey time reliability and punctuality,

reduce bus journey times and increase levels of bus patronage. The proposals do also have added benefits for cyclists, separating them from the main running lanes of traffic where the bus lane is existing and being extended.

#### Parking Impact of Proposed Bus Lane timings

2 respondents felt that the extension of operating hours is unnecessary. Operating the bus lane on Sunday will mean parking is no longer available which will force even more vehicles into the already crowded residential streets - Gardner, Drummond, Markenfield, Artillery, Church, etc.

At present the single yellow line along the bus lane operates from Mon-Sat, 8.30am-6pm. The introduction of a bus lane operating 24/7 with 'at any time' waiting restrictions would remove the ability to park on Sundays and evenings. There are a number of drop kerbs providing access to private parking along Woodbridge Rd which effectively reduces the kerb space available for parking on Sundays. The Guildford Joint Committee have also agreed to extend the operational times of Zone A (which would apply to the single yellow line in this location if the bus lane times were not being extended) to include Sundays and up to 9pm each evening. The longer zone hours apply to the side roads and should prevent displacement parking from Woodbridge Road into them on Sundays.

Although loading and unloading will still be permitted in the bus lane, parking should be prohibited to allow the free flow of buses and cycles.

1 respondent was concerned the bus timings would affect deliveries to residential properties along Woodbridge Road.

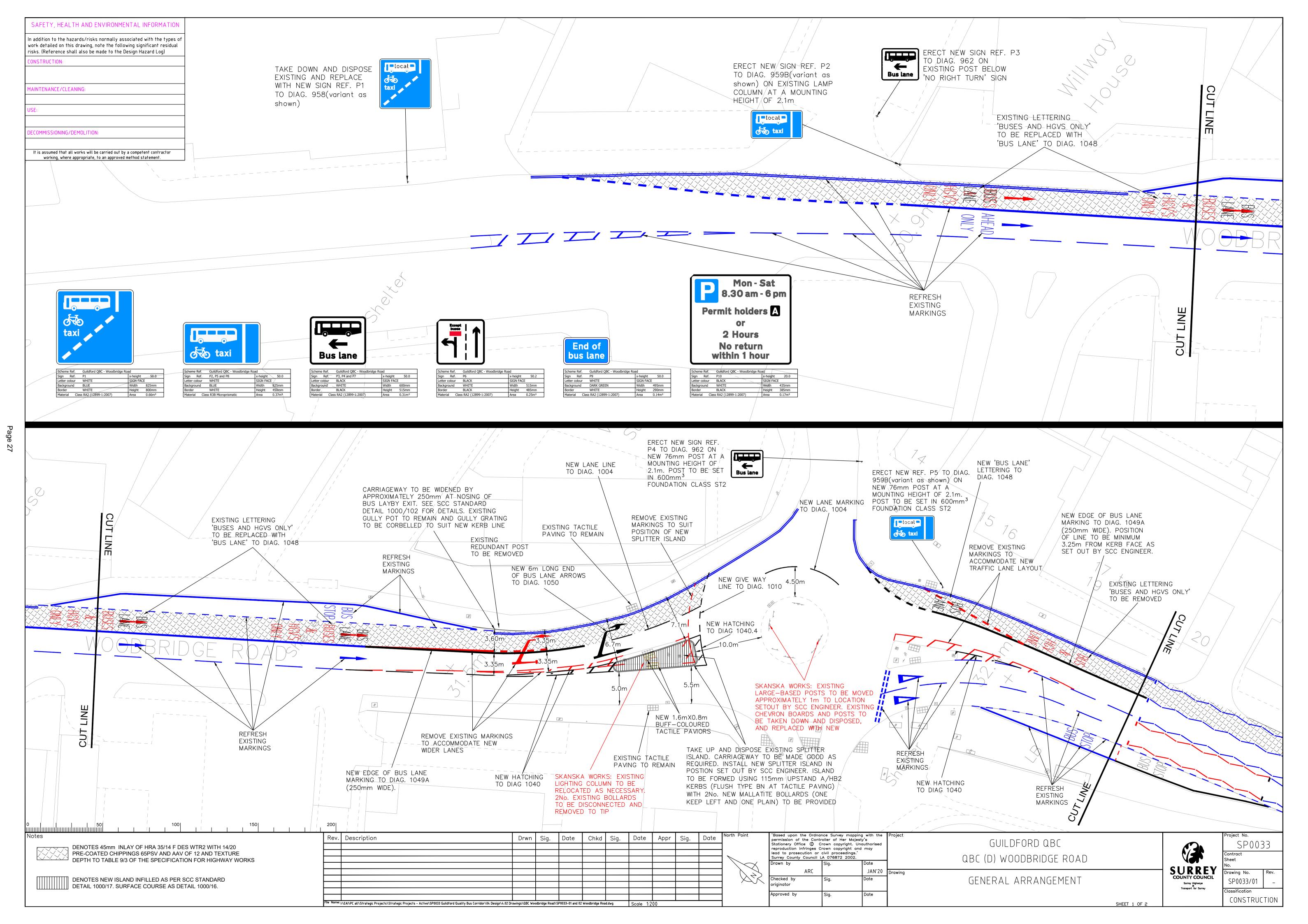
Loading and unloading will still be permitted in the bus lane (in accordance with any existing loading restrictions) however parking should be prohibited to allow the free flow of buses and cycles.

### Works elsewhere on Woodbridge Road

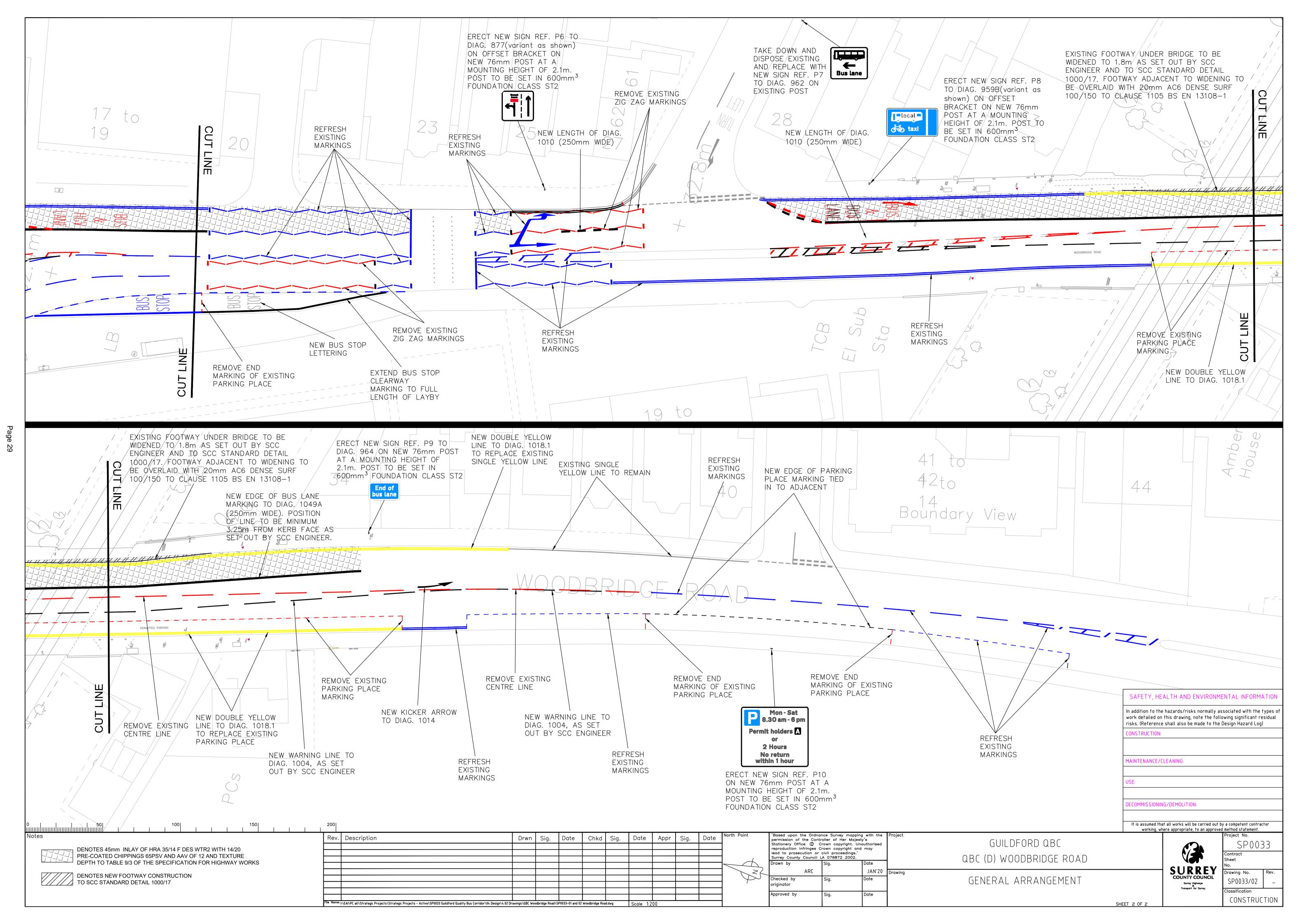
Work is also proposed to construct a toucan crossing on Woodbridge Road at Wharf Road. For transparency and clarity, these consultations have been held in parallel to help members of the public view the proposals in the round.

The principal feedback on the toucan crossing has been provided to Joint Committee members as this scheme is being programmed in advance of the Woodbridge Road QBC and Bus Lane Enhancement Project and it is felt the two initiatives can reasonably be considered separately

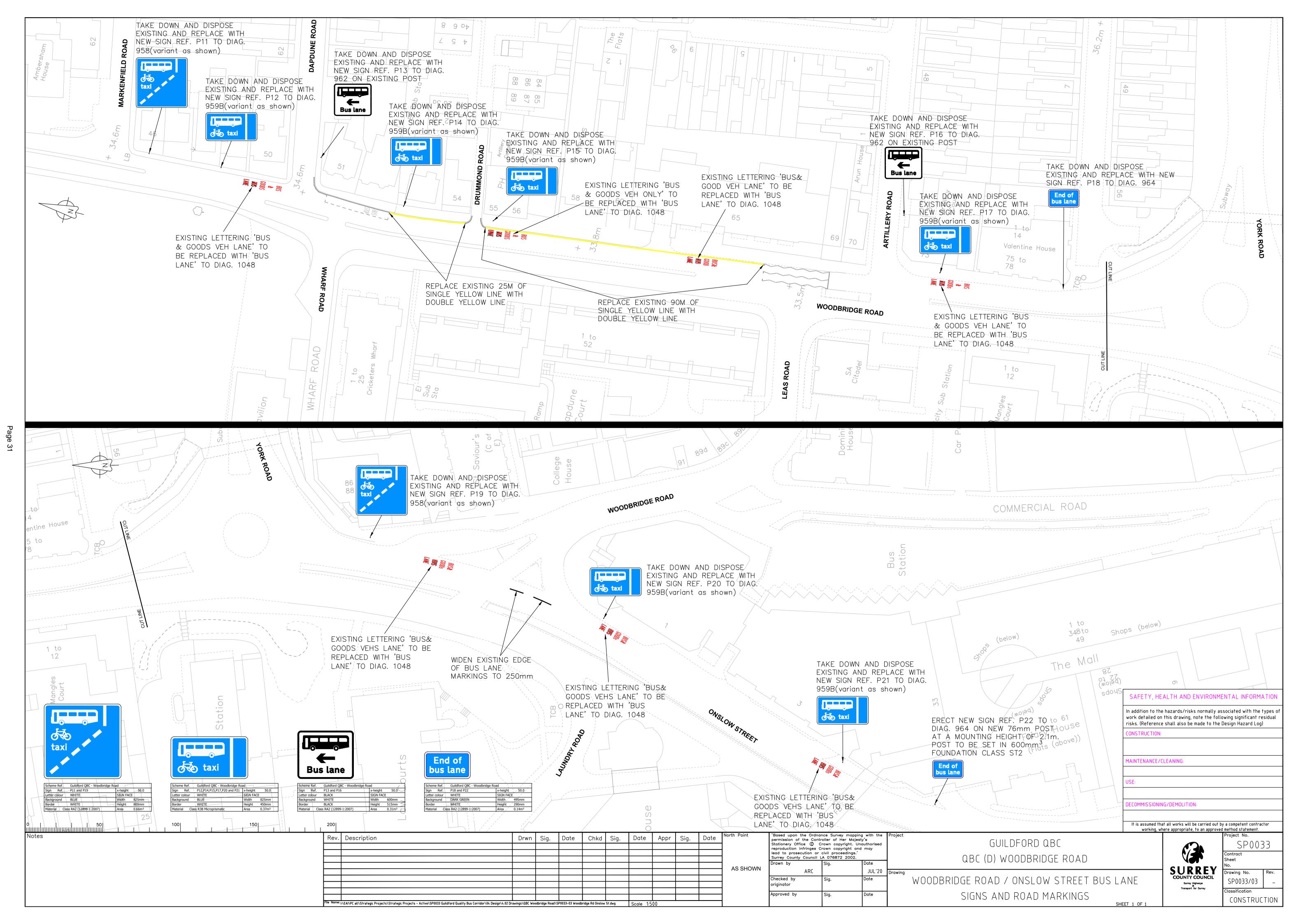




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# **Annex 3: Persons and groups consulted**

- Guildford residents and businesses notified of consultation by way of street notices, letters delivered to nearby properties, articles in the local press, advertisements on social media, Surrey County Council's main website and a webpage with the more memorable address of www.ourroads.today/guildford. Officers additionally visited Woodbridge Road Café in person to notify of proposals in February. 52 people responded with regards the bus lane extension, and 53 responded with regards changes to bus lane hours and vehicle restrictions.
- Members Guildford Joint Committee, and a site visit with local Members Cllr Caroline Reeves, Cllr Angela Goodwin and Cllr David Goodwin
- Local bus operators Arriva Southern Counties, Safeguard Coaches, Stagecoach South
- Surrey County Council Passenger Transport Team
- Safety Surrey Police and Surrey County Council Road Safety team

