

## SURREY COUNTY COUNCIL

## CABINET



**DATE:** 29 OCTOBER 2024

**REPORT OF CABINET MEMBER:** MATT FURNISS, CABINET MEMBER FOR HIGHWAYS, TRANSPORT AND ECONOMIC GROWTH

**LEAD OFFICER:** OWEN JENKINS, INTRERIM EXECUTIVE DIRECTOR- HIGHWAYS, INFRASTRUCTURE AND PLANNING

**SUBJECT:** LONDON ROAD GUILDFORD ACTIVE TRAVEL SCHEME – INDEPENDENT TECHNICAL ASSESSMENT OF SECTION 1 FOR CONSIDERATION TO PROCEED.

**ORGANISATION STRATEGY PRIORITY AREA:** TACKLING HEALTH INEQUALITY / ENABLING A GREENER FUTURE / EMPOWERED AND THRIVING COMMUNITIES

<b>Purpose of the Report:</b>
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London Rd, Guildford is an active travel scheme, funded by an Active Travel England grant. It has progressed through the design and decision-making process as three separate identified sections.

The scheme was previously considered for decision in February 2024. At this meeting, the decision was taken to proceed to delivery on Section 2 and carry out an independent technical review on Section 1 to enable future decision making on its delivery.

This report provides an update on the outcome of an independent technical review of section 1 on the proposed active travel corridor scheme from New Inn Lane to York Road along the A3100 London Road, Guildford.

<b>Recommendations:</b>
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It is recommended that Cabinet:

1. Notes the contents of the independent technical review of section 1 and its conclusions concerning whether the scheme complies with current design guidance.
2. Proceeds with the construction of Section 1 –based on the strength of support from the local community, alongside the conclusions of the independent technical review.

<b>Reason for Recommendations:</b>
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- Following the Leader decision on 27<sup>th</sup> February, officers were asked to review the design of section 1, specifically the use of the road by large vehicles and the shared use path. Officers engaged an independent professional engineering organisation to undertake a technical review focusing on the points of concern highlighted through the community engagement. That review concludes that the design allows HGVs to safely pass and that the shared use paths comply with LTN 1/20 guidance.

- Proceeding with the delivery of section 1 following the outcome of the independent technical review will enable key links to be made with existing walking and cycling routes and key local destinations. Enhancing the infrastructure at this location also contributes to the delivery of important policy priorities for the County Council, including the ambitions of the Local Transport Plan 4 (LTP4) and achieving the county's net zero carbon target by 2050.
- Active Travel England, who is the government's executive agency responsible for making walking, wheeling and cycling the preferred choice for everyone to get around in England have also reviewed the scheme. As well as funding the scheme, they have endorsed the design of the scheme.

## Executive Summary:

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### Background

1. In 2023, Surrey County Council adopted its fourth Local Transport Plan (LTP4). This Transport Plan sets out the Council's transformational and ambitious roadmap to deliver the required carbon reduction targets set out in the Climate Change Delivery Plan, whilst supporting the county's communities and economy to thrive and ensure no one is left behind. The LTP4 is therefore a significant component of the Council's contribution to the delivery of the county's net zero carbon target by 2050.
2. A delivery programme of a range of activity and infrastructure is helping the Council to realise its LTP4 ambitions. For example, the Council is making improvements to local bus travel, has reviewed road safety policies, and is delivering new infrastructure across the county to enable residents to make more sustainable travel choices. The scheme also contributes to Guildford Borough Councils local plan, as London Road is a key corridor link to a strategic development site.
3. Whilst many of these changes can be delivered as part of the Council's wider road and transport network responsibilities, there are certain changes in which the Council seeks to engage with the community to gather views as to the changes proposed. In the case of active travel schemes, this engagement is not statutory but good practice – and some external funding such as that the Council has received from Active Travel England, sets expectations around such engagement.

### The scheme

4. The scheme itself was identified in several Guildford transport studies by Guildford Borough Council and Surrey County Council from 2015 as follows:
  - Guildford Cycling Plan (Surrey County Council, 2015);
  - Guildford Borough Transport Strategy (Guildford Borough Council, 2017); and
  - Guildford Cycle Routes Assessments report (Guildford Borough Council, 2020)
5. On this basis, the London Road scheme was submitted to Active Travel England for funding as part of the Government's active travel programme which funded schemes across England. Funding was received, which meant the scheme was fully funded by Government grant monies to construct segregated footways and cycleways along the length of the scheme. including converting Boxgrove Roundabout to a Dutch style roundabout which gives priority to pedestrians and cyclists over vehicles.
6. The proposed scheme is split into three sections.

- Section 1: New Inn Lane to Boxgrove Roundabout;
  - Section 2: Boxgrove Roundabout; and
  - Section 3: Boxgrove Roundabout to York Road
7. Community engagement was held for 12 weeks from September to December 2023 and 995 individual submissions were provided for each of the three sections of the scheme. The results for Section 1 from New Inn Lane to Boxgrove Roundabout, when asked 'To what extent do you agree that the design of Section No. 1 contributes to the safety of pedestrians and cyclists and vulnerable road users, were as follows:
    - 50% agree the design of Section 1 positively contributes to the safety of pedestrians, cyclists, and vulnerable road users
    - 31% disagree with the statement
    - 19% neither agree nor disagree / Don't know
  8. At the Leaders decision meeting on 27<sup>th</sup> February 2024, it was agreed to commence with section 2 and not to proceed with section 3. It was also agreed to defer a decision on section 1, subject to a further design review informed by comments received through the engagement to ensure that the scheme considers the needs of all road users.
  9. Specifically, the Leader indicated at the meeting that further review work was required to consider the concerns raised through the community engagement about large vehicles passing safely and possible encroachment on the shared use path through the narrower sections.
  10. Therefore, officers engaged Arup, an independent professional services company, to undertake a design review of section 1 focusing on the short length of narrower shared use path that specifically looked at the following:
  11. The proposed carriageway lane widths and the potential to result in conflict between heavy goods vehicles (HGVs) using the road and pedestrians/cyclists using the footway.
  12. The safety of the short length, approximately 70m, of the scheme where constraints mean that 1.8m width shared use paths are proposed.

### **Outputs from the independent technical review**

13. The proposed shared use path is a minimum of 1.8m width and adequate for two adults walking side-by-side or for a double buggy including additional elbow room. It is also wide enough such that a wheelchair user and a pedestrian can pass one another. Therefore a 1.8m width is acceptable in principle to accommodate the needs of a diverse range of pedestrians as well as people on bikes.
14. The width of the shared use path should lead to lower cyclist speeds and the relatively straight alignment would afford ample visibility. Cycle numbers would be manageable even with significant future growth within the available width.
15. The scheme replaces advisory on-carriageway cycle lanes with off-carriageway cycle tracks and cyclists would be at footway level with kerb protection from road traffic thereby offering safer facilities to people on bikes.
16. The scheme proposes trafficked lane widths throughout the scheme, including adjacent to the sections of reduced width shared used paths, are each 3.25m, giving an overall width of 6.5m throughout.

17. In the UK, HGVs and buses are the widest vehicles on the roads with an assumed 2.55m width although this does not account for elements such as wing mirrors that extend out from the vehicle body. Including wing mirrors indicates an overall vehicle width of approximately 3.0m.
18. Therefore, given a road width of 6.5m and vehicle width of 3.0m maximum it indicates that two HGVs can pass each other safely without their wing mirrors encroaching on the shared use path.
19. In conclusion, the technical review finds that the principle of the reduced width shared use paths for short stretches of Section 1 is acceptable. There may be an element of discomfort and giving way when users are passing one another, albeit an infrequent occurrence. The design of the reduced width shared use paths need to recognise this discomfort and minimise the risk of conflict as much as possible. Suggested measures are:
- no street furniture within these sections to maximise the effective width
  - Coloured surfaces that highlight shared use
  - markings to indicate “bikes are guests” symbols on the path surface
  - pedestrian symbols on the paths and ‘share with care’
  - ‘slow’ markings on the path.
  - Ladder & tramline tactile paving would be required at the start and end

#### **SHARED USE PATHS:**

20. Surrey currently has over 128 miles of shared use paths, where pedestrians and cyclists share space, with 25% of the shared paths equal to or less than 1.8metres in width and 11% of the shared paths with widths between 1.8 metres to 2.0 metres.
21. This scheme has around 40% shared use path with the average width over 3 metres, with a 70 metres stretch with a width of 1.8 metres, which as referenced in the Arup report complies with guidance.

#### **STAKEHOLDER MEETING:**

22. A meeting was held on 11<sup>th</sup> September 2024 with representatives of the stakeholder group to discuss the Arup report. Varying views were exchanged about the Arup report and the scheme in general, with written comments submitted, which are annexed to this report.
23. We have received submissions commenting on the Arup report from;
- County Councillor George Potter
  - George Abbot school
  - Guildford Borough Council
  - a. London Road Action Group
  - Guildford Bike User Group
  - Oliver Greaves
  - Surrey Coalition of Disabled People

- Zoe Franklin MP for Guildford

These submissions are shown within Annex 2

24. With specific reference to the letter from the Surrey Coalition of Disabled people concerns, shared spaces are not in any way unique to this scheme, or to Guildford as they have existed for decades in Surrey as well as across the UK, so this scheme is not proposing anything that doesn't already existing in Surrey. However, we will work continue to work with the coalition in the design of shared use paths.
25. Surrey Coalition of disabled people raised objections to the original floating bus stop proposal and following discussions with the Coalition and SCC's Passenger Transport Group, we decided to provide shared use facilities at all the bus stops.
26. At four of the bus stops, cyclists will be routed to the rear of the bus shelter. This is similar to the current arrangement at the Burpham Shops bus stop opposite the BP Garage. There has been no personal injury accident at this bus stop over the period Jan 2014 to February 2023.
27. Officers approached the Director of Inspections from Active Travel England to gain their perspective on the Arup report. They stated;

*"The width of the short section of reduced shared space is below the stated minimum in LTN 1/20 of 3m. However, given the site constraints and the lack of parallel alternatives the choice becomes binary: either you accept a compromise, or you end the provision. Given that the rest of the route is of high quality and should attract a lot of new users as well as serving the schools, then ATE would advise, that you do not end the provision. If you did do dismount or rejoin carriageway signs, then the result may be that they were ignored or that people encouraged to ride by the rest of the route would move into hazardous on-carriageway conditions. We therefore support your conclusions".*

*"In conclusion it is fair to say that you have no easy solution but you can make the compromise as safe and as comfortable as possible. ATE are not here to make delivery decisions or insist on guidance being followed. We exist to support authorities reach the best design quality outcomes. For this reason, we support you in your suggested approach".*

28. ATE have suggested a coloured strip of paving to indicate the edge of the path and improved signage for the shared use path to ensure all users are aware that the space is shared. It is also proposed to use markings that indicate that bikes are guests on the path and must yield to pedestrians.,
29. George Abbot secondary school who support the scheme have committed to an educational programme for pupils at George Abbot about using the shared use path. Surveys undertaken by pupils consistently indicates that safer facilities would lead to greater walking and cycling amongst pupils and reduce car usage

#### **Risk Management and Implications:**

30. The proposal to implement improvements to A3100 from New Inn Lane to Boxgrove Roundabout is a positive contribution to achieving Surrey County Council's LTP4 objectives. The detailed design will balance the needs of all road users to deliver safer journeys for the travelling public which is of paramount importance.

### **Financial and Value for Money Implications:**

31. The funding for this scheme is provided by a grant from Active Travel England (ATE) following a competitive bid process. The funding for the scheme costs to date have been wholly funded by Active Travel England who have been informed throughout of the design proposals and the community engagement.
32. Section 1 will be wholly funded by ATE grant following the design reviews previously mentioned.

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

33. The Council continues to operate in a very challenging financial environment. Local authorities across the country are experiencing significant budgetary pressures. Surrey County Council has made significant progress in recent years to improve the Council's financial resilience and whilst this has built a stronger financial base from which to deliver our services, the cost of service delivery, increasing demand, financial uncertainty and government policy changes mean we continue to face challenges to our financial position. This requires an increased focus on financial management to protect service delivery, a continuation of the need to deliver financial efficiencies and reduce spending in order to achieve a balanced budget position each year.
34. In addition to these immediate challenges, the medium-term financial outlook beyond 2024/25 remains uncertain. With no clarity on central government funding in the medium term, 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 the stable provision of services in the medium term.
35. The costs of the scheme are expected to be met from Active Travel England grant funding. As such the Section 151 Officer supports the recommendation.

### **Legal Implications – Monitoring Officer:**

36. The Infrastructure Act 2015 ("the Act") provided for the setting of a Cycling and Walking Investment Strategy for England.
37. The Government's first cycling and walking investment strategy, ("CWIS1") was published in 2017 and set out ambitions, objectives, aims and targets. It also detailed available financial resources, governance arrangements, performance indicators and future plans.
38. As required by the Act, a second strategy ("CWIS2") sets out the objectives and financial resources for the period April 2021 to March 2025.
39. The Government's 2020 Gear Change Plan set out cycling and walking aims and led to the creation of Active Travel England an organisation resourced to ensure that future investment in active travel infrastructure is delivered to a high standard and supported by evidence led behaviour change programmes.
40. Equality and inclusion are golden threads that run through CWIS2 as well as Gear Change and the Cycle infrastructure design guidance (LTN 1/20) A proactive and inclusive approach to engagement and support are promoted including consideration



of people with protected characteristics and also the needs of urban and rural communities and health and economic disparities.

41. LTN 1/20 provides that there will be an expectation that local authorities will demonstrate that they have given due consideration to that guidance when designing new cycling schemes and, in particular, when applying for Government funding that includes cycle infrastructure. The guidance contains tools which give local authorities flexibility on infrastructure design and sets a measurable quality threshold to achieve when designing cycling schemes. It also provides that in rare cases where absolutely unavoidable a short stretch of less good provision will be appropriate, rather than jettisoning an entire scheme which is otherwise good. This scheme meets the approval of met the approval of the Director of Inspections of Active Travel England and given that the majority of the route meets the guidance criteria, may be considered to be such a rare case.

**Equalities and Diversity:**

42. The County must abide by its Public Sector Equality Duty (s149 of the Equality Act 2010) when exercising its public functions. There is a requirement when deciding upon the recommendations to have due regard to the need to advance equality of opportunity for people with protected characteristics, foster good relations between such groups, and eliminate any unlawful discrimination. These matters are dealt with in the London Road Equality Impact Assessment (EQIA). Subject to the recommendations of this report being agreed, the EQIA will be reviewed to ensure it reflects any further development of the designs for Section 1.

**Other Implications:**

43. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

<b>Area assessed:</b>	<b>Direct Implications:</b>
Public Health	The Council remains committed to its aspirations to achieve net zero carbon emissions by 2050 and it is recognised that to achieve this goal, greater choice needs to be offered for sustainable transport options including schemes such as this. However, the delivery of such schemes needs to be with the support of the communities impacted.

**What Happens Next:**

44. The outcome of the decision at this meeting will be reported on the Council’s website and key stakeholders will be contacted on the outcome.
45. Residents and businesses will be informed of the decision through Surrey County Council’s website and social media. Prior to any construction works starting, should

the scheme proceed, advance notification will be provided to impacted residents and road users.

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**Annexes:**

Annex 1 – ARUP A3100 Burpham to Boxgrove Roundabout Technical Review

Annex 2 - Stakeholder group comments





will be feasible to maintain the carriageway width at 6.5m, thus overcoming this concern. The second specific concern to be assessed in this review is:

- i. The safety of the short length of the scheme where constraints mean that 1.8m width shared use paths are proposed.

The review team have worked independently of SCC officers to identify if there are any problems or issues with the proposed scheme in the context of the targeted concern listed above. Based on the information provided, this technical review considers whether the proposed active travel scheme would be better than the existing situation for pedestrians and cyclists.

## Methodology

The first stage of the review looks at the existing road (section 2): function, traffic flows, traffic speeds and collisions. Section **Error! Reference source not found.** describes the proposed scheme.

To address the targeted concern, the review team has researched published documents to identify design criteria for shared use paths. Section 4 looks at shared use paths and section 5 at narrow shared use paths adjacent to a carriageway. Finally, section 6 presents the conclusions.

Precedent schemes/other examples are not included in this note due to the difficulties in comparing design approaches across different contexts and locations. For example, even if an existing road has the same physical characteristics, it may have different traffic flows and user numbers.

Figures, tables and references are either appended or listed at the rear of this note.

## EXISTING CONDITIONS

### The highway function

The scheme runs along an A-road and the Department for Transport refers to A-roads as major roads intended to provide large-scale transport links within or between areas<sup>i</sup>. In practice, the A3100 functions as a distributor road between the A3, suburban areas and Guildford town centre. There are side road junctions, a few direct accesses, bus stops and no on-street parking. The road is suburban in character, with properties set back from the edge of the road and tree canopies overhanging the footways. At the northern end of the road, there is a supermarket and small parade of shops. A 30mph speed restriction is in place and on-carriageway cycle lanes run in both directions along Section 1, either advisory or mandatory.

### Traffic flows

In May 2021, SCC commissioned several traffic counts along the A3100, comprising manual turning counts, automatic link counts and pedestrian crossings. The counts were during school term time. Travel restrictions due to the Covid pandemic had been lifted although people were still being encouraged to work from home. The 12-hour flow, 7am-7pm, along Section 1 is about 7,300 vehicles in each direction. HGVs/buses number up to 150 each way and cyclists up to 100, i.e. 2% HGVs and 1% cyclists. The peak cycle flow in one direction is 25 cyclists an hour in the morning rush period.

SCC provided May 2024 linear pedestrian and cyclist counts at four discrete locations (sites) along the A3100. Counts took place over a continuous 12-hour period (7am-7pm) on both a weekday and a Saturday. Tables 1-8 summarise the flows at four locations:

Site 1 at the road crossing just north of the Anchor & Horseshoes (Table 1 and Table 2)

Site 2 between Kingpost Parade and Aldi (Table 3 and Table 4)

Site 3 Abbotswood north junction (Table 5 and Table 6)

Site 4 Highclere junction (Table 7 and Table 8)

The strategic modelling<sup>ii</sup> for the scheme highlights potential re-routeing of road traffic with the scheme in place with a reduction in trips on the A3100 forecast.

#### Traffic speeds

Traffic surveys on behalf of SCC recorded vehicle speeds on the A3100 between the junctions with Boxgrove Avenue and Ganghill, i.e. within Section 1, for two weeks in May 2021. The mean speed was 29mph and the 85<sup>th</sup> percentile speed was 33mph. A considerable proportion of drivers along the A3100 are exceeding the 30mph speed limit and 15% are driving at speeds in excess of 33mph.

#### Collisions

SCC's web page for the scheme<sup>iii</sup> shows how many collisions have taken place along the entire stretch of road. The data refers to collisions where someone was injured and excludes damage-only incidents. A total of 111 casualties are recorded over ten years 2012-2022. This is all road user types: pedestrians, drivers, passengers, etc. Of these 111 casualties, 35 were cyclists, which is 32% ( $\frac{35}{111}$ ). All the cyclists sustained slight injury, meaning medical treatment was required but no hospital stay.

Over the five years 2018-2022, nine cyclists on the A3100 were casualties out of a total of 30, i.e. 30% ( $\frac{9}{30}$ ). For 2018-2022 on urban roads across Surrey, Department for Transport statistics<sup>iv</sup> show that 15% of casualties are cyclists. Given that in May 2021 cyclists accounted for 1% of traffic along the A3100, cyclists currently using the A3100 carriageway have historically been disproportionately involved in collisions and vulnerable to sustaining injury.

### SCHEME PROPOSALS

The proposed scheme for Section 1 is based on a 6.50m width carriageway with adjacent demarcated footway/cycle tracks. As noted in MfS2<sup>v</sup>, "UK practice has generally adopted a standard lane width of 3.65m ... Narrower lanes will be appropriate in many circumstances, particularly in built-up areas, resulting in carriageways that are easier for pedestrians to cross and encouraging low traffic speeds without causing a significant loss of traffic capacity."

Section 1: Burpham to Boxgrove roundabout, but excluding the roundabout itself, involves:

Upgrade of the existing advisory cycle lanes to off-carriageway segregated one-directional cycle tracks, with shared use facilities being provided for pedestrians and cyclists in a few sections where the available width of highway land is inadequate.

Improvements to the existing footways including resurfacing.

Improvements to five bus stops along the route including the provision/replacement of bus shelters and the provision of a shared use space for pedestrians, bus passengers and cyclists. There would be signage and markings in place to route cyclists behind the bus shelter and pedestrians/bus users in front.

Upgrade of the existing uncontrolled crossing just south of Ganghill junction to a controlled toucan (pedestrian/cyclist) crossing.

Improvements to the junctions with Kingpost Parade, Highclere, Abbotswood (north and south) and Boxgrove Avenue to facilitate crossing by cyclists.

Upgrade of the existing crossing facilities for pedestrians and cyclists on all arms of New Inn Lane/Burpham Lane and Woodruff Avenue/Weylea Avenue to parallel (zebra and cyclist) crossings.

Figure 3 shows a typical cross-section along the scheme.

## SHARED USE PATHS

### Proposed scheme

#### Principle of shared use paths

'Shared use paths' in the context of the scheme refers to the off-carriageway facilities that both pedestrians and cyclists would use without any separation or demarcation for different user types. Most of the scheme would provide separate spaces, either demarcated with kerbs or fully segregated with a grass verge. Arup's brief is to look at the shared use paths only and not demarcated or segregated paths.

LTN 1/20<sup>vi</sup> advises that: "In urban areas, the conversion of a footway to shared use should be regarded as a last resort ... Actual conflict may be rare, but the interactions between people moving at different speeds can be perceived to be unsafe and inaccessible, particularly by vulnerable pedestrians. This adversely affects the comfort of both types of user, as well as directness for the cyclist ... Shared use may be appropriate in some situations, if well-designed and implemented. Some are listed below:

Alongside interurban and arterial roads where there are few pedestrians [A];

At and around junctions where cyclists are generally moving at a slow speed ... including in association with Toucan facilities [B];

In situations where a length of shared use may be acceptable to achieve continuity of a cycle route [C]; and

In situations where high cycle and high pedestrian flows occur at different times [D]."

Considering the points above in turn:

[A] LTN 1/20 considers 300 pedestrians per hour as a threshold above which greater widths should be used to reduce conflict. Pedestrian numbers along this section of the A3100 are fewer than 300 per hour. The highest number recorded in the May 2024 counts is an hourly peak of 147 pedestrians at the signalised crossing just south of the junctions with Weylea Ave and Woodruff Ave (Table 1 refers).

[B] On each approach to these shared use stretches, there is an uncontrolled junction within 100m of the shared use section beginning. Cyclists would have to move at slower speeds to navigate the interactions with other users including pedestrians and turning vehicles.

[C] Accepting the road corridor is constrained in places by property boundaries to the rear of the footways, considering these stretches as “shared” would provide a continuous off-carriageway cycling route, albeit not to the recommended minimum standard.

However, [D] LTN 1/20 considers 300 pedestrians and/or 300 cyclists per hour as a threshold for shared used paths above which recommendations involve either enhanced facilities and/or increased facility widths. Counts commissioned by SCC in May 2024 show a combined cyclist and pedestrian hourly peak of 173 (Table 1 and Table 2).

The principle of shared use paths for stretches of Section 1 is therefore acceptable based on LTN 1/20 criteria and the numbers of users.

#### Width of shared use paths

LTN 1/20 recommends a minimum width of 3.0m for a two-way shared use path carrying up to 300 pedestrians and up to 300 cyclists per hour.

As noted in Section 1.1, the scheme relies on the availability of land within the highway boundary. Arup’s brief is focused on locations where the path would be 2.0m width or less but excluding bus stops, in summary:

- i. Northbound for approximately 45m between ch 0+460 and 0+505; minimum width 1.8m.
- ii. Southbound for approximately 39m between ch 0+505 and 0+466; minimum width 1.8m.

Concerns arising from the narrow shared use paths are:

what width do pedestrians need?

what width do cyclists need?

what about pedestrians and cyclists at the same time?

is there a risk of pedestrians being in a collision with cyclists?

#### What width do pedestrians need?

Footways need to be wide enough for pedestrians to pass one another and keep clear of edge boundaries. Figure 5 shows diverse types of users and the widths needed to comfortably navigate a pedestrian facility.

The Department for Transport's *Inclusive Mobility* guidance<sup>vii</sup> advises that where it is not feasible to provide a 2m width of footway due to physical constraints that "a minimum width of 1500mm could be regarded as the minimum acceptable under most circumstances, as this should enable a wheelchair user and a walker to pass each other".

The proposed shared use path is a minimum of 1.8m and adequate for two adults walking side-by-side or for a double buggy including additional elbow room. It is also wide enough such that a wheelchair user and a pedestrian can pass one another. Therefore a 1.8m width is acceptable in principle to accommodate the needs of a diverse range of pedestrians.

#### What width do cyclists need?

Cycle facilities need to be wide enough for a variety of cycles including cargo cycles and tricycles. Figure 6 shows the different vehicle dimensions as set out in LTN 1/20. (Figure 7 from the Cycle Design Manual is also included for additional context.)

LTN 1/20 (5.2.1) advises that: "A typical cyclist is about 0.8m wide at the shoulder (or handlebar) and needs at least 0.2m for balance to keep a straight line when in motion at over 7mph. This gives a typical space profile of around 1.0m for a moving cyclist on a standard bicycle ... Cyclists travelling side by side (on a level surface) require a minimum space of 1.0m each plus 0.5m separation between them," (2.5m total).

The cycle facilities proposed along the A3100 are intended to be one-way, including the shared use paths, and would be signed accordingly. However, there may be occasions when a cyclist seeks to overtake another cyclist travelling in the same direction.

Applying the dimensions above indicates that the faster cyclist would have to wait for a safe opportunity beyond the narrow shared use path in which they could overtake. It should also be acknowledged that there may be occasions when a cyclist, intentionally or unintentionally, travels against the flow. This is a general risk regardless of the available infrastructure and, again, one of the cyclists would have to yield to the other.

However, the width of the proposed facilities should lead to lower cyclist speeds and the relatively straight alignment would afford ample visibility.

Cycle numbers would be low, even with significant future growth (the current peak is about 30 cyclists an hour), and a minimum space profile of 1.0m off-carriageway would be achieved throughout the scheme.

The scheme replaces advisory on-carriageway cycle lanes with off-carriageway cycle tracks and cyclists would be at footway level with kerb protection from road traffic. Research<sup>viii</sup> shows that kerb-separated cycle infrastructure reduces injury odds substantially. Compared to no infrastructure, the study found that protected cycle infrastructure reduced odds of injury

by 40-65% in the morning commute, whereas advisory lanes increased injury odds by 34%. Even with a short section of narrow shared use path, the scheme should be safer for cyclists than the existing situation.

### What about pedestrians and cyclists at the same time?

Conflict on shared use paths can arise between pedestrians and cyclists where there is:

a significant speed differential between users;

insufficient width for users to pass each other safely, there being too many users for the facility type provided;

or a combination of these factors.

It is for these reasons that LTN 1/20 (Table 6-3) recommends a minimum width of 3.0m for shared use paths carrying up to 300 pedestrians and 300 cyclists per hour for two-way traffic.

Research<sup>x</sup> shows that cyclists alter their behaviour according to the density of pedestrians: as pedestrian flows rise, cyclists tend to ride more slowly and where they become very high cyclists typically dismount. It should therefore rarely be necessary to provide physical calming features to slow cyclists down on shared use routes.

Figure 5 sets a 0.6m width for a single pedestrian and 0.7m for a wheelchair user. An additional 0.2m to facilitate users passing each other gives the minimum 1.5m width stated in *Inclusive Mobility* ( $0.6\text{m} + 0.7\text{m} + 0.2\text{m} = 1.5\text{m}$ ).

As noted above, a cyclist requires a typical space profile of around 1.0m, which includes 0.2m for balance. Although there are differential speeds between pedestrians and cyclists, a cyclist (1.0m) and a single pedestrian (0.6m) with considerate use by both parties would be able to pass each other without stopping on the narrow shared use paths (1.8m).

Similarly, if a wheelchair user (0.7m) and a cyclist (1.0m) seek to pass each other on a narrow shared use path, a 0.1m buffer would be available. While passing could physically be accommodated, it would not be comfortable and one party may decide to give way to the other. The May 2024 counts show up to three wheelchair users a day on each footway, and the instances when a wheelchair and cyclist are using the narrow shared used paths at the same time will be rare.

### Is there a risk of pedestrian/cyclist collision?

Table 9 shows the latest national road traffic collision statistics available from the Department for Transport. The reported data does not distinguish between collisions on- or



off-carriageway, but the majority ( $\frac{2}{3}$ ) of collisions between a pedestrian and a cyclist result in minor injury.

Most pedestrians, over 97%, sustain injury in a collision with a motor vehicle. Whilst pedestrians can be intimidated by sharing space with cyclists, for example due to cycling speeds and close passing, the collision statistics show that actual risk of a collision is improbable.

This is reflected in national design guidance, with LTN1/20 acknowledging that actual conflict between pedestrians and cyclists on shared use paths is rare.

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The narrow shared use paths apply to two lengths both of which are shorter than 50m. With up to 147 pedestrians and about 30 cyclists an hour, and even allowing for growth in numbers, usage of these two sections is relatively low and users should only experience occasional conflict.

### **NARROW SHARED USE PATHS ADJACENT TO THE CARRIAGEWAY**

As noted above, the proposed trafficked lane widths adjacent to the sections of narrow shared used paths are each 3.25m.

Figure 4 shows typical vehicle dimensions. The maximum width of a vehicle in the UK is 2.55m, although there are exceptions such as refrigerated lorries. Cars are typically 1.8m width but new cars such as sports utility vehicles (SUVs) can be wider.

In the UK, design vehicles include cars, refuse vehicles, buses and articulated lorries. HGVs and buses are the widest with an assumed 2.55m width although this does not account for elements such as wing mirrors that extend out from the vehicle body (figure 4 refers). Including wing mirrors indicates an overall vehicle width of approximately 3.0m.

Based on the figures above, opposing HGVs/buses would be able to pass with 350mm clearance between each HGV and the nearside kerb if they are centred in their lane:

3.25m lane – 2.55m HGV excluding wing mirrors = 0.70m clearance in total for each lane

$0.70/2 \approx 0.35\text{m}$  on the nearside of each HGV ( $\approx 0.70\text{m}$  between vehicles)

The clearance falls to 125mm considering wing mirrors:

3.25m lane – 3.00m HGV including wing mirrors = 0.25m clearance in total for each lane

$0.25/2 \approx 0.125\text{m}$  on the nearside of each HGV ( $\approx 0.25\text{m}$  between vehicles)

Note: these clearance dimensions have been updated, however, this does not change the overall findings of this technical review.

This indicates that two HGVs can pass each other safely without their wing mirrors encroaching on the shared use path.

### **POTENTIAL CONTINGENCY MEASURES**

The technical review finds that the principle of narrow shared use paths for short stretches of Section 1 is acceptable.

There may be an element of discomfort and giving way when users are passing one another, albeit an infrequent occurrence. The design of the narrow shared use paths need to recognise this discomfort and minimise the risk of conflict as much as possible. Suggested measures are:

- no street furniture within these sections to maximise the effective width
- advanced warning (road markings and signs)
- surface treatments that encourage considerate use whilst retaining the effective working width (examples in figure 8 **Error! Reference source not found.**)
- use of attractive materials including natural stone setts and flags, block paving and clay pavers<sup>x</sup>
- cycle symbols on the path surface to remind users that it is shared
- pedestrian symbols on the paths and 'share with care' if feasible (subject to traffic signs regulations and local policy)
- 'slow' markings on the path.

Ladder & tramline tactile paving would be required at the start and end of the shared use paths in accordance with published guidance<sup>xi</sup>.

## CONCLUSION

Provision of the active travel scheme from New Inn Lane to York Road along London Road, Guildford would result in road that is safer and more accessible for children, pedestrians and cyclists travelling around Guildford, for now and in the future.

Section 1 of the A3100 scheme is partially constrained by the non-availability of publicly-owned land. In response to SCC's public engagement, this technical note reviews the safety of the short length of the scheme where constraints mean that 1.8m width shared use paths are proposed.

The review notes that a considerable proportion of drivers along the A3100 are exceeding the 30mph speed limit and 15% are driving at speeds in excess of 33mph.

While cyclists account for 1% of traffic, they accounted for 30% of casualties between years 2018-2022. Cyclists on the A3100 have historically been disproportionately involved in collisions and vulnerable to sustaining injury, which indicates a need for improvements to the road environment.

The scheme proposes to repurpose the existing highway, to provide safer cyclist facilities and encourage a shift from car dependency to sustainable modes of travel.

The review finds that the principle of shared use paths for stretches of Section 1 is acceptable based on LTN 1/20 criteria. Short sections of the shared use paths, for about

50m each side, would be 1.8m width. Instances when users need pass each other on the narrow paths would be infrequent with up to 147 pedestrians and 28 cyclists an hour.

Passing could be physically accommodated within the available width although it may be briefly inconvenient. The actual risk of collision is improbable, as shown by national statistics.

The paths would be suitable for pedestrians to walk side-by-side and/or pass each other, for a wheelchair user and a pedestrian to pass one another and for a cyclist to pass a pedestrian without stopping.

8

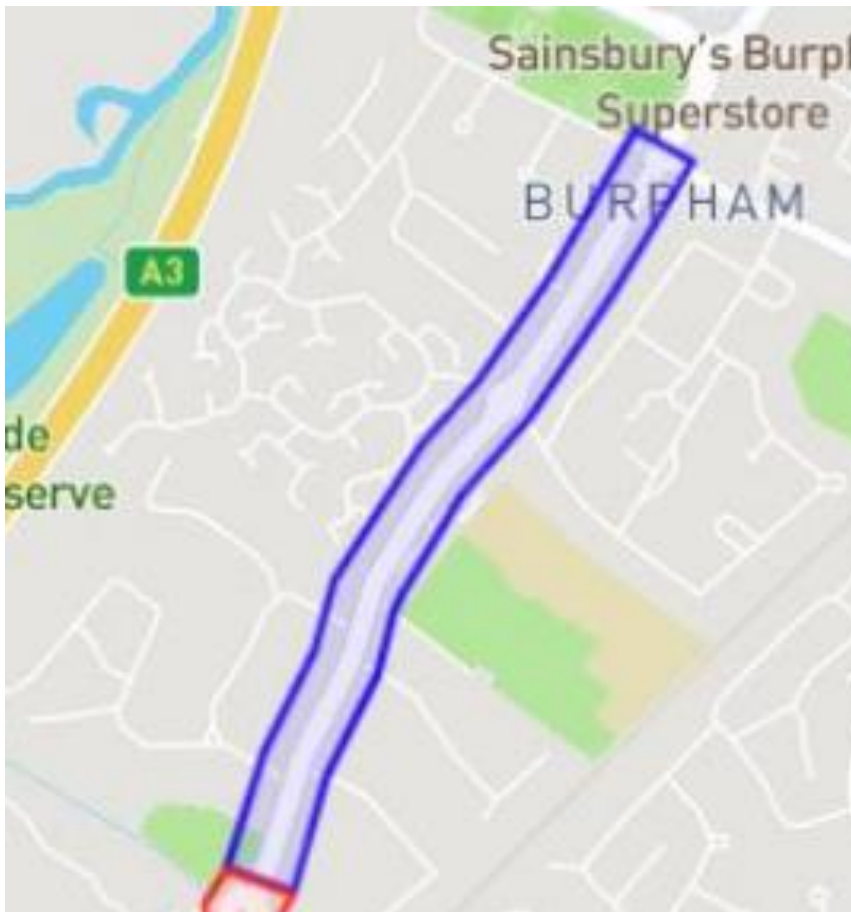
While a wheelchair user and a cyclist could physically pass each other, it may not be comfortable, but this would be a rare occurrence given that there are currently up to three wheelchair users a day on each footway. Similarly, for two cyclists to pass each other, one cyclist would be required to yield to the other, but this would also be infrequent with a current number of up to 30 cyclists an hour.

Assessment of the narrow shared use paths adjacent to the highway finds that the road space would be adequate for HGVs/buses to pass one another. Wing mirrors should not encroach on the shared use paths.

Usage numbers are low but the design of the narrow shared use paths needs to recognise the potential for inconvenience and minimise any perceived conflict as much as possible. Suggested measures subject to SCC's policies and preferences include signs, road markings and contrast pavement.

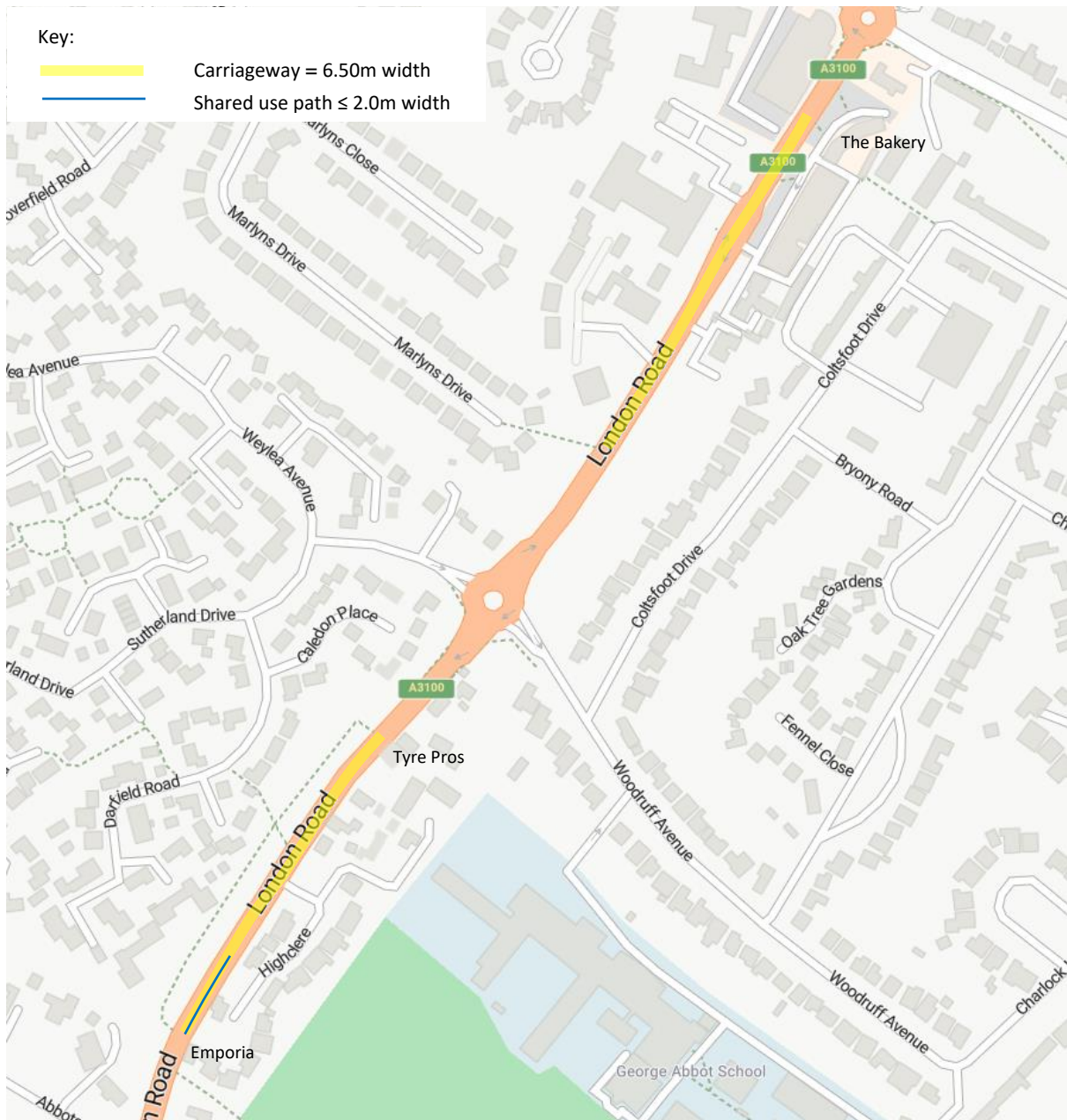
Research indicates that replacing advisory on-carriageway cycle lanes with a kerb-protected off-carriageway facility should reduce odds of injury for cyclists. The review concludes that, even with a short section of narrow shared use paths, the proposed scheme should be safer for cyclists than the existing situation.

Figures



Section 1 (blue zone indicated) starts from the roundabout junction between New Inn Lane and London Road in Burpham, stretching to the Boxgrove roundabout.

Image and description © Engagement Activity Feedback Report  
*Figure 1 Scope of review*



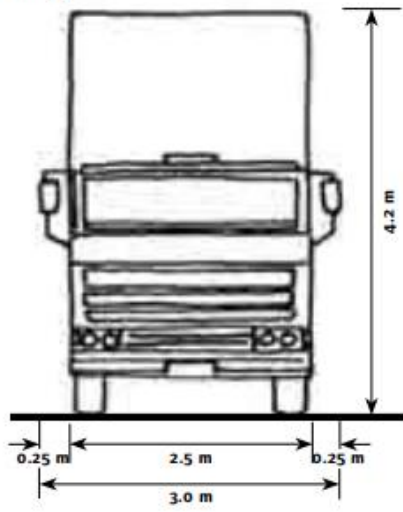
© sketched based on Bing Maps  
 Figure 2 Extent of narrow shared use path



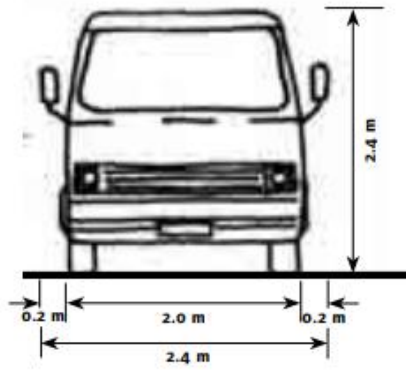
The off-carriageway facilities vary in width but these dimensions are typical for the scheme.

© sketched using Streetmix.net  
 Figure 3 Typical cross-section

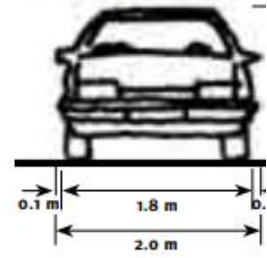
Lorry



Van/mini bus



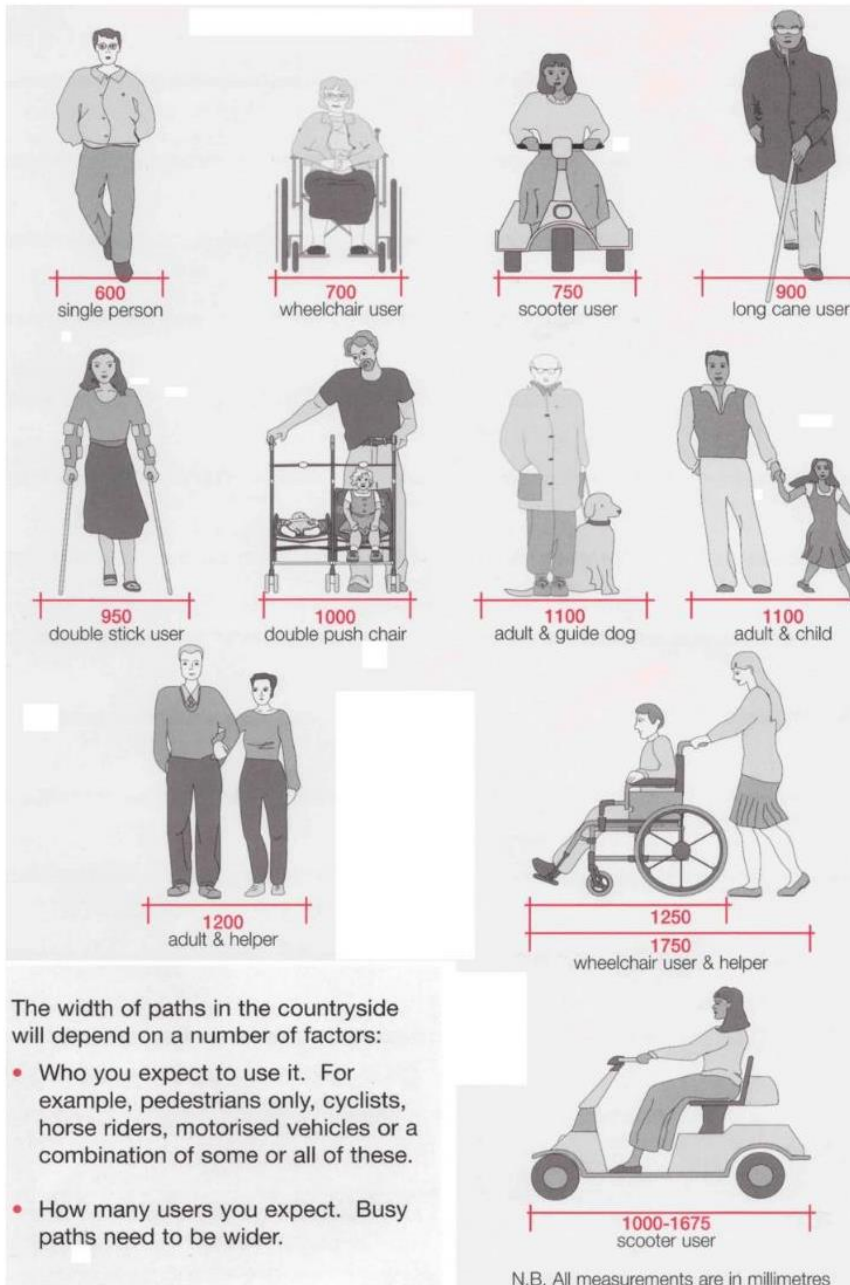
Family saloon



© MfS<sup>xii</sup>

Figure 4 Road users and widths



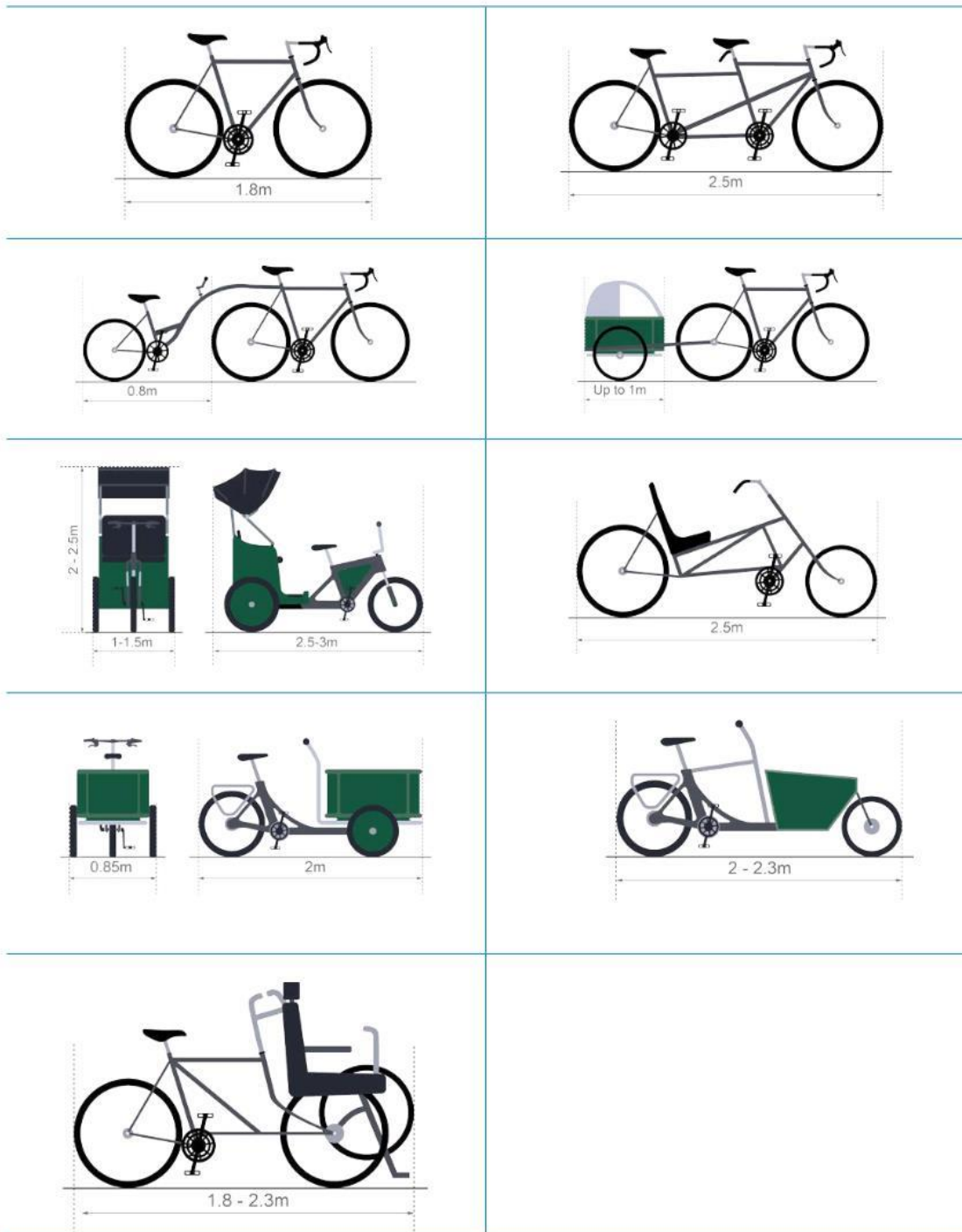


Whilst the Fieldfare Trust guidance is principally concerned with rural paths, this graphic nicely illustrates the widths needed by diverse types of users to comfortably navigate their way.




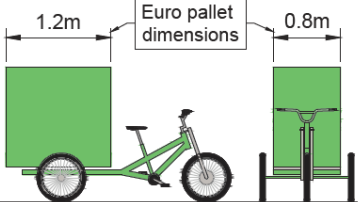
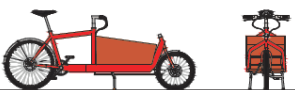

Additional width, i.e. elbow-room, may be necessary if there are high vertical faces alongside a path, such as walls or fences.

© The Fieldfare Trust :Ltd  
Figure 5 Pedestrian users and widths



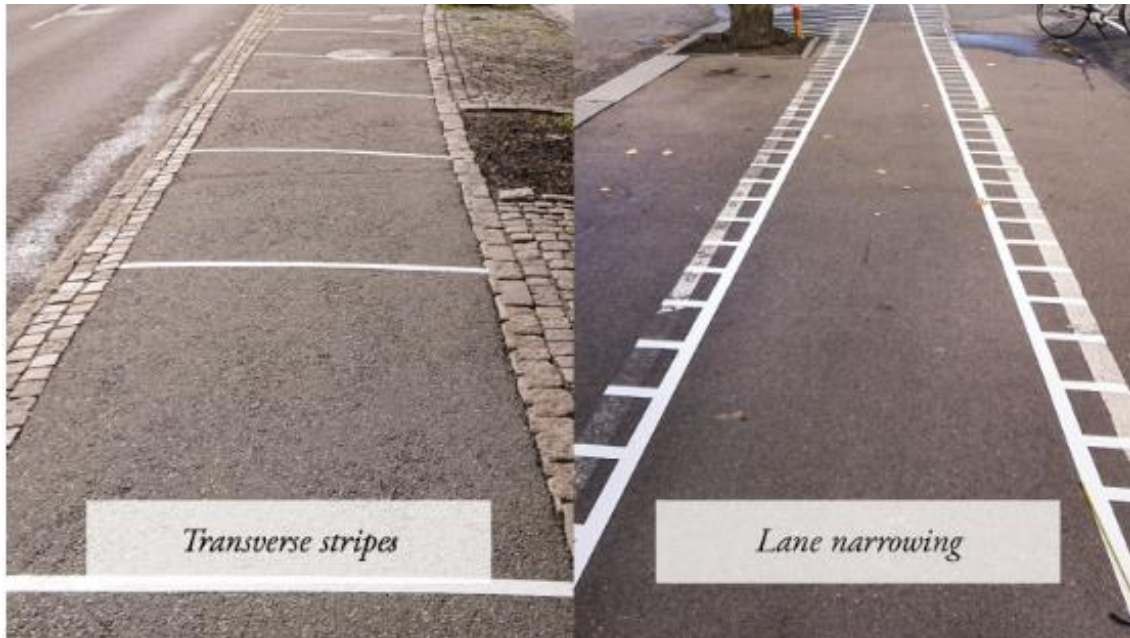


© LTN 1/20, Department for Transport  
 Figure 6 Cycle users and widths

Standard Bicycle	Wheelchair Bicycle	Child Trailer Bicycle
 <ul style="list-style-type: none"> <li>• 1.8m length</li> <li>• 0.65m width</li> <li>• 1.65m turning circle</li> </ul>	 <ul style="list-style-type: none"> <li>• 2.65m length</li> <li>• 0.66m width</li> <li>• Additional turning circle requirements up to 3.2m</li> </ul>	 <ul style="list-style-type: none"> <li>• Additional turning circle requirements up to 3.2m</li> <li>• Trailer attached (up to 1.3m long)</li> </ul>
Cargo Bicycle	Front Loading Cargo Bicycle	Tricycle / Handcycle
 <ul style="list-style-type: none"> <li>• Trailer can be attached (extra 1.6m long)</li> </ul>	 <ul style="list-style-type: none"> <li>• 2.0m - 2.5m</li> <li>• Up to 0.85m wide</li> <li>• Additional turning circle requirements up to 2.65m</li> </ul>	 <ul style="list-style-type: none"> <li>• Additional turning circle requirements up to 2.65m</li> <li>• Lower eye height for visibility</li> <li>• Lower clearance to kerbs and other objects</li> </ul>

© Source: Cycle Design Manual<sup>xiii</sup>

Figure 7 Typical types and dimensions of cycle vehicles



© mebesafe.eu

Figure 8 Visual nudges to slow cycle speeds

Tables

Table 1 Site 1 - Pedestrian Count Summary

Site 1 (Pedestrians)						
	Location 1 (Move 1+2)		Location 2 (Move 3+4)		Location 3 (Move 5+6)	
	Tuesday	Saturday	Tuesday	Saturday	Tuesday	Saturday
12 Hour Total	295	253	280	213	577	323
Busiest Hour	15:00-16:00	09:00-10:00	08:00-09:00	09:00-10:00	15:00-16:00	17:00-18:00
Busiest Hour Total	59	34	50	33	147	51
Busiest 15 min Period	15:00-16:00	09:15-09:30	08:00-08:15	09:30-09:45	15:15-15:30	17:00-17:15 17:45-18:00
Busiest 15 min Period Total	33	15	19	12	110	15

Table 2 Site 1 - Cyclist Count Summary

Site 1 (Cyclists)						
	Location 1 (Move 1+2)		Location 2 (Move 3+4)		Location 3 (Move 5+6)	
	Tuesday	Saturday	Tuesday	Saturday	Tuesday	Saturday
12 Hour Total	53	37	23	45	101	73
Busiest Hour	08:00-09:00	09:00-10:00; 10:00-11:00; 15:00-16:00	16:00-17:00	10:00-11:00	08:00-09:00	10:00-11:00
Busiest Hour Total	15	6	7	9	28	11
Busiest 15 min Period	5:15-15:30	15:45-16:00	16:30-16:45	11:30-11:45	08:15-08:30	10:15-10:30 13:00-13:15
Busiest 15 min Period Total	8	6	3	4	15	5

Table 3 Site 2 - Pedestrian Count Summary

Site 2 (Pedestrians)						
	Location 1 (Move 1+2)		Location 2 (Move 3+4)		Location 3 (Move 5+6)	
	Thursday	Saturday	Thursday	Saturday	Thursday	Saturday
12 Hour Total	330	165	712	336	959	807
Busiest Hour	15:00-16:00	11:00-12:00	15:00-16:00	10:00-11:00	15:00-16:00	10:00-11:00
Busiest Hour Total	71	27	141	52	127	104
Busiest 15 min Period	15:15-15:30	12:15-12:30	15:15-15:30	10:00-10:15	15:30-15:45	11:15-11:30
Busiest 15 min Period Total	34	9	77	18	48	34

Table 4 Site 2 - Cyclist Count Summary

Site 2 (Cyclist)						
	Location 1 (Move 1+2)		Location 2 (Move 3+4)		Location 3 (Move 5+6)	
	Thursday	Saturday	Thursday	Saturday	Thursday	Saturday
12 Hour Total	67	51	35	43	69	75
Busiest Hour	08:00-09:00	10:00-11:00	08:00-09:00	16:00-17:00	08:00-09:00 15:00-16:00 18:00-19:00	16:00-17:00
Busiest Hour Total	17	8	9	10	12	16
Busiest 15 min Period	08:00-09:00	11:15-11:30	08:00-08:15	07:30-07:45 15:00-15:15 16:00-16:15 16:45-17:00 18:15-18:30	18:00-18:15	18:15-18:30
Busiest 15 min Period Total	11	4	5	4	8	6

Table 5 Site 3 - Pedestrian Count Summary

Site 3 (Pedestrian)				
	Location 1 (Move 1+2)		Location 2 (Move 3+4)	
	Thursday	Saturday	Thursday	Saturday
12 Hour Total	361	235	243	138
Busiest Hour	10:00-11:00	11:00-12:00	15:00-16:00	15:00-16:00
Busiest Hour Total	90	27	52	19
Busiest 15 min Period	10:15-10:30	12:00-12:15	15:15-15:30	15:45-16:00
Busiest 15 min Period Total	81	10	31	8

Table 6 Site 3 - Cyclist Count Summary

Site 3 (Cyclist)				
	Location 1 (Move 1+2)		Location 2 (Move 3+4)	
	Thursday	Saturday	Thursday	Saturday
12 Hour Total	60	59	36	24
Busiest Hour	08:00-09:00	18:00-19:00	15:00-16:00; 16:00-17:00	12:00-13:00; 13:00-14:00
Busiest Hour Total	13	10	7	4
Busiest 15 min Period	08:15-08:30	18:00-18:15	18:00-18:15	10:00-10:15 11:15-11:30 13:15-13:30 14:00-14:15 14:30-14:45 17:00-17:15
Busiest 15 min Period Total	8	5	5	2

Table 7 Site 4 - Pedestrian Count Summary

Site 4 (Pedestrians)						
	Location 1 (Move 1+2)		Location 2 (Move 3+4)		Location 3 (Move 5+6)	
	Tuesday	Saturday	Tuesday	Saturday	Tuesday	Saturday
12 Hour Total	144	150	205	151	247	181
Busiest Hour	15:00-16:00	10:00-11:00	08:00-09:00	17:00-18:00	15:00-16:00	17:00-18:00
Busiest Hour Total	27	21	37	21	46	24
Busiest 15 min Period	15:15-15:30	09:30-09:45	08:00-08:15 15:15-15:30	11:00-11:15 13:45-14:00 17:15-17:30	15:15-15:30	11:30-11:45
Busiest 15 min Period Total	16	11	20	9	27	11

Table 8 Site 4 - Cyclist Count Summary

Site 4 (Cyclists)						
	Location 1 (Move 1+2)		Location 2 (Move 3+4)		Location 3 (Move 5+6)	
	Tuesday	Saturday	Tuesday	Saturday	Tuesday	Saturday
12 Hour Total	25	31	12	18	11	16
Busiest Hour	16:00-17:00	09:00-10:00	07:00-07:15	14:00-15:00	07:00-08:00	13:00-14:00
Busiest Hour Total	5	7	4	4	4	4
Busiest 15 min Period	15:15-16:30 17:30-17:45	09:45-10:00	07:00-07:15	13:30-13:45 14:00-14:15	07:00-07:15	13:30-13:45
Busiest 15 min Period Total	3	4	2	2	2	2

Table 9 Pedestrian casualties by vehicle type 2018-2022

Vehicle that hit the pedestrian	Killed		KSI		All casualties	
	Average number per year	%	Average number per year	%	Average number per year	%
Pedal cycles	2	0.6%	142	2.3%	419	2.8%
Motor cycles	11	2.8%	277	4.5%	849	78.9%

Vehicle that hit the pedestrian	Killed		KSI		All casualties	
	Average number per year	%	Average number per year	%	Average number per year	%
Cars	278	68.8%	4,699	77.4%	14,973	3.4%
Buses or coaches	19	4.7%	222	3.7%	643	7.1%
Light goods vehicles	34	8.5%	445	7.3%	1,350	3.0%
Heavy goods vehicles	47	11.6%	145	2.4%	273	1.4%
Other or unknown vehicles	12	3.0%	143	2.4%	478	2.5%
<b>All vehicles</b>	<b>404</b>	<b>100.0 %</b>	<b>6,073</b>	<b>100.0 %</b>	<b>18,987</b>	<b>100.0 %</b>

Source: RAS0601: Reported road casualties by road user type and vehicle involved, Great Britain, Department for Transport



## References

### DOCUMENT CHECKING

	Prepared by	Checked by	Approved by
Name			
Signature			

### References

All guidance, technical standards and legislation referred to in this document are available on line.

- <sup>i</sup> *Guidance on road classification and the primary route network*, Department for Transport, March 2012
- <sup>ii</sup> *Boxgrove Roundabout and A3100 Strategic Modelling Summary Note*, Surrey County Council, April 2023
- <sup>iii</sup> [London Road, Burpham - Active Travel Scheme](#), Surrey County Council, Reviewed: 18 Apr 2024
- <sup>iv</sup> [Custom download for accidents in Surrey](#)
- <sup>v</sup> *Manual for Streets 2*, The Chartered Institution of Highways & Transportation, 2010 (MfS2)
- <sup>vii</sup> *Inclusive Mobility - A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure*, Department for Transport, 2021
- <sup>viii</sup> *Cycling Injury Risk in London: Impacts of Road Characteristics and Infrastructure*, Adams, Thomas and Aldred, Rachel, Transport for London (2020)
- <sup>ix</sup> *Active Travel Act Guidance*, Welsh Government, July 2021
- <sup>x</sup> [Healthy Streets for Surrey](#), Surrey County Council, updated 15 June 2023
- <sup>xi</sup> *Guidance on the Use of Tactile Paving Surfaces*, Department for Transport, December 2021
- <sup>xii</sup> *Manual for Streets*, The Chartered Institution of Highways & Transportation, 2007 (MfS)
- <sup>xiii</sup> *Cycle Design Manual*, National Transport Authority, September 2023

**Stakeholder Group comments**

**County Councillor George Potter**

I wish to place on record my formal support for the latest proposed plans for an active travel scheme along the London Road from New Inn Lane to the Boxgrove roundabout. As the county councillor for two thirds of the route, and as borough councillor for the entire area in question, I have followed the scheme closely and been heavily involved in discussions and engagement throughout, and I am of the firm belief that progressing with the scheme will be of immense benefit to residents, the majority of whom will welcome the scheme.

I will be the first to state that Surrey County Council's initial handling of proposals for the scheme was inadequate, especially the announcement with just six week's notice of a proposed eight month closure of the main road in the area, and the lack of engagement with the local community on the specifics of the proposals.

However, I must also give credit where credit is due, and since the initial public backlash to the proposed road closure I have been very impressed by the concerted effort made by the team to remedy the initial mistakes through robust, detailed and extensive public engagement. All of the areas of genuine concern have been fully explored and addressed over the past 18 months. The prolonged daytime one way closure of London Road has been removed and replaced with a new schedule of works designed to avoid traffic disruption. Safety concerns around floating bus stops and narrow lane widths have been thoroughly, and independently, investigated and addressed. Stakeholders have been consulted and engaged with repeatedly to obtain their views on the scheme. Relevant Department of Transport guidance has been demonstrably followed, and the consultation with residents on the revised scheme was exemplary, including letters written to all residents, multiple public drop-in sessions, detailed designs available for examination, and even including virtual reality models of the scheme to allow people to examine the proposals from a first person perspective. The fruits of this labour have been the results of the consultation which showed that residents in the area are in favour of the scheme by a margin of 5:3, which is something reflected in conversations that I have had with residents myself over the past year.

But it is also worth remembering the reasons why this scheme is needed in the first place. Burpham is very fortunate to have many local amenities within a comfortable walking distance of almost all residents; ranging from supermarkets to independents shops to schools to green spaces to dentists. Unfortunately, however, Burpham is divided into four quarters by the busy traffic on the London Road, Clay Lane and New Inn Lane, and lacks any safe pedestrian routes to connect these four quarters together, meaning that many people feel unsafe to walk or cycle to the amenities that are in very easy distance of my house. Indeed, people have often lamented to me that they do not feel safe sending their children to make the 10 minute walk to their local primary school simply because it is too dangerous for them to cross the busy main roads. But this active travel scheme will fix that by creating widened footpaths along the London Road and introducing new controlled crossing points along the London Road and at all directions at the key roundabouts which currently split apart the local area.

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Additionally, the scheme will bring major improvements to cyclist safety along a route which is officially a key cycle route (as well as a key transport corridor in the Local Plan) but which has been repeatedly identified as being dangerous and inadequate for cyclists in official reports such as the 2019 Guildford Cycle Routes Assessment. It has been well established, for years at this point, that the London Road is inadequate for cyclists, and this has been reinforced by high accident rates for cyclists on the road. Additionally, the Local Plan contains a site allocation for 1,800 new homes at the end of London Road, a planning application for which is expected in January, and it has long been clear in transport plans that the only way these houses can be accommodated is through increased active travel along the London Road. This proposed active travel scheme is therefore essential both for the safety of existing residents and for enabling the delivery of much needed housing.

No scheme will ever be perfect, and every scheme will always have its detractors. However, I have seen firsthand how the county council has bent over backwards to seriously consider, address and resolve every single legitimate concern that has been raised. From floating bus stops to travel times to lane widths to footpath widths, there has not been a single concern or objection raised which has not been carefully addressed. While a minority remain opposed to the scheme, the majority of residents are happy that the main initial cause of concern (the roadworks) have been fully addressed, and the only concerns still being raised by opponents of the scheme are either simply a belief that money shouldn't be spent on cyclists (which would mean a complete waste of the funding already secured and the money already invested in the scheme) or a refusal to believe that the multiple engineers and independent safety assessors involved have done their jobs properly.

By contrast, the scheme has the active support of myself as the main divisional member, the support of both borough ward councillors, the support of the local secondary school (where a student survey found that hundreds of pupils would want to cycle to school if the scheme went ahead), of the bus companies, of the emergency services, of parents and of cyclists, as well as the official support of the transport and planning policy team at Guildford Borough Council. Other groups that were originally opposed to the original proposals for the scheme, such as the Burpham Community Association and local business owners, are now neutral as a result of their concerns having been addressed.

The journey of this scheme has been far from easy, and there are undoubtedly lessons that can be learned from the uproar and public backlash the scheme drew at the beginning. But I can now safely say that the majority of residents in my community want the scheme, and that the scheme will be a major improvement to the safety of my community. From the parents who will now be able to walk their children to school and the park, to the cyclists who will no longer have to squeeze into narrow painted lanes next to lorries, to residents in the retirement flats who will now be able to safely cross the road to the local shops, this scheme will benefit the entire community. By contrast there is no longer anyone who will be inconvenienced by the scheme. The lanes are wide enough for motor vehicles, the pavements are wider for pedestrians and businesses will no longer face the loss of trade due to road closures during construction.

This scheme will also fit incredibly well with other work recently carried out by the county council, such as the Local Cycling and Walking Infrastructure Plan (LCWIP) and the launch of the Guildford ebike hire scheme, which will see docking bays located along the London Road.

To have come so far and to have done so much work would make it a tragedy were Surrey County Council to decide to now abandon the scheme, and to do so would also undermine

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other key pieces of work which are all predicated on cycling and walking improvements taking place along the London Road.

No scheme will ever be perfect or without any detractors, but this is a good, carefully thought out, carefully considered scheme, which the majority of local people can either actively support or at least have no active objection to. Please make all the effort and engagement, by so many, worthwhile by going ahead with this scheme and improving the lives of people across the area which I am so privileged to represent.

### **George Abbot School**

Tim Oliver OBE  
Leader of Surrey County Council  
Woodhatch Place  
11  
Cockshot  
Hill  
Reigate,  
Surrey  
RH2 8EF

5 September 2024

Dear Mr Oliver,

Thank you for the invitation to the London Road Active Travel Stakeholder Group meeting next week. I shall be in attendance. Ahead of that, I wanted to write to reiterate the full support of George Abbot School for the full implementation of the A3100 active travel scheme from New Inn Lane to York Road, along London Road. I have read the full Arup technical review and note that this section is a vital distributor road between the A3 and all regions of our town. As such, it is vital to safeguard safe travel for all our users.

As you will recall from my previous letter of 5 December 2023, we have 2000 students and 205 staff; for this large community it is currently dangerous to cycle to George Abbot School utilising this stretch of the London Road. Indeed, I note that Arup confirm that cyclists currently using the A3100 carriageway have historically been disproportionately involved in collisions and are vulnerable to sustaining injury. This stretch of road serves one of the biggest schools in the country – we are in the top 10% of school sizes. It must be a priority to facilitate safe cycle ways for 2000 children in this area of our town. It is also a priority to facilitate greener travel approaches for a generation who are poised to make the seismic change necessary, to begin to reverse the environmental damage that we currently witness, worldwide.

I hope that Surrey will press ahead in pursuit of this project. Arup clearly states that two HGVs can pass each other safely without any impact on the small sections of shared use path. A number of pedestrians on this section of the road are students at our school and we will work with them to understand the principles of shared use, giving way and navigating the different way of using the public space. Young people are highly adaptable and more than capable of utilising the pathways safely. They will be supported in this, through the page of suggested measures offered by Arup (page 8 of the report), all of which we would fully support.

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The findings of the Arup report are clear. Provision of the active travel scheme in this section of the London Road would result in a road that is safer and more accessible for children, pedestrians and cyclists travelling around Guildford, for now and in the future. As such, George Abbot restates our continued support for the project and our continued call for brave leadership from the council in this matter.

Kind regards,



Kate Carriett  
Headteacher

---

Tim Oliver OBE  
Leader of Surrey County Council  
Woodhatch Place  
11 Cockshot Hill  
Reigate, Surrey  
RH2 8EF

7 October 2024

Dear Mr Oliver,

Thank you for inviting a submission from George Abbot School to be considered at Cabinet on 29 October 2024.

George Abbot School's Sustainability Policy recognises that climate change is fundamentally the largest, and most complicated socio-economic and environmental issue that humans have yet faced; this issue is going to need investment, ambition and change on an unprecedented scale. We note that Surrey's Climate Change Strategy sets a target for Surrey to become net-zero carbon by 2050.

George Abbot champions sustainable principles for students and recognises our role as vital educators in changing attitudes and raising ambition. George Abbot envisions a sustainable school community with climate justice and the protection of nature at its core. We want to minimise our impact on our local community and to coexist peacefully with our neighbours.

It is with this in mind that we have been part of the stakeholder engagement group for the London Road Active Travel Scheme which would run from New Inn Lane to Boxgrove roundabout on the A3100. We understand that any large infrastructure project inevitably creates some disruption during its construction phase and appreciate that this remains a concern for members of our local and school community. In this regard, we have also noted and appreciate SCC's plans to minimise this disruption.

The safety of our school and local community is a priority. We have therefore followed with close attention the concerns that have been raised regarding the width of the carriageway lanes and the safety of the short length of the scheme where 1.8 m widths are shared use paths. We have read the ARUP report of June 2024 which states that SCC's revised plan overcomes the former concern. The ARUP report also clearly states that provision of an active travel scheme in this section of the London Road would result in a road that is safer and more accessible for children, pedestrians and cyclists travelling around Guildford for now and the future.

It is without doubt that the provision of safer local infrastructure in support of sustainable travel in our community is fully in line with the school's work on sustainability and our recognition of the Climate Emergency. In fact, we recognise the potential impact that our 2000 strong student body alongside 215 members of staff transiting to and from school daily has in terms of contributing locally to congestion and air pollution as well as globally to climate change. It is therefore a moral imperative for us to support any project, deemed safe and effective, which works to guide our community on a more sustainable pathway.

As we see it, the potential benefits for our school and local community from this project are great. In addition to a reduction in cyclist vulnerability along the London Road, a modal shift, however small, will have positive impacts on air pollution and congestion - with associated benefits for the local economy. Students, staff and others who cycle will experience the physical and mental health

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## **Guildford Borough Council**

Ahead of the Cabinet Member decision on whether to proceed with the New Inn Lane to Boxgrove Roundabout section of the London Road, Burpham - Active Travel Scheme, Guildford Borough Council (GBC) would like to reiterate our stance on the scheme.

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The proposals for the scheme align well with both national and local priorities. Nationally, the proposals align with the Department for Transport's 'Gear Change – A bold vision for walking and cycling' and 'Decarbonising Transport – A Better, Greener Britain'. Likewise, the proposals align with SCC's Local Transport Plan 4 (LTP4) which sets out a clear sustainable travel hierarchy, giving priority to the least polluting modes of transport. In relation to the 'active travel and personal mobility' policy area, the policy statement advocates for:

“The prioritisation of walking and cycling over less sustainable modes, as in the sustainable travel hierarchy through the delivery of facilities which make active travel (for example on foot, by bicycle, scootering) more convenient, pleasant, and safe. This will enable more active journeys, bringing many transport, health and environmental benefits. Such facilities include an integrated and high-quality network of cycle routes and footpaths across the county, segregated from general traffic wherever possible. Elsewhere roads can be made more people-friendly through better design, giving more space to active travel modes, and lowering speed limits where appropriate.”

In terms of alignment with GBC policy, within our new Corporate Plan 2024-34, Priority 1 states our ambition to become '[a] more sustainable borough', with the following outcomes:

- We are a carbon neutral council by 2030 and the wider borough is net zero by 2050
- Cleaner air that supports the health and wellbeing of residents and visitors

One of the ways we will achieve this outcome is by “[s]upport[ing] the delivery of the routes and infrastructure which make up the Local Cycling and Walking Infrastructure Plan, in order to increase and improve opportunities for sustainable transport.”

Likewise, we have an adopted Climate Change Action Plan with an action to “[s]upport SCC to develop and implement a Guildford Local Cycling and Walking Infrastructure Plan for a network of walking and cycling routes across Guildford Borough, ensuring a high-quality network of routes which accommodate a variety of users.” The relationship between the scheme and the Local Cycling and Walking Infrastructure Plan is detailed further below.



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There is established scheme precedent, with a proposal for pedestrian and cycle improvements along the section of A3100 London Road between the Boxgrove Roundabout and York Road junction included in SCC's Town Centre Transport Package (TCTP), which went through consultation in 2015. GBC have supported this objective through support of the TCTP.

The scheme would partially realise the walking and cycling elements of 'Scheme SMC6' in the Infrastructure Schedule of the Local Plan: Strategy and Sites (2015-2034) (LPSS). The Sustainable Movement Corridor is intended to provide a priority pathway through the urban area of Guildford for buses, pedestrians and cyclists, serving existing and new communities. The proposals are adjacent to Gosden Hill Farm, allocated as a strategic site in the LPSS.

The GBC Strategic Development Framework Supplementary Planning Document highlights the key active travel connections between Gosden Hill Farm and the communities of Burpham and Merrow, including along the A3100 London Road.

The proposed connections are included in the mapped network for 'Policy ID10: Delivering a Comprehensive Guildford Borough Cycle Network' as part of GBC's Local Plan: Development Management Policies. The mapped network, now adopted into the Policies Map, shows London Road as a primary route.

The recently endorsed Guildford Borough Local Cycling and Walking Infrastructure Plan, a partnership piece of work, has utilised this foundation and includes the A3100 London Road in the network plan. The section of London Road between the Upper High Street and York Road is a Phase 1 scheme which is intended to link into the wider A3100 London Road scheme. At the time of LCWIP development this was proceeding.

As such, whilst the County Council appears to have declined to proceed with other funded sections of the London Road scheme, discussions will necessarily continue between GBC, SCC and the developer of the Gosden Hill Farm site to ensure the appropriate mitigation is provided to make the forthcoming proposals acceptable in planning terms. Policy ID9 and the LCWIP will be used to guide these discussions. Therefore, enhancements to walking and cycling infrastructure may still need to come forward, as part of this development proposal.

To conclude, the notion of pedestrian and cycle improvements to the London Road corridor is one that has been subject to consultation, debated, and adopted into policy. There now appears to be technical evidence to its suitability and it is hoped that the Highway Authority will now agree to proceed with the New Inn Lane to Boxgrove Roundabout proposals.

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## London Road Action Group

### Introduction/Executive Summary

This paper has been compiled in response to a Technical Paper by Arup Professional Services commissioned by Surrey County Council to look at safety issues in Section 1 of the Active Travel Scheme for London Road in Guildford specifically related the adequacy of carriageway widths (given the existing volumes of traffic), and to shared use paths being restricted in width through limitations imposed by the availability of land within the highway boundary.

It is disappointing that SCC thought it adequate to address serious safety concerns by seeking a desktop exercise only, given that the reasons for the review were due to expressions of public concern, in the interpretations of the design guidance. It is equally disappointing that the exercise conducted by Arup considered only the data provided by SCC Highways and accepted that without question.

It is not surprising, therefore, that – given the same incomplete information was assessed - similar conclusions were reached. The real world is very different from the theoretic world assessed in the Arup Report – and real world conditions outweigh any argument that the active travel scheme will improve the safety of *any* users of London Road.

Even in the theoretic world the Arup Report has many inadequacies, in that it has not researched current guidance at the time of publication; it fails to address the most up to date advice from Active Travel England; it omits consideration of their policies, their desire for achieving best practice and their commitment to work with local authorities which we note has not been reciprocated by SCC.

### The Tasking of Arup by SCC

Without access to the actual terms of the task set by SCC for Arup, it is only possible to comment on what Arup achieved. However, in noting the text of the Leader's Decision, it seems that the review was narrower than it ought to have been. It says:

“... subject to further design review informed by comments received through the engagement to ensure that the scheme considers the needs of **all** road users...”

There is nothing of significance in Arup's report that properly investigates the effects on traffic flow, balked by in-carriageway bus stops, leading to potentially increased congestion, associated pollution, and the creation of rat-running through side streets.

**The effect on those users of London Road, who would not have an option of active travel, has been overlooked.**

### Accuracy and Adequacy of Research

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The following sections, because of the limitations of the task set, concentrates on what Arup achieved.

### Data Used

- Arup quotes accident statistics that use data including Boxgrove and New Inn Lane roundabouts. The inclusion of the roundabouts was not relevant to this review of Section 1, and data was readily available that referred only to the safety of London Road itself, as is the subject of the report. <sup>1</sup>
  - **This showed either a lack of awareness on the part of the reviewer, or that he/she had been misled.**
2. Arup states: “SCC advises that the scheme relies on the availability of land within the highway boundary.” “However, SCC has reviewed the scheme and is now of the view that it will be feasible to maintain the carriageway width at 6.5m, thus overcoming this concern.”

There are several places along the route of Section 1, where drawings made available during public review indicate that carriageway widths were less than 6.5m. The assertion from SCC that this has been addressed has gone unremarked by Arup, but no evidence has been reported of a review of the effects of such amendments compared to previously publicly presented drawings.

- **Unless there have been purchases of land bordering the highway in these locations, this can only further exacerbate the narrowness of any adjacent shared path<sup>2</sup>.**

### Available Current Guidance

There is concern that the current proposals have not been reassessed using the Active Travel England Route Check User Manual, published in February 2024, prior to the setting of the Arup tasking. Given the text contained therein, and concerns expressed by a Commons Select Committee, it is interpreted that this publication is to ensure that all future schemes are compliant with the objectives set for Active Travel England, as agents of the Department for Transport. The expression of concern by the CSC appears to have emanated from the many schemes throughout the country that have been ridiculed and forced to be amended or withdrawn. The expenditure of £2.3 billion has not been properly accounted for, because of inadequate oversight.<sup>3</sup>

In spite of the publication of this latest guidance, seemingly based on learned experience of the inadequacies of the implementation of several cycling facilities in other parts of the country, SCC have gone so far as to dismiss reference to this latest document and to deny its relevance.<sup>4</sup>

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## Why is the Active Travel England Route Check User Manual Relevant?

According to its introduction, the Active Travel England Route Check User Manual is intended for use throughout the scheme design process in order to identify critical issues and other problems at the feasibility stage and design them out in later stages before construction.<sup>5</sup> It states:

“A key design principle listed on page 21 of Gear Change is that “cyclists must be separated from pedestrians”. LTN 1/20 builds on this on pages 9 and 67 and states that “in general, shared use facilities in streets with high pedestrian or cyclist flows should not be used and, in urban areas, the conversion of a footway to shared use should be regarded as a last resort”.

The Manual also clearly makes the point that it is not intended as a theoretical approach to fitting facilities into limited available space:

“... it also accounts for the **user experience** of people walking and wheeling, including people with disabilities.”

### **Effect of Arup’s Failure to Assess Against Route Check Manual Guidance**

By failing to assess SCC’s scheme against the latest guidance material, Arup have overlooked some fundamental tenets of ATE’s Policies and Best Practice.

#### ATE Policies

**PO01. Are cyclists separated from pedestrians?**

**PO03. Does the route feel direct, logical and intuitive to understand for all road users?**

**PO06. Does the route join together, or join other facilities together, as part of a holistic, connected network?**

**PO01. Are cyclists separated from pedestrians?**

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According to Surrey County Council 45% of the cycle route in Section 1 is shared with pedestrians.<sup>6</sup> The reason for ATE placing this policy as their No 1 issue is, as they state:

“Shared-use provision affects the attractiveness and desirability of the route, particularly for pedestrians and people with disabilities.”

This is a strong opinion, factually-based on research carried out by ATE’s Director of Inspection, when reviewing the effectiveness of the London Cycle Network.<sup>7</sup> He concludes:

- *“a local authority focus on mixing cyclists with pedestrians on footways serves to reduce the propensity to cycle”*
- *“... doing something that is well meaning but misguided for cycling seems to reduce the propensity to cycle beyond the ‘do nothing’ scenario”*

Notwithstanding any debate about the scale of usage by pedestrians and cyclists, this guidance is powerful, from both the safety and economic standpoints. It was a crux matter highlighted by the “user experience” of the local population, particularly with the increasing use of e-bikes, electric scooters and cargo bikes.

**The extensive use of shared paths has been inadequately addressed in Arup’s report, in failing to understand their effects do not increase the propensity for cycling.**

## **2. PO03. Does the route feel direct, logical and intuitive to understand for ALL road users?**

### The Cyclist Perspective

The aim of the introduction of enhanced cycling facilities is to treat cyclists as vehicles. On all occasions, where they are forced to share paths with pedestrians, they are not being treated as such, because they have to follow the pedestrian route. Interruptions to smooth flow at uncontrolled junctions occur because the shared path does not follow the direct course of vehicular traffic.

This interruption to directness also happens at all bus stops, whether they are called floating bus stops, bus stop bypasses or merely a transition from a dedicated, segregated track to a

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shared one. Pedestrians waiting, alighting or disembarking create a hazard to a direct route and interfere with progress.

### The Pedestrian Perspective

Apart from the above-mentioned issue at bus stops, there are many videos online which demonstrate the hazards experienced by pedestrians, both able-bodied and with disabilities, of fast travelling cyclists badly negotiating mixed user scenarios. Learned experience over many years has created an intuitive expectation for public transport

users that crossing to and from a footway only requires awareness of other pedestrians, and a lack of expectation of cyclists on what was, hitherto, a footway.

Collisions may result, which, though not necessarily causing serious injury or death, can be extremely debilitating. Unlike all collisions involving vehicles, there is no legal requirement to report cycling incidents, and statistics about pedestrian/cyclist collision rates are potentially unreliable as a result.

Recent observations in the City of York (reinforcing user experience alongside Stoke Park) have demonstrated that whereas there is an intuitive understanding by pedestrians of the boundaries between vehicular traffic and footways, the definition of separation between cyclists and pedestrians is so weak that meandering is prevalent. Numerous occasions were observed, even on supposedly segregated tracks, when passing cyclists caused startle, because pedestrians were in the incorrect lane. Clearly this effect would be greater when shared paths were present.

### The Motorist Perspective

A belief exists that once a dedicated, kerbed cycle track exists outside the carriageway boundary then the required Highway Code separation of 1.5 metres for a motorist to pass a cyclist is no longer applicable. Despite repeated attempts to obtain clarification on the interpretation of the Highway Code, the matter has been steadfastly ignored by DfT. RoSPA suggested that for the comfort of cyclists the required 1.5 metres should continue to be observed. This logic of continuing to achieve the required space is unlikely to be inferred by motorists, since the cyclist does not share the same carriageway space, and the hazard to cyclists from vehicles in close proximity on 3.25 metre carriageways beside cycle tracks with no buffer zone, will continue.

The 6.5 metre road width for private vehicles may be adequate, but for HGVs and coaches a narrow gap between mirrors (assessed by Arup as 170mm), at permitted closing speeds up to 60mph, has the potential for “kerb-hugging”, further discomfoting pedestrians and

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cyclists. According to the Chartered Institution of Highways & Transportation (CIHT) the separation for all passing vehicles should be 0.75 – 1.0 metres.<sup>8</sup>

**The route does not feel direct, logical and intuitive to understand for ANY road user.**

**3. PO06. Does the route join together, or join other facilities together, as part of a holistic, connected network?**

With the cancellation of Section 3, the isolated Section 1 does not directly join with any other network, and so fails the test of being: “a key part of rolling out high-quality walking, wheeling and cycling infrastructure in line with local LCWIPs and national ambitions. New infrastructure that connects to existing routes and desirable destinations is more likely to be used and will return more benefits on investment.”

**It will not return a benefit on investment.**

Interpretation and Implementation of Best Practice

Much of the content of Arup’s report reads as a review of the development of the standards published in LTN 1/20. It attempts to justify SCC’s design by indicating that where possible it meets Absolute Minimum Standards, and where it doesn’t there may be leniency. This kind of approach invokes an expectation of near-perfect human performance, and makes no allowance for human error.

Anyone with experience of working in environments that demand assessments of safety risks, will recognise that it is essential that margins are incorporated to make allowance for human behaviour and ability. Allowances have to be built in to allow for human error, whether inadvertent or deliberate. The extent of these margins depends on the outcome of any hazard.

*1. Road Widths*

Arup reports: “The scheme runs along an A-road and the Department for Transport refers to A-roads as major roads intended to provide large-scale transport links within or between areas. In practice, the A3100 functions as a distributor road between the A3, suburban areas and Guildford town centre.” “UK practice has generally adopted a standard lane width of 3.65m ...” but SCC have declared that, despite the purpose of the A3100 as an arterial route to and from the A3, and notwithstanding the volume of traffic it supports, it may be declared as a “**Type 1(b) – Avenue**”<sup>9</sup>, justifying its standard lane width to be reduced to 3.25 metres.



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Even in its existing state the A3100 from New Inn Lane to Boxgrove is compromised by highway width constraints, and does not fully meet either the standard (best practice) 3.65 metres in places, or even 3.25 metres in some places. If a consistent carriageway width of 6.5 metres is to be imposed, then the design of specific cycle tracks alongside need to compensate by offering widths that employ best practice. It may be noted that in the more appropriate accident statistics for the scope of the report, the current cycle lane design has resulted in only 1 serious injury to a cyclist in 10 years.

## *2. Cycling and Walking Facilities incorporating Best Practice*

LTN 1/20 declares 2 levels of standard for widths for the design of cycle tracks and footways – a Desirable or Recommended Minimum and an Absolute Minimum. It has to be inferred that the former standard defines best practice, and that only where this is not achievable should designs resort to an Absolute Minimum (i.e. “absolute” should mean no further reduction in standard.)

As previously highlighted, when assessing risk, the use of Absolute Minimum standards should only be contemplated where other protective margins exist, and a series of combinations of Absolute Minimum standards make no allowance for sub-optimal human performance.

### Examples where Lack of Best Practice has not been fully Justified by Arup 3.

#### *Buffer Zones*

Best practice suggests a separation of 0.5 metres between carriageway and cycle track. SCC has not incorporated a buffer zone anywhere on the route. **Arup makes no mention.**

#### *4. Segregated Cycle Track*

Best practice suggests a width of 2.0 metres, but even in the 55% of the route that is not shared, the design by SCC fails to achieve this figure in numerous areas. Where this shortcoming exists, as mentioned above, there is no compensating buffer. **Arup makes no mention.**

#### *5. Shared Pedestrian and Cycle Tracks*

All relevant guidance documents acknowledge that facilities that require pedestrians and cyclists to share the same space “must/should” (the term used depends on the source quoted) only be created as a last resort. This statement clearly exemplifies shared usage

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is a shortfall from best practice. There is no compensating buffer on any shared use track, **again not mentioned by Arup.**

If, in order to provide route continuity, the “last resort” of shared space becomes necessary, then best practice recommends 3.0 metres width, for up to 300 cyclists per hour. [Note that this does not say “at least 300 cyclists per hour”, so it covers from 1 to 300.]

Shared space allows for bi-directional movement of pedestrians, even if cycling is deemed uni-directional. [However, many local users observe frequent, illegal cycling on pavements along the route on sides opposite to normal traffic flow].

Further reduction of recommended width for shared use tracks is deemed acceptable by Arup, based on low pedestrian and cyclist usage. This logic runs counter to the guidance from ATE that: “Shared-use provision affects the attractiveness and desirability of the route, particularly for pedestrians and people with disabilities.” **The**

**Arup conclusion seems to refute the entire purpose of encouraging greater active travel.**

#### *6. The Highway Code Conundrum*

Despite several enquiries to many different addresses, no answer could be obtained about the policy, rationale or reason for the Highway Code to declare:

Rule 64: You **MUST NOT** cycle on a pavement.

It can only be inferred that this recognises there is a risk to pedestrians from cyclists. Yet when shared tracks exist, without any demarcation between users, it remains defined as a cycle track and cyclists have the right to cycle amongst pedestrians – Rule 62.

Recent legal cases involving collisions between cyclists and pedestrians have highlighted that there is a lack of law to cover a cyclist’s duty of care. A local authority, being made aware of the highlighted risks to pedestrians, needs to proceed with caution when transferring a perceived risk to cyclists in carriageways, to a risk to pedestrians in shared tracks.

#### **Conclusion**

As highlighted in the foregoing, the apparent mindset of the Arup report author reflects that of the SCC designers, and the report reads more as a theoretical justification of the project, rather than a critical analysis, involving local, real-world experience.

Furthermore, it relies heavily on earlier guidance (LTN 1/20) that has led to strong criticism in government about its effectiveness of increasing active travel. It has not taken into account the need for considering the latest publication with amplified policies and applying best practice.

The A3100 London Road between New Inn Lane and Boxgrove is too limited in highway space (in places) to permit the incorporation of best practice designs of cycling facilities, without severely compromising user safety below current standards. Also, the need to make use of such extensive sections of shared paths does not increase the propensity for increasing cycling.

Arup has exhibited a lack of acknowledgment of the latest published guidance, or the need for adherence to it. The ATE Route Manual has all the hallmarks of having been based on experience of failed or compromised cycling schemes in other parts of the country.

An abandonment or comprehensive rethink is required.

#### Embedded Details

1 Table to show accidents and casualties on A3100 London Road, Burpham, excluding the Boxgrove Roundabout and the New Inn Roundabout, from 2012 to 2022 inclusive. (Taken from London Road, Burpham - Active Travel Scheme - Surrey County Council ([surreycc.gov.uk](http://surreycc.gov.uk)))

Year	Total accidents	Serious accidents	Total casualties	Serious casualties	Total cyclist accidents	Total cyclist casualties	Total serious cyclist accidents
2012	3	0	4	0	1	1	0
2013	5	0	8	0	2	2	0
2014	7	2	14	2	1	1	0
2015	3	1	4	1	0	0	0
2016	2	1	4	1	1	1	1
2017	8	2	8	2	3	3	0
2018	4	1	7	1	1	1	0
2019	2	0	2	0	1	2	0

2020	0	0	0	0	0	0	0
2021	3	0	3	0	1	1	0
2022	4	0	5	0	2	2	0
<b>Totals</b>	<b>41</b>	<b>7</b>	<b>59</b>	<b>7</b>	<b>13</b>	<b>14</b>	<b>1</b>

## 2 Examples of Pinch-points

### Example 1

One of the main areas of concern, as clearly stated at several is the narrow part of the road (adjacent to Windy Cottage). Highway space is actually less opposite The Emporia.

It also includes a bend with sufficient curvature to increase the swept path of all vehicles considerably.

Any conclusion which ignores this is missing the point.

The information in Table 1 below which was collected in 2022. It is still current and easily verifiable.

Table 1: Dimensions of London Road adjacent to Windy Cottage looking 'southbound' i.e., towards Guildford

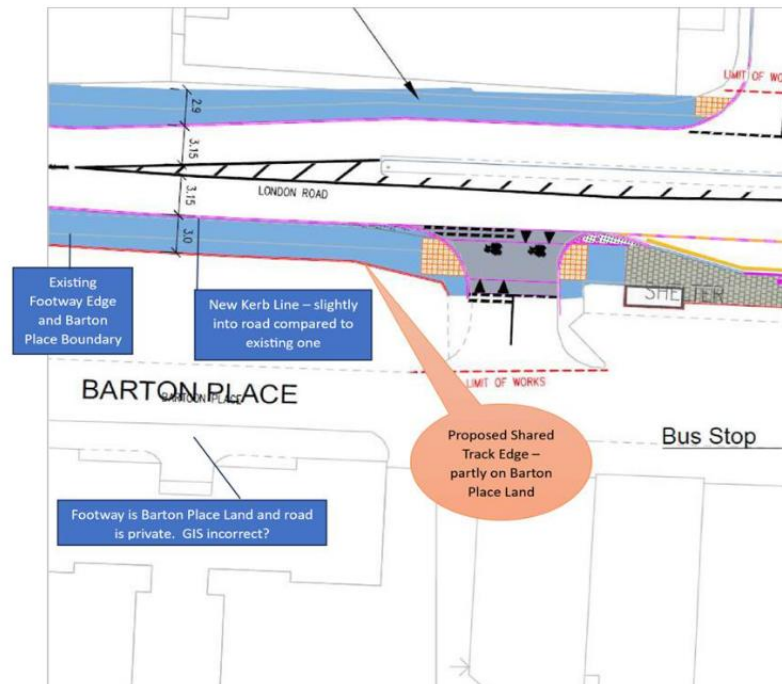
Publicly accessible land with foot/cycle path	Wall	Foot path	Cycle lane	'Northbound' Carriageway	White 'Centre' Line	'Southbound' Carriageway towards Guildford	Cycle Lane	Foot path	Windy Cottage
		1.54m	1.0m	3.3m	0.1m	2.9m	0.73m	1.5m	

Watching bus and lorry traffic it is clear that with the current road width, particularly southbound, maintaining a course such that the wing mirrors between the cycle lane and the 'centre' line leaves minimal clearance on the straight parts of the road and is physically impossible on bends. Most vehicles cross both lines when negotiating the bend approaching the first Abbotswood junction. Even northbound there is very little clearance.

## Example 2

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Barton Place (part of Land Registry title SY 173174) appears already to have been subsumed to create a shared path, though latest check of Land Registry shows no transfer of title, or part thereof.



3 Recommendations of the Commons Select Committee report of November 2023, which states:

Despite spending over £2.3 billion on active travel infrastructure between 2016 and 2021, DfT knows far too little about what this spending has achieved. To properly protect taxpayers' money, and make sure future spending decisions are fully informed, DfT needs

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to do much more work to improve the evaluation of active travel schemes and how the delivery of cross-government benefits from active travel, including health benefits, are identified, tracked and communicated. Public concerns around safety remain a barrier to more people taking up active travel.

4 SCC stated in an email on 15 April 2024, when asked about working with ATE and its current guidance:

- Active Travel England Route Check User Manual – This tool was recently published and is for used (sic) to evaluate new schemes as part of the bidding process to ATE. We undertook an (sic) route check audit at the time of the bid using a predecessor to the route check tool provided by ATE as part of the bid.

5 1.2 The Route Check is used by ATE for assessing the design quality of linear schemes. However, it may also be used by local authorities and others wishing to assess the design quality of schemes against ATE's quality criteria.

1.3 When ATE uses the Route Check to assess the design quality of active travel infrastructure, the main goal is not to pass or fail schemes. Rather, its primary purpose is to remind designers of key active travel policies, promote best practice and prompt discussions about design solutions.

1.4 The Route Check is also intended for use throughout the scheme design process, meaning that you can identify critical issues and other problems at the feasibility stage and design them out in later stages before construction.

6 London Road, Burpham - Active Travel Scheme - Surrey County Council  
([surreycc.gov.uk](http://surreycc.gov.uk))

7 Cycling infrastructure in London ([cycling-embassy.org.uk](http://cycling-embassy.org.uk))

8 Section Three.pdf ([ciht.org.uk](http://ciht.org.uk))

### **Guildford Bike User Group**

G-Bug's final comments on the London Road Active Travel Scheme are as below :

- Guildford current and future cyclists want this scheme to go ahead so that cycling along London Road is safer please
- The Arup Report concludes that the road width of 6.5m is not a concern for HGVs to pass each other. There will also be no more conflict between vehicles and bikes on the carriageway, a bonus for local drivers.
- The Arup report states that shared use paths for stretches are acceptable, which GBug fully supports and we recommend some 'Share with Care' signage and road markings along the shared sections.
- Surrey Police had no records of any injuries from the shared use paths on London Road for the last 5 years. In the whole of Surrey, there were only 3 pedestrians injured by a bicycle in 2022 [ Source Fol request to Surrey Police ]. The dangers are not from bicycles, The danger to pedestrians is from cars, 3,600 pedestrians in Surrey were killed or seriously injured in 2023.
- At the Stakeholder meeting concerns were raised about the Shared Use sections of cycle path by Yasmine Broome regarding possible conflict between the visually impaired and disabled people. Gbug replied that cyclists would respect wheelchairs and visually impaired people with a white stick and take more care. Again we stress that shared use paths are working safely all over the country.
- Guildford BC want this scheme especially as they need the Sustainable Movement Corridor for the Gosden Hill Farm site, I refer you to their letter dated 11th Sept 2024.



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- Guildford Cycle Route Assessments Report May 2020 includes the scheme in the Cycle Network.
- SCC's consultation survey showed a clear majority with 50% in favour of the scheme and 20% against

- SCC have spent approx. £1m on this scheme so far please ensure it goes ahead

- Local schools and Emergency services fully support the scheme - their is demonstrably widespread and broad support.

- The new Bikeshare scheme with Beryl Bikes in Guildford needs this scheme to go ahead - £1m investment from SCC, but then no improvements for cycling options for Guildford residents.

- The 35 cyclists injured along the London Road in the last ten years want this scheme, cyclists are 1% of the traffic but 30% of the accidents, this is a dangerous road please make it safer! These 35 casualties have cost Surrey £939,400. source: <https://mycouncil.surreycc.gov.uk/documents/s81642/Cabinet%20Report%20Safety%20Camera%20Policy.pdf> ]

The only people opposed to this scheme are local car drivers acting 'conservatively with a small c' resisting any changes to their neighbourhood. These days it is far too easy to object and block any forward progress with negative comments. Now is the time to move forward, no more filibustering from the opposition please, let's get on and build this, and many more, Active Travel Schemes such that Guildford becomes a safer place. G-Bug – The Guildford Cycle Campaign [www.g-bug.org](http://www.g-bug.org)

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**Oliver Greaves**

Background

This note has been prepared ahead of the Stakeholder meeting on 11 September 2024, at which Section 1 of the contemplated A3100 Active Travel Scheme will be discussed.

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This follows the decision taken on 27 February 2024 by Surrey County Council (“SCC”) to

“Defer a decision on Section 1 subject to further design review informed by comments received through the engagement to ensure that the scheme considers the needs of all road users, with further consideration to be given by the Leader at a future date.”

SCC have circulated a report prepared by ARUP dated 7 June 2024 and said it is intended to inform the final recommendations for the Cabinet Member Decision meeting on 24th September 2024.

Most Issues Have Not Been Addressed And Were Outside The Scope of ARUP’s Report

ARUP’s report does not assess the scope set out in the Leader Decision. Instead, it has a very limited scope, as it sets out in 1.2 of the report – assessing only one specific concern (a er SCC had decided lane widths and potential for conflicts did not need to be reviewed by ARUP):

“ (ii) The safety of the short length of the scheme where constraints mean that 1.8m width shared use paths are proposed.”

Importantly, the report does not assess the needs of all road users and there are 12 significant areas that we believe remain outstanding (set out below).

Conclusion

As well as the outstanding areas, the ARUP report indicates much lower cycling usage levels than originally advised by SCC as a justification for the overall scheme. ARUP counted an average of 57 from 7am-7pm vs 230 a day originally communicated by SCC.

Therefore we believe a full economic appraisal using the Active Mode Appraisal Toolkit needs to be undertaken to see if Section 1 s II meets the criteria. This would be in line with the UK Government approach, who published in February 2024 that schemes above £750,000 should submit a full economic appraisal, in response to Parliamentary concerns over poor value for

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money of ATE schemes. ARUP's count equates to annual benefit of only £1,780 from 7am-7pm (assuming original % increase), which surely cannot justify a c.£1.5-2m+ investment.

We therefore do not see how it is possible to proceed with Section 1 at the 24 September Cabinet meeting, and in absence of the outstanding issues being addressed, or the decision deferred again pending their resolution, Section 1 needs to be cancelled.

### Major Issues Not Addressed

Annex I to the Decision Report of 27 February highlighted a number of issues, notably:

“significant concerns about the scheme's feasibility, questioning the justification for its implementation and highlighting fears of increased congestion and compromised safety. Key issues include:

- Space and safety: Scepticism about whether the design can safely accommodate the intended benefits, especially concerning shared pathways and crossings.
- Impact on local residents and traffic: Worries about construction disruptions, the long-term effects on local traffic flow, and the scheme's potential to worsen air quality.
- Questioning the need: A strong sentiment that existing infrastructure is adequate or that improvements could be achieved through simpler, less intrusive measures.”

We believe the following should have been conducted in addition to the ARUP report:

- 1) Study specifically addressing the needs of motorists. Motorists are the main users of Section 1 and their needs have not been assessed
- 2) Revised traffic modelling to assess the impact of the Section 1 now that Section 3 has been cancelled. Congestion was a very significant concern. With a more limited route, the extent of diversions is likely to be different to that originally presented

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- 3) Air pollution and greenhouse gases study. Pollution was frequently raised as a concern during the engagement, no report has been produced and added congestion is likely to lead to worse air quality and more greenhouse gas emissions.
  - 4) Updated analysis on scheme usage. ARUP's report indicates a significantly lower level of cycling than the figures originally anticipated by SCC. The daily levels indicate it is only c.25% of figures previously provided. This highlights serious questions over whether the prospective benefits still justify the impact
  - 5) Updated cost benefit analysis. A full economic appraisal using the Active Mode Appraisal Toolkit to see if Section 1 meets the criteria. There have been significant changes to the scheme since first considered and value for money was a significant concern in the original engagement. On 14 February 2024 the UK Government said schemes above £750,000 should submit a full economic appraisal, in response to Parliamentary concerns over poor value for money of ATE schemes
  - 6) Analysis of revised design v Active Travel England guidelines. Active Travel England states its Route Check is intended for use throughout the Scheme Design process
  - 7) Analysis on pedestrian impact for Section 1 as a whole. ARUP were not instructed to assess this. The prior engagement noted significant concerns from pedestrians about the proposed shared cycle/pavements. ARUP frequently note best practice is not being followed for Pedestrians due to space constraints
  - 8) Specific dynamics surrounding school children. Most of the pedestrians are unaccompanied school children. Given they commonly walk in groups, often looking at their phones, this introduces a significant factor about behaviour and suitability of design. SCC also expected many of the new cyclists to be school children, who are less experienced. Whilst ARUP have talked about specific groups such as wheelchair users, they failed to include a detailed discussion about this topic
  - 9) Bus stop impact. A major concern about the delays caused by buses needing to slow and stop in the carriageway rather than pull off to the side has not been addressed or assessed
  - 10) Analysis covering local impact, including disruption. Residents and local businesses voiced numerous complaints which need to be considered. This should cover both the long

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term and the anticipated disruption (including congestion and diversion routes). The expected Gosden Hill development nearby is likely to significantly increase the traffic along the route and should be evaluated

11) Alternatives to Section 1. Part of the rationale frequently expressed by SCC was the importance of a continuous cycle lane into central Guildford. With Section 3 cancelled this is no longer the case. Alternative routes or designs may now therefore be better

12) Detailed assessment of impact of road narrowing. ARUP's report contains errors and highly questionable assertions about safety of separation distances between HGVs and the kerb. We do not believe 170mm between HGVs and 125mm from an HGV to a pedestrian/cyclist is fine, but dangerously close. Hence it seems strange this point was not considered in much greater depth by SCC, given the potential for accidents, delays and the section no longer being fit for the needs of all road users

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**Surrey Coalition of Disabled People.**

Wednesday 18<sup>th</sup> September 2024

Dear Tim,

We are strongly opposing the proposals of the London Road Active Travel Scheme to build shared spaces at bus stops and on the pavement in Burpham. Blind, visually impaired, disabled, older and vulnerable bus passengers should be able to get on and off the bus independently directly from/to the pavement as they have always done. They should not have to cross cycle lanes or step into a cycle lane to get on and off a bus.

Active travel schemes have and are being introduced across the UK to accommodate cycle lanes, with many schemes that include changes to existing bus stops. This is where the bus stop is separated from the pavement by cycle lanes, which runs in-between the pavement and the bus stop.

There are two key designs:

- Floating bus stops where bus passengers have to cross a cycle lane to a bus island to catch the bus
- Shared use bus boarders / Copenhagen bus stops are where bus passengers have to step into a live cycle lane to get on and off the bus

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- There are also a number of variations of designs with new ones like at Lea Bridge in Hackney now turning the pavement into a cycle lane at the bus stop, where the pavement disappears, and pedestrians have to cross the cycle lane onto the bus boarder, in order just to walk up the pavement.

These designs are not safe or accessible for blind, visually impaired, older and many vulnerable groups of bus passengers and they never will be. They create a new barrier to accessing public transport independently and we're against these being introduced in Surrey.

In Denmark the injuries to bus passengers caused by cyclists went up from 5 to 73 after the Copenhagen style bus stop design was introduced<sup>1</sup> and in 2016 a Copenhagen style bus stop was removed in Islington in London as it did not take into account the safety and accessibility needs of blind and visually impaired bus passengers, as explained in Appendix A

In 2014, a report by Arriva the bus company stated that 40% of drivers had witnessed passengers being hit by cyclists and 88% had witnessed passengers having near misses with cyclist at bus stops with cycle lanes.

Transport for London (TfL)'s own research into the matter — commissioned by Mayor of London Sadiq Khan in March found that during 2020, 2021 and 2022, five pedestrian casualties involving cyclists and one involving an e-scooter occurred within the extent of the bus stop bypass, based on the collision descriptions. One of the six appears to have been at the designated zebra crossing, as far as we can tell from the collision descriptions. Three of the five pedestrian casualties involving cyclists were serious and two were slight. The pedestrian casualty involving an e-scooter rider was slight <sup>3</sup>

Although the data shows a small number of people, that have been injured at a shared space bus stop, we are concerned that other incidents took place that weren't necessarily reported. In the same report recording 24 hours of rush hour video at eight sites — found that 60 per cent of cyclists did not stop to let pedestrians cross at floating bus stops with zebra crossings.<sup>3</sup> Imagine how many Disabled people could have been injured!

Please find below an example of a bus user that has been hit by cyclists at bus stops reported in the press and on social media:

In July 2014 Emma Wex was hurt badly as she attempted to board a bus

Emma followed her grandmother on the bus and got hit by a cyclist. An 18-year-old woman who came rushing high-speed downhill on the bike path and hit the teenage girl who was

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entering the bus. Emma had seven stitches and got a big tear under one eye. In addition, two ribs were broken and Emma Wex had concussion.

Shared spaces at bus stops in Surrey puts our Disabled community at risk. Many of our members have experienced a floating bus stop/shared space in other areas such as London and reported how dangerous they have found them.

London has become a no-go area for many disabled people particularly those with a visual impairment and we do not wish to see Surrey going the same way. Our members are very independent and travel throughout Europe by public transport but are unwilling to travel in London because of floating bus stops and shared spaces. If people lose their independence this could also have implications for social care.

One Disabled person reported the experience of using a floating/shared space bus stop terrifying and felt he had to move from his home in London. Please see reference 4 to access the news article. <sup>4</sup>

Please keep our Disabled community safe and stop the development of these proposals.

We of course will be very happy to discuss further.

Best wishes

Nikki Roberts

CEO, Surrey Coalition of Disabled People

## **Appendix A**

Islington Tribune Article Cycle lane that pedestrians branded dangerous is axed. Cycle lane that pedestrians branded dangerous is axed

Published: 4 March, 2016 by JOE COOPER

THE Town Hall has agreed to remove a raised cycle lane between the pavement and the road which has been branded “terrifying” by visually impaired people. The lane has been raised to the level of the pavement so cyclists are not impeded by buses stopping. But Tufnell Park barrister Olav Ernstzen points out that it puts vulnerable pedestrians in danger by forcing them to step into the cycle lane. Cyclists racing home along New North Road pass inches from people stepping off buses at the stop at Elizabeth Avenue, Canonbury. “It’s wrong in so many ways,” said Mr Ernstzen, who is chairman of Healthwatch Islington. “On a common-sense level or from an equality impact assessment perspective this fails.” Mr Ernstzen said bus travel was vital for the independence of disabled people in the borough.



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“It’s also a worry for parents with a baby in a buggy, wheelchair or mobility scooter users and people just coming home with shopping,” he added. “Cyclists have the choice of putting pedestrians at risk or, if they choose to go outside the bus where they now have less room, putting themselves at risk.” The cycle lane is on the way to Moorfields Eye Hospital. Elizabeth Jones, who set up Talking News Islington, said: “When I step off the bus I put my stick first. If that got caught in a cyclist’s wheel there could be a pile-up.” The council has agreed to remove the raised lane after admitting to Mr Ernstzen that it had not followed its own equalities policy. Transport chief Councillor Claudia Webbe said: “Our designs here could have been better as it is clear that Mr Ernstzen’s needs were not considered. “The council has listened to the concerns and I have requested the removal of this ‘shared space’ and a better solution for cycle safety that does not disadvantage bus passengers, particularly those who are disabled.”

## References

1. [https://www.researchgate.net/publication/237524182\\_Bicycle\\_Tracks\\_and\\_Lanes\\_a\\_Before-After\\_Study](https://www.researchgate.net/publication/237524182_Bicycle_Tracks_and_Lanes_a_Before-After_Study)
2. <https://politiken.dk/danmark/forbrug/art5527002/Kaos-ved-busstoppsteder-Passagerer-bliver-torpederet-af-cyklister>
3. [Leaked documents suggest "low risk" of cyclist collisions at "floating bus stops", as blindness campaigners urge safety action on design | road.cc](#)
4. [London transport: Floating bus stops are terrifying - campaigner - BBC News](#)

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## Zoe Franklin, MP Guildford Constituency

Dear Cllr Oliver and Furniss

I am writing in relation to the London Road Active Travel Scheme as I understand that a final decision will shortly be made on whether / how to go ahead and as Guildford constituency’s new MP I wanted to share my support and thoughts ahead of this.

Firstly, I note that the active travel scheme, if it goes ahead, will deliver a key part of the planned sustainable movement corridor which is intended to provide a west-east link across Guildford, and improve safety for cyclists and pedestrians on a route where cyclists are 30% of road accident casualties despite being only 1% of road users. The fact that this scheme will help deliver both Surrey County Council and Guildford Borough Council’s net zero and environmental aspirations and improve road safety, continuing the project seems a win win for the councils and residents alike.

I recognise that the original proposals for the scheme met with significant opposition due to the proposed 5-month one-way closure of London Road, at very short notice, as well as due to safety concerns with some aspects of the design. However, I applaud yourselves and the Surrey County Council team for responding to this concern by pausing the scheme, setting up a stakeholder group of local representatives (such as residents associations, the schools, the

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bus companies, local councillors, the Surrey Coalition of Disabled People, etc) to discuss concerns and feedback on the design, and then completely re-designing the scheme.

Following this redesign, it was very encouraging to see an extensive public engagement last autumn on your re-designed scheme, followed by further improvement of the design as a result of feedback. It was also excellent to see that in the public consultation 50% of people supported the plans for the section through Burpham, compared to 31% against. I note that after the redesign Surrey County Council decided to defer a decision on the Burpham phase of the scheme due to further safety concerns being raised by some stakeholders and commissioned an independent safety review from Arup.

I understand that the independent Arup report has concluded that the scheme is completely safe, follows the relevant guidance, and would be a major improvement to safety for all road users along the route.

Given the conclusions of the Arup report and that the scheme would provide major benefits to local residents, especially by providing much-needed safe pedestrian crossings across busy roads in the centre of Burpham, as well as encouraging more sustainable forms of travel, and given that the scheme clearly has significant public support and that any safety concerns have been completely and fully addressed, it would be disappointing should all the effort which has gone into this scheme be wasted through cancellation or further delay. Many of my constituents have been questioning what will happen with this scheme, and they deserve an answer.

I would like to end by expressing my support for the scheme and hope that you will decide to implement the Burpham section of the scheme in full, for the sake of the safety of residents and for the many residents in Burpham who would like to walk or cycle to their local schools or shops but currently feel it is too dangerous to do so.

I look forward to seeing the consideration of this scheme at your next county council cabinet meeting, and I hope you can offer assurance that the excellent potential of this scheme to benefit the local community will not be wasted.

Thanks and regards,

Zöe

Zöe Franklin

Member of Parliament for Guildford Constituency

House of Commons, London, SW1A 0AAs

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