

## **CHAPTER 9**

### **MOVEMENT**

#### **INTRODUCTION**

- 9.1. The highway network in Spelthorne is complex and organised to accommodate a variety of cross-Borough movements reflecting its position adjoining the Greater London urban area. The main system comprises the primary road network of the M3, M25, A30(T), A308 and A316(T). These routes are heavily used, especially at peak periods. The remaining network comprises a variety of A, B and C class roads which, for much of their length, have urban characteristics with frontage development and many access points. Traffic volumes are high during the peak periods, putting the road system under pressure and leading to localised congestion.
- 9.2. In addition to the primary road network the Borough is close to the M4 and, through the M25, to the M40. The M25 provides links to all parts of the country through the motorway network. The motorway network passing through and adjoining the Borough makes Spelthorne an attractive location and, combined with its general proximity to London, has created particular demands for development. However, new development seeking to take advantage of these locational benefits will be considered in the context of the relevant policies of this Plan. It is both Government and County Council policy that motorways should remain corridors for movement rather than for development.
- 9.3. The County Council is the Highway Authority responsible for traffic and highway matters, although certain functions are delegated to the Borough Council as agents. Exceptions are the M3 and M25 motorways and A30 and A316 trunk roads which are under the control of the Department of Environment, Transport and the Regions (DETR) with maintenance being undertaken by the County Council as agents. The DETR's policy in relation to trunk roads and motorways is set out in DoT Circulars 4/88 and 6/91. The Borough Council is responsible for providing and maintaining off-street public car parking facilities but responsibility for on-street car parking rests with the County Council. These responsibilities are reflected in the content of this chapter and the funding and precise timing of a number of the proposals will accordingly be dependent upon the County Council.
- 9.4. This chapter next sets out the policy context for movement issues, at a national, regional and county level. It goes on to set out highway proposals and policies, including those to limit the impact of vehicular traffic and to improve facilities for cyclists and pedestrians. The concluding section sets out the Council's approach to promote improved public transport facilities for the Borough.

## **POLICY CONTEXT**

9.5. The Government recognises that the continuing growth in road transport and consequent environmental impacts represents a major challenge to the objective of sustainable development. It wants to encourage people to take full account of the wider costs of their transport choices, such as the impact on the environment. The key aim of PPG13 "Transport"<sup>1</sup> is therefore to ensure that local authorities carry out their land-use policies and transport programmes in ways which help to:-

- (a) reduce growth in the length and number of motorised journeys
- (b) encourage alternative means of travel which have less environmental impact; and hence
- (c) reduce reliance on the private car.

9.6. In preparing their development plans, local authorities are asked (PPG13 para. 1.7) to co-ordinate their policies for transport and other forms of development in a way which will help to reduce the need to travel, especially by car, by:-

- (a) influencing the location of different types of development relative to transport provision (and vice versa); and
- (b) fostering forms of development which encourage walking, cycling and public transport use.

To achieve this local authorities are asked (PPG13 para. 1.8) to adopt planning and land-use policies to:-

- (a) promote development within urban areas, at locations highly accessible by means other than the private car
- (b) locate major generators of travel demand in existing centres which are highly accessible by means other than the private car
- (c) strengthen existing local centres - in both urban and rural areas - which offer a range of everyday community, shopping and employment opportunities, and aim to protect and enhance their viability and vitality
- (d) maintain and improve choice for people to walk, cycle or catch public transport rather than drive between homes and facilities which they need to visit regularly; and

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<sup>1</sup> PPG13 was revised in 2001 and emphasises the role of land use planning in delivering the Government's integrated transport strategy and develops the policy direction of the previous guidance.

- (e) limit parking provision for developments and other on or off-street parking provision to discourage reliance on the car for work and other journeys where there are effective alternatives.
- 9.7. In seeking to achieve the above, Local Plans are expected to seek to revitalise traditional urban centres, improve their attractiveness as places to live, work and shop, and maintain their competitiveness. When considering planning applications or the appropriateness of renewing unimplemented consents, authorities are asked to consider carefully the impacts on travel demand.
- 9.8. Regional Planning Guidance for the South East (RPG9)<sup>1</sup> states that planning and transport policies should be co-ordinated to secure sustainable development, reduce the need to travel and encourage energy efficient transport modes. Its key objectives are to provide for safe and efficient movement, to reconcile the demand for travel with environmental concerns, to reduce the growth in reliance on the motor vehicle, and to increase the opportunity to choose transport modes of travel with less environmental impact, particularly walking, cycling, public transport, and rail and water for freight transport.
- 9.9. The Structure Plan states that the demand for travel by car within the County will not be met in full, particularly in peak periods or in town centres, in order not to breach environmental, physical and resource constraints. Appropriate measures will be used to manage and to control the demand for travel by car. Structure Plan policies seek to allow new development only when compatible with transport infrastructure and environmental considerations, to minimise the environmental impact of traffic and to improve public transport, interchange and cyclist facilities. The document "A New Transport Plan for Surrey" (May 1996) develops these policies and is further updated by the approved Local Transport Plan. The County Council's Road Safety Plan outlines a strategy to reduce road casualties in line with DETR targets.
- 9.10. This policy context of encouraging sustainable development and a shift to public transport, cycling and walking modes of travel, of reducing travel demand and the environmental impact of traffic, and of integrating land use and transport planning, is reflected in the Borough Council's aim for this movement chapter of the Local Plan, which is

**'To promote measures to enable safe and efficient means of travel and secure a reduction in travel demand consistent with protecting and enhancing the environment'.**

The aim embraces the needs of all sections of the community and this Chapter includes references to the particular needs of disabled people, in accordance with national and local policy. In pursuit of the above aim the Council will apply the following policy which is in turn developed in the remaining policies and proposals in

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<sup>1</sup> RPG9 was revised in 2001 and has an even greater emphasis to sustainable development.

this Chapter and others, particularly Chapter 8 - Shopping and Town Centres (see Policies S1 and S8).

### **POLICY M1**

**The Borough Council, in conjunction with the County Council, will use all appropriate measures to manage and control the demand for travel by car in order to secure environmental improvements, improve safety, and reduce congestion and pollution by:-**

- (a) encouraging the use of public transport, cycling or walking**
- (b) implementing appropriate calming and traffic management measures to contain the use and impact of cars and give positive advantage to other forms of transport**
- (c) bringing forward specific schemes to assist public transport**
- (d) refusing developments with significant extra movement implications where there is not an overriding need or where a more appropriate location e.g. town centre may reduce the movement implications to an acceptable level. Proposals for development will be encouraged to locate close to public transport facilities.**

### **TRANSPORT PROPOSALS**

9.11. At the time of this Local Plan's adoption a number of major transport proposals with an effect on Spelthorne are at various stages of consideration. For information these proposals and the Council's position on them are as follows:-

- (a) The DETR proposes to widen the M25 from four lanes to five lanes between Junction 13 and 14 and to six lanes between Junction 14 and 15. The Council has expressed concerns about the traffic and environmental impacts of the proposal and has argued for improved mitigation. These proposals follow the abandonment of a scheme to construct three lane link roads alongside the M25, to which the Council was strongly opposed.
- (b) The DETR has also proposed to build an elevated spur road from the M25 to link to the proposed Heathrow Airport Terminal 5. The Council is opposed to this because of its adverse environmental impact.
- (c) Crossrail is an east-west route across London via Paddington and Liverpool Street. It is understood that technically services could extend to Heathrow. The Strategic Rail Authority (SRA) and Transport for London are seeking to progress the proposal.

- (d) The Southwest London Orbital Public Transport Options (SWOPTIONS) Study, commissioned by five London Boroughs, considered options for improving orbital public transport across the area. This study led to the formation of the South West London Transport Conference (SWELTRAC) which Spelthorne has joined, to bring forward proposals to improve public transport across the area to the south west of London, and provide a southern rail link into Heathrow from the Staines/Waterloo rail line west of Feltham. The line of this rail link is identified in the Hounslow UDP.
  - (e) The Western Connection, launched in September 1995, is one of a number of schemes to emerge from BAA sponsored studies of possible rail links to Heathrow. It proposed re-opening sections of the former Staines - West Drayton line, and connecting the Paddington and Waterloo lines with access to Heathrow via an interchange to the west of the airport. The scheme would have substantial impacts on the Borough which need detailed examination.
  - (f) Airtrack is a proposal very similar to the southern part of the Western Connection scheme. It would involve the construction of a rail chord in Staines Town Centre linking the Reading and Windsor lines and provision of a new line from the Windsor line to Heathrow. It would have substantial impacts on Staines Town Centre and Staines Moor which is a Site of Special Scientific Interest. The Council is opposed to this scheme. The Strategic Rail Authority (SRA) is seeking to progress the scheme.
  - (g) Central Railways is a company seeking to develop a 672km dedicated freight line from Lille to Liverpool providing a roll-on-roll-off service for lorries. It would involve a new section of track around the west side of London. It would pass through Spelthorne adjacent to the east side of the M25. The company is seeking to progress the project by a hybrid Bill in Parliament.
- 9.12. The County Council's overall road strategy is to preserve the present road system and to make the fullest use of it, whilst recognising that some changes may be necessary to meet the worst movement or environmental problems or to help the regeneration of particular towns.
- 9.13. The following sections of this chapter explain the highway proposals of this Council and that of the County Council, with policies and proposals under the following headings:

- Staines Town Centre
- Ashford Town Centre
- Walton Bridge
- New Development
- Car Parking
- Control of Heavy Goods Vehicles
- Traffic Management and Highway Safety Improvements
- Provision for Cyclists and Pedestrians.

## STAINES TOWN CENTRE

- 9.14. The proposals for Staines Town Centre are based on the recommendations of the Staines Movement Study dated February 1992 prepared by Scott Wilson Kirkpatrick and which carry forward some proposals from the previous 1991 Local Plan. This study was commissioned by Surrey County Council to produce a balanced movement strategy for the Staines area. Both the Borough Council and County Council accept the package of proposals put forward by the Staines Movement Study, which aims to facilitate a modal shift away from private transport by encouraging public transport, cycling and walking. Since the preparation of the Deposit Draft Local Plan in September 1995 significant progress has been made in implementing the key aspects of that study.

### **Pedestrian Priority for the High Street (Proposal P18)**

- 9.15. Proposal P18 requires a pedestrian priority scheme for the High Street from Debenhams to the Iron Bridge (see Inset Map No.1). Through traffic was removed from this section of road in October 1999. Until the Tilly's Lane scheme is completed in the latter part of 2001 some vehicular access to existing premises on the north side of the pedestrian priority section of the High Street will be required. This is now permitted only before 9.30am and after 5.00pm. A detailed and comprehensive enhancement scheme for the High Street is being formulated and the Council is seeking to complete the work by the end of 2002. Any scheme will seek to secure:-
- (a) elimination of most traffic
  - (b) easier pedestrian movement
  - (c) opportunity for significant environmental enhancement.

### **South Street and Thames Street (Proposal P19)**

- 9.16. The proposed two-way traffic scheme for South Street and Thames Street which was essential to enable through traffic to be removed from the High Street was opened in October 1999.

### **Access to Land North of the High Street (Proposal P16 and P20)**

- 9.17. Access to properties on the north side of the section of High Street to be subject to pedestrian priority is already partly secured at the east end by the Two Rivers scheme and associated accommodation work, and will be secured in the west section by the Tilly's Lane scheme.
- 9.18. Adjacent to the east side of the Iron Bridge (railway bridge) in the eastern end of the High Street, beyond the pedestrian priority proposals, is Millmead, a road leading to the Renshaw Industrial Estate. This access is considered to be unsatisfactory and an alternative access proposed from Fairfield Avenue, will enable closure of the junction of Millmead and High Street to vehicular traffic (Proposal P20). A proposal to extend this new road under the railway to provide additional car access to redevelopment on

the Central Trading Estate (now Two Rivers/Tilly's Lane schemes) is no longer required and has been deleted from the adopted Plan.

#### **Church Street (Proposal P21)**

- 9.19. Within Staines Conservation Area it is proposed to introduce an environmental enhancement scheme involving a traffic calming scheme in Church Street, between Bridge Street and Clarence Street. Such a scheme would seek to reduce both traffic speeds and improve the environment of the Conservation Area (Proposal P21).

#### **Improved Links between the Town Centre and Staines Railway Station**

- 9.20. Staines Railway Station is used to a significant extent for out commuting. Its role as a means of transport into the town is much more limited. If the intention to reduce reliance on private cars as a means of getting to the town is to be realised, rail use must be encouraged. In part this is dependent on the efforts of Railtrack and the extent to which the increasing problems of congestion generally encourage a shift to rail use. The Movement Study had recommended scope to relocate the Station to the junction of the Reading and Windsor lines to significantly improve its proximity to and prominence from the town centre. Whilst a proposal was included in the Draft Local Plan, changed safety requirements no longer meant the proposal was feasible and it has been deleted from the adopted Plan.

- 9.21. However, the Station's poor location in relation to the town centre is an impediment to greater rail use. Whilst relocation is not now considered to be technically feasible there is scope for improvements to the Station's physical surrounds and routes from the town centre to it which could assist in improving its attractiveness to existing and potential rail users and reducing its perceived sense of separation from the town centre. This should include:-

- (a) improving the immediate environment of the station by bringing into appropriate use, or the improvement and better maintenance of currently unused pockets of land;
- (b) improving the environment of Station Path by enhancing the railway embankment, improving lighting and general levels of surveillance, and enhancing both footway surfaces and entrance points to footways;
- (c) encouraging, where possible, improved bus and other transport links between the town and the Station.

The Council will seek to progress such measures in discussion with Railtrack, Surrey County Council and other transport operators, in order to improve the attractiveness of the Station and links to the town centre.

## **POLICY M2**

**The Borough Council will, in conjunction with Railtrack, the British Rail Property Board, Surrey County Council and other transport operators seek to improve the attractiveness of Staines Station to existing and potential users including improved links to the Town Centre.**

### **Pedestrian and Cycle Movements**

- 9.22. In implementing the scheme for pedestrian priority in the High Street and for two way traffic operation of Thames Street and South Street, opportunities are being taken to ensure that safe access to all parts of the town centre is secured for pedestrians. In the same way facilities for cyclists are being carefully considered to ensure optimum safety and access. Appropriate cycle parking facilities will be carefully considered in implementing highway and development proposals.

### **Car Parking**

- 9.23. At the present time total car parking provision in public car parks in Staines on Saturdays is some 2,416 spaces. The Two Rivers scheme provides a further 660 spaces and the Tilly's Lane scheme will provide an additional 335 spaces. The Borough Council recognises the importance for the continued vitality and function of Staines as a major shopping centre, that in the context of a balanced transport strategy in which there is convenient and good public transport that shoppers from the surrounding area and region are also able to drive to Staines and adequate parking is available. Greater use of the multi-storey car parks is being encouraged by improving their attractiveness to users. Short term peak demands for parking, particularly at Christmas, will continue to be met by seasonal park and ride schemes.
- 9.24. To ensure the efficient use of its car parks in aiding the successful functioning of the town, the Council has established a management policy with the following objectives:-
- (a) Shoppers will be regarded as prime users, i.e. car parking spaces more easily accessible to the town centre should be available to them.
  - (b) Peripheral car parks will be made available to workers in the town.
  - (c) Charges will be made for the use of the car parks, so as to achieve objectives (a) and (b) above.

This management policy is part of a strategy which seeks to discourage growth and private car use in favour of alternative forms of transport. A 'Pay-and-Display' system of charging and a linked advance electronic sign system to indicate which central car parks have spaces, are important aids in securing efficient operation.

### **POLICY M3**

**The Borough Council will make appropriate provision for public car parking in Staines by:-**

- (a) continued provision of public car parks at an appropriate level**
- (b) requiring appropriate new car parking provision as part of any major new shopping development.**

### **POLICY M4**

**The Borough Council will, by its management of the Staines Town Centre car parks, give main priority to shoppers, some priority to those working in the town, and, so far as is possible but without prejudice to the priority requirements, seek to continue to make provision for commuter parking.**

- 9.25. Staines Station is an important railway junction much used by London commuters, some of whom park cars in roads near to the Station. Whilst an increase in commuter parking at the Station may not be possible, there is some scope in the use of the Kingston Road Car Park in relocating some season ticket holders, who are working in the town, to other town centre car parks and issuing season tickets to commuters to use the vacated spaces. This and other options such as controlled parking measures will be kept under review by the Council in its management of the town's car parks and surrounding streets in the terms of the objectives set out in paragraph 9.24 above and amenity and convenience of residents. In 1999 the Council consulted the public and local businesses on a controlled parking zone (CPZ) for part of the town centre and a scheme is to be introduced.

#### **ASHFORD TOWN CENTRE**

- 9.26. As part of a scheme to provide a food superstore and improved facilities at Ashford Hospital, the developers undertook to fund works in the centre of Ashford, which are described in paragraph 8.23. This scheme was implemented in 1995.
- 9.27. In addition to this scheme Surrey County Council has undertaken a movement study of the Ashford area. This study has identified a wide range of possible measures aimed at reducing through traffic, improving safety by speed reducing measures and providing improved pedestrian facilities, and reducing the problem of 'rat-running' in some residential streets. The Borough Council is seeking to implement some of these measures.

#### **WALTON BRIDGE**

- 9.28. Following an extensive consultation exercise in 1986 the County Council developed its proposals for the replacement of the temporary "Callender Hamilton" bridge built in 1953. The preferred route (the off-line route) was incorporated as a proposal in the

Borough Local Plan 1991 and remains as such in this Plan (P23) although for the reasons set out below it is no longer being pursued by the County Council.

- 9.29. A planning application for the dual carriageway scheme was submitted in January 1995. There was widespread public opposition and in February 1996 the Secretary of State "called in" the application. It was anticipated that a Public Inquiry would take place in late 1997. However, during that year the Government Office for the South East (GOSE) informed Surrey that it was very unlikely that schemes of the magnitude of the Walton Bridge proposal would be funded by Government through conventional means. As a result Surrey agreed to pursue Walton Bridge, as a scheme which could be achieved under the Private Finance Initiative (PFI). Subsequent scoping studies on the viability of alternative options eventually led the County to agree to abandon the dual carriageway scheme and withdraw the planning application (SP/94/0702) and the related Compulsory Purchase Orders. In its place the County resolved to promote a single carriageway option but using the same alignment as the dual carriageway scheme.
- 9.30. Although this alternative proposal was supported in principle by the Borough Council it was subsequently rejected by DETR for PFI funding. Because of the delays caused by the uncertainty of funding and because of the deteriorating condition of the 1953 structure the County Council obtained planning permission for a new temporary bridge to be constructed alongside the existing. This structure was completed and opened to traffic at the end of 1999.
- 9.31. On 2nd June 1999 Surrey County Council's Environment Committee resolved to abandon the off-line route altogether and to promote, through the Local Transport Plan, a permanent replacement bridge along the approximate alignment of the existing bridge.

#### NEW DEVELOPMENT

- 9.32. New development will only be permitted subject to the other policies of this Plan and where it can be demonstrated that appropriate parking and access arrangements are provided, and that the development is or can be made compatible with transport infrastructure. Any necessary improvements to parking and access will be at the developer's expense. The DETR will be consulted on any development proposal involving a new or altered access to a trunk road, or which is likely to result in a material increase in the volume or material change in the character of traffic entering or leaving a trunk road. In accordance with DETR requirements and Structure Plan Policy MT3, any proposal which would have a detrimental effect on the safety and free flow of trunk road traffic will be refused.
- 9.33. Major development proposals must make an appropriate level of provision for improved public transport, pedestrian and cycle facilities where necessary, commensurate with the proposal and in accordance with guidance in Circular 1/97 "Planning Obligations". Major proposals should be located close to or within town centres and public transport facilities, and not result in an increase in the need for travel.

## **POLICY M5**

**The Borough Council will permit development that is or can be made compatible with transport infrastructure. Any improvements to transport infrastructure deemed necessary to accommodate a proposal will be required at the developer's expense. Major developments must include appropriate provision for:-**

- (a) parking and servicing arrangements**
- (b) public transport services**
- (c) pedestrians and cyclists**

**and must be located close to or within town centres and public transport facilities, and not result in an increase in the need for travel. Permission may be refused where additional traffic generated cannot be satisfactorily accommodated on the network as a whole or would remove existing spare capacity necessary to accommodate specific proposals in this Plan. All highway works should comply with current highway design standards.**

## **POLICY M6**

**Any development proposal alongside and with direct access from the primary road network that would have an adverse impact on highway safety or the free flow of traffic on that network will be refused.**

- 9.34. One type of development which is directly related to the highway system is motorway service areas. At present there are no such facilities in the Borough, although at one time, a site at Poyle adjacent to the M25 was considered by the then Department of Transport. The proposal was strongly resisted by this Borough on the grounds of loss of Green Belt land, conflict with ecological and countryside objectives, and excessive traffic generation on this part of the motorway without a need having been proved. The proposal was rejected following a public inquiry. Whilst there are no current proposals for a service area on the M3 in Spelthorne, this Council would oppose any such proposal in view of the Green Belt status of all land adjoining this motorway. This Council will resist any proposals for motorway service areas in Spelthorne which would have a significant adverse environmental, highway or residential impact. The Department of Transport's guidance on the provision of services alongside motorways and trunk roads is given in PPG13 Annex A and DoT Circulars 4/88 and 1/94.

## **POLICY M7**

**The Borough Council will only support proposals for motorway service areas in the Borough or other roadside facilities alongside the primary route network which comply with other policies of the Plan and specifically:-**

- (a) are not located within the Green Belt**
- (b) have no adverse impact on an Area of Special Landscape Character, Site of Special Scientific Interest or the Colne Valley Park**
- (c) have no adverse impact on highway safety or the free flow of traffic**
- (d) are appropriately designed and landscaped.**

## **CAR PARKING**

- 9.35. The Council's vehicle parking standards are set out as Supplementary Planning Guidance in a document entitled "Parking Standards" which was revised in 2001. They include parking requirements for lorries and the detailed requirements of provision for disabled drivers. In general 6% of total car parking spaces are required to be reserved for disabled drivers. Developers are also encouraged to make appropriate provision for cycle parking and motorcyclists. Reference will be made to this Guidance and to PPGs 6, 12, 13 and RPG9 in determining the appropriate level of parking provision.
- 9.36. The Use Classes Order 1987 may allow uses within Class B1 for which differing parking standards apply. To prevent circumstances arising where parking to the Council's parking standards is not met following changes of use not requiring planning permission, applicants will be required to demonstrate that all the parking requirements applying to the range of uses which may be undertaken can be met. Where in such circumstances parking standards for a particular use cannot be met, the permission will be restricted by conditions.

## **POLICY M8**

**Development proposals will be required to make appropriate off-street parking provision applicable to the uses for which permission is sought or to other uses to which the development may be put without the need for planning permission.**

- 9.37. The Borough Council will, in appropriate circumstances, encourage the reduction of parking provision for offices and major town centre retail development in return for a developer contribution for improvements to public transport, cycling and pedestrian facilities, thereby assisting a shift away from the use of private cars, or park and ride

facilities. In accordance with the requirements of Circular 1/97 "Planning Obligations" (particularly Annex B) funding for improvements will only be sought where, without them, the development would have a damaging impact on the environment or local amenity or would adversely affect national or local policies and these matters cannot be satisfactorily resolved through the use of planning conditions and the improvements sought will overcome these difficulties. The details relating to this scheme will be published by the Council in a separate document.

## **POLICY M9**

**In existing centres where there is either already good public transport, or where an applicant can assist its improvement, the Borough Council will encourage commuted payments in lieu of parking space in order to assist further improvement to the public transport system. Such payments may also be accepted, in addition or instead, towards improving facilities for pedestrians or cyclists.**

- 9.38. Car parking in Staines and Ashford has already been discussed in the separate sections on those town centres above. The particular movement problems faced in the shopping centres of Ashford, Sunbury Cross and Shepperton are also referred to in Chapter 4 - Built Environment. The provision of convenient and accessible parking is important for the attractiveness of the Borough's town centres to shoppers and their consequent vitality and viability. It is nevertheless important to balance this need with the adverse effects which parking can have on pedestrian movement and safety, the movement of traffic and the environment. In the case of High Street, Staines and Church Road, Ashford this issue is being addressed in the detailed schemes for pedestrian priority and traffic calming/environmental improvement respectively. These schemes will be coupled with appropriate measures to encourage use of existing public car parks. As part of measures to improve the attractiveness of all the Borough's town centres, specific attention will also be given to the parking arrangements at Shepperton and Sunbury Cross. In Staines and Ashford some problems are created by commuters parking in residential streets. The Council will keep under review means of reducing the adverse effects of commuter parking in residential streets and a controlled parking zone is intended to be introduced in Staines.
- 9.39. Certain residential areas, originally designed when personal car ownership was at a much lower level, also experience problems caused by a high degree of on-street car parking. Where this causes problems of safety or congestion the Council will seek to introduce measures to resolve such difficulties.
- 9.40. The particular parking needs of disabled drivers will be addressed by the Council in its management of public car parks and in specific schemes including consideration of the need for reserved on-street disabled drivers bays, including for disabled residents outside their houses.

- 9.41. One small new public car park is proposed for Tow Path, Shepperton, near to the junction with Dockett Eddy Lane (see Proposal P25). A small lay by is proposed at Walton Lane, Lower Halliford, near to the junction with Russell Road (see paragraph 4.62 and Proposal P24).

#### CONTROL OF HEAVY GOODS VEHICLES

- 9.42. The proximity of Spelthorne to Heathrow Airport and London, together with its strategic position via the motorway network in relation to the remainder of the country, and the extent of business activity in the Borough has clearly affected commercial vehicle movements. This Council is particularly concerned about the environmental problems caused by lorry movements. The County Council and Borough Council have undertaken studies of lorry movements in Spelthorne, particularly as they affect Staines, Ashford, Sunbury, Shepperton and Stanwell. Permanent controls apply in all five urban areas.
- 9.43. Traffic regulation orders will usually be the basis for measures which seek to divert lorries around sensitive areas using more strategic routes where disturbance is less. Enforcement of such measures is the responsibility of the Surrey Police.

#### **POLICY M10**

**The Borough Council will, in conjunction with the County Council, continue to monitor the effects of the movement of heavy goods vehicles and the County Council will be strongly urged to agree and where appropriate, introduce effective and timely measures to control such movements in the interests of public safety and the environment.**

- 9.44. The local authority can object to goods vehicle operators' licence applications on environmental grounds. It is recognised that the licensing authority may not refuse a licence if the applicant can satisfy it that no material changes have taken place during the currency of the existing licence and that conditions will not change in the future. In such instances, the Borough Council will seek either to impose conditions on the new licence to minimise disturbance or to have a time limit attached to the new licence to enable the operator to find more suitable premises. Generally, the Council will seek change through consultations with the operators initially, in preference to relying solely on statutory procedures. Operators' licensing procedures can also be applied to control problems caused by overnight parking in residential areas.

#### **POLICY M11**

**The Borough Council, in conjunction with the County Council, will seek to prevent new lorry operating centres being established in environmentally unsuitable areas.**

## TRAFFIC MANAGEMENT AND HIGHWAY SAFETY IMPROVEMENTS

- 9.45. The Borough<sup>1</sup> and County Councils will continue to monitor traffic accident trends and problems across the highway network of the Borough and will consider the scope for traffic management and minor highway improvements such as pedestrian refuges, junction improvements, traffic calming and road closures, where these are deemed to be necessary and appropriate. Linear and area safety studies will be carried out where appropriate. The Local Transport Plan for Surrey seeks a minimum of one third reduction in the number of road casualties (people killed or seriously injured) between 1998 and 2010. The County Council allocates money each year for low cost accident remedial schemes. The accident situation is monitored by the Council with the co-operation of the Surrey Police and often low cost management measures will rectify an identified accident problem. Schemes between £10,000 and £200,000 in costs compete on a county-wide basis for a place in the 'minor works' construction programme and their accident reduction potential is the main criterion for selection.

### **POLICY M12**

**The Borough and County Councils will seek improvements to the existing road system in the Borough so as to reduce vehicular/pedestrian conflict and congestion and improve the environment, by one or more of the following means:-**

- (a) minor accident remedial measures, particularly addressing vulnerable road user groups**
  - (b) comprehensive traffic management schemes**
  - (c) encouraging off street car parking, where appropriate.**
- 9.46. The Council has implemented a large number of traffic calming schemes in recent years including schemes for High Street and Park Road, Stanwell and Russell Road, Lower Halliford which were identified in the Deposit Draft of the Local Plan. Proposal P21 of this Plan identifies a scheme for Church Street (east) within the Staines Conservation Area. There are also proposals for Green Street within the Lower Sunbury Conservation Area. The Borough Council will monitor the effectiveness of traffic calming schemes once implemented.

## PROVISION FOR CYCLISTS AND PEDESTRIANS

- 9.47. The recreational aspects of these alternative forms of transport are referred to in Chapter 11 and Proposals 34 and 35.

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<sup>1</sup> In March 2001 the County Council decided that from April 2002 it would discontinue the existing highway agency arrangements with the borough and district councils in Surrey, including Spelthorne, and would undertake the functions itself.

9.48. Nearly three quarters of all journeys under five and a half miles are less than two miles. Cycling is an efficient and non-polluting mode of transport which is especially convenient for short urban trips. Unfortunately it can be a relatively hazardous mode of transport where cyclists mix with motorised traffic. Measures which encourage cycling can benefit everybody by reducing demand on road space and parking facilities. The Local Transport Plan for Surrey sets a target of increasing the proportion of journeys to work by bicycle to 6% by 2011 (compared to 3% in 1991). The Borough Council will seek to make provision for the needs and safety of cyclists where appropriate in new development, in highway, traffic management and environmental schemes. The Borough Council holds a regular cycle forum, attended by local authority representatives, cycle user groups and other community organisations with the aim of developing a Borough cycling strategy and assisting in its implementation. The Council already has a limited number of cycle routes but during the Plan period intends to extend those and provide new routes with the aims of securing in the longer term a comprehensive Borough wide network which links up with routes in adjoining Boroughs. In addition it will further promote measures to assist the safe movement of cyclists and make cycling more attractive. The Council will provide and encourage others to ensure cycle parking (where appropriate sheltered), at all public and commercial buildings, including local shopping parades, libraries, health centres, and schools, bus stations and railway stations (at all entrances). Such provision should be as near as possible to entrances.

### **POLICY M13**

**The Borough Council will seek to encourage cycling as a form of transport by:-**

- (a) providing dedicated routes and facilities where appropriate, with the objective of securing a Borough wide cycle network and which also links up with routes in adjoining Boroughs**
- (b) requiring appropriate cycling and cycle parking facilities in new developments and highway schemes**
- (c) undertaking highway works to improve safety for cyclists**
- (d) promoting cycling as a form of transport**
- (e) reviewing current restrictions on cycling in certain areas.**

9.49. Opportunities will also be sought to improve pedestrian routes, conditions and safety throughout the Borough. Various proposals to do this in Staines are made in paragraph 9.22 above. One other specific proposal of the Council is for the construction of a pedestrian/cyclist footbridge over the railway line in Clockhouse Lane, Ashford, in association with the London Borough of Hounslow (Proposal P22). This was also identified in the Ashford Area Traffic Management Study. The Council will seek to minimise pedestrian/cycle conflict and to provide improved pedestrian

crossing facilities, where appropriate. The Council discourages the practise of any parking on pavements, where this creates hazardous obstructions for pedestrians.

## **PUBLIC TRANSPORT**

- 9.50. The Borough and County Councils recognise the importance of good public transport in meeting the needs of all residents. Whilst car ownership in Spelthorne is far above the national level, even within Spelthorne 17.5% of households are without the use of a car (source - 1991 Census). Furthermore, even in car owning households not everyone has regular access to a car, especially if one member of the household uses it for the journey to work. The 1991 Census confirmed that only 38% of households in Spelthorne have more than one car.
- 9.51. With increased congestion on roads, the availability of good public transport facilities becomes even more important. Although the Council is not a direct provider of public transport, it recognises the need to maintain and improve such sources and facilities, and encourage the greater use of all transport modes other than the private car, including cycling and walking. It is the policy of this Council to seek the maintenance of existing public transport facilities in the Borough as a minimum requirement, and to support improved public transport through the following means:-
- (a) seeking to further develop good interchange facilities
  - (b) support for new public transport initiatives
  - (c) maintaining close liaison with bus companies
  - (d) support for the investigation of new local bus services serving residential areas
  - (e) appropriate road junction design.
- 9.52. Particular groups that are more dependent on public transport are the elderly, disabled people, children and women in non-car and one car households. In May 1993 an Access Bus service was introduced in Spelthorne designed for anyone who finds difficulty in using ordinary bus services. In April 1995, the Spelride door-to-door accessible transport bus service was launched by Spelthorne Accessible Transport, with support from the Borough Council. The Council will support the County Council, subject to the availability of resources, in seeking further improvements to community transport provision. The Borough Council is itself considering means of securing enhanced integrated accessible transport, and within its powers will encourage the further provision of accessible taxis to serve the Borough's population.
- 9.53. The Council fully supports PPG13 which seeks to influence the choice of travel mode away from the private car, and regional and County policies which seek improvements to and greater use of public transport. To this end this Council's aspirations for public transport are set out in the sections which follow, including references to support for major transport initiatives.

- 9.54. Despite the deregulation of bus services, the County Council continues to have a role in ensuring the provision of socially necessary services which would not otherwise be provided commercially. Spelthorne is served by a wide range of bus companies and many of the routes pass through or terminate in Staines. An Information Centre for bus services is available at the South Street Bus Station.
- 9.55. This Council's aims for bus services operating within Spelthorne during the Plan period are as follows:-
- (a) that all bus services should be encouraged to either pass through or terminate at Staines Bus Station, thereby enhancing its role as an interchange point;
  - (b) that the importance of cross town services and to Staines Railway Station, thus providing an interchange facility at the Railway Station, be supported so long as there is adequate passenger demand;
  - (c) that long term access by buses to the pedestrian priority area in Staines High Street will be reviewed following an experimental period.
- 9.56. Three measures proposed in the Staines Movement Study 1992 have the potential to make bus services in Spelthorne more attractive, and are supported by the Council:-
- (a) investigation of the potential for new local services serving residential areas using mini or midi buses
  - (b) introduction of bus priority measures at signalised junctions
  - (c) covering the main passenger waiting areas and walkways at Staines Bus Station.
- 9.57. There are railway stations at Staines, Ashford, Shepperton, Upper Halliford, Sunbury and Kempton Park (racecourse only). The two lines serving the Borough both terminate at Waterloo, London. The Borough and County Councils recognise the vital role of the Railway network in meeting movement needs, particularly for commuters. In 1998/99 the number of journeys commencing or ending at stations in Spelthorne were:-

Ashford	522,171
Staines	1,555,153
Shepperton	301,442
Sunbury	413,420
Upper Halliford	118,578

Improvements in facilities for potential rail users, including disabled people, at all railway Stations within Spelthorne will be supported by the Borough Council where they do not conflict with other Council policies.

- 9.58. Major rail proposals and studies of possible improved rail routes covering a wider area are referred to in section 9.11 above. Appropriate schemes could produce significant improvements in public transport services across Spelthorne and give improved links to Heathrow Airport. Such improvements will be supported where there is no conflict with other Council policies. The Council supports the SWELTRAC rail proposal.
- 9.59. The Council recognises the importance of good interchange facilities at main railway and bus stations, for the bus and railway user, car driver, disabled person, pedestrian and cyclist, and will seek to make improvements as opportunities arise. It will also encourage the promotion of bus travel through making available information on local services.

#### **POLICY M14**

**The Borough and County Councils will continue to seek public transport improvements, including interchange facilities in the Borough and in major development.**

#### **POLICY M15**

**The Borough Council will encourage measures to improve the accessibility of Heathrow Airport from the Borough by public transport, where improvements can be achieved in an environmentally acceptable manner. The Council supports the provision of a Southern Rail link to Heathrow from the Staines Waterloo line (SWELTRAC) connecting to the existing route between Ashford and Feltham.**

### **SUMMARY OF MOVEMENT PROPOSALS**

- 9.60. Chapter 12 - Implementation contains a schedule of all proposals contained in this Plan with relevant additional background information. Proposals which relate to the Movement chapter are made for the following sites:

P18	High Street, Staines
P19	South Street and Thames Street, Staines
P20	Land between Fairfield Avenue and Millmead
P21	Church Street, Staines (east of Bridge Street)
P22	Clockhouse Lane, Ashford
P23	Walton Bridge, Shepperton
P24	Walton Lane, Lower Halliford
P25	Tow Path, Shepperton
P26	Russell Road, Lower Halliford