

CHAPTER 13 - MOVEMENT

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13.1 INTRODUCTION

- 13.1.1 Roads in Epsom and Ewell carry traffic flows nearly twice the national average. This reflects primarily the high level of car availability to local residents and the high proportion of journeys made by private car. Car availability in Surrey in 1996 was 44% higher than the national average. Residents of the Borough used private cars for 93,000 journeys each day in 1992, and the growth in Surrey traffic flows is estimated at 2% a year throughout the 1990s. Through-traffic also adds to the number of vehicles on the Borough's roads, although it contributes a much smaller number of journeys. A Movement Study was commissioned in 1994 to examine the impact of traffic in the Borough and consider how access and movement can best be accommodated in the future, and many of its conclusions are incorporated in this Chapter.
- 13.1.2 Traffic congestion is widely perceived as a problem in the Borough. Many roads in the Borough are already operating at or beyond their capacity in terms of traffic flows, with consequent delays and accidents. The Movement Study identified the worst affected highways as the A24 (particularly Dorking Road and High Street), the Ewell Bypass, the A240 Reigate Road and Chessington Road east of Longmead Road. Furthermore, the development of the Epsom Hospitals Cluster is expected to add significantly to the demand for roadspace.
- 13.1.3 Road capacity can also be assessed in terms of the levels of traffic which could be accommodated without damage to the environment. "Environmental capacity" takes into account intrusion into residential areas, pollution, community severance and vehicle/ pedestrian conflicts. Problems are most severe on the A24 in Epsom town centre (particularly High Street), Hook Road, Waterloo Road and Chessington Road, although the Movement Study indicated that traffic levels on many more roads exceed their environmental capacity.
- 13.1.4 The widespread availability of private cars and commercial road vehicles has brought qualified benefits in terms of personal freedom and consumer choice of goods and services. An effective transport system is vital to the national economy and to the Borough's economy. However, the economic and environmental costs of attempting to accommodate continuing trends in private car use and traffic growth would be unacceptable. The projected growth of road transport threatens economic efficiency through congestion and also threatens the global and local environment, through:
- the use of fossil fuel, which is a non-renewable resource;
 - the growth of exhaust emissions, which cause low level pollution and health problems, and add to greenhouse gases and global warming; and
 - increasing car and highway intrusion into urban and rural areas, which can damage people's quality of life, townscapes, landscapes and wildlife habitats.

13.2 POLICY CONTEXT

Government Policy

- 13.2.1 The Government recognises that road-building and upgrading cannot be expected to cater for national forecasts of traffic growth. Guidance dealing specifically with the South East calls for planning policies which take into account the high and rising economic and environmental costs of transport. Planning authorities in the region should plan land-use and transport together, reducing the need for travel and reliance on the private car, and contributing to the various goals of environmental sustainability.
- 13.2.2 Development plans should aim to reduce travel needs by promoting development in urban locations accessible by means other than private cars, and fostering travel on foot, cycle or public transport. This should involve strengthening established centres, particularly in the development of major travel generators, and limiting parking provision made in conjunction with specific development. Special attention needs to be paid to the travel implications of office, shopping and leisure allocations.
- 13.2.3 Development plans should include land-use policies and proposals relating to the development of the transport network and related facilities such as transport interchanges. They should also include policies relating to traffic management, the control of parking, and improvement of cycle and pedestrian safety.
- 13.2.4 Parking requirements should be set at the operational minimum, and reduced in locations where there is convenient access by means other than the private car. Transport interchanges, town centres and other major developments should incorporate secure cycle parking facilities. Proposals to make pedestrian journeys more attractive may include traffic calming, pavement widening and convenient crossings. Proposals maps should indicate routes along which measures will be taken to facilitate cycling. Local authorities should consider the potential of disused routes such as railway trackbeds for possible future public transport schemes, bridleways and, where they are not isolated, pedestrian and cycle routes.
- 13.2.5 Plans may include provision for park-and-ride schemes where a facility on the edge of an urban area can encourage transfer to buses or trains for travel to the town centre. Proposed roads should be included where the Highway Authority intends to safeguard land for commencement within 10 years, or where non-strategic roads are needed in conjunction with the development patterns proposed in the plan.

County Policy

- 13.2.6 The County Council considers that there are no immediate solutions to the problems of travel in Surrey, and that many parts of the road and even the rail network operate at or beyond capacity. It intends to manage and control the demand for car travel to improve the environment and road safety and reduce congestion and pollution. In 1996 "A New Transport Plan for Surrey" was adopted, containing a detailed set of objectives and a balanced package of measures aimed at

achieving a sustainable transport strategy. The objectives are set out in paragraph 13.2.12.

- 13.2.7 The Surrey Structure Plan supports the integration of transport and land-use planning, indicating that development will only be acceptable where it can be made compatible with the transport infrastructure without damaging local environmental character. Local plans are expected to set out measures to minimise the environmental impact of traffic, and specify car parking standards.
- 13.2.8 The Structure Plan identifies a Primary Route Network of roads with more than local significance. Those in the Borough are the A24, A232 and A240. Major highway schemes on the Primary Route Network, listed by the Structure Plan, focus on the A24 (Epsom Town, East Street/ Epsom Road and Dorking Road). Priority is to be given to schemes which ameliorate existing problems and give significant economic and/ or environmental benefit.
- 13.2.9 The County Council proposes to retain and promote rail and bus services. Epsom is identified as a potential location for major interchange improvements. The County Council will also promote facilities for cyclists.
- 13.2.10 The County Council prepares Local Transport Plans in conjunction with Surrey Boroughs and Districts (formerly Transport Policies and Programmes – TPPs) to seek Government approval for capital expenditure on local transport infrastructure. The Government expects these to take the form of a package approach, involving bids for grants and credit approvals for funding of public transport projects, traffic management and road-building. A balanced approach, shifting the emphasis away from road-building, is a prerequisite of a successful transport package. The Movement Study for the Epsom and Ewell area was commissioned to set a framework for a transportation strategy for Epsom and Ewell Borough. This strategy would then assist with design of a balanced package bid for Government funding of transport infrastructure in the Borough. The package bid was first submitted to the Government in 1997, but was not successful. The bid is expected to be reviewed for future resubmission: once approved, implementation of some Government-funded measures could start the following year.
- 13.2.11 The County Council's specific objectives for the Movement Study covering Epsom and Ewell were as follows:
- a) To assess existing and future movement problems in the study area and accessibility both within the Borough and to surrounding towns;
 - b) To assess present and estimated future traffic flows in Epsom;
 - c) To set out a balanced transport strategy for the area in accordance with objectives of the transport plan for Surrey; and
 - d) To assess the extent to which the desire to reduce the total demand for travel can be achieved.
- 13.2.12 The wider objectives of "A Transport Plan for Surrey", which apply to all the County Council's Movement Studies, are:
- a) To promote changes in travel behaviour;

- b) To reduce the need for people to travel;
- c) To reduce dependence on cars and other private motor vehicles;
- d) To minimise the adverse effects of motorised transport on the environment and health;
- e) To improve accessibility particularly for non-car users and people with disabilities;
- f) To improve the efficiency of the transport system to sustain the economy without prejudice to the environment; and
- g) To improve the safety and security of transport.

13.2.13 Work on the Movement Study, which has been conducted by the County Council in association with consultants and with the Borough Council, sets the context for the Borough Council's own Movement Objectives. The preliminary conclusions of the Movement Study and a report of public consultation were presented to the Councils late in 1996. The Councils accepted the conclusions, subject to a number of detailed comments and to further examination of options for Epsom Town Centre. Following a decision of the County Council and an independent study of public opinion commissioned by the Borough Council, both authorities have resolved separately to abandon all variations on the High Street Relief Road and Southern Link Road Extension and to pursue a forward looking and environmentally acceptable option for Epsom town centre starting from the existing highway network. The Borough and County Councils will therefore continue to explore possible means of alleviating a range of problems in Epsom town centre, and will amend the Local Plan further as necessary to take account of continuing work towards the approval of a balanced package bid for funding of transport infrastructure in the Borough.

13.3 **OBJECTIVES**

13.3.1 The challenge for local authorities is to balance accessibility and the demand for private car use against the need to prevent traffic growth reaching levels that cause intolerable economic and environmental consequences. Clearly, planning authorities must continue to promote a transport network which meets commercial and personal transport demands as far as possible, but must also seek to influence those demands and help to limit the growth of road traffic through:

- land-use patterns which minimise the need for travel; and
- proposals and policies which maximise the potential use of alternative travel modes, such as cycling, walking and public transport.

13.3.2 The Borough is the most urbanised District in Surrey, and its urban form provides potential for encouraging alternatives to car travel. It comprises a number of relatively compact developments which each provide a measure of local shopping and community facilities. Four railway stations lie within the Borough, at Epsom, Ewell East, Ewell West and Stoneleigh. Stations nearby serve outlying areas at Epsom Downs, Tattenham Corner and Worcester Park. The Borough is also served by a range of bus services with different operators.

13.3.3 The Borough Council will continue to be concerned with facilitating the safe and efficient movement of road traffic, but this will be tempered by the recognition that economic and environmental constraints will prevent the capacity of roads from being sufficiently increased to cater for growth projections. As a consequence, the Council's priority will be to minimise the environmental damage caused by traffic and to increase the attractiveness of other forms of transport.

13.3.4 This priority is consistent with the conclusions of the Movement Study. New highway construction is favoured only where this will divert traffic away from environmentally overloaded areas without creating environmental overload elsewhere. Instead, the focus is upon traffic calming, increasing safety for vulnerable road-users, and other positive measures for cycling, walking and public transport. The Council will make movement-related decisions with regard to the following strategic objectives:-

1. To achieve land-use patterns which minimise the need for travel, which provide for a choice of modes of transport, and which seek to reduce the use of private cars;
2. To increase the accessibility of Epsom town centre and the Borough's local centres by all modes of transport, and to concentrate in those centres the uses of land which generate customer, commuter and visitor traffic;
3. To minimise the environmental impact of road traffic and improve safety for other road-users by enhancing the Primary Route Network and concentrating through-traffic upon it as far as its capacity allows, by introducing traffic calming measures on non-primary routes, and by seeking to control traffic speeds throughout the Borough;
4. To maximise the effectiveness of car parking for visitors by discouraging commuting by car, by ensuring that car parks are safe and accessible to all other users including disabled people, by arranging for car parks to be shared between facilities with daytime peak-use and facilities with evening peak-use (such as shops and restaurants), and by negotiating for public use of private car parks;
5. To minimise the land-take and environmental impact of car parking by requiring dedicated provision at the minimum levels commensurate with highway safety and efficiency, by seeking commuted payments towards public provision, and by making multi-storey provision where appropriate;
6. To increase the attractiveness of public transport in the Borough by encouraging the development of land-uses which generate customer, commuter and visitor traffic at accessible points on the network, by seeking improved services for disabled people, by seeking improved facilities for interchange between buses and trains at Epsom and other railway stations, and by introducing dedicated bus lanes where appropriate;
7. To increase the attractiveness of walking and cycling and to improve the safety of all vulnerable road-users, including horse riders, by seeking

connections between new development and the existing networks and, in conjunction with the County Council, by implementing safety measures on highways and new off-road routes;

8. To ensure that new road improvement schemes have clear economic, safety and environmental benefits, do not encourage overall increases in car use, and are designed to minimise their effect on residential amenity.

13.3.5 The Borough and County Councils have limited investment roles in transport infrastructure.

13.3.6 As the Highway Authority, Surrey County Council has overall responsibility for the maintenance and improvement of the road network in the Borough. Under an agency agreement, the Borough Council carries out a large proportion of this work. The County Council also has the responsibility to provide socially necessary public transport services over and above those provided commercially; however traffic management and highway works are likely to remain the major components of the County Council's transport expenditure.

13.3.7 The Borough Council seeks in this chapter to provide a strategic framework to guide public and private investment. The operation of the Borough Council's development control function can have significant impacts on movement patterns, particularly through the location, access arrangements and parking provision for new developments. In addition, through the judicious use of private funding from developers and the selection of schemes aimed at increasing the safety of travelling (particularly without a private car), small amounts of expenditure can have significant impacts on the mode of transport people choose.

13.4 GENERAL POLICY

13.4.1 The key to the development of a strategic framework for transport and to the achievement of the Borough Council's movement objectives lies in the disposition of land-uses. Travel demand is minimised in areas where uses are mixed, and people are able to live, work, shop and enjoy leisure facilities within the same general area.

13.4.2 Clearly, there is an established pattern of land-uses in the Borough which cannot be readily altered. Although this has emerged during a period of increasing reliance on the private car, it does have features which could assist a reduction in car use, such as a distribution of railway stations across the Borough and a number of established centres providing goods and services locally.

13.4.3 The Council will therefore seek to build upon those qualities of the Borough which provide people with access to goods and services without requiring them to use cars. Developments close to centres and in Epsom town centre particularly should provide for a mixture of uses compatible with their surroundings. Development which generates customer, commuter and visitor traffic (shops and offices and leisure facilities rather than industry or distribution) should usually be located in or

adjacent to an established centre, and always be accessible by public transport. Development throughout the Borough should be accessible by foot and by cycle.

MV1 WHERE A PROPOSAL IS ACCEPTABLE IN OTHER TERMS, PLANNING PERMISSION WILL BE GRANTED FOR DEVELOPMENT WHICH WOULD ENCOURAGE TRAVEL BY WALKING, CYCLING AND PUBLIC TRANSPORT AND PROVIDE SAFE AND CONVENIENT ACCESS BY THESE MODES. PLANNING PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT WHICH WOULD ONLY PROVIDE FOR ACCESS PREDOMINANTLY BY PRIVATE MOTOR VEHICLES.

13.5 ACCESSIBILITY OF DEVELOPMENT

13.5.1 Development should be located and laid out to minimise the need to use private cars, taking advantage of the existing settlement pattern, established centres and the availability of public transport. However, in many instances, additional transport infrastructure will be needed to cater for the extra traffic generated by development.

13.5.2 Deliveries and servicing will continue to be made by road, and the private car is likely to remain the most popular form of personal transport. Few highways in the Borough have capacity for additional traffic in peak periods. Developers will therefore need to consider means of ensuring that their proposals will not add to congestion, either by incorporating highway and traffic management measures, or by catering for alternative means of transport. They will be expected to fund in full all such works which are needed as a direct consequence of their development.

MV2 WHERE A DEVELOPMENT ACCEPTABLE IN OTHER TERMS WILL GENERATE TRAFFIC WHICH CANNOT BE SAFELY AND EFFICIENTLY ACCOMMODATED BY THE EXISTING TRANSPORT INFRASTRUCTURE, THE DEVELOPER WILL BE REQUIRED TO FUND A PACKAGE OF WORKS AGREED TO PROVIDE ADEQUATELY FOR ALL ADDITIONAL TRANSPORT NEEDS CREATED BY THE DEVELOPMENT WITHOUT DETRIMENT TO THE ENVIRONMENT. HIGHWAY PROPOSALS ARISING FROM THE TRAFFIC GENERATED BY REDEVELOPMENT OF THE HOSPITALS CLUSTER HAVE BEEN SPECIFICALLY IDENTIFIED IN THIS CHAPTER OF THE LOCAL PLAN.

13.5.3 The Borough Council will seek to ensure that development does not harm the use of public footpaths, bridleways and cycle paths. Where development schemes would be likely to sever or disrupt existing routes, the developer will be expected to provide or fund fully appropriate replacements. The appropriateness of replacement routes along new highways will be assessed in relation to the type and volume of traffic likely to use the highway and the likely number of accesses across the footway.

MV3 WHERE A DEVELOPMENT SCHEME WOULD PERMANENTLY OR TEMPORARILY SEVER OR DISTURB THE USE OF A PUBLIC FOOTPATH, BRIDLEWAY OR CYCLE ROUTE, THE DEVELOPER WILL BE REQUIRED TO PROVIDE OR FUND A PACKAGE OF WORKS AGREED TO PROVIDE A SAFE, CONVENIENT AND EFFECTIVE ALTERNATIVE.

13.6 CONTROLS ON MOTOR VEHICLES

Traffic Management and Minor Highway Proposals

13.6.1 Elements of a strategic framework for transport also include a range of traffic management measures and minor highway proposals. These can help to meet the Borough Council's movement objectives which relate to improved safety and/ or efficiency of vehicular traffic flow and to improved conditions for vulnerable road-users. The main priorities are the reduction of accidents and the alleviation of traffic hazards with special regard to the needs of school children, people with physical and sensory disabilities, pedestrians, cyclists and horse riders. The Borough Council has identified measures to enhance the route network and improve facilities available to pedestrians and cyclists. These are considered more fully in paragraphs 13.7.8 to 13.7.15 of this chapter.

13.6.2 Minor highway works are generally carried out by the Borough Council as an agent, implementing schemes agreed by the County Council. Junction improvements, mini roundabouts and pelican crossings are typical examples of works for minor schemes. These proposals do not usually appear in a Local Plan unless they relate to a specific traffic management scheme or land-use proposal in the Plan.

MV4 IN THE SELECTION OF TRAFFIC MANAGEMENT AND MINOR HIGHWAY PROPOSALS, PRIORITY WILL CONTINUE TO BE GIVEN TO ACCIDENT OR HAZARD SITES. THE HIGHEST PRIORITY WILL BE GIVEN TO HAZARDS WHICH RELATE TO PEDESTRIANS, SCHOOLS, AND THE SPECIAL NEEDS OF DISABLED PEOPLE, CYCLISTS AND HORSE RIDERS. PRIORITY WILL ALSO BE GIVEN TO DEVELOPMENT-RELATED SCHEMES, SCHEMES REQUIRED TO SLOW TRAFFIC IN RESIDENTIAL AREAS AND SCHEMES NEEDED TO PREVENT OR DISCOURAGE AN INCREASE IN TRAFFIC ON LOCAL ROADS IN RESIDENTIAL AND OTHER SENSITIVE AREAS.

13.6.3 The Borough Council recognises the need for traffic calming and control measures particularly in residential streets. Traffic calming refers to any method, or combination of methods, by which traffic would be forced to slow down. Components of calming and control may include:

- a) traffic orders, such as weight restrictions or width restrictions; and

- b) physical changes in the road's character, such as road humps, rumble strips, chicanes, mini roundabouts and footway widening at junctions.

Schemes will usually cover an entire stretch of highway or a designated area, combining either or both of these components with any other suitable measures. They will be designed to enhance the safety of all highway users, with particular attention to continuity of routes and level surfaces for cyclists, and access for emergency and delivery vehicles. Schemes will generally require prominent signing. Implementation will take place in partnership with the County Council.

MV5 MEASURES FOR TRAFFIC CALMING AND CONTROL WITHIN THE BOROUGH WILL BE DESIGNED AND IMPLEMENTED IN ORDER TO IMPROVE ROAD SAFETY, IMPROVE CONDITIONS FOR VULNERABLE HIGHWAY-USERS, PRESERVE THE CHARACTER OF THE AREA AND PROTECT RESIDENTIAL AMENITY.

- 13.6.4 The Movement Study has proposed a series of measures to reduce the amount of traffic in Ewell Village. This could include a treatment of highways to signify the entrance to the area, provision for parking partly on the footway to keep the roadway clear for buses, and a pedestrian priority area to discourage through traffic. Further consultation on the proposals will take place during the design process. The measures will be expected to serve the four purposes identified in Policy MV5.

Parking

- 13.6.5 Parking provision, whether on- or off-street, has a major influence upon transport patterns, and therefore must be considered in any strategic framework for transport. The Borough Council is concerned that on-street parking constitutes a hazard to pedestrians crossing the road, is frequently a cause of inconvenience and danger to the vehicular traffic, particularly cyclists and commercial and emergency vehicles, and degrades the environment. The Council therefore seeks to limit the provision of on-street parking to safe locations, and to maintain a supply of off-street parking through standards for provision in conjunction with development and through managing public provision.
- 13.6.6 The Borough Council is particularly aware that the management of car parking can influence personal decisions on private car use eg that of commuters (which include those travelling to work in the Borough and those travelling to railway stations elsewhere). In addressing the competing demands for parking resources, its parking strategy is intended to reflect the key aim of the Government sustainability policy to seek to reduce reliance on the private car. The broad aims of the strategy are:
- a) ensuring that off-street parking in the Borough, particularly in Epsom town centre is safe, convenient, and accessible to all users including disabled people;

- b) providing off-street parking that is at an adequate level to maintain the vitality and viability of the Borough's businesses, provided that the quantity or quality of parking at out-of-centre developments shall not place town centres at a competitive disadvantage;
- c) ensuring that the Borough and its centres are not disadvantaged relative to competing commercial areas by reason of the location, quantity or quality of its parking;
- d) making the best possible use of available car parking by encouraging public rather than private provision and by securing access for different types of visits on weekdays, evenings and weekends;
- e) avoiding provision of car parking for those users who could conveniently travel by other modes (such as commuters), or which would be excessive in terms of land take-up and impact on the highway network; and
- f) reducing the problems of commuter parking in residential roads.

13.6.7

In association with the Borough Council, the County Council has developed these aims into more detailed objectives for particular forms of parking. These objectives are summarised below. In the subsequent sections of the Chapter, they are related to individual policies:

- 1) on-street parking - subject to detailed public consultation, to restrict on-street parking within a radius of approximately 1.6 km (1 mile) of Epsom Clock Tower;
- 2) parking standards for private non-residential development - to discourage private commuter parking in central areas with good public transport, and to seek public control of new spaces;
- 3) public off-street parking - to make better use of existing car parks especially through pedestrian links and public use of private parking;
- 4) public off-street parking - to use mechanisms such as pricing to encourage short stay parking in Epsom town centre and discourage long stay parking; and
- 5) related public transport initiatives - to seek to accommodate as much commuter parking as possible at peripheral park-and-ride sites, and to implement bus priority measures which make bus journey times into the town centre more attractive than car journey times.

Controlling On-Street Parking

13.6.8

On-street parking is normally permitted where it will not interfere with the free flow of traffic. Restrictions are generally imposed where on-street parking would inhibit traffic movement or endanger pedestrians. The Borough Council's powers

to introduce on-street parking restrictions are limited to measures which conform with relevant County Council policies. On-street parking can be particularly intrusive in residential areas, which are often used by commuters where businesses or railway stations are nearby. As part of the parking strategy, restrictions will be considered for residential roads where parking is detrimental to local amenity.

MV6 RESTRICTIONS ON ON-STREET PARKING AND LOADING AND UNLOADING OF VEHICLES WILL BE SOUGHT WHERE THESE ACTIVITIES ARE CONSIDERED LIKELY TO HAVE A DETRIMENTAL EFFECT ON THE SURROUNDING ENVIRONMENT, TO OBSTRUCT THE FREE FLOW OF TRAFFIC OR TO ENDANGER THE SAFETY OF PEDESTRIANS AND OTHER ROAD USERS.

13.6.9

In some parts of the Borough, especially where high-density housing predominates, many residential properties have little or no car parking within their curtilages. The Borough Council will seek to encourage the provision of off-street parking by residential owners/ occupiers where the removal of on-street parking and the arrangements for parking within residential curtilages have overall environmental and safety benefits. In particular, the Council will be sympathetic towards proposals for domestic garages where a planning application is required, and on-street parking is inappropriate. However, the Council is committed to achieving sympathetic designs and reducing the impact of cars in Conservation Areas, and to protecting residential amenity. Proposals will therefore be considered with reference to Local Plan Policies BE3, 4 and 5 in Chapter 6 - Built Environment, and policies for householders in Chapter 14 - Control of Development.

MV7 PROVIDED THAT A REDUCTION IN ON-STREET PARKING WOULD BE ACHIEVED WITHOUT ANY DAMAGE TO CONSERVATION AREAS OR ANY OVERALL DETRIMENT TO THE ENVIRONMENT, PERMISSION WILL BE GRANTED FOR OFF-STREET CAR PARKING TO SERVE EXISTING RESIDENTIAL DEVELOPMENT, AND OTHER MEASURES WILL BE CONSIDERED TO ENCOURAGE OFF-STREET CAR PARKING IN RESIDENTIAL AREAS.

13.6.10

In accordance with parking strategy objective (1), the Borough Council is actively investigating the possibility of implementing a Controlled Parking Zone in and around Epsom town centre. The zone could include "residents only" parking and pay and display parking on some streets. The area under consideration applies both to the town centre and to a number of residential streets on the edge of the town centre. By displacing commuters from on-street locations, the Zone would encourage them to use public transport (or otherwise to travel without a private car) for a greater proportion of their journey, or to park in more suitable off-street locations. The Zone's aims would be:

- (i) Reducing and controlling all-day on-street commuter parking;

- (ii) Using pricing constraints to manage on-street parking;
- (iii) Making it easier for residents, visitors and shoppers to park;
- (iv) Enhancing safety and removing obstructions to private accesses;
- (v) Encouraging parking in the designated off-street car parks;
- (vi) Improving the environment by reducing the total number of vehicles parked on the highway;
- (vii) Enabling the Council to enforce parking restrictions effectively.

Parking Standards

- 13.6.11 The Borough Council normally requires developments to incorporate off-street parking spaces. Standards are laid down for all main land-use categories and include requirements for lorries where appropriate, based upon the County Council's estimate of the traffic generated by each category. The Council also requires the provision of cycle parking for developments likely to be cyclist destinations. Car, lorry and cycle parking standards are set out in Appendix 1 of the plan.
- 13.6.12 The County Council began a review of parking standards in 1995, which is now substantially complete. The review focused on amending the standards for private non-residential parking to conform with the latest Government guidance, however that guidance is now subject to review. In accordance with parking strategy objective (2), map-based restrictions for central areas with public transport have been incorporated in Appendix 1. Ongoing revisions to the standards will be incorporated when the Local Plan is reviewed.
- 13.6.13 The review of parking standards involves three components:-
- i) the standards for the number of non-residential parking spaces required in developments have been updated to reflect recent evidence of traffic generation for the particular land-uses in question;
 - ii) these numerical standards for non-residential uses are now expressed as a maximum which should not be exceeded, and which should be discounted to a lower level where alternative modes of transport are available and on-street parking "overflow" can be controlled;
 - iii) the areas where parking standards will be discounted have been formalised by developing a zoning map for the Borough, and specifying the percentage of the numerical standard which may be provided in each zone.
- 13.6.14 The zoning map is intended to reflect the importance of standards in reducing the need for on-street parking. This is set against the need to avoid provision of parking which enables people to use private cars for journeys they could otherwise

undertake by public transport, cycle or on foot. Restraint is greatest where new off-street parking could damage local character (such as in Conservation Areas), where "overflow" parking on residential streets can be controlled (such as in the area being investigated for a Controlled Parking Zone), and where access to other modes of transport is good (such as in Epsom town centre and close to railway stations). Restraint is least in suburban areas without potential for on-street parking control and in outlying areas with limited public transport services.

- 13.6.15 The discount percentages have been expressed as ranges rather than fixed figures to provide for flexibility to meet the specific circumstances of each development. Discount percentages do not apply to operational requirements (delivery, maintenance etc), which continue to be a minimum requirement. The Council may consider provision outside the percentage range in some circumstances, for instance where developments serve people with special needs, such as elderly or disabled people, or where the catchment of a facility includes isolated areas. Where development is discounted below the maximum numerical standards, particularly in the case of office proposals, developers will be required to provide a commuted sum towards public parking provision or public transport facilities, or substitute alternative measures such as bus shelters and cycle parking.

MV8 PLANNING PERMISSION WILL BE GRANTED FOR DEVELOPMENT WHICH:

- (1) COMPLIES WITH THE PARKING STANDARDS SET OUT IN APPENDIX 1 TO THE PLAN; OR**
- (2) INCLUDES A LOWER LEVEL OF PARKING PROVISION THAN THE MAXIMUM IDENTIFIED IN THE APPENDIX FOR THE APPROPRIATE CATEGORY OF DEVELOPMENT; AND**
- (3) DOES NOT ADVERSELY AFFECT HIGHWAY SAFETY AND EFFICIENCY; AND**
- (4) A FINANCIAL CONTRIBUTION IS MADE TOWARDS REDRESSING AN IDENTIFIED SHORTFALL IN PUBLIC PARKING OR ALTERNATIVE TRANSPORT PROVISION.**

Public Off-Street Parking

- 13.6.16 In formulating a parking strategy, the Borough Council is concerned to enhance the accessibility of Borough's businesses for customers, without encouraging the growth of private car use. For car users, the availability of parking which is safe and convenient can be as important in choosing destinations for shopping and leisure as the quality and range of facilities. Public consultation and surveys on car parking facilities have revealed a measure of dissatisfaction with provision in the Borough. Users have identified problems of convenience, getting in/ out, and pricing as issues in Epsom town centre. In Ewell Village and a number of local

centres there is a quantitative shortage of parking spaces, particularly where shopping parades are alongside main roads.

- 13.6.17 The Borough Council currently manages six public car parks in or close to Epsom town centre shopping area. In recent years, public provision for shoppers has been made primarily at the former High Street surface car park (rear of Boots) and at the multi-storey car park within the Ashley Centre. Public provision for long stay parking has been made primarily at the Upper High Street and Depot Road surface car parks, and at Hook Road multi-storey. Further spaces have been available to the public on Saturdays at Sir William Atkins House underground car park and Church Street Clinic surface car park. In addition, Sainsbury's provided customer parking for some 150 cars at its former Town Centre store. The public car parks have provided approximately 770 short-stay spaces and 1080 long-stay spaces, with an additional 130 short-stay and 200 long-stay spaces on Saturday. The occupancy rates of the public car parks declined between 1992 and 1995, but are now increasing. The most well-used have been those at the Ashley Centre and High Street. The multi-storey car park at Hook Road has operated under capacity for some years, but is now well-used for contract parking on the basis of yearly permits, and for secure vehicle storage on the upper floors.
- 13.6.18 The supply of new public parking at all the Borough's centres will be limited by the cost and availability of suitable sites, the physical capacity of the road system and the effect of traffic and car parks on the environment and local character. The Borough Council will, however, maintain the current overall supply of public parking spaces, to make sure that sufficient car parking is available for shoppers and visitors in convenient locations. In accordance with parking strategy objective (3), the Council will seek to secure the public availability of car parks in private commercial premises, especially in the case of new development and existing parking provision which is underused during Saturdays and evenings.
- 13.6.19 Public car parking issues in Epsom town centre are qualitative as well as quantitative, focusing on convenience. A process of monitoring and review will continue to be used to address car parking needs and the balance between different types of use and user. This process will inform the Borough Council in the provision of new public parking and in adopting management practices such as pricing, maximum length of stay, and improved security. In accordance with parking strategy objective (4), the Borough Council takes the view that car parking close to the core of the Town Centre should be available primarily for visitors and shoppers. However, commuters can also be a source of Town Centre vitality and custom for local businesses. Car parking at the edge of the Town Centre should continue to be available for commuters until progressive improvements in public transport and adjustments to long stay parking charges make travelling to the centre by other modes more attractive.
- 13.6.20 There are four sites where public car parking provision is being enhanced. These enhancements are likely to involve qualitative improvements rather than significant increases in the total number of spaces, as follows:
- Prior to the commencement of the Lifestyle Centre development, there were 111 short-stay public parking spaces at the High Street/ Waterloo

Road (rear of Boots) car park. During works on the site, any car parking in this location will be severely limited. Following development, a semi-basement car park is expected to provide no fewer than 90 replacement short-stay spaces for the general public, in addition to spaces dedicated to specific properties.

- Given the popularity of the High Street/ Waterloo Road car park in recent years, and the dislike of multi-storey car parks amongst some shoppers, retention of surface car parking close to the eastern part of High Street is considered to be particularly important. Replacement short stay car parking for shoppers and visitors has therefore been established behind the Town Hall and at Hope Lodge by providing a safe public access road to the area and relocating commuters to long-stay car parks.
- Surfacing, security and layout at Depot Road and Upper High Street car parks could be improved, and a controlled link between the two added, to improve access and provide an easier route to locate vacant spaces. Former proposals for redevelopment of the Depot Road and Upper High Street surface car-parks to provide multi-storey parking and housing are no longer considered appropriate, and have been deleted.
- In addition, changes are proposed to the internal arrangements at the entrance to the Ashley Centre Car Park where two lanes merge into one, to eliminate queuing problems on Ashley Avenue.

MV9 EXISTING PUBLIC CAR PARKS WILL BE RETAINED, AND ADEQUATE SHORT-TERM OFF-STREET PARKING FACILITIES FOR SHOPPERS WILL BE SOUGHT IN EPSOM TOWN CENTRE AND LOCAL CENTRES. PLANNING PERMISSION WILL NOT BE GRANTED IN EPSOM TOWN CENTRE AND LOCAL CENTRES FOR DEVELOPMENT WHICH WOULD RESULT IN A NET LOSS OF PARKING SPACES AVAILABLE TO SHOPPERS, EXCEPT WHERE THE LOSS IS OF SPACES PROVIDED ON TEMPORARILY VACANT SITES.

MV10 SUBJECT TO HIGHWAY AND ENVIRONMENT CONSIDERATIONS, LEGAL AGREEMENTS WILL BE SOUGHT TO ENCOURAGE THE PROVISION AND EFFECTIVE USE OF PRIVATE NON-RESIDENTIAL PARKING SPACES FOR PUBLIC PARKING.

MV11 ENHANCED PUBLIC PARKING PROVISION WILL BE SOUGHT ON THE FOLLOWING SITES:

(I) HIGH STREET/ WATERLOO ROAD (REAR OF BOOTS) CAR PARK;

(II) DEPOT ROAD CAR PARK; AND

(III) UPPER HIGH STREET CAR PARK.

13.6.21 In the planning, design and location of parking facilities, the Borough Council will seek to incorporate suitable hard and soft landscaping and lighting to create a pleasant and safe environment. In addition, the Borough Council will have regard to the access needs of pedestrians, shoppers with trolleys, people with prams, the special needs of people with physical and sensory disabilities, and the parking needs of motor cyclists and pedal cyclists. In conjunction with the County Council, the Borough Council will investigate means of addressing needs identified by the Movement Study, including an improved route from Hook Road car park to the railway station and secure and convenient parking space for cycles.

MV12 IN CONSIDERING APPLICATIONS FOR PUBLIC PARKING FACILITIES AND IN THE PROVISION AND MANAGEMENT OF COUNCIL OWNED PARKING FACILITIES, THE FOLLOWING WILL BE SOUGHT:

(I) SUITABLE LIGHTING,

(II) LANDSCAPING AND TREEPLANTING,

(III) APPROPRIATE MEANS OF ACCESS, AND LAYOUT OF SPACES, AND

(IV) FACILITIES FOR ALL PERSONAL TRANSPORT VEHICLES AND VEHICLE-USERS INCLUDING PEDESTRIANS, DISABLED PEOPLE, MOTOR CYCLISTS AND PEDAL CYCLISTS.

Lorries and Coaches

13.6.22 There is not considered to be a need for signed lorry routes in the Borough, however the Council is aware of the environmental problems caused by lorries and heavy commercial vehicles using highways off the Primary Route Network. A scheme is in force to restrict heavy vehicle movements in Ewell Village, and advisory signs warn heavy vehicles against the use of Burgh Heath Road. Further action may be needed, particularly to control the parking of heavy lorries/ private hire coaches in residential and other sensitive areas. This falls under legislation other than planning law and will be pursued accordingly.

13.6.23 There are no official or unofficial lorry/ coach parks in the Borough, and the Council is aware of problems associated with the overnight and weekend parking of commercial vehicles, especially when this occurs in residential areas. The Council considers that there is a need for lorry and coach parking facilities and that there are opportunities for the private sector to provide them together with ancillary toilet and washing facilities. It may be feasible to develop joint provision for lorry parking, coach parking and a park-and-ride scheme. Sites will be considered to be

appropriate if they can provide a satisfactory access and layout, do not damage residential amenity (particularly through the noise and vibration which can be associated with refrigerated vehicles), and are acceptable in terms of the Local Plan's other environmental and open space policies in Chapters 3 to 6, 8 and 14).

MV13 PLANNING PERMISSION WILL BE GRANTED FOR LORRY/ COACH PARKING FACILITIES ON APPROPRIATE SITES. WHERE PRIVATE SECTOR PROVISION IS INADEQUATE, ACQUISITION AND MANAGEMENT OF SITES WILL BE CONSIDERED, TO PROVIDE FOR LORRIES AND COACHES TO PARK SUBJECT TO PAYMENT OF A FEE.

13.7 FACILITIES FOR SUSTAINABLE TRANSPORT

Public Transport

- 13.7.1 The Borough's movement objectives and strategy framework place great emphasis on the need to improve public transport. Many people rely on public transport, particularly the elderly, children and young people, and women in non-car and one-car households. Furthermore, the Borough's relatively high car availability and use can cause acute levels of congestion and environmental damage. In the future, it is possible that improved public transport facilities and technology, coupled with highways reaching saturation point, will encourage much more widespread public transport use.
- 13.7.2 The introduction of deregulation through the Transport Act 1985 has substantially reduced the role of the public sector in provision of bus services. Surrey County Council retains a role in subsidising socially necessary services over and above those provided on a commercial basis, which it secures in accordance with its Passenger Transport Policy statement. However, the key public sector role in planning for increased bus use is expected to be in providing for infrastructure such as bus lanes and, where the technology is reliable, "on-line" information at bus stops giving real waiting times.
- 13.7.3 The Borough Council will liaise with the County Council to secure the provision of additional bus routes and services to meet new requirements and to ensure that vehicles of appropriate sizes are used on appropriate routes. These services will need to provide for disabled people, who often have no alternative mode of transport, and the Borough Council will seek to ensure that community transport provision, using vehicles accessible to people with physical disabilities, is continuously enhanced. The Borough Council has only limited influence over rail services but will seek, through the consultation machinery, the maintenance and improvement of services. In conjunction with the County Council, the Borough Council will seek the implementation of Movement Study proposals for "on line" information and an increased frequency of off-peak services from each of the Borough's railway stations, alongside improvements to the environment and safety of the stations and a more attractive pricing structure.

INTERCHANGE FACILITIES SHOULD INCORPORATE ALL NECESSARY RAMPS AND LIFTS TO ALLOW ACCESS BY PEOPLE WITH PHYSICAL DISABILITIES. PROVISION OF SECURE CYCLE PARKING, TAXI FACILITIES, BUS BAYS, PASSENGER INTERCHANGE WAITING FACILITIES AND LIMITED CAR PARKING WILL ALSO BE EXPECTED. PLANNING PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT WHICH WOULD INVOLVE THE LOSS OF CAR PARKING AT RAILWAY STATIONS.

- 13.7.7 The introduction of park-and-ride facilities in the Borough may be one method of reducing parking demand and traffic congestion in Epsom town centre. Providing parking at peripheral railway stations is one way of reducing commuting by private-car to Epsom town centre and other rail-commuter destinations. For commuting to Epsom town centre particularly, peripheral parking sites with a dedicated bus service may also be viable, and would help to meet parking strategy objective (5) in paragraph 13.6.7. The Movement Study indicated potential for park-and-ride sites for traffic travelling towards Epsom on the B280 (in the area of West Park Hospital) and on the A240, but did not identify available sites. Sites would need to provide secure free parking and illuminated shelters with seating. A proposal in the West Park area could provide a terminus for the circular bus route referred to in paragraph 13.7.4. Park-and-ride facilities might be provided in conjunction with lorry/ coach parking proposed under Policy MV13.

MV16 THE IDENTIFICATION OF PARK-AND-RIDE SITES WILL BE SOUGHT:

- (I) WEST OF EPSOM CLOSE TO THE B280, AND**
- (II) NORTH OF EPSOM CLOSE TO THE A240.**

PLANNING PERMISSION WILL BE GRANTED FOR PARK-AND-RIDE FACILITIES ON APPROPRIATE SITES PROVIDED THAT THEY HAVE NO ADVERSE EFFECT ON HIGHWAY SAFETY AND EFFICIENCY AND DO NOT ENCOURAGE THE USE OF PRIVATE MOTOR VEHICLES FOR JOURNEYS WHICH COULD CONVENIENTLY BE UNDERTAKEN BY OTHER MODES.

Pedestrians and Cyclists

- 13.7.8 The vast majority of journeys include a walking element and, given the vulnerability of pedestrians to traffic dangers, it is considered that their needs should receive special consideration in the strategic framework for transport. One of the Borough's attractive features is an extensive network of footpaths which provide a pleasant means of access. The Council is concerned to ensure that this network is well-maintained and that adequate lighting is provided. All development should be properly accessible to pedestrians, and be thoroughly

integrated with existing footpaths. A number of pedestrian links recommended by the Movement Study are proposed for development sites in Chapter 15 – Implementation, Resources, Monitoring and Review. Development will therefore provide opportunities for the overall network to be extended and improved.

- 13.7.9 It is recognised that most footpaths can safely be used by cyclists to avoid motor traffic or to accompany a pedestrian. Footpaths can be made available for shared use by providing features such as ramps and dropped kerbs, which are also often of benefit to disabled people and people with push chairs. Most new paths, and many existing paths, can readily be designed to accommodate shared use without conflict provided that sufficient land is available. Where land is available, new paths should generally provide for cyclists unless they form footways to a minor road which cyclists can safely use, or a segregated cycle route is provided. However, the Council is concerned that sharing arrangements should be clearly indicated, and sharing should not be encouraged where the safety and comfort of users would be compromised. The Council considers that features of some paths such as intensive use or tight corners may create unacceptable conflict between cyclists and pedestrians.

MV17 THE PRESENT NETWORK OF FOOTPATHS WILL BE MAINTAINED, EXTENDED AND IMPROVED AS APPROPRIATE, AND DEVELOPMENTS WILL BE EXPECTED TO PROVIDE APPROPRIATE INTERNAL FOOTPATH LINKS AND LINKS TO THE NETWORK.

MV18 MEASURES SUCH AS SHARED PEDESTRIAN AND CYCLE ROUTES WILL BE ENCOURAGED WHERE THESE CAN IMPROVE SAFETY AND CONVENIENCE FOR PEDESTRIANS, CYCLISTS AND DISABLED PEOPLE. DESIGN OF ALL NEW PATHS FOR SHARED USE WILL BE SOUGHT WHERE SUFFICIENT LAND IS AVAILABLE, UNLESS SAFE AND CONVENIENT ALTERNATIVE ROUTES FOR CYCLISTS ARE ALREADY AVAILABLE.

- 13.7.10 Serious conflicts may occur between pedestrians and motor vehicles. These are particularly common in residential areas, Epsom town centre and the Borough's local centres, where people undertake many short pedestrian journeys and where vehicular traffic can pose a threat to safety. Conflicts also occur where pedestrians share busy roads with motor vehicles and no separate footway is provided; examples include a number of routes used by pedestrians to reach the Epsom and Walton Downs. In seeking to resolve such conflicts, the Borough Council will bear in mind the conflict which may arise between cyclists and pedestrians, particularly if cyclists choose to use a narrow footway in preference to a busy road.

- 13.7.11 The Borough Council considers that further removal of motor traffic from Epsom High Street and other shopping areas in the Borough would enhance the environment significantly, reduce vehicle-pedestrian conflict, add greatly to the attractiveness of the centres to visitors and aid economic development. The

Movement Study put forward possible pedestrian priority measures for Epsom High Street and for Ewell Village (measures for Ewell Village are outlined in paragraph 13.6.4 above). The Borough Council commissioned independent research consultants to seek public views on Epsom Town Centre, and in response to these views has decided to abandon the High Street Relief Road and the earlier Southern Link Road Extension. However, respondents favoured greater pedestrianisation, and the Borough Council now intends to enter into a further dialogue with Borough residents and the business community to examine options for extending pedestrian priority and accommodating traffic on the existing highway network. The Borough Council will aim to produce a scheme which meets the other public views expressed in the consultants' survey, including improved landscaping, additional seating areas, and additional cycle lanes. Any scheme which emerges from the dialogue will be developed in conjunction with Surrey County Council, and will be subject to full public consultation in the context of detailed design works and the preparation of traffic orders.

MV19 IN CONSIDERING APPLICATIONS FOR DEVELOPMENT, TRAFFIC MANAGEMENT AND HIGHWAY PROPOSALS, MEASURES WILL BE SOUGHT TO IMPROVE CONDITIONS FOR PEDESTRIANS AND REDUCE POTENTIAL CONFLICT WITH MOTOR VEHICLES AND CYCLES, INCLUDING THE FORMATION OF NEW FOOTWAYS ALONG ROADS WHERE NONE ARE PROVIDED AT PRESENT.

MV20 TRAFFIC ORDERS WILL BE SOUGHT TO REDUCE THE LEVEL OF MOTOR TRAFFIC IN THE BOROUGH'S SHOPPING AREAS, PARTICULARLY EPSOM HIGH STREET AND EWELL VILLAGE, AND COMPLEMENTARY ENVIRONMENTAL ENHANCEMENT WORKS WILL BE UNDERTAKEN.

13.7.12 Cycling constitutes a particularly sustainable form of transport for journeys a few miles in length. The National Cycling Strategy, co-ordinated by the former Department of Transport, established a national target of doubling the 1996 level of bicycle use by 2002, and doubling it again by 2012. An increase in the use of cycles locally would contribute to the national target and contribute greatly to the Borough Council's movement objectives. However, cyclists face special problems on the road network, and conflict may arise between cyclists, pedestrians and motor vehicles, particularly along routes used by young people cycling to and from schools. There is considerable scope for reduction in this conflict and improved provision for cyclists throughout the Borough, particularly in built-up areas and where development is proposed. The Borough Council intends to develop a continuous network of cycle routes throughout the Borough to serve locations which generate travel, such as housing estates, schools, shopping centres, employment areas, railway stations and the Downs.

13.7.13 A strategic cycle network is shown on the Plan's Proposals Map and Proposals Map Insets. The strategic network shows only those routes on which the Borough Council intends to concentrate resources, and on which the Borough Council

expects to have implemented signing, surfacing or safety features for cyclists by the end of the Plan period (ie 2006). It does not show all routes which are suitable for use by cyclists at present or where cycling-related measures may be sought in the future. Links will be developed on a step-by-step basis by various means, including signing and surfacing existing routes open to cyclists, signing quiet roads, providing shared paths and purpose-built paths, and introducing cycle lanes or bus/ cycle lanes, light-controlled crossings and advanced stop-lines. Where continuous level routes cannot be provided, particularly on potential routes to schools, measures such as step infills and cycle gullies may be used to assist those wheeling bicycles over footbridges.

13.7.14

The Borough Council has produced the Epsom and Ewell Cycle Guide 1999 which shows existing and future cycling routes, and forms the basis of the strategic network. In addition, the Movement Study specifically recommended some parts of the cycle network shown, primarily in association with proposed bus lanes and the proposed new highway from Kiln Lane to Longmead. However, the Borough and County Councils both called for further studies to enhance the network and to consider safe routes to schools. The Borough Council intends to review the Cycle Guide annually to add new developments and opportunities, and will incorporate any changes into the Local Plan in due course. An Epsom Cycling Forum has been set up to assist the review of routes. Each proposed addition to the routes will be subject to a detailed study including examination by the Epsom Cycling Forum, and full consultations with all interested parties before implementation. The routes will be linked to the Downs and connect with the cycle routes (existing and proposed) in Horton Country Park and the adjoining local authority areas of Kingston, Sutton, Mole Valley and Reigate and Banstead.

MV21 IN CONSIDERING APPLICATIONS FOR DEVELOPMENT, TRAFFIC MANAGEMENT AND HIGHWAY PROPOSALS, MEASURES WILL BE SOUGHT WHICH IMPROVE CONDITIONS FOR CYCLISTS AND REDUCE POTENTIAL CONFLICT WITH MOTOR VEHICLES AND PEDESTRIANS. IMPLEMENTATION OF A CONTINUOUS NETWORK OF CYCLE ROUTES WILL BE SOUGHT, INCLUDING THE STRATEGIC CYCLE NETWORK SHOWN ON THE PROPOSALS MAP AND PROPOSALS MAP INSETS. DEVELOPMENTS WILL BE EXPECTED TO PROVIDE APPROPRIATE INTERNAL CYCLE ROUTES WITH LINKS TO THE STRATEGIC CYCLE NETWORK, AND WHERE APPROPRIATE TO CONTRIBUTE TO ELEMENTS OF THE NETWORK OFF-SITE.

13.7.15

The provision of appropriate facilities for the parking of bicycles at destinations such as shopping centres, the workplace, railway stations and recreation grounds is essential if cycling is to become a more popular form of transport. The Movement Study identified a particular need for cycle parking in Epsom at the railway station and in the Town Centre. There will be opportunities to secure improved facilities for the parking of bicycles where development is proposed and, where appropriate, the Council will itself seek to provide such additional facilities as are required to serve existing shopping centres and community facilities. Developers will be

expected to provide cycle parking in accordance with the standards included in Appendix 1. To maximise the effectiveness of these provisions in encouraging the use of bicycles, the Borough Council recommends that cycle parking be designed to provide for secure locking and stability (Sheffield stands are considered to be particularly appropriate), to provide cover from wet weather and to provide natural surveillance. Locked enclosures are recommended where cycles are to be left for much or all of a working day. In the case of developments with particularly high potential for replacing car movement generation with cycle movement generation, such as education facilities, cycle parking may be offered as a substitute for car parking in accordance with Policy MV8. In conjunction with the County Council, the Borough Council will follow up the Movement Study by consulting schools on providing a package of safe cycle access and secure cycle parking at schools.

MV22 PROVISION OF FACILITIES FOR THE PARKING OF BICYCLES WILL BE REQUIRED IN ALL MAJOR DEVELOPMENTS IN ACCORDANCE WITH THE BOROUGH COUNCIL'S PARKING STANDARDS. WHERE APPROPRIATE, THE PROVISION OF ADDITIONAL FACILITIES FOR THE PARKING OF BICYCLES WILL BE SOUGHT IN SHOPPING AREAS AND AT COMMUNITY FACILITIES.

Horse Riders

13.7.16 Horse riders are vulnerable to disturbance by other road-users. Although there are extensive areas of training runs, horse-rides and bridleways within the Borough, horse riders must often use busy roads to reach them from the stables and to transfer from one network of horse-rides or bridleways to another. The Council has carried out a number of improvements to routes and crossing points, including a new horse-margin along Langley Vale Road, and will continue to seek additional facilities for horse riders where required. The package of highway works related to the development of the Epsom Hospitals Cluster is expected to provide some facilities in Horton Lane/ Hook Road and Christ Church Road. In addition, the Movement Study recommends further new routes and crossings to provide safe access from stables to Epsom Downs. Routes will be sought in the Langley Vale area to relieve conflict at Headley Road, Chalk Pit Road, Rosebery Road and Grosvenor Road. Safe crossing points will be sought in the Grandstand area for Chalk Lane, Ashley Road and Tattenham Corner, and enhancement sought to the existing crossing at Langley Bottom Wood.

13.7.17 All bridleways are open to cyclists and pedestrians, however horse-rides and horse-margins alongside roads may be provided specifically to link stables to training-runs, and are not necessarily in locations attractive to other users. Whilst crossings for stables may be designed primarily with horse-riders in mind, bridleway-road crossings should also provide for pedestrians and cyclists.

MV23 IN CONSIDERING APPLICATIONS FOR DEVELOPMENT, TRAFFIC MANAGEMENT AND HIGHWAY PROPOSALS, MEASURES WILL BE SOUGHT TO REDUCE THE POTENTIAL FOR CONFLICT BETWEEN HORSE RIDERS AND MOTOR

VEHICLES, AND NEW BRIDLEWAYS AND HORSE-RIDES WILL BE SOUGHT TO OBTAIN THE NEED FOR HORSE RIDERS TO USE BUSY STRETCHES OF ROAD. IMPLEMENTATION OF NEW AND IMPROVED BRIDLEWAYS, HORSE-RIDES AND ROAD CROSSING POINTS FOR HORSE RIDERS WILL BE SOUGHT THROUGHOUT THE BOROUGH, PARTICULARLY IN THE VICINITY OF THE DOWNS. THE DESIGN OF BRIDLEWAY-ROAD CROSSING POINTS TO ASSIST PEDESTRIANS AND CYCLISTS WILL ALSO BE SOUGHT.

13.8 HIGHWAYS AND DESIGN OF DEVELOPMENT

- 13.8.1 Although the Borough Council's strategic framework for transport emphasises the need to reduce upwards trends in car use, it remains the case that development will need to be serviced by motor vehicles, and many households will want parking spaces for two cars or more. Residential areas will need to be designed for continuing use of cars and motor cycles as well as travel by public transport, pedal cycle and foot. Whilst there is scope for limiting car access to commercial properties where they can be located in central areas and conveniently visited by other modes of transport, this will only be possible in tandem with servicing arrangements for deliveries and refuse collection.

Design Standards for Residential Areas

- 13.8.2 Surrey County Council's publication "Roads and Footpaths - A Design Guide for Surrey" provides standards in the form of Supplementary Design Guidance used to assess the appropriateness of access and circulation arrangements for residential development. The Design Guide gives the Highway Authority's interpretation of national standards for highway and parking design, based on the aims of reducing the impact and visual dominance of vehicles and roads in new residential areas.

MV24 IN CONSIDERING APPLICATIONS FOR RESIDENTIAL DEVELOPMENT, WILL SEEK TO ENSURE THAT ARRANGEMENTS FOR ACCESS AND CIRCULATION WILL BE SOUGHT WHICH ARE APPROPRIATE TO THE TYPE OF DEVELOPMENT PROPOSED, AND DO NOT HAVE AN ADVERSE EFFECT ON:-

- (I) TRAFFIC CONGESTION;**
- (II) ACCIDENT POTENTIAL;**
- (III) RESIDENTIAL AMENITY; OR**
- (IV) THE CHARACTER AND APPEARANCE OF THE AREA.**

Access

- 13.8.3 The assessment of vehicular access to property is undertaken using the Supplementary Planning Guidance "Roads and Footpaths - A Design Guide for Surrey" and all other relevant policies and guidance. Development of many sites will not be possible unless service vehicles and the occupier's vehicles can gain safe access and egress. A new access will not normally be permitted from a Primary Route as identified in paragraph 13.2.8, and should usually be provided via another road. New accesses to the other primary road in the Borough (the A2022) will also be resisted, particularly outside the built-up area. Where an existing access is inadequate, works may be needed on the site or on adjoining land, the costs of which would generally have to be met by the developer.

MV25 IN CONSIDERING APPLICATIONS FOR DEVELOPMENT, SATISFACTORY MEANS OF VEHICULAR ACCESS WILL BE SOUGHT WHICH SHOULD BE IN ACCORDANCE WITH ANY DETAILED SCHEMES OR PLANNING BRIEFS APPROVED BY THE BOROUGH COUNCIL. PLANNING PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT WHICH INVOLVES THE PROVISION OF A NEW ACCESS OR SIGNIFICANT INTENSIFICATION OF THE USE OF AN ACCESS ONTO A PRIMARY ROAD, PARTICULARLY OUTSIDE THE BUILT-UP AREA, UNLESS NO SUITABLE ALTERNATIVE ACCESS IS AVAILABLE.

Servicing

- 13.8.4 To enable shops, offices and industrial premises to function properly, it is necessary to allow delivery vehicles adequate access and standing space for loading purposes. When a new access is being provided from an existing road, the Borough Council aims to ensure that wherever possible all vehicles can service the premises without using the highway as a manoeuvring space.
- 13.8.5 In the local centres it is essential that, where possible, the servicing of premises be carried out from the rear. Where this is not possible or practicable on an individual basis, the Borough Council with the County Council will consider the need for a traffic management scheme or minor highway proposal.

MV26 PLANNING PERMISSION WILL ONLY BE GRANTED FOR COMMERCIAL DEVELOPMENT WHICH MAKES PROVISION FOR LOADING, UNLOADING AND TURNING OF SERVICE VEHICLES WITHIN THE PROPOSED CURTILAGE. REAR SERVICING OF PREMISES IN SHOPPING AND OFFICE AREAS WILL BE SOUGHT AND WILL BE SECURED THROUGH TRAFFIC MANAGEMENT, HIGHWAY WORKS OR CO-ORDINATED REDEVELOPMENT WHERE APPROPRIATE.

13.9 **LAND SAFEGUARDED FOR HIGHWAYS**

13.9.1 As indicated in paragraph 13.2.8, in selecting major highway proposals, the County Council gives priority to schemes which solve or ameliorate existing problems and give significant benefits in terms of the economy or the environment. Emphasis is given to problems on the designated Primary Route Network, particularly where it affects town centres or rural communities. This approach is consistent with the Borough Council's movement objectives, and forms part of the strategic framework.

13.9.2 Major highway schemes proposed for the Borough by the County Council are:

- a) Kiln Lane Link;
- b) Radial Approaches to Epsom (A24 at East Street, Epsom Road and Dorking Road, B280 at West Hill);
- c) Epsom Hospitals Cluster and B284 and A240 (Hook Road, Chessington Road, Ruxley Lane, and Ruxley Lane/ Kingston Road junction).

No firm start-date has been set for the major schemes. Proposals other than those in Policy MV30 (the developer-funded Hospitals Cluster works) have been reappraised through the Movement Study and formed part of an unsuccessful package bid in 1997. The bid is expected to be reviewed for future resubmission: if approved, implementation of some Government-funded measures could start the following year. The start-date of each phase of the Hospitals Cluster works will depend on the marketing of the individual sites and subsequent approval of reserved matters giving the full details of development. The start of the first phase coincided with the start of the redevelopment at the Manor Hospital in 1998.

13.9.3 The Borough has consistently been one of the Surrey districts suffering from the worst highway congestion problems. The County Council does not anticipate that these problems will be completely solved, even if the rate of growth in car travel is significantly slowed. However, it will continue to prioritise schemes in the Borough on the basis of:

- a) the severity of the problems;
- b) the emergence of major development opportunities;
- c) the possibility of resolving problems, and particularly problems arising from lorry movements, through improvements to the Primary Route Network.

13.9.4 Not all highway schemes require planning permission. Schemes in the Plan fall into three groups:

- a) works for which a planning application must be submitted;
- b) works for which no planning application is required because they form "permitted development" under Schedule 2 Part 13, Class A of the Town and Country Planning (General Permitted Development) Order 1995; and
- c) works for which no planning permission is required because they fall within the existing highway boundary, and are therefore not "development" with the meaning of Section 55 (2) (a) of the Town and Country Planning Act 1990 (as amended).

- 13.9.5 As Highway Authority, the County Council will be responsible for implementing schemes safeguarded by Policies MV27, MV28 and MV29. Final designs for the schemes have not been approved, and any significant changes to these proposals will be added to this Chapter and to the Proposals Map at a later stage in the preparation of the Local Plan. The Hospitals Cluster package of works is integral to the approved development and will be funded by the developer. Safeguarding is shown on the Proposals Map to alert the public to the land-take involved, and also to ensure that land which may be required for the works is not compromised by other forms of development.

Kiln Lane Link

- 13.9.6 Areas of the Borough subject to severe congestion include Epsom Road, East Street, Hook Road and Chessington Road. This causes particularly acute environmental problems along Hook Road south of Longmead Road and Chessington Road east of Longmead Road. The level of traffic on these roads is exacerbated by the lack of vehicular railway crossings in between.
- 13.9.7 In considering the conclusions of the Movement Study, the Borough and County Councils approved the principle of a link between Kiln Lane and Longmead Road involving a new railway underpass, giving some relief to the environmental damage caused by high traffic volumes in Ewell Village and at the railway bridges in Hook Road and Ewell West. The link would also facilitate the establishment of the circular bus route and the East Street bus lane referred to in paragraph 13.7.4, and the pedestrian priority measures for Ewell Village referred to in paragraphs 13.6.4 and 13.7.11. The link would be designed to provide a safe route for cyclists under the railway.
- 13.9.8 If funding for the Kiln Lane Link is forthcoming, the Borough Council will expect a detailed route study to be conducted, as it is expected that the new highway would generate significant changes to trip patterns and to flows on nearby roads on both sides of the railway. The route study would consider on-street parking and the safety of pedestrians and cyclists, would identify any negative impacts, and would propose mitigating measures.

MV27 LAND WILL BE SAFEGUARDED FOR THE POSSIBLE CONSTRUCTION OF A HIGH STANDARD SINGLE CARRIAGEWAY WITH HIGH QUALITY ENVIRONMENTAL ENHANCEMENT MEASURES, FROM KILN LANE (NONSUCH EMPLOYMENT AREA) TO BLENHEIM ROAD (LONGMEAD EMPLOYMENT AREA) ON THE LINE SHOWN ON THE PROPOSALS MAP. THE DETAILED DESIGN OF ANY ROAD PROPOSED WILL BE REQUIRED TO INCORPORATE MEASURES TO LIMIT NEGATIVE IMPACTS OF THE HIGHWAY ON OTHER ROADS NEARBY.

Alterations to Epsom Radial Routes - A24 East Street/ Epsom Road and Dorking Road, B280 West Hill

- 13.9.9 Prior to the Movement Study, the County Council indicated that very long delays can be expected in the future for movements into or out of the side roads along East Street/ Epsom Road, South Street/ Dorking Road and West Hill/ Christ Church Road. An improvement at each of these junctions allowing for an additional lane in the centre of the main road, wide enough for vehicles to wait to make a right turn in or complete a right turn out, together with widening of the entrance to the side roads has been proposed as one possible means of alleviating these problems. The additional lane would be marked as a right-turn lane on the main road at junctions. Between junctions, the additional lane would be painted with hatched markings, and would feature traffic islands to channel traffic and provide refuges for the safety of pedestrians crossing the road. The hatched lane with traffic islands would provide for right turning vehicles at private accesses, but could not be used by moving traffic or overtaking vehicles. If no measures are implemented, the problems in West Hill will be exacerbated by the traffic generated by and attracted to the development at the Epsom Hospitals Cluster. The works in West Hill are, therefore, seen as complementary to the Hospitals Cluster package of highway works, discussed in paragraphs 13.9.14 and 13.9.16, and will be co-ordinated with them.
- 13.9.10 This form of improvement could be implemented as a series of individual minor work schemes but as the junctions are so close together the central lanes for each junction would, in most cases, meet the next to form one continuous central lane. This would also allow vehicles entering or leaving premises between the junctions to wait before completing the manoeuvres. The design for alterations to each of these roads has therefore been prepared as a co-ordinated concept which may be implemented as either one major scheme or a number of individual but co-ordinated minor schemes.
- 13.9.11 It is now unlikely that these proposals will be implemented as they were originally planned. Central hatching, pedestrian refuges, turning facilities and development related-works have recently been introduced in East Street and Dorking Road to improve safety. The Movement Study did not include a detailed examination of these schemes, but proposed establishment of bus lanes, including one in East Street from Kiln Lane to Hook Road. However, the original proposals have not been abandoned, and it is possible that land safeguarded for local widening could assist with any future provision of bus lanes, particularly in East Street. Land will continue to be safeguarded on the present lines until the proposals are formally abandoned or superseded.

MV28 LAND WILL BE SAFEGUARDED ALONG EPSOM RADIAL ROUTES FOR THE FOLLOWING POSSIBLE HIGHWAY ALTERATIONS WITH HIGH QUALITY ENVIRONMENTAL ENHANCEMENT MEASURES, AS SHOWN ON THE PROPOSALS MAP AND TOWN CENTRE PROPOSALS MAP INSET:

- (I) AN ADDITIONAL CENTRE LANE TO PROVIDE FOR TURNING MOVEMENTS ON THE A24 SOUTH STREET/ DORKING ROAD BETWEEN THE QUEEN'S HEAD PUBLIC HOUSE AND THE BOROUGH BOUNDARY, WITH APPROPRIATE IMPROVEMENTS TO THE ENTRY WIDTHS AND RADII IN THE SIDE ROADS;**
- (II) AN ADDITIONAL CENTRE LANE TO PROVIDE FOR TURNING MOVEMENTS ON THE A24 EAST STREET BETWEEN HOOK ROAD AND THE KING'S ARMS PUBLIC HOUSE, WITH APPROPRIATE IMPROVEMENTS TO THE ENTRY WIDTHS AND RADII IN THE SIDE ROADS;**
- (III) AN ADDITIONAL CENTRE LANE TO PROVIDE FOR TURNING MOVEMENTS ON THE A24 EPSOM ROAD BETWEEN THE APPROACH TO THE PROPOSED SIGNALS AT THE EAST STREET/ WINDMILL LANE JUNCTION AND THE APPROACH TO THE SIGNALS AT THE EPSOM ROAD/ EWELL BY-PASS JUNCTION, WITH APPROPRIATE IMPROVEMENTS TO THE ENTRY WIDTHS AND RADII IN THE SIDE ROADS;**
- (IV) AN ADDITIONAL CENTRE LANE TO PROVIDE FOR TURNING MOVEMENTS ON THE B280 WEST HILL BETWEEN THE RAILWAY BRIDGE AND CHRIST CHURCH, WITH APPROPRIATE IMPROVEMENTS TO THE ENTRY WIDTHS AND RADII IN THE SIDE ROADS.**

Alterations to B284 Ruxley Lane/ A240 Kingston Road

- 13.9.12 Work along Ruxley Lane and at the Ruxley Lane/ Kingston Road junction is needed to reduce existing problems of poor safety, long delays and congestion. These problems will be exacerbated by the traffic generated by and attracted to the development at the Epsom Hospitals Cluster. The works are, therefore, seen as complementary to the Hospitals Cluster package of highway works, discussed in paragraphs 13.9.14 to 13.9.16, and will be co-ordinated with them.
- 13.9.13 The scale and detail of the proposals for the Ruxley Lane/ Kingston Road junction were re-examined as part of the Movement Study. The Study recommended proposals for pedestrian facilities and traffic management in the short term which would only affect highway land, but indicated that further works could be necessary in the future. Schemes within the highway boundary do not require the safeguarding of land on the Proposals Map. It should however be noted that Surrey County Council's larger scale proposal for junction alterations has not been abandoned. Implementation of the larger scale proposal cannot be expected to commence by 2006, and as Government guidance indicates that blight should be minimised by including only firm schemes with start-dates within the plan period, no land is safeguarded outside the highway boundary at this junction.

MV29 LAND WILL BE SAFEGUARDED FOR THE FOLLOWING POSSIBLE HIGHWAY ALTERATIONS WITH HIGH QUALITY ENVIRONMENTAL ENHANCEMENT MEASURES, AS SHOWN ON THE PROPOSALS MAP:

(I) A HIGH STANDARD SINGLE CARRIAGEWAY ALONG RUXLEY LANE NORTH FROM CHESSINGTON ROAD TO THE EXISTING DUAL CARRIAGEWAY;

(II) A NEW SIGNAL-CONTROLLED JUNCTION AT RUXLEY LANE/ PAM'S WAY/ RIVERVIEW ROAD; AND

(III) TRAFFIC MANAGEMENT ALONG THE DUAL CARRIAGEWAY SECTION OF RUXLEY LANE TO RESTRICT PARKING ON THE APPROACHES TO THE SIGNAL-CONTROLLED JUNCTIONS.

SUBJECT TO ENVIRONMENTAL CONSIDERATIONS, TRAFFIC MANAGEMENT MEASURES WILL BE SOUGHT WITHIN THE HIGHWAY BOUNDARY TO INCREASE PEDESTRIAN AND CYCLIST SAFETY AND ALLEVIATE TRAFFIC CONGESTION AT RUXLEY LANE/ KINGSTON ROAD JUNCTION.

Hospitals Cluster

- 13.9.14 There has been a longstanding commitment for redevelopment of Manor, Long Grove, Horton and St Ebba's Hospitals, as described in Chapter 8 of this plan. Proposals were examined in depth at the Public Inquiry into the Epsom and Ewell Borough Local Plan adopted in 1995. The 1995 plan included details of the roads which would be needed wholly or partly as a result of the redevelopment.
- 13.9.15 In December 1997, the Borough Council granted permission for the redevelopment of the four hospitals for about 1,500 homes with ancillary facilities (subject to associated legal agreements). The application considered was for outline permission, and excluded details of layout, landscaping, design and materials. Those details must be approved at a later stage. However, the permission granted does include full details of a programme of highway works to be funded by the development, which now form firm commitments. These works were treated as a fixed input into the Movement Study.
- 13.9.16 Each element of the programme is related to a different phase in the redevelopment of the Hospital Cluster. The hospitals' landowners have entered into legal agreements to ensure that adequate access arrangements form part of each phase. The phasing of the redevelopment is dependent on the rate at which the sites can be vacated, the rates at which the properties can be marketed, and the strength of the demand for new homes. Furthermore, each highway link is to be complemented by segregated footways and cycleways, either alongside the carriageway or within the Cluster sites, and by improved bridleway connections and crossings. The phasing of highway works and the details of some schemes may therefore be subject to

change and renegotiation as detailed applications for the new houses are submitted. However, Policy MV30 safeguards all the land expected to be needed for sight lines, footways, landscaping and cycle/ bridleways, as well as for the construction of new or widened carriageways. More details of the Hospitals Cluster access arrangements are given in Chapter 8 of the plan. Policy MV2 will be applied to ensure that any renegotiations or additional planning applications connected with the Hospitals Cluster include full funding for necessary highway works.

MV30 LAND WILL BE SAFEGUARDED FOR THE FOLLOWING HIGHWAY ALTERATIONS AND CONSTRUCTION WITH HIGH QUALITY ENVIRONMENTAL ENHANCEMENT MEASURES (INCLUDING SIGHT LINES, FOOTWAYS, LANDSCAPING AND CYCLE/ BRIDLEWAYS AS APPROPRIATE) AS SHOWN ON THE PROPOSALS MAP AND HOSPITALS CLUSTER PROPOSALS MAP INSET, TO BE IMPLEMENTED AS NECESSARY TO PROVIDE FOR THE REDEVELOPMENT OF EPSOM HOSPITALS CLUSTER:

(I) A HIGH STANDARD SINGLE CARRIAGEWAY ALONG HORTON LANE FROM HOOK ROAD TO CHRIST CHURCH ROAD WITH ROUNDABOUTS AT THE FOLLOWING JUNCTIONS -

- **HOOK ROAD/ HOOK ROAD ARENA**
- **NEW ACCESS TO LONG GROVE HOSPITAL**
- **LONG GROVE ROAD**
- **NEW ACCESS TO MANOR HOSPITAL**
- **WEST PARK ROAD**
- **CHRIST CHURCH ROAD;**

(II) A ROUNDABOUT ACCESS TO MANOR HOSPITAL FROM CHRIST CHURCH ROAD EAST OF HORTON LANE AND A HIGH STANDARD SINGLE CARRIAGEWAY ALONG CHRIST CHURCH ROAD FROM THE NEW ROUNDABOUT ACCESS TO THE BOROUGH BOUNDARY;

(III) A HIGH STANDARD SINGLE CARRIAGEWAY ALONG CHESSINGTON ROAD FROM THE BOROUGH BOUNDARY TO RUXLEY LANE AND A DUAL TWO-LANE CARRIAGEWAY FROM RUXLEY LANE TO HOOK ROAD, WITH THE FOLLOWING ENLARGED JUNCTIONS -

- **SIGNAL CONTROLLED AT RUXLEY LANE**
- **ROUNDABOUT AT HOOK ROAD;**

(IV) A DUAL TWO-LANE CARRIAGEWAY ALONG HOOK ROAD FROM CHESSINGTON ROAD TO HORTON LANE;

(V) A NEW SINGLE CARRIAGEWAY NORTH-WEST OF BRETTGRAVE BETWEEN HOOK ROAD AND LONG

GROVE ROAD, WITH A SIGNAL CONTROLLED JUNCTION AT HOOK ROAD AND A ROUNDABOUT AT LONG GROVE ROAD;

(VI) NEW ACCESSES TO ST EBBA'S HOSPITAL FROM -

- **A NEW ROUNDABOUT IN HOOK ROAD BETWEEN HORTON LANE AND BRETTGRAVE**
- **THE NORTHERN END OF HARVESTER ROAD**
- **A NEW SIGNAL CONTROLLED JUNCTION AT CHESSINGTON ROAD/ RIVERHOLME DRIVE; AND**

(VII) A NEW CYCLE TRACK THROUGH THE MANOR HOSPITAL SITE, FROM THE PROPOSED ROUNDABOUT ON CHRIST CHURCH ROAD GIVING ACCESS TO THE SITE, TO THE PROPOSED ROUNDABOUT ON HORTON LANE GIVING ACCESS TO THE SITE, WITH A SPUR TO THE PROPOSED ROUNDABOUT AT THE JUNCTION OF HORTON LANE AND WEST PARK ROAD.