

# Agenda

7.00 pm

Wednesday, 29 June 2022

The Council Chamber, Millmead House, Millmead,  
Guildford, Surrey GU2 4BE

A link to view the live and recorded webcast of the remote meeting will be available on the [Guildford Joint Committee page](#) on the council's website.



## Discussion

- **Guildford town centre air quality**
- **Committee working group**

# You can get involved in the following ways

## Ask a question

If there is something you wish to know about how your council works or what it is doing in your area, you can ask the joint committee a question about it.

This will enable you to listen to the Written Questions item and to then ask a further question based on the response provided if you wish, when invited to do so by the Chairman.

## Write a question

You can also put your question to the local committee in writing. The Partnership Committee Officer must receive it a minimum of four working days in advance of the meeting.

Before submitting your question we would encourage you to use the report it function on the [SCC website](#) to get a quicker response to your issue whenever possible.

We will, where possible, endeavour to provide a written response to your question in advance of the meeting.

When you arrive at the meeting let the committee officer (detailed below) know that you are there for the answer to your question. The committee chairman will decide exactly when your answer will be given and may invite you to ask a further question, if needed, at an appropriate time in the meeting.

## Sign a petition

If you live, work or study in Surrey and have a local issue of concern, you can petition the local committee and ask it to consider taking action on your behalf. Petitions should have at least 30 signatures and should be submitted to the Partnership Committee Officer two weeks before the meeting. You will be asked if you wish to outline your key concerns to the committee and will be given three minutes to address the meeting. Your petition may either be discussed at the meeting or alternatively, at the following meeting.

## Attending the Local Committee meeting

Your Partnership Committee Officer is here to help.

**Email:** [gregory.yeoman@surreycc.gov.uk](mailto:gregory.yeoman@surreycc.gov.uk)

**Tel:** 07968 832 390 (text or phone)

**Website:** <https://www.surreycc.gov.uk/people-and-community/your-local-area>

This is a meeting in public.

Please contact **Gregory Yeoman** using the above contact details:

- If you would like a copy of this agenda or the attached papers in another format, e.g. large print, Braille, or another language.
- If you would like to attend and you have any additional needs, e.g. access or hearing loop
- If you would like to talk about something in today's meeting or have a local initiative or concern.

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#### **Committee members 2022/23**

Co. Cllr. Colin Cross  
Co. Cllr. Fiona Davidson  
Co. Cllr. Matt Furniss  
Co. Cllr. Angela Goodwin  
Bo. Cllr. David Goodwin  
Bo. Cllr Jan Harwood  
Co. Cllr. Robert Hughes  
Bo. Cllr. Steven Lee  
Co. Cllr. Julia McShane  
Co. Cllr. Carla Morson  
Bo. Cllr. Ramsey Nagaty  
Co. Cllr. George Potter  
Bo. Cllr John Rigg  
Bo. Cllr Tony Rooth  
Bo. Cllr. Deborah Seabrook  
Bo. Cllr Paul Spooner  
Bo. Cllr. James Steel  
Bo. Cllr. Cait Taylor  
Co. Cllr. Fiona White  
Co. Cllr. Keith Witham

Joint Chief Executive of Guildford and  
Waverley Borough Councils  
**Tom Horwood**

Surrey County Council Chief Executive  
**Joanna Killian**

#### **MOBILE TECHNOLOGY AND FILMING – ACCEPTABLE USE**

Those attending for the purpose of reporting on the meeting may use social media or mobile devices in silent mode to send electronic messages about the progress of the public parts of the meeting. **To support this, wifi is available for visitors – please ask for details.**

Anyone is permitted to film, record or take photographs at council meetings. Please liaise with the council officer listed in the agenda prior to the start of the meeting so that those attending the meeting can be made aware of any filming taking place.

Use of mobile devices, including for the purpose of recording or filming a meeting, is subject to no interruptions, distractions or interference being caused to the PA or Induction Loop systems, or any general disturbance to proceedings. The Chairman may ask for mobile devices to be switched off in these circumstances. It is requested that if you are not using your mobile device for any of the activities outlined above, it be switched off or placed in silent mode during the meeting to prevent interruptions and interference with PA and Induction Loop systems.

Thank you for your co-operation

Note: This meeting may be filmed for live or subsequent broadcast - at the start of the meeting the Chairman will confirm if all or part of the meeting is being filmed. The images and sound recording may be used for training purposes within the Council.

Generally the public seating areas are not filmed. However by entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes.

If you have any queries regarding this, please contact the representative of the Community Partnerships Team at the meeting.

## **1 APOLOGIES FOR ABSENCE**

To receive any apologies for absence from members under Standing Order 39.

## **2 MINUTES FROM PREVIOUS MEETING**

(Pages 7 - 16)

To approve the Minutes of the previous meeting as a correct record.

## **3 DECLARATIONS OF INTEREST**

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

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

NOTES:

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

## **4 PETITIONS**

To receive any petitions in accordance with Standing Order 14.1. An

officer response will be provided to each petition.

## **5 MEMBER WRITTEN QUESTIONS**

To receive any written questions from Members under Standing Order 13.

## **6 PUBLIC WRITTEN QUESTIONS**

To receive any questions from Surrey County Council electors within the area in accordance with Standing Order 14.2.

## **7 DECISION TRACKER [FOR INFORMATION]**

(Pages 17 - 22)

To update the committee on the progress of decisions that have been made at previous meetings.

## **8 GUILDFORD TOWN CENTRE AIR QUALITY MANAGEMENT AREA - ACTION PLAN (EXECUTIVE FUNCTION FOR DECISION)**

(Pages 23 - 86)

Following the declaration and adoption of the Guildford Town Centre Air Quality Management Area (AQMA) on 21 October 2021, the Council has a statutory duty to produce an Air Quality Action Plan (AQAP).

## **9 MEMBERSHIP OF PARKING AND AIR QUALITY WORKING GROUP (FOR DECISION)**

(Pages 87 - 92)

This report seeks Joint Committee agreement to the draft revised terms of reference for, and the appointment of members to, the Parking and Air Quality working group.

## **10 FORWARD PLAN (FOR INFORMATION)**

(Pages 93 - 94)

Committee members are asked to note the contents of the forward plan and suggest any items that they would like to be considered for future meetings.

## **11 DATE OF NEXT MEETING**

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Minutes of the meeting of the  
**Guildford JOINT COMMITTEE**  
held at 7.00 pm on 16 March 2022  
at Council Chamber, Guildford Borough Council, Millmead, Guildford.

These minutes are subject to confirmation by the Committee at its next meeting.

**Committee Members:**

- Bo. Cllr Jan Harwood (Chair)
  - \* Co. Cllr. Fiona White (Vice-Chair)
  - Bo. Cllr. Chris Blow
  - Co. Cllr. Colin Cross
  - \* Co. Cllr. Fiona Davidson
  - \* Co. Cllr. Matt Furniss
  - \* Co. Cllr. Angela Goodwin
  - Bo. Cllr. David Goodwin
  - \* Co. Cllr. Robert Hughes
  - Bo. Cllr. Steven Lee
  - \* Co. Cllr. Julia McShane
  - Co. Cllr. Carla Morson
  - \* Bo. Cllr. Ramsey Nagaty
  - Co. Cllr. George Potter
  - \* Bo. Cllr John Rigg
  - \* Bo. Cllr Tony Rooth
  - Bo. Cllr Paul Spooner
  - Bo. Cllr. James Steel
  - Bo. Cllr. Cait Taylor
  - \* Co. Cllr. Keith Witham
  - \* In attendance
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**1/21 APOLOGIES FOR ABSENCE [Item 1]**

Apologies were received from Cllr Cross, Cllr Morson, Cllr Potter, Cllr Blow, Cllr D Goodwin, Cllr Harwood, Cllr Lee, Cllr Spooner, Cllr Steel and Cllr Taylor.

The vice-chairman thanked departing committee member Cllr Randall for her contributions over the years, and welcomed new member Cllr Taylor.

**2/21 MINUTES FROM PREVIOUS MEETING [Item 2]**

The minutes of the meeting held on 21<sup>st</sup> October 2021 were agreed.

**3/21 DECLARATIONS OF INTEREST [Item 3]**

There were no declarations of interest.

**4/21 PETITIONS [Item 4]**

**Declarations of Interest:** None

**Officers Attending:** Chris Wheeler, Head of Operational & Technical Services, GBC

**Petitions, Public Questions and Statements:** One petition was received before the deadline. The full wording of the petition and officer response were available to view within the agenda.

The lead petitioner, Cllr Steel, did not attend the meeting but he had indicated beforehand that he was happy with the response prepared by the officer. Officers and ward members would work to reach a way forward on this issue.

Members noted the officer response.

#### **5/21 MEMBER WRITTEN QUESTIONS [Item 5]**

No questions were received.

#### **6/21 PUBLIC WRITTEN QUESTIONS [Item 6]**

**Declarations of Interest:** None

**Officers Attending:** Duncan Knox, Road Safety and Sustainable School Travel Team Manager, SCC

**Petitions, Public Questions and Statements:** One question was received before the deadline. The full wording of the question and officer response was available to view within the supplementary agenda.

The vice-chairman apologised that co-questioner Mrs White's name had been omitted from the officer response.

Mrs White attended the meeting and asked the following supplementary question:

Residents are still concerned as to whether the road tables will be built in 22/23 as the scheme seems to have moved off the ITS list and over to the Road Safety list, with no prioritisation for funding. Berkeley Homes have been asked for £50,000 by the County Council towards traffic calming measures in relation to planned additional dwellings on Effingham Lodge Farm but this suggests that if this development does not go ahead then the road schemes might not be built. Can the committee confirm the road tables will be built?

The officer confirmed that the scheme in question is listed for action in Year 1 of the new three-year funding plan of £1m per year for road safety outside schools, subject to approval by the Cabinet member. If approval is granted, the scheme would not be reliant on the developer's contribution. He agreed to keep the Mrs White and Mrs Jones informed of progress.

#### **7/21 DECISION TRACKER [FOR INFORMATION] [Item 7]**

The contents of the tracker were noted, with the following comments.

Item 2. This item has been on the tracker since July 2019 with no progress indicated. An agreement would now only relate to High Street and Tunsgate.



The vice-chairman asked Cllr Rigg for GBC and Cllr Furniss for SCC to bring the relevant officers together to resolve the lack of progress.

## **8/21 HIGHWAYS UPDATE (EXECUTIVE FUNCTION - FOR DECISION) [Item 8]**

**Declarations of Interest:** None

**Officers Attending:** Zena Curry, Highways Engagement and Commissioning Manager, SCC

**Petitions, Public Questions and Statements:** None

### **Member Discussion – key points:**

The Engagement and Commissioning Manager outlined the draft budget report, the funds available for Members and the proposed ITS scheme list (Annex 1). The Local Engagement Officer had been in touch with County Members to gather their local priorities for expenditure. Additional funds had also been made available county-wide to cover road safety outside schools.

The officer undertook to provide the budget figure for 2021/22 (see below). The full ITS list (the 'running list') will be included as an annex to the minutes of this meeting.

There was discussion of the prioritisation process and in particular the inclusion of the level of public support for a proposed or requested scheme. The majority of schemes are included on the list as a result of a question or a petition, indicating public support. The current CASEE system is being reviewed, and in future public engagement sessions will be an important part of the overall process for selecting and prioritising schemes.

Cllr Witham (Worplesdon) suggested the possibility of sharing the costs of the proposed Pirbright arch scheme between Guildford and Woking joint committees given its proximity to the boundary between the two and the shared benefit the residents of both boroughs would receive. The Engagement and Commissioning Manager highlighted that an advantage under the new arrangement for prioritising schemes, which will take a county-wide approach rather than a borough or district-based approach, could well be that schemes like this near a border could be put forward for consideration more easily.

The recommendations proposed that a contribution of £5k from each Divisional Member's £7.5k allocation be put towards a maintenance gang. This happens each year and all members have agreed to it in the past. It is a more efficient process, taking less time to respond to local priorities, and more cost effective than the revenue maintenance gangs. Additional information would be circulated to members.

The Cabinet member referred members to the Cabinet report from 22 February 2022 for full details of the move to the new county-wide prioritisation approach.

The following information was provided after the meeting:

The budget for 2020/21 and 2021/22 are detailed on the link here: [Public Pack\)Agenda Document for Guildford Joint Committee, 17/03/2021 16:00 \(surreycc.gov.uk\)](https://public.packagenda.com/AgendaDocument/GuildfordJointCommittee/17/03/2021/16:00/surreycc.gov.uk)

The total budget delegated to the JC in 2020/21 was £454,456; in 2021/22 it was £903,286 (including additional amount for ITS); in 2022/23 it is £903,390 (with an increase in capital maintenance from £334,456 to £500,000).

**Resolved:**

The Joint Committee (Guildford):

General

- (i) Noted that, subject to approval by cabinet, the Joint Committee's devolved highways budget for capital works in 2022/23 is £828,390.
- (ii) Agreed that, subject to approval by cabinet, the devolved capital budget for highway works be used to progress both capital improvement schemes and member capital allocation as detailed in section 1.
- (iii) Authorised that the Highway Engagement & Commissioning Manager in consultation with county members to be able to reallocate budget to reserve schemes should there be a need to change the programme.
- (iv) Authorised that the Highways Engagement and Commissioning Manager in consultation with county members, be able to allocate any additional funding for schemes, in accordance with any guidance issued surrounding that funding.

Capital Improvement Schemes

- (v) Agreed that, subject to approval by cabinet, the capital improvement schemes allocation for Guildford be used to progress the Major Integrated Transport Schemes programme set out in Annex 1.
- (vi) Authorised that the Highways Engagement and Commissioning Manager be able to vire money between the schemes agreed in Annex 1, if required.
- (vii) Agreed that Highways Engagement and Commissioning Manager, in line with the Scheme of Delegation, is able to progress any scheme from the Major Integrated Transport Schemes programme, including consultation and statutory advertisement that may be required under the Road Traffic Regulation Act 1984, for completion of those schemes. Where it is agreed that a scheme will not be progressed, this will be reported back to the appropriate county member.

Member Capital Allocation

- (viii) Noted that, subject to approval by cabinet, £50,000 is allocated to each divisional member. Up to £15,000 of this could be allocated to minor ITS, or all £50,000 could be used on capital maintenance (recommended option). The schemes are to be proposed by county members in consultation with the Stakeholder Engagement Officer.

Revenue Maintenance

- (ix) Noted that the members, subject to approval by cabinet, will continue to receive a Member Local Highways Fund (revenue) allocation of

£7,500 per county member to address highway issues in their division;  
and

- (x) Agreed that each county member allocates £5,000 of their Member Local Highways Fund allocation to be pooled to commission a revenue maintenance gang.
- (xi) Agreed that revenue works are to be managed by the Highway Maintenance team on behalf of and in consultation with county members.

Reasons for recommendations:

To agree, subject to approval by cabinet, a programme of highways works in Guildford for 2022/23, funded from budgets available to enable schemes and works to progress.

### **Guildford ITS running list**

The running list is attached as an appendix to these minutes.

## **9/21 ON-STREET PARKING BUSINESS PLAN 2022-2023 (EXECUTIVE FUNCTION - FOR DECISION) [Item 9]**

**Declarations of Interest:** None.

**Officer in attendance:** Andrew Harkin, Parking Lead, GBC

**Petitions, Public Questions/Statements:** None.

### **Member discussion – key points:**

The Parking Lead read out a statement concerning the government grant, in response to queries that were raised at the last joint committee meeting. The parking portion of the grant had been journaled incorrectly in the accounts, being put against the off-street service rather than the on-street service. This had since been corrected.

The length of time needed for the processing of a carer's parking permit was queried, to see if existing permits could be updated in a simpler way. This would be discussed with borough and county council officers.

There was discussion of the Park and Ride scheme. Consideration of plans to expand the scheme to the north of the town will continue. It was noted that a potential site in need of refurbishment exists that could replace the Spectrum site. Maintaining a difference between parking charges at Park and Ride sites and at car parks and on-street sites in Guildford centre is a key tool to encourage use of the Park and Ride.

Because there will be more electric vehicles in the future, the discounted prices they enjoyed for parking permits have been discontinued, along with those for smaller-engined vehicles, subject to the results of a public consultation on tariff changes for permits by the county council starting later in March. More detail would be provided on the arrangement regarding the discount for electric vehicles and the Parking Agreement between GBC and SCC.

The direct link between an increase in off-street parking charges and a corresponding increase in on-street charges was questioned, together with a query on the timing of the proposed increases given the progress still needed to return 'high street shopping' activity to pre-covid levels.

The recommendations were voted on individually with a show of hands.

- i) All agreed
- ii) In favour 5 – Against 4
- iii) In favour 5 – Against 4
- iv) In favour 5 – Against 4

### **Resolved:**

The Joint Committee (Guildford):

- (i) noted the contents of Annexe 1, the Parking Annual Report for 2020-21 and the current and planned work associated with on street parking,
- (ii) agreed to increase the tariff in the 2-hour max. stay pay and display and pay and display dual-use spaces from 80 pence per half hour to 90 pence per half hour, to be introduced on 1 July 2022.
- (iii) agreed to increase the tariff in the 3-hour maximum stay pay and display dual-use spaces from 60 pence per half hour to 80 pence per half hour, to be introduced on 1 July 2022.
- (iv) noted that the existing tariff in the 30-minute maximum stay pay and display and pay and display dual-use spaces of £1 for the half hour will remain unchanged, although as part of the current parking review, the intention is to extend the maximum period of stay within these spaces to 1 hour, to meet the changing needs of the high street retailers and their customers.

Reasons for recommendations:

Town centre parking:

- is an enabler to around £150-200m of retail activity within the local economy, as well as supporting a wide variety of other business needs, and the needs of residents (*Systra Parking Study 2020*),
- pricing is the primary mechanism with which to modify user behaviour, and in line with the 2016 Sustainable Parking Strategy, encourage more sustainable transportation modes, such as the Park and Ride, public transport, cycling and walking,
- (normally) generates a significant surplus with which to invest in highway and transportation initiatives, such as Park and Ride.

Although pricing is the primary mechanism to modify behaviour, convenience is also a key factor in determining visitors' choice of transportation mode and parking location. Therefore, although price increases may be perceived as being harmful for the local economy, particularly at a time when it is recovering from the pandemic, the provision of convenient, easy to use and good quality parking facilities are more

important influencing factors.

This is supported by the fact that, in recent years, despite the incremental increases in the tariffs within the Guildford Borough Council's (GBC's) off-street public car parks, utilisation has not been greatly impacted. This is despite challenging conditions being experienced by the retail sector, even prior to the COVID pandemic.

However, by comparison, on-street parking has performed less well. This is despite the charges in the majority of paid-for spaces remaining static since 2014. There are a number of possible reasons for this. These include:

- The reduction in the number of spaces
- Changes in the nature of the businesses / vacant premises closest to the on-street spaces
- Limited payment options
- Restrictions on the flexibility of use (in relation to the 30min max stay bays)

In support of the “drive to and not through” philosophy, reinforced within the 2016 Sustainable Parking Strategy, the on-street parking charges have always been set at a premium rate above those in the off-street car parks, to reflect the greater convenience associated with the use of these spaces and to encourage turnover.

If the on-street spaces were cheaper than the off-street parking, then it may encourage motorists to circulate within the town centre, searching to find less-expensive on-street parking. This would be counter to both SCC and GBC's objectives in respect to the climate change emergency, air quality and congestion.

At its 25 January 2022 Executive meeting, GBC agreed to increase the parking charges within the car parks in 2022-23. The recommendations within this report are intended to encourage visitors to consider more sustainable transportation choices, maintain the differential between the on- and off-street charges in support of the “drive to and not through” philosophy, and improve the financial position of the Guildford on-street account, to assist in its support of the Park and Ride, and other local highway and transportation initiatives.

It is recommended that the introduction of the price increases comes into effect on 1 July 2022, in order support the local economy in the immediate aftermath of the pandemic and the lifting of restrictions.

Even with the recommended price increase, the on-street charges will remain consistent with those levied in nearby towns and cities (see Annexe 2).

## **10/21 RURAL SPEED LIMIT REVIEW (EXECUTIVE FUNCTION - FOR DECISION) [Item 10]**

**Declarations of Interest:** None.

**Officer in attendance:** Duncan Knox, Road Safety and Sustainable School Travel Team Manager, SCC

**Petitions, Public Questions/Statements:** None.

**Member discussion – key points:**

Members welcomed the report and proposals. It was noted that officers working on introducing lorry restrictions in some rural roads would be consulted, with the two projects working in parallel.

**Resolved:**

The Joint Committee (Guildford):

- (i) Agreed that the speed limits be reduced on the roads as shown in Appendix B that are in the Guildford Joint Committee area. (Other roads within the Waverley and Mole Valley areas are also shown for information and are being presented to the Local/Joint Committees for those areas for approval separately).
- (ii) Authorised the advertisement of a notice in accordance with the Road Traffic Regulation Act 1984, the effect of which will be to implement the proposed speed limit changes, revoke any existing traffic orders necessary to implement the change, and, subject to no objections being upheld, that the order be made.
- (iii) Noted that after 1 April the Highways Engagement and Commissioning Manager will be responsible for resolving any objections received in connection with the proposal in consultation with the relevant Divisional Member.
- (iv) Noted that if the reductions in speed limit have not been successful, then further supporting highway measures or a higher speed limit may be necessary.

Reasons for recommendations:

Reducing the speed limit on these roads will help to manage vehicle speeds to a level more appropriate to the use of road and will reduce the risk and severity of collisions. Lower speeds can also reduce air and noise pollution, and make it safer, easier and more pleasant to walk, cycle and ride horses.

**11/21 MEMBERSHIP OF THE PARKING & AIR QUALITY WORKING GROUP (FOR DECISION) [Item 11]**

**Declarations of Interest:** None.

**Officer in attendance:** Gregory Yeoman, Partnership Committee Officer, SCC

**Petitions, Public Questions/Statements:** None.

**Member discussion – key points:**

The vice-chairman drew Members' attention to the supplementary paper that outlined the officer's view of why the report should be deferred.

**Resolved:**

The Joint Committee (Guildford) agreed:

- i) To defer the report pending more details about the implications for the Parking and Air Quality Working Group of the SCC Cabinet decision on 22 February 2022 to remove all executive highways functions from Local and Joint Committees.**

Reasons for recommendation:

Deferring the report will allow time to consider the implications of the Cabinet decision on the Joint Committee and what the ramifications would be for the Parking and Air Quality working group.

#### **12/21 FORWARD PLAN (FOR INFORMATION) [Item 12]**

The forward plan was noted.

There was no further information available on the future of the joint committee; the SCC Cabinet decision on 22 February 2022 only affected the executive highways functions.

#### **13/21 DATE OF NEXT MEETING [Item 13]**

Wednesday 29 June 2022.

Meeting ended at: 8.30 pm

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**Chairman**

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## Guildford Joint Committee Decision and Action Tracker

This tracker monitors progress against the decisions and actions that the Joint Committee has made. It is updated before each committee meeting. (This version presented to committee 29 June 2022).

- Decisions and actions will be marked as **‘open’**, where work to implement the decision is ongoing by the Joint Committee.
- When decisions are reported to the committee as **‘complete’**, they will also be marked as **‘closed’**. The Committee will then be asked to agree to remove these items from the tracker. For some decisions the Committee and public will be able to monitor the progress through Surrey County Council website. A link to the webpage will be included on the item when marked as complete.
- Decisions may also be **‘closed’** if further progress is not possible at this time, even though the action is not yet complete. An explanation will be included in the comment section. In this case, the action can remain on the tracker should the Committee request.

Ref number	Meeting Date	Decision	Status (Open/ Closed)	Officer	Comment or update
1	13 June 2018	<p>The Guildford-Godalming Greenway route is adopted into the Guildford Cycle Plan.</p> <p><a href="https://www.surreycc.gov.uk/roads-and-transport/roadworks-and-maintenance/maintenance/roads/department-for-transport-capital-funding/roads-and-pavements">https://www.surreycc.gov.uk/roads-and-transport/roadworks-and-maintenance/maintenance/roads/department-for-transport-capital-funding/roads-and-pavements</a></p>	Open	Transport Policy Team Mngr, SCC	<p>9/3/21 - Highways England Designated Funds funding has been awarded to progress feasibility work for the Guildford to Godalming Greenway scheme.</p> <p>4/2/22 – Feasibility study is well advanced. Work has included progressing: feasibility design drawings, traffic modelling on A281 Milbrook, surveys (e.g. traffic volumes and speeds), economic appraisal and business case development, stakeholder engagement and public consultation on the proposals. Feedback to the public consultation is currently being analysed.</p>

2	03 July 2019	Supported the County Council and Guildford Borough Council entering into a formal agreement for the future maintenance and operation of Chapel Street, Swan Lane, Castle Street, High Street and Tunsgate.	Open	Interim Major Projects Consulting Manager, GBC	29/3/22 – Cllr Rigg provided clarification on GBC position to Cllr White cc members, saying they would not enter into an agreement.
3	11 Dec 2019	<p>ii. Authorised advertisement of all necessary statutory notices to implement the new A3100 London Road pedestrian and cycle route with any representations reviewed by the Area Highway Manager and Transport Strategy Project Manager, in consultation with the Chairman, Vice Chairman and relevant Divisional Member(s) (paragraph 2.15 refers).</p> <p>iii. Authorised advertisement of all necessary statutory notices to implement the new Guildford College Link+ cycle route with any representations reviewed by the Area Highway Manager and Transport Strategy Project Manager, in consultation with the Chairman, Vice Chairman and relevant Divisional Member(s) (paragraph 2.22 refers). (Subject to engagement with local bus operators and a satisfactory outcome being agreed with Guildford Borough Council Parking Services).</p> <p><a href="https://www.surreycc.gov.uk/roads-and-transport/policies-plans-consultations/major-transport-projects/guildford">https://www.surreycc.gov.uk/roads-and-transport/policies-plans-consultations/major-transport-projects/guildford</a></p>	Open	Principal Project Manager, SCC	<p>7/2/22 - The scheme is being redesigned as part of the wider Guildford to Burpham cycle scheme. 8/6/22 – no progress to report</p> <p>7/2/22 - TRO is in place. Woodbridge road to Guildford college is complete. Walnut Bridge to Woodbridge Road awaiting Secretary of State approval of cycle track order. 8/6/22 – no progress to report</p>
4	17 March 2021	To advertise and introduce proposed parking restrictions in the 35 sites prioritised by the P&AQWG and scoring 20 points or more.	Open	Parking Services Manager, GBC	7/6/22 – Delayed due to SCC's desire to add a number of 'last-minute' requests to the review, EVCP and their programme to increase permit prices. Now anticipated Summer / Autumn 2022.
5	17 March 2021	Reappraise the methodology associated with parking reviews in preparation for the next review with a view to improving the transparency of the process.	Open	Parking Services Manager, GBC	7/6/22 – Works ongoing, although the recent removal of executive parking and highway functions from the GJC has added a degree of uncertainty about the new method of working / degree of transparency. It is hoped that these will be clarified in the coming months, as we look to commence the next parking review.
6	17 March 2021	Petition on the junction of Guildown Road and Portsmouth Road – progress report following post-committee meeting between divisional member and Traffic Engineer.	Open	Area Highway Manager	21/9/21 - A new VAS has been put up near the junction. There is a

					request on the list for anti-skid on Portsmouth Road. No further update.
7	17 March 2021	Petition re traffic on Quarry Street and adjoining streets. Traffic engineer to examine the existing signs and road markings on Castle Hill with a view to improving them, if required	Complete	Traffic Engineer	7/6/22 - Additional signs in Quarry Street are not required.  <b>Recommend remove from list.</b>
8	21 Oct 2021	Reduce speed limits on Pirbright Bends and install average speed cameras. <a href="#">ROAD SAFETY POLICY Ann A Local Speed Limits.pdf (surreycc.gov.uk)</a>	Open	Road Safety & Sustainable School Travel Team Manager	7/6/22 - The bend signs have been installed, and the new speed limit is due to be installed shortly. A contract has been awarded for the implementation of the average speed cameras, and will be installed in the coming months.
9	21 Oct 2021	Designate an Air Quality Management Area for Guildford town centre. <a href="#">Air Quality Management Areas (AQMA) - Defra, UK</a>	Open	Senior Specialist – Environmental Protection	03/02/2022 The AQMA was formally declared and lodged with Defra on 21/10/2021. After internal consultation with officers in various disciplines at GBC and SCC a draft Air Quality Action Plan has been produced. The draft plan includes a large number of measures that are intended to improve air quality, reduce emissions and/or heighten awareness of the issue. Due to the need to evaluate all of the measures, the report has been delayed until the June committee. In the meantime, officers will be liaising with stakeholders and colleagues on the viability of each measure.
10	16 March 2022	Update Mrs White and Mrs Jones re Effingham traffic calming road tables.	Closed	Road Safety and Sustainable School Travel Team manager	Updates will be provided as appropriate.  <b>Recommend remove from list.</b>
11	16 March 2022	Provide the figure for the 20/21 JC Highways budget to members.	Closed	Highways Engagement and	Info was included in the minutes for the March 2022 meeting.

				Commissioning Manager (E&CM)	£1m of Capital Maintenance funding is being invested in the Guildford locality in 2022/23  <b>Recommend remove from list.</b>
12	16 March 2022	Pirbright Arch – look into possibility of sharing costs with Woking JC.	Closed	E&CM	21/6/22 - This project is being put forward jointly by the two adjoining County Councillors as their ITS scheme for consideration and prioritisation from the 2023/24 FY.  <b>Recommend remove from list.</b>
13	16 March 2022	Provide further information to members about the £5k contribution to maintenance gangs.	Closed	E&CM	21/6/22 - The revenue maintenance contractor is a cost effective and responsive resource and can carry out revenue maintenance works on the request of County Councillors and managed by the Highway Maintenance team. The members funding could be used for any revenue maintenance works and is available for specific jobs requested. County Councillors can request larger scale 'green' work or other works such as for example fence repairs. Please contact us through <a href="mailto:councillors@surreycc.gov.uk">councillors@surreycc.gov.uk</a> with your requests.  <b>Recommend remove from list.</b>
14	16 March 2022	Discuss a review of admin process for application for a carer's parking permit with GBC and SCC officers.	Open	GBC Parking Lead	7/6/22. Yet to commence. Changing the permit from an annual one, to one primarily linked to the anticipated duration of the need for care, would require changes to the TRO.
15	16 March 2022	Check on basis of EV parking permit discount.	Closed	Partnership Committee Officer	21/6/22 - The responsibility for setting countywide permit charges (and any applicable discounts etc) sits with SCC Cabinet. The GJC

					<p>agreed to have the small engine vehicle/EV discount on a permit six or seven years ago as part of their town centre parking plan.</p> <p><b>Recommend remove from list.</b></p>
16	16 March 2022	Implement new lower speed limits on rural roads as agreed at the meeting on 16 March.	Open	Road Safety and Sustainable School Travel Team manager	7/6/22 - The design of the new speed limit signing is being completed and the new speed limits will be installed in the coming months.
17	16 March 2022	Implement the new on-street parking tariffs in the 2-hour and 3-hour max. stay pay and display and pay and display dual-use spaces, and extend the maximum period of stay to one hour in the current 30-minute bays.	Open	GBC Parking Lead	7/6/22. To be implemented on 1 July 2022

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**GUILDFORD BOROUGH COUNCIL AND  
SURREY COUNTY COUNCIL**



**GUILDFORD  
BOROUGH**

**GUILDFORD JOINT COMMITTEE**

**DATE:** 29 JUNE 2022

**LEAD OFFICER:** GARY DURRANT, SENIOR SPECIALIST – ENVIRONMENTAL PROTECTION, REGULATORY SERVICES MANAGER, GUILDFORD BOROUGH COUNCIL

**SUBJECT:** GUILDFORD TOWN CENTRE AIR QUALITY MANAGEMENT AREA – ACTION PLAN

**DIVISIONS AND WARDS:** GUILDFORD SOUTHEAST AND SOUTHWEST DIVISIONS, FRIARY & ST NICOLAS AND HOLY TRINITY WARDS

**SUMMARY OF ISSUE**

Following the declaration and adoption of the Guildford Town Centre Air Quality Management Area (AQMA) on 21 October 2021, the Council has a statutory duty to produce an Air Quality Action Plan (AQAP).

To meet our statutory duties, the Council has produced a draft Air Quality Action Plan (AQAP) which identifies measures to improve air quality within the AQMA. The draft AQAP outlines a series of proposed measures to mitigate the air quality exceedance of nitrogen dioxide.

It is proposed to the Joint Committee that a 4-week public consultation on the draft AQAP for the Guildford Town Centre Air Quality Management Area (AQMA) is approved.

**RECOMMENDATIONS**

**The Joint Committee (Guildford)** is asked:

- (i) To approve a 4-week public consultation on the Air Quality Action Plan for Guildford Air Quality Management Area shown in Appendix 2.
- (ii) That the results of the public consultation and any consequent amendments will be presented to the 26 October 2022 Joint Committee and if approved will be sent to the Department for Environment, Food and Rural Affairs (Defra) for final approval.

**REASONS FOR RECOMMENDATIONS**

To ensure the Council meets its statutory duties to adopt an Air Quality Action Plan to improve air quality within the AQMA in Guildford Town Centre.

## **1. INTRODUCTION AND BACKGROUND**

### **1.1 BACKGROUND**

- 1.1.1 The Guildford Town Centre Air Quality Management Area (AQMA) was approved and adopted on 21 October 2021 by the Joint Committee due to the breach of national air quality objective for annual mean of nitrogen dioxide. The extent of the AQMA is the bold purple area shown in Appendix 1.
- 1.1.2 The detailed air quality assessment carried out by Air Pollution Services (APS) the Council's contracted air quality consultants in support of the declaration of the AQMA, concluded that the exceedance was attributable to emissions from road traffic.
- 1.1.3 To meet our statutory duties following the declaration of the AQMA, the Council has produced a draft Air Quality Action Plan (AQAP) which identifies measures to improve air quality within the AQMA. The proposed timescale for the action plan measures is from 2022 to 2027.
- 1.1.4 The draft AQAP outlines a series of proposed measures to mitigate the air quality exceedance of nitrogen dioxide, which will be taken to a public consultation in July 2022. The measures are set out in detail in the draft AQAP report produced in conjunction with APS which can be found in Appendix 2 of this report.
- 1.1.5 The draft AQAP brings together Guildford Borough Council, Surrey County Council services and external organisations with a target of working towards achieving the national air quality objectives within the Guildford Town Centre AQMA.
- 1.1.6 As it is unlikely that any one measure will achieve compliance with the national air quality objectives for nitrogen dioxide, a total up to 30 proposed actions will need to be carried out during the period of the plan 2022 to 2027. The basis for the measures has been explained in outline in this report, with further detail in the draft AQAP Appendix 2. As the report describes, the delegations and responsibility for the measures have a large dependence on Surrey County Council as the local highway authority.
- 1.1.7 It is also anticipated that any improvements in air quality policy and awareness of local air quality issues, will bring about cleaner air and sustainable development on a borough-wide basis. This is particularly relevant to introduce actions to control emissions from any future planned development within the town centre and surrounds.
- 1.1.8 The draft AQAP will be subject to statutory consultation and engagement, plus a public consultation with residents, businesses, and users of the town centre.
- 1.1.9 After the consultation is completed a revised report on the results of the consultations and a revised draft AQAP will be reported to the Joint Committee 26th October 2022. Subject to approval, the final AQAP will be submitted to Defra after the decision.



## **1.2 LOCAL AIR QUALITY MANAGEMENT**

- 1.2.1 The Part IV Environment Act 1995 introduced the current system for Local Air Quality Management and requires every Local Authority to carry out a review of the current air quality and the likely future air quality within its area.
- 1.2.2 In carrying out the review, the Local Authority must assess whether air quality standards and objectives are being achieved or are likely to be achieved. The objectives are set out in the Air Quality (England) Regulations 2000, as amended by the Air Quality (England) (Amendment) Regulations 2002 and the UK Air Quality Strategy (DEFRA 2007).
- 1.2.3 To determine if there is an exceedance of the nitrogen dioxide (NO<sub>2</sub>) objective at any location in the Borough a monitoring network of approximately 40 passive diffusion tubes, established for over 20 years, is in operation. We review the sites periodically to ensure we are monitoring in locations that could potentially exceed air quality objectives and meet the criteria specified in the Defra technical guidance.
- 1.2.4 The Government's Air Quality Strategy objectives and limit values for NO<sub>2</sub> are:
- an annual mean concentration of 40 µg/m<sup>3</sup>; and
  - a one-hour mean concentration of 200 µg/m<sup>3</sup>, not to be exceeded more than eighteen times per year.
- 1.2.5 If there are breaches or predicted breaches of air quality objectives the Council is legally required to designate an air quality management area (AQMA) under Section 83 of the Environment Act 1995.

## **2. ANALYSIS**

### **2.1 Detailed Air quality Assessment**

The detailed assessment and prediction of annual mean NO<sub>2</sub> concentrations was carried out by APS using the ADMS-Roads atmospheric dispersion model (v5). It is a validated package that is used throughout the country and is an accepted tool used by many local authorities.

- 2.1.1 The results suggest that there are potential exceedances of the annual mean or 1-hour NO<sub>2</sub> Air Quality Objective (AQO) at the following five roads:
- Onslow Street – Although predicted concentrations exceed the annual mean NO<sub>2</sub> AQO, there is no relevant exposure on this street. Any future development plans must be considered for suitability if relevant exposure is introduced.
  - Bridge Street: Potential exceedances of the 1-hour mean NO<sub>2</sub> AQO (of 200 µg/m<sup>3</sup>) have been predicted along the pavement. The street is also regularly used as a main throughfare for users of the train station (the exposure applies only to those who may be in the outside area for over an hour)

- Millbrook (A281) – Exceedance of the annual mean NO<sub>2</sub> AQO has been predicted at several properties along this road.
  - Commercial Road – There are currently no relevant exposures on this road; however, there are potential redevelopment proposals including residential use currently being considered for the submission of planning applications. This area also contains the current bus station, it is anticipated that it will undergo substantial change during the period of the AQAP.
  - Park Street – Concentrations have been predicted to exceed the annual mean NO<sub>2</sub> AQO. The relevant exposures are only located to the west side of the Park Street.
- 2.1.2 There are approximately 300 residential properties with accommodation at various levels above ground within the AQMA. The housing stock is made up of approximately 100 flats above commercial premises including 63 in Friary House, approximately 90 houses mainly in Guildford Park Road and the remainder purpose-built flats and apartments. All residential properties will be written to and requested to comment on the AQAP.
- 2.1.3 In addition, within the AQMA and likely to be developed within the term of the AQAP; there is planning approval on the Guildford Plaza (Planning reference: 21/P/01811), Portsmouth Road for up to 301 residential units; and the Old Debenhams (Planning reference: 21/P/02232), Millbrook site has 215 residential units proposed, the application is as yet to be determined.
- 2.1.4 Near to the AQMA is the approved Guildford Railway Station, Station View (Planning reference: 14/P/02168) development for 438 residential units and the application for 124 residential units on Land South and East of The Cathedral Church of The Holy Spirit, Stag Hill, The Chase (Planning reference: 21/P/02333) is to be determined.
- 2.1.5 It is important to note that consideration must be given to any outside areas of land or amenity where the public may be exposed to air pollution for over an hour. The AQMA adjoins or covers the Friary Shopping Centre, Guildford main line railway station, the bus station, the Yvonne Arnaud Theatre, the commercial shopping areas of High Street and North Street, plus the licensed premises in the Bridge/ Onslow Street areas. The public consultation will involve the operators of any premises where external exposure is likely to be over an hour, for example open air seating or dining areas.
- 2.1.6 It is important to acknowledge that the AQMA is within the part of the area covered by the Shaping Guildford's Future project, therefore it is anticipated that any plans/initiatives are coordinated with the draft AQAP and vice versa. This also applies to any plans or proposals to create pedestrian areas, alter traffic patterns, relocate the bus station, and introduce new receptors. As it is not yet known whether any of the proposals will be introduced during the compliance period of the AQAP, they will not be discussed in this report. Any substantial changes will however need to be reported to Defra in the Council's Air Quality Annual Status Reports, which are submitted at the end of June.

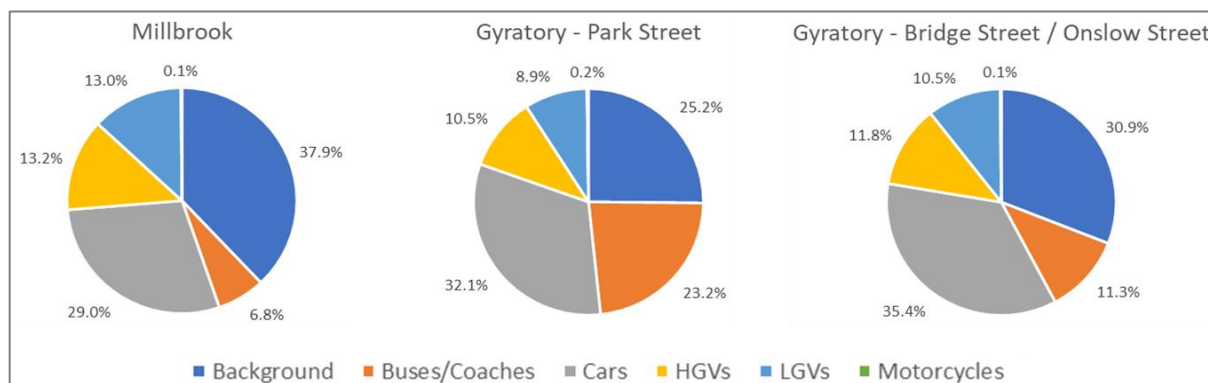
## **2.2 Source and Scale of Exceedance**

- 2.2.1 Understanding the source and scale of the nitrogen dioxide (NO<sub>2</sub>) exceedance, is critical to developing an effective AQAP.

2.2.2 The Draft AQAP is intended to target the predominant sources of emissions within Guildford Town Centre. The main source of emissions in Guildford Town Centre are emissions from road traffic.

2.2.3 The figure 2 from APS report identifies that while a large proportion of NO<sub>2</sub> concentrations locally is caused by emissions from cars, HGVs, LGVs and buses also contribute significant proportions.

**Figure 2 Source apportionment (extracted from APS detailed assessment)**



## 2.3 Required reduction in emissions

2.3.1 The highest annual mean NO<sub>2</sub> concentration has been predicted at Park Street (60.9 µg/m<sup>3</sup>). To achieve compliance with annual mean objective level of 40 µg/m<sup>3</sup> at this location, 57% reduction in local road traffic emissions is required (table 3.1 of APS report, presented below in table 1).

**Table 1 Improvements in Annual Mean NO<sub>2</sub> and NO<sub>x</sub> Concentrations Required in 2019 to Meet the Objective**

Receptor	Required Reduction in Annual Mean NO <sub>2</sub>		Required Reduction in Road NO <sub>x</sub> Emissions	
	µg/m <sup>3</sup>	% of total predicted NO <sub>2</sub>	µg/m <sup>3</sup>	% reduction in road NO <sub>x</sub>
Park Street	22.9	37.6	56.6	57.0

## 2.4 Predicted compliance

2.4.1 The air quality modelling using ADMS-Roads atmospheric dispersion model (v5) by APS, predicts that both receptors and/or locations where the exceedances occur within the AQMA will become compliant without intervention sometime between 2025 and 2028. Any measures proposed by the Council must be implemented before these dates and therefore the proposed period for the AQAP measures is 2022 to 2027. These dates will be reviewed to validate the modelled predictions and are reliant on the

continuing local diffusion tube monitoring data providing up to date information.

## **2.5 Key Priorities for Draft AQAP**

2.5.1 The draft AQAP identifies key priorities to consider when identifying measures that are likely to be effective:

- a) Most emissions arise from cars between 25 and 38% depending on the location within the AQMA, with some contribution from LGVs and HGVs.
- b) There is no decipherable contribution from point sources (such as chimneys or fixed installations) or any industrial process.
- c) There is a small contribution from buses.
- d) Any measures which will take longer than between 2025 and 2028 to implement and have effect, are unlikely to bring forward compliance with the air quality objectives.
- e) The background source component comprises emissions from the following sectors:
  - o Domestic
  - o Commercial
  - o Other transport sources
  - o Other minor roads

## **2.6 Development of AQAP measures**

2.6.1 The evidence suggests that a combination of several measures will need to be implemented to have the necessary impact, within the timescale required to meet full compliance over the period 2022 to 2027. A total of 29 measures have been outlined in Table 4.3 of the draft AQAP report.

2.6.2 The measures proposed for consideration are under the following headings, they include:

- a) Alternatives to private vehicle use (bus-based park and ride and agile/flexible working)
- b) Freight and delivery management (use of hubs with only low emission vehicles and restricting HGVs)
- c) Policy guidance and development control (air quality supplementary planning guidance for developers, informal guidance for developers)
- d) Promoting low emission transport (taxi licensing conditions, electric cycle scooter hire scheme)
- e) Promoting travel alternatives (promotion of cycling and walking with low pollution maps, facilitate and promote agile working with air quality as a focus, promotion of travel choices)

- f) Public information (improve Guildford Borough Council air quality webpage information, schools air quality programme, Air Alert (a scheme which sends alerts to subscribers when air pollution levels are high), Parking App (an application which directs motorists to the nearest car park and highlights electric vehicle charging facilities))
- g) Transport planning and infrastructure (road strategy schemes to tackle congestion and tools to assess traffic management). These would be part of measures introduced in a Clean Air Zone, explained below in section 2.7.3.
- h) Traffic management (reduction of speed limits, HGV ban at certain times, traffic control centre monitoring, traffic incident management, anti-vehicle idling, bus stop clearways) These would be part of measures, explained below in section 2.7.3.
- i) Vehicle fleet efficiency (sustainable procurement guidance)
- j) Additional and accessible electric charging facilities for all categories vehicles on public and private land.

## **2.7 List of AQAP measures and Scoring**

2.7.1 The list of proposed measures shown in Table 4.3 of draft AQAP were set out accordance with DEFRA's LAQM Policy Guidance (PG16), further assessment is shown in table 4.4 where each option is scored for the following parameters and ranked for their feasibility of implementation:

- Cost to implement
- Timescale to implement
- Practical feasibility
- Deliverability
- Value for money
- Public buy-in
- Political buy-in
- Potential reductions in NO<sub>2</sub>

2.7.2 When considering which to implement, it is important to consider whether they are likely to be viable economically within the timescales of achieving improvements. If measures will not have any effect until after 2027 then they will not help to revoke the AQMA. Table 4.5 of the draft AQAP sets out which authority would be responsible, the potential funding that may be utilised to implement and viability of achievement for each measure.

2.7.3 Appendix C of the draft AQAP contains preliminary details of highlighted specific measures, which have a geographical element and entail significant

cost and/or legal authority to implement. The full details are in Appendix C, however for the benefit of further discussion they are summarised below:

a) **Reduction of speed limits, 20mph zone**

- The imposition of a 20mph speed limit across an area from of the railway bridge on the A322 in the north, to the junction with Quarry Street and the A281 in the south, and from the Egerton Road/A3 junction in the west to the London Road/ Clandon Road junction in the east is recommended.
- **Benefits:** The benefits are that it may improve traffic flows and encourages a modal shift in terms of making the area less attractive to through traffic.
- **Barriers:** The use of 20 mph restrictions will need to be quantified on a local basis as it may only be beneficial on certain roads. Restriction may displace traffic to other sensitive locations.
- **Enforcement:** Not intended to enforce by using cameras or traffic calming measures.
- **Other considerations:** Informal discussions have introduced the potential for Low Traffic Neighbourhoods or Liveable Neighbourhoods as an alternative. No informal or formal assessment has taken place of these options.
- **Responsible authority:** SCC

b) **HGV ban around the gyratory during peak and interpeak hours**

- Banning heavy goods vehicles (HGVs) from travelling through the AQMA during the hours 07.30 to 18.30. (Local access for deliveries is exempted)
- **Benefits:** The benefits are to that it will reduce emissions by removing HGVs at the busiest times as through traffic. It will also benefit the Shalford AQMA.
- **Barriers:** The HGV through traffic may use alternative routes, which may impact on other areas including the AQMA at Compton in Guildford and Godalming in Waverley and may worsen the air quality at other sensitive locations.
- **Enforcement:** Not intended to enforce by using cameras.
- **Responsible authority:** SCC

c) **Electric Vehicle deliveries, local delivery hubs**

- Setting up local hubs to enable deliveries to be made by low emission vehicles
- **Benefits:** The benefits are deliveries can be made to a hub in a less sensitive location, with distribution in the AQMA via low emission vehicles. The hub can also be used for charging of other electric vehicles. It may also be suitable for a joint initiative with National Highways and the distribution companies.
- **Barriers:** The location of the hub is likely to be of concern, in that it will generate more traffic for that area and there may also be additional concerns regarding noise and operating hours.
- **Enforcement:** None required.
- **Responsible authority:** SCC and GBC, possible involvement of National Highways.

d) **Anti-vehicle idling measures**

- Ensuring that stationary vehicles in areas most at risk do not leave engines idling.
- **Benefits:** The benefits of reducing emissions by introducing anti-idling are simply that an idling engine is an unnecessary emission.
- **Barriers:** Enforcement is likely to be a challenge as it will require specialist staff resources from other services. The emphasis would be on signage in certain focussed areas such as the taxi ranks and bus station utilising good practice, with increased provision of electric vehicles charging facilities at the key locations.
- **Enforcement:** Vehicle idling is an offence under the Road Traffic (Vehicle Emissions) (Fixed Penalty) England Regulations 2022. Where any part of the area of a local authority is for the time being designated as an air quality management area in accordance with section 83, that authority may apply to the Secretary of State to be a designated local authority.
- Responsible authority: GBC

e) **Clean Air Zone Class A, B, C or D**

A Clean Air Zone (CAZ) is an area where targeted action is taken to improve air quality and resources are prioritised and coordinated to shape the urban environment in a way that delivers improved health benefits and supports economic growth. *Reference to the Clean Air Zone Framework, Principles for setting up Clean Air Zones in England: February 2020 (9).*

**(i) Clean Air Zones bring together:**

- Immediate action to improve air quality and health
- Support local growth and ambition
- Accelerate the transition to a low emission economy
- Introduce access restrictions to encourage cleaner vehicles

**(ii) CAZ Proposal:** It is proposed that an area equivalent to the AQMA in which only vehicles that achieve a specified emission standard can enter without having to pay a charge. There are four types of CAZ:

- CAZ Class A- Buses, coaches, taxis and private hire vehicles
- CAZ Class B- Buses, coaches, taxis, private hire vehicles and HGVs
- CAZ Class C- Buses, coaches, taxis, private hire vehicles, HGVs, vans and minibuses
- CAZ Class D- Buses, coaches, taxis, private hire vehicles, HGVs, vans, minibuses, cars and motorcycles

**(iii) For guidance APS have shown a CAZ B boundary in Figure 7 of the AQAP, it is however recommended that all four options should be considered at this consultation stage.**

**(iv) Benefits:**

- The benefits of reducing emissions by excluding high emission and encouraging cleaner vehicles is likely to significantly improve air quality.
- Implementation at an early stage would bring about a change in emphasis in the area supporting local plans for growth.
- It will assist with land use planning in terms of local plans, development control and policy guidance.
- There are numerous options around charging, hours of operation, phasing and size of the zone.
- CAZs support innovation and to work with businesses and academia. The University of Surrey continue to express their interest in this topic.
- The CAZ will help support some of the smaller measures mentioned in the AQAP.

**(v) Barriers:**

- A detailed cost/benefit analysis of each option will need to be carried out to decide the most effective and economic solution.

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- The ability for charging authorities to introduce a Clean Air Zone is set out in the Transport Act 2000. Part III of the Act empowers local authorities (as “charging authorities”) to make a local charging scheme in respect of the use or keeping of motor vehicles on roads.
- Any restrictions in this area will need to be gauged with impact on other neighbourhoods and AQMAs.
- The responsible authority is SCC function, to date no CAZs operate in Surrey and GBC have no powers under Traffic Act 2000.
- As mentioned in the Appendix C of draft AQAP report those CAZs that operate in other metropolitan areas are not related to national air quality objectives, they follow air quality limit values which refer to a stricter criterion. Officers believe this is a viable proposal for an AQMA, as the Clean Air Zone Framework Guidance (9) clearly states that amongst the minimum requirements a CAZ must be; *in response to a clearly defined air quality problem, seek to address and continually improve it, and ensure this is understood locally.*

### 3. OPTIONS

- 3.1 There are three options available after considering the information in this report:
- 3.1.1 Approve a 4-week consultation on the draft Air Quality Action Plan shown in Appendix 2.
- 3.1.2 Approve an amended version of the draft Air Quality Action Plan shown in Appendix 2 for a 4-week consultation.
- 3.1.3 Reject the draft Air Quality Action Plan and ask officers to draft a revised version for consideration at a future meeting.
- 3.2 Understanding the nature of the issue has helped ensure appropriate measures have been identified and involving partners means different knowledge and perspectives have contributed to the development of the AQAP.
- 3.3 Officers recommend Option 3.1.1. During the consultation period there will be the opportunity for all the interested parties to provide feedback on the draft AQAP which will be fed back to the Joint Committee.

### 4. CONSULTATIONS

- 4.1 A number of partners are involved in the AQAP process and the roles of the main bodies are set out below. Please note that whilst this list is comprehensive, comments and feedback from other interested parties (any individual, organisation, or commercial body) are also considered while drafting an AQAP.

#### **4.1.1 Surrey County Council**

Surrey County Council (SCC) as the highway authority are responsible for the roads within the AQMA, as many of the mitigation options set out in the action plan relate to highway and transport matters these are best achieved in partnership. They include:

- Highway planning on all roads outside of the main trunk roads (A3 and M25) including routes, speed and road restrictions, low emission, and clean air zones.
- Local highway management.
- Bus services in partnership with the relevant companies.
- Alternative transport planning including cycling/walking networks and electric vehicle charging facilities.
- Public health within the SCC remit, which complements the GBC role.

#### **4.1.2 Guildford Borough Council**

Guildford Borough Council (GBC) has several disciplines who are key stakeholders and would provide pivotal roles in the delivery of the AQAP. The relevant services are listed below:

- Environment and Regulatory Services including Environmental Health, Licensing and Public Health functions.
- Planning Policy Services including Transport and Policy Planning.
- Place Services including Planning Development and Building Control functions
- Operational Services including Car Parks, Fleet Management, Street Cleansing and Waste Collection.
- Asset Management Services which cover Climate Change and the Council's property portfolio.
- Strategic Services including Communications and Regeneration and Infrastructure Programmes

#### **4.1.3 External stakeholders**

In addition, there are several other stakeholders and/or authorities, which need to be involved in the process and will be invited to comment at the public consultation stage, they include:

- National Highways who are responsible for the major highways including the A3 trunk road.
- The Environment Agency who are responsible for emissions from fixed installations.
- The National Trust (Wey Navigation) who maintain the public areas and regulate the craft permitted to use the River Wey, which runs through the AQMA.

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- Experience Guildford forms a vital link with the commercial concerns within and near to the AQMA.
- Network Rail in that mainline station is adjacent to the AQMA and the opportunities to enhance use of alternative forms of transport are important.
- Waverley Borough Council as the neighbouring authority with boundaries within 2 miles of the AQMA and sharing many of the roads leading into the area.

## **4.2 The AQAP Steering Group**

- 4.2.1 On 29 November 2021, a workshop was held with Guildford Borough Council wider services to explore:
- a) Connections with other Council services
  - b) Existing or forthcoming projects/schemes that contribute to improving air quality in the town centre
  - c) Considerations/impact with other Council projects/initiatives including timelines of reports etc
  - d) Ideas for potential measures to be included in the AQAP
- 4.2.2 A technical officer steering group was set up to develop the draft AQAP in conjunction with APS, the contracted air quality consultants for this project.
- 4.2.3 Officers in the group were from GBC Planning Policy Transport Services, Regeneration and Infrastructure Programmes, Operational Services, Environment and Regulatory Services, plus Highway and Transport Planning officers from SCC. Waverley Borough Council being the neighbouring authority was also invited to attend and comment on the draft AQAP.
- 4.2.4 Meetings are scheduled held approximately every six to eight weeks with the first occasion being on the 9 March 2022. The Steering Group will continue to meet to oversee the development and implementation of the AQAP. As the plan is dynamic, and likely to be subject to change for a variety of reasons such as new development and policy, it is vital that there is ongoing representation across all relevant GBC and SCC services.

## **5. LEGAL IMPLICATIONS**

- 5.1 The provisions of Part IV of the Environment Act 1995 (the Act) establish a national framework for air quality management, which requires all local authorities in England, Scotland, and Wales to conduct local air quality reviews.
- 5.2 Section 82(1) of the Act requires these reviews to include an assessment of the current air quality in the area and the predicted air quality in future years. Should the reviews indicate that the objectives prescribed in the UK Air Quality Strategy (DEFRA 2007) and the Air Quality (England) Regulations 2000 as amended will

not be met, the local authority is required under Section 83(1) of the Act to designate an Air Quality Management Area.

- 5.3 Under Section 84 of the Environment Act 1995, the Council is required to produce an action plan following designation of the AQMA. Guidance states that the action plan should be produced within 12 months of designation which is no later than 20 October 2022. The intended date of submission is likely to be the 30 October 2022, officers of the Council have informed Defra.

## **6. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS**

- 6.1 Currently there are no immediate financial implications with the assessment and air quality action plan (AQAP) being produced within budget. The proposed measures will however present significant financial challenges that will need to be addressed through the following routes:

6.1.1 Bids for internal funding

6.1.2 Defra Air Quality Grant Programme which is designed to assist local authorities with statutory duties.

6.1.3 The Air Quality Grant Programme provided £11.6 million pounds to local authorities in 2022 and bids will need to be submitted in November/December 2022: <https://www.gov.uk/government/collections/air-quality-grant-programme>

- 6.2 Subject to the draft AQAP, subsequent consultation and approval of the final action plan finance will need to be secured, as it is anticipated that additional resources will be required to implement the measures approved in any action plan. Approximations on costs have not been provided in the AQAP, as they have not been subject to full appraisals including cost/benefit analysis or any other economic evaluations.

## **7. EQUALITIES AND DIVERSITY IMPLICATIONS**

- 7.1 It is anticipated that the proposed measures to improve air quality may benefit those individuals who already suffer with bronchial ailments such as asthma, additionally actions to improve air quality may present equal chance for everyone to benefit from cleaner air.

7.2 Officers are conscious that some of the proposals may have an adverse impact on certain socio-economic groups and businesses. The public consultation should be used to gauge the reaction in terms of the balance between costs and benefits across all sectors.

- 7.3 An Equalities Impact Assessment has been carried out and the following issues were identified:

- 7.3.1 The consultation methodology should include all citizens who live, work, pass through or use the town centre area.
- 7.3.2 Consider the full range of people, businesses and voluntary bodies affected by the measures.
- 7.3.3 Consider targeting specific groups as appropriate for example, some of the proposed measures may have unforeseen impacts on access groups will be included in the public consultation.
- 7.3.4 Ensure all groups are aware of the consultation and how to access it including those with sight and hearing disabilities.
- 7.3.5 Respond to requests for translations and/or documents in other languages on request.
- 7.3.6 Consider how to tailor consultation to the needs of groups who may not be able to respond via traditional or modern consultation methods; for example, there will be opportunities to respond via all methods including online, by post, in person and on request by a home visit.
- 7.3.7 Consult stakeholders in a way that suits them and take account of those who may need additional time for constitutional reasons such as charities and representative groups

## 8. LOCALISM

- 8.1 The declaration of the AQMA has no direct impact on any specific community.
- 8.2 Improving air quality is likely to be welcomed by the local community.
- 8.3 To achieve improvements, the proposed measures will affect users of the main town centre, transport, and administrative hubs.
- 8.4 It is intended to conduct a wide-reaching public consultation on the draft air quality action plan. Economic assessment in terms of the impact of the proposed measures in particular any form of charging or restrictions on road users will be a major consideration
- 8.5 The scope of consultation will include businesses, residents, workers, visitors and organisations operating within the designated area, who will be asked to comment on any benefits and/or disadvantages.

## 9. OTHER IMPLICATIONS

Area assessed:	Direct Implications:
Crime and Disorder	No significant implications arising from this report.
Sustainability (including Climate Change and Carbon Emissions)	Set out below in 9.1.
Corporate Parenting/Looked After Children	No significant implications arising from this report.

Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report.
Public Health	Set out below in 9.2

### 9.1 Sustainability implications

Section 3.26 of the AQAP links the document with the Guildford Development Framework Sustainable Design, Construction and Energy, Supplementary Planning Document: <https://www.guildford.gov.uk/article/24211/Climate-Change-Sustainable-Design-Construction-and-Energy-SPD> There has not been any quantification of carbon emissions as a result of implementing any proposed measures.

### 9.2 Public Health implications

There are specific measures in the AQAP which are intended to improve air quality, to the benefit those living, working and visiting the vicinity of the AQMA. Air quality is a key public health priority identified in the Guildford Health and Wellbeing Board's Health and Wellbeing Strategy 2017-2022: <https://www.guildford.gov.uk/healthandwellbeing>

## 10. CONCLUSION AND RECOMMENDATIONS

- 10.1 The main focus of the report is identifying effective measures to improve air quality which can be implemented and take effect between 2022 and 2027, as from 2028 it is anticipated from the modelling that the Air Quality Management Area will become compliant with reference to the nitrogen dioxide limit values.
- 10.2 The draft Air Quality Action Plan focuses on several key priorities; to reduce polluting vehicle use where possible, lower emissions from transport, reduce congestion, provide planning guidance, and introduce measures associated with Clean Air Zones all aimed at the national objectives for nitrogen dioxide.
- 10.3 No one measure can achieve compliance; therefore, Guildford Borough Council must work in close partnership with Surrey County Council and other stakeholders to achieve the improvements.
- 10.4 The process must by statute include a consultation with several specified authorities, however as the likely impact of the major proposed measures are substantial a full public consultation is planned during July 2022.
- 10.5 The equality and diversity impact assessment has identified several areas which need closer examination.
- 10.6 Financial considerations are recognised as a substantial challenge, however that can be supplemented by obtaining Government funding via Defra.
- 10.7 Officers recommend that the Committee support the recommendations detailed earlier in section 4.3 of this report to approve the draft AQAP for consultation.

## 11. WHAT HAPPENS NEXT

- 11.1 The draft AQAP has undergone an initial internal consultation within officers of the steering group Guildford Borough Council, Surrey County Council and Waverley Borough Council.
- 11.2 The draft AQAP is presented to the Joint Committee 29 June 2022 for approval for consultation.
- 11.3 Subject to the recommendation being approved, a 4-week consultation on the draft air quality action plan will be conducted from Friday 1 July 2022 to Friday 29 July 2022. The GBC Communications Team will work alongside Environment and Regulatory Services officers to ensure that all relevant individuals and groups are included as part of a Communications Plan.
- 11.4 The interested parties include residents and businesses within the AQMA, transport operators, local councillors and amenity groups, who will have the opportunity to comment on the existing measures, proposals and put forward other options that could improve air quality within the Guildford Town Centre AQMA.
- 11.5 The formal statutory consultation will take place at the same time.
- 11.5.1 The Environment Act 1995 provides the statutory basis for consultation in respect of Local Air Quality Management (LAQM) Defra is the key statutory consultee. Schedule 11 of the Environment Act 1995 also requires local authorities to consult the following:
- a) The Environment Agency
  - b) National Highways
  - c) All local authorities neighbouring the local authority in question (Elmbridge, Mole Valley, Surrey Heath, Woking and Waverley)
  - d) The County Council
  - e) Bodies representing local business interests and other organisations as appropriate- for example Experience Guildford, The Freight Transport Association, The Guildford Access Group, and local amenity groups including The Guildford Society and Holy Trinity Amenity Group.
  - f) Health related authorities including the National Health Service (NHS) and the Public Health representatives at GBC and SCC.
- 11.6 The results of the consultation and final draft AQAP will be presented to the 29 October 2022 Guildford Joint Committee for approval.
- 11.7 The final version will be submitted to Defra for approval, implementation of the measures in the action plan will then commence from the date the AQAP is approved by Defra.

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**Contact Officer**

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**Consulted**

Surrey County Council: William Bryans, Transport Studies.

Guildford Borough Council: Director of Service Delivery, Corporate Management Team, Legal Services, Policy Planning, Regeneration and Infrastructure Team, Finance, Communications Team and Human Resources

**Annexes**

Appendix 1 – Map of Air Quality Management Area in Guildford Town Centre

Appendix 2 –Draft Air Quality Action Plan May 2022 (Air Pollution Services)

**Sources/background papers**

1. Guildford Town Centre Air Quality Management Area, Guildford Joint Committee Report, 21st October 2021  
<https://mycouncil.surreycc.gov.uk/documents/s81993/Guildford%20AQMA%20report.pdf>
2. Local Air Quality Management, Policy Guidance (PG16), Defra, April 2016  
<https://laqm.defra.gov.uk/documents/LAQM-PG16-April-16-v1.pdf>
3. Local Air Quality Management, Technical Guidance (TG16), Defra, April 2016  
<https://laqm.defra.gov.uk/technical-guidance/>
4. Air Quality (England) Regulations 2000  
<http://www.legislation.gov.uk/uksi/2000/928/contents/made>
5. The Environment Act 1995  
<https://www.legislation.gov.uk/ukpga/1995/25/contents>
6. The Air Quality (England) (Amendment) Regulations 2002  
<http://www.legislation.gov.uk/uksi/2002/3043/contents/made>
7. UK Air Quality Strategy (DEFRA 2007)  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/69336/pb12654-air-quality-strategy-vol1-070712.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69336/pb12654-air-quality-strategy-vol1-070712.pdf)
8. Guildford Borough Council - Annual Status Reports and air quality monitoring results  
<https://www.guildford.gov.uk/article/19807/Air-quality-monitoring>
9. Clean Air Zone Framework  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/863730/clean-air-zone-framework-feb2020.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/863730/clean-air-zone-framework-feb2020.pdf)



**Legend**

■ AQMA Boundary

The map displays the AQMA Boundary in blue, which follows a complex path through the city, including a large loop in the center and several extensions to the north, south, and west. The background is a detailed street map of Los Angeles. A scale bar at the bottom left indicates distances from 0 to 400 meters, and a north arrow is positioned above it.

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AIR POLLUTION  
SERVICES

# Guildford Borough Council Guildford Town Centre Draft Air Quality Action Plan

In fulfilment of Part IV of the  
Environment Act 1995  
Local Air Quality Management

May, 2022

Local Authority Officer	Gary Durrant and Anjana Papnai
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Report Reference number	AQAP GBC 2022
Date	9 May 2022

## **Report Prepared By:**



**AIR POLLUTION  
SERVICES**

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## **Quality Assurance**

**Reference:** L1002\_A\_10

**Status:** Draft

**Author:** Katya Kaczmarczyk & Dr Austin Cogan

**Date Published:** 9 May 2022

**Approver:** Kieran Laxen

**Date Approved:** 9 May 2022

This report has been prepared by Air Pollution Services on behalf of the Local Authority, taking account of the agreed scope of works. In preparing this report, Air Pollution Services has exercised all reasonable skill and care, taking account of the objectives and the agreed scope of works. Air Pollution Services does not accept any liability in negligence for any matters arising outside of the agreed scope of works. Air Pollution Services shall not be liable for the use of or reliance on any information, advice, recommendations, and opinions in this document for any purpose by any person other than the Local Authority. Reliance may be granted to a third party only if Air Pollution Services and the third party have executed a reliance agreement or collateral warranty. Information, advice, recommendations, and opinions in this document should only be relied upon in the context of the whole document and any documents referenced explicitly herein and should then only be used within the context of the appointment. Air Pollution Services does not accept any responsibility for any unauthorised changes made by others.



## **Executive Summary**

This Air Quality Action Plan (AQAP) has been produced as part of our statutory duties required by the Local Air Quality Management framework. It outlines the action we will take to improve air quality in Guildford Town Centre between 2022 and 2027.

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas (Wheeler, 2005) (Defra, 2006) (Barnes, J., Chatterton, T., & Longhurst, J., 2019).

The annual health cost to society of the impacts of particulate matter alone in the UK is estimated to be around £16 billion (Defra, 2013). Guildford Borough Council is committed to reducing the exposure of people in Guildford Borough Council to poor air quality in order to improve health.

We have developed actions that can be considered under ten broad topics recommended by Defra:

- Alternatives to private vehicle use
- Freight and delivery management
- Improving air quality modelling and assessment
- Policy guidance and development control
- Promoting low emission transport
- Promoting travel alternatives
- Public information and education
- Traffic management
- Transport planning and infrastructure
- Vehicle fleet efficiency

Our priorities are to reduce congestion and emissions within Guildford Town Centre (including within the newly declared AQMA), improve vehicle fleet emissions where possible, educate the public about air quality, and to promote travel alternatives. In terms of measures within this plan, the following points have been taken into consideration:

- The majority of emissions arise from cars, with significant contributions also from Light Goods Vehicles (LGVs), Heavy Goods Vehicles (HGVs) and buses/coaches;
- There is no decipherable contribution from point sources or industry;

- Any measures which will take longer than 2027 to implement and have effect, are unlikely to bring forward compliance with the air quality objectives.

Because of the above points, it is going to be very difficult to implement a measure which will have a large enough impact in isolation to improve the situation in a short timescale; multiple measures will thus need to be implemented.

In this AQAP we outline how we plan to effectively tackle air quality issues within our control. However, we recognise that there are a large number of air quality policy areas that are outside of our influence (such as vehicle emissions standards agreed in Europe), but for which we may have useful evidence, and so we will continue to work with regional and central government on policies and issues beyond Guildford Borough Council's direct influence.

## **Responsibilities and Commitment**

This AQAP was prepared by Air Pollution Services on behalf of the Environment and Regulatory Services of Guildford Borough Council with the support and agreement of William Bryans of the Strategic Transport Team, Surrey County Council, as well as a wider steering group made up of Guildford Borough Council local authority officers.

This AQAP has been approved by:

[TBC]

This AQAP will be subject to review every five years with annual appraisal of progress and reporting to the Guildford Joint Committee (Surrey County Council and GBC). Progress each year will be reported in the Annual Status Reports (ASRs) produced by Guildford Borough Council, as part of our statutory Local Air Quality Management duties.

If you have any comments on this AQAP, please send them to:

**Write to:** Guildford Borough Council, Millmead House, Millmead, GU2 4BB

**Telephone:** 01483 505050

**Email:** [regulatoryservices@guildford.gov.uk](mailto:regulatoryservices@guildford.gov.uk)

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# **1 Introduction**

This report outlines the actions that Guildford Borough Council (GBC) will deliver between 2022 and 2027 in order to reduce concentrations of air pollutants and exposure to air pollution; thereby positively impacting on the health and quality of life of residents and visitors to the Guildford area.

It has been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 (HMSO, 1995) and relevant regulations made under that part and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

This Plan will be reviewed every five years at the latest and progress on measures set out within this Plan will be reported on annually within GBC's air quality report (ASR).

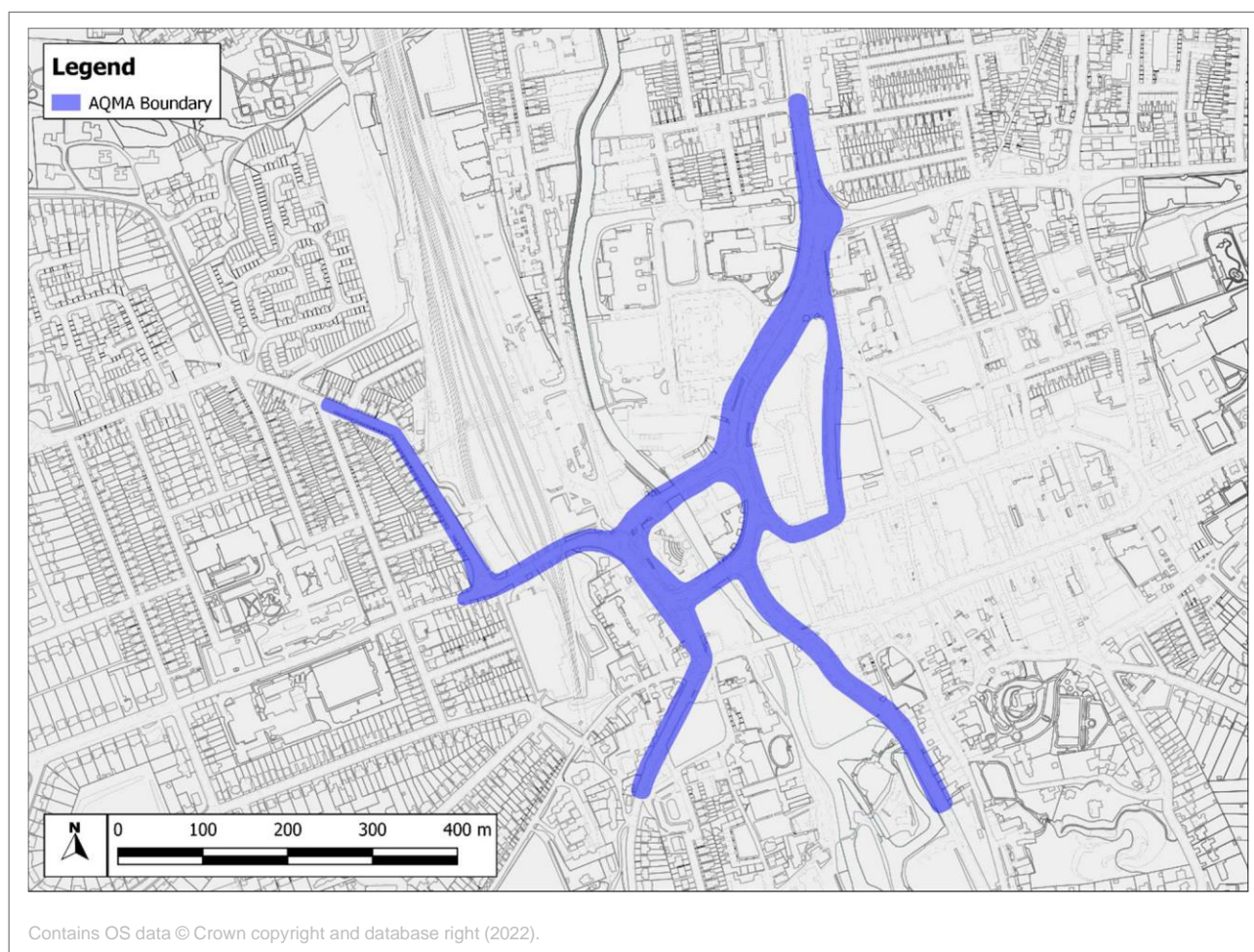
GBC, which is one of the local authorities in Surrey, faces a number of challenges in order to improve air quality. Surrey is a densely populated county and traffic flows on A roads are almost double the national average. In Guildford Town Centre, a combination of volume of vehicles, stop start traffic caused by congestion, and properties situated close to the carriageway (meaning that high concentrations don't disperse as quickly as they would elsewhere) has led to high concentrations in a localised area. A number of options are included in this report, which have been evaluated by the AQAP steering group.

## **2 Summary of Current Air Quality in Guildford Town Centre**

Under Part IV of the Environment Act 1995, Local Authorities are required to review and assess air quality in their areas and to report annually against air quality objectives for specified pollutants of concern, to Defra. For each air quality objective, local authorities have to consider whether the objective is likely to be achieved. Where it appears likely that an air quality objective is not being met, the authority must declare an AQMA. Following the declaration of an AQMA, the authority must then develop an AQAP which sets out the local measures to be implemented in pursuit of the air quality objectives.

Prompted by the Review and Assessment process, an AQMA was submitted to Defra for declaration in Guildford Town Centre in 2021 following the recommendations of the commissioned Detailed Assessment (APS, 2021). The Detailed Assessment suggested that there may be exceedances of the 1-hour mean and annual mean nitrogen dioxide (NO<sub>2</sub>) air quality objectives in the centre of Guildford, along several roads. The AQMA has been proposed across many roads within the town centre, with the main source of emissions being from road traffic, which is exacerbated by the canyon nature of the roads (i.e. properties close to the carriageway resulting in reduced dispersion at the building facades). Figure 1 shows the extent of the proposed Guildford Town Centre AQMA (shaded in blue).

Figure 1 – Proposed Guildford AQMA



## 3 Guildford Borough Council's Air Quality Priorities

### 3.1 Public Health Context

Air pollution is a major public health risk ranking alongside cancer, heart disease and obesity. A review by the World Health Organization (WHO) concluded that long-term exposure to air pollution reduces life expectancy by increasing the incidence of lung, heart and circulatory conditions. The Department of Health and Social Care's advisory Committee on the Medical Effects of Air Pollutants (COMEAP) have estimated that long-term exposure to man-made air pollution in the UK has an annual impact on shortening lifespans, equivalent to 28,000 to 36,000 deaths (COMEAP, 2018). Based on 2020 mid-year population estimates for the UK and Guildford, there is estimated to be the equivalent of 63-81 deaths in the borough. Poor air quality can affect health at all stages of life. Those most affected are the young and old. In the womb, maternal exposure to air pollution can result in low birth weight, premature birth, stillbirth or organ damage. In children there is evidence of reduced lung capacity, while impacts in adulthood can include diabetes, heart disease and stroke. In old age, a life-time of exposure to air pollution can result in reduced life-expectancy and reduced wellbeing at end of life. There is also emerging evidence for a link between air pollution and an acceleration of the decline in cognitive function (Defra, 2019).

The Public Health function aims not only to improve health, but also reduce health inequalities by using an evidence-based approach to make recommendations on the delivery of health and well-being services. The Guildford Health and Wellbeing Strategy<sup>1</sup> recognises that *"Air Pollution is a significant public health issue. In Guildford, the key pollutants are specifically nitrogen dioxide (NO<sub>2</sub>) and fine particulates, these are principally from traffic emissions. Public Health England estimate that 5.7% of deaths in those over 25 years old are from long term exposure to anthropogenic particulate pollution"*. Desired outcomes of the Strategy include identification of areas with high levels of pollution and introduce measures to improve air quality and encouraging the use of lower polluting transport options. As such, this action plan supports work underway within the public health arena.

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<sup>1</sup> Available at <https://www.guildford.gov.uk/healthandwellbeing>

## 3.2 Planning and Policy Context

### 3.2.1 Local Plan

The Guildford Borough Council Local Plan: Strategy and Sites which covers the period to 2034, was adopted on 25 April 2019. Air Quality is referred to in paragraph 4.6.31 of the Local Plan<sup>2</sup>, which states:

*“Well designed developments may actively help to enhance air quality and reduce overall emissions, therefore reducing possible health impacts”.*

In relation to mitigation, air pollution is referred to under Policy ID3 (Sustainable transport for new developments):

*“This mitigation: .... (b) will address otherwise adverse material impacts on communities and the environment including impacts on amenity and health, noise pollution and air pollution”.*

Within the evidence base for the Local Plan, an investigation of the impacts of development plans on air quality has been undertaken. The air quality assessment considered the potential effect of the proposed plan at key receptor locations within GBC area. In summary, the findings of the assessment suggest that the effect of the Local Plan on annual mean NO<sub>2</sub> concentrations will be negligible and not a key constraint on development in the majority of the GBC area. The report advised that further detailed modelling would be advisable around roads where notable changes in traffic flows are predicted, including the A3 / A31 junction particularly Guildford and Godalming bypass and Farnham Road.

### **Guildford Transport Strategy**

Guildford Borough Transport Strategy<sup>3</sup> sets out a programme to address the historic infrastructure deficit and to mitigate the key transport impacts of proposed planned growth in the borough (and beyond). The Council is working closely with the key transport infrastructure and service providers to accelerate the development and delivery of appropriate improvements. These include Surrey County Council, as the Local Highway Authority; National Highways, who are responsible for the A3 trunk road and M25 motorway; Network Rail; and bus and community transport operators. There are a number of component strategies for specific issues, including transport and air

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<sup>2</sup> Available at <https://www.guildford.gov.uk/newlocalplan/16116>

<sup>3</sup> Available at <https://www.guildford.gov.uk/newlocalplan/CHttpHandler.ashx?id=26649&p=0>

quality, one of the outcomes of which is to ensure ‘*No requirement for Air Quality Management Areas in Guildford borough*’.

### **Sustainability**

The Guildford Development Framework includes a Climate Change, Sustainable Design, Construction and Energy Supplementary Planning Document (SPD)<sup>4</sup>, in order to effectively implement Sustainable Development (including reducing emissions of climate change gases and adapting and mitigating climate change through a variety of measures). Some of the measures included in the SPD relate to transport and increasing the usage of alternative modes of transport to the private vehicle, such as walking and cycling through the provision of access for pedestrians and cyclists and implementation of car clubs.

#### **3.2.2 Guildford Town Regeneration Strategy**

The Guildford Town Centre Regeneration Strategy<sup>5</sup> seeks to deliver a thriving and vibrant forward-looking town centre that embraces innovation to take best advantage of new and emerging technologies whilst respecting the town’s history and heritage and preserving what makes Guildford special. The strategy sets out a number of strategic priorities including aspirations to improve sustainable transport, improvements to the A3 and borough wide road network, high quality cycling and walking network, a reduction in air pollution and improving public health and wellbeing. The strategy builds on the town centre masterplan which aims to implement a number of place-making concepts including reducing the dominance of traffic, a healthy approach to movement which encourages a modal shift from the car to the other more sustainable forms of transport and a new riverside park.

#### **3.2.3 Local Transport Plan**

The Surrey Transport Plan<sup>6</sup> is the third Local Transport Plan (LTP) for the county. It is a statutory plan (required by the Local Transport Act 2008 and Transport Act 2000), which replaced the second LTP on 1 April 2011. Like the previous Plans, the Surrey Transport Plan is partly an aspirational document with funding not secured/guaranteed in place for all the measures identified. The strategies look forward to 2026 and are

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<sup>4</sup> Available at <https://www.guildford.gov.uk/climatechangespd>

<sup>5</sup> Available at <https://shapingguildford.co.uk/>

<sup>6</sup> Available at <https://www.surreycc.gov.uk/roads-and-transport/policies-plans-consultations/transport-plan>



reviewed as necessary. The Local Transport Strategies and Forward Programmes cover a three-year cycle and are updated and rolled forward regularly.

The vision of the LTP is:

*“To help people to meet their transport and travel needs effectively, reliably, safely and sustainably within Surrey; in order to promote economic vibrancy, protect and enhance the environment and improve the quality of life”.*

Based on this, one of the four objectives is to provide an integrated transport system that protects the environment, keeps people healthy and provides for lower carbon choices. As one of the most densely populated counties in the UK with traffic flows on A roads almost double the national average, transport related problems are a major concern for people living and working in Surrey. There are a number of strategies which form part of the Surrey Transport Plan including an Air Quality Strategy which uses a twin track approach, both focussing on AQMAs in the County and delivering Countywide improvements delivered through synergies with other Surrey Local Plan strategies, and other county council strategies to restrain traffic growth, reduce vehicle delay, reduce vehicle emissions and improve the provisions of travel information to people on the air quality impacts of their travel choices.

The Air Quality Strategy provides a toolkit of measures, based around infrastructure measures, management of infrastructure, promotional and behavioural measures, information provision and other measures including planning and taxi licensing etc. The Strategy acknowledges that:

*“In future, infrastructure to support use of hybrid/electric vehicles could become a key measure for reducing air pollution in Surrey and the designated AQMAs, through a reduction in tailpipe emissions of such vehicles. The Climate Change Strategy is the main promoter of this measure. The county council will develop proposals and funding bids for electric vehicle recharging points, determining appropriate locations e.g. workplaces, public car parks and on-street, future-proofing infrastructure as far as possible and encouraging take-up through demonstration schemes and promotional campaigns”.*

### **3.2.4 Guildford Air Quality Strategy**

The Guildford Air Quality Strategy<sup>7</sup> identifies key air quality issues within the Borough and sets out an approach to maintaining and improving air quality. A key aim of the strategy is to establish and maintain good working relationships with key stakeholders to achieve the air quality objectives. The priorities of the strategy are to set out a clear approach to air quality, monitor and report on air pollution, reduce vehicle emissions, work with other agencies, use the planning framework, reduce emissions at source and provide the public with information. There is overlap with the measures set out in the Air Quality Strategy with those in this AQAP for Guildford Town Centre.

## **3.3 National Policy Context**

### **3.3.1 Air Quality Strategy**

The Air Quality Strategy (Defra, 2007) published by the Department for Environment, Food, and Rural Affairs (Defra) and Devolved Administrations, provides the policy framework for air quality management and assessment in the UK. It provides air quality standards and objectives for key air pollutants, which are designed to protect human health and the environment. It also sets out how the different sectors: industry, transport and local government, can contribute to achieving the air quality objectives. Local authorities are seen to play a particularly important role. The strategy describes the Local Air Quality Management (LAQM) regime that has been established, whereby every authority has to carry out regular reviews and assessments of air quality in its area to identify whether the objectives have been, or will be, achieved at relevant locations, by the applicable date. If this is not the case, the authority must declare an Air Quality Management Area (AQMA) and prepare an action plan which identifies appropriate measures that will be introduced in pursuit of the objectives.

### **3.3.2 Clean Air Strategy 2019**

The Clean Air Strategy (Defra, 2019a) sets out a wide range of actions by which the UK Government will seek to reduce pollutant emissions and improve air quality. Actions are targeted at four main sources of emissions: Transport, Domestic, Farming and Industry.

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<sup>7</sup> Available at <https://www.guildford.gov.uk/newlocalplan/CHttpHandler.ashx?id=26585&p=0>



### 3.3.3 Reducing Emissions from Road Transport: Road to Zero Strategy

The Office for Low Emission Vehicles (OLEV) and Department for Transport (DfT) published a Policy Paper (DfT, 2018) in July 2018 outlining how the government will support the transition to zero tailpipe emission road transport and reduce tailpipe emissions from conventional vehicles during the transition. This paper affirms the Government's pledge to end the sale of new conventional petrol and diesel cars and vans by 2040 [now 2030], and states that the Government expects the majority of new cars and vans sold to be 100% zero tailpipe emission and all new cars and vans to have significant zero tailpipe emission capability by this year, and that by 2050 almost every car and van should have zero tailpipe emissions. It states that the Government wants to see at least 50%, and as many as 70%, of new car sales, and up to 40% of new van sales, being ultra-low emission by 2030.

The paper sets out a number of measures by which Government will support this transition but is clear that Government expects this transition to be industry and consumer led. If these ambitions are realised, then road traffic-related NO<sub>x</sub> emissions can be expected to reduce significantly over the coming decades.

### 3.3.4 The Decarbonisation Plan

More recently, the Government published a Decarbonisation Plan in 2021, which states *"new diesel and petrol cars and vans would no longer be sold from 2030, and that all new cars and vans must be fully zero emission at the tailpipe from 2035"*, bringing the dates significantly forward from the DfT Policy Paper.

### 3.3.5 The Industrial Strategy

The Government has published a white paper that sets out a long-term 'Industrial Strategy' for the UK (HM Government, 2017). It includes a key policy to *"support electric vehicles through a £400m charging infrastructure investment and an extra £100m to extend the plug-in car grant"* and states *"the UK's road and rail network could dramatically reduce carbon emissions and other pollutants"*. Unlike their fossil fuel counterparts, electric vehicles do not release nitrogen oxides (NO<sub>x</sub>) emissions; if the strategy is fulfilled then NO<sub>x</sub> emissions will reduce significantly over the coming decades.

### 3.3.6 The Clean Growth Strategy

An ambitious blueprint for Britain's low carbon future was set out by the Government in a Policy paper (HM Government, 2018) in April 2018. Although this strategy focuses on reducing the UK's carbon footprint, it contains several policies and proposals that relate to air quality. This includes ending the sale of new conventional petrol and diesel cars and vans by 2040, supporting the uptake of ultra-low emission vehicles (ULEVs), developing electric vehicle infrastructure, providing funds for ULEV taxis and low emission buses, investment in cycling and walking, and promoting the shift of freight from road to rail.

### 3.3.7 The 25 Year Environment Plan

The Government has published a Policy paper called the '25 Year Environment Plan' (HM Government, 2019) which set out what the Government will do to improve the environment within a generation. This includes the first goal 'Clean air' where the government states *"we will achieve clean air by...meeting legally binding targets to reduce emissions of five damaging air pollutants. This should halve the effects of air pollution on health by 2030...Ending the sale of new conventional petrol and diesel cars and vans by 2040...Maintaining the continuous improvement in industrial emissions by building on existing good practice and the successful regulatory framework"*.

## 3.4 Source Apportionment

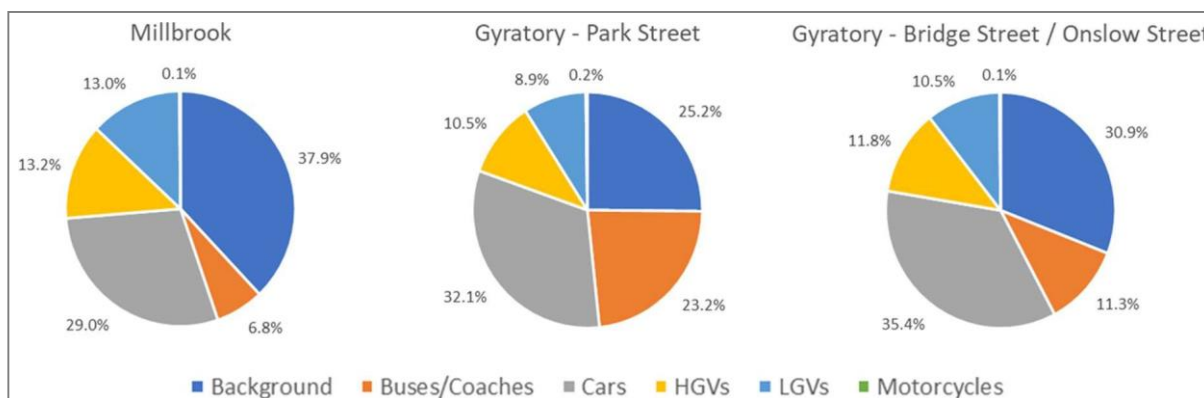
The AQAP measures presented in this report are intended to be targeted towards the predominant sources of emissions within Guildford Town Centre, as these will have the most significant impacts and therefore value for money.

A source apportionment exercise was carried out by GBC in 2021 on modelled concentrations at relevant receptors in Guildford Town Centre. The total concentration of a pollutant comprises contributions from road traffic as well as other local sources and those that are transported into the area from further away. The key source of emissions in the town centre are emissions from road traffic, therefore the source apportionment focuses on the contributions from different vehicle types and backgrounds (i.e. all other sources).

Figure 2 shows the contribution from different vehicle types to NO<sub>2</sub> concentrations along with background contributions at those locations. At the key locations of

exceedance in Guildford Town Centre, a large proportion of the resulting concentration is caused locally by emissions from cars. Heavy goods vehicles (HGVs), light goods vehicles (LGVs) and buses/coaches also contribute significant proportions, of approximately 10% each in general, with Park Street having a high contribution from buses/coaches (23%). Very little is contributed from motorcycles. Measures focusing on cars, HGVs, LGVs and buses/coaches would help to improve air quality. In particular, buses/coaches are clearly important at Park Street.

**Figure 2: Contributions of Different Sources to Total Predicted Annual Mean Nitrogen Dioxide Concentration ( $\mu\text{g}/\text{m}^3$ ) at Each Location in 2021**



### 3.5 Required Reduction in Emissions

The degree of improvement needed in order for the annual mean  $\text{NO}_2$  objective to be achieved is defined by the difference between the highest measured or predicted concentration and the objective level ( $40 \mu\text{g}/\text{m}^3$ ).

In terms of describing the reduction in emissions required, it is more useful to consider nitrogen oxides ( $\text{NO}_x$ ). The required reduction in local  $\text{NO}_x$  emission has been calculated in line with guidance presented in LAQM.TG16 (Defra, 2018).

Table 3.1 sets out the required reduction in local emissions of  $\text{NO}_x$  that would be required at the worst-case location where an exceedance is predicted, in order for the AQMA compliance level ( $38 \mu\text{g}/\text{m}^3$  for this AQMA) to be achieved.

The highest annual mean  $\text{NO}_2$  concentration has been predicted at Park Street ( $60.9 \mu\text{g}/\text{m}^3$ ), requiring a reduction of  $22.9 \mu\text{g}/\text{m}^3$  for the compliance level to be achieved. Table 3.1 shows that at this location a reduction of  $56.6 \mu\text{g}/\text{m}^3$  in  $\text{NO}_x$  emissions would be required in order to achieve the objective. This equates to a reduction of 57% in local road traffic emissions at this location.

**Table 3.1 – Improvements in Annual Mean NO<sub>2</sub> and NO<sub>x</sub> Concentrations Required in 2019 to Meet the Objective**

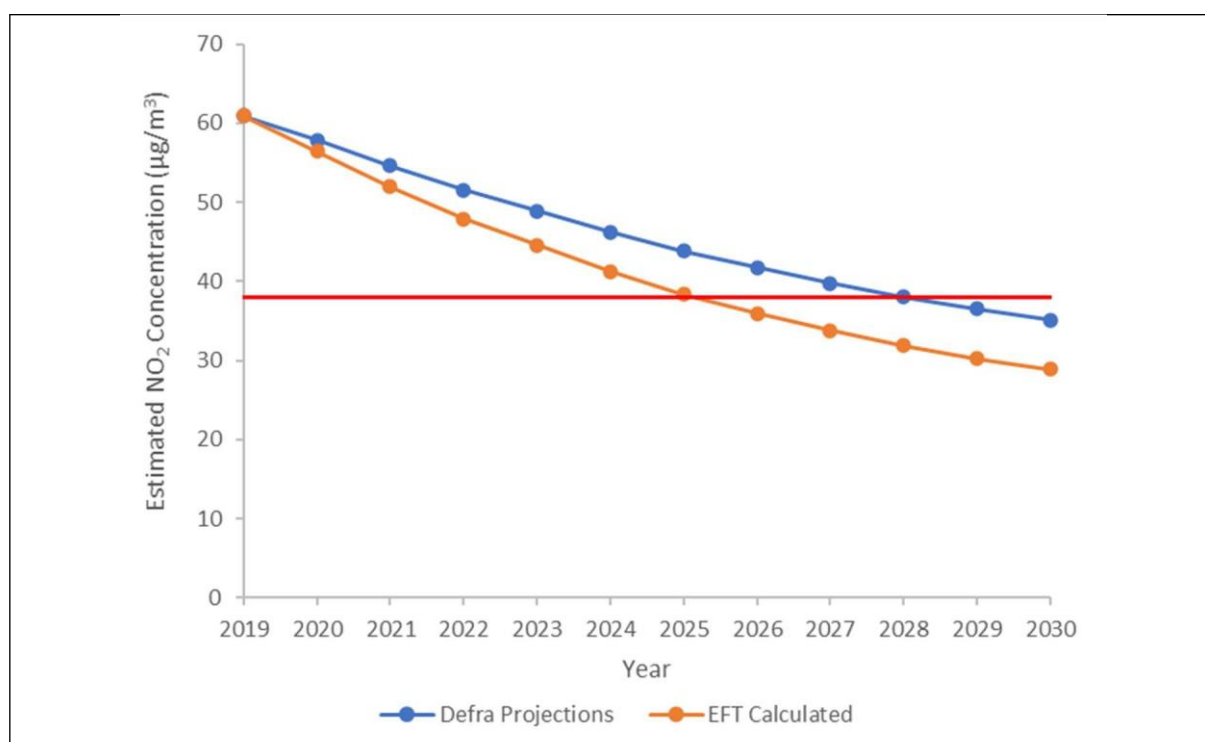
Receptor	Required Reduction in Annual Mean NO <sub>2</sub>		Required Reduction in Road NO <sub>x</sub> Emissions	
	µg/m <sup>3</sup>	% of total predicted NO <sub>2</sub>	µg/m <sup>3</sup>	% reduction in road NO <sub>x</sub>
Park St	22.9	37.6	56.6	57.0

### 3.6 Year when objective is predicted to be achieved

A brief analysis has been undertaken to estimate when the objective may be achieved without any further intervention. It should be noted that this is not an accurate prediction but is based on factors provided by Defra for quantifying air quality concentrations in future years. The following graph shows reductions in concentrations at the worst-case modelled receptor within the AQMA, using two different methods; Defra's roadside NO<sub>2</sub> projection factors and using the Emissions Factors Toolkit (EFT) published by Defra (assuming no traffic growth).

The graph indicates that, without intervention, the annual mean NO<sub>2</sub> concentrations may reduce below the compliance level (38 µg/m<sup>3</sup> for this AQMA) at some time between 2025 and 2028.

**Figure 3: Projected Concentrations in Future Years at Receptors Predicted to Exceed Air Quality Objectives**



Predicting pollutant concentrations in a future year will always be subject to uncertainty. It is necessary to rely on a series of projections as to what will happen to traffic volumes, background pollutant concentrations and vehicle emissions. Although traffic volumes are generally increasing across the UK, background pollutant concentrations are expected to decrease into the future with cleaner technologies becoming available and increasing uptake of low emission vehicles.

Future year vehicle emission rates are based on a range of factors, such as expected vehicle fleet release dates, anticipated improvements in emission reduction technologies, expected uptake rates of different vehicles based on government policies, etc. It is therefore possible that the expected future emission rates in the EFT may differ from reality. Historically, evidence had suggested that Defra's EFT exaggerated reductions in NO<sub>x</sub> emissions as expectations of reductions from diesel vehicles were included which were not seen in practice. However, analyses of recent NO<sub>x</sub> measurements now provide evidence that vehicle controls are working and as a result Defra's EFT provides the current best reflection of the rate of reductions into the future. Due to the implications associated with the Covid-19 Pandemic upon vehicle fleet turnovers and low emission vehicle uptake, there remains uncertainty in predicting future compliance within the AQMA. GBC will continue to monitor and conduct modelling exercises over the forthcoming years to understand the real levels.

### **3.7 WHO Guidelines**

The 2019 Clean Air Strategy (Defra, 2019) includes a commitment to set a *“new, ambitious, long-term target to reduce people's exposure to PM<sub>2.5</sub>”* which the Environment Act 2021 commits the Secretary of State to setting. The World Health Organization (WHO) acknowledges that current evidence suggests no safe level for PM<sub>2.5</sub> (particulate matter less than 2.5 micrometres in diameter). The WHO set a previous guideline, which was 10 µg/m<sup>3</sup> as an annual mean and more stringent than the current air quality objectives, to reflect the level at which increased mortality from exposure to PM<sub>2.5</sub> is likely. However, the WHO guidelines were updated in September 2021 and now include more stringent levels to reflect updated evidence of health effects (5 µg/m<sup>3</sup> for PM<sub>2.5</sub>), since the previous guidelines were published in 2005. Following the UK leaving the EU the Government have published the Environment Act 2021, which puts a duty on the Secretary of State to lay before Parliament an annual mean target for PM<sub>2.5</sub> in ambient air before November 2022. The maximum annual

mean PM<sub>2.5</sub> concentration in the town centre has been predicted to be 16.9 µg/m<sup>3</sup>, below the air quality objective but above the WHO guideline level. Although the AQMA has not been declared for PM<sub>2.5</sub>, GBC have a duty to work towards improving PM<sub>2.5</sub> levels in the town centre. The new WHO guidelines also set a more stringent level of 10 µg/m<sup>3</sup> for NO<sub>2</sub>, which should be borne in mind when considering the level of ideal reductions to be achieved, particularly where there is highly sensitive exposure or a densely populated area of exposure.

### **3.8 Key Priorities**

Based on the evidence provided above, the following issues need to be considered when deciding on which measures are likely to be effective:

- The majority of emissions arise from cars;
- There is a significant contribution of emissions from LGVs and HGVs;
- There is a significant contribution from buses, particularly at Park Street;
- There is no decipherable contribution from point sources or industry;
- Any measures which will take longer than 2027 to implement and have effect, are unlikely to bring forward compliance with the air quality objectives.

Because of the above points, it is going to be very difficult to implement a single measure in isolation which will have a large enough impact to improve the situation in a short timescale; multiple measures will therefore be required. A number of measures have been discussed within the Action Planning process, anything implemented will need to be proportionate to the issue which has been identified, which is a localised issue around the gyratory and arterial roads, and considered in terms of potential wider impacts outside of the town centre (i.e. to avoid creating another AQMA elsewhere). The following sections outline measures which are proposed to be implemented, and those which require further investigation. Appendix B includes measures which have been discussed and discounted (and the reasons for being discounted).

## 4 Development and Implementation of Guildford Town Centre AQAP

### 4.1 Consultation and Stakeholder Engagement

In developing this AQAP, GBC have worked with other local authorities, agencies, businesses and the local community to improve local air quality. Schedule 11 of the Environment Act 1995 requires local authorities to consult the bodies listed in Table 4.1.

The response to our consultation stakeholder engagement is given in Appendix A.

**Table 4.1 – Consultation Undertaken**

Yes/No	Consultee
[TBC]	The Secretary of State
[TBC]	The Environment Agency
[TBC]	The highways authority
[TBC]	Neighbouring local authorities (Waverley)
[TBC]	Other public authorities as appropriate, such as Public Health officials
[TBC]	Bodies representing local business interests and other organisations as appropriate

### 4.2 Steering Group

The Air Quality Steering Group includes environmental health officers, planners (policy and transport), local highways officers (Surrey County Council), plus the GBC's contracted air quality consultants Air Pollution Services (a trading name of KALACO Group Ltd).

Workshops were held on 21<sup>st</sup> October 2021 and 13<sup>th</sup> December 2021 to discuss measures for inclusion within the AQAP. Useful dialogues were had in relation to current and future practice, ideas for further measures and consultation as the AQAP is taken forward with a particular focus on the plans and visions for the town centre.



Matters relating to the Guildford Town Centre are also covered in the Consultation Shaping Guildford's Future<sup>8</sup> launched on the 8 December 2021.

### **4.3 Existing and Committed Measures**

A number of measures and initiatives, which will improve air quality, or raise awareness, are already being implemented in the Guildford area. These are not focussed specifically on Guildford Town Centre but will assist in reducing emissions more generally and increasing awareness of air quality, travel choice and choice of vehicle. These existing measures include:

- easitGUILDFORD<sup>9</sup>. This is a green travel network, which was launched in 2019, which currently has over 12 businesses signed up. There are benefits for employees to encourage car sharing and alternative travel to work, which include discounts on rail and bus travel, discounts on EV recharging, car sharing schemes, discounts on bikes and free car club membership.
- Electric buses. Guildford has introduced a fleet of nine electric buses for its park and ride service from car parks to the town centre to replace existing diesel buses on the routes. This is the first Park and Ride in the UK to operate using only electric buses.
- Surrey Air Alliance have delivered a Defra funded schools education project in AQMA areas. Around 40 schools in the County have taken part in the programme which included workshops on air quality, cycle training and an anti-idling campaign;
- GBC has introduced a Green Scheme<sup>10</sup>, which enables owners of electric vehicles to apply for a Green Parking Permit free of charge, which gives discounted parking in car parks;
- Project Aspire<sup>11</sup>, which aims to improve the health and well-being of Guildford residents and to reduce social inequality, is about providing leadership, encouragement and support to all communities. The projects include initiatives to reduce dependency on cars and educational programmes in schools;
- GBC and Surrey County Council are incrementally improving the existing cycle network in the borough. An example of this is the Guildford-Godalming Greenway<sup>12</sup>, which links the two towns with a safe route suitable for people who are walking, cycling, using wheelchairs or families with children in pushchairs. The Guildford Local Committee, on 13 June 2018, adopted the Guildford-Godalming Greenway route into the Guildford Cycle Plan which is a Surrey County Council plan. At Guildford, the Greenway will link into the growing

<sup>8</sup> See <https://www.guildford.gov.uk/article/26110/Consultation-launched-to-help-shape-Guildford-s-future> for more details.

<sup>9</sup> See <https://www.easit.org.uk/network/easitGUILDFORD-23> for more details.

<sup>10</sup> See <https://www.guildford.gov.uk/article/25379/What-is-Green-Scheme> for more details.

<sup>11</sup> See <https://www.guildford.gov.uk/article/23521/Aspire-projects-and-future-events> for more details,

<sup>12</sup> See <http://www.guildfordgodalminggreenway.com/> for more details.



network of green routes around the town. The route exists and is being upgraded gradually. Surrey County Council currently have funding for a short section of it known as Dagley Lane, otherwise the route is not funded, but it is anticipated that developments would contribute to sections of the scheme.

- GBC is participating in iSCAPE (Improving the Smart Control of Air Pollution in Europe)<sup>13</sup> which works on integrating and advancing the control of air quality and carbon emissions in European cities in the context of climate change through the development of sustainable and passive air pollution remediation strategies, policy interventions and behavioural change initiatives.
- Surrey County Council will begin a new one-way trial of Walnut Tree Close on the 29<sup>th</sup> May 2022 for a period of six months. This is part of the Town Centre Master plan which aims to create a more attractive pedestrian environment. If this one-way system proves beneficial to the impact of traffic on Walnut Tree Close and Guildford Town Centre, reduces queuing and conflicts along the road and gyratory, and improves the safety and environment, then it will be made permanent.
- An Electric Vehicle charging network pilot study is currently at construction stage.

Where feasible, and funding is available, these projects will be continued and enhanced.

## 4.4 Development of AQAP Measures

In relation to Guildford Town Centre specifically, the following groups of measures, as outlined by Defra and categorised for reporting to the EU, have been considered. A brief overview of this consideration is included in Table 4.2.

**Table 4.2 – EU Measure Categories Considered in Guildford**

EU Measure Category	Current Practice in Guildford/ consideration for Guildford Town Centre
Alternatives to Private Vehicle Use	Bus based Park and Ride is already in place, and now fully electric. Additional services may be highly beneficial. GBC has adopted a policy to promote and facilitate home working, flexible start and finish times, compressed hours, mobile working and virtual meetings, and conference calls etc.
Environmental Permits	Not relevant at this location.
Freight and Delivery Management	Much freight and delivery is present in the town centre and contributes to elevated pollution levels. Measures to reduce emissions from these vehicles would be highly beneficial.
Policy Guidance and Development Control	Regional groups already operating in Surrey. An Air Quality Strategy for Guildford already adopted. GBC work within the planning system to request air quality assessments where relevant and ensure mitigation measures are implemented where necessary, although further improvements in local guidance would be highly beneficial.
Promoting Low Emission Plant	Not a major issue at this location.
Promoting Low Emission Transport	Green scheme parking fees for Electric vehicles in GBC car parks. Electric vehicles as part of GBC vehicle fleet.

<sup>13</sup> <https://www.iscapeproject.eu/>

	<p>Currently Environment and Regulatory al Health recommends conditions to the Planning Services on developments above 10 dwellings to have infrastructure for electric vehicle charging in each house or 10% EV spaces for unallocated car parking spaces.</p> <p>Electric vehicle car parking standards for new development are also promoted through Surrey County Council's Vehicular and Cycling Parking Guidance (as well as via GBC's Environmental and Regulatory Health Team). The guidance's standards will be increased due to match the standards contained in the emerging Local Plan: Development Management Policies and Parking SPD<sup>14</sup>, to standards which, as a minimum, mirrors the Government's proposals to be implemented via Building Regulations.</p> <p>Discounted car parking facilities for electric and ultra-low emission vehicles<sup>15</sup>.</p>
Promoting Travel Alternatives	GBC implemented easitGuildford, a green travel network, to promote alternative transport, car sharing, bike to work scheme, provision of lockers, changing facilities, shows to support cyclists, runners, walkers, promote P&R scheme and non-car use.
Public Information	This is being delivered through other projects such as easitGuildford and Project Aspire as outlined above. Further provision would be beneficial.
Traffic Management	Traffic Management options are being discussed with Surrey County Council. There are several other schemes that may affect traffic in Guildford Town Centre in the near future that require further consideration. Any major changes to the road network would likely not be implemented within a short enough period to provide sufficient benefits in air quality within the AQMA. However, there may be minor changes that could be beneficial.
Transport Planning and Infrastructure	Cycle network improvements such as the Guildford to Godalming Greenway are proposed, but there is already a usable cycle route into Guildford so may not encourage much further modal shift of work trips.
Vehicle Fleet Efficiency	Although GBC is promoting low emission public transport (particularly for the electric bus fleet for P&R), for other vehicle types these measures would be difficult to target for vehicles specifically driving through Guildford Town Centre. Continued improvements in the bus fleet are therefore considered further for this Action Plan.

Table 4.3 presents a short-list of measures which have been considered for implementation within the AQAP.

<sup>14</sup> <https://guildford.inconsult.uk/LPDMP21/consultationHome>

<sup>15</sup> <https://www.guildford.gov.uk/article/17702/Parking-strategy>

Table 4.3 – Proposed Measures

Measure No.	Measure	Comments
1	New bus based park and ride	Four Park and Ride schemes exist at present, albeit Onslow is suspended due to the site being used as a Covid testing facility. There is a new planned site at Gosden Hill (LPSS site allocation requirement). Park and Ride sites are generally, and in the Guildford context highly successful, but an overall revenue cost. They currently comprise electric vehicles and have helped improve air quality in the borough. GBC have suggested that a new site at Horsham Road (existing site - Arlington on different road) could potentially be beneficial, helping to reduce the number of vehicles travelling through the AQMA.
2	Road strategy schemes to tackle congestion on Strategic Road Network	KonSULT (the Knowledgebase on Sustainable Urban Land Use and Transport) includes a first principles assessment for the urban traffic control policy instrument which indicates that by increasing capacity congestion can be reduced so reducing air pollution however, it can also attract additional car users due to the reduction in travel times and increasing capacity. Taken in isolation, this would not be wholly consistent with GBC's Corporate Plan ambition to 'Work with partners to make travel more sustainable and reduce congestion'. <a href="http://www.konsult.leeds.ac.uk/pg/14/">http://www.konsult.leeds.ac.uk/pg/14/</a>  GBC have several other schemes currently ongoing, including the A3 air quality consultation, A3 highways improvements consultation and Guildford Town Centre Masterplan. All of these are likely to affect the road network their cumulative effects considered. SCC have thus commented that this measure would need traffic operations buy-in and potentially input from the traffic signals contractor.
3	Incident management and effective contingency planning to minimise traffic disruption and unnecessary congestion	This is a popular action and will be parallel to the A3 consultation and the Masterplan. Incidents on the A3 and the associated impacts upon the town could be assessed. Potentially access would be needed to live feed from providers such as TomTom, Waze, etc. Potential large revenue cost.
4	Reduction of speed limits, 20 mph zones	It is noted within SCC and GBC that average speeds on congested roads within the AQMA are likely to be lower than 20 mph anyway. Therefore, this step may not help to improve air quality in isolation but could assist delivering the message about not driving into / through Guildford, especially when combined with other measures. Implementation of 20 mph zones along the arterial roads of Guildford could provide smoother through-flows of traffic in Guildford and potentially within the AQMA, and have the potential to be beneficial.  Of note, 20 mph zones are not enforceable by cameras in Surrey. In principle, SCC would be supportive of this measure, and it's likely to be a measure advocated in the forthcoming Local Transport Plan (LTP4).  Low traffic neighbourhoods/ 20 mph schemes could have a number of benefits, including help achieve modal shift.
5	Traffic control centre monitoring of traffic movement and providing real time traffic control over many traffic control installations	A pre-requirement for this is measure 2, road strategy schemes to tackle congestion on Strategic Road Network, and is a revenue cost.
6	Possible HGV ban around the gyratory during peak and interpeak hours.	GBC – Risk of potential noise issues during off-peak hours. A review of congestion and potential restrictions would be useful to inform this measure.  SCC - Possible to deliver, especially as an HGV ban has just been delivered in Farnham. Would need to consider impact on alternative routes as part of a study to help inform consultation.

Measure No.	Measure	Comments
7	Improve website information – Educational resources for schools	SCC - Already undertaken at some schools: possible to do more but uncertain effect on town centre in short-term.
8	Schools air quality programme - monitoring, student air quality committee, educational materials, presentations	Would be beneficial to help drive forward long-term improvements, but uncertain effect on town centre in short-term.
9	Promotion of cycling travel route maps to public	SCC already have maps available, but a relaunch may be beneficial. It is noted that many routes may require improvement to be a realistic mode choice for many.
10	Promotion of low pollution route maps to public (walking)	This is seen as a low-cost measure, and it is noted that added value would arise if coupled with other measures that affected the ability to drive to or through Guildford. However, it is also noted that although this could provide obvious health benefits, from a mode shift point of view this may highlight there are no alternatives, i.e. need to cross Onslow road would involve a convoluted detour.
11	Postcode air quality checker	This can be done at a low cost with a professional service already sourced for the technical side (APS).
12	Air Alert	Air quality monitoring station is recommended due to the AQMA, which would be a prerequisite for this service. While possible to do, this might impact on tourism economy on days with poor air quality (e.g. air alert issued based on readings from station and weather forecast might dissuade people from travelling into Guildford. Hence, might be good for air quality readings and local residents, but may have implications for the local economy).
13	Air quality information - current conditions in Guildford - what residents can do to help	Put leaflet info on website, possibly email all Guildford residents with links to the pages, utilising contact data already held by the GBC. Hardcopies could be used if deemed more likely to drive involvement from residents, but is less sustainable.
14	Indoor air quality information - what residents can do to improve their conditions	SCC note that this might aggravate local residents when they see the problem as through traffic, commuters and visitors. As more people opt to work at home, promoting this measure will introduce a modal shift in thinking about air quality and that personal choices of local residents (both inside and outside the AQMA) can make big differences to their personal exposure to air pollutants overall. This may also encourage residents to have a modal shift away from home, towards more sustainable modes of transport.
15	Tools to assess traffic management schemes prior to implementation	Main tool, SCC's Paramics model for Guildford Town Centre needs updating, but could be done fairly quickly (e.g. within 6 months). Any traffic management measures proposed would likely lead to changes in traffic on local roads, changing flows, speeds, queuing, and vehicle compositions, all of which can affect air quality. Keeping the model updated with the latest traffic on the roads in Guildford and assessing interventions within the model will help to ensure measures reduce concentrations.
16	Tool to evaluate measures to reduce traffic emissions	As above, Paramics Discovery has an emissions module and can output traffic flows and speeds, allowing them to be inputted into an air quality dispersion model. The latter cannot be done by SCC but can be done by a professional service already sourced (APS). Evaluating the air quality impacts of measures is an important step in implementing measures to ensure measures will reduce concentrations prior to any financial actions.

Measure No.	Measure	Comments
17	Parking App to direct users to closest and cheapest spaces	An investigation would be needed to check whether this measure is already available in some form (GBC believes here is an existing third party app). Potentially could be used to allow EV vehicle owners to book parking spaces in central car parks. Something more practical might be a new improved on-street parking guidance system. There was some concern regarding this making it easier for car use as it could increase total traffic volumes and decrease frustration in searching for a space, that users might end up paying more, and that it could facilitate more parking in Guildford Town Centre.
18	Facilitate and promote home, mobile, remote and flexible working within the Council	Ongoing, new Agile Working Policy, and related to measure at 14 (indoor air quality information).
19	EV deliveries, local delivery hubs	Guildford is possibly not large enough to support a depot of size that would be needed. This measure might be possible with couriers or might achieve better results with a Clean Air Zone (CAZ) or Low Emission Zone (LEZ).
20	Potential CAZ/LEZ (Buses + HGVs)	Buses and HGVs combined contribute a significant proportion of pollution in the town centre. While cars have the largest effect, there are potential implications on deprivation. Similarly, LGVs also have a contribution, largely relating to small businesses. Targeting buses and HGVs, which are typically produce the highest emissions per vehicle, could provide a considerable air quality benefit. Will need to consider which buses could meet criteria and impact on operators and alternative routes. Could also consider a more stringent CAZ, involving more vehicle types or stricter emission standards.
21	Anti-vehicle idling e.g. At level crossings, taxi ranks, the station, bus stops and outside schools.	There not any level crossings or schools within the AQMA boundary. Focus would be on bus station and taxi rank, most of the area is covered by parking restrictions.
22	Bus stop clearways - further clearways will only be considered if vehicles parking in bus stops impede traffic flows	GBC mentioned the possibility for this on Portsmouth and Millbrook, and SCC highlighted that this may only be practical should there be enough services using the route. Additionally, there are other issues to consider such as sufficient road space, potential conflict with cycling measures, residential parking, etc.
23	Development of Air quality supplementary planning guidance for developers	<p>The following should be included; habitats, personalised travel plan, Construction vehicles (low emission) / Non-Road Mobile Machinery (NRMM) database, EV deliveries.</p> <p>SPD/guidance for developers would be intended to build upon draft Policy P11: Air Quality and Air Quality Management Areas in the Local Plan Development Management Policies (LPDMP), which is not likely to be adopted until March 2023 at the earliest. Any SPD (should this be the form the guidance takes) would need to supplement this policy and could only be adopted after the LPDMP in 2023.</p> <p>Informal guidance could be utilised sooner. It would have no planning weight but may be useful as a form of 'operational advice'. Resource would be required for preparation of SPD, consultation, committee process, and would be competing against other corporate priorities for new Planning Policy documentation, such as Review of Local Plan, town centre Area Action Plan, new SPD's already signalled in adopted and emerging Local Plans, etc.</p>
24	Improving modelling predictions of NO <sub>2</sub> concentrations	Popular with all councils, SCC mentioning that this could be done now. Existing predictions are based upon limited traffic information. Newer traffic data is now available and could be used to improve the air quality modelling.

Measure No.	Measure	Comments
25	Promotion of Travel Choices	Possible to do easily, but unlikely to have much of an impact. However, targeted leaflets, social media and distribution would be good combined with other measures such as if improvements made to cycle network in a specific area or along a specific route/ infrastructure improvements to promote.
26	Taxi licencing conditions - Emission standard in the new policy	GBC have funding through a Defra grant for electric vehicle trials for taxis. Should the trial prove beneficial then it may be beneficial to update the taxi licencing conditions with a new emission standard (i.e. low or zero emission) within a new policy.
27	Electric cycle/scooter hire scheme	<p>The cycle scheme is in operation at the main station, and there will be an on-going revenue cost. An opportunity could be electric scooter hire based at the main railway station to encourage commuters to travel by train and then pick-up scooter for last part of journey to workplace. But depends in part on location of facility, ease of access, hire rates acknowledging that commuters will want to retain scooter for return journey at end of the day, etc. Likely to have limited effect in town centre but could help as part of a package.</p> <p>Significant work undertaken on delivery of an electric bike scheme, however deferred and budget removed in 2020. Corporate Programmes are leading new discussions with the University to introduce a new scheme to start following the end of the University's current scheme. Electric scooters only permitted as part of an approved Government trial, which are currently running elsewhere. So may need to wait until decision made on outcome of the trials.</p> <p>Existing bike hire schemes (non-electric) at the station are managed by third parties, rather than GBC. There is a potential for GBC to encourage the third parties to work towards providing electric bikes.</p>
28	Sustainable Procurement Guidance	Worth reviewing – potentially already exists.
29	Incentivise retrofitting scheme or upgrading of buses to low emission fuels	Currently there is a long lead time on such schemes, but worth reviewing again.

Each measure above has been scored 1 – 5 (going from worst to best, respectively) for a series of parameters, including cost to implement, timescale to implement, practical feasibility, deliverability, value for money, public buy-in, political buy-in and potential reductions to NO<sub>2</sub>. In addition, GBC has a duty to work towards improving PM<sub>2.5</sub> emissions and the potential reductions to PM<sub>2.5</sub> for the measures have also been considered. An overall score was then calculated to enable the proposed measures to be ranked, in order to focus on the most useful measures to implement. The ranking and scores are set out in Table 4.4.

Table 4.4 – Options Matrix

Measure No.	Measure	Cost	Timescale	Practical Feasibility	Deliverability	Value for Money	Public Buy-in	Political Buy-in	NO <sub>2</sub> Reduction	PM Reduction	Overall Score
1	New bus based park and ride	2	5	5	5	5	5	3	4	4	38
2	Road strategy schemes to tackle congestion on Strategic Road Network	5	4	2	3	3	5	5	3	3	33
3	Incident management and effective contingency planning to minimise traffic disruption and unnecessary congestion	4	3	2	3	3	5	5	4	4	33
4	Reduction of speed limits, 20 mph zones	5	5	3	5	2	4	5	2	2	33
5	Traffic control centre monitors traffic movement and provides real time traffic control over many traffic control installations	4	3	2	3	3	5	5	3	3	31
6	Possible HGV ban around the gyratory during peak and interpeak hours.	4	4	2	4	3	3	3	4	4	31
7	Improve website information – Educational resources for schools	5	4	5	5	1	3	3	2	2	30
8	Schools air quality programme - monitoring, student air quality committee, educational materials, presentations	5	4	5	5	1	3	3	2	2	30
9	Promotion of cycling travel route maps to public	5	5	4	4	2	2	2	2	2	28
10	Promotion of low pollution route maps to public (walking)	5	5	4	4	2	2	2	2	2	28
11	Postcode air quality checker	5	5	5	5	2	1	3	1	1	28
12	Air Alert	3	4	5	5	2	3	4	1	1	28
13	Air quality information - current conditions in Guildford - what residents can do to help	5	5	5	5	1	1	2	2	2	28
14	Indoor air quality information - what residents can do to improve their conditions	5	5	5	5	1	1	2	2	2	28
15	Tools to assess traffic management schemes prior to implementation	3	3	3	3	3	3	3	4	3	28
16	Tool to evaluate measures to reduce traffic emissions	3	3	3	3	3	3	3	4	3	28

Measure No.	Measure	Cost	Timescale	Practical Feasibility	Deliverability	Value for Money	Public Buy-in	Political Buy-in	NO <sub>2</sub> Reduction	PM Reduction	Overall Score
17	Parking App to direct users to closest and cheapest spaces	4	4	2	4	1	4	4	2	2	27
18	Facilitate and promote home, mobile, remote and flexible working within the Council	5	5	4	4	3	1	3	1	1	27
19	EV deliveries, local delivery hubs	2	2	3	2	3	3	3	5	4	27
20	Potential CAZ/LEZ	2	2	3	3	2	4	4	4	3	27
21	Anti-vehicle idling e.g. At level crossings, taxi ranks, the station, bus stops and outside schools.	5	4	2	2	2	4	5	1	1	26
22	Bus stop clearways -further clearways will only be considered if vehicles parking in bus stops impede traffic flows	4	2	3	2	3	3	3	3	3	26
23	Development of Air quality supplementary planning guidance for developers	4	2	3	2	1	3	3	4	4	26
24	Improving modelling predictions of NO <sub>2</sub> concentrations	3	4	4	5	2	2	2	3	1	26
25	Promotion of Travel Choices	5	5	3	4	1	1	2	2	2	25
26	Taxi licencing conditions - Emission standard in the new policy*	4	3	3	1	4	1	3	4	2	25
27	Electric cycle/scooter hire scheme	3	3	2	3	2	2	2	4	3	24
28	Sustainable Procurement Guidance	5	5	5	3	1	1	2	1	1	24
29	Incentivise retrofitting scheme or upgrading of buses to low emission fuels	3	2	3	2	2	3	3	3	3	24

When considering which to implement, it is important to take into account whether they are likely to be viable economically within the timescales of achieving improvements. If measures will not have any effect until after 2027 then they will not help to revoke the AQMA. Table 4.5 sets out which authority would be responsible for each measure, the potential funding that may be utilised to implement each measure and the overall viability of achievement of each measure taking account of when each measure could lead to improvements



within the AQMA. The measures that are not achievable have not been taken forward for further consultation (see Appendix B for further details).

**Table 4.5 – Viability of Measures**

Measure No.	Measure	Responsible Authority	Funding Potential	Viability of Achievement
1	New bus based park and ride	GBC own the land of existing sites. SCC setup and operate park and ride sites	Likely to be over £10 million to be confirmed. Land may need to be purchased.	Not achievable within time period due to funding, planning constraints, and physical constraints as old landfill site
2	Road strategy schemes to tackle congestion on Strategic Road Network	SCC and National Highways. GBC as part of Town Centre Masterplan	Not able to estimate	Not achievable within the time period. The Masterplan is unlikely to be in place before 2025
3	Incident management and effective contingency planning to minimise traffic disruption and unnecessary congestion	SCC and National Highways	Not able to estimate but likely viable	Potentially achievable
4	Reduction of speed limits, 20 mph zones	SCC	Not able to estimate	Potentially achievable
5	Traffic control centre monitors traffic movement and provides real time traffic control over many traffic control installations	SCC	Not able to estimate	Not achievable within the time period. The Masterplan is unlikely to be in place before 2025
6	Possible HGV ban around the gyratory during peak and interpeak hours.	SCC	Not able to estimate	Potentially achievable
7	Improve website information – Educational resources for schools	SCC and Private Sector	Likely to be less than £5,000	Potentially achievable
8	Schools air quality programme - monitoring, student air quality committee, educational materials, presentations	SCC and Private Sector. Four schools close to town centre, three colleges and the university.	Likely to be less than £10,000 initially	Potentially achievable
9	Promotion of cycling travel route maps to public	SCC and GBC	Likely to be less than £5,000	Potentially achievable
10	Promotion of low pollution route maps to public (walking)	SCC and GBC	Likely to be less than £5,000	Potentially achievable
11	Postcode air quality checker	GBC	Likely to be less than £5,000	Potentially achievable
12	Air Alert	GBC	Not likely unless part of long-term monitoring of AQAP	Not achievable as unlikely to resource an automatic monitoring station
13	Air quality information - current conditions in Guildford - what residents can do to help	GBC	Likely to be less than £5,000. Might need extra officer resource	Potentially achievable
14	Indoor air quality information - what residents can do to improve their conditions	GBC	Likely to be less than £5,000. Might need extra officer resource	Potentially achievable

Measure No.	Measure	Responsible Authority	Funding Potential	Viability of Achievement
15	Tools to assess traffic management schemes prior to implementation	SCC	Not able to estimate	Potentially achievable
16	Tool to evaluate measures to reduce traffic emissions	SCC	Not able to estimate	Potentially achievable
17	Parking App to direct users to closest and cheapest spaces	GBC	Not able to estimate	Potentially achievable
18	Facilitate and promote home, mobile, remote and flexible working within the Council	GBC	Likely to be less than £5,000	Potentially achievable
19	EV deliveries, local delivery hubs	GBC, SCC and National Highways	Not able to estimate	Potentially achievable
20	Potential CAZ/LEZ	SCC	Likely to be more than £5,000,000	Potentially achievable
21	Anti-vehicle idling e.g. At level crossings, taxi ranks, the station, bus stops and outside schools.	GBC and SCC	Not able to estimate	Potentially achievable
22	Bus stop clearways -further clearways will only be considered if vehicles parking in bus stops impede traffic flows	SCC	Not able to estimate	Potentially achievable
23	Development of Air quality supplementary planning guidance for developers	GBC	From GBC policy	Potentially achievable
24	Improving modelling predictions of NO <sub>2</sub> concentrations	GBC and SCC	Likely to be less than £10,000	Potentially achievable
25	Promotion of Travel Choices	GBC and SCC	Not able to estimate	Not achievable as unlikely to provide much benefit within time period
26	Taxi licencing conditions - Emission standard in the new policy	GBC, SCC, and other authorities	From Defra but has been revised	Potentially achievable
27	Electric cycle/scooter hire scheme	GBC and Private Companies	Corporate programmes. May be opportunity in near future for Government scheme	Potentially achievable
28	Sustainable Procurement Guidance	GBC	No additional funding required	Achievable
29	Incentivise retrofitting scheme or upgrading of buses to low emission fuels	SCC	May be ex state funding	Potentially achievable

Following consultation, a number of measures have been considered by all relevant authorities, stakeholders and consultees as being appropriate for taking forward to assist with revoking the AQMA. These measures are set out in Table 5.1. The measures that have been considered and not pursued further are set out in Appendix B.

[illegible]

Appendix A: Response to Consultation

Table A1: Summary of Responses to Consultation and Stakeholder Engagement on the AQAP

Consultee	Category	Response
[TBC]	[TBC]	[TBC]

## Appendix B: Reasons for Not Pursuing Action Plan Measures

**Table B1: Action Plan Measures Not Pursued and the Reasons for that Decision**

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
Alternatives to Private Vehicle Use	Bus based park and ride	The bus-based park and ride is not seen as an achievable action that will be completed by 2025. It will require over £10 million of funding to be completed, it will likely encounter planning constraints during the planning process and the site previous use was a landfill site that will offer physical constraints to the site.
Traffic Management	Road strategy schemes to tackle congestion on Strategic Road Network	The Town Centre Masterplan is unlikely to be implemented before 2025. The implementation of a changing road strategy will not likely be achievable by 2025 as the Masterplan will be required.
Traffic Management	Traffic control centre monitors traffic movement and provides real time traffic control over many traffic control installations	The Town Centre Masterplan is unlikely to be implemented before 2025. The implementation of a changing road strategy will not likely be achievable by 2025 as the Masterplan will be required.
Public Information	Air Alert	GBC do not have the resources for a network of automatic monitoring stations for the period up to 2025.
Promoting Travel Alternatives	Promotion of Travel Choices	The action of promoting travel choices is seen as unlikely to make a significant impact within the administrative area of GBC within the relevant time period. The impact of other suggested measures compared to promoting travel choices will likely be greater.

## **Appendix C: Further Measure Considerations**

This section sets out some of the important preliminary details of measures proposed, which incorporate a geographical element, provided to the consultees to carefully consider when responding to the consultation.

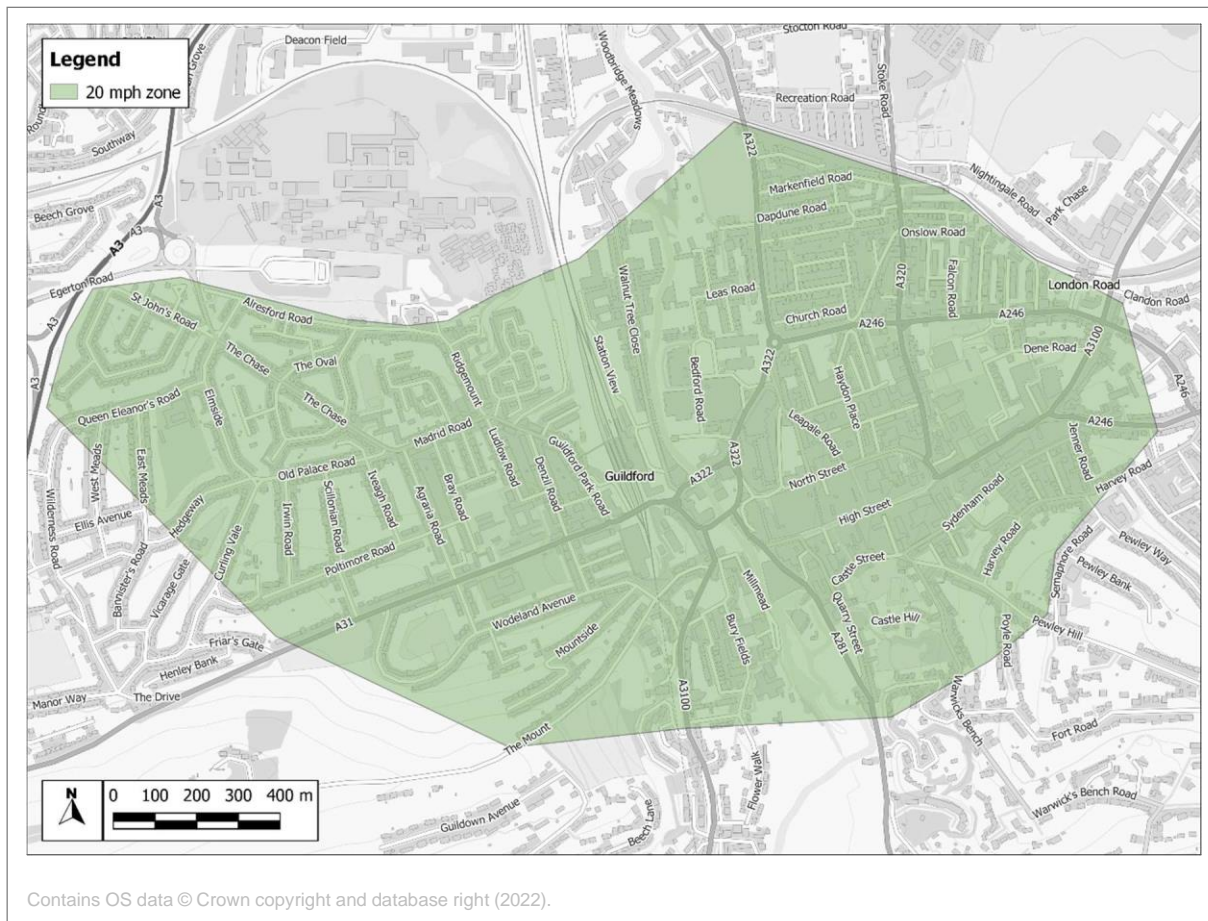
When considering the measures, it is important to acknowledge that the AQAP is the first step in the process of progressing any measure. All measures taken forward by the AQAP will need to have feasibility studies undertaken to demonstrate their effectiveness and cost benefit, also taking account of other factors such as deprivation.

For the measures set out below, the feasibility studies would, for example, require detailed modelling of traffic and air quality, which could take several months to year to complete. The studies would need to consider the economic and social impacts, as well as consideration of the practicalities of implementation (e.g. locations for sign posts, turnaround points, databases and software for implementing fines, etc.).

### **Reduction of speed limits, 20 mph zone**

The use of a 20 mph zone could have a number of benefits, including improving the throughflow of traffic across the town centre and helping to achieve a modal shift; both of which may help to reduce vehicle emissions. The implementation could also assist delivering the message about avoiding driving to/through the town centre. For illustrative purposes only, an example 20 mph zone is presented in Figure 4. Any zone proposed would need to account for a wide range of factors, all of which would be addressed at a later stage with feasibility studies.

Figure 4 – Example 20 mph zone



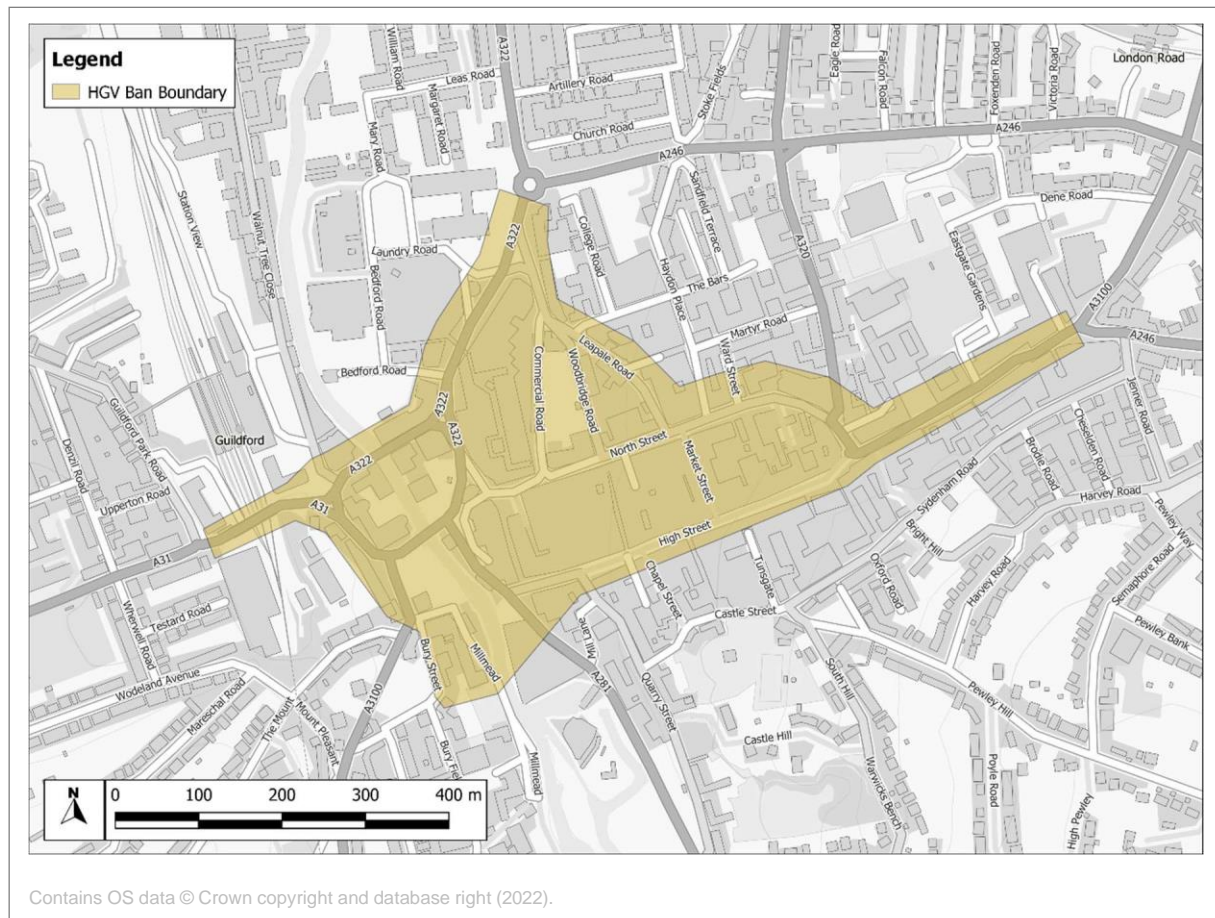
The lower speeds would not be enforceable by cameras, nor traffic calming measures which would lead to episodes of acceleration resulting in higher emissions. Nevertheless, it is likely that a large proportion of road users would adhere to the speed limit, especially where congestion already occurs.

## Possible HGV ban around the gyratory during peak and interpeak hours

Banning heavy goods vehicles (HGVs) from travelling through the gyratory and adjacent roads during peak and interpeak hours (7:30 am to 6:30 pm) could help reduce emissions from HGVs in the town centre, which currently account for approximately 10% of all emissions. For illustrative purposes only, an example ban boundary is presented in Figure 5. Any zone proposed would need to account for a wide range of factors, such as turnaround locations, all of which would be addressed at a later stage with feasibility studies.



**Figure 5 – Example HGV ban boundary**



## EV deliveries, local delivery hubs

Light goods vehicles (LGVs) accounts for approximately 10% of all emissions in the town centre. One option to reduce these emissions could be to introduce electric LGVs, which depending on the uptake could achieve a significant reduction in pollution. To make this viable electric charging hubs would be needed along the key arterial routes in Guildford, including near the A3. In addition, it could be beneficial to have local delivery hubs that include electric charging infrastructure. These hubs would enable large HGV deliveries to be transferred to electric LGVs, for cleaner deliveries within the town centre. The proposed locations which could potentially be utilised for electric charging hubs or delivery hubs are presented in Figure 6.





Equally, another type of zone could be implemented, targeting specific vehicle types. The naming of the zone could also be termed differently, e.g. a Low Emission Zone (LEZ).

A CAZ would involve vehicles being charged to enter the zone, promoting drivers to avoid travelling through the town centre. It is important to consider how traffic may redistribute on the road network. Not all vehicles would be charged, only those that do not adhere to certain emission standards, i.e. newer vehicles with lower emissions would not be charged, only those that are likely to be more polluting. The minimum emission standards to avoid being charged in the CAZ would be:

- Buses, coaches and HGVs – Euro VI
- Vans, minibuses, taxis, private hire vehicles and cars – Euro 6 (diesel) and Euro 4 (petrol)
- Motorcycles – Euro 3

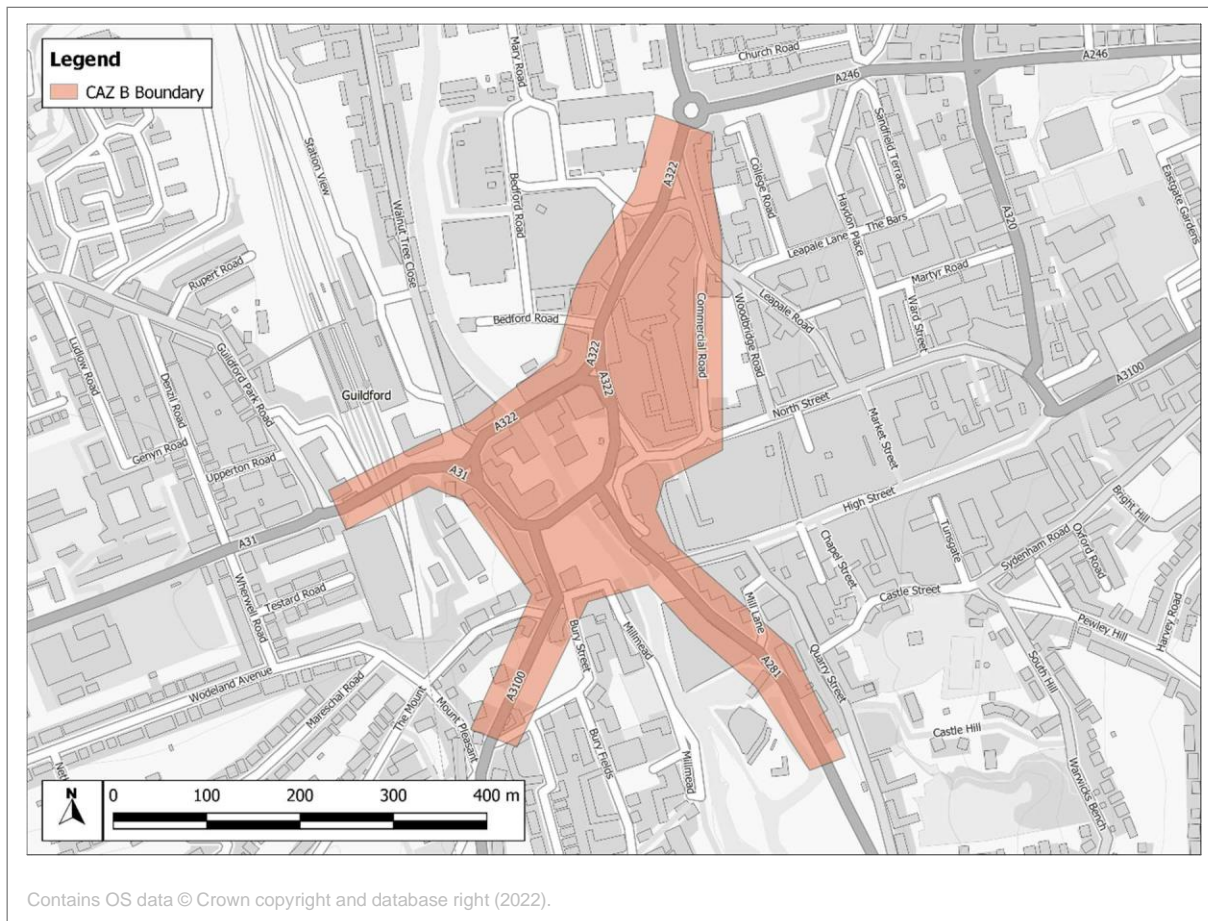
The key focus of a zone would be to limit high emission vehicles travelling through the gyratory, where the worst exceedances within the AQMA occur. Around the gyratory buses/coaches and HGVs account for about 22-33% of emissions and taxis for less than 5%. It is understood that the existing bus/coach fleet in the town centre is old and likely has high emission rates. Similarly, HGVs typically have high emission rates. The taxis are also understood to be fairly old. It is therefore proposed that CAZ B may provide a significant reduction in emissions.

Vans and minibuses (i.e. LGVs) also account for around 10% of emissions and would be useful to include. A CAZ C would be beneficial and worth consideration.

The key difference with a CAZ D is the inclusion of private cars. These account for approximately 30-35% of emissions alone and a CAZ D could therefore lead to a large improvement in air quality. Charging private cars would, however, have economic impacts on those more deprived and would need further consideration of the wider impacts.

For illustrative purposes only, an example CAZ boundary is presented in Figure 7. Any zone proposed would need to account for a wide range of factors, such as turnaround locations, all of which would be addressed at a later stage with feasibility studies.

Figure 7 – Example CAZ boundary



## Anti-vehicle idling

Stationary vehicles can unnecessarily cause emissions through idling of engines and also cause congestion if parked inappropriately. A simple solution to avoid excess emissions is to promote anti-vehicle idling, especially in locations close to those most at risk, such as schools, hospitals, care homes, etc.

There are not any level crossings or schools within the AQMA boundary. The focus would therefore be on the bus station, taxi rank and locations of queuing, for which most of the area is already covered by parking restrictions. Buses, taxis, and queuing traffic could reduce idling emissions though, as well as any temporarily idling parked cars.

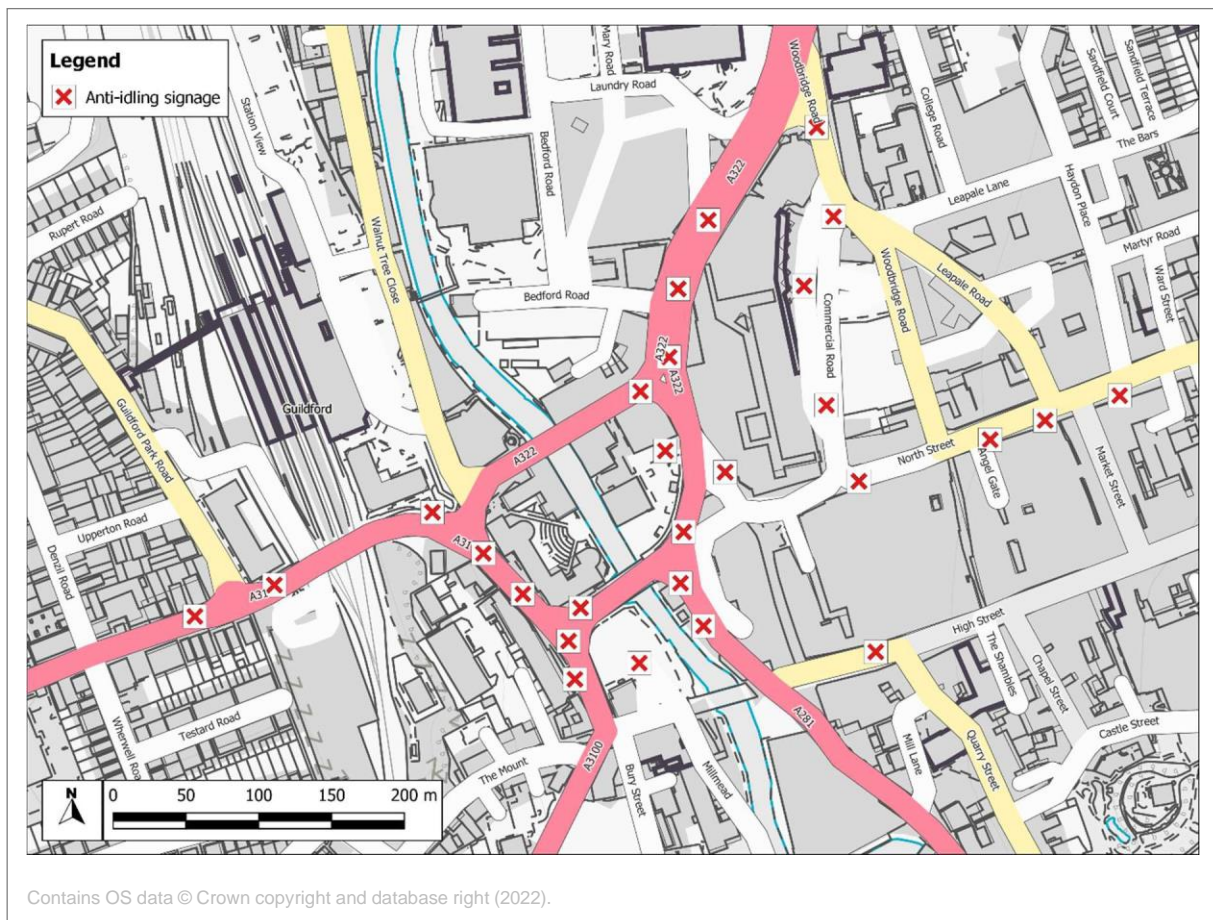
Vehicle idling is an offence against the Road Traffic (Vehicle Emissions) (Fixed Penalty) (England) Regulations 2002. The law states that it is an offence to idle your engine unnecessarily when stationary. If members of the public fail to turn their engines off after being spoken to, then they may be issued with a fixed penalty notice of £20.



This would be difficult to enforce, and the emphasis should be on highlighting the issue of air quality and promoting anti-vehicle idling through signage.

The locations which could benefit from anti-vehicle idling are presented in Figure 8. The proposed focus is on the bus station, taxi rank and queuing traffic locations, where drivers could turn off their engines temporarily to reduce emissions, as well as at car parks, the bus station and taxi rank.

**Figure 8 – Example anti-vehicle idling signage locations**



## Appendix D: Glossary of Terms

Abbreviation	Description
APS	Air Pollution Services
AQAP	Air Quality Action Plan - A detailed description of measures, outcomes, achievement dates and implementation methods, showing how the local authority intends to achieve air quality limit values'
AQMA	Air Quality Management Area – An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives
AQS	Air Quality Strategy
ASR	Air quality Annual Status Report
CAZ	Clean Air Zone
Defra	Department for Environment, Food and Rural Affairs
EU	European Union
HGV	Heavy Goods Vehicle
LAQM	Local Air Quality Management
LGV	Light Goods Vehicle
NO <sub>2</sub>	Nitrogen Dioxide
NO <sub>x</sub>	Nitrogen Oxides
PM <sub>2.5</sub>	Fine particulate matter of less than 2.5 micrometres in diameter

## Appendix E: References

- APS. (2021). *Guildford Borough Council: Air Quality Detailed Assessment, Report Reference: L1002\_A\_5*.
- Barnes, J., Chatterton, T., & Longhurst, J. (2019). *Emissions vs exposure: Increasing injustice from road traffic-related air pollution in the United Kingdom. Transportation Research Part D: Transport and Environment*, 73, 56-66. <https://doi.org/10.1016/j.trd.2019.05.001>.
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- Wheeler, B. W.-S. (2005). Environmental equity, air quality, socioeconomic status, and respiratory health: a linkage analysis of routine data from the Health Survey for England. *J Epidemiol Community Health*, 59:948–954. doi: 10.1136/jech.2005.036418.

**JOINT COMMITTEE (GUILDFORD)**
**GUILDFORD  
BOROUGH**

**DATE:** 29 JUNE 2022

**LEAD OFFICER:** GREGORY YEOMAN,  
COMMUNITY PARTNERSHIP OFFICER

**SUBJECT:** MEMBERSHIP OF PARKING & AIR QUALITY WORKING  
GROUP

**DIVISION:** ALL

**SUMMARY OF ISSUE:**

In February 2022 the SCC Cabinet agreed to transfer the Highways and Parking executive functions from local and joint committees. This had an impact on the terms of reference of the Parking & Air Quality working group because the Guildford Joint Committee can no longer make decisions relating to on-street parking or the regular parking reviews. This report seeks joint committee agreement to the draft revised terms of reference for, and the appointment of members to, the Parking and Air Quality working group.

**RECOMMENDATIONS:**

**The Joint Committee (Guildford) is asked to agree:**

- (i) The revised terms of reference of the Parking & Air Quality working group
- (ii) The membership of the Parking & Air Quality working group, as detailed at paragraphs 2.1 to 2.8.

**REASONS FOR RECOMMENDATIONS:**

Good governance practice requires that the Committee reviews membership arrangements regularly to ensure that representation on the committee, working groups and partnerships is fair and provides the best outcomes for the interests of Guildford borough residents.

**1. INTRODUCTION AND BACKGROUND:**

- 1.1 Joint committee working groups are established at the start of each municipal year, and existing groups are reviewed. Membership of each working group is nominated and decided by councillors of the joint committee.

- 1.2 At its meeting in October 2021, the joint committee considered a review of the activity and structure of the Parking & Air Quality working group and concluded that the group should continue.
- 1.3 In February 2022 the SCC Cabinet agreed to transfer the Highways and Parking executive functions from the local and joint committees. Consequent impacts on the areas that the joint committee Parking & Air Quality working group concentrate on have meant that the terms of reference need to be revised – the proposed membership and terms of reference for the committee's Parking & Air Quality working group are contained in Annex 1 of this report.
- 1.4 Working Group discussions relating to those functions no longer within the Joint Committee's remit will in future be covered by officer/Member meetings led by the engagement leads in eg Highways, Place Making, Major Projects etc. Borough members and officers will be invited as appropriate along with other relevant stakeholders. This approach is already used in some areas eg to address traffic issues in Oxshott, and traffic reduction in Ewell Village.
- 1.5 The committee is requested to make appointments to the working group, as detailed in paragraphs 2.1 to 2.3 of this report.

## **2. ANALYSIS:**

- 2.1 The Committee is asked to consider appointing members to the following group:
- 2.2 Parking and Air Quality Working Group  
The Parking and Air Quality Working Group will contain the Chairman and Vice-Chairman of Guildford Joint Committee and three borough and three county councillors.
- 2.3 Nominations for membership in 2022 are:  
County:  
Cllr Fiona White (JC chairman)  
Cllr Matt Furniss\*  
Cllr Angela Goodwin  
Cllr Fiona Davidson  
  
Borough:  
Cllr David Goodwin (JC vice-chairman)  
Cllr Ramsey Nagaty  
  
(\* = returning member)

## **3. OPTIONS:**

- 3.1 The committee can agree the proposed revised terms of reference or amend them.
- 3.2 The committee can either make the appointments to the working group, as set out within the report, or amend these appointments.



#### **4. CONSULTATIONS:**

- 4.1 Joint committee member views were sought on the nominations for the membership of joint committee working groups.

#### **5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:**

- 5.1 The costs of the recommendations in this report are contained within existing revenue budgets.

#### **6. EQUALITIES AND DIVERSITY IMPLICATIONS:**

- 6.1 There are no direct equalities or diversity implications.

#### **7. LOCALISM:**

- 7.1 Membership of working groups allows local councillors to consider, recommend and influence policies and services in response to local residents' needs.

#### **8. OTHER IMPLICATIONS:**

<b>Area assessed:</b>	<b>Direct Implications:</b>
Crime and Disorder	No significant implications.
Sustainability (including Climate Change and Carbon Emissions)	No significant implications.
Corporate Parenting/Looked After Children	No significant implications.
Safeguarding responsibilities for vulnerable children and adults	No significant implications.
Public Health	No significant implications

#### **9. CONCLUSION AND RECOMMENDATIONS:**

- 9.1 The recommendations contained in this report are intended to bring the operation of the working group in line with the revised remit of the joint committee.

#### **10. WHAT HAPPENS NEXT:**

- 10.1 The relevant officers supporting the working group will be notified of the names of those members appointed.

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#### **Contact Officer:**

Gregory Yeoman, Partnership Committee Officer, Guildford, 07968 832390  
[gregory.yeoman@surreycc.gov.uk](mailto:gregory.yeoman@surreycc.gov.uk)

**Consulted:**

Joint Committee members.

John Armstrong, Democratic Services and Elections Manager, Guildford Borough Council

Carrie Anderson, Committee Manager, Guildford Borough Council

**Annexes:**

Annex 1 – Parking & Air Quality Working Group Terms of Reference

**Sources/background papers:**

February 2022 report to Cabinet: Local and Joint Committee Highways Functions

<https://mycouncil.surreycc.gov.uk/documents/s84467/Cabinet%20Report%20LC%20JC%20Highway%20Functions%20Final.pdf>

## **GBC/SCC JOINT COMMITTEE (GUILDFORD)**

### **Parking and Air Quality Working Group Draft Terms of Reference 2022**

#### **General**

1. The Parking and Air Quality Working Group is a Working Group of the Guildford Joint Committee. The Joint Committee will:
  - (i) determine the role, appointees and lifespan of the Working Group
  - (ii) review the operation of the Working Group over the previous year
  - (iii) confirm the remit for the Working Group and make this remit available to all Members of the Joint Committee.
2. The Working Group has no formal decision-making powers as a body but exists to advise and to make recommendations to the Guildford Joint Committee. The areas of work that the Working Group may consider and provide advice to the Joint Committee within the remit of the Guildford Joint Committee Constitution, Section 2, B Delegated Powers will include:

#### **Decisions in relation to Parking:**

##### **Executive Functions**

- ~~(a) To allocate funds to review on-street parking management, including local parking charges where appropriate and to approve the statutory advertisement of Traffic Regulation Orders (TROs) relating to on-street parking controls (Section 2, B, (iii), (b))~~
- ~~(b) Where, under delegated powers, the Parking Strategy and Implementation Team Manager or Area Highways Manager has chosen to refer the decision on whether a TRO should be made to the Joint Committee, the Committee will make that decision (Section 2, B, (iii), (e))~~

##### **Advisory Functions**

- (c) Review and influence the parking strategy (via the Parking Business Plan) and any new proposals for ~~on and~~ off street parking and enforcement (Section 2, B, Advisory Functions (vi))

#### **Decisions in relation to Air Quality:**

##### **Executive Functions**

- (d) Approval of an overarching Air Quality Policy/Strategy and individual Air Quality Management/Action Plans relating to the borough of Guildford (Section 2, B, (v))

3. Recommendations to the Joint Committee will be supported by a summary of the reasoning behind the Working Group's position and reflect any professional advice of the appropriate Borough Council and/or County Council officer(s).
4. Officers supporting the Working Group will consult that Group and will give due consideration to the Group's reasoning and recommendations prior to the officer writing their report to the Joint Committee.

### **Operation**

5. The Working Group will:
  - meet in private
  - develop an annual work programme
  - formally record its actions
  - if appropriate respond to an officer report
  - if appropriate submit its own report to the Joint Committee or, alternatively, report to the Joint Committee via the Area Highways Manager's update.

### **Membership & Governance**

6. The Working Group will contain the Chairman and Vice-Chairman of Guildford Joint Committee and 3 borough and 3 county councillors.
7. The Working Group will be chaired by the Vice-Chairman/Chairman of Guildford Joint Committee.
8. Membership of the Working Group will be agreed by the full committee at the first meeting of the new municipal year. Other changes to the membership will either follow local elections or on the advice of the full committee.
9. All members sitting on the Working Group will be required to represent the interests of the borough as a whole rather than representing the interests of individual divisions or wards.
10. Members of the Working Group should broadly represent the Committee as a whole, both politically and in terms of balance between the urban and rural areas of the borough where possible.
11. Meetings held in private will base an assumption that any Working Group documentation will be similarly confidential unless officers and members are instructed otherwise.

## Guildford Joint Committee

### Forward Plan

Details of future meetings			
<b>Dates for the Guildford Joint Committee (formal meetings):</b> 16 <sup>th</sup> March 2022, 29 <sup>th</sup> June 2022, 26 <sup>th</sup> October 2022 (provisional)			
Topic	Purpose	Contact Officer	Proposed date
<b>Decision Tracker</b>	For information	Partnership Committee Officer	ALL
<b>Forward Programme</b>	Review the Forward Programme and consider further themes for Member briefings	Partnership Committee Officer	ALL
Guildford town centre AQAP	Seeking approval of the draft Air Quality Action Plan for Guildford town centre	Head of Environment and Reg'y Services, GBC	June 2022
Guildford town centre final AQAP	Seeking approval of the final Air Quality Action Plan for Guildford town centre	Head of Environment and Reg'y Services, GBC	October 2022
Rights of Way	PRoW item which relates to a claimed path in the Shalford/Worplesdon/Guildford West area (West Flexford)	Countryside Access team, SCC	October 2022 (tbc)
Rights of Way	Effingham Common	Countryside Access team, SCC	October 2022 (tbc)
A25 Parkway bus lane	Review of maintaining bus lane without P&R bus traffic	Passenger Transport Projects Team Manager, SCC	Date tbc
Guildford Park & Ride	Review of the service and how it operates	SCC and GBC	Date tbc

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