

SURREY COUNTY COUNCIL**CABINET****DATE: 27 NOVEMBER 2018****REPORT OF: MR MIKE GOODMAN, CABINET MEMBER FOR ENVIRONMENT AND TRANSPORT****LEAD OFFICER: JASON RUSSEL, EXECUTIVE DIRECTOR HIGHWAYS, TRANSPORT AND ENVIRONMENT****SUBJECT: UPDATE TO THE SURREY TRANSPORT PLAN: STRATEGIES AND ASSOCIATED DEVELOPER GUIDANCE REGARDING EMISSIONS REDUCTION****COMMUNITY ~~PLANNING~~
VISION
OUTCOME:****SUMMARY OF ISSUE:**

Transport is key to supporting the Surrey economy and residents' ability to travel where and when needed. However, vehicle emissions are a key cause of environmental and public health concerns. Tackling these problems involves a variety of stakeholders, including the Council, borough and district councils, Government, businesses and residents.

This paper outlines the Council's approach to reducing transport-related air pollution and greenhouse gas emissions through the addition of two new strategies to the Surrey Transport Plan, the Low Emissions Transport Strategy and Electric Vehicle Strategy. Supplementary advice documents on car clubs and travel planning for new developments which support sustainable development are also presented to the Cabinet.

This strategy supports the Council's 2030 vision that residents live in clean, safe and green communities, where people and organisations embrace their environmental responsibilities.

RECOMMENDATIONS:

It is recommended that Cabinet agrees:

1. That the proposed,
 - Low Emissions Transport Strategy,
 - Electric Vehicle Strategy,
 - Travel Plan Good Practice Guide and
 - Car Club Guide

are adopted and become part of the Surrey Transport Plan.

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2. That authority be delegated to the Executive Director of Highways, Transport & Environment to agree future revisions to these documents in consultation with the Cabinet Member for Environment and Transport.

REASON FOR RECOMMENDATIONS:

To ensure the Council's transport policies and activities support a sustainable economy and environment and improves the health of Surrey residents.

DETAILS:

Background

3. Generally air quality in Surrey is relatively good, compared to large urban conurbations. However, in some areas, monitoring has identified that the average annual level of certain pollutants (primarily Nitrogen Dioxide (NO₂)) is higher than the Government's National Objective. Transport is the prime factor for all of Surrey's declared air pollution areas (known as Air Quality Management Areas). Furthermore, vehicle fuel efficiency has significantly improved in recent years, but overall carbon emissions from transport have only decreased slightly because overall mileage has increased (since 2011).
4. Electric vehicles (EVs) are expected to play a major role in meeting emissions targets by enabling a transition away from conventionally fuelled vehicles. To this end, the Government has made a commitment that all new vehicles must have "significant zero-emission capability" by 2040¹, effectively banning any new vehicle powered solely by petrol or diesel beyond this date. Nevertheless, there are number of barriers that discourage more people from switching to EVs. Whilst many challenges will be addressed by the commercial sector, it is apparent that Council has a role to play in overcoming a number of them.
5. The Council works closely with its borough and district councils who have responsibility for Air Quality under the Environment Act and is part of the Surrey Air Alliance; a working group of borough /district Environmental Health officers and Council officers for transport and public health. This group currently does not have formal member oversight but could in the future with a similar arrangement to the former Surrey Waste Partnership.

Business Case

6. To ensure the Surrey Transport Plan 2011-2026 (STP) remains capable of addressing the shifting transport challenges faced by the county, the Council has produced a Low Emissions Transport Strategy (hereafter 'LET Strategy') (Annex 1) and Electric Vehicle Strategy (hereafter 'EV Strategy') (Annex 2) which take account of transport innovations and government policy changes.
7. The LET Strategy rationalises the previously separate climate change and air quality strategies. The aim of the strategy is to reduce harmful emissions from

¹ [House of Commons Written Statement 839 \(9 July 2018\)](#)

road transport across the county and work with partners to achieve legal compliance for air quality locally.

8. The EV Strategy is an entirely new addition to the STP and aims to develop a Surrey-wide approach to encourage the transition from petrol and diesel vehicles to electric vehicles as part of a wider integrated transport system.
9. The EV Strategy presents how the Council proposes to address barriers to transition and acts as a framework for consistency in decision-making when planning new services and infrastructure; ultimately setting out a pathway for Surrey to become a more 'EV friendly' place to live, work and visit.

Key themes of opportunities

10. Key themes of activity within the LET Strategy are:
 - i. Improving transport networks and infrastructure for public transport, walking and cycling and installation of electric vehicle charge points.
 - ii. Travel behaviour change through travel planning and initiatives in schools and workplaces, encouraging modal shift, use of car clubs and electric vehicles.
 - iii. Partnership working with bus and train operators, boroughs and districts including via the Surrey Air Alliance and other key stakeholders.
 - iv. Change on the Council's own estate and through its operations such as staff travel efficiency and travel modes, charge points for electric vehicles, low emissions lease cars.
11. A number of actions are also contained within the following policy areas in the EV Strategy, including:
 - i. Understanding and preparing for growth in EV use:
 - a) Spatial planning of an EV charging network
 - b) 'EV-friendly' development planning
 - c) Development of the Council's on-street charging policy
 - d) Funding arrangements for the installation and maintenance of charging infrastructure
 - ii. Delivery of public charging infrastructure:
 - e) Providing further charging infrastructure on Council land
 - f) Supporting a town centre charging network
 - g) On-street charging point trials
 - iii. Developing opportunities for EV use within transport services:
 - h) Enabling EV use through Surrey's car club
 - i) Encouraging EV uptake amongst taxi operators
 - j) EV bus route assessments
 - k) Clean bus fleet funding
 - l) Lobbying for funding opportunities
 - iv. Improving the emissions performance of the Councils transport related operations:
 - m) Encouraging EV adoption amongst the Council fleet
 - n) Encouraging EV uptake amongst Council partners

Action by the Council to date

12. The Council is part of the Surrey Air Alliance; a working group of borough /district Environmental Health Officers and Council officers for transport and public health. The focus is on improving data to inform the evidence base and taking collaborative action to improve air quality locally. In most cases there will be simultaneous benefits to carbon emissions reduction.
13. The Council led the response to government on the recent Clean Air Strategy that was submitted on 14 August 2018 with assistance from the borough and district councils under the umbrella of the Surrey Air Alliance. The full response is attached as Annex 6.
14. The Clean Air Strategy contained some sections around transport and whilst most of these were positive the response that we gave also suggested improvements such as, that there should be a short time period (say 2025) the use of 'Red diesel' is banned in powering refrigeration units on delivery vehicles, especially with the introduction of liquid nitrogen as per the case study.
15. The government has set a date of 2040 for banning the sale of new petrol and diesel cars. In response to government (Q11 Annex 6) this Council indicated that this should be sooner and the consideration of banning diesels over a certain age; or a scrappage scheme incentive to encourage the purchase of replacement low emissions vehicles at discounted rates.
16. The Council with borough and districts had a meeting with Department for Environment, Food and Rural Affairs (Defra) in June 2018 to discuss a number of important air quality issues.
17. Ongoing activity led by the Council in support of emissions reduction includes:
 - a) Development of Local transport strategies for each borough and district and delivery of major schemes including walking, cycling, bus corridor improvements and connectivity with rail.
 - b) Road safety and active travel team support for school travel planning focusing on walking/scooting and cycling including Bikeability and current delivery of the Surrey Schools Air Quality programme, funded by Defra, in schools in or near Air Quality Management Areas (AQMAs)
 - c) Surrey County Council working in partnership with Guildford, Surrey Heath and Rushmoor Borough Councils and Hampshire County Council, to address Defra's identification of air quality non-compliance on the A331 (Blackwater Valley relief road)
 - d) Development related travel plans for new developments including workplaces, housing developments and other institutions (see Travel Plan Good Practice Guide at Annex 3)
 - e) Engagement with Heathrow Airport Ltd to influence masterplan design and secure conditions to mitigate emissions impacts on residents
 - f) Expanding the car club network, including the provision of five EVs, enabling easy access car hire instead of owning a private car particularly linked to high density development in urban centres (see Car club guidance at Annex 4)

- g) Electric buses at Guildford Park and Ride – funding is in place for the extra cost of replacing Park and Ride buses with electric buses in Guildford
- h) Electric vehicle charging infrastructure – the Council has installed 12 charge points across its estate for staff use and on-highway for electric car club vehicles.

Indicators of success

- 18. The strategies include a feasible and meaningful range of indicators including the number of AQMAs, health impacts of air quality and levels of carbon emissions from road transport. Measures of travel behaviour and sustainable transport infrastructure have also been added following consultation feedback.

Supporting guidance documents

- 19. Alongside the LET Strategy and EV Strategy, two guidance documents are presented to cabinet:
 - a. The Travel Plan Good Practice Guide (Annex 3) is to ensure that sustainable transport is incorporated into the planning process for large developments and is promoted to site users.
 - b. The Car Club Guide (Annex 4) is to facilitate the efficient expansion of car clubs, focusing on supporting the sustainability and feasibility of town centre high density and mixed use development.
- 20. These documents are for use by developers, transport consultants, transport development planning officers and local authority planning officers, to ensure locally appropriate and consistent practice.

<u>CONSULTATION:</u>

- 21. Extensive engagement with the public and key partners has taken place to inform the development of the two strategies. This includes a full 12 week public consultation exercise between 4 June and 26 August 2018. A report on the consultation is available as Annex 5.
- 22. A roundtable event held on 31 July 2018 and hosted by Cllr Mike Goodman invited local businesses, key industry stakeholders and local authority officers to discuss how to collectively maximise the benefits and opportunities of EV technology.
- 23. The Environment Select Committee were presented with the strategies at their meeting on 6 September 2018 and made a number of recommendations which have been incorporated into the strategies.

Travel Plan Good Practice Guide

- 24. Views have been sought on the Car Club Guidance strategy and the Travel Plan Good Practice Guide from a relevant group of stakeholders, including developers, transport consultants, the Council's preferred car club operator and borough and district councils. Resulting amendments include clarification of planning and highway authority responsibilities, explanation of key

transport terminology and further advice on the role of site Travel Plan Co-ordinator. Furthermore, a list of possible remedial measures to be implemented by developers or occupiers has been added.

Car club guidance

25. The guidance has been developed in partnership with the Council's preferred car club operator. Further consultation is being undertaken with boroughs and districts, developers and transport consultants. The guidance will be finalised as appropriate, ahead of submission to Cabinet, to ensure it best meets the needs of stakeholders.

RISK MANAGEMENT AND IMPLICATIONS:

Reputational

26. As is the case with all existing strategies within the STP, there is a potential reputational risk of not delivering against the activities laid out within the LET and EV strategies. To help mitigate against this risk, the strategies will be made publicly available as part of the online STP suite to ensure their use in the development of council services and schemes. Specifically with regards to the EV Strategy, a review and refresh is planned to take place within a 12-18 months period after publication where progress against existing actions shall be evaluated and any issues of non-performance can be addressed early on.

Service delivery

27. Both strategies support the strategic outcomes of the Directorate to improve and enhance Wellbeing, Economic Prosperity and Resident Experience. There is a risk that by not adopting the strategies, the Council fails to deliver against these outcomes by inadequately addressing public health issues around air quality or insufficiently supporting business opportunities within a burgeoning local EV industry in Surrey.

Financial

28. Neither strategy makes financial commitments of the Council, however both aim to improve air quality through a transition to EV and the provision of associated infrastructure. There is a risk that alternative fuel sources advance faster than electric or that charging equipment installed does not meet the public need, representing an investment in redundant infrastructure.
29. Given current national trends towards EV and the focus of government policy, the probability of a decline in the industry in the short to medium term is low and regular review of the strategies and the monitoring of latest technological developments should enable to the Council to react accordingly. Additionally, by partnering with a commercial supplier to provide charging infrastructure, the investment risk would be held by the supplier rather than the Council.

Financial and Value for Money Implications

30. There are costs associated with the health impacts of poor air quality and the mitigation measures to reduce emissions. The Council's approach to investment in transport infrastructure and projects takes an integrated

approach, considering environment, economic and health aspects and there is no funding specifically allocated to air quality improvement or carbon emission reduction on a stand-alone basis. Air quality and carbon impact must be a key strand, given sufficient weight, in funding prioritisation processes.

31. Any future investment cases in response to the strategies will carefully consider financial implications. In many cases there are positive cases for investment in cleaner technology, on a full life cycle basis.
32. A key aspect of the EV Strategy is the recognised need to adopt a sustainable business model that will enable the Council to be able to fund both the installation and ongoing maintenance/liability of charging infrastructure. The Council already owns a small network of EV charge points, requiring a commitment from Council budgets. It is envisaged that the preferred model of provision will take the form of a partnership with a commercial supplier.
33. Car club expansion is on a financially sustainable basis, through the rigorous application of criteria to determine appropriate expansion sites and the procurement of a best value supplier of the service. For travel plans, the Council seeks to secure a fee from developers for post-occupation monitoring of the implementation of travel plans.

Section 151 Officer Commentary

34. Approving the Low Emissions Transport strategy and Electric Vehicle strategy will not in itself commit the Council to additional expenditure or expose it to additional risks. Individual measures, such as the installation of electric vehicle charging points, will be implemented subject to identification of sustainable funding models and appropriate approvals at the time.

Legal Implications – Monitoring Officer

33. The Surrey Transport Plan is a statutory plan required by the Local Transport Act 2008 and the Transport Act 2000 to be prepared by local transport authorities and kept under review.
34. The EU Directive on Ambient Air quality includes legally binding limit values for certain pollutants and imposes a number of requirements to control the outdoor concentration of PM2.5 and other air pollutants.
35. 2009 Department of Transport Guidance on Local Transport Plans establishes National Transport Goals to reduce carbon emissions and for local networks to deliver quantified reductions in greenhouse gas emissions.
36. The Guidance recommends a Strategic Policy Framework for local Transport Plans to monitor local air quality and implement action plans to improve air quality where necessary. Integrating Air Quality Action Plans with Local Transport Plans is strongly encouraged.
37. The two new strategies and the supplementary advice documents the subject of this report are produced as part of the required continuous review of the Surrey Transport Plan.

Equalities and Diversity

38. An equalities 'initial screening' assessment, a precursor to a full Equalities Impact Assessment (EIA), was completed and reviewed by the HTE Directorate Equalities Group.
39. Given the nature of the LET Strategy and EV Strategy the group agreed that a full EIA would not be required given the high level nature of the strategies meant that specific impacts on protected groups could not be assessed. It should be noted that full EIAs on deliverables resulting from the strategies may be required in the future (e.g. the development of on-street EV charging policy).

Environmental sustainability implications

40. By enabling trip reduction, modal shift and reducing emissions of residual vehicles by electrification, the strategies and associated guidance supports environmental sustainability in Surrey. Positive environmental outcomes include reductions in polluting emissions of nitrogen dioxide, particulate matter and greenhouse gases, reduction in noise and more efficient land use through a shift to walking, cycling and public transport. Electric vehicles present new environmental challenges from the use of batteries, both in terms of sourcing of materials and end of life recycling and these issues are being addressed by policies at national and international levels.

Public Health implications

41. Poor air quality contributes to cardiovascular disease, respiratory illness and lung cancer. Climate change has wide ranging health impacts ranging from increased flood risk in Surrey to effects on food supply stability and natural hazard risks across the world. Reducing emissions from vehicles, via vehicle technology improvements and behaviour change for reduced car driving and increased physically active travel, will improve health.

WHAT HAPPENS NEXT:

42. The LET Strategy, EV Strategy and associated guidance documents will be adopted as part of the Surrey Transport Plan and implemented as set out in the respective documents. The performance and suitability of the EV Strategy will be reviewed in 12-18 months as part of an update to the document, given the rapid changes in technology, national policy and behaviour in this sector.
43. A key action within the EV Strategy which will be undertaken during this period is the adoption of a business model, likely to take the form of a partnership with a single commercial supplier. This shall enable the Council to install further charging points in suitable locations for public use and effectively maintain its existing equipment.

Contact Officer:

Lyndon Mendes, Transport Policy Team Leader

Consulted:

Environment Select Committee, 6 September 2018

Public consultation ran from 4 June to 26 August 2018, including members of the public, Council Members, borough and district councils and delivery partners.

Annexes:

Annex 1: Low Emissions Transport Strategy

Annex 2: Electric Vehicle Strategy

Annex 3: Travel plan good practice guide

Annex 4: Car clubs guidance

Annex 5: Public consultation summary report

Annex 6: Clean Air Strategy response to Government 14.08.2018

Sources/background papers:

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