

## SURREY COUNTY COUNCIL

## CABINET

DATE: 29 JUNE 2021



REPORT OF CABINET MEMBER: MR MATT FURNISS, CABINET MEMBER FOR TRANSPORT AND INFRASTRUCTURE

LEAD OFFICER: KATIE STEWART, EXECUTIVE DIRECTOR, ENVIRONMENT TRANSPORT AND INFRASTRUCTURE

SUBJECT: THE SURREY TRANSPORT PLAN (FOURTH EDITION)

ORGANISATION STRATEGY PRIORITY AREA: GROWING A SUSTAINABLE ECONOMY SO EVERYONE CAN BENEFIT/ TACKLING HEALTH INEQUALITY/ENABLING A GREENER FUTURE/EMPOWERING COMMUNITIES

<b>Purpose of the Report:</b>
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This report introduces Surrey County Council's draft fourth edition of the Surrey Transport Plan and its emerging Delivery Programme. The Plan sets out the Council's transformational and ambitious roadmap to deliver the required carbon reduction targets set out in the Climate Change Strategy for the transport sector, whilst supporting the county's communities and economy to thrive. The Plan is therefore a significant contributor to the Council's contribution to the delivery of the county's net zero carbon target of 2050, covered elsewhere on this agenda.

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

1. Note the evidence base and development of the first draft of the Surrey Transport Plan (4<sup>th</sup> edition) included at **Annex 1** and **Appendix 1**.
2. Approve the draft fourth edition of the Surrey Transport Plan (**Annex 1**) to be put forward for statutory consultation between the 5 July 2021 and 24 October 2021, noting the following in particular:
  - a) The vision, objectives and outcomes.
  - b) The "Avoid / Shift / Improve" Framework.
  - c) The nine new policy areas identified.
  - d) The sustainable travel hierarchy and street's family framework.
  - e) The four impact strategies to deliver the expected outcomes.
3. Note the requirement to consider, as part of the Medium Term Financial Strategy (MTFS), additional investment into more sustainable transport infrastructure and/or to reprioritise existing capital commitments to deliver the ambitions of the new Surrey Transport Plan, pending initial feedback from the consultation.
4. Approve the launch of the statutory consultation and delegate sign-off of consultation contents to the Cabinet Member for Transport and Infrastructure and Executive Director for Environment, Transport & Infrastructure (ETI).
5. Approve the development of programme to support delivery of the Surrey Transport Plan, and which will include a funding strategy and a set of Key Performance Indicators

(KPIs). If required, projects and programmes will be brought back to Cabinet with costed delivery plans for future approval.

### **Reason for Recommendations:**

Achieving the scale of carbon emissions reduction to deliver net zero carbon by 2050, requires a step change in how transport services and its infrastructure are planned, delivered, maintained, and used. This will need the Council, partner organisations, businesses, and all of Surrey's residents to act now and work together to make changes in when, where, and how they choose to travel, including adopting digital opportunities. The plan sets out policies to support these changes by developing and enhancing safe, cleaner, greener ways of travelling and accessing services and opportunities. Behaviour change, innovation, and uptake of technology such as electric vehicles, will all be integral to meet the challenge of achieving the county's target of net zero carbon by 2050. The plan also supports the importance of ensuring that our transport policies and networks enables a prosperous economy and healthier, better connected communities.

### **Executive Summary:**

#### **Background**

1. As the Local Transport Authority, the Council has a statutory duty under the Transport Act 2000, as amended by the Local Transport Act 2008, to produce a Local Transport Plan (LTP) and to keep that plan under review. A LTP contains the objectives, policies and measures intended to improve transport in an area, contributing to wider social, economic, and environmental benefits. The current Surrey Transport Plan Local Transport Plan 3 (LTP3) was produced in 2011, with subsequent minor updates and amendments to retain relevance, including recent additions of both the Electric Vehicle and Low Emission Vehicle Strategies in 2018.
2. The development of a new LTP is both necessary and timely. The current LTP3 is now considered 'out of date' as it does not reflect best practice, nor is it not aligned with current policy, including the county's Climate Change Strategy, and does not fully reflect the strategic priorities as articulated through the 2030 Community Vision and the 2050 Place Ambition, which recognises that Surrey plays a central role in the regional and national economy and aspires to ensure that it plays its full part in the future of the national economy as a key driver of growth, innovation and skills and as an excellent place for people to live, work and learn.
3. Critically, the current LTP3 is focused on enabling the predominance of the private car and does not enable the Council to embrace the opportunities for a paradigm shift in travel mode share brought about by the global COVID-19 pandemic, which has seen a fundamental shift in the way that residents and businesses interact with the places in which they live and work. These opportunities include advancing personal mobility options and emerging future technologies linked to the health and wellbeing agenda.
4. For these reasons, the time is right not only to refresh the Surrey Transport Plan but indeed to create a new, bolder, and fundamentally different kind of plan to that which the county has adopted previously. The new STP needs to take account of the strategic priority objectives which affect transport and to keep any new policy direction relevant and effective to establish new ways of thinking about transport decision making and ensure maximum value for money from investment, in line with wider strategic priorities.

#### **Strategic Context**

5. Surrey's transport system is large and complex and has a significant impact on the county's climate, economy and the health and wellbeing of residents. In 2019, 46% of

Surrey's CO2 equivalent emissions were generated by domestic transport, which in turn affects air quality. Of those transport emissions, it is estimated that 68% is from private cars and taxis. These levels of transport emissions cannot continue.

6. The Council's commitment to county wide and organisational net zero carbon emissions covered elsewhere in this Cabinet agenda means a significant step-change in how the Council think about, plan, deliver and maintain transport across the county. The transformational, ambitious draft Surrey Transport Plan's primary objective is to reduce transport carbon emissions and this report sets out the Council's roadmap to deliver the required carbon reduction targets for the transport sector as set out in the county's Climate Change Strategy.
7. The Plan will also enable transport to support the economic regeneration that the Council is working with other partners to deliver following the significant effects of the global pandemic; in addition, the Plan is also focussed on supporting the Council's objectives in enabling the health and wellbeing of residents, by promoting and prioritising active travel measures and enabling improvements to air quality.
8. The draft Surrey Transport Plan objectives are therefore fully aligned with and critical to the delivery of the Council's four strategic priorities for the next five years. It provides an unprecedented opportunity for the Council to rethink transport across Surrey and look to meet future challenges, whilst enhancing Surrey's local environment, economy, and quality of life for residents.

#### **Updating the Surrey Transport plan (LTP4)**

9. In updating draft Surrey Transport Plan, the opportunity is being taken to reflect on whether some existing transport policies, programmes and measures are still relevant and if they still contribute to delivering the Council's strategic priorities around economic, health and wellbeing, and climate change outcomes.
10. The following paragraphs outline the development of the draft plan and introduces the vision, objectives, core principles and proposed policies. More detailed explanations and illustrations are provided in a summary of key points and proposed policies from the draft Surrey Transport Plan included as **Annex 2** of the report, which is a summary of the full draft report contained in Annex 1.
11. The draft Surrey Transport Plan has been developed based on an extensive evidence base, compiled by reviewing relevant policies and data sources. An executive summary of the policy review has been produced and is attached to this report as **(Appendix A to Annex 1)**.

#### **Vision, Objectives & Core Principles**

12. The draft plan's vision sets out the primary goal to be achieved over the lifespan of the plan's delivery programme. This has been determined in line with the direction of relevant national and local policy, including the Council's own 2030 Community Vision and Organisational Strategy:

*"A future-ready transport system that allows Surrey to lead the UK in achieving a low-carbon, economically prosperous, healthy and inclusive county with excellent quality of life for all residents, whilst seeking to enhance the built and natural environments."*

13. With the focus on achieving net zero carbon by 2050 as well as the other outcomes, the scope for the draft transport plan is wider and further reaching than previous more

traditional transport plans. Rather than focusing purely on physical mobility, the draft Plan recognises that accessibility can also be improved, through better:

- **place making:** Bringing activities and opportunities closer to people through land use planning; and
- **digital connectivity:** Broadband and mobile connections to allow online accessibility and access to services.

14. The new plan provides an opportunity to develop and enhance new, cleaner, greener ways of working and travelling. The delivery of the Plan’s outcomes is through nine new broader based priority policy areas that replace the narrower policy areas in the current LTP, the Council will work to clearly defined principles that reflect the “**Avoid-Shift-Improve**” methodology:

Principle	Outcome	New Policy Area
<b>Avoid or reducing</b>	the need to travel, and distance travelled by improving the efficiency of the land use and transport systems.	<b>Planning for Place</b>
		<b>Digital Connectivity</b>
<b>Shift</b>	to lower energy consumption travel, and more efficient modes: public transport, walking and cycling.	<b>Active Travel</b>
		<b>Public / shared transport</b>
		<b>Demand Management for Cars</b>
<b>Improve</b>	the energy efficiency of modes, operational efficiency of networks, and reducing vehicle emissions using technology.	<b>Demand Management for goods vehicles</b>
		<b>Efficient Network Management</b>
		<b>Promoting zero emission vehicles</b>

**Table 1: New Policy Areas**

15. Underpinning all these principles is a critical policy area around behaviour change to encourage the behaviour changes amongst those travelling in Surrey that will be needed to support the other 8 policy areas mentioned in Table 1 above.
16. Taken together this new and bold approach is dependent upon:
- 1) Promoting place-based development alongside measures that reduce unnecessary journeys.
  - 2) Enabling more use of active travel modes and public / shared transport solutions, where and when journeys must be made.
  - 3) In exceptional circumstances, considering a limited number of locations to promote highway improvements to mitigate congestion and / or capacity issues where there are demonstratable economic and wider environment / sustainability benefits.
17. Key to delivering on these new policy areas will be a new proposed sustainable travel hierarchy that wherever possible will prioritise sustainable travel measures of walking, cycling and public transport.
18. To prioritise sustainable travel measures the Council will develop its own streets family framework by allocating streets and places to various categories based on local community needs and traffic movement. The framework will be developed to balance the diverse needs of Surrey’s strategic highways and local streets in terms of access whilst providing reliable journey times that supports the contrasting functions and priorities in differing locations, reflecting the distinctive characteristics of places, towns, and villages within Surrey. This street family framework categories will help determine

the types of sustainable transport measures that can be implemented to support the pathway towards net zero emissions and economic regeneration

### Delivery Plan

19. A delivery programme is being developed to identify a clear pathway to achieve the four main outcome objectives. This will include a delivery plan for each of the four Impact Strategies and to consider any potential re-prioritisation of any schemes currently identified as part of the Surrey Place Ambitions Surrey Infrastructure Plan, for the short, medium, and longer term. It is envisaged that these delivery programmes will also link to other relevant wider strategic programmes such as the Digital Infrastructure Strategy.
20. The delivery programme will be influenced by the results of the statutory consultation so at this time, it is not possible to present a full delivery programme to accompany the Transport Plan. This delivery programme will be prepared and published alongside the final version of the Transport Plan and presented to the Cabinet Meeting in December 2021. However, in the meantime, there is already activity underway which aligns to the strategic direction of the proposed Surrey Transport Plan.
21. For instance, the current capital programme includes some schemes and sustainable transport measures that clearly support outcome objectives such as the county-wide roll out of electric vehicle charging points and a development of programme of Local Cycling & Walking Implementation Plans (LCWIPs) for each borough and district, which are already underway using funding from the feasibility budget.
22. In addition, the Council is working with partners to response to the Government's new National Bus Strategy, *Buses Back Better*, which has several strong connections to the Surrey Transport Plan with the prioritisation of public transport that supports the proposed Sustainable Travel Hierarchy.

### Consultation:

23. The Council has already undertaken informal consultation with key stakeholders in the development of this draft plan over recent months, recognising how transformational the new plan will need to be and the need to bring partners and with the Council in shaping this bold new approach.
24. The Vision and Objectives of the new Transport Plan were presented to a key partners virtual meeting on 7 December 2020. The following were invited to participate: Active Surrey, Association of Local Bus Managers (ALBUM), Health Service Providers, Coast to Capital LEP, Surrey Chambers of Commerce, Department for Transport, Enterprise M3 LEP, Environment Agency, Gatwick Airport, Heathrow Airport, Homes England, National Grid, Network Rail, Rail Delivery Group, Safeguard Coaches, SCREF, SES Water, South Western Railway, Superfast Broadband, Surrey Climate Commission - Transport Sub Group, Surrey Coalition, Surrey Coalition of Disabled People, Surrey Wildlife Trust, Sustrans, Transport for the South East, UK Power Networks
25. The Vision and Objectives were presented to the Local/Joint Committee Chairman's Group on 15 December 2020. The Cabinet Member has also agreed to invite the Committee Chairman's Group to the Communities Environment & Highways Select Committee meeting on 25 June 2021 when this work will be scrutinised.
26. The draft LTP itself will now be subject to a formal consultation. The statutory obligation to consult on a Transport Plan is defined in the Local Transport Act 2008. It

states that in preparing a LTP and in keeping it under review, the authority must consult each of the following as they consider appropriate:

- a) Operators of any network or station, or of any railway services; in their area.
- b) Operators or providers of other transport services in their area, or organisations appearing to the authority to be representative of the interests of such persons.
- c) Organisations appearing to the authority to be representative of the interests of users of transport services and facilities in their area.
- d) And must also consult any other persons whom they consider appropriate.

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27. Subject to Cabinet approval of the draft plan, a consultation with Statutory Consultees, Key Partners, Businesses, and residents is planned to take place from 5<sup>th</sup> July to 24<sup>th</sup> October 2021. The consultation material will be presented using the Commonplace platform, which is an interactive website for members of the public to access and comment on material of this nature, and using all forms of social media to publicise the consultation and the new Transport Plan. The Council's Community Partnership Team are providing support and guidance to help engage with a wide range of residents, including engaging with the younger generation who typically do not engage with traditional approaches to consultation.

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

28. There is a risk to the Council in not having a relevant, coherent, and up-to-date Surrey Transport Plan. Firstly, there is a statutory requirement to have a local Plan. Secondly, without an up-to-date plan, the Council would not be able to attract investment from Central Government and other third-party funding to secure investment for our transport priorities. Thirdly, not being able to compete with other local authorities for development and investment would limit economic growth potential. This might negatively impact resident's future quality of life, Surrey's economic performance and our ability to fully achieve the 2030 Surrey Vision and Net Zero carbon by 2050 or earlier.
29. The Council also needs to be able to articulate and positively influence Government in transport services, infrastructure and how it is delivered, this is set out in the Bus Back Better strategy. Lacking a clear vision and absence of agreed priorities in sustainable transport within the Delivery Programme would negatively impact the Council's ability to engage with and inform the debate on transport policy, which is critical given the need to meet net zero carbon targets, and boost recovery from the impacts of the global pandemic.

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

30. Delivering the Surrey Transport Plan will involve significant financial investment and is likely to require funding beyond that already identified in the current Medium-Term Financial Strategy (MTFS).
31. However, given the pressures on the Council's finances over the short to medium term, the funding required to deliver these measures will need to, wherever possible, be met by reprioritising existing approved budgets from the , Climate Change Strategy Delivery Programme, the Surrey Infrastructure Plan and the Health & Wellbeing Strategy, all of which include investment in sustainable transport measures and infrastructure to support carbon net zero, or from external funding, and/or from efficiencies or income arising from planned investment.



32. Work is already underway as part of the climate change delivery plan development to develop a finance strategy for net zero carbon measures, of which a substantial part of the Surrey Transport Plan will be included. However, it is important to note that the County Council alone does not have access to the level of resources and investment required to achieve our net zero targets for Surrey and so it will be necessary to work in partnership with public and private sector partners as well as Government to fund the emerging delivery programme to meet the transport plan's objectives.

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

33. Although significant progress has been made over the last twelve months to improve the Council's financial position, the medium-term financial outlook beyond 2021/22 remains uncertain. The public health crisis has resulted in increased costs which may not be fully funded. With uncertainty about the ongoing impact of this and no clarity on the extent to which both central and local funding sources might be affected in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority to ensure stable provision of services in the medium term. The measures proposed within the Surrey Transport Plan could be funded in several ways, including existing revenue and capital budgets, grants and other external funding, and income. As the plan is developed its financial implications will need to be considered alongside other priorities within the Council's Medium-Term Financial Strategy (MTFS).

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

34. There are no significant legal implications raised in the report at this stage, other than the recommendation to advertise and consult in accordance with the statutory process to seek support and feedback on the new proposed Surrey Transport Plan's vision, objectives, principles and sustainable travel hierarchy to enable a Greener Future to support the Council's commitment to enabling the county to be carbon-neutral by 2050 or earlier.
35. The Surrey Transport Plan continues to be a statutory requirement of the Local Transport Act 2008 and the Transport Act 2000. To fulfil its legal obligations, the County Council must produce, implement, and keep under review a Local Transport Plan as proposed by this report.

#### **Equalities and Diversity:**

36. Equal access to places and services using Surrey's transport infrastructure networks and services is a critical enabler of the Council's service objectives around supporting residents and staff with different protected characteristics.
37. Where required, Equality Impact Assessments will be completed for specific elements of the Surrey Transport Plan and emerging Delivery Programme and any potential negative impact addressed or mitigated.

#### **Other Implications:**

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

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this report at this stage.
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report at this stage.
Environmental sustainability	See below.
Public Health	See below.

#### Environmental Sustainability Implications:

39. An Environmental Sustainability Assessment (ESA) is included in an Integrated Sustainability Appraisal (ISA). The ISA aimed to ensure early integration of sustainability considerations into the development of the new Surrey Transport Plan. Ensuring that any potential significant effects arising from the new plan are identified, assessed, mitigation and communicated to plan-makers. An Environmental Sustainability statement is included as **Annex 3** to this report.
40. The ISA includes the following:
- Strategic Environmental Assessment (SEA),
  - Health Impact Assessment (HIA),
  - Community Safety Assessment (CSA) and
  - Equality Impact Assessment (EqIA).
  - Habitats Regulation Assessment (HRA)
41. A compatibility test was produced to ensure that the draft vision and objectives of the plan is as closely aligned with the Integrated Sustainability Appraisal (ISA) objectives. The test helps to identify potential synergies and inconsistencies, as well as assisting in refining the elements of the LTP4 and identifying alternatives.
42. The test concluded that no areas of potential conflict have been identified in any of the examined elements of the plan, though it should be noted that the nature of the plan may result in development of transport infrastructure. This type of development will have clear implications for the spatial and environmental context in which it takes place, and the plan needs to clarify how potential impacts can be addressed, across the full range of sustainability (economy, environment, and society). This clarity should be provided as part of further development of the plan and its Delivery Programme as appropriate.
43. There will be range of positive sustainability outcomes arising from the schemes and measures brought forward by the Council and partners in delivering the Council's Climate Change Strategy and new Surrey Transport Plan. In terms of the need to travel, this will focus on the principles of avoid and or reducing the need to travel, shifting journeys to alternative modes and improve the energy efficiency of vehicles and transport networks. The requirements for an Environmental Sustainability Appraisal will be considered as each scheme or intervention is developed.

#### Public Health Implications:

44. There will be range of positive public health outcomes arising from the schemes and interventions brought forward by the Council and partners in delivering the new Transport Plan. This will include carbon reduction, cleaner air, promoting active travel measures, improving digital connectivity to access key services. The public health implications will be considered as each scheme or measures is developed.



45. The Planning for Place policy area sets out a new framework that supports the Councils Health & Wellbeing Strategy to encourage a shift towards a wider range of transport options that can help support a healthier and more environmentally sustainable transport for system for Surrey to rebalance health inequalities and improve mental health. Given the current draft status of the new transport plan there are no direct public health implications because of this report.

#### **What Happens Next:**

46. Following agreement of the recommendations, the actions below will be undertaken:
- a. Appropriate consultation materials produced and approved by Cabinet Member and Executive Director for Environment, Transport & Infrastructure.
  - b. Launch the statutory consultation for a minimum period of 12 weeks from 5 July to 24 October 2021 using the commonplace platform accompanied by media and communications messaging campaign.
  - c. Continue the development of the Delivery Programme actions contained within the plan to identify clear ownership, revise anticipated levels of funding and a set of key performance indicators (KPIs).
  - d. A report will be brought back to Cabinet in December 2021 to report on the feedback from the statutory public consultation and a present final version of the Surrey Transport Plan for adoption.
  - e. Any future projects and programmes identified will be brought back to Cabinet with costed delivery plans for approval.

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#### **Report Author:**

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#### **Consulted:**

Mr Matt Furniss, Cabinet Member for Transport and Infrastructure

Community, Environment and Highways Select Committee considered the New Surrey Local Plan for Surrey on 22 June 2021

A range of key stakeholders, including Surrey's borough and district councils, key business stakeholders, Coast to Capital and Enterprise M3 Local Enterprise Partnerships, neighbouring councils, and relevant transport bodies including Transport for the South East and Highways England, Health Service Provides, Network Rail, Southwestern Railways, SUSTRANS.

#### **Annexes:**

- Annex 1- New Surrey Transport Plan draft for Consultation
- Annex 1- Appendix 1 – Executive Summary of Policy Review
- Annex 2- Summary Key Points & Policies from draft New Surrey Transport Plan
- Annex 3- Environmental Sustainability statement

#### **Sources/background papers:**

- Digital Infrastructure Strategy (2021) [Digital Infrastructure Strategy 2021 \(surreycc.gov.uk\)](https://www.surreycc.gov.uk/digital-infrastructure-strategy-2021)
- Surrey Infrastructure Plan (2021) [Surrey Infrastructure Prioritisation 2020 \(surreycc.gov.uk\)](https://www.surreycc.gov.uk/surrey-infrastructure-prioritisation-2020)
- Climate Change Strategy (2020) [Climate Change Strategy 2020 \(surreycc.gov.uk\)](https://www.surreycc.gov.uk/climate-change-strategy-2020)
- Health & Well-being Strategy [Surrey Health and Wellbeing Strategy 2020 \(surreycc.gov.uk\)](https://www.surreycc.gov.uk/surrey-health-and-wellbeing-strategy-2020)

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