

THURSDAY, 5 OCTOBER 2023

## A DELIVERY PLAN FOR THE SURREY TRANSPORT PLAN

### Purpose of report:

To seek the views of the Select Committee on the scope, content and structure of a proposed Delivery Plan for the Surrey Transport Plan. This insight will help to shape the drafting of a Delivery Plan this year, which will be presented to the Select Committee in 2024 for review and scrutiny.

### Introduction

1. As a Local Transport Authority, the Council has a statutory duty under the Transport Act 2000, as amended by the Local Transport Act 2008, to produce and review a Local Transport Plan (LTP) Core Strategy and an accompanying Delivery Plan.
2. In July 2022, the Council adopted a new and ambitious Surrey Transport Plan, the fourth iteration of our Local Transport Plan (LTP4). This is our 'Core Strategy'. It sets out policies and measures that aim to develop and deliver safe, cleaner, greener ways of travelling and accessing services and opportunities in the future. Behaviour change, innovation, and uptake of new technology such as electric vehicles, phone apps, ticketing innovation, etc, along with longer term car demand management models are likely to be integral considerations in helping to secure a significant reduction in carbon emissions from the transport sector. This will help to deliver net zero carbon by 2050, as set out in the Climate Change Strategy agreed by Cabinet in May 2020, and the Climate Change Delivery Programme agreed by Cabinet in October 2021.
3. The Surrey Transport Plan therefore provides a step change in how transport services and its infrastructure are planned, delivered, maintained, and used. It will need the Council, partner organisations, businesses, and all of Surrey's residents to work together to make changes in when, where, and how they choose to travel.
4. Since its adoption, the Surrey Transport Plan has provided a framework for policymaking in the transport agenda, and the Council has invested in a number of initiatives which support the outcomes set by the Plan. However, given the

level of ambition set, and the scale of the challenge, it is important that a framework is put in place whereby the Council can track, and be held accountable – along with partners where appropriate for measurable actions against which progress can be tracked and monitored. To translate these policies into tangible, measurable action, officers are preparing a Delivery Plan for the Surrey Transport Plan.

5. This report seeks to obtain the early views of the Select Committee as to how that Delivery Plan should be shaped and formed to ensure that it is effectively and comprehensively drafted to fully reflect the adopted Surrey Transport Plan.
6. The Delivery Plan is important, given that higher than national average car ownership and daily traffic flows in Surrey generates 41% of Surrey's carbon emissions, and of those transport emissions, it is estimated that 68% are from private cars and taxis. This is amplified by the fact that the Council's Climate Change Delivery Plan pathway tracker and the Council's traffic data suggests Surrey is trending in line with the national picture, noting that over 14 billion kilometres were travelled on Surrey's roads in 2022. If trends in private car travel demand continue to increase, the county is likely to fail to meet our carbon reduction targets for the transport sector.

#### **Proposed Approach to Developing the Delivery Plan**

7. The Delivery Plan is our roadmap to secure the required transport sector carbon reduction targets as set out in the approved Climate Change Delivery Plan, whilst also supporting communities and economy to thrive, ensuring no one is left behind. When complete, the Delivery Plan will set out in detail our approach to implementing the Surrey Transport Plan. At a high level, we propose to draft the Delivery Plan to include:

- A prioritised programme of measures and interventions
- Engagement approach
- Funding
- Governance, monitoring and review

8. A summary of each of these areas is set out below.

#### **A Prioritised Programme of Measures and Interventions**

9. As the LTP is a statutory document, each Local Transport Authority is required to produce a strategy for improving transport networks and to propose projects for investment, setting out how key objectives and outcomes will be achieved by March 2025. All new LTPs are also required to set out how a Local Transport

Authority will deliver Quantifiable Carbon Reductions (QCRs) in transport. In responding to this challenge, our Delivery Plan will need to consider the different requirements for interventions in urban areas and in rural areas, ensuring that investment is targeted as effectively as possible to deliver maximum carbon reductions from transport emissions. The Delivery Plan will therefore include an evidence based carbon assessment tool to compare and support prioritisation of investment by scaling carbon reductions on a place based approach.

10. Notwithstanding the above, the Department for Transport (DfT) is still updating national LTP guidance and additional standalone QCR guidance. Publication of both has been delayed by over 18 months, with an indication that they will be published by 2024. Ideally we would like to have all the updated guidance prior to finalising the Delivery Plan, as it is envisaged that the DfT will scrutinise and evaluate new LTPs. However, in the absence of the guidance and to provide a more technically evidenced carbon based prioritisation, an alternative place based approach is being developed to align with the following:
  - Surrey Health and Wellbeing Strategy's 21 key priority neighbourhoods, identified through people experiencing the poorest health outcomes in Surrey based on the 2019 index of multiple deprivation rankings.
  - Key towns and places identified through the 'Delivering in Partnership: Towns - The Next phases', as reported to Cabinet on 28 March 2023. This highlighted that a number of communities and places in Surrey experience significant challenges with health inequalities, worklessness, skills, aging populations, child poverty, homelessness and housing, despite the general perception of the county as being comfortable and prosperous. Partners across Surrey have set out high ambitions, supported by strategic plans, to address these, which necessarily will include transport.
  - Emerging Highways and Transport service priorities, including improving air quality, school safety, increasing biodiversity, improving footways and maintenance activities.
11. To secure the ambition set out in the Surrey Transport Plan, the Delivery Plan needs to focus on measures to reduce 'unnecessary' short car journeys. This is because nearly half of all car journeys in Surrey are between three and five miles. This presents an opportunity to shift journeys to more sustainable modes, applying the principle of 'avoid-shift-improve' as set out in the Surrey Transport Plan.
12. In responding to this opportunity, the Delivery Plan will adhere to our new [Healthy Streets for Surrey Design Code](#) for measures and interventions that will look to sympathetically 'rebalance' local streets so that we can generate more

walking, wheeling and cycling for short journeys. This will be developed in collaboration with local communities and local Members using the principles of codesign. It will likely include a focus on schools and local residential areas.

13. We will also look to provide local communities and residents with more affordable, reliable public and shared transport alternatives, including, for example, the further expansion of Surrey Connect, our growing network of Digital Demand Responsive Transport (DDRT) Services.
14. Interventions will allow residents to benefit from cleaner air, an improved quality of life, and more opportunities to improve their physical and mental wellbeing, whilst going about their daily lives.
15. Achieving the scale of our carbon emissions reduction to deliver net zero carbon by 2050 will require a radical 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 attitudinal and behavioural changes in when, where, and how they choose to travel.
16. Implementing some of the measures identified in the Surrey Transport Plan will require the involvement of other organisations, particularly district and borough councils, the sub-national transport body and key partners such as Public Health and Surrey businesses. This will ensure our programme of measures and interventions is comprehensive, inclusive and widely supported, as well as being part of the overall monitoring of the Delivery Plan. It will also help to identify opportunities for collective development and delivery, innovation and combined investment, thus maximising outcomes.
17. As summarised above, our proposed approach to producing a Delivery Plan aligns strongly to Council strategies and ambitions in health and wellbeing, place, improving local communities, etc, whilst also recognising the distinctive nature of Surrey. It is also proposed that the Delivery Plan be structured around six key implementation themes, aligned to potential Government funding streams and Government's Transport Decarbonisation Plan. Doing so provides an opportunity to flexibly respond to Government funding opportunities when they arise, whilst ensuring the Council's core strategies and ambitions are at the heart of the Delivery Plan, as we are able to "dial up or dial down" on each theme.
18. The six themes are:
  - Planning for places
  - Active travel/personal mobility

- Public and shared transport
  - Promoting zero emission vehicles
  - Network management and maintenance
  - Future transport
19. The Delivery Plan necessarily requires a prioritisation process to support the identification, development, implementation and monitoring of measures and interventions. This will support decision making in terms of “what to do where and when”, the overall aim being to reduce carbon emissions from transport as effectively and efficiently as possible to deliver net zero by 2050.
20. This prioritisation process will initially be based on identifying places and interventions where carbon reductions can be maximised. This will use the QCR approach, which has on a four-step process:
- i. Looking at carbon budgets and pathways, including those in our Climate Change Delivery Plan pathway ensuring Council priorities are reflected in prioritisation measures and interventions.
  - ii. Identifying implementation gaps, ie what further reductions in emissions are needed after electric vehicle take-up, which may include consideration of demand management measures to reduce the attractiveness of private cars for short journeys.
  - iii. Identifying transport outcomes through the agreed principle of ‘*avoid-shift-improve*’, highlighting where additional interventions and measures are needed to meet our agreed carbon emission reduction pathway.
  - iv. Reviewing the likely impact of different measures and interventions.
21. The outputs will then be assessed through the existing Surrey Infrastructure Plan prioritisation process. This will provide us with a list of places and measures for consideration that have the greatest potential to reduce carbon emissions from transport. This approach supports our pathway to net zero and will help us respond flexibly to DfT funding opportunities as and when they arise.
22. This outline prioritisation processes will be developed further and set out in full in the final Delivery Plan.

### **Engagement Approach**

23. Community engagement and local support is critical to the success of achieving good Delivery Plan outcomes. Our engagement approach must therefore be

accessible and transparent, ensuring that residents and local Members are supported and fully enabled to understand and shape potential changes to their local communities. The Delivery Plan will therefore include a communications and engagement strategy aligned to the emerging Greener Futures Engagement Plan. This existing engagement framework has supporting tools to enable more effective, far-reaching and joined up engagement to deliver the Greener Futures strategic outcomes for the transport sector. It is also aligned to broader thinking as to how engagement can be improved across the Council to ensure effective community engagement by using the principles set out in our Customer Promise. We will also continue to work with the Consultation Institute to ensure our engagement is as effective and inclusive as possible.

24. The Council will listen to and work collaboratively with residents and local communities on wider, connected issues around environment, health and the cost of living. It will help us link residents to low carbon travel choices, especially for short local journeys and the benefits to individuals, communities and the environment that this can achieve.
25. Codesign will be at the core of the Council's thinking, with the aim to empower communities by working with residents, local groups, community organisations, businesses and partners facilitating local conversations to reveal their stories and experiences, helping communities decide what and how the most appropriate, effective and preferred measures can be delivered.
26. This engagement approach will build on work already being done to support the transformation of Farnham, Weybridge, Horley, Staines and Camberley. It will also build on work underway to engage with residents over active travel measures being developed in and around the Surrey Flood Alleviation Programme as well as the River Thames Scheme. The engagement model set out will also include our approach to keeping local people informed about infrastructure developments, including improvements to key roads such as the A320, and the roll out of electric vehicle charging points, supported by behavioural change and media campaigns.
27. This more inclusive, codesign approach will necessarily take longer and will have an added cost when compared to the 'minimum' level of engagement required by legislation and national policy guidance. However, it will seek to increase resident understanding, acceptance and ownership of measures and interventions developed and introduced where they live, learn and work. As part of this will use examples and case studies to try and bring to life concepts and ideas to help resident and stake holder understanding and comment.
28. Nonetheless, it must be understood that even with a fully inclusive approach, there will likely be parts of a community that do not support certain measures or interventions. It is therefore important that we are clear as to how we will

engage and how their views will shape their local community, including how decisions will be made. The Delivery Plan will therefore include the level of resident support that is acceptable and what constitutes good engagement. Setting an 'acceptance threshold' of support isn't appropriate for a high level Delivery Plan. However, we will need to develop and include in the Delivery Plan clear principles as to what our commitment will be to give clarity and transparency to residents and stakeholders before we start any engagement on specific measures and interventions.

## **Funding**

29. Delivering infrastructure measures and behaviour change interventions at the scale and pace to contribute toward the county's net zero pathway will be extremely challenging given the pressures of the ongoing recovery from the COVID-19 pandemic, high energy prices, and more generally, the cost of living crisis. Alongside this, there is a need to invest in and deliver future network resilience against the increasing evidence of more extreme weather and a climate emergency.
30. The Council has already allocated significant capital investment to deliver a range of measures and interventions that support the Surrey Transport Plan, some of which are referenced later in this report. However, the Delivery Plan will set out a clear funding strategy that will identify funding requirements and potential sources to deliver measures and interventions, which will be aligned to the Medium Term Financial Strategy.
31. The Delivery Plan funding strategy will need to address how the Council will:
  - i. Coordinate and maximise the effectiveness of spend on Delivery Plan measures alongside other areas of work, such as highways maintenance.
  - ii. Influence strategic public and private partners including DfT, Active Travel England, Network Rail, National Highways, the National Health Service, Department for Environment & Rural Affairs and others on funding allocations, recognising that Government funding appears to be reducing in the short term.
  - iii. Collaborate with borough and district councils to coordinate funding from Section 106 developer funding and the Community Infrastructure Levy with the Council's own and other external funding to deliver measures in the Plan.
  - iv. Consider the opportunity for future charging or 'polluter pays' type models to raise revenue to reinvest into transport infrastructure improvements and improved services.

- v. Explore other funding opportunities to maximise external funding.

### **overnance, Monitoring and Review**

- 32. It is proposed that an annual progress report be produced for the Delivery Plan, the format of which will be clearly set out as part of drafting the Delivery Plan. The annual report will highlight progress and performance, including identifying gaps that need to be addressed and how we plan to tackle them. The annual progress report will be accessible and easy to interrogate by Members, stakeholders and residents. It will enable the Delivery Plan to be effectively monitored and reviewed on an annual basis in a clear and transparent way.
- 33. A governance structure is required to monitor progress to ensure the plan remains on track and provide oversight for any necessary amendments to the Delivery Plan, in turn ensuring that these are effectively agreed and supportive of the Council's overall aims and objectives. Whilst existing internal Officer governance arrangements can be utilised to provide appropriate overview and guidance, likely mirroring those already in place for the Climate Change Delivery Plan, at Member level this necessitates the ongoing involvement of the Select Committee. It is suggested that formal scrutiny of progress be undertaken at least on an annual basis; potentially more frequently in the early years of the Delivery Plan. The views of Members are sought on this point.
- 34. In addition to the Council's own internal oversight and governance, progress against the Delivery Plan will be reported to the Greener Futures Board, comprised of partners including representatives from wider authorities, businesses and climate experts. Progress of Delivery Plan measures and intervention will be assessed against Surrey's Climate Change Strategy and reported on an annual basis. This will ensure that the Delivery Plan supports the level and pace of change needed to achieve the 2030 and 2050 net-zero carbon targets.
- 35. In terms of timescales, it is proposed to model the implementation of the Delivery Plan on that agreed for the Climate Change Delivery Plan, ie five year planning cycles. This will allow sufficient time for planning and review, whilst recognising that a lot can change in just a few years, for example, new technology and adaptations, further scientific evidence, best practise and policy development, etc. If this approach is supported, it would be logical to align the Surrey Transport Plan Delivery Plan cycle to the Climate Change Delivery Plan cycle given the strong linkages between the two areas of work. This would also provide an opportunity to develop shared and streamlined reporting and engagement mechanisms where appropriate. If supported, initially this would mean a shorter timeline for the first Delivery Plan cycle, as the current Climate Change Delivery Plan cycle runs until 2025. A shorter initial cycle would offer the opportunity to stress test the Surrey Transport Plan Delivery Plan



framework at the outset, ensuring it is robust and fit for purpose, with any identified gaps and necessary changes made early on in that first, short cycle.

36. The views of Members are sought on the proposed timescales and approach. Whatever is agreed, the timeline and reporting methodology must enable Members, stakeholders and residents to track progress with reference to the overall trajectory of 2050.

## **Delivery Progress**

37. Whilst this report sets out work to develop a Delivery Plan for the Surrey Transport Plan, it is worth noting that significant progress has already been made against the outcomes of the Plan.
38. Since the adoption of the Surrey Transport Plan, the Council has introduced a significant number of measures and interventions to help deliver our transport ambitions. This includes substantial investment in programmes for active travel, sustainable transport, electric vehicle (EV) charging and large infrastructure projects, including the £500m River Thames Scheme. These improvements are part of the Council's capital programme, which over time will provide carbon savings. A few of the key initiatives are set out below.
39. The Council has already agreed to invest significant sums to improve the public transport offer to residents, working in partnership with the bus industry. This includes a £49m investment to support our Climate Change Delivery Plan objectives through an investment in more zero emission buses and minibuses, more real time passenger information and more bus priority measures. Outside of government Bus Service Improvement Plan (BSIP) funding, this Council's investment is unparalleled in any other English Local Transport Authority. It serves to demonstrate the Council's unwavering commitment to improving public transport, thus supporting the modal hierarchy approach set out in the Surrey Transport Plan.
40. The Council has also recently secured £7.8m of BSIP funding. Discussions are on-going with bus operators to confirm where the funding will be targeted, which will reference the Council's approved BSIP and Enhanced Partnership.
41. In addition, five new digital DDRT services started on 4 September, forming part of the expanding Surrey Connect network, with more DDRT services planned to follow in future years. This year, new DDRT services started in Cranleigh, Farnham, Longcross, Tandridge and West Guildford, adding to the Mole Valley Connect service that has been operating since 2022, with 20,000 passengers carried on that service in its first year.

42. The Surrey 'Link' card went live in July, enabling all young people aged 20 and under to travel on buses for half the adult fare. The Link card is issued for free, with 3,000 young people already signed up.
43. The Council and Connected Kerb have agreed a contract of £60m over 15 years to install thousands of public EV charge points countywide. This aims to encourage residents to switch to an electric vehicle. Charge points are being installed at convenient on street locations in residential areas and key locations in the community such as on high streets and public car parks.
44. The Council is also investing £3m to deliver a three year programme of road safety outside school improvements. This investment aims to make walking, push scooting and cycling to school easier and safer for children/young people and their parents/carers. During the first year six schemes were successfully implemented at schools across Surrey, with five other schemes near completion. Over the next two years another 35 schools will benefit from improvements that will make sustainable travel a safer and more attractive choice for families and children when travelling to and from school.
45. In addition, the Council is also developing active travel measures to improve walking and cycling infrastructure, channelled through our Local Cycling and Walking Infrastructure Plans (LCWIPs). These are 10+ year strategic plans to provide a county wide network of high quality, safe, cycle and pedestrian infrastructure. LCWIPs aim to enable modal shift from the private car to active travel alternatives. Stage 2 feasibility design and development has commenced for Reigate & Banstead, Elmbridge, Runnymede, Spelthorne and Waverley. The remaining areas will follow this year or next. The Council has been successful in securing a range of external funding for the development and delivery of active travel initiatives, including funding from the DfT, Active Travel England and the National Highways Designated Funds Programme. Schemes from each LCWIP are being developed in readiness for bidding opportunities to these funding sources, alongside S106 developer funding, Community Infrastructure Levy and other opportunities.
46. The first Delivery Plan will capture the impact of these early measures, to ensure they are not lost in the overall tracking of progress against the outcomes set by the Surrey Transport Plan.

## **Recommendations**

47. That the views of the Select Committee on the scope, content and structure of a proposed Delivery Plan for the Surrey Transport Plan be used to help draft the Delivery Plan, and that once drafted, it be presented to Select Committee in 2024 for review and scrutiny.

## Next steps

48. Following feedback from CEH Select Committee on 5 October 2023, the Delivery Plan will be developed and shared with Corporate Leadership Team and Cabinet for shaping. Once drafted, there will be an opportunity for CEH Select Committee to review the updated proposed Plan at a future meeting before it is submitted for Cabinet approval in 2024.

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### Sources/background papers

[Surrey Transport Plan Cabinet Report 31 May 22.pdf \(surreycc.gov.uk\)](#)

[\(Public Pack\)Agenda Document for Cabinet, 28/03/2023 14:00 \(surreycc.gov.uk\)](#)

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