

# CONTENTS

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<b>01</b>	Introduction	10
<b>02</b>	Planning for Infrastructure in Surrey	16
<b>03</b>	Understanding Surrey's Growth Requirements	20
<b>04</b>	Infrastructure Needs and Requirements	38
<b>05</b>	Development Suitability Analysis	84
<b>06</b>	Delivery and Funding	110
<b>07</b>	Conclusions	128
<b>08</b>	Information Caveats	130

# 01

*The Surrey Infrastructure Study has been developed to demonstrate to Government, infrastructure providers, local communities and business the challenges being faced across Surrey in funding the infrastructure required to support growth and enhance the lives of existing and future residents.*

# INTRODUCTION

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**The Surrey Infrastructure Study has been prepared on behalf of the Surrey local authorities to provide a view of emerging development and infrastructure requirements to support growth across Surrey.**

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At present a strategic view of growth distribution and infrastructure provision is lacking across Surrey. Each local authority in Surrey is at a different stage of Local Plan preparation and working to a range of viability assumptions. Meanwhile infrastructure is being provided by a host of different providers.

This document begins to paint a strategic picture of the price of and risks to growth. It aims to:

- Collate and summarise population/housing growth projections across Surrey
- Set out a combined understanding of capacity within current infrastructure provision and pipeline infrastructure projects being taken forward by local authorities and other infrastructure providers
- Highlight cumulative costs, funding streams and gaps in infrastructure funding

The Surrey Infrastructure Study has been produced for the following audiences:

- Officers and members within Surrey County Council and the 11 Surrey local authorities
- The Coast 2 Capital and Enterprise M3 Local Enterprise Partnerships to inform priorities for investment to support growth objectives at a local level, central to the Government's aspirations of devolution

- Government and Infrastructure Providers – to demonstrate the potential distribution of growth, infrastructure requirements and funding gaps
- Residents and businesses to provide a county-wide view of development and infrastructure requirements and the difficulties in delivering infrastructure across the county.

In addition the study takes into consideration external factors affecting growth and infrastructure provision in Surrey in relation to the wider London and South East growth requirements.

Of particular relevance is the 2014 Inspector's Report on the Further Alterations to the London Plan which highlighted the lack of capacity in Greater London to meet growth requirements with some of the identified 7,000 homes per annum shortfall likely needing to be met in areas outside London, including Surrey.

Within London this context is recognised at the political level. The recent GLA Conservatives Report 'Southern Powerhouse: True Devolution for London and South East' highlights why a joint and collaborative approach is required between London and Surrey. This report raises a number of issues, in particular:

- It recommends a review of the GLA strategic planning boundaries with the likely outcome being "that London will need to exert greater influence over policy decisions outside the M25"
- It acknowledges that much of London's future housing will have to be met outside London and that "London should therefore be granted powers to create new garden suburbs in partnership with the county councils that surround the city"

- It recommends that TfL's (Transport for London) transport powers should be even further extended outside London to grant control over the major commuter routes
- It recommends that LEPs around London should combine much of their funding to address strategic infrastructure provision

The Mayor has now started work on a full review of the London Plan and mechanisms for closer political engagement and joint working with local authorities in the South East and East of England are being put in place.

Surrey is part of the Coast to Capital LEP and the Enterprise M3 LEP, which secured over £200m and £115m from the Government's Local Growth Fund, respectively, to support economic growth for the period 2015/16 to 2021. Combined, the Growth Deals will help create 19,000 jobs and 8,000 homes across the LEP areas. Therefore, it is increasingly necessary to adopt a more strategic approach to plan for infrastructure and unlock investment to support growth.

This study assesses the current infrastructure capacity and the impacts of change to 2030. Together with a West Sussex Infrastructure Study to 2030, it also informs a Gatwick Diamond Infrastructure Assessment 2030-2050, that looks at the longer term infrastructure requirements and capacity issues associated with potential growth scenarios at Gatwick airport on Surrey and West Sussex.

## SCOPE OF THE STUDY

The Surrey Infrastructure Study covers all forms of infrastructure supporting the economic, environmental and social needs of Surrey (see Figure 1.2).

The categories covered in the report are shown in Figure 1.1.

The study is structured as follows:

Section 2 provides an overview of how growth and infrastructure is planned in Surrey.

Section 3 sets out social and economic growth drivers and the potential distribution of development in Surrey.

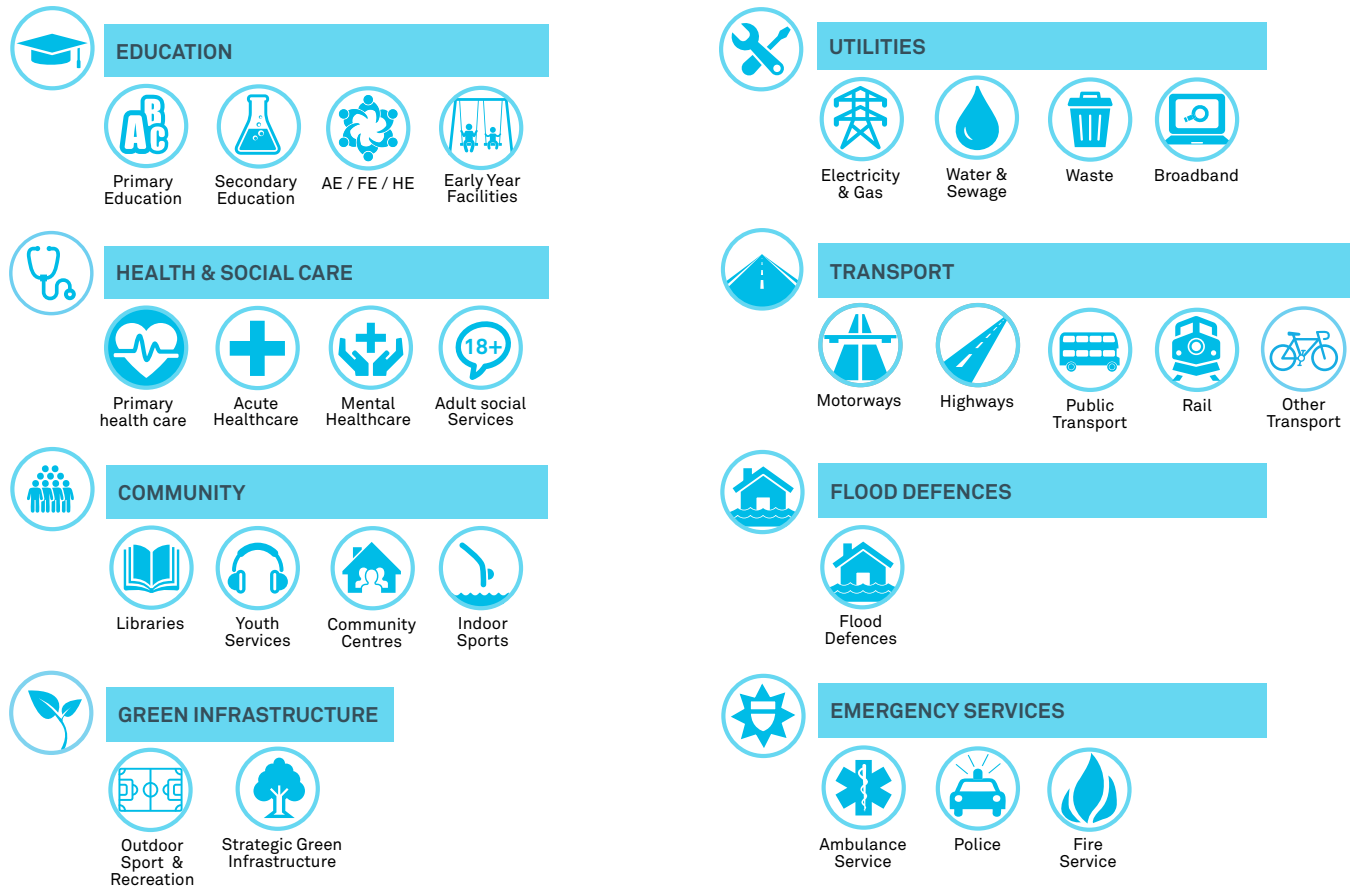
Section 4 provides an overview of infrastructure requirements across the county for a range of infrastructure provision including education, health, community, transport, utilities and flood protection.

Section 5 provides analysis on a local authority basis of development suitability taking into account infrastructure capacity and proposed investment.

Section 6 presents a commentary on delivery and funding issues affecting growth and infrastructure across Surrey.

Section 7 identifies recommendations and conclusions.

Section 8 details specific caveats supplied by some of the local authorities to accompany the housing forecasts.



**FIGURE 1.1 - INFRASTRUCTURE CONSIDERATIONS**

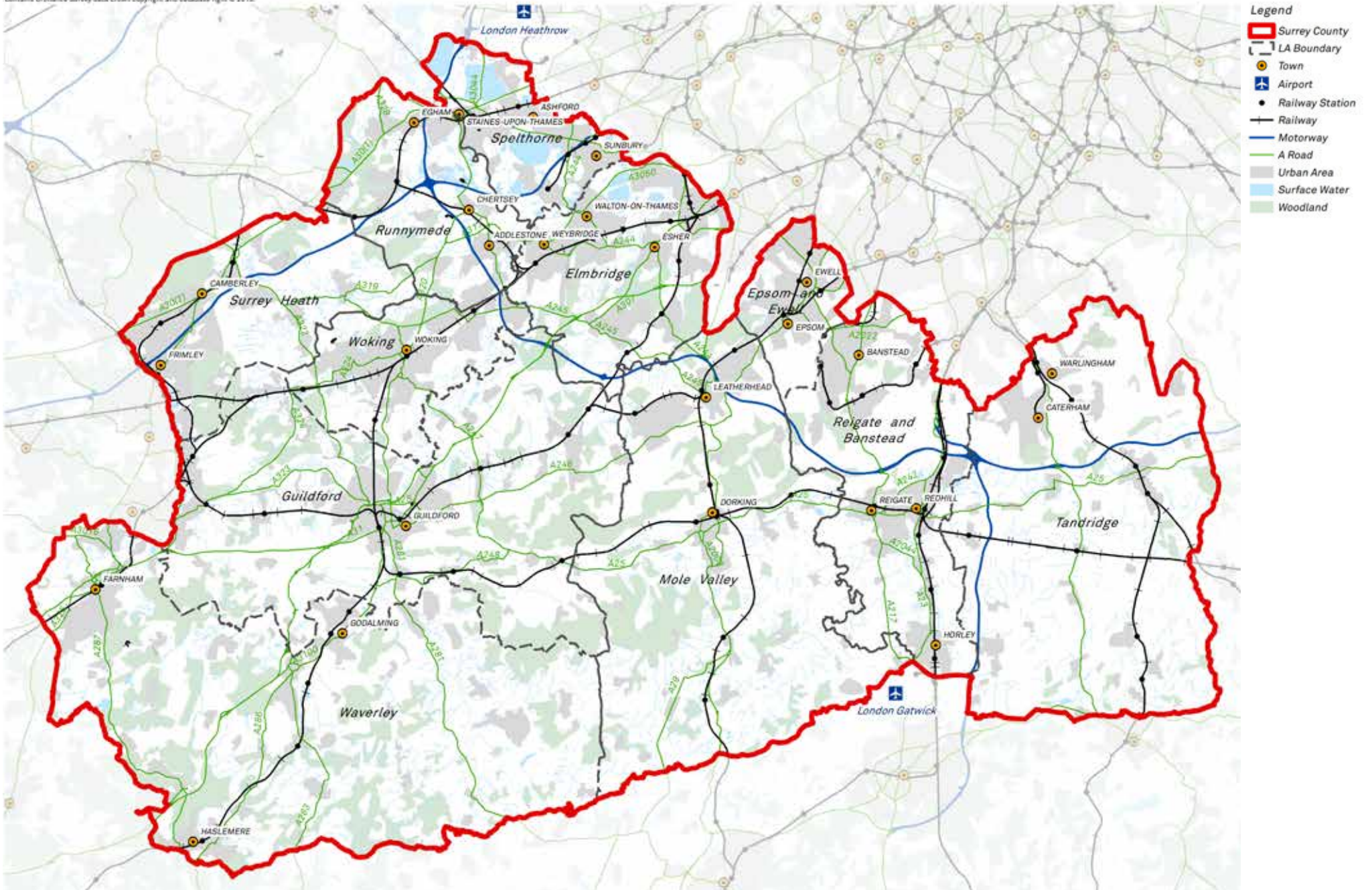


FIGURE 1.2 - STUDY AREA

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## PARAMETERS OF THE STUDY

This study has been prepared in accordance with the following parameters:

### A Snapshot in Time:

- The housing, employment and population forecasts presented in this document represent our understanding of the growth context at July 2015 but it is recognised that this information is continually evolving and should therefore be treated as a snapshot in time only.

### Housing Growth:

- The production of the Infrastructure Study has required close working with the local planning authorities (LPAs) to establish the latest understanding of potential additional housing delivery between 2015 and 2030.
- It is crucial to highlight the fact that across the eleven local authorities a significant variation in the progression of local plans and associated technical work exists. As a result the ability of all local authorities to contribute an official housing trajectory covering 2015 to 2030 with associated housing sites has not been possible and subsequently a draft working set of figures has been provided.
- The housing trajectories presented in this document have been provided by the LPAs but represent only the latest working assumption on likely housing delivery. Some are based on anticipated completions of sites and/or adopted local plan annual average figures, while Guildford's (2015 -2030) is the minimum recommended

figure from the 2014 draft Strategic Housing Market Assessment (SHMA) and Runnymede's (2020 – 2030) is the minimum from the 2015 draft SHMA and both have yet to be tested. Specific caveats have been supplied by some of the local authorities and are presented in Section 8.

- It should be noted that the majority of the Surrey LPAs currently base the need for housing in their area on population forecasts from the ONS, household forecasts from the DCLG and also to some extent on the historic guidance provided by the now withdrawn Regional Plan (The South East Plan). Therefore, not all the housing trajectories will have been fully informed by housing market and affordability data. A number of the LPAs are currently in the process of reviewing their future housing needs and so the housing figures presented in this report may differ from emerging forecasts from the LPAs.

### Employment Sites:

- Key employment sites presented in this document have been provided by the LPAs as sites likely to have significant implications for infrastructure provision. It does not include all employment sites and excludes smaller employment areas.

### Population Forecasts:

- A technical population modelling scenario forecast has been produced by SCC using the PopGroup Model to inform the infrastructure study document and the technical infrastructure modelling associated with it. This is a bottom-up forecast constrained by the number of dwellings to be built in each individual local authority as advised by the local planning authorities in July 2015.

- As set out earlier under 'housing growth' it is possible that the housing figures presented in this report under-represent the actual number of homes delivered over the next 15 years and as such the population forecasts produced by SCC for this assessment should be seen as a minimum scenario which could potentially be exceeded with the subsequent infrastructure demands and costs also increased.

### Infrastructure Analysis:

- The study has sought to establish the existing scale, distribution and capacity of all infrastructure types and the required additional investment in infrastructure to support growth to 2030 through the consolidation of existing service planning and through theoretical modelling where no service planning is available.
- The eleven local authorities have undertaken considerable work to understand the infrastructure requirements to support their local plans. Figure 2.3 presents the current availability of existing Infrastructure Delivery Plans (IDPs) across the county. These IDPs have formed important source documents for this study.
- Again, it is crucial to highlight the fact that across the eleven local authorities a variation in the progression of infrastructure planning work exists in conjunction with the progress on local plans. As a result, the inclusion of findings and proposed projects from those documents

within this study must be accompanied by a health warning that they may not represent the latest position in the local area. It should also be noted that a number of the local authorities are currently in the process of updating their IDP.

- The topic specific infrastructure analysis represents a snap shot in time and does not necessarily reflect all current work underway across the various service areas to address capacity issues and plan for change in service provision.
- The analysis does not include detailed analysis of the impact of housing growth within London and adjoining counties (especially West Sussex, Hampshire and the Berkshire unitary authorities) which will have an impact on service demands within Surrey, particularly along border areas. This is explored however at a high level within Section 3.
- A project database has been created to record all identified project requirements, including the type, location, timing, costs and funding of those investments.

#### **Cost Analysis:**

- The costs of infrastructure presented in this document represent the sum of all entries in the project database under that infrastructure theme and location. It should be noted that not all items in the project database have an associated cost due to a lack of project details from which to estimate costs. This therefore means that the costs of infrastructure presented in this document represent a minimum figure.

- All costs presented in this report are based on current day prices and have not been index linked forward to the assumed date of requirement.
- A full set of cost caveats have been included at the conclusion of this document and explain the predominant source of cost information by each infrastructure topic.
- It is important to note that the total costs of infrastructure requirements for each local authority presented in this report are unlikely to match exactly those presented in the Infrastructure Delivery Plan of that LPA. This study covers all infrastructure topics for each local authority and has subsequently included additional project requirements which may not have been included in the local authority studies.

#### **Funding Assumptions:**

- The funding of infrastructure presented in this document is primarily based on the sum of all entries in the project database where a project has been identified as having secured funding or is expected to receive funding from one or more sources.
- The existing understanding of project specific funding is not complete and will need to be advanced by all interested parties.
- Funding has been classified into two categories of secured and expected.
- Secured funding represents any project funding that has been identified within each Local Authority's IDP or specifically noted as secured by source documents or in

discussions with stakeholders such as the Environment Agency.

- Expected funding includes potential funding from the public sector, the private sector and developer contributions.
- The expected funding category includes a theoretical assumption on the potential developer contributions to that service requirement based on the number of new dwellings forecast in that area. The details of how the potential developer contribution has been calculated is included in Section 6.
- A number of working assumptions have had to be applied to other expected funding sources (both public and private) such as the likely NHS, private sector and utility company contribution to project costs which are inevitable but cannot at this time be confirmed as in many cases the project costs identified have been generated theoretically and do not represent actual projects. These working assumptions are also set out in more detail in Section 6 of the document.
- It should therefore be noted that the funding estimates presented in this document are indicative and based on a number of working assumptions and in the case of the NHS have not been validated. As this study is taken forward a greater degree of accuracy on potential funding sources is required.