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DEPUTY LEADER

National Infrastructure Commission

Sent by email to [londonevidence@Infrastructure-Commission.gsi.gov.uk](mailto:londonevidence@Infrastructure-Commission.gsi.gov.uk)

8 January 2016

Dear Lord Adonis

**National Infrastructure Commission: call for evidence**

We welcome the opportunity to respond to your call for evidence.

Surrey is a £37 billion economy, an economic powerhouse with a strong, interconnected relationship with London. For an economy like Surrey to function and support London's growth, we need world class infrastructure and investment in Surrey's rail, road and other infrastructure networks.

We have focused our response to your call on Crossrail 2 and the questions you have posed on London's transport infrastructure. Crossrail 2 is an exciting opportunity for Surrey. By releasing capacity on the South West Main Line and providing direct connections from stations in Surrey to Central London, Crossrail 2 will help Surrey and London remain globally competitive and boost productivity.

In recognition of the importance of the scheme, the county council has recently commissioned consultants to undertake an assessment of Crossrail 2. This detailed piece of work, shaped by engagement with stakeholders, is available to download at [www.surreycc.gov.uk/surreyrailstrategy](http://www.surreycc.gov.uk/surreyrailstrategy). The responses to your questions (see attached annex) have been considered relative to the Assessment and we hope that this detailed study will inform your own analysis.

Although your questions are focused on Crossrail 2, we have also provided evidence on further infrastructure schemes which should be considered as part of the solution to London's transport challenges. These challenges can best be met by both improving connectivity to London but also ensuring that there is investment in infrastructure that will serve to release pressure on London's transport network.

Where relevant we have highlighted links to further analysis including detailed work on the North Downs Line and A3. Our assessment of these schemes highlights that infrastructure investment could play a key role in achieving balanced growth across the South East.

In assessing priorities for investment and reaching agreement on how schemes are funded it

is important that London and the South East work together to define and promote a programme of cross-boundary transport investment that will provide mutual benefits.

Please do not hesitate to contact me should you require any further information.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Peter Martin', with a stylized flourish at the end.

**Peter Martin**  
**Deputy Leader of the Council and Cabinet Lead for Economic Prosperity**

## **Annex 1: Questions posed by the National Infrastructure Commission on London's transport infrastructure:**

### **1. What are the major economic and social challenges facing London and its commuter hinterland over the next two to three decades?**

Surrey is a strong economy which shares many of the economic and social challenges that London faces. Surrey is a £37 billion economic powerhouse. It is the largest sub-regional economy in the South East and is the only county with two international airports on its borders, presenting both opportunities and challenges.

Like London, Surrey is home to many international business headquarters, a highly skilled workforce and an innovative business base. The Surrey and London economies are both similar and interlinked. Over 130,000 Surrey residents commute into London daily, with some 66,000 coming from London into Surrey.

The demands of population growth and a strong economy place an obvious pressure on the county's infrastructure, notably the rail network which is struggling to meet current demand. Four Surrey train services are amongst the most overcrowded in the country (two of these on the South West Main Line) and forecast growth is expected to further exacerbate the pressure on Surrey's transport network.

Surrey's motorways carry 80 percent more traffic than the average for the region and the A roads 66 percent more traffic than the national average. Many of Surrey's roads already operate at capacity. If a traffic incident occurs, this can cause severe disruption on the wider network.

Surrey is also facing similar demographic challenges to London. By 2030 Surrey's population is predicted to increase by 12% (based on ONS figures). The largest proportionate increase in age categories will be those aged over 60, with the proportion aged over 85 rising most steeply.

Surrey's infrastructure is struggling to cope with these challenges and investment is needed now and over the long term to alleviate these pressures.

Through the Surrey Infrastructure Study we have sought to quantify Surrey's infrastructure deficit. The Study highlights the range of infrastructure needed to support growth. This detailed piece of work, which includes transport infrastructure, utility networks and flood protection should inform your own analysis and serve to highlight the interconnected challenges faced by the London and Surrey economies.

In terms of Crossrail 2, we fully support the case being made for the scheme which recognises that this new railway needs to serve the most productive and competitive parts of the UK economy including supporting employment and housing growth outside London.

The Crossrail 2 Assessment we have commissioned includes a detailed planning and economic baseline which sets out spatial and economic analysis along the proposed route. The Assessment is available to download at [www.surreycc.gov.uk/surreyrailstrategy](http://www.surreycc.gov.uk/surreyrailstrategy).

**2. What are the strategic options for future investment in large-scale transport infrastructure improvements in London - on road, rail and underground - including, but not limited to Crossrail 2?**

- How should they be prioritised, taking account of their response to London's strategic transport challenges, including their impact on capacity, reliability, journey times and connectivity to jobs?
- What might their potential impact be on employment, productivity and housing supply in London and the south-east?

**Context**

The county council has undertaken considerable work on the large-scale transport infrastructure needed to support economic growth in the county and wider region.

Three priority options were identified in the Surrey Rail Strategy (September 2013):

- Capacity on the South West Main Line (SWML), including the Crossrail 2 scheme;
- Local orbital rail services, namely the North Downs Line; and
- Access to airports – examined in the Surrey Rail Strategy: Surface Access to Airports study (October 2013).

These interventions were identified because of their key role in meeting our rail development objectives:

1. Maintain global competitiveness
2. Drive economic growth
3. Reduce impacts on the environment
4. Accommodate sustainable population growth.

Whilst our focus in this response is Crossrail 2, all three options should be prioritised for future investment because of their ability to meet these development objectives and drive economic growth in London and the South East.

In addition to this further investment is needed on Surrey's strategic road network, notably the A3 and M25. Investment on these roads would impact positively on regional productivity and support the labour market in both London and Surrey.

The need for investment in the region's strategic road network has been recognised by Enterprise M3, Coast to Capital, Solent and Thames Valley Berkshire Local Enterprise Partnerships, who have appointed consultants to identify, describe and quantify the economic case for improving connectivity in major strategic movement corridors across South East England (the Influencing Strategic Transport in the South East Study). The study will be made available to the National Infrastructure Commission once complete (at the end of January 2016).

Surrey County Council is working closely with the LEPs on this study. Given its strategic importance to the region the upgrade of the A3 between M25 Junction 10 and Portsmouth has been selected as a test corridor for the study.

**Crossrail 2**

Services along the SWML are already amongst the most overcrowded in the country notwithstanding the forecast rail growth of 40% by 2043. On suburban lines some

passengers are already unable to board the busier trains. Demand on these services is also forecast to increase by 40% by 2043.

We must take steps now to ensure that rail services and capacity are improved for our residents. Crossrail 2 is key to achieving these aims.

In the short term, Network Rail and South West Trains are addressing this challenge through small-scale capacity enhancements and train lengthening. This is welcome but a longer term solution is needed.

Crossrail 2 has the potential to benefit Surrey in two ways. It will provide:

1. New direct Crossrail 2 services, cutting journey times and improving connections to Central London, and
2. Additional longer distance services on the SWML providing additional capacity into Waterloo and reducing journey times.

Crossrail 2 will provide direct connectivity from Surrey to areas in Central London that currently require interchange. This direct connection will enable shorter journeys for many passengers, supporting the London and regional labour market. The Crossrail 2 Assessment has examined the proposed Crossrail 2 routes and also considered other potential route options.

The real benefit for much of Surrey will be through the additional capacity and crowding relief for services into London Waterloo. Additional train paths on the SWML could be used for additional long distance and/ or for shorter distance services. The Crossrail 2 Assessment sets out analysis of where this capacity would be of particular benefit for communities in Surrey, supporting economic growth and potentially encouraging housing supply.

#### **Other infrastructure**

Crossrail 2 is a key priority for the county council but there are other strategic schemes, equally transformative, which would strengthen the Surrey, regional and London economy. These include:

- The modernisation of the North Downs Line
- Improving access to airports
- Improvements on the A3 corridor and strategic road network.

These interventions, summarised below, recognise the need for balanced growth across the South East. London's strategic transport challenges can best be met by both improving connectivity to London but also ensuring that there is investment in infrastructure that will serve to release pressure on London's transport network.

#### **Modernisation of the North Downs Line**

The North Downs Line runs through Surrey, Hampshire and Berkshire between Reading, Guildford and Redhill. The line forms an important orbital route to the south and west of London, with connections to the capital.

The potential of this line is currently constrained by poor journey times and service frequencies. This has been recognised by Network Rail in the Wessex Route Study which proposes a much needed increase in service frequency.

There is a good economic and strategic case for investing in improvements along this line. Significantly, by providing an alternative route option around the capital, investment along

this corridor could free up much needed capacity in Central London by diverting passengers away from the capital.

Further, the catchment area along the corridor could play a critical role in achieving balanced growth in the South East. Population and employment is expected to grow strongly along the line, helped by major employment and housing developments.

We urge you to review Surrey County Council's assessment of the North Downs Line which outlines a long term vision for this corridor. This vision involves a series of improvements, driving economic growth at key strategic locations. In the short-medium term we are seeking:

- Investment at Guildford Station to increase platform capacity;
- Re-signalling and careful timetabling to maximise peak time travel opportunities;
- The extension of services beyond Reading to Oxford;
- The potential electrification of the remaining stretches of the line.

The detailed assessment can be found at [www.surreycc.gov.uk/surreyrailstrategy](http://www.surreycc.gov.uk/surreyrailstrategy).

#### Improvements on the A3 corridor

The A3 is an important strategic corridor linking Portsmouth and London. It is already significantly congested and this congestion is predicted to get worse. The A3 goes through Guildford, Surrey's largest employment centre and directly past Surrey Research Park. The research park is a nationally significant centre of excellence for technology, science, health and engineering and contributes £350 - £450 million to the economy annually.

Surrey County Council, Woking Borough Council and Guildford Borough Council completed a high level impact assessment of the A3 in the summer 2015. A summary of this study can be found in the attached A3 connectivity lobbying note.

The work on the A3 is being further taken forward through two strategic studies – the M25 South West Quadrant Strategic Study and the Influencing Strategic Transport in the South East Study (as noted above).

#### Improving journeys to Heathrow and Gatwick Airports along with the creation of additional runway capacity

The county council commissioned a study to examine the transport infrastructure improvements needed to address both existing surface access issues to the airports and the improvements needed to regional and local links in the event of additional runway capacity at Heathrow and/or Gatwick.

Amongst the options identified are a future direct rail access solution to Heathrow Airport from Surrey and ensuring medium term improvements to the North Downs Rail Line (as highlighted above). Improving these links will support both the Surrey and London economies.

Looking specifically at Heathrow, whilst rail access is relatively good from West London and the wider London area, from the south, including most areas of Surrey, there is little viable alternative to travelling to Heathrow Airport by car. Travel by car (47%) is the dominant mode for trips to Heathrow from Surrey, followed by taxi (38%). A significant number of Heathrow employees are also resident in Surrey, with over 80% travelling by car. Enhancement of public transport access to the airport from the south is therefore vital to improve connectivity to Heathrow for airport users and staff and to help mitigate congestion, achieve modal shift and minimise detrimental impacts on the local economy.

Whilst we support the principle of improved southern rail access, the optimal scheme for Surrey's residents or for that matter the residents of South East England as a whole, has yet to be identified. To this end we await the publication of Network Rail's study of the case and options for a southern rail access.

As part of this it is essential that the Government, Network Rail and other bodies are fully committed to funding the core and extended baseline of strategic road and rail improvements identified by the Airports Commission as needed to accommodate background demand in the absence of any new runway at either Heathrow or Gatwick to avoid unacceptable traffic congestion and overcrowding on train services. The funding of improved surface transport access to support airport expansion needs to be agreed up front whether it comes from Government, the airport owners or other agencies or in combination. There is therefore a need for binding commitments to fund related surface access enhancements through national and sub-regional programmes.

Our experience of the implementation of the T5 development proposals, however, indicates that if the components of the proposed surface access strategy are not formally agreed and secured through binding commitments, opportunities can be missed.

A copy of the Surface Access to Airports Study and the detailed analysis that accompanies it are available to download at <http://www.surreycc.gov.uk/environment-housing-and-planning/development-in-surrey/surrey-future/airports>.

### **3. What opportunities are there to increase the benefits and reduce the costs of the proposed Crossrail 2 scheme?**

In recognition of the importance of Crossrail 2 to the Surrey economy the county council has recently commissioned an assessment of Crossrail 2, the objectives being to:

- Identify the optimum configuration of Crossrail 2 services for Surrey and the best use of released capacity; and
- Provide an evidence base for use when providing input and response to the Crossrail 2 design development and subsequent consultation process.

In identifying the optimum configuration of services, the assessment highlights opportunities to increase the benefits of the scheme and we urge you to review this report.

In terms of released capacity, additional station calls for fast trains at Guildford and Woking would serve existing demand at these stations (Surrey's busiest) and support growth forecasts. We also suggest new service calls at Byfleet and New Haw and Walton-on-Thames on the SWML and new services along the Alton Line because of growth potential along this corridor.

In terms of direct connections, we support the current proposals for Crossrail 2 connections in Surrey. Partly in recognition of growth potential we have asked Network Rail/ Transport for London to investigate the operational feasibility of an extended service beyond Epsom to Dorking and the operational implications of a service to Woking. Woking is a key economic centre in Surrey and a potential future rail hub. In addition, Woking could potentially be a key origin/ destination station for southern rail access to Heathrow Airport, which could lead to a range of growth opportunities being realised.

The full analysis is available to download at [www.surreycc.gov.uk/surreyrailstrategy](http://www.surreycc.gov.uk/surreyrailstrategy).

### **Supporting infrastructure**



Additional supporting infrastructure is vital to ensure that the benefits of Crossrail 2 connectivity are fully realised. Public transport improvements will be needed to provide access to the stations benefiting from direct connections or increased capacity, particularly if we are to avoid an unsustainable increase in the demand for parking around stations. Parking is already a problem in some areas along the proposed route.

In addition to this we must recognise now and plan for the transport impact of the associated housing that Crossrail 2 will encourage. Whilst the aim would be to encourage as much travel as possible by rail, this will generally only serve a relatively small percentage of the overall travel demand from any new housing. Detailed Transport Assessments will need to be undertaken for any housing proposals that might be associated with Crossrail 2.

Other infrastructure will also be needed to support any additional development encouraged by improved connectivity. This includes the social, community and other services provided by the county council, notably education.

#### **4. What are the options for the funding, financing and delivery of large-scale transport infrastructure improvements in London, including Crossrail 2?**

- **What is an appropriate local and regional contribution - given the potential distribution of benefits to business, residents, transport users and the wider economy - and how could this be achieved?**
- **What innovative funding mechanisms could be considered to support delivery of key schemes?**

London and the South East should work together to define and promote a programme of cross - boundary transport investment that will provide mutual benefits.

You will be aware that Surrey, West Sussex and East Sussex have put forward an ambitious '3SC' devolution proposition of which a central element is to complete the infrastructure studies underway across the 3SC area and develop them into a prioritised programme around which investment and local planning arrangements can be structured. The intention is then to develop a comprehensive infrastructure strategy (and accompanying fund) to 2050 to provide a planned and prioritised investment roadmap for the area linking the delivery of infrastructure with the delivery of housing and employment sites.

We will be seeking some additional fiscal devolution as well as the ability to make better use of existing national and local funding. In combination these devolution proposals offer the means to do far more to secure the delivery of the local infrastructure needed in the area and including that needed to support major interventions such as Crossrail 2

#### **5. How have major metropolitan areas in other countries responded to similar challenges and priorities? Are there any lessons to be learned and applied in London?**

No comments