



The NPS will be used to decide about development at Heathrow which will come forward around 2025 at the earliest but participating in the Consultation process will help ensure proposals will support the following priorities:

2. *Increasing life expectancy by focusing on inequalities*
3. *Improving mental health and wellbeing*
4. *Housing*

Heathrow have committed to providing 5,000 apprenticeships and predictions are there will be up to 77,000 new jobs created. This will improve opportunities for local people to improve their quality of life through training and employment.

The Government have committed to requiring the developer and operator to a range of mitigation measures to mitigate the impact on local communities from air quality, noise and flooding.

Supporting the principle of expansion will help the proposals come forwards. The consultation is an opportunity to endorse the mitigation package proposed and present the case for the NPS to address the specific needs of Slough's communities, particularly as part of the runway is within the Borough.

### 3b **Five Year Plan Outcomes**

The NPS will be used to decide about development at Heathrow which will come forward after the current 5 Year plan around 2025 at the earliest. However the response to the draft NPS can be informed by the current plan.

The outcomes are:

- *Outcome 3: Slough will be an attractive place where people choose to live, work and visit.*

Key Action 3: Work to promote Slough as an attractive, safe and vibrant place with opportunities for all

The Councils response expresses its support for the principle of expansion includes the support for apprenticeships and the need to manage surface access to the airport from Slough positively.

Key Action 6: Work with SBC teams and stakeholders to improve air quality

The Councils response to the NPS will scrutinise the Developer and Operator's legal requirement to mitigate for negative impacts on air quality for Slough.

- *Outcome 5: Slough will attract, retain and grow businesses and investment to provide jobs and opportunities for our residents*

Key Action 5: Maximise the opportunities for local people from an expanded Heathrow Airport

The Council's response in support of the NPS and comments about how it should be changed are focused on maximising the opportunities for local people and mitigating negative impacts.

4 **Other Implications**

(a) Financial

There are no financial implications of proposed action.

(b) Risk Management

Risk	Mitigating action	Opportunities
Legal	Presenting the Council's support for and views on the Draft NPS will allow issues important for Slough to be brought to the attention of Government and the final Statement to be more useful.	Slough is one of only two Boroughs to have the development within its boundaries (known as a 'host authorities'). Participating proactively will allow the Council to engage early with HAL to deliver the best for Slough.
Property	The Policy team are aware the proposed location of the NW Runway option involves the loss of existing employment land.	Re-provision provides the opportunity to deliver development comprehensively.
Human Rights	No risks identified	
Health and Safety	Internal advice on noise and air quality has been sought.	The NPS should support avoidance or mitigation of negative impacts.
Employment Issues	The response will support the NPS view of the NW runway at Heathrow as the preferred option for airport expansion	Jobs and skills for Slough residents both during construction and operation.
Equalities Issues	None identified – the NPS includes a Equalities Impact Assessment	
Community Support	The Council has been discussing impacts on the community with HAL	The NPS includes mitigation for affected local communities.
Communications	No risks identified	
Community Safety	No risks identified	
Financial	Achieving clarity in the NPS now will reduce the risks and costs for example in producing evidence or debating issues at inquiry.	Supporting the expansion enables the Council to work proactively and positively with HAL to deliver benefits and mitigate negative impacts from the start of the project.
Timetable for delivery	Agreeing delegated powers to produce full NPS	Presenting a response will demonstrate Slough is

	response will enable a more technical response to be produced	engaged in the process.
Project Capacity	Support for Heathrow is cross-council and in the 5YP.	
Other		
Risk	Mitigating action	Opportunities

(c) Human Rights Act and Other Legal Implications

There are no legal or Human Rights Act implications.

(d) Equalities Impact Assessment

There is no identified need to complete an EIA.

**5 Supporting Information**

- 5.1 In October 2016 the Government announced that a Northwest Runway at Heathrow was its preferred scheme to deliver additional airport capacity in the South East of England. It also announced it would produce an Airports National Policy Statement which would be used as the primary basis for determining the application for the third runway which will be brought forward by Heathrow Airport Limited under the Development Consent Order process.
- 5.2 As a result the Department for Transport has now published a draft of the National Policy Statement (NPS) for public consultation until 25<sup>th</sup> May 2017.
- 5.3 Although it is a “National” Policy Statement, the NPS focusses on establishing the need case for the proposed Northwest Runway at Heathrow which was recommended by the Airports Commission.
- 5.4 It is considered that the Council should fully endorse the Governments position that northwest runway at Heathrow is the preferred scheme to provide additional airport capacity in the South East by 2030 for the reasons set out in the Draft Statement..
- 5.5 The NPS also sets out how an application for the Northwest Runway will be decided. This includes both a set of general principles and specific impacts and planning requirements that the applicant will need to meet in order to gain development consent.
- 5.6 Whilst the Council supports this approach, it is important that the requirements and decision making considerations are as clear, comprehensive and precisely defined as possible in the NPS. This will provide more certainty and avoid delays in the future decision making process.
- 5.7 The following sections therefore set out what the key requirements are in the Draft NPS along with the Council’s proposed comments.

## **Scope of the National Policy Statement**

- 5.8 The Draft Statement contains an “Illustrative Heathrow Northwest Runway scheme boundary map which is effectively a “red line” which contains the existing airport and the runway which was submitted by Heathrow Airport to the Airports Commission. Paragraph 4.3 states that that the National Policy Statement only applies to schemes within this boundary.

### **Comment:**

- 5.9 The Council request that the NPS clarifies that its area of application also applies beyond the identified boundary map as there are many elements of delivering the proposal that lie outside the Master Plan area. It is also important to ensure that the various targets set out in the NPS apply to a much wider area than the red line.

## **Specific Impacts and requirements**

### Surface Access (journeys by road, rail, and public transport)

- 5.10 The Government states that it wants to maximise the number of journeys made to the airport by sustainable modes of transport. It has set out a public transport mode share for passengers of at least 50% by 2030 and at least 55% by 2040. It is also setting a target of reducing staff car trips by 25% by 2030 and 50% by 2040.
- 5.11 Heathrow will be required to produce a Surface Access Strategy which will demonstrate how it will monitor and report on the targets.
- 5.12 In order to help achieve this the NPS states that new Western and Southern Rail Access schemes could be created with Heathrow Airport being expected to contribute towards the costs.
- 5.13 Heathrow Airport will also be expected to pay for the full costs of improvements to the M25, A4, A3044 and local roads to the airport.
- 5.14 The mitigation requirements state that the Government expects the applicant to secure transport networks or services ‘physical needed to be completed to enable the NW Runway to operate’. It also establishes that funding for schemes not solely required for airport capacity or needed when the additional runway first opens, may also need public funding contribution to deliver them.
- 5.15 The draft NPS states that with these provisions development consent should not be withheld on surface access grounds.

### **Comment:**

- 5.16 This approach is supported but it is not clear whether the provision of new services and infrastructure will be phased to ensure that congestion and impacts are avoided. Slough has other infrastructure under construction associated with HS2 and Crossrail so it is important this is considered to avoid negative impacts on residents and businesses operating in affected areas.

- 5.17 The council welcomes the proposal of the Western Access to Heathrow however there is no firm commitment to deliver this and with a high modal shift being proposed by the promoter it seems sensible that this scheme is embedded as part of the sustainable transport approach. The Council considers the scheme is sufficiently secured to have a higher status in the NPS.
- 5.18 The council welcomes the upgrade/improving of the road network and looks to the DfT to support infrastructure that will provide quicker journey times from Slough to the airport. However with R3 closing the A4 at Slough a new sustainable access should be provided to reduce congestion and pollution.
- 5.19 The council welcomes closer collaboration to provide robust improvements to enable and deliver the outcomes from the Surface Access Strategy.
- 5.20 Again the council welcomes the tough targets it is setting Heathrow on modal shift and also on monitoring but is conscious that there needs to be tools and legislation to support Slough and other LA's to hold HAL to account if the targets are not met.

#### Air Quality

- 5.21 The NPS recognises that airport projects can result in worsening local air quality during construction and operational phases. It states that Heathrow Airport will have to demonstrate that the Northwest Runway can be constructed and operated without affecting the UK's ability to comply with legal air quality requirements.
- 5.22 Suggested measures for mitigating air quality impacts during the operational phase include extending the use of zero or low emission vehicles and reducing landing charges for cleaner aircraft.
- 5.23 The NPS states that the Secretary of State will consider air quality impacts over the wider area likely to be affected as well as in the vicinity of the Northwest Runway. It also states that the precise package of mitigation measures should be subject to consultation and delivery may require working with partners.
- 5.24 The draft confirms that in order to grant development consent the scheme will need to be compliant with legal requirements.

#### **Comment:**

- 5.25 The recognition that the air quality impacts need to be considered over a wider area is welcomed. It is considered that more technical information and clarity about 'legal requirements' is needed, and the spatial scope of surface access sources of air quality pollution is also needed. This will then avoid unnecessary delays in the decision making process.
- 5.26 It is considered that the development should be required to ensure that there is no adverse impact upon the Air Quality Management Areas in Slough either from airport operation or surface access.
- 5.27 As part of the DCO submission, it is expected that Heathrow will be required to submit a revised air quality model (taking account of the latest emission factors and Government Guidance); this model will need to extend beyond the red line boundary

of the scheme to include strategic 'A' Roads (A4, A355, A412) and M4 within Slough including within Slough's 'existing' Air Quality Management Area.

- 5.28 This model will need to take into account cumulatively other permitted major developments and infrastructure development (i.e. SMART M4, HEx Depot, significant Slough Town Centre Developments) to determine the significance of impact on local air quality.
- 5.29 If the air quality model, as a result of cumulative changes to surface traffic, demonstrates a 'significant impact' on local air quality (referencing Institute of Air Quality Management guidance, our Local Plan and Air Quality Action Plan Policies) or a 'breach' of national air quality objectives within Slough, then Slough Borough Council would expect the DCO to implement 'substantial air quality mitigation packages'.
- 5.30 These packages will need to include Slough with a specific intent to 'avoid' significant air quality impacts; where this is not possible to 'mitigate' significant impacts; and where these are unavoidable; 'residual' impacts to 'offset' significant impacts.
- 5.31 Examples of such a package may include the implementation of a mandatory Clean Air Zone, implementation of clean vehicle technologies, implementation and expansion of real time air quality monitoring, investment in low emission public transport initiatives to lead to increasing sustainable 'modal' shift.
- 5.32 The package will need to be monitored, measured and reported on an annual basis until measures have sufficiently reduced air pollution to acceptable levels for the protection of public health.

#### Noise

- 5.33 The Draft NPS recognises that noise from aircraft is a significant concern for communities living close to Heathrow airport. It states that predicted improvements in aircraft technology and procedures should mean that even with expansion fewer people should be affected by noise.
- 5.34 Nevertheless there will be a requirement for binding noise performance targets to encourage the use of quieter aircraft. The Government is also seeking a legally binding ban on scheduled night flights for a six and a half hour period between 11pm and 7am with the start and finish times to be determined after consultation.

#### **Comment:**

- 5.35 It is considered that the development should be required to provide measures to mitigate the effect of noise upon Slough residents.
- 5.36 As part of the DCO submission, it is expected that Heathrow will finalise and model the 3rd runway flight paths and will submit detailed aircraft noise contour modelling, including for reasonable variations to flight paths and allowing for conditioned respite periods.
- 5.37 If the noise model indicates there will be significant noise impacts on Slough residents, the airport operator will be required to mitigate to British Standards

BS8233 requirements and compensate residents that are adversely impacted by aircraft noise in line with the principles outlined within the NPS.

### Community Compensation

- 5.38 The NPS highlights Heathrow Airport's pledge to pay home owners 125% of unblighted market value for compulsory purchases and within a larger voluntary purchase zone.
- 5.39 It also highlights the pledge to spend approximately £700 million on insulating 160,000 households and £40 million to insulate schools and community buildings affected by noise from aircraft.
- 5.40 There will also be a community compensation fund of around £50 million per annum.

### Skills

- 5.41 The NPS notes that Heathrow Airport has publically committed to create 5,000 new apprentices by 2030 doubling the current number.

### Ruling out a Fourth Runway

- 5.42 The Government makes it clear in the Draft NPS that it does not see the need for a fourth runway.

### **Comment:**

- 5.43 It is considered that the prospect of a fourth runway at Heathrow should be ruled out through a binding legal agreement.

### Other Issues

- 5.44 The Government is reforming Business rates and looking at opportunities for authorities to work together to share the benefits of from Heathrow which is currently the highest single site business rate payer in the UK.
- 5.45 It is not clear whether Slough would get any rates even though the proposed new runway would be built in the Borough. It would lose rates as a result of the demolition of existing facilities. As a result it is considered that these issues should be addressed as part of the overall decision making process.
- 5.46 One of the facilities that will have to be demolished to make way for the new runway is the Grndon's energy from waste plant. The NPS recognises this and states that the applicant will have to assess the effects of removing the Lakeside plant upon the capacity for the treatment of waste.
- 5.47 It is considered that the NPS should go much further than this and require that the energy from waste plant should be replaced in recognition of its sub regional importance.



## Representations to the Parliamentary Select Committee

- 5.48 As part of the process of producing a National Policy Statement, a Parliamentary Select Committee has been set up to scrutinise the Government's proposals. This will consider evidence before setting out its findings and recommendations.
- 5.49 The Council is a member of the Heathrow Strategic Planning Group which is made up from all of the adjoining Local Authorities, apart from Hillingdon, and organisations such as the Colne Valley Park and Local Enterprise Partnerships. This has been set up to act as the main body for coordinating negotiations with Heathrow Airport Limited in order to deliver better spatial planning and maximise the benefits from the development of the airport.
- 5.50 In order to meet the shorter deadline, the Group has submitted representations to the Parliamentary Select Committee in response to the specific questions that it has asked for evidence about. This raises many of the points that this Council would like to make about the National Policy Statement and so it is recommended that the representations to the Select Committee set out in Appendix A are endorsed.

## Further Comments

- 5.51 Officers have arranged to have a meeting with representatives from the Department for transport on 25th April to discuss the contents of the NPS in detail and seek clarification on a number of points. We will then have the opportunity to take account of the results of this meeting before we have to submit our comments on 25th May. As a result it is proposed that Officers be given authority to submit further detailed comments on the Draft Airports National Policy statement.

## 6 **Comments of Other Committees**

None

## 7 **Conclusion**

The Government's support for a new Northwest Runway at Heathrow as set out in the Draft Airports National Policy Statement is to be welcomed.

The Statement also sets out a number of requirements that any proposal for a new runway will have to meet. It is, however, important that these are clarified as far as possible in the NPS in order to provide a sound basis for future decision making on the third runway at Heathrow.

## 8 **Appendices Attached**

- 'A' The Heathrow Strategic Planning Groups written evidence to the House of Commons Transport Select Committee's Inquiry on the draft Airports National Policy Statement (NPS)

## 9 **Background Papers**

None.