

**SURREY COUNTY COUNCIL****CABINET****DATE: 24 SEPTEMBER 2019****REPORT OF: MR COLIN KEMP, DEPUTY LEADER****MR MIKE GOODMAN, CABINET MEMBER FOR ENVIRONMENT AND WASTE****LEAD OFFICER: MICHAEL COUGHLIN, EXECUTIVE DIRECTOR TRANSFORMATION, PARTNERSHIP AND PROSPERITY****SUBJECT: SURREY COUNTY COUNCIL'S RESPONSE TO STATUTORY CONSULTATION ON HEATHROW AIRPORT EXPANSION****SUMMARY OF ISSUE:**

The statutory consultation on Heathrow Airport's Preferred Masterplan for the future expansion of the airport ran between 18 June 2019 and 13 September 2019. This was scheduled to be the last public consultation in advance of Heathrow Airport Limited (HAL) submitting an application for a Development Consent Order (DCO) to the Planning Inspectorate (PINS) for examination under the provisions of the Planning Act 2008 for determining Nationally Significant Infrastructure Projects (NSIPs). The scale and complexity of the expansion plans is considerable and the consultation material substantial; as well as a third runway and new terminal facilities, Heathrow's expansion will include modification of the M25 between junctions 14-15, replacement and re-routing of local roads, river diversions and flood storage, parking, environmental mitigation and a range of airport supporting facilities.

The draft consultation response attached at Annex 1 has been produced in consultation with Surrey County Council services impacted by the scheme and provides commentary on the specific issues that are likely to significantly affect Surrey residents, businesses and county council service interests.

As agreed with the Leader and relevant Cabinet portfolio holders, the draft response was submitted in time to meet the consultation deadline, but HAL is aware that this response is subject to political sign off following the end of the consultation period and has accepted that further comments may be provided before the end of September.

**RECOMMENDATIONS:**

It is recommended that Cabinet considers the draft consultation response attached at Annex 1 and, if necessary, agrees any additional comments to be submitted to Heathrow Airport Ltd.

**REASON FOR RECOMMENDATIONS:**

The consultation response considers the potential impact of HAL's proposed scheme on the Council's services, residents and businesses. The response is in line with the 9 October 2018 Full Council resolution, which sets out the Council's position that the environmental

and infrastructure issues associated with expansion should be satisfactorily addressed. The comments in the response highlight the considerable concerns that this Council has in relation to the expansion proposals and some comments repeat points made at both a political and officer level during ongoing engagement with HAL on scheme development in bilateral meetings and through the Council's membership of the Heathrow Strategic Planning Group (HSPG). There are many issues that remain to be addressed and more information must be provided to enable the likely effects to be fully understood.

## DETAILS:

### Background

1. As Heathrow's expansion proposals are classified as an NSIP, permission requires the grant of a DCO under the Planning Act 2008. PINS will examine the DCO application and make a recommendation to the Secretary of State for Transport, who will make the decision on whether to grant or refuse permission. The DCO will be assessed against the Airports National Policy Statement (ANPS), which provides the policy framework for a Northwest Runway at Heathrow airport and associated new and reconfigured terminal facilities.
2. The June – September Airport Expansion Consultation is programmed to be the last public consultation prior to HAL's DCO application, which is expected to be submitted to PINS in 2020. It is the only statutory consultation on the new runway and physical infrastructure and operational changes needed for expansion (although under the separate airspace change process a consultation on flight path options is anticipated in 2022). The consultation provides a vast amount of supporting technical information, much of which is effectively an early version of information and assessments that will be required for the DCO submission.
3. The DCO process front loads much of the engagement that scheme applicants are required to have with statutory consultees. As a 'host authority' for the scheme, which extends into the county, this Council's engagement with HAL on the expansion proposals has been ongoing for a number of years and the consultation response covers many of the concerns and issues that have been raised during this ongoing engagement.
4. The majority of engagement with HAL takes place through HSPG, which comprises ten local authorities in 'the area of influence' of expansion at Heathrow as well as impacted Local Enterprise Partnerships and the Colne Valley Park Community Interest Company. The group was established in 2015 to lobby and be a collective voice on matters relating to expansion and to enable collaborative spatial planning aimed at reducing and mitigating impacts as well as looking to maximise the benefits of an expanded Heathrow. A Lead Members' Board was established in July 2017 to enable political discussions with HAL and government. Through this Board, Surrey County Council has also endorsed HSPG's response to the consultation, which raises vital strategic issues as well as providing detailed comments on a number of the technical documents included as part of the supporting material.
5. There have been a number of resolutions on airport expansion at Full Council since 2013, the most recent being the 9 October 2018 resolution setting out the Council's position on Heathrow expansion:

*This Council:*

- *Recognises the crucial role of Heathrow in supporting employment for Surrey residents, generating investment for the Surrey economy and attracting major businesses.*
  - *Urges that the environmental and infrastructure issues associated with expansion are satisfactorily addressed.*
  - *Continues to engage with Heathrow management, alongside other local authorities, Local Enterprise Partnerships and other organisations as part of the Heathrow Strategic Planning Group, on its expansion plans in order to protect and promote the interests of Surrey, its residents and businesses.*
  - *Continues to press for proper compensation for residents who are affected by the expansion plans.*
  - *Emphasises that the necessary infrastructure should be in place before any new runway comes into operation together with appropriate mitigation measures and commitments to address environmental impacts.*
  - *Calls on the Government to prioritise a southern rail access scheme, which supports strategic transport and economic objectives and contributes to addressing environmental impacts, to be in operation before any new runway comes into service.*
6. The consultation response is in line with this resolution, in particular focussing on the surface access and environmental issues that need to be addressed. The response relates the comments to the relevant topics for the assessment of potential impacts and assessment principles identified in the ANPS. Considerable cross service engagement and coordination has been undertaken to enable the potential impacts to be identified and considered as fully as possible.
7. There are a number of areas where the Council has grave concerns. On surface access provision, we continue to stress that delivery of a Southern Rail scheme needs to be expedited and preferably be in place for when the new runway comes into operation. Officers have met with Department for Transport (DfT) officials and there has also been ongoing engagement with the Department through HSPG to press for the project to be developed to support Heathrow expansion as early as possible. The Leader has recently written to the Secretary of State for clarity on next steps and funding. It is clear from the response received (see Annex 2) that this Council and HSPG need to continue to lobby DfT and HAL to push forward work to develop the project and ensure it benefits Surrey and the wider South East and not just south west London.
8. In the response, we highlight the inadequacies in transport modelling data and lack of detail on impacts on local roads and specific public transport and active travel measures within the county. The commitment to public transport improvements to the south and west of the airport needs to be stronger. We would like to see greater detail on what specific improvements are being committed to including on the level of financial support that will be available to ensure sustainability of services in the long term and how this will be governed. The proposed Surface Access Strategy is critical, not least because increased traffic around the airport, especially heavier freight vehicles, could affect road condition and have maintenance implications for the council.
9. Air quality is a key area of concern for the Council because of its impact on public health. The DCO boundary is surrounded by Air Quality Management Areas (AQMAs) and the whole of Spelthorne is an AQMA. The Stanwell area could be

significantly impacted because of the increase in airport related road traffic to the south and west of the airport and construction activities, but more information on transport modelling is needed to fully assess the impact on air quality. We would like to see HAL commit to supporting progressive reductions in air pollutants in areas currently below legal thresholds, not just avoid contributing to exceedances of maximum legal limits.

10. A lack of detail is a common issue, particularly on mitigation measures, to enable us to understand and develop an informed view of the likely environmental effects and health impacts on communities. This causes specific concern for the Council in areas such as environmental mitigation, work to manage flood risk and compensation. The concern of Surrey residents on the as yet unknown nature of noise impacts associated with expansion is recognised.
11. The Wider Property Offer Zone (WPOZ) should be extended to incorporate the entire village of Stanwell Moor and large parts of Stanwell. There will be residents in these communities who will experience prolonged quality of life and potential health impacts given the long construction period and expanded operations.
12. All issues raised within the consultation response are captured within a Heathrow Issues Log and HAL's progress in addressing each issue will be tracked throughout the DCO process. Issues that remain unresolved at the point of examination will form the basis of our submissions to the examination.

#### **CONSULTATION:**

13. All members have been invited to a series of briefing sessions at which HAL has presented on the proposals. Queries raised and comments made have informed the consultation response.
14. The Communities, Environment and Highways Select Committee has considered the draft response.

#### **RISK MANAGEMENT AND IMPLICATIONS:**

15. The response highlights areas where there could be financial implications for the Council if adequate mitigation is not provided through the DCO. It also raises a number of areas where a much greater level of detail and technical assurances are required, including flood risk. There is a need for further engagement with Surrey's Local Resilience Forum to address various issues prior to DCO submission.

#### **FINANCIAL AND VALUE FOR MONEY IMPLICATIONS**

16. There are no direct financial implications at this stage, however the consultation response identifies areas where there could be cost implications unless adequate mitigation measures are provided by HAL as part of the scheme.

#### **SECTION 151 OFFICER COMMENTARY**

17. While there are no immediate financial implications associated with this report, the future expansion of Heathrow has potentially significant environmental, economic and financial implications, both positive and negative, for the County of Surrey and Surrey County Council. The response to the HAL consultation addresses a number of specific areas of concern and requests further details on their mitigation to enable

a greater understanding of their impact. Further engagement is expected with HAL in developing their proposals and mitigation measures.

#### **LEGAL IMPLICATIONS – MONITORING OFFICER**

18. HAL's proposed expansion is classified as an NSIP under the Planning Act 2008 and if the scheme is approved the Secretary of State for Transport will grant permission in the form of a DCO. A DCO combines consent to develop a project together with a range of other consents such as listed building and some environmental consents. A DCO can also contain powers for the compulsory acquisition and temporary possession of land. HAL's current consultation is to meet the statutory requirement for pre-application consultation and Surrey County Council is a consultee.

#### **EQUALITIES AND DIVERSITY**

19. HAL is undertaking an Equality Impact Assessment.

#### **OTHER IMPLICATIONS:**

20. 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.

#### **ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS**

21. The response sets out the wide ranging environmental and sustainability areas where there is insufficient information to enable an informed view of the likely significant environmental effects to be developed where more detail is needed on proposals for mitigation measures. These include:

- Surface access proposals
- Air quality impacts
- Noise implications
- Biodiversity enhancements
- Additionality to be provided over and above approved mineral restoration schemes
- Implications for aggregate processing capacity
- Flood risk and water quality

#### **PUBLIC HEALTH IMPLICATIONS**

22. The consultation response includes comments on the assessment of health impacts included within the consultation material.

#### **WHAT HAPPENS NEXT:**

23. The next steps are:

- a. Submission of any additional comments on the consultation to HAL
- b. Ongoing work through the Heathrow Strategic Planning Group to influence the design of the scheme, including mitigation measures, before DCO submission for examination (programmed for summer 2020)
- c. Ongoing engagement with HAL at a political and officer level to follow up on concerns and key issues set out within the response in advance of DCO submission.

**Contact Officer:**

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**Consulted:**

Colin Kemp, Deputy Leader, Cabinet Member for Economy and Prosperous Places

Mike Goodman, Cabinet Member for Environment and Waste

Members through a briefing session at which HAL presented their proposals

Communities, Environment and Highways Select Committee.

County council services affected by the proposals

**Annexes:**

Annex 1: Surrey County Council response to Heathrow's Airport Expansion Consultation

Annex 2: Response from Secretary of State

**Sources/background papers:**

- Heathrow Airport Expansion Consultation material  
<https://aec.heathrowconsultation.com/collections/all-aec-documents/>
  - Airports National Policy Statement: new runway capacity and infrastructure at airports in the South East of England June 2018  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/714106/airports-nps-new-runway-capacity-and-infrastructure-at-airports-in-the-south-east-of-england-web-version.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/714106/airports-nps-new-runway-capacity-and-infrastructure-at-airports-in-the-south-east-of-england-web-version.pdf)
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