

Airport Capacity Expansion

– response to Airports Commission’s consultation, November 2014

Comments from the Royal Borough of Kingston upon Thames

1. The Royal Borough of Kingston upon Thames welcomes the opportunity to provide comments on the Airports Commission’s Consultation Document (November 2014) and supporting documentation. Kingston Borough is situated between Heathrow and Gatwick Airports and therefore, whichever option is taken forward, there will inevitably be some impact on our borough.
2. RBK appreciates the transparency of the process, since the addition of new aviation capacity will affect a large number of people. We continue to encourage the Airports Commission to engage with London boroughs as local planning authorities and representatives of local communities. However, we would like to highlight the very technical nature of the consultation material which relies on the ability of readers transfer knowledge between various technical reports.
3. At the January 2015 meeting of this Council’s Infrastructure, Projects and Contracts Committee (papers attached as an appendix), Members of the Royal Borough of Kingston upon Thames resolved that, on the basis of information presented to date, they are minded to support the expansion proposals for Gatwick Airport over those presented for Heathrow. However, before confirming this stance, RBK has specific comments in relation to how the Commission has carried out its appraisal; in particular we wish to highlight the need for further work on each of the options in the following key areas:
 - a. Traffic modelling, to assess the implications of strategic and other major roads through Kingston Borough, and associated mitigation
 - b. Assessment of the economic impact on our borough
4. This paper summarises this Council’s position regarding airport expansion including key points from the attached report and also additional matters that have arisen from discussions with representatives of Heathrow and Gatwick airports in the period leading up to the Committee meeting.
5. The consultation document and supporting reports have been assessed and it appears that detailed modelling of the impacts on the strategic and other major roads serving expanded airport facilities (in particular those roads through Kingston borough) has not yet been carried out. This is a significant omission and we believe is a matter that requires addressing early in 2015 in order to inform the final decision regarding airport expansion.
6. New runway capacity will require investment in roads and rail since existing infrastructure is near or at capacity in our area. Whichever scheme is taken forward there would be associated implications for roads through Kingston with traffic likely to increase in the borough. RBK would therefore like to see an assessment of key roads through the borough, including the A240, A243 and A3 which are already at capacity during peak times and likely to take more traffic as a result of any of the airport expansion options. These are the

main routes through our area which already provide fast links to Heathrow and Gatwick.

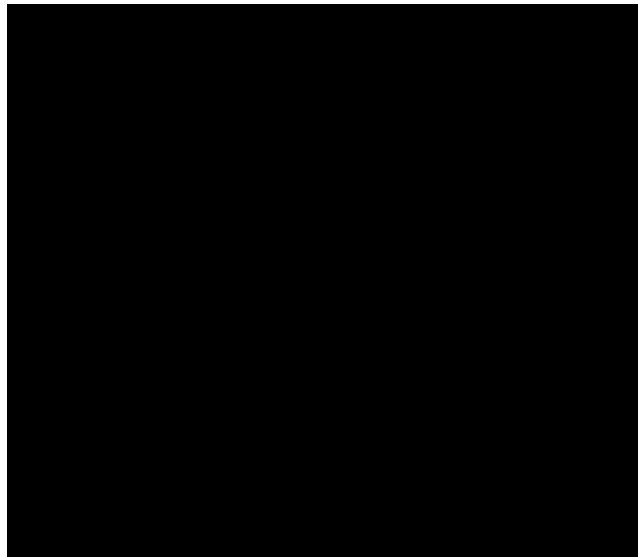
7. The Commission seems to believe that identified improvements to roads and public transport, such as Crossrail coming to Heathrow, may go a long way towards resolving the access problems. It also appears that the Commission has only assessed the surface access demands and costs to 2030 for a small airport rather than the likely long-term demands and costs. The assessment process has utilised airport facilities around 50% smaller than the potential leading to an underestimation of total surface access demand. As a consequence, the surface access demand is likely to be around 50% too low. We would like to see the evidence for the claims (regarding identified improvements) and the additional information that is required, including the assessment of a larger airport. Having liaised with TfL and a number of other authorities, it is anticipated that the Commission will be questioned on these matters by a number of parties.
8. Additionally, it appears that staffing efficiencies and other assumptions have been adopted that could seriously underestimate staff travel demand. Also, the costs associated with enhancing and maintaining roads and some of the new rail services (for example additional Crossrail trains) are very significant and have been disregarded, despite showing evidence that these schemes/costs are essential for enabling LHR expansion and 'banking' their benefits.
9. The Commission's estimates for future public transport mode share are considered to be very optimistic predicting a large mode shift to rail which does not seem plausible, and we believe this is another contributory factor leading to an underestimation of traffic generation. We would like to see the evidence for the assumptions on modal split. Additionally, the rail modelling undertaken is based on older models which do not take into account the latest population forecasts. The peak hour identified in the assessment for analysis is 0700-0800 which appears to be based on peak hour airport related activity; however this is different from what is traditionally taken to be the AM Peak for London's surface access networks. The Commission needs to demonstrate that it is capturing the period when combined airport plus background demand is at its highest.
10. The new southern road access proposed as part of the Heathrow package could have a significant impact on local roads to the south of the airport, including through Kingston, as this route will provide an attractive alternative for people accessing the site from the south. It is understood that there was no mention of this proposal in the material produced.
11. Kingston is less well connected by public transport than many neighbouring boroughs in South West London. While Crossrail 2 is programmed to come to our area by about 2030 it does not provide direct access to either of the airports. It is estimated that a large proportion of Kingston residents currently access the airports by car/taxi rather than public transport, and it is therefore important to continue to pursue improvements to public transport and the

introduction of targets for journeys by public transport for passengers and airport staff.

12. The Commission has only carried out high-level air quality modelling; it has not carried out the detailed air quality modelling work required to provide greater assurance in respect of the implications and scope for mitigation. We would like confirmation that the Commission is continuing this work which will then inform its final recommendations.
13. Airport expansion will inevitably offer the opportunity to focus investment in South West London. As an example, Croydon could benefit substantially from the expansion of Gatwick airport due to the excellent transport connections between the centres. However this may not provide the best long term economic outcomes for Kingston since Croydon and Kingston town centres compete directly with each other. There is a need for an economic assessment of the impacts of airport expansion on surrounding areas, including Kingston. Airport expansion has the ability to provide jobs, business and new homes over a wide area, but this is likely to be concentrated along the well connected corridors, such as Croydon - Gatwick - Brighton.
14. In summary, based on the evidence presented to date, Members of the Royal Borough of Kingston upon Thames have resolved that they are minded to support the expansion proposals for Gatwick Airport over those presented for Heathrow. That said, this Council has specific concerns in relation to how the Commission has carried out its appraisal. In particular we wish to highlight the need for further work on each of the options in the following areas: traffic modelling to assess the implications on major roads through Kingston Borough and associated mitigation, and also an assessment of the economic impacts on our borough. These are significant omissions which we believe require immediate attention to inform the final decision regarding airport expansion.

ROYAL BOROUGH OF KINGSTON UPON THAMES (DRAFT)
INFRASTRUCTURE, PROJECTS AND CONTRACTS COMMITTEE
13 JANUARY 2015

(7:30 pm – 8:47 pm)



40. QUESTIONS AND PUBLIC PARTICIPATION

No questions were submitted.

41. APOLOGIES AND ATTENDANCE OF SUBSTITUTE MEMBERS

[REDACTED]

42. DECLARATIONS OF INTEREST

None.

43. MINUTES

Resolved that the minutes of the meeting held on 20 November 2014 are a correct record.

44. RBK MINI-HOLLAND PROGRAMME CAPITAL BUDGETS FOR EARLY STARTS **Appendix A**

The Committee were asked to approve a capital budget of £13.44m for the RBK mini-Holland programme to progress early start schemes as previously outlined to the Committee on 11 September 2014. This will be the total capital budget requirement for all the early start schemes between 2015/16 to 2017/18 all of which is to be funded from the Transport for London mini-Holland allocation of £32.7m.

Resolved that:

1. a capital budget of £13.44m is approved for the following mini-Holland early start schemes for 2015/16 to 2017/18:
 - a. New Malden to Raynes Park (LM.4) - £1.861m
 - b. Portsmouth Road (NW.3) - £1.327m
 - c. Local Connectivity to Portsmouth Road (NW.3a) - £0.173m
 - d. Kingston Hill/ Kingston Vale (NW.1) - £2.959m
 - e. Kingston Station Cycle Hub (LM.1) - £6.02m
 - f. Complementary Measures (SM.1) - £1.1m

[This builds on £700k (revenue) which has been already allocated from the overall mini-Holland allocation of £32.7m for initial development of the early starts].
2. the Committee notes that further capital budgets will be sought from the Committee at a later date for the non-early start schemes to ensure that the total Transport for London allocation to RBK of £32.7m is fully spent.

Voting: Unanimous.

45. RBK MINI-HOLLAND PROGRAMME - PORTSMOUTH ROAD SCHEME

Appendix B

The Committee were asked to approve that the draft Portsmouth Road mini-Holland scheme (Annex 1 of the report) goes to public consultation. Transport for London (TfL) has allocated RBK with £32.7 million for the RBK mini-Holland programme. The Portsmouth Road Scheme is an 'early start' scheme with a budget of £1.4 million. The final scheme will considerably improve both the cycling experience along Portsmouth Road and the quality of the public realm.

The mini-Holland programme team working with the RBK Corporate Communications Team and a specialist communications agency, Copper Consultancy are producing a communications and engagement framework for the mini-Holland programme as a whole and the Portsmouth Road Scheme in particular. Various direct methods of communication will be utilised such as leaflet/letter distribution and door knocking as well as mass communication channels (such as formal and social media) as well as targeted advocacy work and a series of public exhibitions. Over 800 households within the area will be consulted on the scheme. The consultation period will run for 4 weeks between 19 January and 18 February. Kingston Town and Surbiton Neighbourhood Committees will also be given the opportunity to comment upon the draft proposals.

[REDACTED] the Kingston Cycling Campaign, addressed the Committee from the public gallery. The Kingston Cycling Campaign are disappointed with the draft proposal as they perceive it as having a low level of segregated cycle lanes and as such they feel that the draft scheme does not meet the aspirations that were set out in the mini-Hollands' bid document. It is the view of the campaign that new cyclists need continuous segregated cycle lanes. In their consideration of the report some Members echoed these concerns and emphasised the need to continue to consult with dedicated groups like the Kingston Cycling Campaign.

The Committee were informed that Officers were looking forward to discussing and developing these issues during the consultation period. The proposed draft scheme is attempting to improve the road for both cyclists and other road users. Although the scheme is not an entirely segregated one, the width of the proposed cycling lanes in the middle sections of the road are considered to be substantial. In order to provide full segregation the Council would need to look at how it could mitigate issues such as access to bus stops, access to road crossings and where to place entrances and exits to the fully segregated cycle lane. Officers are looking forward to engaging with all interested parties as they continue to develop the draft scheme during the consultation.

It was moved to amend the recommendations, as detailed in the report, in order to allow dedicated cycling groups to meet with the programme team prior to the draft scheme being released for consultation. The motion fell as it was the Committee's view that these groups will be engaged with during the consultation period.

[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

Resolved that

1. the draft Portsmouth Road mini-Holland scheme (attached as Annex 1 of the report) goes to public consultation.
2. public consultation will begin on 19 January for the feasibility design stage of the Portsmouth Road scheme.
3. the Committee notes that, following this period of public consultation, the draft Portsmouth Road scheme will be amended in response to the consultation and that the revised scheme will then be presented at a future meeting of the Committee for the approval of the detailed design stage and the final implementation of the scheme.

[REDACTED]
[REDACTED]
[REDACTED]

46. **AIRPORT CAPACITY EXPANSION – RESPONSE TO AIRPORTS COMMISSION’S CONSULTATION DOCUMENT** Appendix C

In December 2013 the Airports Commission published its Interim Report which concluded that there is a case for at least one net additional runway in London and the South East by 2030. The Airports Commission has produced a consultation document which is seeking views on the following three options:

- Gatwick Airport Second Runway
- Heathrow Airport Extended Northern Runway
- Heathrow Airport North West Runway

This is the last public consultation before the Commission produces its final report next summer. The Committee were asked to recommend a response to the consultation document.

Resolved that:

1. the Committee highlights the need for further work on each option in the following areas:
 - a. Traffic modelling, to assess the implications on the road network in Kingston Borough and associated mitigation
 - b. Assessment of the economic impact across the borough
2. RBK reserves its position in respect of the various options until the Commission’s further assessment work has been completed.
3. a further report will be presented to the Committee recommended an RBK position once the further assessment work has been reviewed (Spring/Summer 2015).
4. at this point in time, based on the evidence thus far submitted, the Committee are minded to support the Gatwick option.

47. THAMES SIDE WHARF, KINGSTON TOWN CENTRE

Appendix D

The Committee were asked to agree to the disposal of 0.029 acres of land on the Thames Side Wharf in the Kingston Town Centre to Fenwick on the basis of the terms and conditions detailed in the body of the report. The subject property (shown verged in heavy black outline on the OS plan in Annex 1 of the report) immediately adjoins land owned by Fenwick and the acquisition of the land will allow Fenwick to proceed with their proposed development scheme, that has the benefit of planning consent, for a mixed use scheme that aligns with the site's listing within the Kingston Town Centre Area Action Plan.

Members noted, but during the course of the meeting did not directly refer to, financial details contained within the exempt report which it was agreed should be exempt from publication by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Resolved that:

1. the proposed transaction with Fenwick is approved, in principle, on the basis of the terms detailed in the report in order to enable the proposed scheme to proceed.
2. authority is delegated to the Head of Property to finalise the detailed terms of the transaction, on the basis of the most economically advantageous terms to the Council in consultation with the Lead Member for Capital, Projects and Contracts.

Voting: Unanimous.

48. BLAGDON ROAD MULTI-STOREY CAR PARK

Appendix E

The Committee were asked to agree that officers progress the proposed transaction with Matterhorn Capital Ne Malden Ltd on the basis of the terms and conditions detailed in this report in respect of the Blagdon Road multi-Storey Car Park.

The Council has received two separate commercial offers to re-structure its property interests in the Blagdon Road Multi Storey Car Park and these were reported to the Committee on 11 September 2014. At that meeting the Committee selected Matterhorn Capital/S2 as the preferred party subject to further detailed negotiations. Officers have been progressing formal negotiations with Matterhorn Capital/S2 including undertaking appropriate due diligence to inform the transaction, and the outcome of those discussions was detailed in the exempt part of the report.

Members noted, but during the course of the meeting did not directly refer to, the financial details contained within the exempt report which it was agreed should be exempt from publication by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Resolved that

1. the Head of Property is authorised to progress and conclude negotiations with Matterhorn Capital New Malden Ltd on the basis of the terms detailed in the report, ensuring that it reflects the most commercially advantageous terms to the Council.
2. Authority is delegated to the Head of Property to finalise the proposed transaction in consultation with the Lead Member for Capital, Projects and Contracts.
3. in the event of the Matterhorn proposal failing to proceed, the proposal from the alternative party, Grainrent/Evolve Ltd is fully explored and progressed.

Voting: Unanimous.

49. URGENT ITEMS AUTHORISED BY THE CHAIR

None

Signed.....Date.....
Chair

Infrastructure, Projects and Contracts Committee

13 January 2015

Airport Capacity Expansion – response to Airports Commission’s consultation document

Report by Director of Place

Purpose

To outline the work undertaken to date on airport capacity expansion including the options shortlisted by the Airports Commission. To recommend a way forward for responding to the consultation document (deadline 3 February 2015).

Recommendations:

That the Committee resolves that:

1. The proposals outlined in this report for providing a response to the current consultation document. In particular, the Council highlights the need for further work on each option in the following key areas:
 - a. Traffic modelling, to assess the implications on the road network in Kingston Borough and associated mitigation
 - b. Assessment of the economic impact across the borough
2. RBK reserves its position in respect of the various options until the Commission’s further assessment work has been completed.
3. A further report will be presented to the committee recommending an RBK position once the further assessment work has been reviewed (Spring/Summer 2015).

Key Points

- A. In December 2013 the Airports Commission published its Interim Report which concluded that there is a case for at least one net additional runway in London and the South East by 2030.
- B. The current consultation, which ends on 3 February 2015, seeks views on the following three options:
 - 1) Gatwick Airport Second Runway
 - 2) Heathrow Airport Extended Northern Runway
 - 3) Heathrow Airport North West RunwayThis is the last public consultation before the Commission produces its final report next summer.
- C. Through the 2M Group of local authorities, RBK has historically been concerned about the environmental impact of Heathrow expansion believing a policy of uncontrolled growth is unsustainable.
- D. This latest assessment is lacking in a number of key areas. No detailed modelling of the impacts on the local road networks and associated air quality have been carried out and further assessment of the economic impacts is required.

- E. The Commission believes that identified transport improvements may go a long way towards resolving the transport problems, however, whichever scheme is taken forward, traffic is likely to increase in the borough. TfL have stated that they will investigate key routes through Kingston, but not until next year.
- F. Airport expansion has the ability to provide jobs and business over a wide area, but this is likely to be concentrated along the well connected corridors such as Croydon – Gatwick – Brighton (Coast to Capital LEP). The implications for Kingston require assessment.

Context

- 1. The airports system in London and the South East is being placed under growing pressure and the Airport's Commission was set up by the Government in 2012 to look into whether the UK needed new runways. It was asked to produce its final report in July 2015.
- 2. In December 2013 the Commission published its Interim Report which concluded that there is a case for at least one net additional runway in London and the South East by 2030. The short-list of three options centred around expanding either Gatwick or Heathrow airport, for which the commission has continued its appraisal. There was no justification for a new runway outside the South East.
- 3. In September this year the Airports Commission announced its decision not to add the inner Thames estuary airport proposal to its shortlist of options due to the substantial disadvantages with the project costs, economic disruption and environmental hurdles.

Consultations

The 3 shortlisted options

- 4. The current consultation document seeks views on three options and the Commission's assessment of them. These include:
 - a. Gatwick Airport Second Runway
 - b. Heathrow Airport Extended Northern Runway
 - c. Heathrow Airport North West Runway
- 5. This is the last public consultation before the Commission produces its final report next summer. It assesses the claims of the promoters and is welcoming views on its assessment. This analysis looks across a range of subjects including an analysis of costs, the effect on communities of noise, property loss and construction, and the economic benefits and environmental impacts.
- 6. The consultation runs for 12 weeks, ending on 3 February 2015, with extensive supporting documentation. Consultation questions have been provided in a number of areas: views and conclusions on the options, the appraisal and overall approach, and any further comment on the Commission's work. The Commission will take account of responses in its final report.

Discussions with key partners

- 7. To assist with providing a response to this consultation, RBK officers are in contact with a number of partners including Transport for London, neighbouring authorities, LAANC (Local Authorities' Aircraft Noise Council) and the airports.

8. TfL have made it clear that they will not be conducting a detailed analysis of the impact of expansion on RBK primary routes (such as A240 and A243). In response, and following recent discussions with key bodies, RBK officers have taken up offers from both TfL and Gatwick Airport of carrying out overview assessments of the impact on RBK roads, including estimation of traffic increases associated with airport expansion.
9. Contact has also been made with some of the surrounding boroughs regarding the stance being adopted, with Wandsworth and Croydon Councils having already publically declared their support for Gatwick. There are clear economic gains for Croydon if the Gatwick expansion proposal is progressed, while Wandsworth (and some of the other adjoining authorities) have for some time strongly opposed any expansion of Heathrow.
10. This Council's position has historically been reflected by it's membership of the 2M Group of West London and neighbouring local authorities opposed to Heathrow expansion. The Group has opposed the expansion by the provision of a third runway on three policy grounds, climate change, economic justification and surface access. However, Kingston's involvement has not been as intense as some authorities who are located closer to Heathrow.

Key Facts

11. Some of the key facts can be identified as follows:
 - All three options are sufficient to meet the UK's need for new airport capacity.
 - Expansion at Gatwick would be cheaper with lower risks. For example EU legal limits for air pollution have to be met by 2020 and are unlikely to be exceeded at Gatwick even with expansion. Conversely, they are already exceeded in areas around Heathrow.
 - All options will cost more than previously estimated by promoters.
 - Overall, significantly fewer people in adjoining areas would be affected by noise impacts at Gatwick than if Heathrow were extended.
 - For the Gatwick option, 168 homes would probably have to be demolished. On the Heathrow north-west runway option, a total of 784 homes may have to be demolished.
 - A new runway at Heathrow is likely to deliver significantly greater economic benefits to the UK than at Gatwick with Heathrow's expansion creating the greatest number of jobs.
 - The Heathrow options could require up to 70,000 extra homes by 2030 (due to the creation of additional jobs) which the Commission believes may be challenging for the local authorities. However, the Commission doesn't believe that Sussex will be flooded by new homes if Gatwick is expanded. They expect that many workers will commute from existing areas, particularly South London.

Summary Table

	Contribution to the Economy	Jobs created	Numbers impacted by noise (2050)	Number of properties demolished	Number of new homes needed	Impact on air pollution
Gatwick	£42bn - £127bn	63,000	26,000	186	0-18,400	Unlikely to exceed EU legal limits
Heathrow	£112bn - £211bn	112,000	820,000	783	Up to 70,000	Will find EU limits challenging
Heathrow Hub	£101bn - £214bn	92,000	1,035,100	242	Up to 70,000	Will find EU limits challenging

Review of the Consultation Documents

12. Detailed modelling of the impacts on the local transport networks has not yet been carried out. However, the Commission believes that identified improvements to roads and public transport, such as Crossrail coming to Heathrow, may go a long way towards resolving the problems. Additionally, it appears that the Commission has only assessed the surface access demands and costs to 2030 for a small airport rather than the long-term demands and costs. It is anticipated that the Commission will be challenged on these matters by the authorities and TfL.
13. New runway capacity will require investment in roads and rail since existing infrastructure is near or at capacity; the big cost at Heathrow (for either option) is the need to tunnel part of the M25. RBK should push for the assessment of key roads through the borough, including the A240, A243 and A3 which are likely to take more traffic. In this respect, the Commission's estimates for future public transport mode share are optimistic predicting a large mode shift to rail which does not seem plausible, and means that traffic generation may be underestimated. Also the new southern road access proposed as part of the Heathrow package could have a significant impact on local roads to the south of the airport including through Kingston, for which there was no mention in the material produced.
14. Kingston is less well connected by public transport than many neighbouring boroughs, although Crossrail 2 is programmed to come to the area by about 2030. It is estimated that a large proportion of Kingston residents currently access the airports by car/taxi rather than public transport, and we should therefore continue to lobby for improvements to public transport and the introduction of targets for journeys by public transport for passengers and staff.
15. The Commission has only carried out high-level air quality modelling; it has not carried out the detailed air quality modelling work required to provide greater assurance in respect of the implications and scope for mitigation. The Commission states that it is continuing this work which will inform its recommendations.

Conclusions

16. Given the stance taken by the 2M Group and the support given by Wandsworth and Croydon Councils for the Gatwick proposals, the expansion of Gatwick Airport may ultimately be the favoured option for many of the South West London Boroughs. However, the Gatwick proposal has a number of challenges including transport, for

example some of the main line rail services are already at capacity and congestion on major roads is high.

17. Whichever scheme is taken forward there would be associated implications for roads through Kingston with traffic likely to increase in the borough. While RBK would want to see investigation of the key highways through the borough, it is recommended that we reserve our position in respect of the various options until this assessment work has been completed.
18. Airport expansion will offer the opportunity to focus investment in South West London. In particular Croydon could benefit substantially from the expansion of Gatwick, however this may not provide the best long term economic outcomes for RBK since Croydon competes directly with Kingston. There is a need to consider the impact of airport expansion as part of the RBK economic development strategy and emerging opportunity planning framework and also to re-appraise the RBK competitive position in respect of working, living and visiting the Borough.
19. Airport expansion is likely to roughly coincide with the implementation of Crossrail 2. Although Crossrail 2 will not provide direct links between Kingston and the airports it will provide a significant boost to the area through enhanced connectivity. Airport expansion has the ability to provide jobs, business and new homes over a wide area, but this is likely to be concentrated along the well connected corridors such as Croydon – Gatwick – Brighton.

Impacts and Implications

Resource Implications

20. There are currently no significant resource implications in respect of the Airports Expansion project. However, as the preferred scheme is developed and associated planning, design and consultation are undertaken, then resource implications for RBK could become more significant.

Legal Implications

21. There are no specific legal implications at the time of this report. However, it should be noted that as the preferred scheme is developed, then a number of legal implications are likely to come into play.

Risk and Equalities Impact Assessment

22. Some roads through Kingston are likely to take increased traffic volumes whichever scheme is taken forward. To reduce the impacts, RBK would want to see investigation of the roads through the borough which form key links to the airports.
23. Centres such as Croydon could benefit substantially from the expansion of Gatwick and this option could disadvantage Kingston in the long term. Expansion of Heathrow could benefit those centres in west London, although the impacts for Kingston are considered to be less significant than the expansion of Gatwick.

Equalities Impact Assessment

24. There are considered to be no significant equality impacts associated with airport expansion.

Environmental Implications

25. To date the Commission has only carried out high-level air quality modelling. Detailed air quality modelling work is required to provide greater assurance in respect of the air quality implications and scope for mitigation. The Commission states that it is continuing this work which will inform its recommendations.

[REDACTED]

List of reports/documents:

Airports Commission's Consultation Document, November 2014.

Briefing notes produced by the Local Authorities' Aircraft Noise Council on the Airports Commission's Consultation documents.