



HEATHROW STRATEGIC PLANNING GROUP

# JOINT SPATIAL PLANNING FRAMEWORK

*February 2020*

## **A final draft JSPF for agreement by HSPG**

This second draft of the JSPF follows from a previous iteration that was approved in-principle by the HSPG Leaders Board in November 2019.

The document has been evolved through extensive collaborative work and revised following detailed responses to the first full draft (dated 4th November 2019). The content of the draft has been further evolved in consultation with a number of external stakeholders, including Heathrow Airport Limited (HAL).

HSPG member bodies will individually endorse, and the HSPG Leaders Board approve the first JSPF in February 2020 (subject to minor editing and any other alterations necessary).

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# Foreword

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*Our sub-region is a growing and dynamic area – a vitally important part of the national economy.*

We share in regional and national opportunities and concerns, such as climate change. Yet we also have a complexity of different local needs and challenges, which all need to be carefully balanced.

An important factor we share as a group is the strong influence of Heathrow Airport on our local communities, economies and environment. Over the last 70 years commercial air travel and Heathrow Airport have grown and changed in many ways unimagined when the airport first opened. Overtime a complex set of interdependencies and relationships have built-up between the airport and our area.

The Government has decided that, as a national priority, Heathrow Airport should be expanded with a new third runway - the Northwest Runway. This creates massive new challenges and opportunities for our area. Individual member bodies of the HSPG hold different views on airport expansion, but at the heart of the work of HSPG is our belief in working collaboratively to maximise the opportunities and minimise the impacts

that expansion presents. As such, the members of HSPG have chosen to work together to create this Joint Spatial Planning Framework to help achieve the aspirations of our local communities across the sub-regional area.

*This collaborative working has already proven to bring us a stronger and more effective voice to Government, promoters of expansion and other partners.*

Critically, this framework helps us make the case for how growth in the sub-region as a whole is undertaken. It also demonstrates that planning related to the airport can be better and different to that that has arisen in the past. This is vital to meet the challenges of forecast economic and population growth in our area, the additional demands fuelled by airport expansion, and the overriding national priority to achieve net zero carbon by 2050. We strive to achieve a legacy of net environmental gains to balance the inevitable impacts, and ensure new growth and opportunities are directed more equitably around the sub-region.

This is the first Joint Spatial Planning Framework to be produced for our area. We will use this document to help align the Local Plans, Local

Industrial Strategies and transport strategies we are each responsible for over the next 20-30 years, to help deliver: the right type of development in the right place; the vital investments needed in new transport and strategic infrastructure; and world class environmental mitigations and compensations.

*The potential legacy from Heathrow expansion is substantial and must be secured.*

Decisions made now will affect many generations to come. There is much that HSPG members can do through working together and with other stakeholders. This JSPF will help to foster cooperation, jointly solve problems and set the foundations for ensuring that legacy is secured.











01

# Introduction

# 1.1 The Need for a Joint Strategic Approach

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<sup>1</sup> The Western Wedge stretches from Paddington at the central London interface along the M4 corridor towards Newbury. It is bounded to the north by the M40 running into Oxfordshire and to the south by the M3 towards Basingstoke.

<sup>2</sup> See JEBIS Stage 2 Report for a summary of employment forecast and Stage 4 Report for summary of housing and residential population forecasting. As explained in these reports, these forecasts are 'policy off'.

<sup>3</sup> [https://www.ibtta.org/sites/default/files/documents/MAF/ Costs-of-Congestion-INRIX-Cebr-Report%20\(3\).pdf](https://www.ibtta.org/sites/default/files/documents/MAF/ Costs-of-Congestion-INRIX-Cebr-Report%20(3).pdf)

The area around Heathrow Airport is a key driver of the UK economy, delivering £63 billion GVA in 2016. The reasons for this success are multi-faceted. Heathrow is one of the busiest international 'hub' airports in the World and is itself a key contributor to the local economy, employing some 70,000 people across a range of jobs and sectors when both direct and indirect supply chain jobs are considered. Moreover, proximity to the airport supports high levels of economic performance in the region, which also importantly benefits from:

- excellent road, rail and air connectivity, to west and central London, and the inter-regional sector sometimes referred to as the 'Western Wedge'<sup>1</sup> and to rest of the UK;
- a diverse range of high quality business premises and educational institutions;
- business clusters with a track record of innovation;
- places offering exceptional environmental quality and liveability; and
- a high-skilled population who are in-work, with area pockets of further local potential employees but currently with poor access and a constrained housing supply (particularly affordable housing).

Even without airport expansion, the sub-region is one of the most strategically important growth locations in the South East, with planned 'background' or baseline growth forecast to generate an additional 130,691 jobs and the resident population forecast to grow by 250,000 over the period 2018 to 2041<sup>2</sup>.

However, whilst the sub-region has many attributes and in overall terms has been performing well, the combined impact of the scale of existing activity, the planned baseline growth and the additional growth resulting from the proposed airport expansion places unique strains on the area and further pressures on scarce resources such as developable land, affordable housing and community infrastructure. In certain places surrounding the airport, the quality of the local environment has been significantly compromised, with a noticeable deterioration in the quality of land and a proliferation of infrastructure severing accessibility for pedestrians and cyclists. Heavily used roads lead to challenges of poor air quality and congestion and aircraft noise adds to the impact to local people's health and well-being.

Retaining and enhancing both quality of place and quality of life for people living, working, studying and visiting

in the area will be key to its continued success and enable the sub-region to deliver for local residents and businesses and for the environment.

Following the Government's acceptance of the Airports Commission recommendations, the planning processes for nationally significant infrastructure, and the designation of the Airports National Policy Statement (ANPS), both Heathrow Airport Limited (HAL) and Heathrow West Limited are now developing proposals in the form of a Development Consent Order for construction of a Northwest Runway and associated development at Heathrow Airport to achieve ANPS requirements airport expansion to facilitate over a 50% increase in air traffic movements per year compared to current levels. This first version of the JSPF focuses more on HAL's proposals, as they are the more formed at the time of drafting. Further iterations will refer to other proposals as relevant. The proposals could lead to a more than 50% increase in air passengers and 75% increase in air cargo tonnage passing through the airport.

The emerging DCO proposals for expansion at Heathrow Airport will directly affect the local natural environment setting, and residents and businesses close to the airport. Moreover, the growth in air traffic

will lead to very significant additional demand for new development beyond the perimeter of the airport, bringing potential benefits and opportunities but also harmful impacts over a far greater area.

In addition, a range of major utility and transport infrastructure projects and development is proposed across the area, including HS2, Crossrail 2, Western Rail Link to Heathrow (WRLtH), Southern Access to Heathrow (SAtH) and the West London Orbital Rail (WLOR). Such strategic transport infrastructure is critical to supporting growth ambitions, economic dynamism and environmental targets. Without adequate infrastructure investment the cost of congestion to the UK exchequer is projected to rise to £9bn a year<sup>3</sup>. Whilst such projects are critical, they also have the potential to act as a barrier rather than an enabler of growth and require careful cross-boundary coordination. Getting the surface access strategy right in relation to Heathrow's expansion will not only ensure that the transport-related outcomes of the ANPS can be met but will also help deliver wider benefits related to air quality, carbon targets related to climate change, economic performance the potential to transform the lives of local communities for the better.





# The Benefits of Collaboration

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Whilst each local authority and other public organisations needs to each respond to this challenge, adopting a joint, collaborative approach through the HSPG provides the opportunity to deliver more and better outcomes for residents and businesses living and operating in the sub-region.

The Joint Spatial Planning Framework (JSPF) articulates the outcomes that HSPG members will jointly seek to deliver for the sub-region through close collaboration – whether this is delivering new jobs or homes, enabling transport or utility infrastructure or protecting and enhancing the Green and Blue Infrastructure. This is a new and unusual collaboration of different types of organisations responsible for areas straddling the Greater London boundary and the counties of Surrey, Buckinghamshire and formerly, Berkshire.

This collaborative working also benefits Heathrow Airport Limited, Government and the range of operators and businesses that depend on the airport for a unified plan with a well-coordinated forum to be in place that reflects combined public sector the interests. The establishment of the HSPG simplifies and assists effective communication between HAL, Government and local public bodies

and other collaborative arrangements<sup>4</sup>. If proposals for Heathrow Airport expansion are pursued, there is a need to ensure that:

- the benefits from the scheme are maximised through what is likely to be a 30year period of growth and change, in a way that best manages a lengthy development process and creates a lasting, legacy of improvement across all dimensions of sustainable development;
- impacts are minimised as far as possible and necessary compensatory investment is well judged;
- the necessary mitigation is delivered through the Heathrow Development Consent Order (DCO); and
- all expansion related investment supports the achievement of the approved level of airport expansion whilst also helping to deliver wider strategies and aspirations in the sub-region.

These objectives can only be achieved through providing a single voice of public bodies on key issues.

The JSPF provides a response to these and other key issues, set within a series of strategic priorities for the sub-region, to help provide a coordinated route to delivery.

<sup>4</sup> The HSPG liaises with tasked collaborative organisations such as the Heathrow Community Engagement Board (HCEB) and Heathrow Transport Area Forum (HTAF)



Heathrow's expansion would stimulate a major increase in demand for logistics business floorspace, which HSPG members are jointly analysing

# 1.2 Expansion at Heathrow Airport

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*5 Section 115 of the Planning Act (2008) (as amended) defines Associated Development as "... development which is associated with the principal development", which means development required to aid the construction and operation of the airport but which does not fall within the definition of an NSIP. Further information is provided on this in DCLG (2013) Planning Act 2008 Guidance on associated development applications*

Heathrow Airport Limited (HAL) is currently preparing a Development Consent Order application under the Planning Act (2008) (as amended) – the planning consenting process for nationally significant infrastructure projects (NSIPs).

The DCO application will seek consent for combination of ‘nationally significant infrastructure projects’ (NSIP) and ‘associated development’<sup>5</sup> (AD) to meet the requirements of the ANPS, including:

- New 3,500m northwest runway and taxiways, aprons and infrastructure, with a capacity for at least 260,000 additional air traffic movements (ATM) per annum (to total 740,000 ATM per annum by 2035);
- New and expanded terminal capacity of approximately 142 million passengers per annum, in addition to which HAL seek provision for some 3 million tonnes per annum of air cargo;
- New and diverted road and rail infrastructure (including diversion of the M25)
- New and enhanced active travel links;
- Diversions of existing water courses;
- Associated development for airport supporting development (ASD)

comprising a range of cargo and freight forwarding facilities, airport operations and aircraft maintenance facilities, hotels and offices;

- New parking and utility provision;
- Whilst meeting critically important minimum targets for airport passengers and staff to travel by means other than private car, and further requirements to not increase airport related traffic on the roads and improving air quality; and
- Associated changes in the use of airspace, aircraft type and airport operations to reduce the number of people significantly affected by aircraft noise by day and night.

In addition to the DCO application, planning applications under the Town and Country Planning Act (1990) (as amended) will also be required for items falling outside the scope of the DCO.

HAL has also identified the broad scale and range of demand for ASD which will not be included within the DCO application, but which is required to support successful airport expansion. These are referred to in this document as ‘residual growth requirements’ and are further explored in Chapter 3.

HAL envisages a phased build-out over 25 to 30 years, with interim proposals for operational changes to facilitate further ATM using the existing two runways, the new Northwest Runway becoming operational in the period 2028 – 2030, followed by phased increases of new capacity for passengers and air cargo being introduced, leading to capacity fully utilised by 2050.

HAL formally consulted on its proposals for expansion between June and September 2019 (an overview of which is shown in Figure 1.1) Where reference is made in this document to HAL proposals, they relate to the proposals contained within the consultation documents made available in June 2019. HAL propose further consultation commencing April 2020 before submission of a DCO application by the end of 2020.

A further consortium known as Heathrow West (led by the Arora Group) are proposing an separate DCO to deliver parts of the airport expansion, focusing on an alternative plan for a Heathrow West terminal to cater for some 40million passengers per annum. Heathrow West have stated the intention to formally consult on their proposals later in 2020 before submission of a DCO application.



1. Northwest Runway
2. Central Terminal Area (CTA)
3. Enlarged T2A
4. T5A
5. T5X
6. T5XN
7. Bypass Taxiways
8. ATETs
9. Northern Parkway
10. Southern Parkway
11. Cargo Area
12. Realigned M25
13. M25 Junction 14
14. M25 Junction 14A
15. Realigned A4
16. Realigned A3044
17. Southern Perimeter Road
18. Southern Road tunnel
19. Diverted Rivers
20. Hatton Cross Development
21. Site for Re-provided immigration Removal Centres



Figure 1.1  
 Heathrow Airport Preferred Masterplan  
 (Heathrow Airport Limited, June 2019)

## Areas of influence around Heathrow Airport

In relation to expansion proposals at Heathrow Airport, consideration have been given to a range of different geographies (as illustrated in Figure 1.2) including the:

- Existing operational airport and adjacent airport campus;
- Expanded operational airport and adjacent airport campus proposed by HAL;
- Emerging DCO application with a ‘redline’ mapped to show the maximum limits of the area(s) subject to DCO application; this includes all land parcels beyond the operational airport that HAL has identified as required to make the proposals acceptable in planning terms following the Airport Expansion Consultation (which includes land for infrastructure and environmental mitigation measures);
- The HSPG has identified a ‘Heathrow Interaction Area’ immediately surrounding the emerging DCO application limits boundary. This is where comprehensive and coordinated

planning will be required at the ‘edges’ of the DCO and encompassing the places and communities closest to the development works where the direct effects of airport expansion will be most acutely felt. This area needs to be the focus for placemaking and environmental improvements to help maximise the legacy benefits of airport expansion. This should include associated management and maintenance of any improvements;

- 5-mile ‘Core Assessment Area’ identified by HAL’s consultants Lichfields in the Employment Land Forecasting Study, which represents where the greatest concentration of existing airport-related uses are located and/or where uses are located for which proximity to Heathrow Airport is a principal business location factor;
- HSPG core area and study area, reflecting the extent of HSPG (local planning authorities) membership area (which broadly corresponds to the Heathrow Travel to Work area, as described in the JEBIS) and the wider context beyond this. It is important to acknowledge the importance of key towns outside the HSPG sub-regional boundary that have key links with the sub-region; and

- Further impacts will radiate outwards from the airport and key approaches over a wider area to be addressed in planning mitigation and community compensation works. These will be mapped in future iterations once this becomes clearer.

The sub-region is a complex area comprising a network of urban and economic centres and straddles the London metropolitan area and surrounding Green Belt. The study area and HSPG membership includes districts within three counties, London boroughs that are overseen by the Greater London Authority (GLA) as well as three Local Enterprise Partnerships (LEPs). The focus in this report is on the immediate economic, social and environmental effects of direct, indirect and induced expansion and opportunities for catalytic growth, growth and enhancement within the study area, but additional economic catalytic effects (including supply chain benefits) and both social and environmental opportunities will be felt more widely than the HSPG study area.





**WIDER CONTEXT**

JSPF Core Area

**Areas of Influence**

- Extent of Heathrow Airport Limited Draft DCO Boundary (indicative only)
- Heathrow Interaction Area
- Employment Land Forecasting Study
- 5 mile 'Core Assesment Area' (Lichfields)

**Heathrow Airport**

- Heathrow Expansion Area\*
- Heathrow Operational Boundary
- Heathrow Terminals

**Background Information**

- Railway
- Strategic Road Network / Major A Road
- Waterbody / Watercourse
- Town Centre

\*The Heathrow Expansion Area shown in the JSPF is indicative and based on the boundary shown in Annex A of the Airports National Policy Statement: new runway capacity and infrastructure at airports in the South East of England (DfT, 2018). The proposed airport expansion boundary contained within DCO proposals may differ from this.

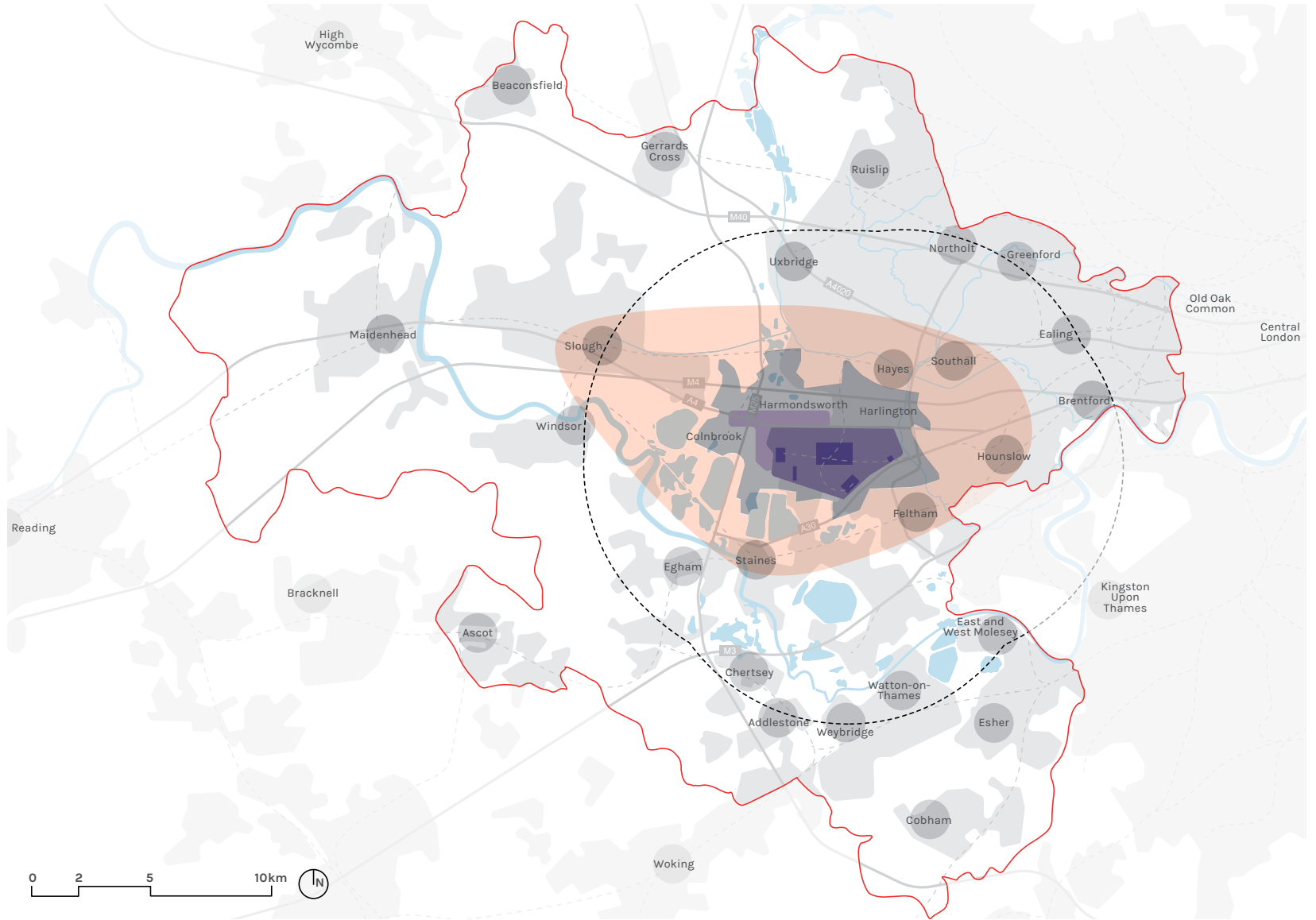


Figure 1.2  
Areas of Influence Around Heathrow Airport

# 1.3

## About the HSPG

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Heathrow Strategic Planning Group (HSPG) has been formed voluntarily by local authorities and other public organisations responsible for the sustainable development of the sub-region surrounding Heathrow Airport. In doing so this supports the local planning authorities in the collaboration required by the ‘duty to cooperate’ in development plan-making. Different members have traditionally collaborated as part of quite different geographies and groupings for a variety of purposes in the past, but the HSPG members first started working together as a group in late 2015. Ways of working, resourcing and governance arrangements will continue to evolve. Future information is available on the HSPG website.

The HSPG membership (see inset) represents local authorities and other public organisations responsible for the land use planning, transport, environment, aspects of public health and economic development in the sub-region surrounding Heathrow Airport. The group works proactively to ensure any expansion of the airport is sustainably planned in a way that maximises the benefits and minimises the impacts across the area, in the context of ‘background growth’ demands

and wider change. The group works constructively with, but are independent of any promoters of expansion, including HAL and Government. The individual member organisations have their own policy positions on the proposals for the Northwest Runway or future changes to the use of airspace and airport operations (promoted through processes regulated by the Civil Aviation Authority (CAA) for Government).

Although members each have their own policy views on expansion of Heathrow Airport, the group recognises the importance of a coordinated approach not only towards Heathrow’s expansion but in relation to the range of other major development proposals planned for the area in the years ahead. Taken together, the JSPF puts forward a series of key actions that combine to deliver far-reaching change. Governance proposals are being developed in conjunction with this that seek to further strengthen the group’s effectiveness and help ensure these actions can be delivered both through the DCO process and more widely.

## HSPG Members

The Full Members of the Group are:

- London Borough of Hounslow
- London Borough of Ealing
- Surrey County Council
- Spelthorne Borough Council
- Elmbridge Borough Council
- Runnymede Borough Council
- Buckinghamshire County Council<sup>1</sup>

- South Bucks District Council\*
- Slough Borough Council
- Royal Borough of Windsor and Maidenhead
- Thames Valley Berkshire Local Enterprise Partnership
- Buckinghamshire Thames Valley Local Enterprise Partnership

- Enterprise M3 Local Enterprise Partnership
- Colne Valley Regional Park Community Interest Company

The London Borough of Hillingdon, the Greater London Authority and Transport for London each have an open invitation to join HSPG but currently are not members.

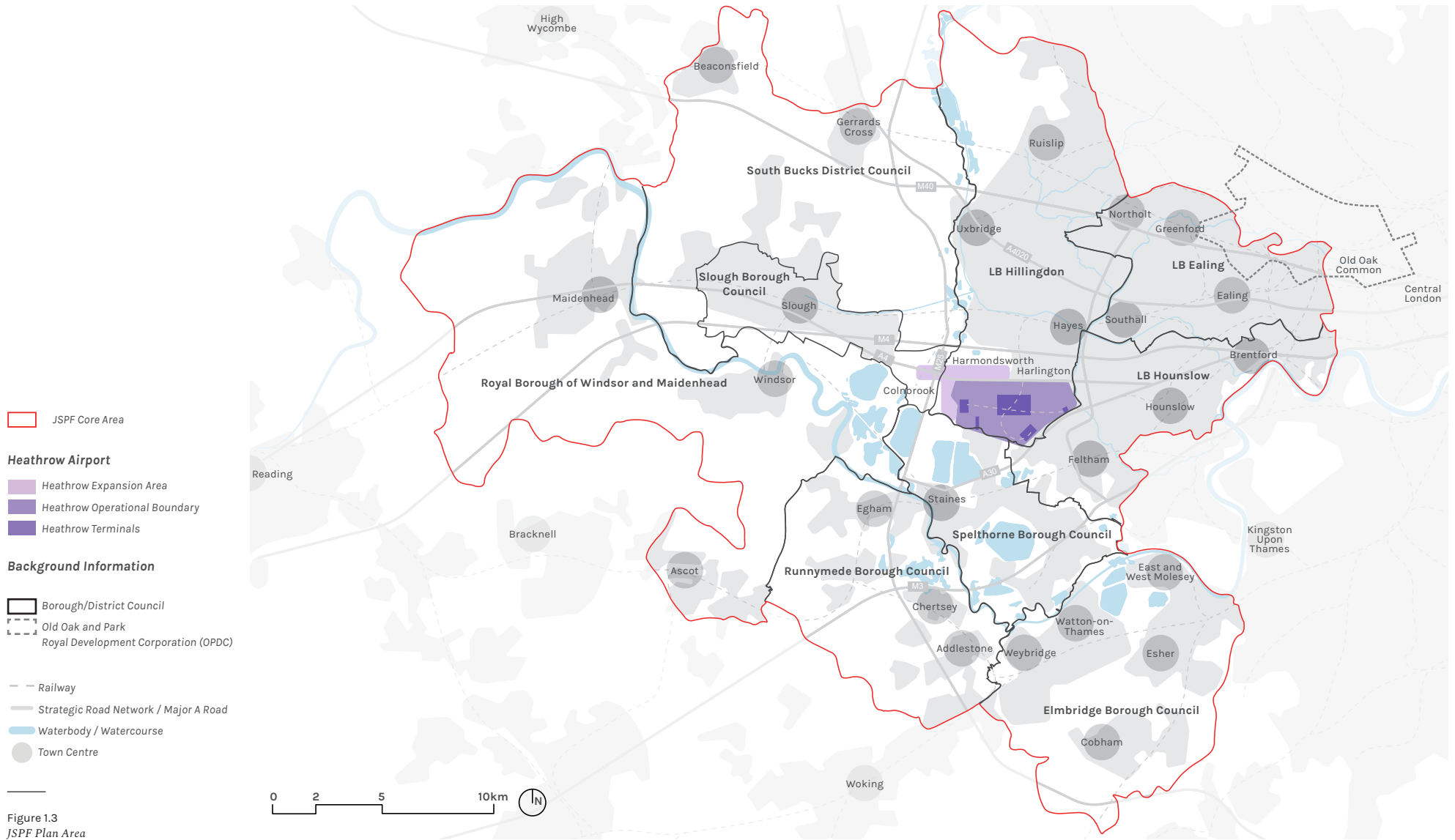
## HSPG Observer Members

The following organisations participate in many of the activities of the HSPG with ‘Observer’ status: London Borough of Hounslow

- West London Alliance (of West London Boroughs)
- Department for Transport (Aviation Team and others)
- Environment Agency
- Highways England

- Natural England
- Public Health England
- Other government departments and agencies (including MHCLG, DEFRA Homes England) and local authorities also participate in HSPG events.
- West London Business is a HSPG Business and Economy Sub Group member.
- Future local authorities and transport

organisations participate in the work of the HSPG Transport Sub Group  
See [HSPG website](#) for further detail



HSPG has already proven to be a strong unified voice on keeping vital objectives and priorities high up the agenda with government and key stakeholders operating across the area. The group have jointly commissioned studies and evidence and proactively engaged with the promoters of expansion schemes (Heathrow Airport Limit and Heathrow West), with government, government agencies and key stakeholders to successfully challenge and influence.

The JSPF Core Area shown in Figure 1.3 broadly accords with the Heathrow Travel to Work Area. Further justification for the defining this as the area of focus can be found in the Stage 1 Report for the Joint Evidence Base and Infrastructure Study (October 2018).

The JSPF Core Area includes the local authorities around Heathrow Airport which will be most directly impacted upon by the expansion programme. While Hillingdon is included in the JSPF Core Area, the borough council is not a member of HSPG.

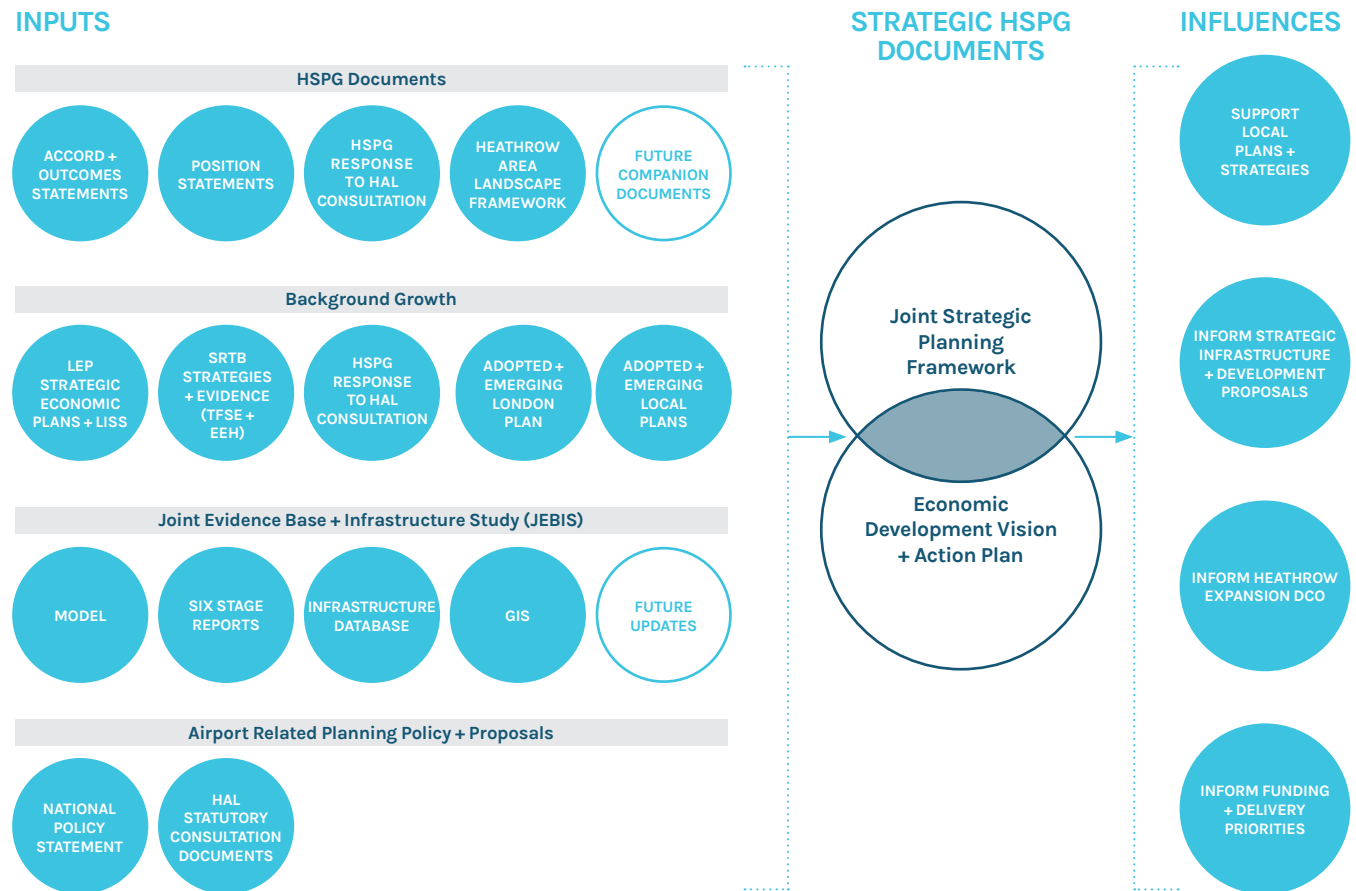


# 1.4 Purpose of the JSPF

6 HSPG and HAL collaborated in the production of the preparation of joint evidence presented in the Joint Evidence Base and Infrastructure Study (JEBIS). See Section 1.6 and Chapter 3 for further details.

7 As such, the JSPF does not, for example, set out future proposals for housing allocations, which will be included within local plans and made with regard to Government and GLA targets (where relevant). It also does not apportion waste management or propose changes to Green Belt or Metropolitan Open Land (MOL) boundaries.

Figure 1.4  
The Relationship of the JSPF to Other Documents





HSPG members have jointly prepared the JSPF, which provides an overarching flexible spatial framework for the sub-region over the next 30 years (2020 to 2050) and provides a complementary set of proposals to existing policy documents (an overview of these is presented in Figure 1.4).

The JSPF has been prepared based on a shared understanding of the forecasts of baseline or ‘background’ growth and the likely implications of the expansion proposals for Heathrow Airport. It focuses on strategic matters where HSPG members have agreed that a sub-regional approach will add value to plans, policies and initiatives. This includes how expansion at Heathrow Airport and wider infrastructure opportunities can be maximised to address current problems in the most sustainable way, whilst also serving expansion needs.

To support delivery of the spatial framework the JSPF:

- **Sets out thematic spatial strategies and associated priority actions** on the economy, connectivity, the environment and local communities;
- **Outlines the strategic transport and other infrastructure that needs to be delivered** to unlock and support growth of the sub-region; and
- **Identifies governance and funding**

**requirements** to ensure the group’s aspirations can be realised.

This document comprises the first iteration of the JSPF, which members view as a ‘living document’, enabling it to be updated and iterated as required. Given the long-term horizon, this first JSPF gives more focus to shorter term priorities and to major projects, such as the expansion of Heathrow Airport, which are best set within a broader strategic context.

In future iterations, members anticipate further emphasis being given to the impacts of background growth as well as progress on expansion at Heathrow Airport and other major infrastructure projects in the sub-region.

The JSPF has been prepared to be read in conjunction including the Economic Development Vision and Action Plan (EDVAP). The EDVAP puts forward an economic development vision for capturing the potential catalytic growth of an expanded airport and the steps necessary to deliver this.

Other outputs from the HSPG documents are being prepared by HSPG as companions to the JSPF and EDVAP to address specific topics and/or geographic areas of focus in greater detail. This includes Position Statements on a range

of technical topics, formal responses to public consultations by Government, scheme promoters and other bodies.

### The role of the JSPF in relation to the DCO for Heathrow Expansion

Specifically, in the context of the forthcoming DCO application(s) for expansion of the Heathrow Airport, the JSPF:

- **Identifies how proposals for Heathrow Airport expansion can support realisation of the overarching spatial framework** and thematic spatial strategies for the sub-region;
- **Provides the basis for joint and individual Local Impact Statements** that will be prepared by HSPG members in response to the DCO application proposals;
- **Presents key actions for the airport operator and partners**, which need to be addressed and included in the forthcoming DCO application;
- **Considers the type and quantum of growth demands stimulated across the sub-region by Heathrow’s expansion and associated planning options**, focusing on the residual requirements not included within the forthcoming DCO application.

Options are explored relating to locations that can accommodate sustainable growth across the rest of the sub-region, with implications for the forthcoming DCO application and local plan reviews;

- **Identifies the strategic infrastructure needed to support Heathrow Airport expansion** (including transport, utility, green and blue), including that infrastructure which is outside the singular remit of the airport operator and partners; and
- **Assists discussions on future governance and delivery mechanisms** related Heathrow Airport expansion.

### Limitations

Other measures are being pursued to address the environmental impact of Heathrow Airport expansion. The JSPF does not explicitly address the impact of increased operations of aircraft in the sky on the surrounding communities. These changes are dealt with through the Airspace Change process regulated by the CAA for Government. The Noise Envelope Design process manages the interaction of on the ground airport and runway operations with the routing of aircraft in the sky to land and take-off at Heathrow. The HSPG is proactively engaged with this process.

# 1.5

## Status of the Document

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In parallel to preparing the JSPF, the HSPG members have developed a Statement of Common Ground to formalise and demonstrate the commitment of the authorities to the priorities and proposals set out in this document. Some key points from this document are summarised here.

The JSPF is not a ‘development plan’ (as defined in Section 38(6) of the Planning and Compulsory Purchase Act (2004) (as amended)) and as such has not been subject to Sustainability Appraisal or Habitats Regulations Assessment. However, it is jointly owned by the Member authorities and will inform their own statutory planning functions.

Whilst each HSPG member has endorsed the JSPF, it is recognised that individual members have their

own policies and proposals for baseline growth and the responses to proposals for expansion of Heathrow Airport.

It is anticipated that the JSPF may be used by HSPG members to:

- **form part of the evidence base for local impact reports and other representations** made to the Examining Authority who will consider the DCO application for HAL’s expansion proposals at Heathrow Airport;
- **form part of the suite of evidence base documents which inform future reviews of local plans** undertaken by each local planning authority – this could provide the primary mechanism for realising the detail of the proposals contained in the document. The local

plan proposals would also be subject to scrutiny through Sustainability Appraisal and Habitats Regulations Assessment, as appropriate, at this point time;

- **be used as a material planning consideration in the determination of planning applications;**
- **to inform other plans, strategies, initiatives and investment programmes** pursued by HSPG members; and
- **to assist in identifying funding and delivery priorities.**

The London Borough of Hillingdon, the Greater London Authority and Transport for London each has an open invitation to join the Group but is yet to do so. The JSPF has therefore been prepared having regard

to the policy aspirations of these authorities (as set out in published documents) but has not been prepared with their direct involvement. It therefore cannot be seen to represent or incorporate their views.

In relation to the proposed expansion of Heathrow Airport, HSPG has and continues to work constructively with, but are independent of, HAL. HSPG will continue to engage with external stakeholders and interests necessary to realise the visions and actions set out in the document. HAL has participated in discussions which have informed the preparation of this document and made representations on the first draft, but they have not been asked to endorse its contents in full.

# 1.6

## A Focus on Actions

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The JSPF is action-oriented. Priority Actions are identified throughout the report and are structured in a common way to distinguish between Heathrow Airport expansion-related actions and those that relate to the wider sub-region.

The JSPF is by its nature strategic and priority focussed. Therefore, the actions focus on matters where the JSPF can add value, including those matters that:

- Are cross boundary, such as where a project or action is of strategic significance and relates to more than one local authority;
- Relate to the provision of facilities that are used to or are of benefit to by the wider population;
- Prioritise use of resources; and/or

- Support or enable all the community to access the benefits of the sub-region.

Priority Action boxes are used to identify the most pressing priorities for:

- HSPG members and partners;
- Scheme promoters such as Heathrow Airport Ltd and their partners; and
- Other stakeholders, where relevant.

# 1.7

## Structure of the Document

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Following this introductory chapter:

- Chapter 2 provides the vision and overarching spatial framework for the sub-region, comprising: the cross-cutting themes; thematic vision statements, spatial framework that depicts the overall spatial strategy for the sub-region; and key economic corridors.
- Chapters 3-6 are organised according to each of these Vision Statements and are structured to convey the outcomes that are sought, the principles that provide guidance, the framework plan which articulates the spatial strategy for that theme, and the actions that will be pursued.
- Chapter 7 summarises the governance and delivery mechanisms for implementing the identified priorities including strategic phasing, governance considerations and monitoring arrangements.

**01 /**  
Introduction

PURPOSE, STATUS + APPLICATION

**02 /**

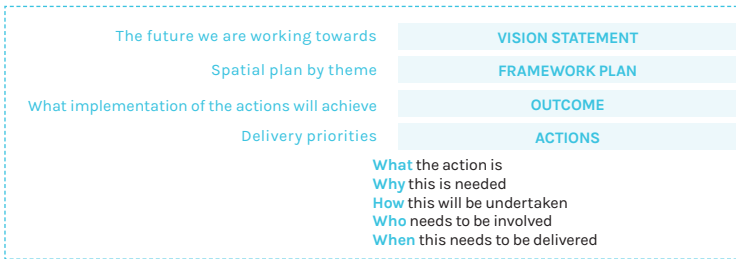
Vision and Spatial Framework



**03 / - 06 /**

Vision Statement Topics

Each topic chapter has a common structure



**07 /**

Delivery and Implementation



Figure 1.5  
The JSPF Document Structure

## Delivery phases

Each action is considered in relation to three delivery phases, recognising the importance of defining both the outcome sought and the process of change required to deliver this.



### NOW (2020-2028)

This focuses on a period where current and emerging Local Plans for accommodating established targets for housing and economic growth (background growth) will be implemented at known locations. Further collaborative actions will focus on joint work to support the review and preparation for the next iteration of Local Plans, whilst also addressing the DCO planning processes which could lead to Secretary of State confirming approval of Heathrow expansion by around 2023.

If approved, Heathrow expansion would lead to an intense period of civil engineering construction work with inevitable local impacts and disruption. Potentially early changes in airspace and airport operations could lead to change and early growth in air traffic movements, using the existing two runways and later, first use of new airport infrastructure and the new Northwest Runway (anticipated to commence from 2028).

Quick wins and preparatory works to be undertaken in advance of later delivery phases include measures to help address the threat of climate change. This may include processes or planning mechanisms that need to be

established or enabling works that need to be constructed in readiness for strategic projects planned to be completed in the 'New' delivery phase. This phase includes the construction of nationally significant infrastructure (such as the realignment of the M25 and A4, and construction of the Northwest runway) and potential early growth of Air Traffic Movements (ATMs). A major issue will be the coordination of mitigation works delivered through the DCO from the very beginning of the preparation and construction process; projects sourced through the Community Compensation Fund will commence at the same time.

It includes actions related to the delivery of other strategic infrastructure projects such as new Western and Southern rail accesses to the airport. For some projects project governance, funding and approvals are likely to be in place, for some of these have yet to be defined and require further focus, as summarised in JEBIS. Such projects are likely to already be included in the adopted plans and strategies of HSPG Members.



## NEW (2029-2035)

This looks at a new planning context and horizon, beyond some current adopted Local Plans but within timeframes of available economic forecasts, the ANPS and emerging new London Plan.

If airport expansion is approved, plans for this period will also need to deliver the new surface transport and other infrastructure and necessary to mitigate impacts and meet essential ANPS targets for surface travel mode, road traffic and local air quality. New rail services to Heathrow in the form of the WRLtH should be operational by 2029 and the SATH by 2035 together with other new infrastructure and measures that will need to be in place to enable a period of rapid growth in the use of the airport to achieve (the ANPS requirement for) 740,000ATM by 2035. The HAL plan is for 2029 to be the first full year of use of the NW runway, increases in airport terminals, air cargo, logistics and other associated development would need to be implemented by 2035 to achieve ANPS minimum requirements. Additionally, there will be substantial additional demand for new development beyond the airport to meet indirect, induced and catalytic demand growth through the region.

This presents a key opportunity for the JSPF to proactively lead and assist strategic

planning and coordination of investment. This delivery phase includes actions that need to be delivered to accompany the third runway opening and the immediate period after.

Actions that are to be delivered in this period need to respond to the 'known' challenges. However, there are likely to be significant changes that will influence the next iteration of Local Plans and other strategies and programmes to enable strategic choices and new opportunities to be pursued rather than 'business as usual'

As well as the Northwest Runway, the Old Oak Common HS2 Station and both the new Southern and Western rail links to Heathrow are currently planned to open during this period, growth strategies in adjacent areas could lead to further opportunities, such as the West London Orbital Rail and Chiltern Lines connecting into Old Oak Common, gaining improved access to Heathrow and centres of employment growth from areas to the north.

It includes a continuation of works that put in place the foundations to deliver the longer-term measures which will be needed to combat climate change.



## NEXT (2036-2050)

This phase looks beyond 'known' plans and available long-term forecasts (up to around 2041) and towards the longer term when considerable change and innovation will, by this period, be needed to address UK Climate Change Projections and meet government decarbonisation targets for 2050. Heathrow anticipate maximum capacity for the airport being achieved (753,000ATM) by 2050.

Given the likelihood of new unforeseen technologies and change, this phase is approached with considerably less certainty or underpinning evidence. The JSPF seeks to establish the scale and nature of ambitions, the scope for innovation and opportunities to be grasped. Actions related to this phase look to capitalise on prior infrastructure delivery and set a trajectory concerned with and future-proofing and the pursuit of best practice as currently understood.









02

# Vision and Spatial Framework

## 2.1 Vision Statements

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Actions contained within the JSPF are set within four vision statements that set a strategic trajectory for the sub-region. Taken together, these statements form a bold vision for how the HSPG wish the sub-region to perform and be experienced in 2050.

This builds on and updates the Vision and Development Principles report published by the HSPG in June 2016.

### A Thriving and Prosperous Economy

Our vision is to be one of the most advanced sub-regional economies in Europe, with a highly skilled workforce and a wide range of training and employment opportunities. We will ensure greater equity in the distribution of benefits and opportunities geographically across the sub-region, with a network of well-connected economic centres and communities. The identity of the HSPG area will be synonymous with innovation and quality of place, attracting businesses and inward investment from around the world. We will shape the proposals for expansion at Heathrow Airport and related development to maximise the contribution to the wider economy. This includes ensuring provision and protection of suitable employment land for non-airport related local services and industry to provide a strong and inclusive legacy for local people.



## Connectivity as an Enabler of Growth, Innovation and Inclusion

Our vision is to create a reliable, resilient, integrated and safe transport network, and achieve modal shift away from car dependency towards sustainable travel modes and providing enhanced access to high quality green space. Sustainable development will involve planning streets and places around walking, cycling and public transport. Strong bus and rail corridors will support frequent passenger transport, with strategic transport infrastructure such as the Western Rail Link to Heathrow (WRLtH) and Southern Access to Heathrow (SAtH) boosting connectivity, promoting sustainable development and both intensifying existing and unlocking new growth opportunities so that the right type of development is located in the right place. Planning for an expanded freight sector will promote efficient freight and logistics within and across the sub-region. The Heathrow Airport surface access strategy will integrate with local transport strategies and initiatives to ensure that public and active travel routes are closely integrated into the surrounding network

of places to enable and deliver growth for the benefit of all and enable local people to benefit from Heathrow's role as an international, national, regional and local transport hub. Local transport improvements around major growth hubs and transport nodes and strategic moves, such as running Chiltern Lines to Old Oak Common, will greatly improve connectivity, travel times and alternative travel choices to use of the private car, and open economic opportunities to people.

Heathrow have committed to deliver expansion without increasing airport related road traffic. We will also boost digital connectivity for local residents and businesses and lead in the application of new technologies.

## An Attractive and Sustainable Environment

Our vision is to take bold new actions in response to the climate emergency and the way we plan for a high-quality environment that can be enjoyed by all and achieves nature restoration for net gain in biodiversity. We will protect and enhance natural green open spaces and waterways, improve public spaces within our communities, celebrate the area's heritage assets and achieve best practice in sustainable development. Much improved green and blue infrastructure networks will extend across the sub-region – with nature-friendly corridors that support habitats and wildlife, and with pedestrian and cycle links that connect people and places. There will be a step change in the way that measurable environmental targets are applied. We will coordinate infrastructure development planning by focussing on strategic energy, waste, and green and blue infrastructure initiatives that help us build resiliency as we transition to a much more sustainable future.

## Liveable Neighbourhoods with a Strong Sense of Place

Our vision is of a diverse mosaic of thriving communities, with neighbourhoods that offer a high quality of life, support health and wellbeing and have high quality urban and green space. Each neighbourhood will have a diverse range of local jobs and services close at hand, shortening trip distances and/or travel time, and shaping travel demand in favour of sustainable transport modes. We will work together to deliver against local plan housing needs and join forces with other partners to help ensure community infrastructure delivery keeps step with housing growth. We will pursue a legacy-led approach to construction worker housing that is able to transition to permanent residential neighbourhoods of longer-term benefit.



## 2.2 Strategic Spatial Framework

### Overview

Figure 2.1 translates the vision statements into a strategic spatial framework that conveys geographically some of the key measures for achieving the vision for the sub-region by 2050.

It presents a composite picture that brings together the thematic framework plans set out in chapters 3 to 6. As the name ‘framework’ implies, the intention is to provide broad planning parameters that can be further developed by HSPG members including as part of a suite of related strategic documents and local plan review processes.

### Key elements

Key elements of the strategic spatial framework comprise:

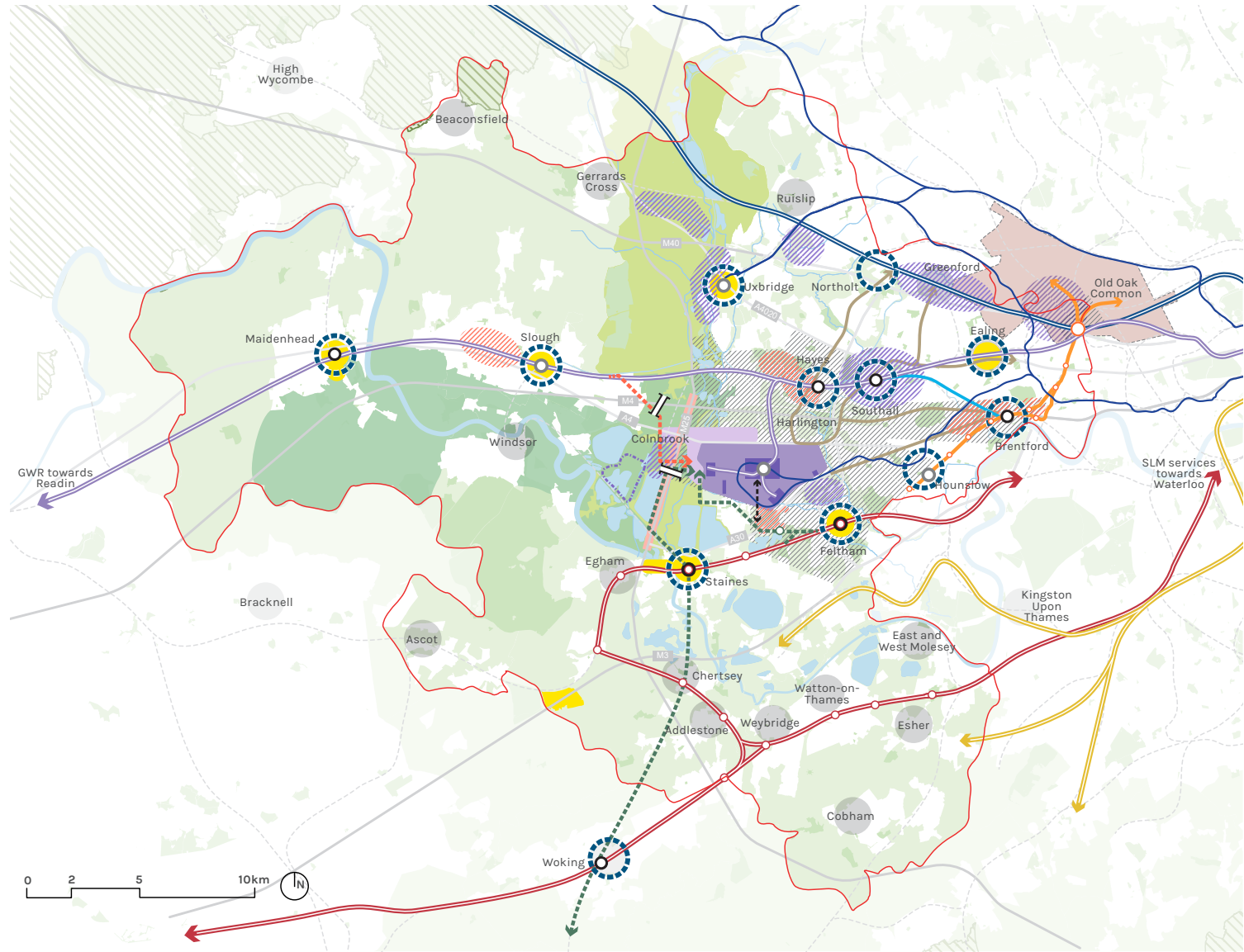
- Accessible strategic growth locations including priority town centres, regeneration areas and development locations;
- Priority transport infrastructure projects, which will unlock and catalyse growth;
- The strategic network that be achieved through improvements to the existing green and blue network; and
- Support to the delivery of local housing needs, maximising the opportunities to do this sustainably, in locations with access to employment growth and necessary infrastructure.



- JSPF Core Area
  
- Strategic Growth Locations**
- Area appropriate for new and/or intensified office or hotel development
- Area of search for new and/or intensified industrial development
- Area of search for new and/or intensified office and industrial development
- London Plan Opportunity Areas\*
  
- Town Centres**
- Priority Town Centre
- Other Town Centre
  
- Green Infrastructure**
- See figure 5.1 for additional green and blue infrastructure strategic projects
- Green Belt
- Area of Outstanding Natural Beauty
- Colne Valley Regional Park
- Public Park and Garden
- Slough Linear Park
- Kingsmead Restoration Scheme
- Waterbody / Watercourse
  
- Heathrow Airport**
- Existing Heathrow Terminal
- Existing Airport Boundary
- Illustrative Expansion Boundary
  
- Background Information**
- Railway
- Strategic Road Network / Major A Road
  
- Transport Infrastructure**
- Existing public transport hubs (co-located rail and bus stations)
- JSPF Proposed new public transport hubs (with improved Last Mile connectivity)
- Old Oak Park Royal Station Interchange
- Old Oak and Park Royal Development Corporation (OPDC)
- HS2
- Elizabeth Line
- South West Mainline Capacity Improvements
- Cross Rail 2
- Western Rail Link to Heathrow (WRLTh) (indicative only)
- Southern Rail Access to Heathrow (SRATH) (indicative options only)
- Western Orbital Rail Link (WOLR)
- Potential Shuttle Link
- Potential Realignment of M25
- HAL proposed Southern Road Tunnel
- Proposed Piccadilly Line Upgrade
- Proposed Enhanced Bus Focus Corridor
- Active Travel Strategic Crossing/Bridge

\* Containing: Heathrow, Hayes, Southall, Great West Corridor, Old Oak and Park Royal Opportunity Areas

Figure 2.1  
2050 Strategic Spatial Framework



## 2.3 Wider Context

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The vision and overarching spatial framework for the sub-region have been developed in the context of wider aspirations and development proposals. This includes the areas served by the three LEPs and other strategic planning influences including:

- The work of the three LEPs operating within the area in supporting employment growth and skills development (TVBLEP, BTVLEP and EM3LEP);
- The Draft New London Plan<sup>8</sup>, which signals an intention to engage further with local authority partners beyond

Greater London. Within the Heathrow/Elizabeth Line West Opportunity Area, the following Growth Corridors and Opportunity Areas fall within the JSPF area:

- Hayes Opportunity Area
- Southall Opportunity Area
- Great West Corridor Opportunity Area
- Old Oak and Park Royal Opportunity Area;
- The Mayor's Transport Strategy for London;
- The Oxford-Cambridge Arc<sup>9</sup>, which encompasses parts of the new Bucks Council area;

- The work of the shadow sub-national transport bodies operating in the area (England's Economic Heartland and Transport for the South East), such as the emerging Transport Strategy for the South East<sup>10</sup>;
- The Department for Transport's M25 South West Quadrant Studies<sup>11</sup>; and
- Surrey's 2050 Place Ambition, a strategy for infrastructure and good growth.

Plans, programmes and initiatives relating to places and infrastructure proposals located beyond the HSPG sub-region will exert a significant influence, for example in the way that they influence

market supply and demand dynamics or change transport dynamics. Similarly, developments within the HSPG area could impact locations outside the sub-region. It is therefore important that in planning for a range of new NSIPs consideration is given to how the cumulative and in-combination impacts of these proposals can be acceptably managed. In developing the JSPF, HSPG has sought to maximise synergies and develop strategies that are complementary to wider proposals – making the boundaries to the sub-region porous.

8 Intention to Publish version presented to the Secretary of State Dec. 2019. This proposes a shortfall in planned housing provision to meet arising household growth within Greater London. The response to and implications of this are as yet unknown

9 Also known as the Cambridge-Milton Keynes-Oxford (CaMKOx) Arc

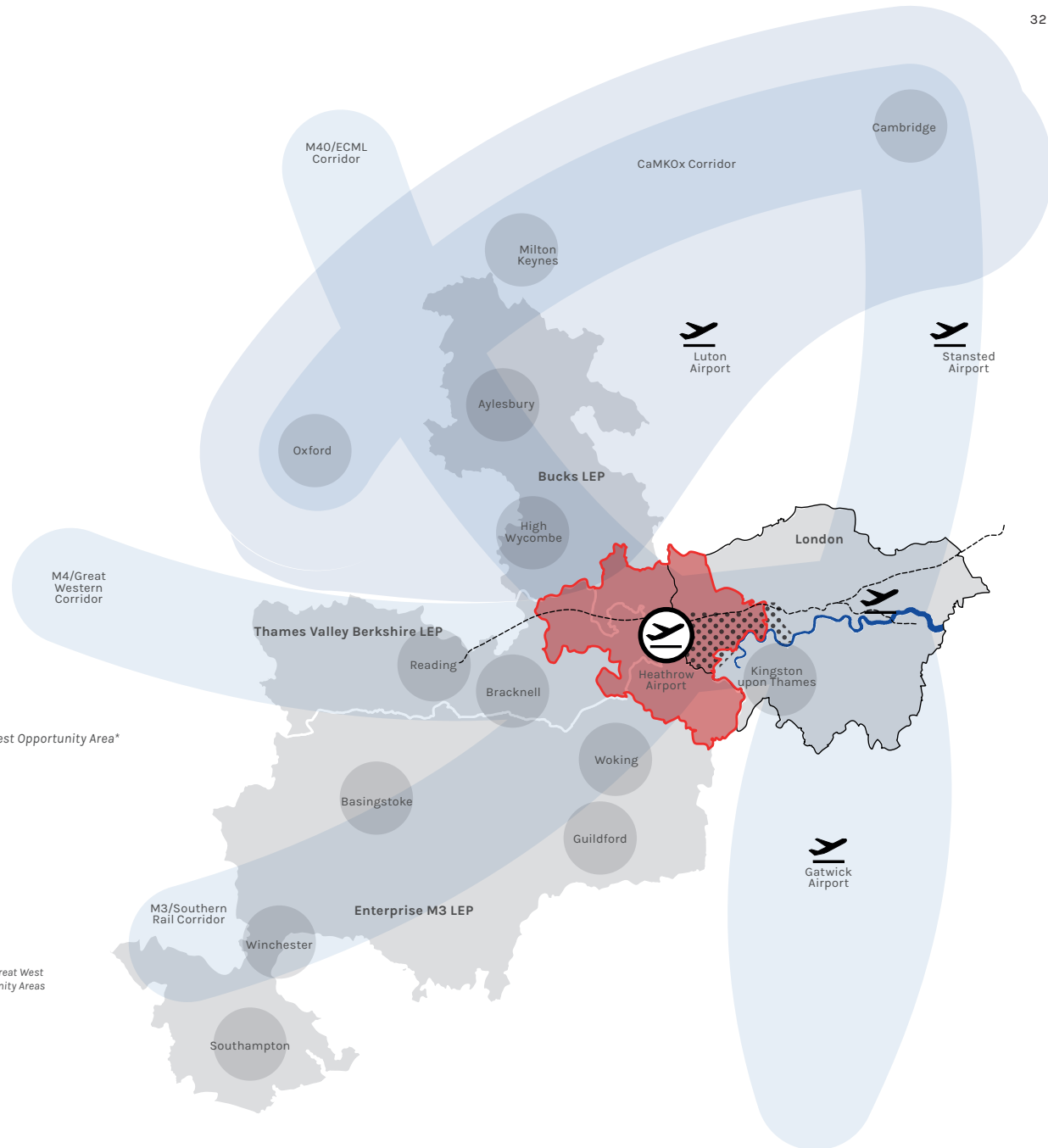
10 Transport Strategy for the South East (Consultation Draft). Transport Strategy for the South East. October 2019

11 See <https://www.gov.uk/government/publications/m25-south-west-quadrant-strategic-study-stakeholder-reference-group>

-  Heathrow/Elizabeth Line West Opportunity Area\*
-  JSPF Core Area
-  LEP Area
-  Greater London
-  Elizabeth Line
-  Sub-Regional Corridor
-  Major Town
-  Airports

\* Containing: Heathrow, Hayes, Southall, Great West Corridor, Old Oak and Park Royal Opportunity Areas

Figure 2.2 Strategic Context





## 2.4 Growth Corridors

This strategic spatial framework is comprised of four growth corridors:

### 01

#### Great Western Rail Corridor and M4

This corridor extends westward of Heathrow following the route of the Great Western main line and M4 motorway and encompasses major areas for growth and regeneration such as Slough and Maidenhead. The corridor will be further strengthened with the opening of the Elizabeth Line and Western Rail Link to Heathrow. Strategic development within this corridor is being promoted within the wider context of the Thames Valley Berkshire LEP proposals for economic growth extending to Reading and further westwards along a corridor recognised as an economic powerhouse of enormous importance to the UK. Reading provides rail interconnections to wider parts of the UK.

### 02

#### South Western Rail Corridor and M3

This corridor extends from Central London along the South Western main lines and M3 motorway, with development activity focused on Brentford, Hounslow, Feltham, Staines, Egham and Longcross Park. The Staines/Egham Strategic Opportunity area has recently been assessed as having the highest GVA in the region<sup>12</sup>. Longcross Park comprises an Enterprise Zone and film studios in addition to a new Garden Village development.

Along this corridor, both the West London Orbital Rail and Southern Access to Heathrow schemes are essential as catalysts for housing and employment growth, and in addressing major public transport deficiencies in the south-west quadrant of the HSPG area. Each of these need to be integrated with a suite of last mile connectivity improvements to enhance active travel links between stations and their wider catchment areas.

This corridor continues onwards to Woking, Basingstoke and Southampton. There are also links with the Portsmouth Direct Line via Woking and the A3 corridor.

<sup>12</sup> Does RBC have source for this?

<sup>13</sup> Also known as the Cambridge – Milton Keynes – Oxford (CaMKOx) Arc



## 03

### Oxford to Cambridge Arc

The designated growth corridor known as the Oxford to Cambridge Arc<sup>13</sup> encompasses parts of South Bucks and Buckinghamshire County to form the new Bucks Council area. The A40 – M40 connects with this area and interlinks various strategic development areas along Western Avenue, from Park Royal, through Ealing’s Perivale Industrial area, onward to through Northolt and Uxbridge town centres, and the industrial areas north of Uxbridge. Strategic moves such as running the existing Chiltern Line services into Old Oak Common (for interchange with HS2, Elizabeth Line and West London Orbital Line) will greatly enhance connectivity and opportunity in this Corridor.

## 04

### Elizabeth Line West - Central London Corridor

The Heathrow / Elizabeth Line West area identified in the New London Plan contains a range of designated Opportunity Areas located between Heathrow and Central London to support London’s growth. In relation to this area, the New London Plan confirms: “As the implications of Heathrow also go beyond London’s boundaries, the Mayor will work with local authority partners beyond London’s boundaries on related challenges and opportunities, in line with Policy SD2... and Policy SD3” (para. 2.1.66)

This corridor includes five designated Opportunity Areas within the HSPG boundary; Heathrow, Hayes, Southall, Great West Corridor and Old Oak and Park Royal.

The Great West Corridor Opportunity Area encompasses the stretch of the Great West Road known as the ‘Golden Mile’, long regarded as one of London’s key approaches.

The Old Oak and Park Royal Opportunity Area will continue to rise in prominence as a major employment-oriented hub for West London, focussed on the HS2/London Underground/Mainline/West London Orbital London Overground rail interchange.

The Heathrow Interaction Area (discussed further in Chapter 7.7), occupies a pivotal position at the fulcrum of each of these growth corridors. It is important that promoter’s Masterplans are prepared to be outward-facing - connecting into each of these areas and further strengthening and complementing the wider strategic objectives related to growth, regeneration and infrastructure improvement.

## 2.5 Key Challenges

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*14 Local Plans are required to plan to meet objectively assessed need for housing and employment land (using national methodologies), the Intention to Publish version of the new London Plan presented to the Secretary of State Dec. 2019 proposes a shortfall in planned housing provision growth within Greater London to meet arising household growth.*

*15 See <https://metoffice.gov.uk/research/approach/collaboration/ukcp/index>*

This section summarises key challenges that are facing the sub-region, informed by existing strategies and plans. These challenges provide the context against which the expansion proposals at Heathrow and other major developments planned for the sub-region must be considered.

The sub-region faces the combined complexities of having to plan for:

- a significant increase in what is described as ‘background’ or ‘baseline’ growth to 2050, including providing for needed new homes and jobs properly supported by appropriate infrastructure<sup>14</sup>
- likelihood of expansion in passengers and air cargo passing through Heathrow Airport, irrespective of whether the Northwest Runway is constructed, as well as a series of other strategic infrastructure projects; and
- the additional growth that would be triggered by airport expansion for the wider sub-region (relating to increased demand and necessary infrastructure provision).




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*The urgent need to address climate change, reduce carbon dioxide emissions and manage resources more effectively*

The rise in average global temperature due to increasing levels of greenhouse gases in the earth's atmosphere is a fundamental challenge and the latest UK Climate Projections 2018 (UKCP18) underscore the need for urgent action. Government has committed to achieving net zero carbon targets by 2050 and many HSPG member bodies have declared a 'climate emergency' – all demonstrating their commitment to immediate action to reduce carbon emissions and adapt to climate change. Systemic changes in construction, energy generation, transportation and consumption will

be required over the coming years. The challenge to meet the Government's zero carbon target will require comprehensive measures to be applied to reduce pollution, develop a low carbon economy, consume fewer resources and use them more effectively. The UN Sustainable Development Goals outline targets and set key principles to achieve sustainable development between now and 2030. Without coordinated action across both the public sector and industry, these goals will not be met.

*The need to focus on air quality as key to the health of humans and ecosystems and concerns related to the level of toxic pollutants in parts of the HSPG sub-region*

In certain areas, two pollutants remain a specific concern, namely particulate matter (PM10, PM2.5 and black carbon) and nitrogen dioxide (NO2). The Environment Act (1995) requires borough and district councils to identify Air Quality Management Areas (AQMAs) where current or future air quality is unlikely to meet national air quality objectives, and to develop Air Quality Action Plans to tackle poor air quality in these areas. However, HSPG members recognise the need to work together to go further than this to jointly support measures that can reduce exposure to harmful pollution and achieve legal compliance with UK and EU limits as soon as possible. This includes exploring expansion of the Ultra Low Emission Zone (ULEZ) and supporting a shift towards more environmentally benign modes of travel, including electric bus and taxi fleets.

Including electric bus and taxi fleets, summarising the economic context



*The need to support economic growth and innovation, whilst ensuring benefits are shared equitably and areas of deprivation are addressed*

As summarised in the EDVAP, the HSPG economy as a whole is highly productive. Major employers, including global and regional headquarters, choose the area as their base and there is a healthy environment for SMEs to start up. The HSPG area is home to a relatively high-skilled population who are in-work. Major institutions connect the area to innovation globally and regionally. The area includes internationally renowned tourist attractions and leading-edge creative industries.

Over the course of the JSPF period, innovation capacity will grow. The ecosystem for innovation in the region extends well beyond Heathrow Airport. The cultural and creative industries and advanced manufacturing sectors both have key strengths and centres of excellence. Collaboration between higher education, research facilities and business will generate new ideas.

The challenge is to sustain the positive momentum and use the planning system to help support positive economic development. This includes ensuring that future economic development is inclusive and equitable in nature, with jobs that are easily accessible, particularly from communities where deprivation is highest. At present, while east-west rail connectivity across the area is relatively strong, north-south rail connectivity is limited. In many places bus networks are indirect and infrequent with limited active travel options. Inclusive economic growth can be aided by coordinating employment and transport planning.



*The need to address the wide-ranging challenges related to planning for Heathrow Airport's expansion, as well as the potential opportunities for mitigation and enhancement*



17 as summarised in the JEBIS

18 The JEBIS Stage 5 Report and associated infrastructure schedule summarises infrastructure proposals (prepared 11th December 2018 – and will be subject to regular updates)

Heathrow Airport and air travel have expanded significantly over the past 70 years. Similarly, surrounding employment locations and residential areas have grown and changed too, resulting in complex relationships and pressures. The Heathrow Airport area of influence (including direct and indirect employment uses) extends into the surrounding area, administered by several local authorities. The Airport also has a huge impact on the wider surrounding HSPG area. These impacts manifest themselves in different ways, economic, environmental and social.

Looking ahead, the HSPG members recognise that proposed expansion poses significant challenges but also that there are opportunities to be gained from working together to mitigate and/or enhance the effects of airport related growth including for surface transport improvements, employment and skills development, and green and blue infrastructure.

The nature of the DCO process brings the expansion proposals that extend across several 'host' local planning authority areas into one planning application decision, to be made on the recommendation of an Examining Authority appointed by the Secretary of State, with regard to the national interest

as expressed in the ANPS. This changes the role of the locally accountable LPAs from each determining parts of the expansion proposal, to one of making representations to the Examining Authority on a single application through the examination process. The arrangements and roles of LPAs for monitoring and enforcing planning requirements and conditions attached to any consent granted will need to be established by the Examining Authority and Secretary of State as the process moves forward. The HSPG members are preparing proposals with this in mind. However, irrespective of the outcome of any future DCO applications, current projections show that Heathrow Airport will see significant expansion in the number of passengers and particularly air cargo carried under the existing 'cap' on air traffic movements.

As set out in the JEBIS, expansion at Heathrow Airport will generate a requirement for more infrastructure within the expanded airport boundary, the immediate area surrounding the airport and the wider sub-region. It will also trigger a major uplift in demand for employment floorspace. This is explored further in Chapter 3.

Determining how much of this demand to accommodate within the sub-region, and appropriate sites in sustainable locations poses a significant challenge – particularly land 'hungry' large format freight and logistics facilities. Such requirements also need to be balanced against significant demand for new homes, since both residential and employment uses are often in 'competition' for the same land.





OTH. Hounslow town centre

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*The need to strengthen the role of town centres as the focus of local communities, in the context of major commercial pressures*

Town centres have traditionally been the focal points of the markets and communities they serve, though many are under significant pressure from business working and societal change, growing online shopping and competing out-of-centre places of retail, leisure and employment. HSPG members are committed to strengthening the role of town centres as vibrant mixed-use hubs that offer a range of services from morning through to evening, enabling them to adapt to become resilient to changing consumer

preferences. This includes taking full advantage of trends towards businesses and employees favouring more central places of employment complete with a range of amenities (and away from suburban business park formats). HSPG supports continued investment in sustainable transport to support town centres, reduce congestion and better connect them across the sub-region. Challenges include blending and concentrating investments, including grasping the opportunities presented by induced expenditure growth as a result of

airport expansion as well as the indirect or catalytic growth, such as rising demand for hotels and effectively ‘curating’ the range and mix of uses within town centres given competition between land for homes, retail, hotels, and other forms of employment.



Slough trading estate (Flickr)

19 See <https://www.wla.london/our-programmes/economy-skills/planning-policy/17> as summarised in the JEBIS.

*The need to find the space to facilitate business growth and encourage investment in the context of the range of constraints on land available for development and the related policy focus on maximising land use efficiency and intensification of brownfield land development*

Measures are required to support growth across a wide range of employment sectors and provide for a diversity of business accommodation needs, from local service providers and industrial uses through to companies providing digital, media, financial and professional services. There is a need to cater for start-ups and affordable work spaces through to global office headquarter premises.

Meeting both growing employment and housing needs will continue to be challenging given the presence of a range of policy and environmental constraints including Green Belt, Metropolitan Open Land, countryside, Areas of Outstanding

Natural Beauty, Natura 2000 sites, scheduled monuments, listed buildings and areas vulnerable to flood risk. Both housing and employment development are often competing for the same scarce land, presenting planning policy choices. Increasingly mixed places of living and working are sought, yet there are limits to colocation of housing and commercial activities, as the West London Employment Review has demonstrated.

Challenges include providing sites with adequate accessibility (such as town centres), maximising land efficiency to minimise land take, identifying development forms which enable residential and employment uses to be combined and the viability of new formats of employment premises. These need to be considered alongside the step change required in the quality of the urban and natural environment in several areas across the sub-region and measures to increase accessibility by sustainable transport modes.





Southall Street Party

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*The need to focus both on quality of life and quality of place to improve liveability for residents and attract businesses and visitors*

There are many challenges to the everyday lives of residents across the sub-region that the JSPF can address and help make the quality of life better. At present there are pockets of deprivation and both unemployment and underemployment. There are issues of housing affordability, social exclusion and skills gaps and in certain location environmental quality is poor.

HSPG Members are committed to pursue the actions of both the JSPF and EDVAP in an integrated way to address these challenges. Already substantial investments are made in placemaking, public realm and environmental sustainability but there is much to be done to make places better and address areas that are under-performing or are inaccessible. This includes further enhancing publicly accessible green and

blue natural spaces, and public spaces in our urban and suburban areas, to promote health and wellbeing, develop resilience to climate change, support active travel options, enhance air quality and attract talented staff and businesses.



20 As summarised in Chapter 2 of JEBIS Stage 5 Report (December 2018).

21 As summarised in JEBIS Stage 2 and 3 Reports (both October 2018).

22 As summarised in Chapter 2 of the EDVAP.

*The need to cater for a growing population (attracted by the higher quality of life and good work opportunities) and other demographic changes, and address the pressures these place on public services and housing availability*

Using available data, over the period to 2041, substantial growth in the population and number of households within sub-region is forecast, regardless of Heathrow expansion . Population growth of around 15% between 2018 and 2041 is anticipated, rising by around 250,000 - from 1.63 million residents in 2018 to 1.88 million residents in 2041. This equates to adding a population the size of Southampton or Wolverhampton.

Population growth is mirrored in projected household growth, which is projected to rise by 22% by 2041, an increase of 162,000 to 795,000 households. In comparison, Heathrow expansion will lead to growth of some additional 3,000 households across the sub-region.

The increase in the number of people not in work (because they are too young or older than working-age), will increase dramatically in some parts of the sub-region, particularly in Spelthorne, Elmbridge, Windsor and Maidenhead, and South Bucks . The 65+ population is projected to increase by 57% between 2019 and 2041. This means that there will be relatively fewer resident workers who will be funding these public services through taxes. Employment growth from expansion will bring more jobs and residents into the area, which could help level out that ratio and provide a stronger tax base for local services.

An ageing population will have far-reaching implications for accommodation, transport and community services needs and could also change the local labour markets (through the loss of skilled and experienced workers), commuting patterns (a need to attract workers from further afield), and housing needs (creating mismatch in supply and demand).



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*The need to boost housing supply to meet current and projected housing needs and achieve greater levels of affordability, whilst ensuring house-building is accompanied by appropriate social infrastructure*

A major increase in house-building, and for affordable housing in particular, is needed to cater for household growth and address the current unaffordability of homes in the area to either rent or buy. This needs to be accompanied by appropriate education, healthcare and other social infrastructure to create sustainable communities and cater for changing demographic profiles. The JSPF does not set housing need figures or targets; this is for each local planning authority to determine. However, the strategies and infrastructure proposals included within the JSPF can support the delivery of planned development and provide the opportunities and conditions necessary to improve confidence, viability and increase the development potential of future sites to help deliver an uplift in homes. Accessible well-connected town centres and residential areas can offer homes for the expanding airport workforce.

A significant challenge is ensuring that adequate social infrastructure is delivered in a timely manner in conjunction with house-building, supporting the education, health and other social care needs of growing communities.

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*The need to preserve and enhance valued landscapes and habitats and achieve multi-functional green and blue infrastructure networks that deliver more for people and wildlife*

Green and Blue Infrastructure is critical to the quality of life and the local environment. The sub-region includes a range of major green and blue assets. Generally, there is a good supply of green open spaces and publicly accessible waterways, though there are marked disparities in the quantity of public open space provision between authorities<sup>23</sup>, the quality of open spaces varies tremendously (with several areas that are degraded and poorly managed) and issues of severance undermine the ability to create continuous networks.

Getting Green and Blue Infrastructure (including designated Green Belt and Metropolitan Open Land) to work for both people and for wildlife so that it offers a high quality and well-managed and maintained environment is a major challenge. This includes balancing measures to achieve nature restoration for net gain biodiversity and providing better active travel connectivity to green spaces to boost residents' quality of life and improve opportunities for recreation.

23 As identified in Chapter 3.5 of JEBIS Stage 5 Report (December 2018).





*The need to address the currently unsustainable high level of car dependency, and achieve a modal shift that makes active travel and public transport options more attractive and viable*

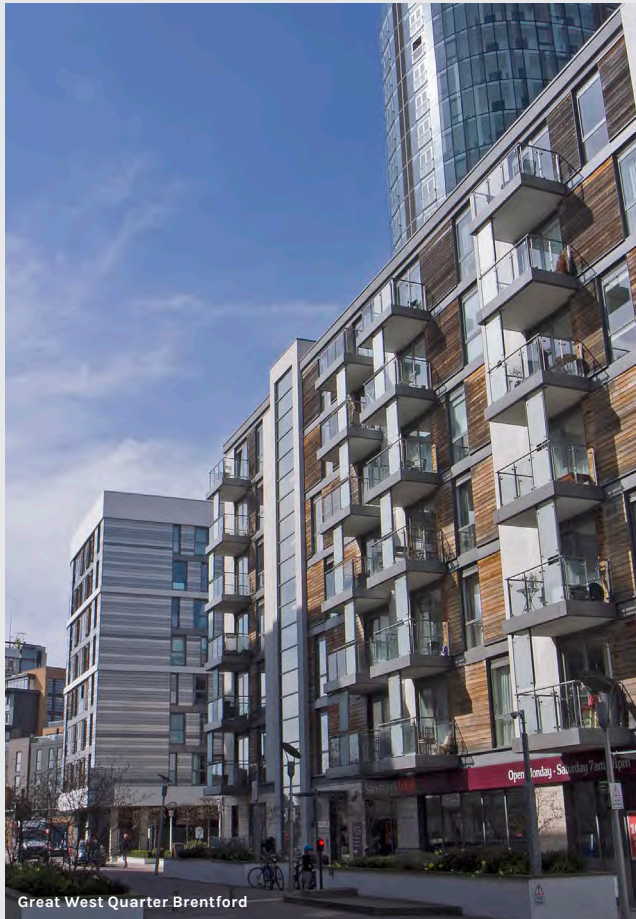
Throughout the sub-region high car dependency has led to increasing levels of traffic congestion and pollution, which in turn has resulted in poor air quality within many communities. HSPG members therefore support a modal shift to need to focus on moving people rather than cars - prioritising walking and cycling, followed by public transport, car-sharing and lastly private vehicle use. This includes the reprioritisation of road space from general traffic to walking, cycling and bus priority, and an innovative approach to new forms of travel mode and personal mobility services.

ter support to low carbon modes of travel is integral to strategies geared to addressing the climate emergency, improving air quality, promoting active recreation and

healthy lifestyles and helping to ensure that economic prosperity is shared equitably by connecting communities to areas of growth via improved public transport and active travel routes.

Over the time horizon of the JSPF, a continuing uptake in 'mobility as a service' can be anticipated, enabled by technological advancements in autonomous vehicles and on-demand services and applications.

Strategic challenges include the need to bridge the different planning regime for buses between London and surrounding counties area and the current imbalance of rail access into London compared to areas to the north, west and south of the airport. Such challenges highlight the need for greater cross-boundary working to improve key orbital corridors and community networks to rebalance the current focus on radial connections into London.



24 <https://www.heathrowexpansion.com/expansion-plan/the-world-is-waiting-report/>

25 As summarised in Chapter 2 of the EDVAP.

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*The need to closely coordinate land use and transport infrastructure planning to support and catalyse growth*

Growth of the HSPG sub-region constitutes major growth for the whole of the UK. Indeed, our businesses are driving forward national economic recovery and growth. The area benefits from having tremendous locational advantages, combining the proximity of Heathrow Airport, motorway and rail network, access to central London and high quality of environment. But these locational advantages will only be fully leveraged with infrastructure investment related to airport expansion, HS2 and other rail projects in a way that unlocks further growth potential and serves as a catalyst for accelerated delivery.

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*The continuing importance of the local and strategic road network and need to invest appropriately in ongoing improvements*

Alongside the shift to more sustainable travel modes, de-carbonising of the surface travel sector and changing patterns in the movement of people and freight, it should be acknowledged that for the foreseeable future the Strategic Road Network and local road network will continue to be critical to the economic and social functionality of the sub-region, and indeed are of national significance. Road congestion, safety, unreliability of travel time and the parking of vehicles continue to be a daily source of friction, waste and frustration to local communities and business and to airport users.

The HSPG is not a transport authority and the JSPF is not a sub-regional transport strategy but it can be used in collaboration with other bodies and strategies to help coordinate land use and transport planning and to help guide investment and interventions in the strategic and local road network which will continue to be critical to the success of the sub-region.

*The need to capitalise on the sub-regions locational advantages and lead in sustainable and innovative freight and logistics systems*



Heathrow is currently the largest and busiest ‘port’ in the UK by value for exports with countries outside the EU and Switzerland<sup>24</sup>. Airport expansion will lead to further uplift in growing demand for air freight (HAL seek to achieve an increase of some 75% on 2018 levels to 3 million tonnes per annum by 2041). This growth in air cargo compounds on the rapid ‘background growth’ in freight logistics related demand for new large dedicated buildings and employment. This requires a holistic and innovative approach to planning for freight as a system, one that maximises efficiencies, promotes automation, consolidation and streamlines freight transport and delivery.

Given that these uses are typically provided in land-hungry, road accessibility-based sites, there are profound questions for the HSPG as to how much logistics-related development is considered appropriate for the area. Challenges include the allocation of suitable land, including maximising necessary storage and distribution facilities within the airport campus and siting freight hubs at appropriate locations elsewhere, developing higher density formats and minimising freight traffic with integrated planning that includes non-road-based methods.

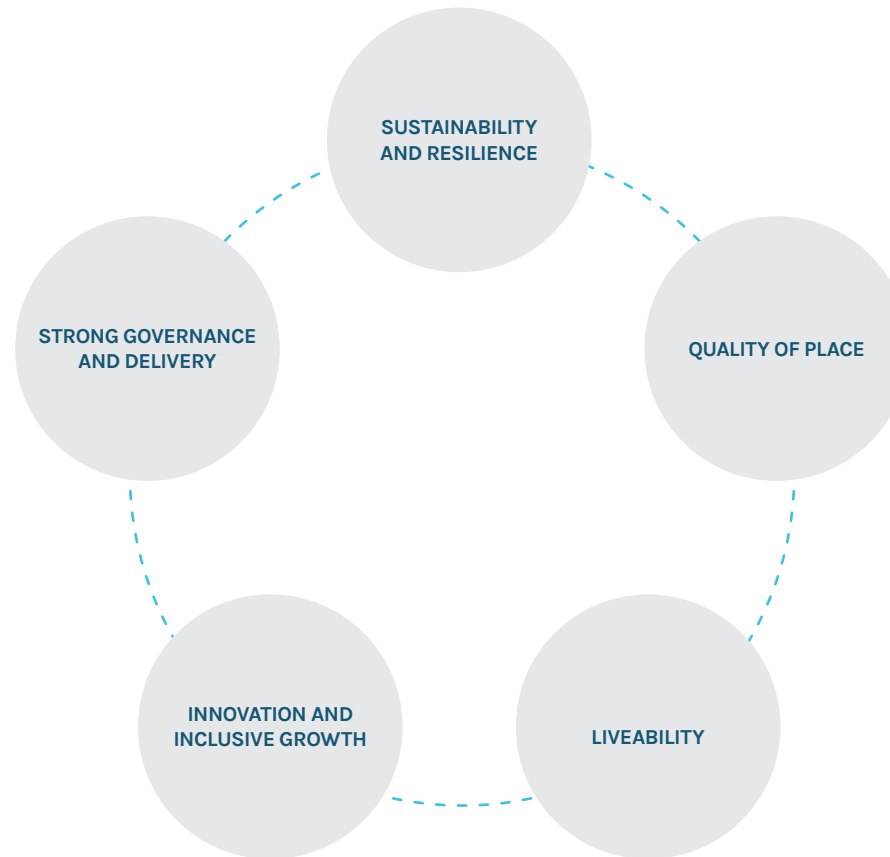
*The need to maximise the opportunities of advances in digital technology and address the varied influences these have on changing lifestyles, employment patterns and the skills people need to work*

Technological advancement will continue to facilitate new ways of living, working and moving around, with the rise of Artificial Intelligence and automation. Whilst this will increase the ability to work flexibly and remotely, there is a risk that increased automation can reduce some types of employment and create some new opportunities. This will especially be the case in some lower-skilled jobs; analysis shows that elementary jobs have a 64% risk of automation, though higher-skilled jobs in associate professional and tech occupations are also facing a 38% risk of automation<sup>25</sup>. Both employers and employees will need to keep pace with technological changes, requiring a major focus on continuing employee training and workforce development. There is a huge opportunity for Heathrow to lead the way on training and upskilling people for the jobs of the future, particularly in sustainable aviation, logistics, freight and food/catering industries.

## 2.6 Responding to the Challenges: Five Themes

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The JSPF sets a long-term trajectory that establishes how HSPG members intend to work collectively to transform the sub-region, whilst establishing short-term actions that set us on this path. It looks ahead 30 years into the middle of the 21st Century, to a future that will be very different following the rapid advancement of technological change and intensifying environmental pressures. There are five cross-cutting themes that define an approach in response to the challenges and frame the JSPF vision and actions.





## SUSTAINABILITY AND RESILIENCE



The HSPG is committed to: achieve best practice in sustainable development; introduce major environmental improvements; and contribute towards achieving the UK net zero target by 2050. The group recognises the urgency of decarbonising and increasing the resilience of the sub-region to climate change impacts through well considered land use planning and surface transport proposals, and international and national treaties and policies will direct the management of future growth in air travel in relation to net zero carbon by 2050. The proposals for expansion at Heathrow and other airports will be viewed within this context.

This spatial framework focuses on promoting sustainable surface access proposals (how passengers and staff get to and from the airport), improving the quality and accessibility of green open space networks (including the Green Belt) and maximising environmental benefits for local people.

The JSPF actions seek to focus on and apply a step change to planning for the environment that embeds the ‘environmental net gain’ principle for development and ensures the standards of sustainable development are raised for major new development across the sub-region, including the close integration of efficient land use and public transport planning.

In applying the JSPF actions and pursuing innovation opportunities, HSPG will take full advantage of the presence of higher education institutions undertaking cutting-edge environmental research institutions, such as the Royal Holloway (University of London), University of Surrey and the University of Reading (globally renowned in climate change research).

## QUALITY OF PLACE



Achieving high quality places will be achieved by locating the right development in the right place at the right time, supported by the right infrastructure and opportunities.

In relation to expansion of Heathrow Airport and other strategic development projects, HSPG will continue to focus on generating maximum benefits for local people over the

course of the next 20 to 30 years by creating sustainable places of enduring appeal, boosting quality of life and both protecting and enhancing the natural environment.

HSPG expects the design of buildings, infrastructure and environmental improvements associated with expansion at Heathrow Airport to be truly world class. The HSPG sub-region is a key gateway to the UK and first impressions count.

The transformational impact of work associated with the London 2012 Olympics set the bar in this regard, repositioning east London's national and international reputation whilst providing significant community benefits. Heathrow's expansion is likely to be much bigger in scale and nature than this. The opportunity to strengthen the airport's global role, reinforce the position of the sub-region as an attractive location for inward investment and deliver for local people needs a concerted effort from public and private sector stakeholders working together over the short, medium and longer terms. The quality of the built and natural environment within and surrounding the airport campus and links into local neighbourhoods need to convey the scale of ambition and commitment to quality.

Quality of place is considered at multiple levels. HSPG takes the broader perspective in recognising the international and national importance of the sub-region, whilst also looking to neighbouring areas to ensure the JSPF actions are complementary to, for example, plans for the Oxford to Cambridge growth corridor. At the same time the focus is acutely local. Many residents now live in twentieth century-built suburbs that need to be adapt and transform over time with improved green and open spaces and active and public transport choices to reduce car dependency, improve access to local services, and enhance health, wellbeing and quality of life.

The JSPF particularly focuses on the 'Heathrow Interaction Area' between the proposed expanded airport campus and surrounding neighbourhoods. The priority is high quality active travel and public transport connections, with attractive and biodiverse green and blue infrastructure networks. This focus recognises that the communities closest to the airport campus are likely to experience the most acute impacts the main construction works on and around the airport proceed over the next 10 to 15 years.

## LIVEABILITY



HSPG wants the broad diversity of neighbourhoods across the sub-region to all be great places to live. This means a focus on the health and wellbeing of residents and that other factors that contribute to quality of life. Virtuous circles of improvement will be pursued through the investments of HSPG members and through working in partnership with others. Green and blue spaces will be enhanced and opened for public access to offer health benefits and attract visitors to the area. Pervasive networks of clean public transport, walking and cycling routes will allow people to reach jobs and leisure opportunities readily and affordably.

Vibrant mixed-use town centres will be strengthened as hubs for business innovation, community life, tourism and culture. A focus on liveability is core to the way expansion proposals at Heathrow Airport are being viewed by HSPG. This includes maximising

appropriate local economic development and environmental improvement opportunities. These range from initiatives that secure skills and training opportunities, through to landscape measures that ensure that the maximum mitigation for the negative impact of aircraft noise and air quality is achieved. For example, multi-functional landscape proposals should include green spaces of relative tranquillity.



## INNOVATION AND INCLUSIVE GROWTH



By 2050 the area surrounding Heathrow Airport will be one of the most advanced sub-regional economies in the UK. With a major expansion of employment opportunities there will be low unemployment, and low underemployment. There will be opportunities for residents and workers to improve their skills throughout their life.

Businesses will be given the space and support they need to flourish, boosting productivity and attracting inward investment. This will ensure innovation is encouraged and that the sub-region is seen to be 'doing different' rather than just more of the same.

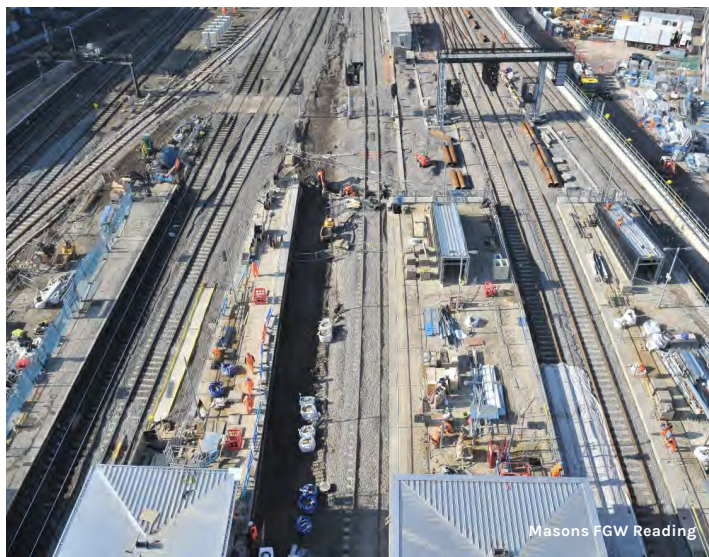
Economic growth will be more equitably distributed so that there is a greater equality of opportunity across the sub-region. Accessibility improvements will ensure good jobs are easy to access by public transport and active travel.

Freight and logistics businesses in the region will be leaders in low and zero-

emission transportation and warehousing, harnessing technological advances to streamline their systems and improve services. Well established partnerships between educational institutions and industry will support innovation and advances across sectors, including digital/ICT, film, TV and other cultural and creative industries, pharmaceuticals, and manufacturing and logistics, enabling the sub- region to compete for talent and investment. There are opportunities for HSPG to work with partners, for example, in leading the way in the application of technological advances in autonomous and electric vehicles.



## STRONG GOVERNANCE AND DELIVERY



Appropriate governance and delivery mechanisms are key to realising HSPG's aspirations for the sub-region. The potential legacy opportunities are massive and must be secured. Decisions made now will affect many generations to come.

There is much that HSPG members can do through working together and with other partners. The JSPF can help to foster cooperation, improve relationships and jointly solve problems. JSPF actions will initially be monitored and delivered by members through existing HSPG and individual member governance arrangements.

HSPG has already shown itself to be a strong unified voice, working cross boundary to reinforce the collaborative advantage, holding HAL to account on key issues and successfully influencing its emerging proposals. In conjunction with the Heathrow Airport expansion DCO process moving forward, HSPG is working to create proposals for future governance to ensure JSPF actions can be

implemented effectively whilst enhancing local accountability. For example, discussions are being held on how to use and govern sources of increased income which will be achieved through expansion. These could include business rates, access charges and Ultra Low Emission Zone charges. HSPG members would like to see this income used to maximise the benefits to local people, who are disproportionately negatively impacted. This income could be used to deliver key actions outside of the DCO 'limits', but which directly arise from the impacts of expansion.

These proposals will ensure that this effective co-operation continues, so that strategic objectives can be secured through not only the Heathrow Airport DCO planning process but more widely to the range of other major development proposals set to be implemented over the coming years, helping to ensure they are successfully realised and leverage maximum benefits.







03

# A Thriving and Prosperous Economy

# Vision

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Our vision is to be one of the most advanced sub-regional economies in Europe, with a highly skilled workforce and a wide range of training and employment opportunities. We will ensure greater equity in the distribution of benefits and opportunities geographically across the sub-region, with a network of well-connected economic centres and communities. The identity of the HSPG area will be synonymous with innovation

and quality of place, attracting businesses and inward investment from around the world. We will shape the proposals for expansion at Heathrow Airport and related development to maximise the contribution to the wider economy. This includes ensuring provision and protection of suitable employment land for non-airport related local services and industry to provide a strong and inclusive legacy for local people.



# Overview

The sub-region makes a significant contribution to the UK economy and has long been at the ‘cutting edge’ in manufacturing and services. The economic characteristics of the area today is the legacy of successive waves of innovation. Many of these sectors are attracted to the sub-region by the connectivity benefits that the road, rail and air networks offer. The area comprises world leading businesses and research institutions; a continuing focus on productivity and skills development is required to sustain its current economic performance.

Background employment growth is projected to continue rising over the next 30 years and will be given a major boost should expansion of Heathrow Airport proceed. In its Illustrative Preferred Masterplan (see Figure 1.1) HAL proposes that the majority of specialist airport-related

employment needs are accommodated within the DCO application as such Airport Supporting Development (ASD) falls within the definition of Associated Development under the Planning Act 2008 (as amended). However, HAL proposes that a large proportion of the demand for ASD will not be accommodated within the DCO but be located beyond the airport campus, either within the HSPG area or beyond. This is identified as residual growth requirement.

HSPG supports the continued growth and appropriate development of the sub-region’s economy. However, the amount of ASD accommodated outside of the airport campus will need to be balanced against other needs and against a limited land supply in the sub-region. Other needs to be balanced include other non-airport related forms of employment use, increasing

the supply of homes (especially affordable housing), other amenities that ensure a good quality of life and measures that improve environmental quality.

The chapter provides an initial framework for considering how much and where background and expansion related growth can be accommodated in a sustainable way within the sub-region and the priority actions required to achieve this.

## 3.1 Existing Employment Sectors and Locations

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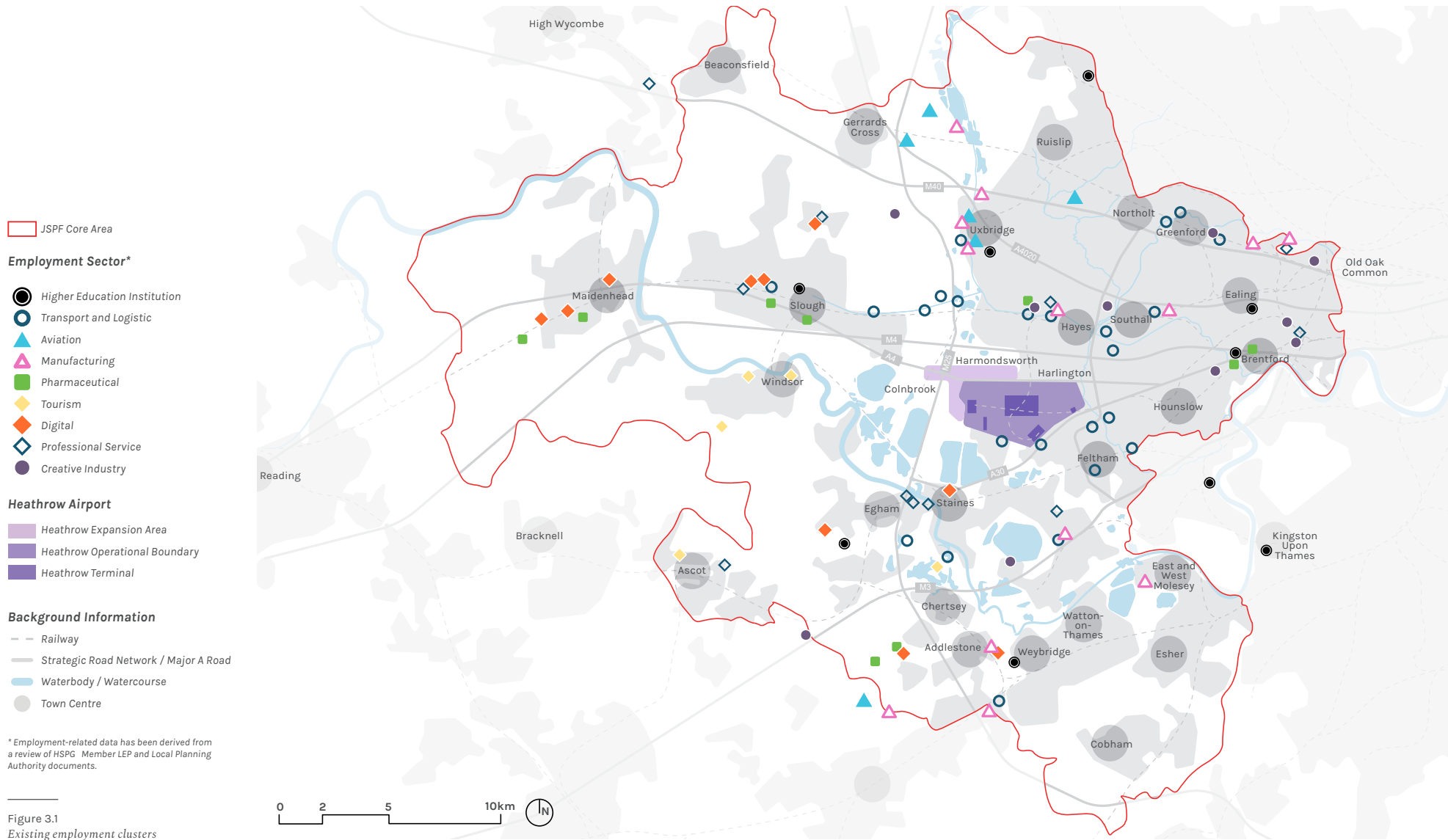


The HSPG economy is highly productive. The GVA (measure of economic output) per worker is over £72,000, which is 20% greater than the South East average and 28% more than the England average.

The area has concentrations of businesses across a range of sectors including digital/ICT, professional services, film, TV and other cultural and creative industries, pharmaceuticals, manufacturing and logistics. An overview of the distribution of existing key sectors within the sub-region is provided in Figure 3.1.

Other than the sub-region's exceptional connectivity, core assets include:

- Large commercial hubs, such as the business parks at Slough and Uxbridge;
- Highly reputable educational institutes including Brunel University, Royal Holloway University and the University of Surrey;
- Creative industries, notably around the Pinewood technology hub, Longcross and Shepperton film and television studios as well as the media-related cluster along the Golden Mile;
- Internationally renowned and culturally significant landmarks and visitor attractions, including Windsor Castle and parks, Frogmore House, the Magna Carta Monument and Legoland; and
- An attractive business and residential setting arising from the rich natural environment, including the Colne Valley Regional Park, Areas of Outstanding Natural Beauty and the multitude of other green and blue infrastructure assets.



## 3.2 Forecast Employment Growth

*26 Stage 3 Report for the Joint Evidence Base and Infrastructure Study (October 2018) (Version 1.0). An update to these forecasts were published the Update Report to the Joint Evidence Base and Infrastructure Study (August 2019 (Version 1.1)). This update took account of the ONS 2016-based household projections, which predicts lower demographic growth. This, combined with slower growth projections for the economy, suggests lower levels of employment – both in terms of background growth and growth associated with expansion proposals at Heathrow Airport. To ensure consistency with the analysis for the projected land requirements (which was undertaken against the 2018 forecasts), the JEBIS 2018 forecasts have therefore been used. HSPG and HAL intend to update the JEBIS forecasts and associated land requirements associated with expansion at Heathrow Airport taking account of the latest information prior to the submission of the DCO application.*

The JEBIS includes an initial summary of the potential employment growth and associated demand for land from 2018 to 2041. It will form an on-going evidence base and will be regularly updated to reflect changes in background growth, further development of proposals for expansion at Heathrow Airport and the work of HSPG members and others.

The section provides a summary of the evidence base for determining the scale and nature of likely future employment growth. It will be regularly refreshed. Detailed tables containing estimated requirements for employment land are included in Appendix A, with this section summarising the broad findings.

What is clear from the work undertaken to-date is that the expansion of Heathrow Airport will take place in the context of substantial background employment growth and development, and that not all employment development arising from expansion at Heathrow Airport can be accommodated within the expanded Airport campus. On-going collaborative working between HSPG and HAL will therefore be required to ensure a sustainable solution to addressing the provision of residual growth requirements can be found – whether this development is accommodated directly within the sub-region or elsewhere.

### Approach to modelling employment growth

The ‘top down’ macro-economic forecasts used as the basis for the JEBIS are produced by applying the estimated direct on-airport growth (produced by HAL) to Oxford Economics’ regional model, which includes trend estimates of background growth. The forecasts extrapolate forward existing relationships, and as such represent the ‘business as usual’ or ‘baseline’. They therefore do not take account of the impacts of any changes in strategic policies or from planned and proposed strategic infrastructure projects within the sub-region (other than expansion of Heathrow Airport) or the associated additional economic development that such infrastructure could unlock.

It is possible that additional transport infrastructure planned (including the opening of the Elizabeth Line and HS2 station at Old Oak Common) and proposed for the sub-region (for example, Western Rail Link to Heathrow and Southern Access to Heathrow) could provide a further significant boost to the sub-regional economy with resultant additional jobs (and homes). Given that the JSPF looks to 2050, it is therefore prudent

to view the employment need figures as reflecting a point in time and recognise the importance of on-going monitoring and review. This will ensure the JSPF reflects changes to the sub-regional economy and provides an opportunity to reflect other policy-driven changes.

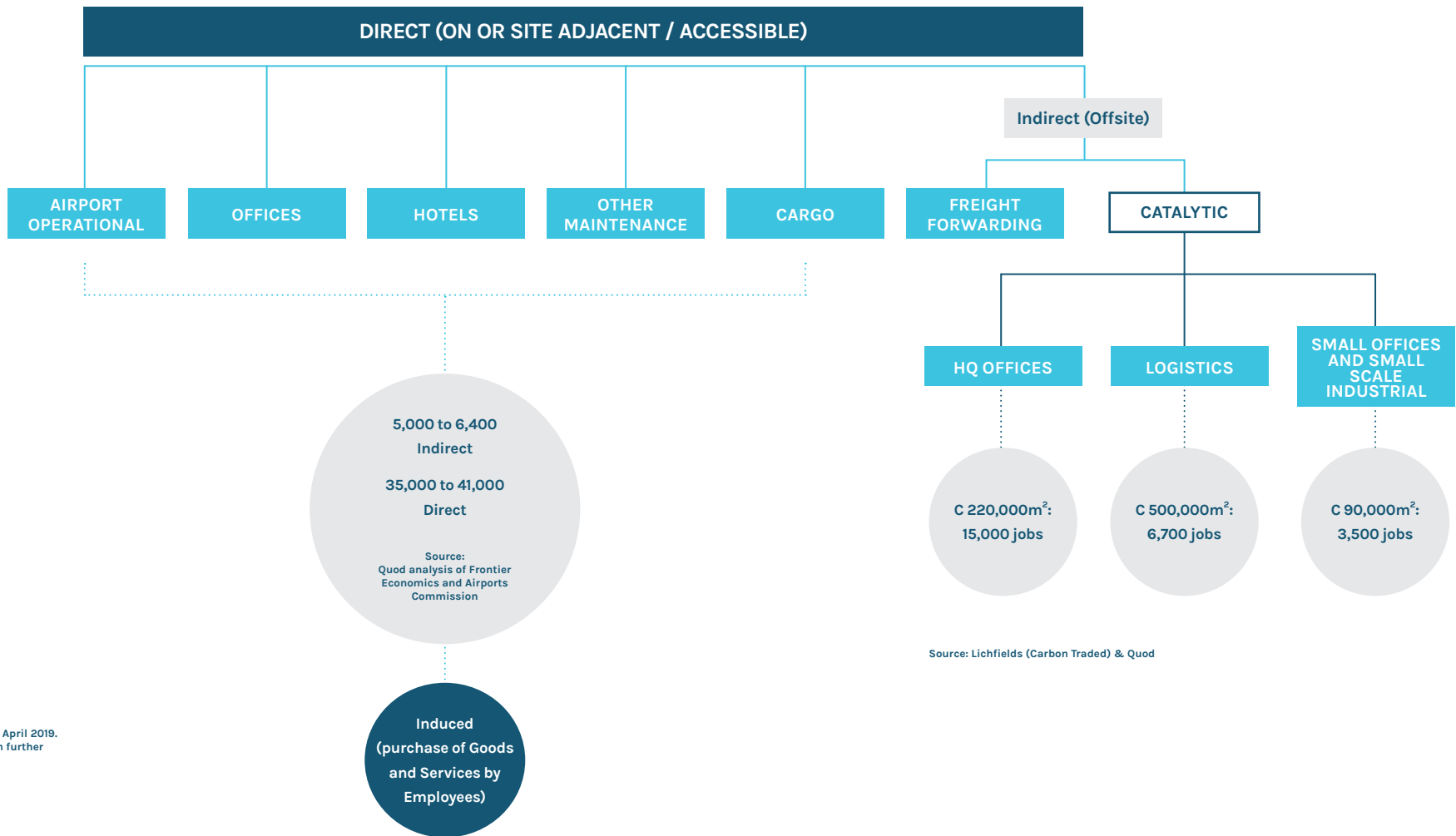
### Projected Employment Growth

The JEBIS 2018 central projections<sup>26</sup> expect employment growth trends to continue, with a further ‘baseline’ growth of 139,000 jobs over the period 2016 to 2041 and an additional 48,000 jobs generated from Heathrow Airport expansion. Of these jobs, 35,000 would be at the Airport and 13,000 direct and indirect additional jobs in the HSPG area. The higher projection forecasts 40,000 additional direct jobs.

HAL and HSPG have also commissioned ‘bottom up’ employment analysis, ‘the Heathrow Employment Land Forecasting Study (ELFS), which looks at the potential demand for employment land that could arise from the growth of the Airport. This is also summarised in the JEBIS.

Figure 3.2 seeks to reconcile these assessments, comparing categories and sub-types of forecast employment growth. This shows:





Source: HSPG Land Use Workshop, April 2019. Assumptions will be updated when further information becomes available.

See: Appendix A for detail

All areas sqm rounded (GEA)

Figure 3.2  
Indicative sectoral employment floorspace  
breakdown (based on JEBIS 2018 modelling)

- 35,000-41,000 jobs in airport-related uses. These are categorised as ‘direct’ on or adjacent to Airport uses.
- 5,000-6,400 jobs in the same land use categories that could be accommodated in ‘indirect’ locations in the immediate vicinity of the airport. These include freight forwarding, hotels and other airport-related functions that can operate effectively beyond the security perimeter.
- Beyond this, there are certain employment categories that are more footloose in nature, which are defined as either ‘indirect’ (requiring locations within close proximity to the airport) or ‘catalytic’, which potentially could be located a significant distance from Heathrow Airport but are nonetheless attracted by the international connectivity offered. These include:
  - 5,000 jobs associated with HQ offices;
  - 6,700 jobs associated with logistics; and
  - 3,500 jobs associated with small offices and small-scale industrial premises.

The provision of these employment facilities will in turn generate additional ‘induced’ jobs in relation to retail and local services, for example within nearby town centres.

Taken together, a combined total of some 140,000 new jobs is therefore forecast for the sub-region by 2041. There is the potential for many of these jobs to be high skilled and high value; the allied HSPG Economic Development Vision and Action Plan focuses on actions to maximise the benefits of these opportunities.

### Projected Land Requirements

In relation to background or baseline growth requirements, HSPG local planning authorities are at various stages of preparing their local plans to ensure that both residential and employment needs are positively planned for. These local plans therefore make land and/or floorspace provision for some of the additional job growth identified in the JEBIS forecasts.

Further work may be undertaken by HSPG members (either collectively or individually) to understand the extent to which background employment growth is reflected and accommodated within adopted and/or emerging local plans – some initial analysis on this is provided under Outcome 2.

The ELFS identifies land requirements for different employment uses based on detailed analysis of the current

provision within the sub-region and the application of growth factors relating to expansion of Heathrow Airport, such as passengers, air traffic movements and cargo. This identifies demand for different types of uses (warehousing and industrial, office and hotels) and provides an indicative land area quantum.

HAL’s Illustrative Preferred Masterplan (see Figure 1.1) makes provision for some of these uses. A more detailed breakdown of employment proposals, as of April 2019 are set out in Appendix A to this document. Both the ELFS and the Illustrative Masterplan are being updated so these figures should be taken as illustrative. However, they do give a useful indication of the broad quantum of land and floorspace that may be required in the wider sub-region beyond the airport campus based on the Illustrative Masterplan that served as the basis for the Airport Expansion Consultation in June 2019. This Masterplan is subject to on-going review and adjustment. However, the overall timescale, targets and requirements of the ANPS remain unchanged.

Figure 3.3 shows the broad rounded totals for each employment-related use class. This illustrates that HAL expects the majority of the demand

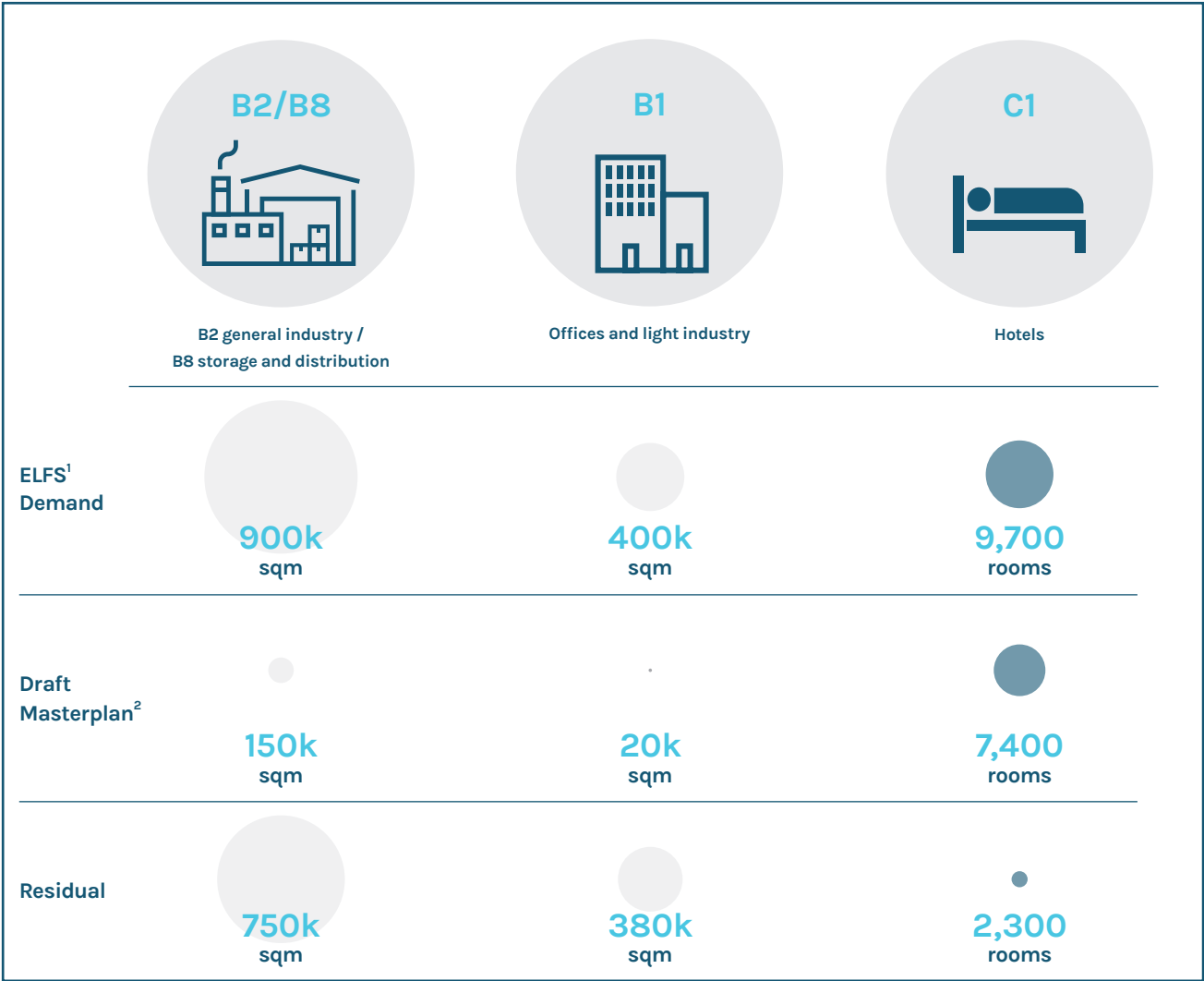
for additional floorspace for logistics/ industrial uses and offices would currently be expected to be met off site (e.g. not within the airport campus); the former mainly on employment sites and the latter mainly in town centres.

HAL currently proposes to accommodate the majority of the increased demand for hotel rooms within its Masterplan but with significant hotel space requirements (2,300 rooms) needing to be accommodated beyond the airport campus to meet forecast demand. The JSPF proposes that this is targeted at Town Centres (see Outcomes 2 and 13).

As these forecast figures are not finalised, it is not yet clear the scale, type and phasing of development that local plans are expected to facilitate and the likely ‘search areas’ for such uses, some of which may extend beyond the HSPG boundary. However, these broad quantum have informed the spatial approach in the JSPF and the HSPG actions relating to accommodating employment growth.

Appendix A will be updated as further information becomes available.

EMPLOYMENT LAND USES



<sup>1</sup> Heathrow Employment Land Forecasting Study: Summary (Lichfields for Heathrow Airport Limited, January 2019)

<sup>2</sup> Heathrow Airport Illustrative Preferred Masterplan (Heathrow Airport Limited, June 2019) used as basis for Airport Expansion Consultation

Figure 3.3  
Illustrative Potential Demand for  
Employment Uses

## OUTCOME 1

# A skilled labour force that has equal access to employment opportunities within the sub-region

### Utilise the planning system to deliver skills and training programmes

The Economic Development Vision and Action Plan presents a detailed analysis of the current workforce, its skill levels and some of the challenges, opportunities and threats facing the sub-region. Key findings from this work indicate that:

- The sub-region is home to a relatively high-skilled population who are in-work. The employment rate across the region is 79%, which is broadly similar compared to London and England.
- The average number of people with an NVQ4+ is 55% making the area more highly skilled than England and the South East. This provides a sound foundation for further employment growth, particularly in high value sectors. However, for some people underemployment is a significant issue, with jobs that are inadequate with respect to their training or economic needs.
- There are challenges coordinating supply and demand in the labour market. Most businesses claim their

‘hard to fill vacancies’ are largely either the result of not being able to attract talent with the right skills or not enough applications. Across the area, businesses face different challenges for filling vacancies. In the local authorities of the Royal Borough of Windsor and Maidenhead and the London Boroughs of Ealing and Hounslow the challenge relates to filling their high-skilled jobs, whereas the London Boroughs of Hillingdon and Hounslow report more hard-to-fill vacancies in middle-skilled jobs. For all other local authority areas, service-intensive jobs (‘caring, leisure and other services’ and ‘sales and customer services’ staff) face the biggest challenge.

- With investment in the right skills development and employment support programmes, people can access new jobs in the sub-region. Headquarters and other businesses could attract new workers who bring the knowledge and networks they developed elsewhere.
- HAL can act as a leader in the sub-region, working with local government programmes and its already well-established Heathrow Academy to help those facing barriers to employment to get into work.

Employment support, skills and training programmes, and breaking down the barriers to progression at Heathrow Airport can all be tested among its large labour pool to consider how the successful programmes could be further developed across the sub-region.

- Although the sub-region as a whole is prosperous, there are pockets of deprivation which are particularly focused in Southall, Northolt and Greenford, where many Heathrow Airport employees live. Targeted interventions should be deployed in these locations, including skills and training programmes and other measures to improve both economic prosperity and health and wellbeing outcomes.

The planning system can have a role in the delivery of different skills and training programmes related to both expansion of Heathrow Airport and across the wider sub-region to promote equitable access opportunities for local people. It can also support public transport enhancements (see Outcomes 3, 4 and 5) to improve physical and digital accessibility of jobs and training opportunities across the sub-region. Further details, including further actions relating to skills and training programmes, are contained in the Economic Development Vision and Action Plan.






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**PRIORITY ACTION 1.1**

*Implement skills and training programmes to enable local people to access employment opportunities*

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Actions for HSPG members and partners	Secure funding for and/or provision of skills escalator programmes and other skills and training programmes through Section 106 agreements on major developments (HSPG local planning authorities, working with LEPs).	 NOW
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Engage with HSPG to develop the detail of the Economic Development Strategy prior to the submission of the DCO application, including its strategy for construction workers. All targets and commitments should be secured as requirements and/or through Section 106 agreements attached to the DCO.	 NOW
	Offer apprenticeships for roles which go beyond the construction sector to maximise the opportunities provided to young people in the sub-region. Such a commitment should be secured through the DCO (through Section 106 agreements or other mechanism as appropriate).	 NOW

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## OUTCOME 2

# Well planned employment development that optimises existing employment land and new sites

The JSPF seeks to maximise employment development that can be accommodated within the sub-region through making the most efficient use of existing employment locations (through intensification) and supporting the regeneration or revitalisation of priority locations. This reflects that outside of the built-up areas, there are various important policy and environmental designations including Green Belt and Metropolitan Open Land, flood risk, Areas of Outstanding Natural Beauty and Natura 2000 sites, which combine to constrain the amount of land available for development. In addition, there is also significant competition within built-up areas for other uses – predominantly residential. It is therefore important that the development potential of brownfield land is optimised to minimise the quantum of ‘new’ land required – whether this be for employment or residential development.

## Intensify existing industrial locations

In addition to the employment development that can be accommodated within town centres, regeneration areas and development opportunities, there will continue to be a requirement for larger scale industrial uses. The scale of this demand increases, particularly for freight and logistics uses, should expansion of Heathrow Airport proceed.

Figure 3.4 identifies a range of strategic growth locations for intensified, expanded and/or new industrial employment provision. Some of these strategic growth locations provide opportunities to deliver new employment floorspace in the short to medium term (such as Poyle Trading Estate and Airport Business Park), whilst others represent longer terms options which will depend on the renewal of existing stock that includes the intensification of existing industrial estates (this includes a range of industrial estates along Greenford-Northolt-Perivale such as Greenford Industrial Estate and Perivale Industrial Park).

The strategic growth locations identified in Figure 3.4 has been informed by some preliminary analysis undertaken by each local planning authority. Each authority has identified existing and new employment sites that have the potential to accommodate future employment growth outside of their existing local plan commitments. The analysis (see Table 3.2 on page 74) suggests there is a particular shortage of land for B8 Use Class uses (industry/warehousing), with the exception of the London Boroughs of Hounslow [and Ealing] who has some capacity to accommodate a limited quantum.

To achieve intensification of existing employment sites, the HSPG has identified a range of measures which it believes can contribute to this. Such measures should also be applied to any new employment land which is brought forward to maximise its development potential. These include:

- Promoting more efficient, higher density building forms, incorporating the use of mezzanines, multi-storey and multi-level logistics space.
- Co-locating different development types, such as compatible residential and light industrial workspaces to create efficient hybrid mixed-use formats.

Figure 3.4  
Strategic growth locations and key proposed public transport schemes

- Incorporating logistics or warehouse space within subterranean spaces as part of mineral restoration projects.

HSPG recognises that for some of these measures there may be market barriers and/or viability challenges to their delivery in some locations. The local planning authorities are committed to working with industry to overcome them.

HSPG members will explore further the potential for intensification of the identified strategic growth locations in future iterations of the JSPF with the aim of collectively identifying those sites across the sub-region which are capable of being intensified. As part of this work, HSPG will also consider the changing market requirements regarding out of town office and retail centres and the potential for such sites to represent appropriate locations for additional freight and logistics capacity.

## CASE STUDY Stacked logistics

### X2, Heathrow

The X2 site in Heathrow (2010) is the only stacked urban logistics site in the UK, a 2 storey ramped facility with full lorry access developed by Brixton. Gazeley’s proposed G Park facility in East London Silvertown (13,000 sqm or 140,000 sqft per floor on 3 floors) is expected to be the first providing HGV access to each floor via a ramp. This would be the first development within the M25 of its kind.

### The Generator, Northfields

The Generator proposed at Northfields (Brent) by St George on the former SEGRO site will be a 6 level light industrial of 16,700 sqm (180,000 sqft) with units ranging from 630 sq ft to 30,000 sq ft (58 sqm-2,785 sqm) with parking at ground / first and with two large and three medium sized service lifts.



## Prioritise town centres for regeneration to accommodate background and expansion related growth

The sub-region is an attractive business location, illustrated by the presence of headquarters and leading technology and professional service companies. These sectors demand high quality office space in attractive environments and accessible locations. Recent trends (across the UK) suggest that some companies are looking to be based in town centre locations (as opposed to out of town business parks) that benefit from a range of amenities, enabling more effective knowledge sharing and to compete for and retain the best talent. A similar trend is apparent for some types of hotels too.

It is important that the sub-region continues to make available attractive locations for existing and future companies for both office and hotel accommodation for background and expansion related growth. Such uses should be complemented with a range

of other employment uses and residential development to create vibrant places for people to live, work and socialise. Figure 3.4 identifies strategic growth locations within town centres, regeneration areas and development opportunities – many of these represent locations that have capacity for redevelopment and/or intensification. These represent the priority locations where growth should be focussed to provide appropriate business locations, make best use of brownfield land and improve quality of life for local people. The potential for former (and existing) retail parks to provide space for employment development should also be considered.

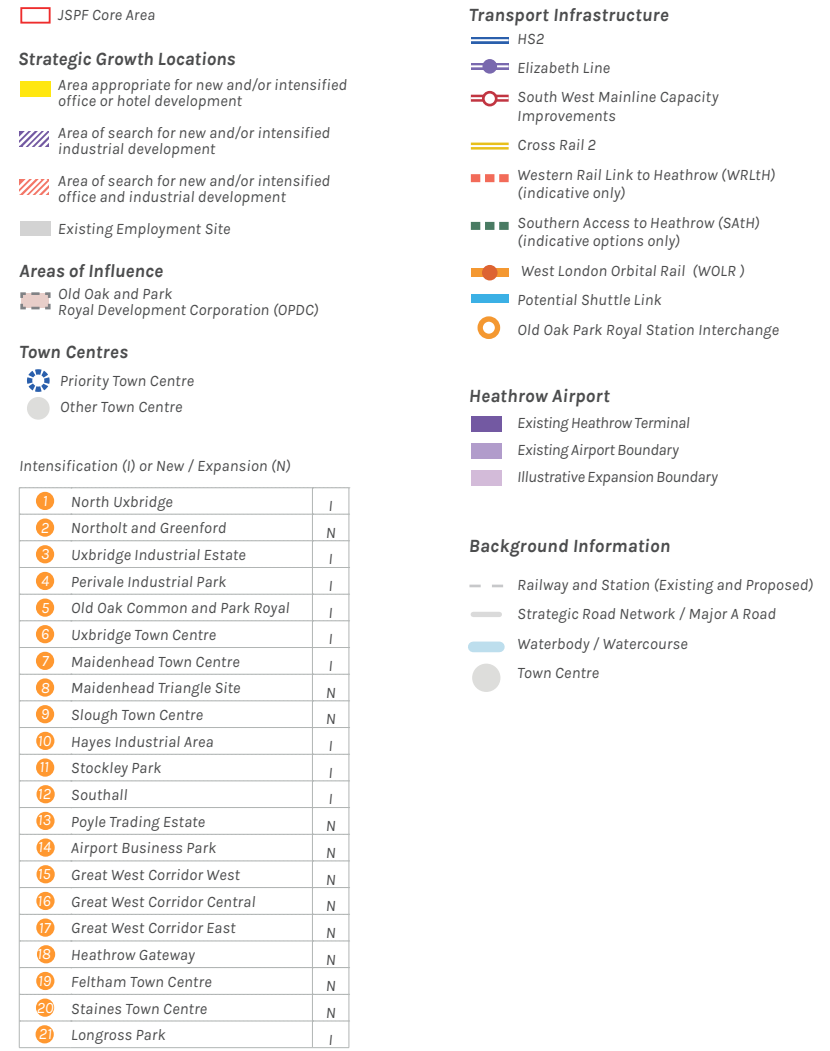
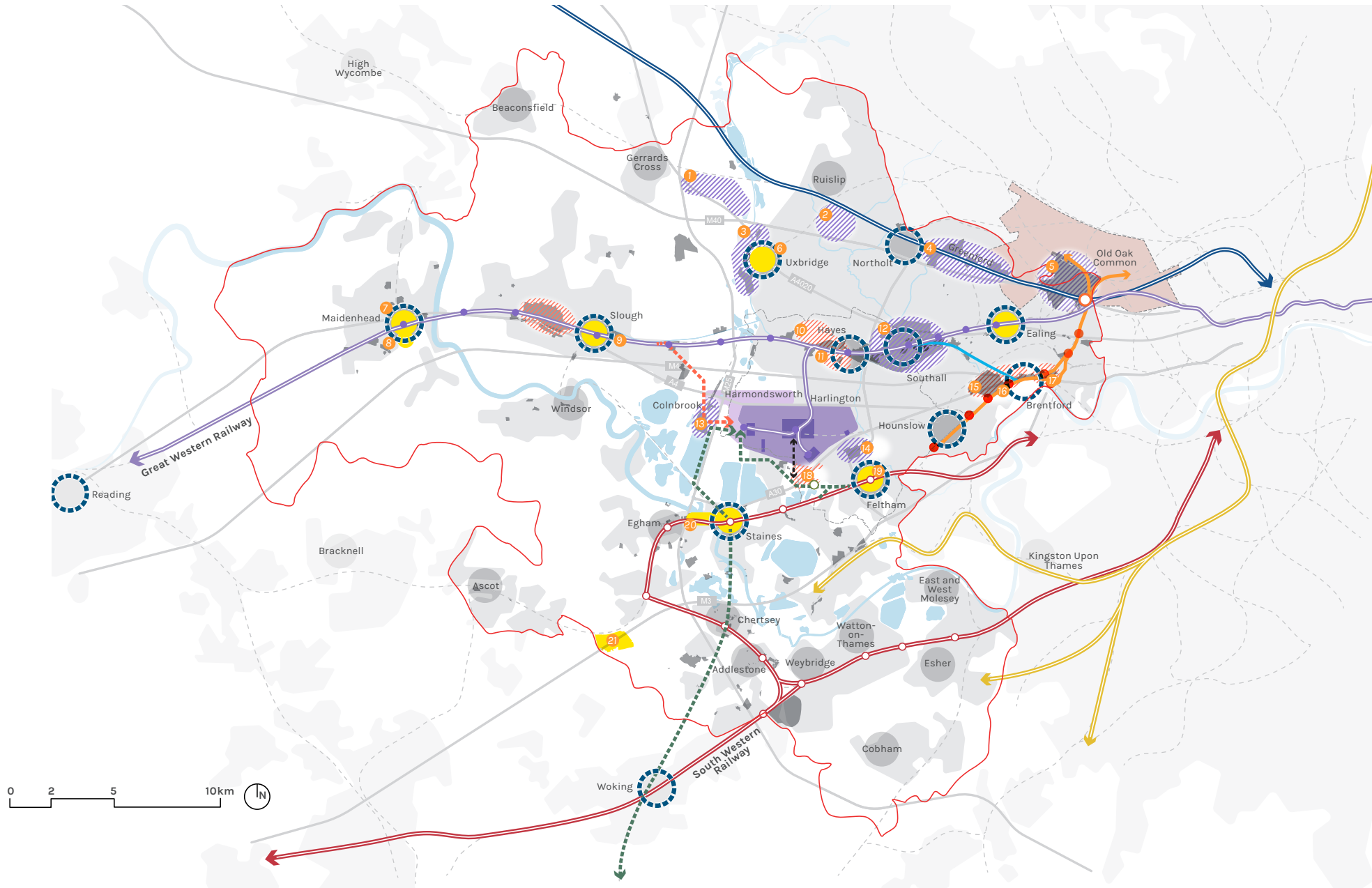


Figure 3.2 Strategic growth locations and key proposed public transport schemes





<i>Town centre</i>	<i>New hotels</i>	<i>Office growth</i>	<i>Other employment uses</i>
<b><i>PRIORITY TOWN CENTRES</i></b>			
Slough	✓	✓	✓
Egham-Staines	✓	✓	✓
M Maidenhead	✓	✓	✓
Brentford			✓
Southall	✓		✓
Hounslow			✓
Northolt			✓
Ealing	✓	✓	
Hayes	✓	✓	✓
Uxbridge		✓	✓
Feltham			
<b><i>OTHER TOWN CENTRE</i></b>			
Greenford			✓

TABLE 3.1  
Priority town centres and opportunities to identify employment growth

Whilst it is important to support the vitality of all town centres, data collected by the HSPG member local authorities has identified that there are particular opportunities for the regeneration or revitalisation within the priority town centres identified in Table 3.1 and Figure 3.4. Outcome 13 provides further details.

## A sustainable approach to accommodating appropriate direct and indirect airport related growth arising from expansion of Heathrow Airport

Based on the analysis set out in Section 3.2, there is significant amount of direct and indirect airport related growth which HAL is not proposing to accommodate within the DCO application. This is in addition to 'background' growth requirements.

HSPG members are keen to support the continued growth of the sub-region's economy and ensure there are opportunities for local people to support a high quality of life for all. However, the sub-region is subject to a range of policy and environmental constraints which limit land supply. In addition, there continues to be significant competition for land, particularly to provide homes for local people.

HSPG members have undertaken some preliminary analysis to determine the sub-region's capacity to accommodate additional employment development

beyond that currently set out in emerging and adopted local plans – whether this be ‘background’ or Heathrow expansion related growth.

In undertaking this analysis, regard has been had to the accessibility of different locations, recognising that new development should only come forward in places which are well connected by sustainable means. This particularly applies to the expansion proposals for Heathrow Airport where the residual growth requirements are directly related to uses on the airport campus. HSPG members also recognise that good connectivity will also provide existing businesses with opportunities to grow with expansion at Heathrow Airport. A summary of this analysis is presented in Table 3.2.

The preliminary analysis indicates that sufficient land for B1, B2, B8 and C1 Use Class uses cannot be identified within the sub-region without impacting on the Green Belt and other environmental designations for longer term background economic development and Heathrow Airport expansion related requirements.

Specifically, in relation to requirements arising from expansion of Heathrow Airport, HSPG members do not consider that HAL’s ‘ask’ to local authorities to

Local Authority	No. of sites identified with potential for additional employment development	Is the Intensification of existing employment sites possible?	Employment use likely to be suitable			
			B1 (offices and light industry)	B2 (general industry)	B8 (storage and distribution)	C1 (hotels)
London Borough of Ealing	10	✓	✓	✓		✓
Runnymede Borough Council	5	✓	✓			✓
London Borough of Hounslow	11	✓	✓	✓	✓	✓
Slough Borough Council	2		✓			✓
Spelthorne Borough Council	4		✓			✓
South Bucks District Council*	0	✓	✓	✓		
Elmbridge Borough Council	7	✓	✓			✓
Royal Borough of Windsor and Maidenhead	12	✓	✓	✓		✓

Table 3.2

Summary of local authority employment land availability by employment use (January 2020)

\* South Bucks District Council – Land identified as having the potential for development associated with the Pinewood Studios and technology cluster are not included in this table (as presented in the emerging draft Local Plan); these matters are to be taken forward by the new ‘Bucks Council’ authority from April 2020.

make provision for significant release of Green Belt, Metropolitan Open Land and/or impact on environmental designations through their respective local plans is acceptable. Such an approach would not be consistent with national policy and is contrary to the requirement that it is for local planning authorities to determine whether exceptional circumstances exist to justify Green Belt release, having regard to their individual circumstances. This is particularly the case given the rationale for the proposed mix of uses to be provided within the DCO application has not been clearly articulated and therefore justified.

HSPG consider that further employment uses (in comparison to the Illustrative Preferred Masterplan) could fall within the definition of Associated Development and that this is a matter HAL should continue to explore and clearly justify in its DCO application. To this end, HSPG members believe that additional freight and logistics space must be provided within the DCO application and that such development would meet the 'tests' to be considered Associated Development. This could replace other uses (such as hotels, which could instead be provided within town centres alongside public and active travel improvements) or be accommodated through an increased DCO application boundary, enabling HAL

to make a very special circumstances case for the additional development.

Furthermore, many of the local authorities within the sub-region have recently or will shortly adopt up-to-date local plans. Whilst HAL has yet to provide more detailed information on the likely phasing of employment uses associated with expansion of Heathrow Airport, there will be a short to medium term requirement. To ensure that sufficient land can be made available to accommodate short to medium term requirements, HSPG members consider that the DCO application provides a more agile and appropriate mechanism.


















This requirement should be coupled with some industrial locations within the sub-region being specifically designated and protected for airport related uses only (and permission for non-airport related uses should not be granted). From the work undertaken to-date this is limited to Poyle Trading Estate. However, there may be other sites identified in the future.

In respect of demand for longer term background employment development, HSPG members will explore how such needs can be met at the strategic growth locations or through new locations in future iterations of the JSPF.





### PRIORITY ACTION 2.1

*Implement a sustainable strategy to accommodate background or baseline growth and residual growth requirements arising from expansion at Heathrow Airport, which balances employment development with protecting the quality of the sub-region's environment.*

Actions for HSPG members and partners	Collate evidence to understand the ability of the sub-region to accommodate background and expansion related employment growth, covering office, hotel and industrial related uses and accounting for demand for other uses including homes.	 NOW
	Work with authorities outside the sub-region to consider whether any employment development that cannot be accommodated in the sub-region could be located elsewhere.	 NOW
	Maximise delivery of office, hotel, small-scale employment and residential developments within town centres and other priority regeneration areas.	 NOW
	Consider how Council and other public-sector assets can be utilised to support economic development aspirations, including balancing employment and residential uses.	 NOW
	Explore different delivery models to bring forward town centre ambitions. This could include use of compulsory purchase powers to assemble land parcels and greater public-sector involvement in delivery including joint venture, direct delivery, master developer roles.	 NOW
	Outside of the London Boroughs, undertake further work to determine the viability to deliver new industrial building typologies and what interventions would be required to enable these to come forward. This could include using public sector land or funding to help bring forward pilots of innovation.	 NOW
	Investigate conversion of out-of-town retail and office locations to industrial use where desirable. This could include use of compulsory purchase powers on third party land or entering into joint venture arrangements to enable direct delivery by local authorities.	 NOW
Engage with Mayor of London on the London Plan's review of industrial land requirements.	 NOW	
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Work with HSPG to update JEBIS forecasts and provide clarity on residual growth requirements expected of other parties to deliver or local plans to facilitate in terms of the scale (quantum), type and phasing of development.	 NOW
	Review the balance of uses proposed within the DCO application boundary with regard to the short and medium-term employment land requirements arising from expansion, including with a view to seeking: - more industrial land within the DCO application boundary; and - fewer hotels accommodated within the DCO application, with the residual requirement delivered within well-connected town centres.	 NOW
	Demonstrate that proposals for ASD within the DCO application boundary optimise the development potential for each land parcel, including the inclusion of more innovative higher density development.	 NOW
	Work with local planning authorities on longer-term employment development requirements to identify appropriate locations for ASD and/or a strategy for accommodating such development within / beyond the sub-region.	  NOW/NEW
	Ensure that proposals with the DCO application for Poyle Trading Estate are for airport related uses only, maximising the proximity benefits to the airport. Work with Poyle Trading Estate owners to investigate the potential for redevelopment as a world class airport-related business park.	  NOW/NEW
	Work with leading businesses to identify demonstrator projects/proof of concept for new employment typologies within airport related supply chain. Consider the provision of seed funding and/or other support to enable industry change.	  NOW/NEW

**PRIORITY ACTION 2.2***Develop a strategy for employment-related uses displaced by expansion of Heathrow Airport*

Actions for HSPG members and partners	Liaise with HAL to ensure the HAL-produced strategy for displaced employment uses reflects HSPG member requirements	 NOW
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Develop a strategy with associated actions/next steps, including funding, for those employment uses identified for displacement by expansion at Heathrow Airport setting out how the DCO application and other consenting routes are being co-ordinated and how environmental impacts will be taken into account	 NOW

## Ensure future provision of a range of employment premises, which meet the needs of different sectors and businesses

HSPG members are committed to ensuring that everyone benefits from the increased prosperity of the sub-region and that the expansion of Heathrow Airport provides an inclusive legacy for all. This includes giving focused attention to small and medium enterprises SMEs and supporting those businesses displaced because of major development.

### Supporting SMEs

Parts of the sub-region have seen recent growth in clusters of SMEs. To ensure that all types of businesses have premises required to support their continued growth (including, for example, in the science, technology and creative and cultural sectors), a range of workspaces and unit sizes should be provided. This includes offering start-up incubators space, space for co-working and 'grow-on' space for accelerators.

The Economic Development Vision

and Action Plan includes a series of actions to address the different accommodation needs of SMEs including how the planning system can support this. This includes creating an affordable workspace strategy, which could define what types of spaces are needed and where, what business support is required and how such workspace can be secured through the planning system. This could include, for example, local planning authorities incorporating policies on affordable workspace (including how much to provided) in their local plans and/or securing on-site or off-site provision of affordable workspace (the latter being secured through Section 106 Agreements).

### **Displacement Arising from Expansion at Heathrow Airport**

HAL has identified that the emerging proposals for expansion of Heathrow Airport will result in the direct displacement of several existing businesses. Whilst the consultation material produced by HAL indicates that some work

has been undertaken to identify replacement sites for these businesses, HSPG has seen limited information on the rationale/site selection criteria for the proposed re-location sites and how alternative consenting routes will align with the construction programme for expansion. It is also unclear how cumulative impacts arising from these additional works and those contained within the DCO application have been considered as part of the Environmental Impact Assessment.

A more joined up approach is required between the separate consenting regimes and the DCO application process to ensure consistency between the masterplan proposals and displaced uses.

HSPG members remain concerned that expansion at Heathrow Airport will increase demand for employment space across the sub-region, particularly if land and premises cannot be found to meet the residual growth requirements. It is important that sites for non-airport related sectors and other local services and manufacturers are protected, so that they are not 'squeezed out'.

Whilst many existing employment locations are protected through local

plans, local planning authorities will consider whether they can do more to protect sites from being lost to airport-related uses. This includes strengthening policies regarding change of use away from employment and town centre related uses and, where appropriate, introducing Article 4 Directions to restrict change of use.



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Emergency

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Stazione di Heathrow

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04

# Connectivity as an Enabler of Growth, Innovation and Inclusion

# Vision

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Our vision is to create a reliable, resilient, integrated and safe transport network, and achieve modal shift away from car dependency towards sustainable travel modes and providing enhanced access to high quality green space. Sustainable development will involve planning streets and places around walking, cycling and public transport. Strong bus and rail corridors will support frequent passenger transport, with strategic transport infrastructure such as the Western Rail Link to Heathrow (WRLtH) and Southern Access to Heathrow (SAtH) boosting connectivity, promoting sustainable development and both intensifying existing and

unlocking new growth opportunities so that the right type of development is located in the right place. Planning for an expanded freight sector will promote efficient freight and logistics within and across the sub-region.

The Heathrow Airport surface access strategy will integrate with local transport strategies and initiatives to ensure that public and active travel routes are closely integrated into the surrounding network of places to enable and deliver growth for the benefit of all and enable local people to benefit from Heathrow's role as an international, national, regional and local transport hub.

Local transport improvements around major growth hubs and transport nodes and strategic moves, such as running Chiltern Lines to Old Oak Common, will greatly improve connectivity, travel times and alternative travel choices to use of the private car, and open economic opportunities to people.

Heathrow have committed to deliver expansion without increasing airport related road traffic. We will also boost digital connectivity for local residents and businesses and lead in the application of new technologies.

# Overview

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Given the importance of transport as an enabler of sustainable economic development, a key thrust of the JSPF is to maximise the benefits that can be achieved from both current and planned transport infrastructure assets, facilities and networks. A key aim is to create much better-connected places (including town centres, residential neighbourhoods, employment hubs and other destinations). This includes improving access to jobs growth and enhancing the attractiveness and function of strategic development sites and locations.

Improving permeability and seamless connectivity between places via sustainable modes of transport is integral to achieving best practice. This will be achieved through improving walking and cycling networks, including addressing last mile connectivity, breaking down barriers to active travel and delivering efficient use of transport systems throughout the day for all users.

We are committed to establishing measures that focus on enabling modal shift to walking, cycling and use of public transport.

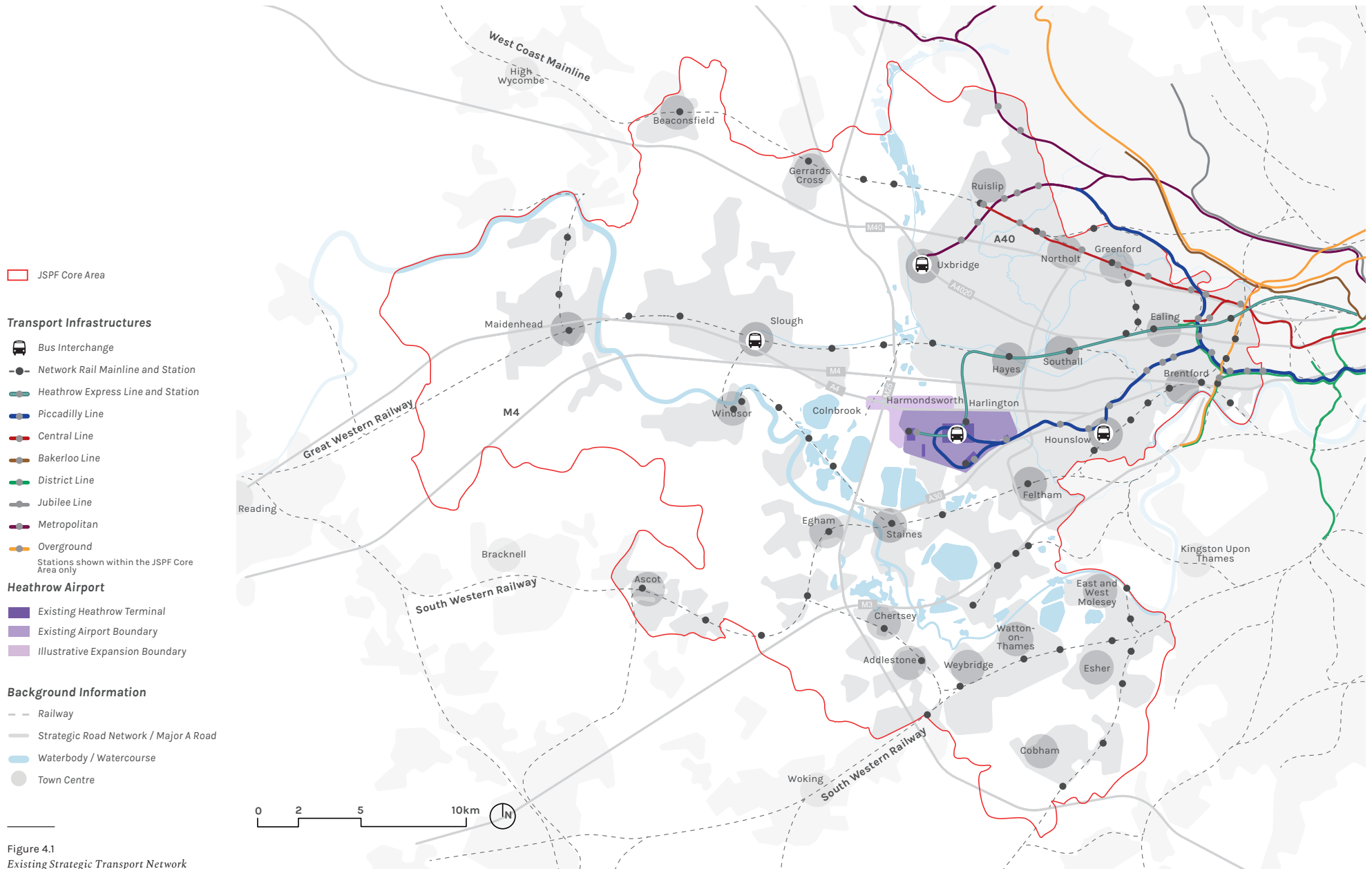
Planning effective interchanges between buses, rail and coaches is essential to this, and is key to achieving zero carbon emission targets.

Heathrow Airport functions as a major surface access transport interchange to the west of London and the importance to orbital and north-south connectivity for non-airport related journeys must be recognised.

Changes as to how and why people travel are taking place across the sub-region and

beyond, with shifting long term travel demand, rising expectations around quality of space and user experience and the emergence of new technology solutions. The introduction of ride-share providers and on demand service offerings into the Mobility as a Service (MaaS) market has disrupted traditional operators and ways in which travel is undertaken. Increased take up of Automated, Connected, Electric and Shared (ACES) vehicles will alter demands for

transport infrastructure in unprecedented ways. Understanding this disruption and planning for future change in the longer-term is key.





## OUTCOME 3

# Transport infrastructure and facilities that achieve better connectivity and promotes sustainable economic growth

## Better connect the sub-region and maximise the potential of major strategic transport infrastructure as a catalyst for growth

Planning is well progressed for a number of nationally and regionally significant rail projects which will directly impact the sub-region, including HS2, the Elizabeth line, Crossrail 2, Western Rail Link to Heathrow (WRLtH), Southern Access to Heathrow (SAtH) and the West London Orbital Rail (WLOR). These projects will:

- provide frequent mass transport options with extensive connectivity to London and the rest of the UK;
- ensure much better connectivity within and accessibility to the sub-region, enabling the benefits of sustainable growth to be shared equitably and improving local access to jobs at Heathrow and other major employment hubs;
- unlock the full development potential of the strategic growth locations;
- improve the viability of major employment and housing development projects;

- support modal shift to more sustainable travel and in so doing help meet decarbonisation targets.

HSPG will continue to work to provide strong support to partners responsible for delivering this infrastructure, and work to ensure they not only open up markets and connectivity globally and nationally but also make positive contributions at the local scale.

HSPG supports the delivery of the following rail schemes (in addition to delivery of the Elizabeth line and HS2):

- Western Rail Link to Heathrow – HSPG believes there is a strong case for the scheme regardless of the scale of expansion enabled by the Northwest Runway at Heathrow Airport. It supports Network Rail in bringing forward the Development Consent Order for the scheme and readiness of full operation of services prior to the first use of the Northwest Runway around 2028 and achieving ANPS modal split targets by 2030. The scheme is particularly important for connectivity toward Reading and from there nationally including towards Birmingham.
- Southern Access to Heathrow – HSPG considers this project will provide greatly improved connectivity from Southwestern London and the wider Southwest, and

accessibility to the wider sub- region and unlock specific growth locations in the south and south-east of the HSPG area. WRLtH and SAtH will complement one another to provide essential rail access to Heathrow from the west and south, as well as opening-up north- south connections from areas such as Staines, Feltham, and across Surrey. SAtH will also enable denser development around Heathrow Airport (including office, hotel, industrial and residential), assisting the market in delivering the residual growth requirements associated with expansion and support increased journeys by public transport. Different options are currently being considered. HSPG gives strong support to a heavy rail scheme, whilst recognising that a phased approach may be appropriate, with a programme of interventions developed across different modes required, including light rail. Whilst recognising the potential merits of a phased approach, HSPG considers it crucial that a heavy rail service is essential to achieving modal ANPS modal split targets and ATM growth targets by 2035. The strategic growth locations associated with each SAtH option are identified in Figure 4.2.

- West London Orbital Rail – the Strategic Outline Business Case identifies the positive contribution that the scheme would make to support growth opportunities. WLOR is estimated to support employment capacity 23,000 jobs, comprising 5,000 retail, 12,000 office and 6,000 industrial workers. The package of proposed measures would address existing public transport severance, increasing the ability of the economically active population around the stations to access key employment locations and deliver benefits to the wider transport system. HSPG supports Transport for London and the West London Alliance jointly progressing the Outline Business Case for the scheme with a view to being operational in the late 2020s.
- The improved connectivity to London Terminals, Reading, Woking and Old Oak Common will be both important to improved National connectivity to the airport, connectivity from adjacent growth areas, and the HSPG strategic growth locations. For example, for the existing Chiltern Line services to interchange Old Oak Common.
- Taken together, the interchange of multi-directional rail services (including TfL, Piccadilly Line,

Great Western and Southwestern Mainlines, and coaches and buses) through the airport, creates a uniquely important transport interchange hub to the western side of London.

HSPG will continue to support the urgent delivery of WRLtH, WLOR and SAtH. All three rail schemes are needed regardless of third runway expansion. With expansion of the airport the case become even more acute. To enable HAL to meet the mode share targets set out in the Airports National Policy Statement and in order to connect airport-related land uses outside the DCO boundary to the airport, HSPG believes that it is of critical importance the delivery of these schemes is brought forward as early as possible.

Given their potential catalytic impact, new station locations should be identified in relation to their ability to help deliver growth in addition to connectivity considerations.

Each of these projects needs to be aligned to respect and enhance environmental quality as much as possible. The Crane Valley Regional Park CIC reserves the right to consider its position in relation












to the impact on the environment of the WRLtH and SAtH schemes.

In addition, to the WRLtH, SAtH and WLOR rail projects, there are a range of other strategic transport infrastructure projects in the planning pipeline that HSPG supports, as identified in the JEBIS.

Notwithstanding the new and transformational projects and programmes proposed to achieve modal shift and changes in travel patterns for people and freight, it should be acknowledged that for the foreseeable future the Strategic Road Network and Local Road Network will continue to be critical to the economic and social functionality of the sub-region, and indeed are of national significance. Road congestion, safety, unreliability of travel time and the parking of vehicles continue to be a daily source of friction, waste and frustration to local communities and business and to airport users. The HSPG will collaborate with bodies responsible for regional transport strategy and infrastructure bidding and funding processes to achieve appropriate investment.

### PRIORITY ACTION 3.1

#### *Support delivery of rail infrastructure that unlocks employment and residential growth and enables mode shift to away from private vehicles to be achieved*

Actions for HSPG members and partners	Collaborate with TfL/GLA, Transport for the South East and national government to support an evidence-based infrastructure investment programme for the HSPG sub-region. This will include identification of funding sources, including gap funding needs as necessary. Funding sources could include the HAL-proposed access charge and business rates growth. It could also include considering the introduction of a Strategic Infrastructure Levy on non-expansion related growth.	 NOW
	Collaborate on the identification of preferred rail alignments, station locations and associated growth proposals.	 NOW
	Continue to lobby Network Rail to ensure that the design of WRLtH is compatible with all options being considered for SAth.	 NOW
	Safeguard routes in local plans once preferred alignments are confirmed.	 NOW/NEW
	Review DCO application for WRLtH once it is submitted to the Planning Inspectorate (National Significant Infrastructure Projects team) and make representations as appropriate to the Examining Authority.	 NOW
	Following the delivery of committed major transport infrastructure (including Piccadilly Line upgrade, HS2 and the Elizabeth Line), review the potential to align further growth areas in locations with high public transport connectivity.	 NEW
	In subsequent iterations of the JSPF, investigate the need for additional transport infrastructure to support growth across the sub region and connections to wider growth corridors (for example connecting to an orbital public transport corridor that links Gatwick Airport across the M3, M4 corridors and to the Oxford – Cambridge growth corridor.	 NEXT
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Address actions that are necessary prior to the submission of the DCO application, as conveyed by HSPG in the JSPF and supporting documentation.	 NOW
	Reconsider the surface access proposals in light of the proposals for employment growth set out in the JSPF and EDVAP, particularly in terms of ensuring effective public transport links to the identified town centres and other employment growth areas. Surface access proposals should also include a funding commitment for WRLtH and SAth in the forthcoming DCO application.	 NOW
Actions for other stakeholders	HSPG to establish regular meetings with DfT (with Network Rail and NIC as beneficial) to maintain momentum on planning for WRLtH and SAth, and with TfL/WLA on WLOR and Piccadilly Line upgrades.	 NOW
	HSPG to work with DfT to determine the alignment for SAth that delivers the best outcomes for the sub region.	 NOW

## Improve Last Mile public transport connectivity and seamless interchange at transport hubs

The effectiveness of public transport will only be fully realised by ensuring that access to and from railway stations and bus stations or stops is as efficient and comfortable as possible. High quality Last Mile infrastructure is critical to establishing active and public transport as the preferred modes of travel and ensure that public transport infrastructure investment generates the maximum benefits for residents and businesses. This will also assist in easing local congestion caused by vehicle trips and minimise demands for car parking.

Across the sub-region, Last Mile pedestrian and cycle connectivity to bus stops and rail stations will be a priority to increase public transport patronage. Increased patronage will in turn support further investments in service frequency, increased operating hours and improved facilities.

Last mile connectivity will prioritise access by walking and cycling. This needs to be considered on a 24-hour basis given shift and irregular working patterns at the airport. Poorly lit pedestrian routes to unsurveilled bus stops can be a major deterrent.

HSPG members will work with other transport stakeholders to: achieve major improvements in the active travel network; ensure interchange between rail and bus services is as effective as possible; and improve connectivity with key activity centres and hubs. A range of measures will focus on:

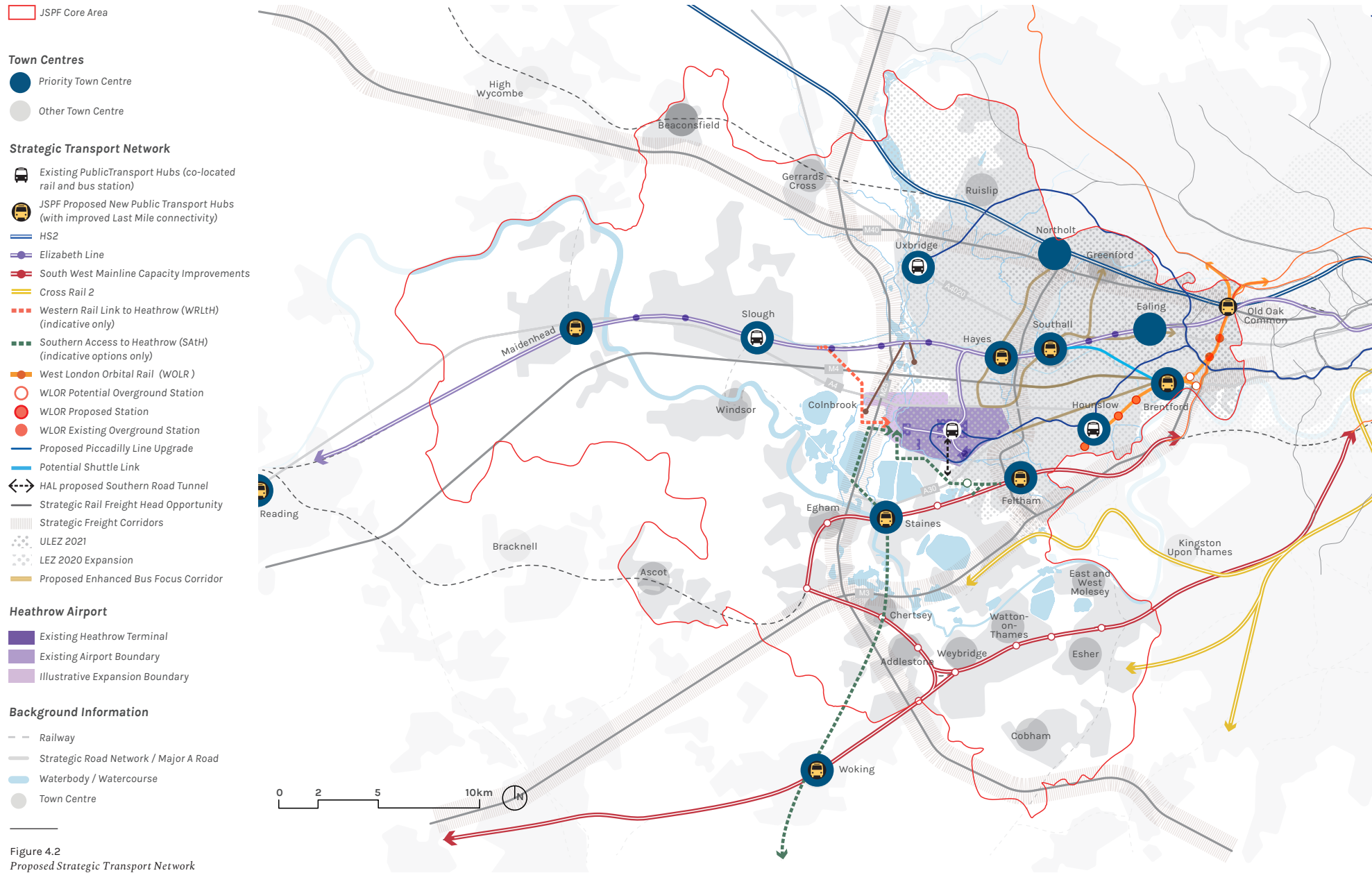
- Priority town centres, including continued improvements to existing interchanges where rail and bus stations are already co-located (Slough, Hounslow)
- Locations where access between rail, bus and town centres is identified as needing improvement (e.g. Weybridge, Staines, Feltham, Brentford, Southall and Maidenhead)
- Locations identified as regeneration centres where growth is expected to change the form and function of town and neighbourhood

centres (Maidenhead, Slough, Staines, Hounslow, Brentford and Hayes).

To-date the work completed by HAL has not sufficiently considered the active travel routes to local neighbourhoods within a short distance to the airport. This is a priority for HSPG, who will seek to ensure this is rectified as part of the DCO process.















### **PRIORITY ACTION 3.2**

#### *Maximise Last Mile connectivity to new and existing public transport hubs and promote ease of interchange between rail and bus services*

Actions for HSPG members and partners	Establish forum focused on Last Mile connectivity and interchange improvements.	 NOW/NEW/ NEXT
	Jointly review and agree on an appropriate assessment methodology for identifying priority interventions, together with funding and delivery responsibilities. Agree a coordinated funding approach and a coordinated programme of assessments. This will draw insights from accessibility software tools, site visits and engagement with local stakeholders and will be applied to each priority location. Gaps in local infrastructure such as missing pedestrian and cycle connections will inform a Last Mile access program of works and identify interchange improvement opportunities.	 NOW
	Deliver a coordinated intervention program and identify measures of success in relation to increasing walking and cycling trips and accessibility to public transport.	 NOW
	Monitor success and revisit JSPF to identify further locations for Last Mile connectivity interventions.	 NOW/NEW/ NEXT
	Examine the potential, including to any newly created stations and interchange opportunities to expand hubs at existing and new public transport interchanges that not only function as centres for movement but form the heart of local sustainable community activity.	 NEXT
Actions for Heathrow Airport Expansion DCO promoters	Identify the areas in which the highest density of airport workers live and undertake analysis of the quality of walkable catchments to public transport hubs. Use this analysis to determine where Last Mile connectivity and interchange improvements need to be undertaken in conjunction with partners.	 NOW
(HAL / Heathrow West)	Undertake further work on Last Mile connectivity and interchange within the Heathrow Interaction Area and beyond. This will relate to local community connectivity with the airport and more broadly in relation to locations that are critical to support Airport Related Developments beyond the DCO boundary.	 NOW
Actions for other stakeholders	HSPG to promote constructive partnership between all transport, development and local community stakeholders involved in Last Mile improvement measures, including, HAL / Heathrow West, DfT, TfL, Bus Operators, Network Rail, Rail Operating Companies, Station management companies, Heathrow Area Transport Forum	 NOW/NEW



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## OUTCOME 4

A well-connected sub-region enabled through the delivery of a sustainable transport network that improves air quality and achieves mode shift

Effective transport networks provide people with comfortable and efficient connections to and from where they need to go – be this home, work, university, shops, parks or other leisure facilities. Without a comprehensive, coherent and reliable public and active transport network, users are more likely to favour less sustainable modes of transport, such as private vehicles. A strategic intention of the JSPF is to achieve substantial mode shift to help achieve zero carbon targets and improve air quality, whilst also delivering a better serviced and connected sub-region.



## Establish improved active travel networks that connect people and places via high quality pedestrian and cycle routes

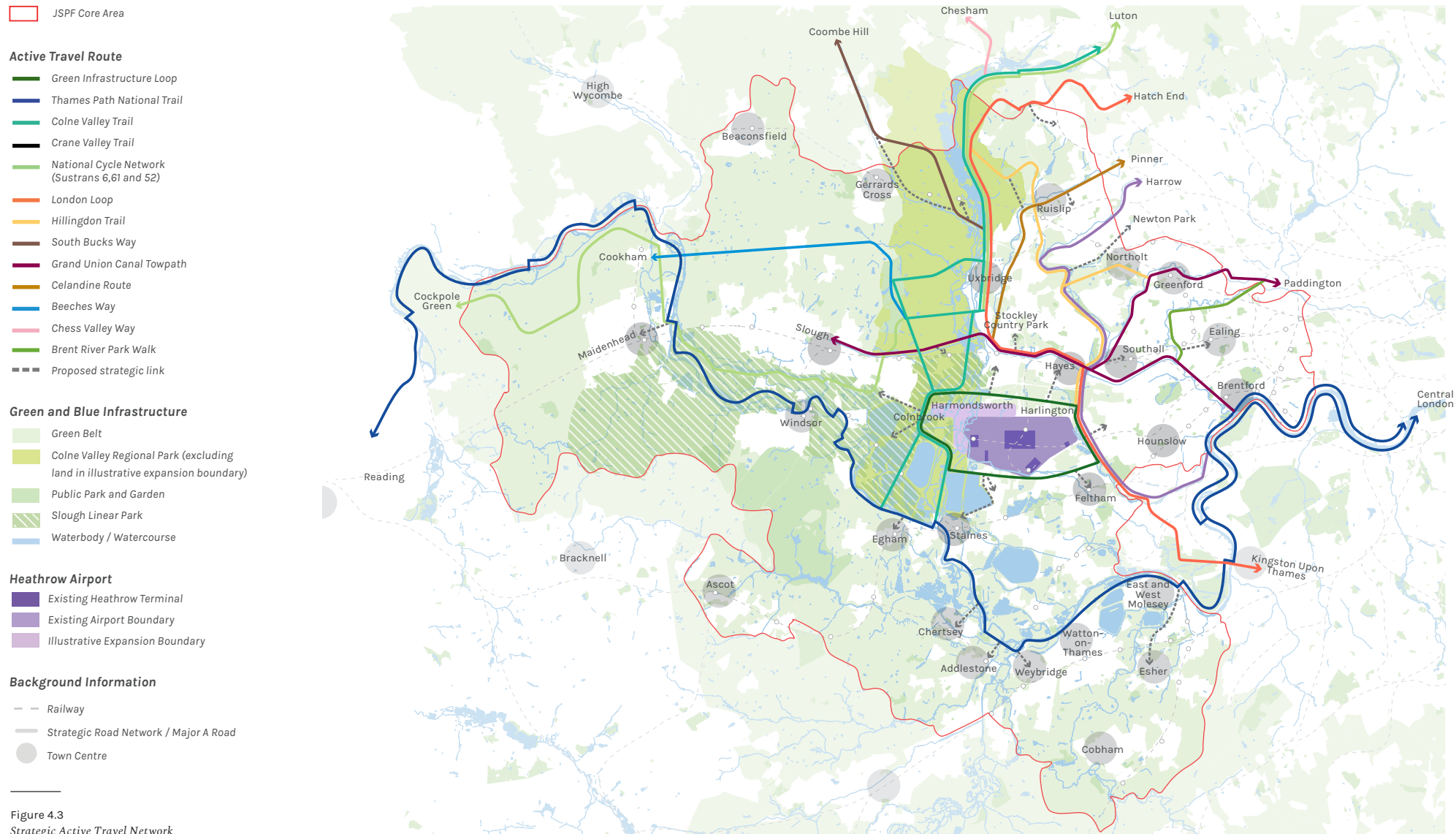
Active travel lies at the heart of sustainable movement. It is the cheapest, most reliable and lowest carbon form of transport. Placing walking and cycling at the heart of all decisions relating to the built environment delivers numerous benefits, including health, air quality and mobility. It can activate spaces, enhance safety and improve the overall wellbeing of a community.

Action 4.1 seeks to deliver high-quality continuous cycle and pedestrian networks across the sub-region that appeal to a wide range of users and that is accessible to all. It reinforces the priority for walking and cycling that is woven through many of the other JSPF actions and seeks to establish these modes as the natural choice for short trips as well as providing opportunities for better connected longer journeys.

To establish seamless cross-boundary connections, close collaboration is required between local authorities when undertaking planning and design of active travel infrastructure. A greater consistency of active travel infrastructure across authority boundaries is needed, which includes identification of cycle parking hubs, key pedestrian crossing locations, and coordinated wayfinding and signage initiatives.











Improvements to the active travel network will be integrated with public transport network planning to enable easy modal interchange and reduce overall journey times. This includes focusing on improved public transport services, quality of travel information and the introduction of through-ticketing.





### PRIORITY ACTION 4.1

*Create a high quality active travel network connecting the people and places of the sub-region and integrate this with strategic green and blue infrastructure planning*

Actions for HSPG members and partners	Establish a working group to agree the strategic pedestrian and cycle networks that covers the sub-region to establish transformed high-quality, unified, safe and well-connected networks.	 NOW
	Work with other partners to jointly deliver an active travel transformation programme. Establish a HSPG area-wide network and identify at a strategic scale the type and nature of improvements needed, together with delivery phasing and proposed funding mechanisms. Integrate these proposals within Green and Blue Infrastructure strategies (see Action 6.1).	 NOW
	Prioritise coordinated transformation of active travel improvements within the Heathrow Interaction Area (see Figure 7.3) and strengthen links to surrounding neighbourhoods (including M25 and M4 crossings) and Green and Blue networks.	  NOW/NEW
	Identify priority active travel corridors and establish clear delivery targets. These include connections between communities where high concentrations of airport workers live (such as Southall and Northolt) and Heathrow Airport, and be integrated with Green and Blue Infrastructure proposals, such as improvements to walkaways alongside the Grand Union Canal.	 NOW
	Continue roll-out of coordinated network improvements to achieve progressively greater levels of pedestrian and cycle accessibility and trip mode share.	 NEXT
Actions for Heathrow Airport Expansion DCO promoters	Work with HSPG to ensure a high quality active travel networks are established for airport access are the Heathrow Interaction Area that connects into wider community networks, with high-quality crossings to overcome points of severance ( see Figure 7.2).	 NOW
(HAL / Heathrow West)	Ensure that 24-hour active transport options are much improved for local commuting corridors for communities surrounding the airport.	 NOW
	Help implement the active transport proposals contained within the Colne and Crane Valleys Green Infrastructure Strategy. Ensure that a comprehensive programme of improvements is delivered prior to the Northwest Runway being operational.	 NOW
Actions for other stakeholders	HSPG to promote constructive partnership between all stakeholders involved in active travel planning, design and implementation, including DfT, Sustrans, London Cycling Campaign, Highways England, GLA/TfL, HAL, Colne Valley Regional Park CIC, Crane Valley Partnership.	 NOW

## Improve the bus network across the region to achieve higher levels of service and better meet local needs

The quality and nature of bus services varies greatly across the sub-region, with different governance arrangements between London and adjacent authority areas. Establishing a sub-region wide bus strategy that complements new rail infrastructure, strategic growth and regeneration objectives and plans for Heathrow's expansion needs coordination. A more cohesive bus network for all customers is needed that delivers effective, reliable and equitable public transport connectivity and makes bus connections more attractive to local users for all trip purposes to a wide range of destinations. Bus travel times should be improved to offer attractive alternatives to travelling by car.

HSPG members will work with HAL and other transport stakeholders to coordinate and implement a bus strategy for the sub-region. This will include

promoting improved bus corridors that provide multi-functional community benefits, including enhanced connectivity for Heathrow workers and other airport users.

The HSPG bus strategy will complement other JSPF proposals by prioritising links to transport hubs at priority town centres and growth corridors and integrate with localised public transport and active travel interventions. The focus is to ensure that the benefits of growth are shared equitably, with deprived locations readily able to access jobs.

This strategy should build on work being undertaken by members and other groups as part of existing planning processes to focus on:

- the need to establish and apply a core set of principles on the basic requirements for a successful bus network across the sub region, including financial support and ticketing arrangements;
- missing gaps in HAL's proposed service enhancement in connecting local people to the airport, related to gaps in physical linkages, as well as uncertainties related to

phasing and level of service. Work should relate to infrastructure improvements, necessary enhancement to existing 'standard' services and identifying where flexible employee bus services would be beneficial to provide an express service between locations with employee clusters and the airport;

- gaps in individual local authority bus strategies, particularly in relation to cross boundary services;
- the reliability and accessibility of services in relation to main centres (Slough, Maidenhead, Staines, Hounslow, Ealing Southall, Greenford and Northolt);
- night express bus services to service Elizabeth Line and Piccadilly Line stations;
- service specifications for trunk, feeder and coverage bus networks, including route alignment, number and frequency of services, operating hours and fleet requirements and live passenger information.
- use of 2017 Buses Bill legislative changes to support the development of a more cohesive bus network for customers – for example in

relation to providing enhanced quality partnerships or bus franchising;

- the identification of infrastructure requirements that will help deliver improved bus journey times.

HSPG supports the delivery of the following schemes to help deliver a step change in the level of priority given to buses across the sub-region:













- dedicated bus and coach lanes within the proposed Heathrow Airport Southern Road Tunnel and existing North Tunnel
- a bus rapid transit system from the Central Terminal Area to the A30 and beyond to Feltham
- dedicated bus lanes or bus rapid transit along the A40, A3044, North / South Tunnel and Southern.... and Southern Perimeter Road

These measures will put public transport modes at the heart of delivering equitable access across the sub region, promoting bus ridership and reducing severance created by Heathrow Airport and other transport infrastructure.

Further work will be undertaken in collaboration with TfL, local bus operators and HATF to determine additional bus priority measures.

## PRIORITY ACTION 4.2

### *Develop a HSPG sub-regional wide bus network strategy based on more closely aligning service needs with land use planning and local needs*

Actions for HSPG members and partners	Establish a joint working group to identify the priority connections for bus route improvements, building on the work of the HSPG Transport Sub-group and drawing in other stakeholders. This will be a forum for collaborative planning for an improved sub-regional bus network and the measures needed to integrate this within plan-making and development management processes.	 NOW
	Prepare a sub-regional bus network strategy to establish a coordinated programme of improvement works, including proposed priority bus corridors, infrastructure improvements and, ticketing, information and service enhancements.	 NOW
	Examine the role Heathrow Airport and other coach/bus hubs in the sub region should play in creating a gateway to London for people using long distance coach services.	 NOW
	Ensure the bus strategy is continually reviewed and updated to embrace demand responsive bus networks and technological innovations.	   NOW/NEW/ NEXT
	Examine how bus networks can be integrated into streets that are dynamic and multidimensional space that facilitate a variety of different uses and activities	 NEXT
	Plan for adaptable infrastructure to enable an aggregation of services and operations.	 NEXT
Actions for Heathrow Airport Expansion DCO promoters	Identify clear funding commitments as part of the DCO to support the delivery of enhanced bus service provision to and from the airport and to locations where airport supporting facilities or airport related development are proposed.	 NOW
(HAL / Heathrow West)	Clarify what enhanced measures will be delivered prior to the Northwest Runway being operational.	 NOW
Actions for other stakeholders	HSPG to promote framework for financial contributions and opportunities arising through other development in the sub-region to integrate into the partnership network.	  NOW/NEW





### PRIORITY ACTION 4.3

#### *Promote dedicated bus and coach priority as integral to all new north-south and east-west road infrastructure*

Actions for HSPG members and partners	Work with HAL on the feasibility of prioritising the southern road access tunnel, proposed as part of the Heathrow Expansion Project, for cycle and public transport modes. Investigate jointly with HAL alternative north-south and east west bus and cycle only corridors as necessary.	NOW
	Following the delivery of committed major transport infrastructure (including HS2, Piccadilly Line upgrade and the Elizabeth Line), review the potential to align further bus priority corridors to maximise the attractiveness of public transport for door to door travel.	NEW
	In subsequent iterations of the JSPF, investigate the need for additional transport infrastructure to support growth across the sub region and connections to wider growth corridors (for example connecting to an orbital public transport corridor that links Gatwick Airport across the M3, M4 corridors to the Oxford-Cambridge (CaMKOx) growth corridor.	NEXT
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Ensure bus priority is central to surface access proposals and that these seek to maximise benefits across the sub-region.	NOW
Actions for other stakeholders	HSPG to work with DfT, Highways England, TfL, HAL, HATF and bus operators to review the potential for dedicated bus lanes to support network improvements across the sub region	NOW

## Lead in sustainable and innovative freight system networks

As identified in the JEBIS, a major increase in demand for logistics floorspace is forecast over the coming years, particularly following airport expansion. A common approach is needed to plan for this expansion and to identify the most suitable locations for freight hubs with appropriate road and rail access.

A comprehensive freight study is needed that sets the pathway for a cleaner and safer freight system across the sub-region. It is crucial that all the implications of freight movements associated with Heathrow's expansion are considered within this wider context.

HSPG members will work with other stakeholders to prepare a joint freight study to:

- understand how freight currently moves around the sub-region and the modal split at different stages of the logistics process












- identify best practice examples of freight consolidation and levers to deliver more sustainable freight movement (such as dedicated vehicle lanes for freight platooning but only for electric vehicles) and consider their suitability for application
- determine the future implications of the changes to the Ultra Low Emission Zone (ULEZ) on where freight and logistics movements should be located
- identify measures needed to reduce freight movements on the local and strategic road network that help to reduce congestion and pollution.
- identify the capacity and quality of existing freight facilities and inform feasibility studies related to potential new freight logistics locations to accommodate growing demand
- examine the potential to increase rail freight in legacy once the third runway is operational to strengthen rail-based freight consolidation using existing infrastructure
- investigate the feasibility of and potential locations for consolidated deliveries to a locker / central point (rather than to door) – for example

- at identified transport interchanges, in shopping centres or on a local high street
- investigate readiness and delivery strategies for automation of First and Last Mile freight (for example adopting approaches such as that used by Magway).
- Identify pilot projects, incentives or additional legislative mechanisms needed to enable the future freight system to achieve best practice aspirations, particularly in regard to sustainability.



#### PRIORITY ACTION 4.4

##### *Undertake a joint sub-regional freight study and apply a 'freight as a system' approach*

Actions for HSPG members and partners	Undertake joint freight study to better understand the needs of the sub region. Establish funding contributions for this study from a range of organisations and prepare in accordance with NIC and TfL best practice guidance.	 NOW
	Apply a 'freight as a system' approach that takes full account of freight demands arising from Airport Related Development and contribute towards sub-regional freight planning aimed at meeting future requirements and promoting sustainable transport solutions.	 NOW
	Revisit the JSPF actions in light of the findings of the freight study to reassess the potential for increasing sustainable freight movements and reducing dependency on road-based haulage	 NEW
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Provide funding support for the preparation of a joint freight study.	 NOW
	Investigate the longer-term opportunities to increase the capacity of Poyle, Northolt, Southall and other locations to deliver freight and logistics support to an expanded Heathrow Airport and the wider sub-region.	 NOW
	Support the Heathrow 2.0 Sustainability Strategy by rolling out low emission vehicle (LEV) infrastructure for freight and logistics and public transport in Heathrow and across the sub-region.	 NOW
Actions for other stakeholders	HSPG to promote constructive partnership between all stakeholders involved in freight and logistics planning, including HAL, TfL, GLA, DfT, NIC, Freight Transport Association (FTA).	 NOW
	HSPG to work with stakeholders to implement a series of pilot projects to test readiness for freight systems automation and consolidation as well as sustainable movement option such as the use of cargo bikes for last mile freight deliveries.	 NOW
	HSPG to work with DfT, Highways England, TfL, HAL and local authorities to pilot allowing LEV freight to use bus lanes on major routes around Heathrow.	 NOW
	HSPG to work with partners to develop a 'fast freight' programme via rail for more direct and dedicated freight rail access to Heathrow.	 NEW
	HSPG to work with centres of research and innovation to align emerging opportunities for sustainable freight and logistics movement with longer term land use policy across the sub region.	 NEXT

## OUTCOME 5

# Digitally connected people, businesses and places



## Continue to invest in digital infrastructure to support business and improve access to online services for all residents

Ensuring equitable high quality digital access across the sub-region is fundamental to economic development and liveability objectives.

In general, the HSPG sub-region benefits from good digital connectivity, which is reflected by the presence of a range of sectors located in the area that are ‘data hungry’ such as film, media, related cultural and creative industries, and data processing and storage centres. Access to broadband faster than 10mbps is more limited in rural areas with access to superfast broadband improving the closer areas are to London.

HSPG members will collaborate on the preparation of local digital strategies to ensure appropriate investment is made in digital infrastructure and services. This will build on the Capital West London initiative being led by the West London Alliance, which is successfully injecting investment into better broadband, accompanied by








skills and employment up-scaling .

This will include working with digital service providers to address ‘not spots’ of under-performance and could include considering how digital connectivity can be integrated into new or upgraded areas of public realm. HSPG will collaborate with HAL to maximise community benefits from digital infrastructure provision accompanying airport expansion proposals and airport-related development. The EDVAP identifies a series of other complementary actions.



### *PRIORITY ACTION 5.1*

#### *Collaborate on digital infrastructure improvements throughout the sub-region*

Actions for HSPG members and partners	Establish a forum as part of the EDVAP delivery team for a coordinating digital strategies and actions between HSPG members relate to improving ultrafast broadband coverage for residents and businesses. Ascertain the current baseline position and ‘not spot’ under-performing areas requiring attention.	 NOW
	Apply a range of complementary measures identified in the EDVAP to develop online skills to reduce inequalities across the sub-region and make it easier for people to get online remote access to public services from wherever they live or work for example.	 NOW
Actions for Heathrow Airport Ltd and partners	Explore the feasibility of laying ducts as part of the expansion proposals with spare capacity to future proof the wider network as and when new digital infrastructure is required.	 NOW
	Work with digital infrastructure providers to encourage coordinated planning and delivery.	 NOW
Actions for other stakeholders	HSPG to work with HAL, digital infrastructure providers and other transport infrastructure delivery stakeholders (such as Highways, Network Rail, bus and coach service operators) to integrate digital infrastructure within transport and other infrastructure projects delivered post-airport expansion.	 NOW/NEW
	HSPG to work with other stakeholders to ensure airport-related digital networks are coordinated with wider network provision, as appropriate.	 NEW
	HSPG to work with other stakeholders to ensure future-proofing of utility ducts to facilitate future expansion requirements.	 NEXT







05

An Attractive  
and  
Sustainable  
Environment



# Vision

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Our vision is to take bold new actions in response to the climate emergency and the way we plan for a high-quality environment that can be enjoyed by all and achieves nature restoration for net gain in biodiversity. We will protect and enhance natural green open spaces and waterways, improve public spaces within our communities, celebrate the area's heritage assets and achieve best practice in sustainable development. Much improved green and blue infrastructure networks will extend across the sub-region

– with nature-friendly corridors that support habitats and wildlife, and with pedestrian and cycle links that connect people and places. There will be a step change in the way that measurable environmental targets are applied. We will coordinate infrastructure development planning by focussing on strategic energy, waste, and green and blue infrastructure initiatives that help us build resiliency as we transition to a much more sustainable future.



# Overview

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HSPG is pursuing a wide range of measures to conserve, improve and celebrate our environmental and heritage assets. This includes enhancing the green and blue infrastructure networks across the sub-region – joining-up high quality and publicly accessible

open spaces for recreation, water management, biodiversity and active transport.

It is important that all major strategic infrastructure projects (whether transport, utility or waste-related) make a positive contribution towards improving key green and blue corridors and active transport routes connected into wider sub- regional and national networks. This includes ensuring that the green and blue infrastructure proposals related to Heathrow's expansion, secured through the Development Consent Order, are coordinated closely with strategies to improve the Colne, Crane and Thames Valleys.

HSPG members are also pursuing a series of joint strategic measures related to sustainable resource management to minimise waste and focus on the sustainable use of water resources, including minimising flood risk in susceptible areas of the sub-region (as in the case of the River Thames Scheme).

## OUTCOME 6

### Maximise opportunities to improve green and blue infrastructure networks that deliver wide-ranging benefits

The combined impact of strategic major development, transport, utility infrastructure projects over the coming years will see substantial changes to green and blue infrastructure networks. These need to be coordinated to get the most out of these opportunities – joining-up the potential and establishing a consistently high standard of environmental quality.

HSPG members will work together to significantly improve green and blue open space assets across the sub-region. Several of the existing green and blue infrastructure corridors are degraded in quality, under-utilised and/or inaccessible. Major infrastructure, regeneration and growth projects can provide opportunities to address this.

HSPG members will work with partners to establish an agreed green and blue infrastructure network and programme

of improvements. This will inter-link new and improved public open spaces via attractive, safe, 24-hour pedestrian and cycle routes that connect the sub-region's residential neighbourhoods, transport hubs, recreational destinations and employment centres.

Far-reaching improvements will be pursued in relation to publicly accessible countryside, parks and gardens, rivers, streams and other waterbodies, as well as urban spaces – whether squares, play spaces and tree-lined streets. Much of the area is suburban in character and there are many opportunities for 'urban retrofitting' to improve the quality of neighbourhood green spaces and connect these together more effectively via improved active travel networks.

At present, there are series of major green and blue infrastructure initiatives being pursued across the sub-region, such as:

- The Colne & Crane Valleys Green Infrastructure Strategy - prepared by the Colne Valley Regional Park and Crane Valley Partnership.
- The All London Green Grid - which has been adopted by the Greater London Authority (GLA)

as a supplementary planning document to promote the design and delivery of green infrastructure.

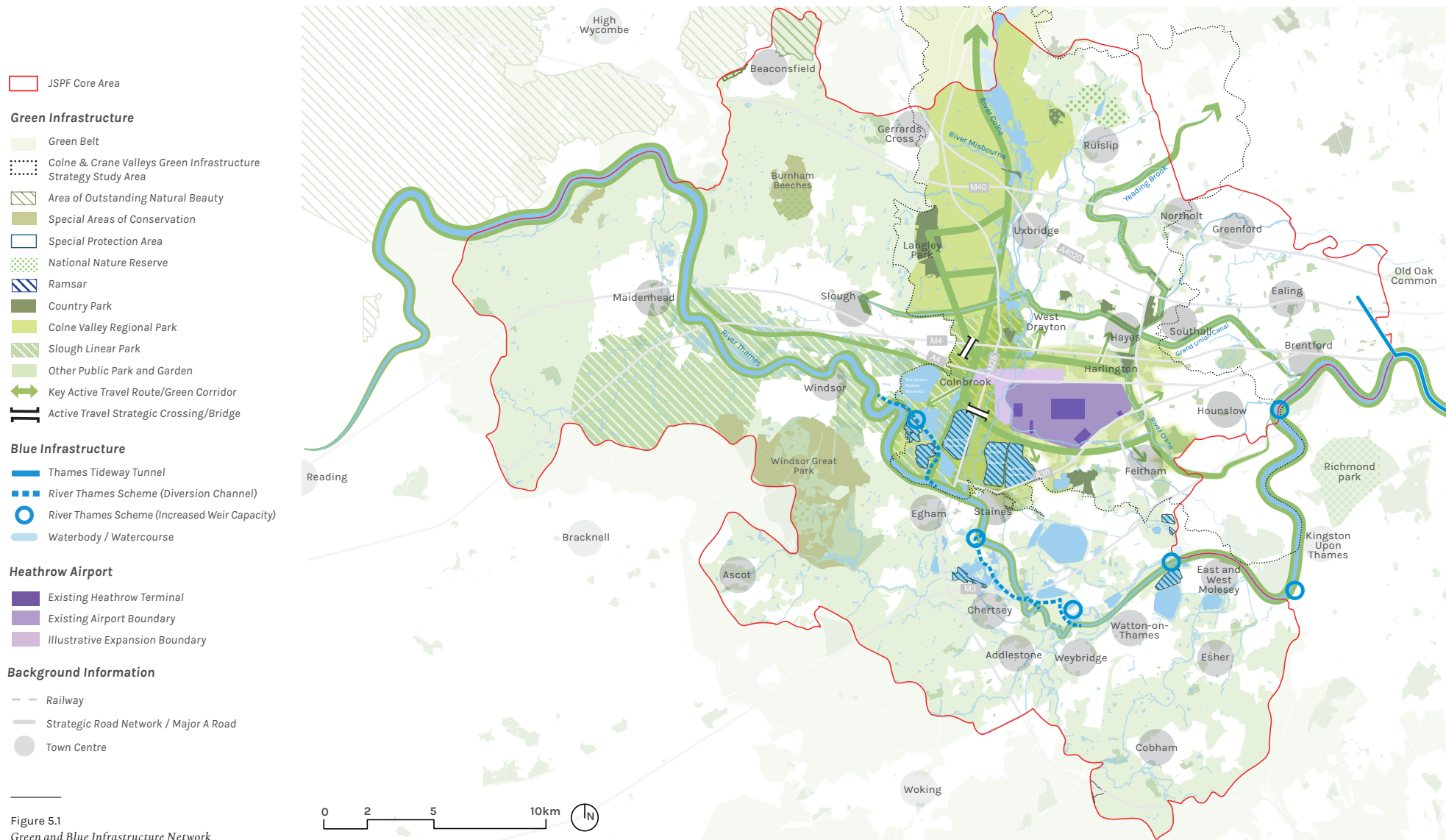
- The River Thames Scheme – being delivered by the Environment Agency.
- The Jubilee River and Slough Linear Park. – that extends between Maidenhead, Slough and Windsor.
- Green and Blue Infrastructure proposals associated with Heathrow expansion proposed by HAL.

Recommendations contained in the Colne & Crane Valleys Green Infrastructure Strategy and All London Green Grid SPG are supported. The approach advocated in these documents will be applied throughout the sub-region to promote consistently high standards of delivery. This includes a collective focus on improving the quality and functional utility of the Green Belt in accordance with the NPPF requirement to “plan positively to enhance their beneficial use, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to












improve damaged and derelict land.”

HSPG members will work together and with other partners to implement a wide-ranging programme of place-making and environmental improvements. A key priority is to ensure that new and improved green and blue assets are 'joined up' to achieve continuous wildlife and recreational corridors. This will create an attractive network of walking and cycling routes linking residential neighbourhoods, place of employment, town centres and public transport hubs with the natural environment. Pedestrian and cycle bridges will be sought to overcome severance, where necessary.

The focus for HSPG is to ensure that each of the strategic infrastructure projects identified in the JEBIS, and other major development projects that come forward, is well co-ordinated and make a positive contribution in helping to realise the vision of a comprehensive network of publicly accessible green and blue networks.



**PRIORITY ACTION 6.1*****Establish an agreed sub-regional green and blue infrastructure network and pursue a coordinated approach to planning, design, funding and management***

Actions for HSPG members and partners	Establish combined GIS mapping of existing and proposed green and blue infrastructure networks and associated continuous active transport routes.	 NOW
	HSPG will provide a forum for coordinated green and blue infrastructure provision. Members will focus on cross-boundary coordinated delivery and will liaise closely with infrastructure project promoters and their design teams to ensure potential benefits are maximised.	 NOW
	Connect, coordinate and optimise the design and delivery of green and blue infrastructure projects, including landscape corridors and open spaces- coordinating major developments and infrastructure project delivery.	 NOW
	Ensure all major rail (such as HS2, WRLtH and SAtH), road, energy and water projects contribute to a coordinated green and blue infrastructure network improvements.	 NOW
	Explore enhanced management, funding and maintenance models that ensure quality of place is maintained.	 NOW
	Ensure all major residential and employment sites incorporate high quality public realm that integrates with green and blue networks.	 NOW
	Pursue a programme of events celebrating and further activating use of the transformed sub-regional green and blue network.	 NEXT
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Work with HSPG and other partners to explore the use of potential funding sources such as the Heathrow Community Fund and Vehicle Access Charge in relation to funding both CapEx environmental improvement works and management OpEx. The scope of this will extend beyond improvements mitigations required via the DCO to encompass other green and blue infrastructure proposals within the Heathrow Interaction Area and wider context.	 NOW
	Commit to a comprehensive management and maintenance regime across the whole zone affected by the Heathrow masterplan for airport expansion.	 NOW
Actions for other stakeholders	HSPG will seek to ensure that all strategic transport and utility projects incorporate multi-functional green and blue infrastructure that is co-ordinated with HSPG-wide networks.	 NOW
	HSPG members (including Colne Valley Regional Park) will pursue a coordinated approach with the Crane Valley Partnership, Government departments and agencies (including Department of Transport, Highways England and Environment Agency), Network Rail, Sustrans, developers and other major infrastructure providers (Thames Water and HS2).	 NOW



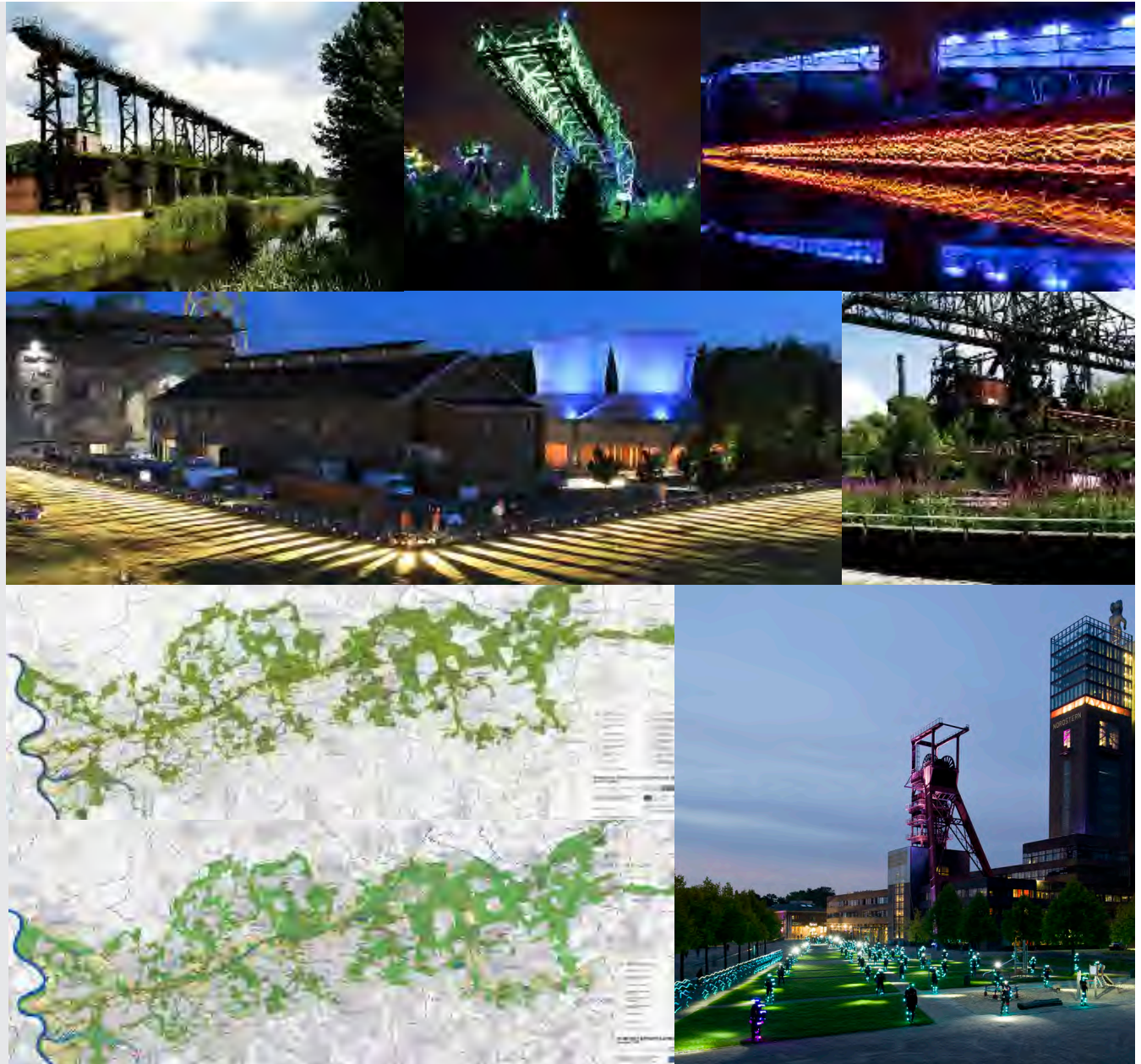
## CASE STUDY

### Emscher Landschafts Park, Germany

Conceived as a 10-year regeneration programme for transformation of post-industrial Ruhr Valley, Emscher Landschaftspark in Germany provides a model in how to deliver a regional approach to green infrastructure. Stretching across 20 local authorities and including several major urban centres, at the outset of the project the area was characterised by a poor quality of environment, social deprivation, outward migration and economic problems caused by the closure of most of the mines and steel factories.

Over the course of the 10 years, 400+ projects were delivered across the sub-region by local authorities working 'bottom-up' on delivering local-level initiatives in accordance with a strategic plan, coordinated by a small executive team.

The area was 're-branded' as a regional park, with projects physically linked via strategic pedestrian and cycle routes, and thematically linked via a highly creative approach to landscape design closely aligned with social and economic initiatives related to education, training and the creation of new types of jobs.





## An integrated approach to delivering Colne and Crane Valleys environmental improvements

The HSPG supports delivery of the Colne & Crane Valleys Green Infrastructure Strategy, which includes a schedule of project opportunities for enhancements to be made geared to achieving the vision “for the Colne and Crane Valleys to be a valued, connected network of open spaces for nature, recreation and wellbeing by 2050.”

This strategy encompasses improvements to active transport connectivity, wildlife biodiversity, recreational and visitor facilities, accessibility and flood management. As they are prepared this will integrate environmental mitigation measures related to Heathrow, HS2 and other major infrastructure proposals.

Key projects for the Colne Valley include:

- A continuous Colne Valley Trail (pedestrian and cyclist)

- New visitor hub destinations (such as Old Shire Lane and the Little Britain Lakes Hub)
- M25 and M4 pedestrian and cycle crossings (potentially in the form of land bridges) introduced in conjunction with motorway works accompanying Heathrow expansion
- Enhancements to the Grand Union Canal (Slough Arm)
- A coordinated programme of rediscovering the lost rivers to the south of the airport (Upper Duke of Northumberland and Longford Rivers)

Key projects for the Crane Valley include:

- A continuous Crane Valley Trail (pedestrian and cyclist)
- A new visitor hub destination at Yeading Brook
- A M4 pedestrian and cycle crossing (potentially in the form of land bridges) and other bridges introduced to overcome severance (such as those related to the A30 and Piccadilly Line)
- Various landscape and recreational enhancements (such as to Minet Country Park)



### Colne Valley Regional Park

(Reference in brackets to Colne & Crane Valley green infrastructure strategy)

- 1 Colne Valley Trail (Whole route A)
- 2 Northern Hubs Aquadroute (NC002) & Cupcentre (NC007)
- 3 View Enhancement and Woodland Management Improvements (NC005, NC206)
- 4 Iver Heath, Black Park and Langley Park Improvements (M205, M206)
- 5 Little Britain Lakes Hub and Grand Union Canal Slough Arm Enhancement (M208, M2004, MC212)
- 6 Slough and Richings Park Destination (MC004, MC212)
- 7 M25 and M4 Pedestrian and Cycle Crossings (SC101, SC102)
- 8 Colnbrook - Staines Moor Pedestrian and Cycle Links (SC103)
- 9 Duke of Northumberland's and Longford Rivers (LC107)
- 10 King George VI and Staines Reservoirs (SC219)
- 11 Colne Southern Gateway at Staines (SC113, SC114, SC222)
- Approximate project locations

### Key Project Areas in Lower Colne

- A Thorney/ Poyning Green Spaces (MC211)
- B Viewing Destination
- C Colne Brook Corridor Ecological Connectivity (L, M, N) plus Landscape Enhancement South of Colnbrook
- D Kingsmead (Restoration) Park (SC112)
- E Hithermoor (Restoration) Park (SC215)

### River Crane Catchment

(Reference in brackets to Colne & Crane Valley green infrastructure strategy)

- 12 Crane Valley Trail (Whole route E)
- 13 Yeading Brook Destination (UC004, UC212)
- 14 M4 Crossing
- 15 Minet Country Park Enhancements (UC219)
- 16 Heathrow Village Strategic Enhancements (SC208)
- 17 A30 and Picadilly Line Crossing (LC104, LC109)
- 18 Harlington Road Underpass and Feltham Marshalling Yard (LC114, C218)
- Approximate project locations

### Green and Blue Infrastructure

- Existing Place of Interest (CVRP)
- Green Belt
- Colne Valley Regional Park
- Ancient Woodland
- Country Park
- Other Public Park and Garden
- Slough Linear Park
- Waterbody / Watercourse

### Background Information

- Key Active travel Route
- Colne & Crane Valleys Green Infrastructure Strategy Study Area
- Railway and Station (Existing and Proposed)
- Underground Line and Station
- Strategic Road Network / Major A Road
- Town Centre

### Heathrow Airport

- Existing Heathrow Terminal
- Existing Airport Boundary
- Illustrative Expansion Boundary

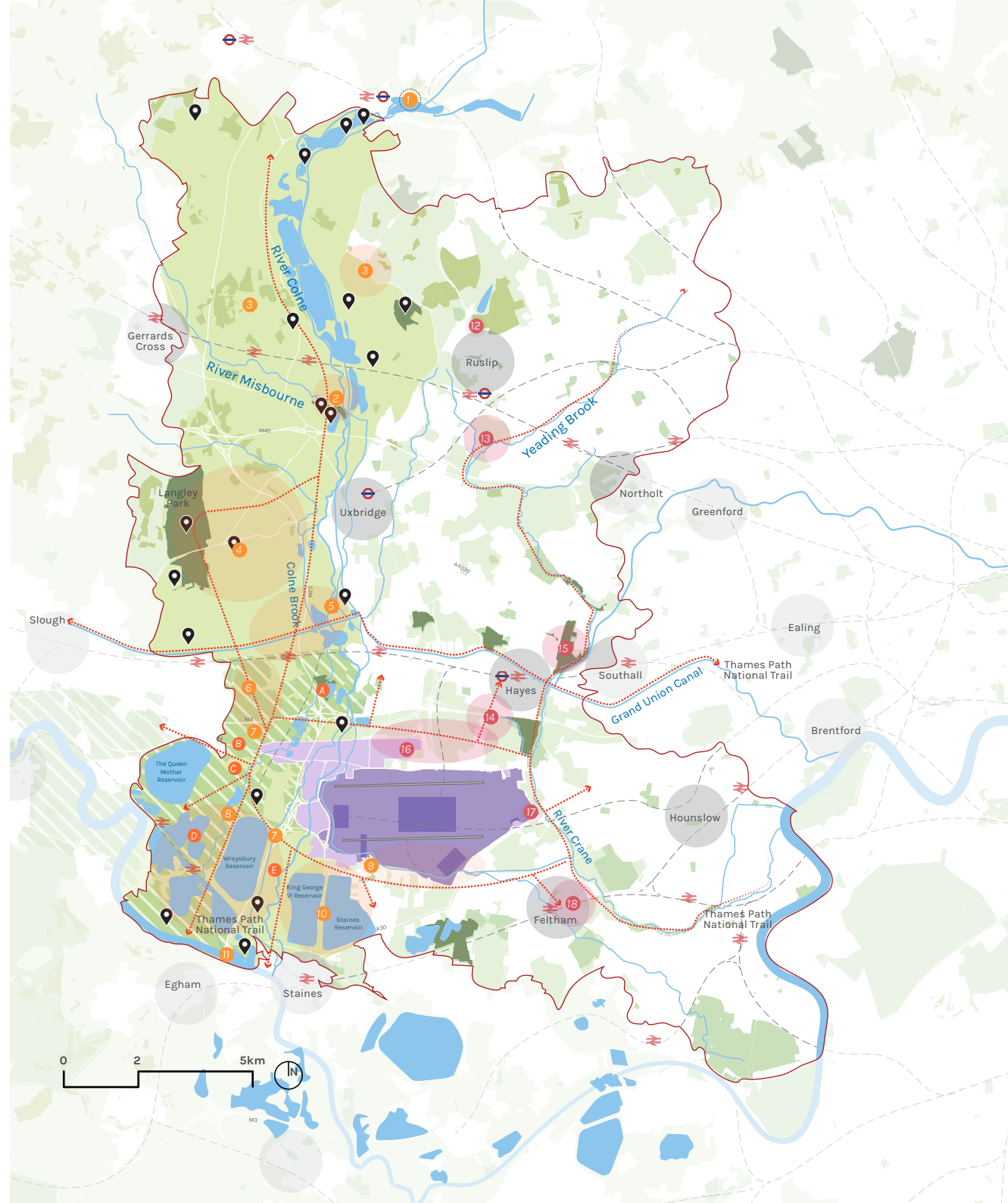











Figure 5.2  
Connecting the Colne and Crane Valleys

**PRIORITY ACTION 6.2**

*Promote a range of coordinated projects that provide continuous networks along the Colne and Crane Valleys and with surrounding places of living, working and recreation*

Actions for HSPG members and partners	Help facilitate coordinated implementation of the Colne & Crane Valleys Green Infrastructure Strategy.	 NOW
	Ensure landscape works delivered by infrastructure and building developers are coordinated with the Strategy proposals.	 NOW
	Ensure implementation of HS2 landscape works integrate with the Strategy proposals.	 NOW
	Explore enhanced management, funding and maintenance models to drive delivery.	 NOW
	Reinforce the identity and reputation of the valley parks as places of national and regional significance.	 NEXT
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Confirm support for the Colne & Crane Valleys Green Infrastructure Strategy.	 NOW
	Align landscape and infrastructure proposals being developed for the DCO to help deliver the Colne & Crane Valleys Green Infrastructure Strategy, including strategic proposals illustrated in Figures 5.1, 5.2, 5.3 and 7.2.	 NOW
	Deliver management and maintenance of wider public realm in south of Colne Valley Regional Park, undertaken through a 'Countryside Management Service' approach that takes opportunities for community engagement and traineeships/ apprenticeships.	 NOW
Actions for other stakeholders	Project implementation will be coordinated by the joint Colne Valley Regional Park and Crane Valley Partnership steering group, working closely with other HSPG members and other relevant local authorities, DCO scheme promoters, HAL, Thames Water, charities, community groups, private businesses and government bodies, including the Environment Agency and Highways England other major infrastructure providers (such as HS2).	 NOW



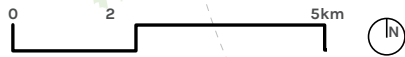
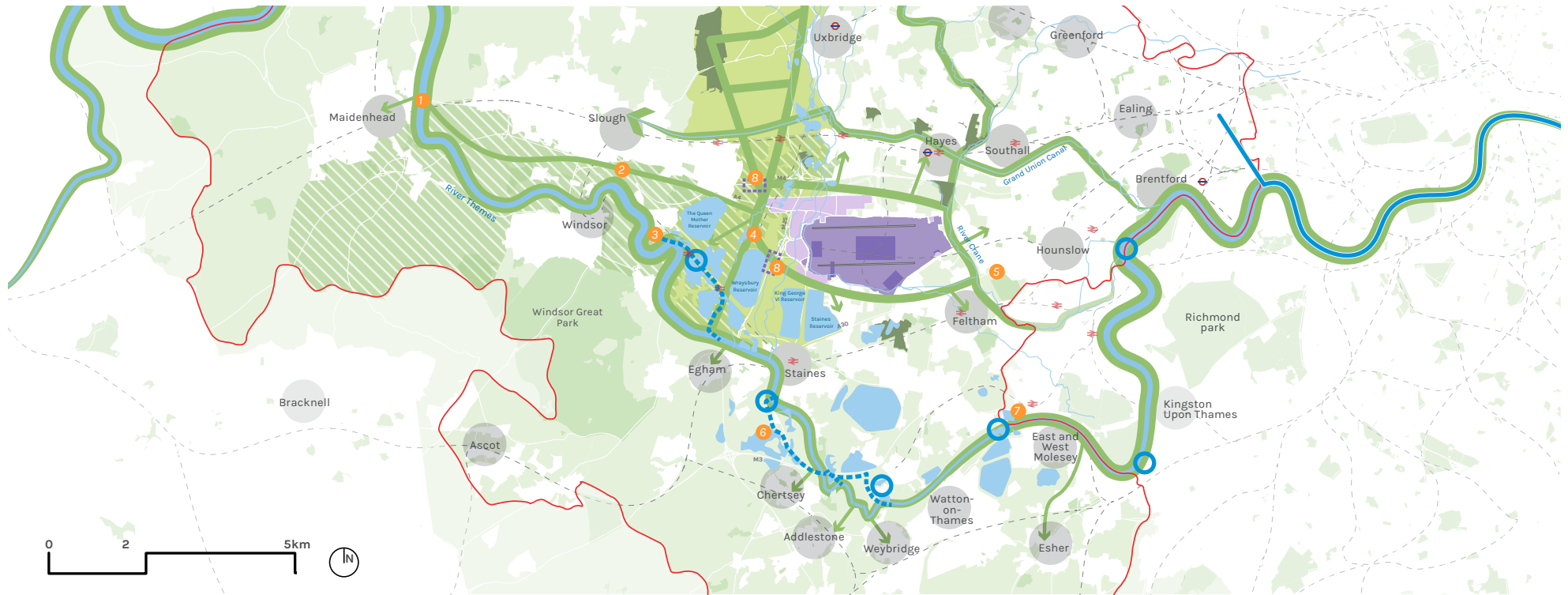
## Strengthen active travel connections to the Thameside via attractive continuous green and blue networks

The River Thames and the parks and open spaces that flank it provide a series of environmental assets of international stature. The focus for HSPG is to ensure that pedestrian and cycle access to these resources are maximised for local people and help promote the region as a destination for tourism and recreation.

HSPG will work with the Environment Agency, HAL and other partners on strategic project planning and coordination of the Thameside open space network and access to it. This includes considering the inter-relationships between:

- Major landscape, water management and infrastructure works planned in association with Heathrow's expansion;
  - The Maidenhead – Windsor – Slough Linear Park; and
  - Proposed environmental improvements and active transport links within the Colne and Crane Valleys.
- The River Thames Scheme (a new flood channel and associated environmental works to be built between 2020 and 2025 to reduce flood risk to 15,000 properties);





JSPF Core Area

**Green and Blue Infrastructure**

- Green Belt
- Colne Valley Regional Park
- Country Park
- Other Public Park and Garden
- Slough Linear Park
- Key Active Travel Route/Green Corridor
- Thames Tideway Tunnel
- River Thames Scheme (Diversion Channel)
- River Thames Scheme (Increased Weir Capacity)
- Waterbody / Watercourse

**Key Strategic Projects**

- 1 Jubilee River and Slough Linear Park
- 2 Green Connections to Slough and Windsor Town Centres
- 3 Multi-functional linear Flood Defences to Improve Accessibility
- 4 Connections to the Colne Valley
- 5 Connections to the Crane Valley
- 6 Multi-functional linear Flood Defences to Improve Accessibility to Staines and Chertsey
- 7 Improved Access to Feltham and Esher
- 8 New Bridge

**Heathrow Airport**

- Existing Heathrow Terminal
- Existing Airport Boundary
- Illustrative Expansion Boundary









**Background Information**

- Railway and Station
- Underground Line and Station
- Strategic Road Network / Major A Road
- Town Centre

Figure 5.3  
Connecting with the River Thames

### PRIORITY ACTION 6.3

#### Strengthen the continuity of links along and to the Thameside open space network

Actions for HSPG members and partners	Work with the Environment Agency, HAL and other partners on strategic project planning and coordination.	 NOW
	Establish a combined baseline database of all relevant development proposals relevant to connecting the HSPG core area and Thameside.	 NOW
	Establish a jointly agreed plan of active transport and environmental improvement measures connecting the HSPG core area and Thameside that incorporate Heathrow Expansion Project proposals. Identify funding and delivery responsibilities.	 NOW
	Ensure the River Thames Scheme is fully integrated with sub-regional green and blue network plans.	 NOW
	Ensure all airport expansion works help establish continuous active and green infrastructure links to the Thameside, including measures to overcome severance.	 NEW
	Apply a combination of measures to promote attractive and continuous links to the Thameside, integrated into a regional and national active travel network.	 NEXT
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Establish active travel connections to the Thameside, delivered as part of environmental mitigation proposals and/or surface access strategy proposals, including measures to overcome key points of severance.	 NOW
Actions for other stakeholders	HSPG will work with the Environment Agency, HAL / Heathrow West, Sustrans, CVRP and CVP and other partners on a coordinated approach.	 NOW



## OUTCOME 7

A major step change in achieving key sustainability targets helps realise zero carbon targets



Reduce greenhouse gas emissions by promoting district heat networks, high environmental design standards and other decarbonisation measures

A step change is required for the sub-region to contribute to the reduction in greenhouse gas emissions to net zero by 2050. Through knowledge-sharing and coordination of local measures, HSPG will lead in sharing environmental planning and design good practice. A range of measures will be applied to help achieve an efficient, low carbon economy, that also serve to improve energy security and address fuel poverty. These include ensuring that:

- All new developments attain consistently high standards of sustainability, which HSPG members will pursue through statutory. Airport expansion and other major developments within the area will be expected to demonstrate best practice.
- All new major developments prepare and implement Integrated Energy












Strategies that reduce demand on the grid and create more sustainable and self-sufficient systems. HSPG will encourage coordination between major project promoters, with individual developments placed within their wider energy network context.

- A focus is applied on the potential for integrated energy systems to encompass district heat networks, and the use of renewables will be encouraged. This will include an expectation for Heathrow's expansion and the Lakeside Energy from Waste development to look closely at the potential to be connected into Community / District Heat Networks (of the sort being implemented in Enfield).



### PRIORITY ACTION 7.1

#### Apply high environmental design standards that include the promotion of district energy networks and other decarbonisation measures

Actions for HSPG members and partners	Promote knowledge-sharing and coordination of environmental planning and design measures, including measures encouraging freight decarbonisation.	 NOW
	All new developments will be required to attain high standards of sustainability. A range of measures will be applied locally, with knowledge-sharing and coordination through HSPG. Measures will be pursued to explore the potential for Community / District Heat Networks that include the airport.	   NOW / NEW / NEXT
	Establish a working group with HAL to jointly explore the potential for Community / District Heat Networks, including the role of the Lakeside EfW plant and operator.	 NOW
	Establish exemplar pilot projects for the Government's Future Homes Standard once introduced.	  NOW/NEW
	Progressive extension of district heat networks, potentially delivered in conjunction with major transport infrastructure (such as HS2).	 NEW
	Support progressive movement towards a zero carbon and 'smart' electricity grid that is able to accommodate decentralised electricity generation at all scales in coordination with national and regional energy policy.	 NEXT
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Work in partnership to explore the potential for the energy systems proposed within the expansion project to be integrated with Community / District Heat Networks beyond the campus. Maximise the use of renewable energy and apply circular economy principles <sup>27</sup> (such as the potential for sludge treatment to produce biogas).	 NOW
Actions for other stakeholders	HSPG work with HAL / Heathrow West, the Environment Agency and other partners in the pursuit of a well-coordinated approach.	 NOW

<sup>27</sup> See <https://www.arup.com/perspectives/publications/research/section/circular-economy-in-the-built-environment>

## OUTCOME 8

# Coordinated infrastructure delivery planning and sustainable resource management



## Undertake a coordinated approach to infrastructure delivery planning and sustainable resource management












A major expansion of utility and waste-processing infrastructure will be required over the coming years to support baseline and airport-related development, as identified in the JEBIS. Many actions will need to be undertaken by the airport operator(s) or at local authority level. However, given the scale of development across the sub-region and the cross-boundary nature of strategic utility networks and waste-related catchments, the HSPG will provide a forum to support knowledge and information sharing and coordination. This will include measures to:

- Maximise the use sustainably sourced aggregates
- Minimise construction and demolition waste sent to landfill
- Minimise construction-related material and waste traffic movements over the road network

A coordinated approach will ensure that the needs of the area are met, with a proactive approach applied to the combined impact of major strategic project delivery.

### **PRIORITY ACTION 8.1**

#### ***Undertake a coordinated approach to utility infrastructure and waste planning***

<p>Actions for HSPG members and partners</p>	<p>Establish the HSPG as a forum for cross-boundary coordination on infrastructure delivery planning (including utility infrastructure and waste planning) to develop a collective understanding of key short, medium and long-term supply and demand issues and requirements. This will bring together insights gained from Strategic Infrastructure Plans being undertaken by the West London Alliance and other bodies across the sub-region. Identify what actions can be coordinated to deliver the cross-cutting themes and actions contained in the JSPF.</p>	<p>  NOW / NEW</p>
	<p>Establish the HSPG as a leader in sustainable resource management and infrastructure provision.</p>	<p>  NOW / NEW</p>
<p>Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)</p>	<p>Using the JEBIS as a platform for sharing understanding, work with HSPG in coordinating airport expansion – related waste and utility proposals with development proposals relating to the wider sub-region.</p>	<p> NOW</p>
	<p>Establish mechanisms to coordinate infrastructure delivery programmes with waste and infrastructure regulators and developers.</p>	<p> NOW</p>
	<p>Mitigate expansion related to the impact of waste and utilities through the DCO.</p>	<p>   NOW / NEW / NEXT</p>
<p>Actions for other stakeholders</p>	<p>HSPG member local authorities and HAL / Heathrow West to work with strategic project promoters, utility providers, Government Departments and Agencies, OFGEM, Lakeside EfW operator and other regulators and the London Waste and Recycling Board on a coordinated approach.</p>	<p>  NOW / NEW</p>

## OUTCOME 9

Sustainable water management makes the most of precious resources whilst minimising flood risk



### Undertake a coordinated approach to water-related planning and management

A major programme of water-related infrastructure work will be undertaken over the coming years to support baseline and airport-related development, and address flood alleviation requirements, as identified in the JEBIS. Many actions will be undertaken at a local level however, as emphasised in the National Infrastructure Commission's National Infrastructure Assessment (2018), cross-boundary joint work is beneficial across water catchments and where there are opportunities for integrated water management strategies that bring together different project promoter and regulatory requirements.

Given the network of rivers, canals, streams and waterbodies across the sub-region, and the impacts that major developments will have on these systems, the HSPG will provide a forum for coordination and knowledge-sharing of strategic water-related planning. This will help maximise environmental

benefits, promote efficiencies and establish a joint approach to flood risk alleviation.

Coordination will relate to:

- Demand management, including demand reduction measures and measures to reduce leakages
- Efficient utilisation of water resources
- Reducing flood risk, with flood management measures integrated within multi-functional green and blue infrastructure proposals using Sustainable Urban Drainage and Natural Flood management techniques
- Protecting the quality of surface and groundwater
- Maximising sustainable use of water resources including onsite reuse of grey water
- Retaining and restore river corridors as open channels, enhanced to maximise their ecological, recreational and active transport potential
- integration with green and blue infrastructure network proposals and active transport planning.







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**PRIORITY ACTION 9.1**

***Undertake a coordinated approach to water-related planning and management***

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Actions for HSPG members and partners	HSPG members will collaborate on water-related project planning and management measures of strategic significance, such as the River Thames Scheme.	 NOW / NEW
Actions for Heathrow Airport Expansion DCO promoters	HAL to prepare water-related proposals so that they are closely coordinated with proposed improvements to green, blue and active transport networks in the wider Heathrow Interaction Area and beyond.	 NOW
(HAL / Heathrow West)	DCO and TCPA development proposals should be designed to reduce the risk of flooding to the local area, and must reduce both the discharge rates and volumes to as close as is reasonably practicable to greenfield rates and volumes.	 NOW
Actions for other stakeholders	HSPG members, Government Departments and Agencies (including Department of Transport, Highways England and Environment Agency), major building and infrastructure project promoters.	 NOW

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# Liveable Neighbourhoods With a Strong Sense of Place



# Vision

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Our vision is of a diverse mosaic of thriving communities, with neighbourhoods that offer a high quality of life, support health and wellbeing and have high quality urban and green space. Each neighbourhood will have a diverse range of local jobs and services close at hand, shortening trip distances and/or travel time, and shaping travel demand in favour of sustainable transport modes. We will

work together to deliver against local plan housing needs and join forces with other partners to help ensure community infrastructure delivery keeps step with housing growth. We will pursue a legacy-led approach to construction worker housing that is able to transition to permanent residential neighbourhoods of longer-term benefit.



# Overview

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The sub-region's large and rapidly growing population is expected to continue to do so over the next 20-30 years. As identified in the JEBIS, population growth within the HSPG area of around 15% or 250,000 is projected between 2018 and 2041. This is the equivalent of adding the population of a major town or small city like Southampton or Wolverhampton into the area. By comparison to this background or baseline growth, additional growth attributable to the expansion of Heathrow Airport is relatively modest, adding approximately a further 10,000 people.

The corresponding number of households across the sub-region is projected to grow from 162,000 to 795,000 over the period 2021 to 2041, a 26% increase. Growth at Heathrow Airport is expected

to add 3,000 households over the same period. If current trends are followed growth pressures will be most acutely felt in the three London boroughs – Ealing, Hillingdon and Hounslow<sup>27</sup>.

HSPG members are joining forces to address housing delivery and ensure that this strengthens local neighbourhoods as places of enduring quality and appeal.

In addition to the area's rising permanent population, the combined construction activities across the sub-region are expected to give rise to significant demands for the provision of temporary accommodation for construction workers. HSPG is keen to ensure that legacy benefits can be derived from this.

<sup>28</sup> JEBIS forecasts assume that each local authority will meet its housing requirement.

## OUTCOME 10

# Neighbourhoods that offer a high quality of life, with adequate provision of mixed-tenure housing that meets local need and achieves greater levels of affordability

*28 JEBIS forecasts assume that each local authority will meet its housing requirement*

*29 Transport for London (2019) West London Orbital – Strategic Outline Business Case*

## Supporting local authorities in delivering housing needs and transport investments to promote sustainable growth

The need to accelerate the scale and pace of housing delivery across the sub-region is acute. To accommodate housing needs, both the Mayor of London and the Government have set minimum housing requirements for each local authority within the HSPG area; the housing requirements far exceed recent build out rates. Meeting these requirements will prove challenging and sustainable solutions to delivering more homes are being explored and pursued by each local planning authority through their local plans. Through this work, local planning authorities will seek to balance the ‘competing’ requirements for land for residential and employment uses.

The emerging New London Plan identifies the Heathrow/Elizabeth Line West as one of the areas where housing delivery will be focused. Several more focused Opportunity

Areas are identified within this, including Heathrow, Hayes, Southall, Great West Corridor and Old Oak and Park Royal. However, the New London Plan does not seek to accommodate all of London’s household growth London’s boundaries. This will inevitably increase pressure in the surrounding wider South East. Beyond London, each local plan is to reflect the need for an ambitious housing development programme, including the Government’s stated intention to build one million new homes within the Oxford-Cambridge corridor (also known as the CaMKOx Arc).

Whilst the JEBIS forecasts indicate only a relatively modest additional demand for housing arising from Heathrow’s expansion<sup>28</sup>, the rise in direct employees from 72,700 to 99,500 by 2035 (a 26,800 increase) will involve a significant number of lower paid jobs. Adequate affordable housing for these employees will therefore be critical. Heathrow Airport and other strategic transport projects (such as around new or expanded railway stations) will support HSPG member local authorities in delivery of their housing targets.

HSPG members are agreed that it is for individual local planning authorities





to identifies appropriate strategies to accommodate their own housing needs. The JSPF is therefore premised on each local planning authority being able to accommodate its housing needs in full, with each authority assessing their ability to accommodate their own housing needs through the preparation or review of their local plan. Should this process indicate it is not possible to accommodate their housing needs in full, it will be for each local authority to agree with their neighbours whether they can assist in accommodating any unmet needs.

Notwithstanding this, HSPG members recognise the value in collaboration on housing related matters. This includes joint working on a range of measures aimed at supporting housing delivery including:

- Providing strong support for new or upgraded transport infrastructure that will unlock additional housing growth through the provision of increased services and/or upgraded or new stations. This increase in capacity will improve accessibility across the sub-region and beyond to key employment locations, support town centre regeneration or revitalisation and enable new forms of residential development, which maximise the potential of scarce land supply. HSPG

**PRIORITY ACTION 10.1**

*Collaborate on a range of initiatives geared to support local planning authorities in meeting their housing ‘targets’.*

Actions for HSPG members and partners	HSPG will ensure that JEBIS (including the demand modelling) is kept up-to-date to inform the evidence base for future iterations of JSPF and local plans.	 NOW / NEW / NEXT
HSPG members will work together to develop a joint business case to explore the potential for business rate retention to help fund transport infrastructure, which in turn can increase the capacity of certain locations to support housing growth.		 NOW
Actions for Heathrow Airport Expansion DCO promoters  (HAL / Heathrow West)	HSPG will continue to work with HAL to ensure JEBIS is kept up-to-date to inform future forward planning. This will include ensuring that specific housing needs for the workforce associated with expansion of Heathrow Airport are identified and, if required, appropriate strategies for meeting these needs are put in place.	 NOW / NEW / NEXT
Actions for other stakeholders	HSPG will work with other partners (such as transport infrastructure promoters) to explore how their proposals can help directly deliver more homes, such as station-oriented development.	 NOW / NEW

members continue to support the proposals for HS2, Elizabeth Line, Piccadilly Line upgrade, Western Rail Link to Heathrow, Southern Access to Heathrow and West London Orbital Rail. For example, the West London Orbital Rail scheme could enable the delivery of 8,800 new homes within current planning frameworks, and up to 29,000 new homes if a more flexible	approach to planning was applied <sup>29</sup> . <ul style="list-style-type: none"> <li>• Prioritising the regeneration and revitalisation of town centres, which will support achievement of ‘brownfield land first’ that includes support for residential development in appropriate locations.</li> <li>• Promoting a range of green, blue and active travel infrastructure projects that will enhance liveability and accessibility to and between</li> </ul>	employment and residential locations. <ul style="list-style-type: none"> <li>• Exploring opportunities for knowledge sharing between local authorities taking a more direct role in housing delivery. This could include use of compulsory purchase powers to assemble land parcels, Council house-building and greater public-sector involvement through joint venture or master developer roles.</li> </ul>
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## OUTCOME 11

# A legacy-led approach to construction worker housing



New-apprenticeships at Future Skills Centre

## Plan for the aggregated needs of construction worker housing with sustainable development that generates legacy benefits

The scale of construction worker accommodation required to support the sub-region's development programmes is expected to be very significant. The construction phases of expansion at Heathrow Airport and delivery of transport and other infrastructure projects will generate waves of demand notably to 2030, 2035, and beyond up to 2050. Given the time periods over which construction worker accommodation will be required, it is important that appropriate investment is made to provide accommodation and that the long-term legacy for this housing and / or serviced sites is considered at the outset. This cannot be left entirely to the market.

HSPG will work with HAL and other major project promoters to identify phased worker accommodation needs and ensure that adequate land is identified in the most sustainable

locations, with a 'brownfield first' preference for urban sites. A legacy-led approach to construction worker accommodation will be pursued, for example through:








- identifying suitable sites for homes that are accessible to construction sites and have access to supporting and local community facilities;
- considering how the location of construction worker accommodation can support the regeneration of local high streets;
- potentially servicing sites for long-term permanent legacy requirements (for example in relation to access and utilities) even if the site is temporarily occupied by portable modular buildings or caravans;
- exploring the potential for buildings to be designed to offer permanent family accommodation (market and/ or social rented) and configured temporarily as housing in multiple occupation (HMO) for construction workers (if required); and
- implementing measures to maximise community cohesion.



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**PRIORITY ACTION 11.1**
***Make appropriate provision for construction worker accommodation pursuing a legacy-led approach.***


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Actions for HSPG members and partners	HSPG members to prepare a list and plan of initial sites they are willing to work in partnership with HAL on to deliver legacy worker housing including, for example, around Poyle, Hayles and Southall.	 NOW
Actions for Heathrow Airport Expansion DCO promoters	Deliver a clear strategy in advance of the DCO application that determines how a legacy-led approach to construction worker housing will be applied to contribute to sustainable place-making.	 NOW
(HAL / Heathrow West)	Assess the feasibility of potential sites identified by local authorities to deliver legacy worker housing.	 NOW
	Demonstrate through the DCO application how the demand for construction workers accommodation will be satisfactorily addressed, having regard to the principles of a legacy-led approach identified above.	 NOW
	Work with Registered Providers to deliver construction worker accommodation on Council owned sites, where beneficial.	  NOW / NEW
Actions for other stakeholders	Registered providers and Homes England to engage in the process of developing legacy-led construction worker accommodation	 NOW

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## CASE STUDY

### Balancing short and long-term accommodation planning needs

Two contrasting case studies are profiled that demonstrate different approaches to planning for short term need and long-term legacy. In both examples the planning strategy determines the long-term intention for the site and facilitates a short-medium term 'overlay.' This thinking should be applied to the provision of construction work accommodation.

### Modular Housing Eindhoven, Netherlands

This site on the edge of Eindhoven is identified for medium-long term expansion of the city. The city council has therefore constructed serviced sites, with transport and utility infrastructure to facilitate this. In the shortterm, however, the site is being utilised by a housing association as homes for single people whose personal circumstances qualify them for short-term accommodation (with a maximum two year stay) whilst they transition to more permanent solution. Elegantly designed modular homes have been 'craned in.' Once the site is ready for permanent development, they will be moved elsewhere.





## CASE STUDY

# Modular Housing Athletes Village, London

The Athletes Village, as well as providing accommodation for athletes during the Games, was designed to deliver a lasting legacy in urban regeneration with essential new housing for east London as part of the Stratford City development.

The challenge was to put in place the buildings and infrastructure to make the transition from the Games phase to post-Games legacy as efficient and sustainable as possible. A modular form of housing was utilised, that included an internal configuration for athletes which was later reconfigured for permanent accommodation, within a flexible structural frame.



## OUTCOME 12

# Sustainable communities with adequate social infrastructure

### Facilitating the delivery of social infrastructure to promote sustainable communities

Population growth will continue to significantly increase the demand for housing and accompanying social infrastructure. Existing and new local communities need to be supported by high quality health, education and other community facilities.

The delivery of new and expanded facilities needs to be coordinated with housing growth (rather than lag behind). Given the shared challenges and cross-boundary nature of community facility catchment areas a joint approach to community infrastructure planning is valuable.

As indicated in the JEBIS, there is a significant pipeline of 69 social infrastructure projects, with a combined cost of £1.6 billion, though much of this funding has yet to be secured. The lack of funding certainty across education, healthcare and other community sectors is not unusual given that development-related funding mechanisms (such

as Section 106 agreements and Community Infrastructure Levy) are applied as and when development proposals come forward. However, the scale of planned growth across the HSPG area highlights the need for a more proactive planning approach.

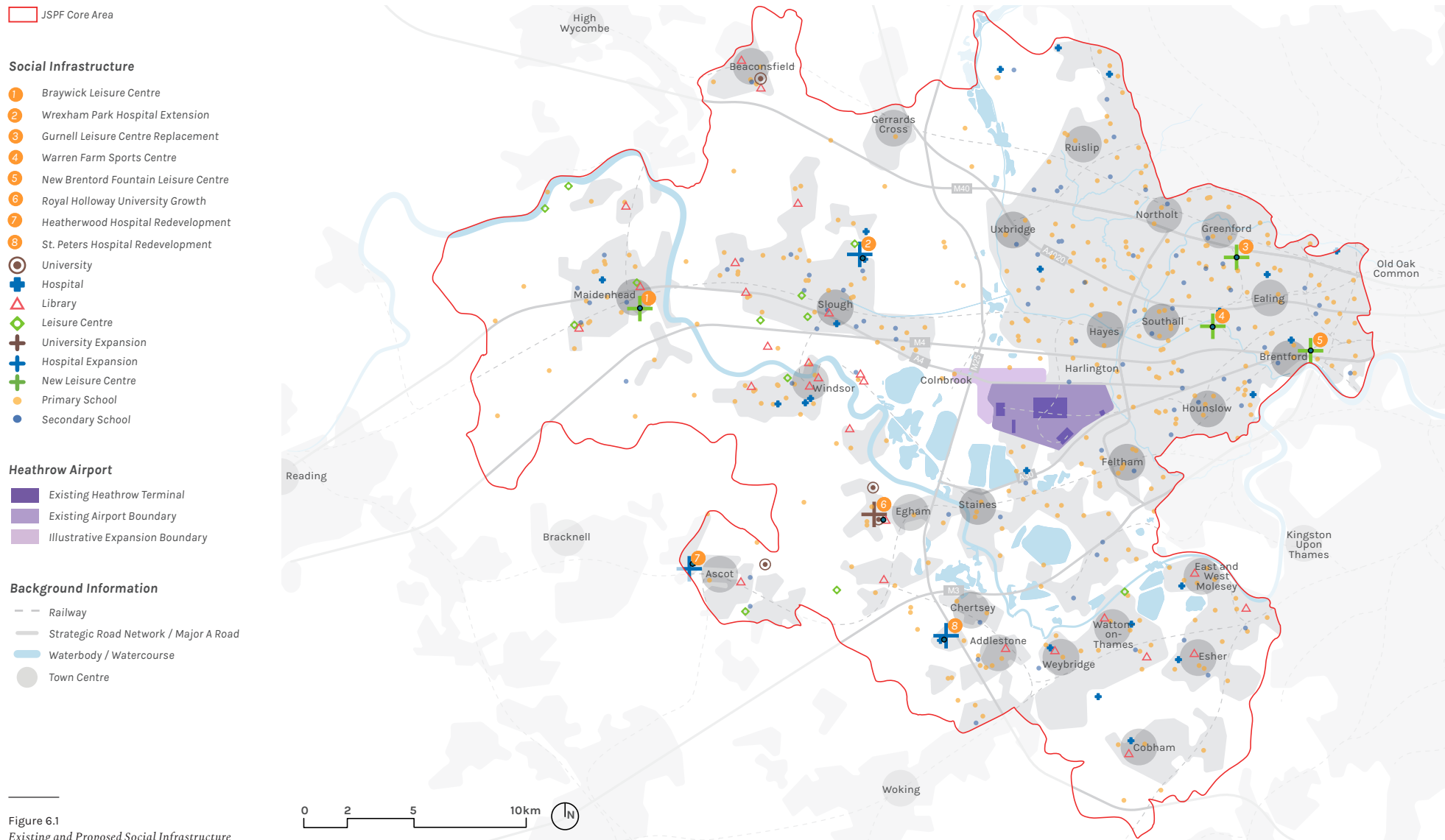
The majority (36) of planned social infrastructure projects are in the education sector, reflecting the rapid increase in the numbers of children and young people in recent years. A range of healthcare projects are also proposed in response to growing needs of an ageing population and changes in service provision. The three London Boroughs are predicted to experience the greatest household growth increases and therefore the most significant increases in education, healthcare and other community needs.

HSPG members will draw on a joint evidence base of community infrastructure delivery (included in the JEBIS) and coordinate planned housing and community infrastructure growth. This will entail working with healthcare, education and other community facility providers to aid delivery where possible. Opportunities for joint delivery of facilities, through community hubs,

or other models will be explored to improve quality of place and improve the viability of service delivery. Knowledge-sharing including around coordination of funding and delivery mechanisms will take place across HSPG members.

Construction workers will place additional demand on public services in the area for a considerable period of time. Such demands must be factored into community infrastructure planning.









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**PRIORITY ACTION 12.1**

*Apply a coordinated approach to planning for community infrastructure delivery, working with partners to plan for the appropriate range, quality and quantum of education, healthcare and other community facilities.*

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Actions for HSPG members and partners	HSPG members will work with other partners on a joint approach to evidence base monitoring and planned provision, exploring opportunities for innovations in funding and delivery.	 NOW
	HSPG members to work with HAL and other partners to identify community infrastructure that can be delivered through the Community Compensation Funds and other funds established by HAL in association with expansion at Heathrow Airport.	 NOW
Actions for Heathrow Airport Expansion DCO promoters  (HAL / Heathrow West)	Make contributions towards improvements to or delivery of new community infrastructure arising from construction worker accommodation. Such contributions should be secured through Section 106 agreements with the relevant local planning authority as part of the DCO.	 NOW
Actions for other stakeholders	NHS Trusts, Academy Trusts and other community facility providers to work with HSPG and HAL on a coordinated approach to planning for expanded social infrastructure provision	 NOW

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## OUTCOME 13

### Vital, viable and resilient town centres and high streets






#### Focus support and investment on town centre and high street revitalisation

The ‘health’ of town centres across the sub-region varies. Research shows that the strongest performing town centres are the most productive parts of the UK economy. They host more productive and higher paying jobs and provide a buoyant mix of shops, services and entertainment, and provide a traditional focal point for the local community. Many town centres are long established with designated and non-designated architectural and heritage assets and local community assets. These are generally sustainable locations to focus, with previous investment in infrastructure at the nodes of mature systems of public transport connectivity.

However, high streets and town centres throughout the country are battling against changing consumer habits and require support to help them adapt. HSPG is committed to ensure that their vitality and viability is strengthened as vibrant and attractive mixed-use hubs for community life, retail, employment, tourism, culture and leisure.

### *PRIORITY ACTION 13.1*

#### *Apply a coordinated approach to planning for town centre and high street revitalisation*

Actions for HSPG members and partners	Work with other partners to coordinate activities aimed at supporting the health, adaptability and resilience of town centres and high streets, with a particular focus on Priority Town Centres. Measures will include developing policies and exploring funding opportunities, and deploying specific initiatives geared to developing their cultural and entertainment offer to attract residents and visitors, particularly during the evening and weekends.	 NOW
Actions for Heathrow Airport Expansion DCO promoters (HAL / Heathrow West)	Align DCO proposals to support measures to help strengthen the vitality, viability and resilience of town centres and high streets, with a particular focus on Priority Town Centres.	 NOW
Actions for other stakeholders	MHCLG High Streets Task Force and other local town centre-related organisations to work in partnership with HSPG in pursuit of common objectives.	 NOW

As identified in Outcome 2 and illustrated in Figure 6.2, based on analysis provided by HSPG members, the JSPF identifies a series of Priority Town Centres where growth and regeneration will be focused. Table 6.1 summarises the strategic focus for each of these centres, drawn from Local Plan and other policy documents. For Hayes, Southall, Hounslow and Feltham the focus on revitalisation will also support their Housing Zone status.

Uxbridge and Feltham are identified as providing opportunities for office and other employment-related growth.



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### *STRATEGIC FOCUS*

(Source: Local Plans and other policy documents)

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#### *PRIORITY TOWN CENTRE*

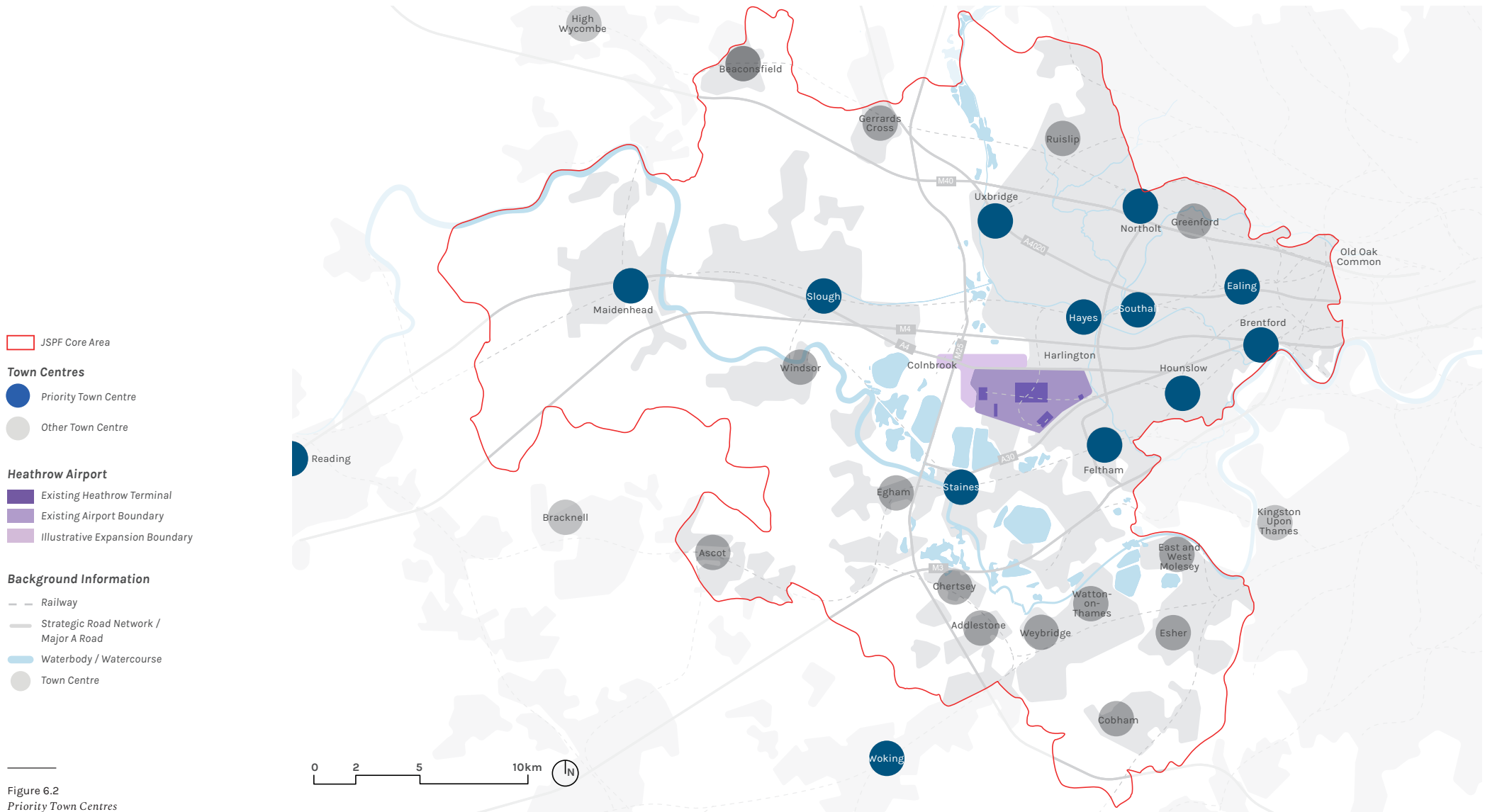
Slough	The Town Centre Partnership's vision is to position the town centre as a strategic business location well connected to and local destination for shopping and leisure.
Egham - Staines	To deliver a vibrant, thriving, mixed use town centre with more independent retailers and which responds to the changes in shopping habits.
M Maidenhead	To celebrate the green Thames Valley setting, providing a mix of uses and creating a distinctive, high quality environment.
Brentford	To celebrate the town's heritage and waterside location, improving the mix of leisure, entertainment and cultural uses and improving the quality of the public realm.
Southall	To regenerate the centre with mixed-tenure homes and community facilities, celebrating its identity as an 'Asian Gateway', focus development around the station and continue to build out the Southall Gas Works site (including major retail development).
Hounslow	To support the town centre's status as one of London's Metropolitan Centres, promoting redevelopment of key sites, such as the High Street Quarter. To strengthen the focus for retail, leisure, culture and entertainment, encourage residential development and improve the public realm and access linkages to surrounding areas.
Northolt	Promote investment and development opportunities, guide transport and environmental improvements and Secure a strong partnership to manage and deliver services to strengthen this semi-rural village centre as the gateway to Ealing's Countryside park
Hayes	To reinforce the Hayes and West Drayton corridor as a key location for employment development in the Hayes Town Opportunity Area, particularly around Hayes town centre where the station will be modernised as a public transport interchange.

#### *OTHER TOWN CENTRES*

Uxbridge	To support its status as a London Metropolitan Centre by promoting Uxbridge as a key location for hotel and office growth, supported by a range of other uses and improved transport interchange.
Feltham	To strengthen and transform the district centre into a thriving place that will act as a strong focal point for the community, providing a wider range of shops, cafes, bars and restaurants and a strong evening economy.

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Table 6.1  
Priority Town Centres and their Strategic Focus











Slough town centre



# Delivery and Implementation



# 7.1

## Overview

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The JSPF sets out HSPG members vision and ambition for sustainable growth. Appropriate governance and delivery mechanisms are key to fully realising these aspirations for the sub-region. The potential legacy opportunities are massive and must be secured. Decisions made now will affect many generations to come.

HSPG has already shown itself to be a strong unified voice, working together to hold the airport operator to account on key issues and influence the emerging proposals for expansion at Heathrow Airport. Although HSPG members each have their own policy views on expansion, the group has proven itself to be a strong unified voice on keeping vital objectives and priorities high up the agenda.

There is much that HSPG members can do through working together and with other partners and key stakeholders. The JSPF can help to foster cooperation, improve relationships and jointly solve problems.

Successful implementation of the JSPF will be characterised by:

- Helping shape enhanced sub-regional governance arrangements to enable effective delivery of the JSPF actions for strategic project delivery;
- Use of the JSPF to inform future reviews of local plans and other strategies prepared by HSPG members;
- Effective integration of ambition between the JSPF and the proposed

scheme contained within the DCO application(s). This includes the proposals for the expanded airport campus as well as additional works associated with infrastructure and environmental mitigation beyond this. This requires close alignment of land use, transport, infrastructure and environmental planning - particularly in the Interaction Area and in relation to ASD across the sub-region;

- Guiding public and private sector investment by spatial priorities for growth and transformation, and the critical role of infrastructure in supporting this; and
- A coordinated approach to strategic phasing.

## 7.2 Governance Arrangements

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Implementing the JSPF actions requires close collaboration and coordination between HSPG members on strategic and cross-boundary matters whilst ensuring each member can deal with local matters in an unfettered way.

HSPG's current governance arrangements have been highly effective in coordinating member organisations around various strategic planning matters that include organising joint representations to Government's and HAL's consultations and on Heathrow Airport expansion proposals. It also helps facilitate a shared voice to Government.

As the DCO process moves forward, HSPG is also working to create proposals for future governance. These proposals

will ensure that this effective co-operation continues, so that strategic objectives can be secured through the DCO and monitored once construction and operation of the Northwest Runway takes place.

The JSPF puts forward a series of key actions that combine to deliver far-reaching change. Governance proposals will look to help ensure these actions can be delivered both through the DCO process and more widely. For example, discussions are being held on how to use and govern sources of increased income which will be achieved through expansion. These could include business rates, access charges and Ultra Low Emission Zone charges. HSPG members would like to see this income used to

maximise the benefits to local people, who are disproportionately negatively impacted. This income could be used to deliver key actions outside of the DCO.







## 7.3

# Policy Implementation

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Once endorsed, the JSPF will be published and brought into use to set a strategic direction. This will then inform statutory planning processes undertaken by local planning authorities, including the review of local plans, supplementary planning documents and planning decisions.

Aspects of the JSPF will be reflected in Local Industrial Strategies prepared by the Local Enterprise Partnerships and the infrastructure delivery plans and programmes of other bodies.

These local processes will be subject to public consultation and scrutiny to enable consistent, transparent and

fair decision-making. The JSPF will be updated on a periodic basis as necessary.

Critically, the joint approach to evidence gathering and strategic planning through the JSPF and JEBIS will assist individual member organisations to develop their own plans and evidence studies upon a base of aligned strategies and consistent evidence base.

## 7.4

# The Critical Role of Infrastructure

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HSPG considers the delivery of the Western Rail Link to Heathrow and Southern Access to Heathrow to be critical components of an expanded Heathrow Airport. As well as helping to deliver Heathrow's 'no more airport related traffic' pledge and the mode share and air quality targets set out in the ANPS, both schemes will crucially ensure that the economic benefits of an expanded Heathrow Airport can be unlocked and distributed equitably across the whole sub-region. HSPG consider the earliest possible delivery of these two rail schemes to be a critical element of a successful surface access strategy for an expanded Heathrow Airport.

HSPG is also supportive of bringing forward the delivery of HS2 Phase One (London to West Midlands) and the West London Orbital Rail extension of the London Overground network, both of which will interchange at Old Oak Common.

In addition, Green and Blue Infrastructure improvements are key to delivering a wide-range of benefits (Outcome 6) and should be delivered in close conjunction with active travel infrastructure that has a fundamental role in achieving environmental targets, contributing to liveability and making the sub-region a business location of choice (Outcome 2). For growth

to be sustainable broad-based social infrastructure needs to be delivered in a timely manner alongside housing growth (Outcome 12). The scale of growth will need to be adequately serviced by the full range of utility, digital and waste infrastructure (Outcome 8).

HSPG will continue to help facilitate the delivery of critical infrastructure projects across each of these sectors and influence their specification to maximise their potential catalytic impact. The continuing focus will be to maximise benefits for the local residents and workers of the sub- region.

To this end, HSPG will work closely

with key sponsors including Government Ministries and Departments (including MHCLG, DfT and BEIS), HAL, HS2, Highways England, Network Rail, Homes England and the Environment Agency to ensure that key primary infrastructure and national scale investment is delivered. HSPG will also seek to align closely with the GLA and TfL.

## 7.5

# Funding and Financing

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As identified in JEBIS, many of the strategic infrastructure projects in the current planning pipeline across the sub-region have yet to receive confirmed funding or have the necessary delivery mechanisms in place. HSPG will use its collective influence and powers to support all necessary strategic projects securing funding certainty. Should gap funding be required, HSPG will explore a range of sources including use of HAL vehicle access charge, business rate retention, Mayoral Community Infrastructure Levy and the introduction of a Strategic Infrastructure Tariff (outside of London subject to new governance arrangements being put in place).

In relation to Heathrow Airport's expansion, HSPG believes the DCO offers opportunities to ring-fence income to improve the quality of life of local people. This could be used to improve or subsidise public transport, community facilities, skills training, enhanced or new green spaces or other local priorities. HSPG will work Government, HAL and

other stakeholders prior to submission of the DCO application to create proposals for governance of income sources. These income sources should be used to maximise benefits and minimise impacts for the sub-region, whose residents are disproportionately impacted by

expansion proposals. Sources could include the proposed airport access charge, the Community Compensation Fund, business rates growth (as highlighted in the ANPS) and Section 106 Agreements and Community Infrastructure Levy.

HSPG would like to see any monies raised by the Ultra Low Emission Zone, vehicle access charge or potential work-based parking levy to be ringfenced in a democratically controlled fund that can be used to support transport investment in the sub-region. Such a fund could be used to support a much wider active travel network, expansion of the free travel zone, subsidised bus and public transport

fares, and critically the delivery of the Western Rail Link to Heathrow and Southern Access to Heathrow schemes.

## 7.6 Strategic Phasing

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To enable the successful delivery of the JSPF, HSPG has considered a phased approach to the implementation of actions and the delivery of appropriate infrastructure to enable sustainable growth. Figure 7.1 provides an outline of the approach, based on the current understanding of infrastructure delivery intentions (as summarised in the JEBIS and accompanying database).

HSPG intends to adopt a facilitation role that will aid cooperation, coordination and collaboration between scheme promoters and ensure a phased approach is adhered to. To complement this, HSPG members will deliver key secondary

infrastructure investment in partnership that integrates with wider strategic transportation, utility and environmental networks. This approach involves a full understanding and appreciation of all infrastructure needs, costs and potential sources of finance and funding.

The growth ambitions are shown in relation to the Now / New / Next phases. For earlier years, there is some degree of certainty about proposals, in relation to both infrastructure delivery and the catalytic impacts that can be expected. More variables/ options occur in later years because the outcomes of key decisions for primary infrastructure are unknown.

Further detailed analysis of these ambitions will be undertaken to inform a more comprehensive JSPF in future iterations. The content of these diagrams is based on published timing evidence, where available, as set out in the JEBIS.







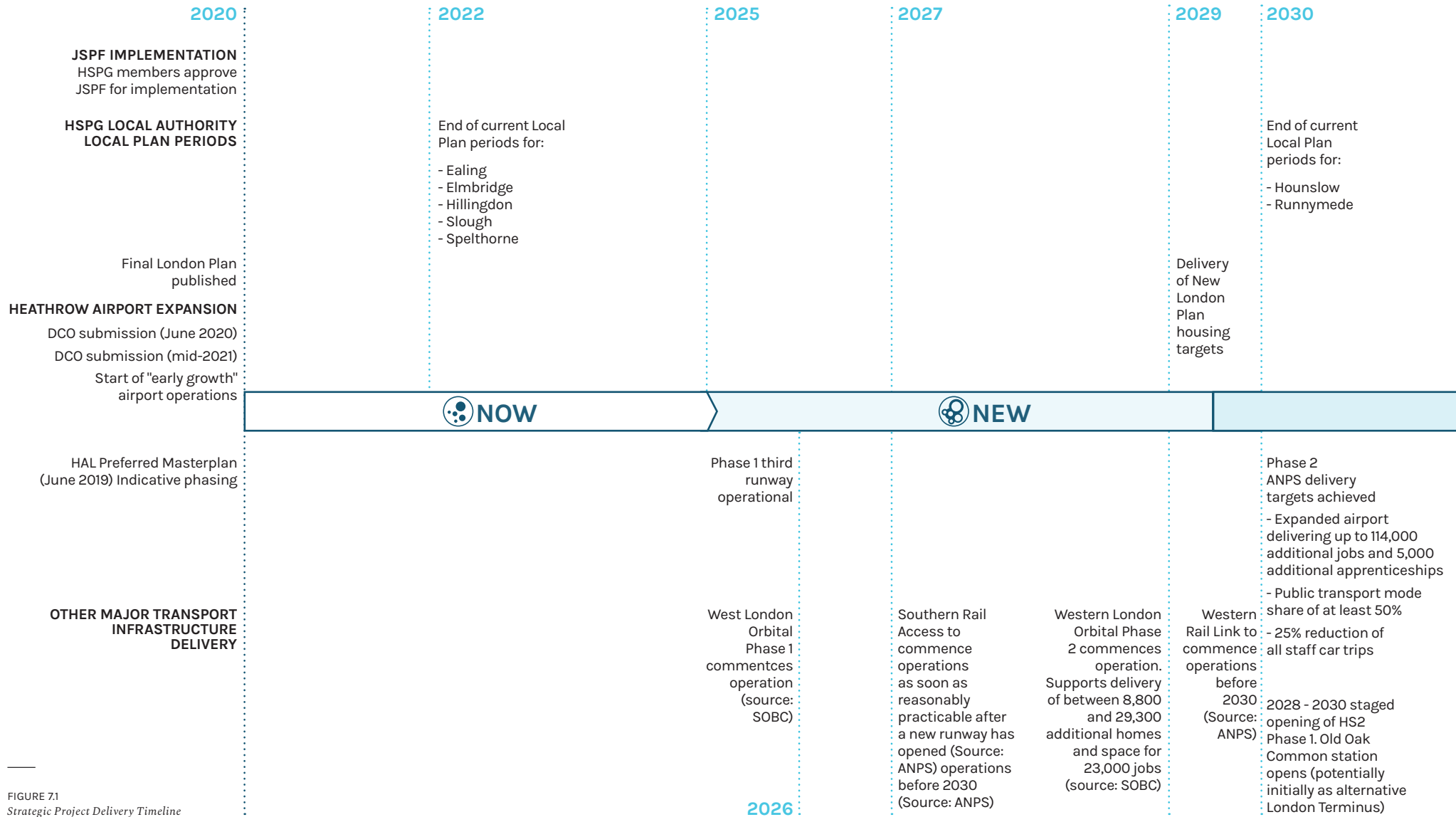
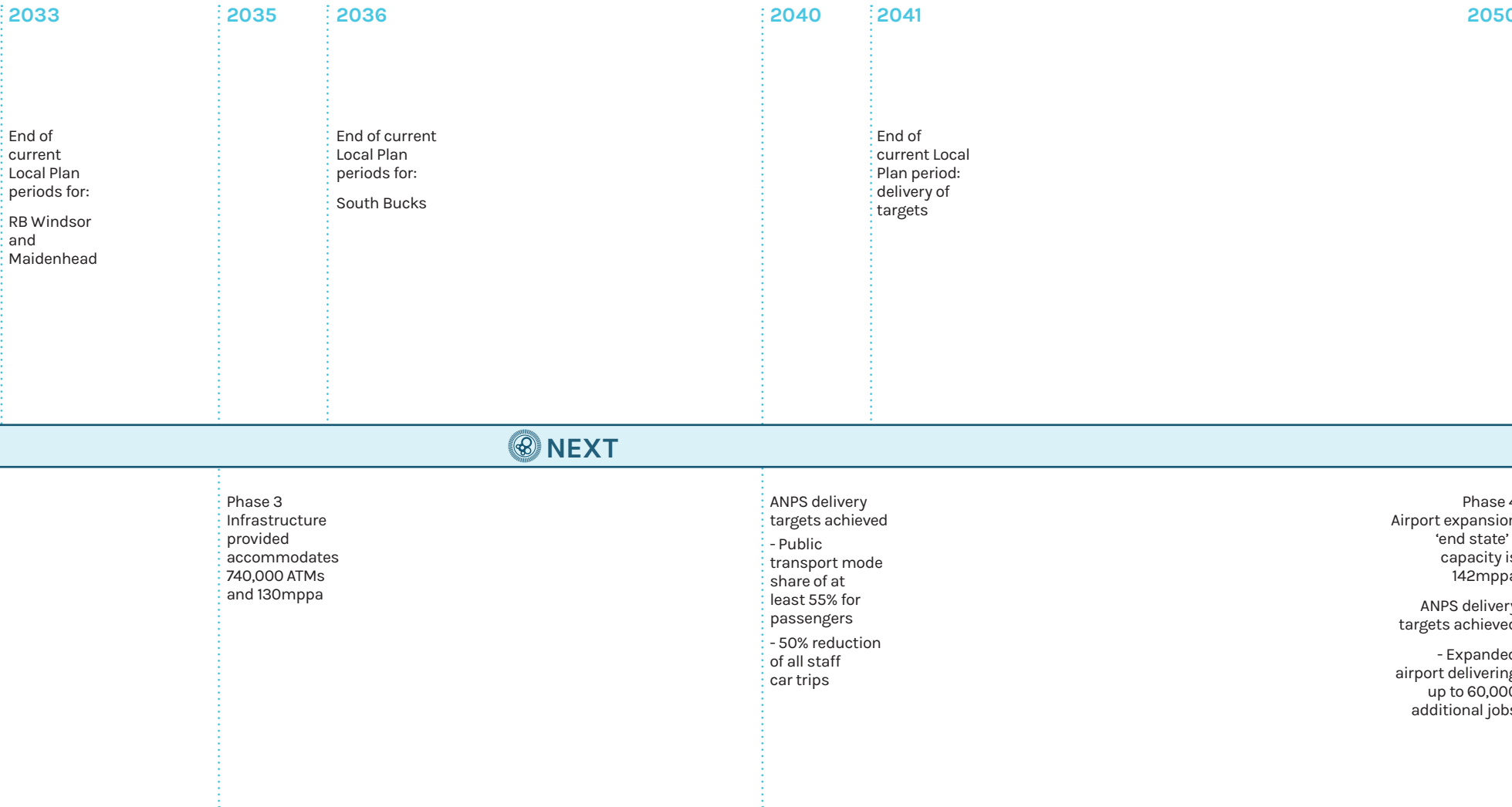


FIGURE 7.1  
Strategic Project Delivery Timeline



## 7.7 Four Delivery Areas

To support effective implementation, this section highlights key actions and spatial planning proposals according to four delivery areas:

1. Heathrow Interaction Area
2. Eastern Sector (West London authorities)
3. Southern Sector (Surrey authorities)
4. Western Sector (authorities within the former Berkshire and Buckinghamshire areas)

# 1

## Heathrow Interaction Area

As indicated throughout the JSPF, there are various elements of the DCO proposals for expansion at Heathrow Airport for which insufficient detail is currently available. This is particularly the case for the Heathrow Interaction Area closest to the airport. Here residents and the environment will be most directly impacted by new nationally significant infrastructure projects (new runway, M4 diversion etc) and airport supporting development, which may be promoted through the Associated Development and mitigation and compensations works associated with the DCO or otherwise promoted by conventional process under the Town and Country Planning Acts. The application development associated.

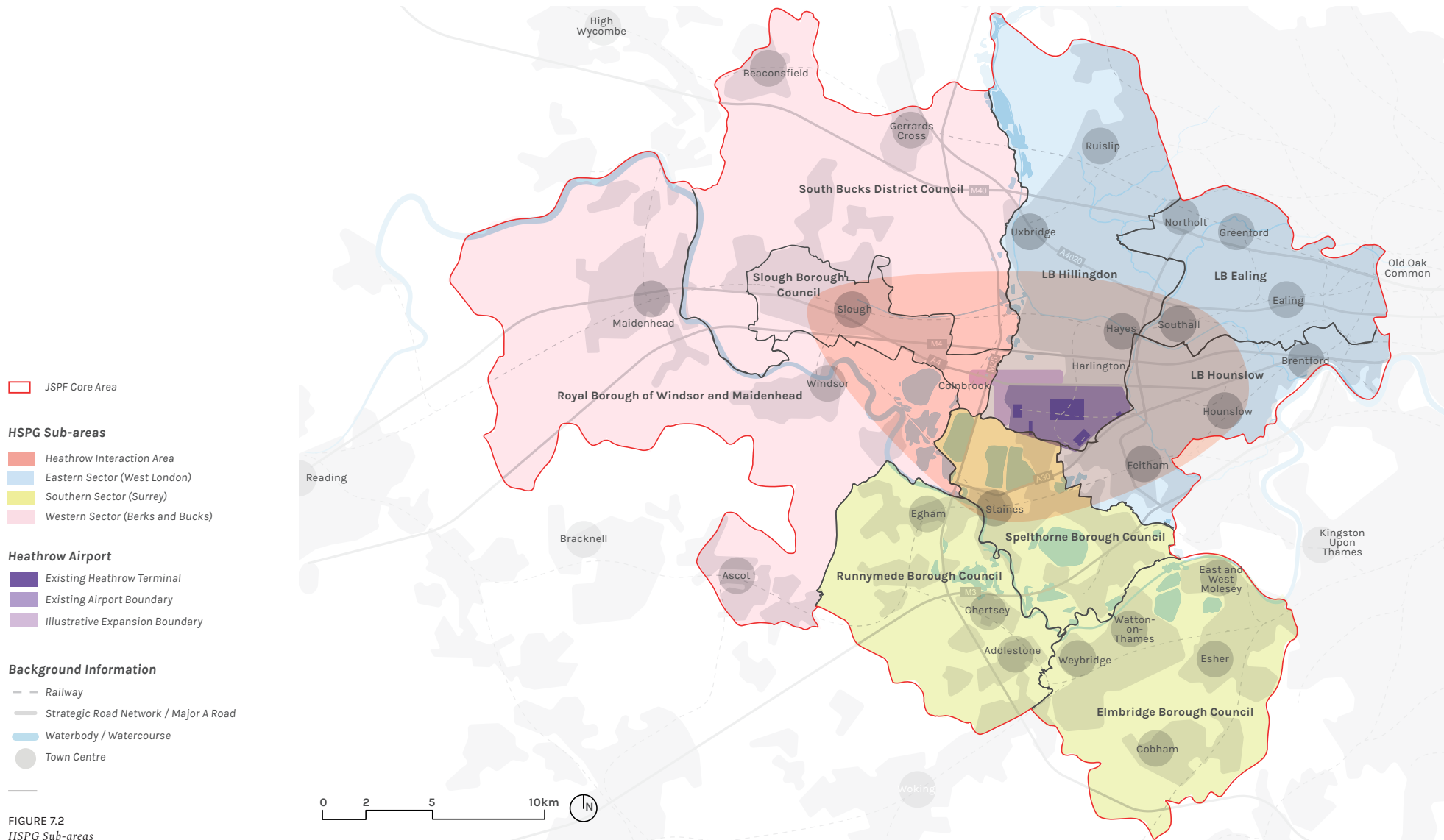
HSPG considers that further work must be undertaken to develop a robust framework for the development that is expected to take place within the Interaction Area. This work, as a minimum, should consider:

- The scale and types of growth which are to be accommodated;
- The transport and other types of infrastructure including community facilities required to unlock and/or sustainably serve the proposed growth both within and outside the defined 'limits' of the DCO boundary;
- Mitigation and compensation required to enhance remaining green and blue infrastructure including how these can be used as active travel linkages to improve access to jobs and services;
- Approach to addressing key design issues such as scale and orientation of development, edge and boundary interfaces and treatment and existing and future severance;
- Strategy for revitalising local neighbourhoods directly affected by construction work/compulsory acquisition of land and residential properties to facilitate the scheme; and
- Delivery action plan identifying key projects, roles of different partner organisations including HSPG and HAL, funding sources and phasing.
- Joint authority initiatives to coordinate and integrate guidance on design standards, opportunities and planning requirements, and planning compliance arrangements, at the periphery of the 'limits' of the DCO works and integration with surrounding neighbourhoods.

This, more detailed work, must be completed in advance of the submission of the DCO application(s) and/or first construction starts, so that HSPG members can be assured that the impacts on local people can be acceptably addressed and where this is not possible appropriate mitigation and compensations can be put in place.

In the Draft New London Plan, the Mayor of London identified his commitment to work with local authority partners beyond





London’s boundaries on the implications of expansion of Heathrow Airport. HSPG will continue to work with the Greater London Authority to establish an appropriate collaborative planning mechanism and strategy for the Heathrow/Elizabeth Line West Opportunity Area (largely in Hounslow and Hillingdon) and adjacent areas outside of Greater London (where an Opportunity Area Planning Framework document would not be possible). A focus on the Heathrow Interaction Area would help facilitate this. Should alternative DCO proposals for Heathrow’s expansion emerge from promoters then it may be appropriate to consider alternative options for this area.

As illustrated in Figure 7.2, HSPG highlights the following key project proposals to be implemented within the Heathrow Interaction Area:

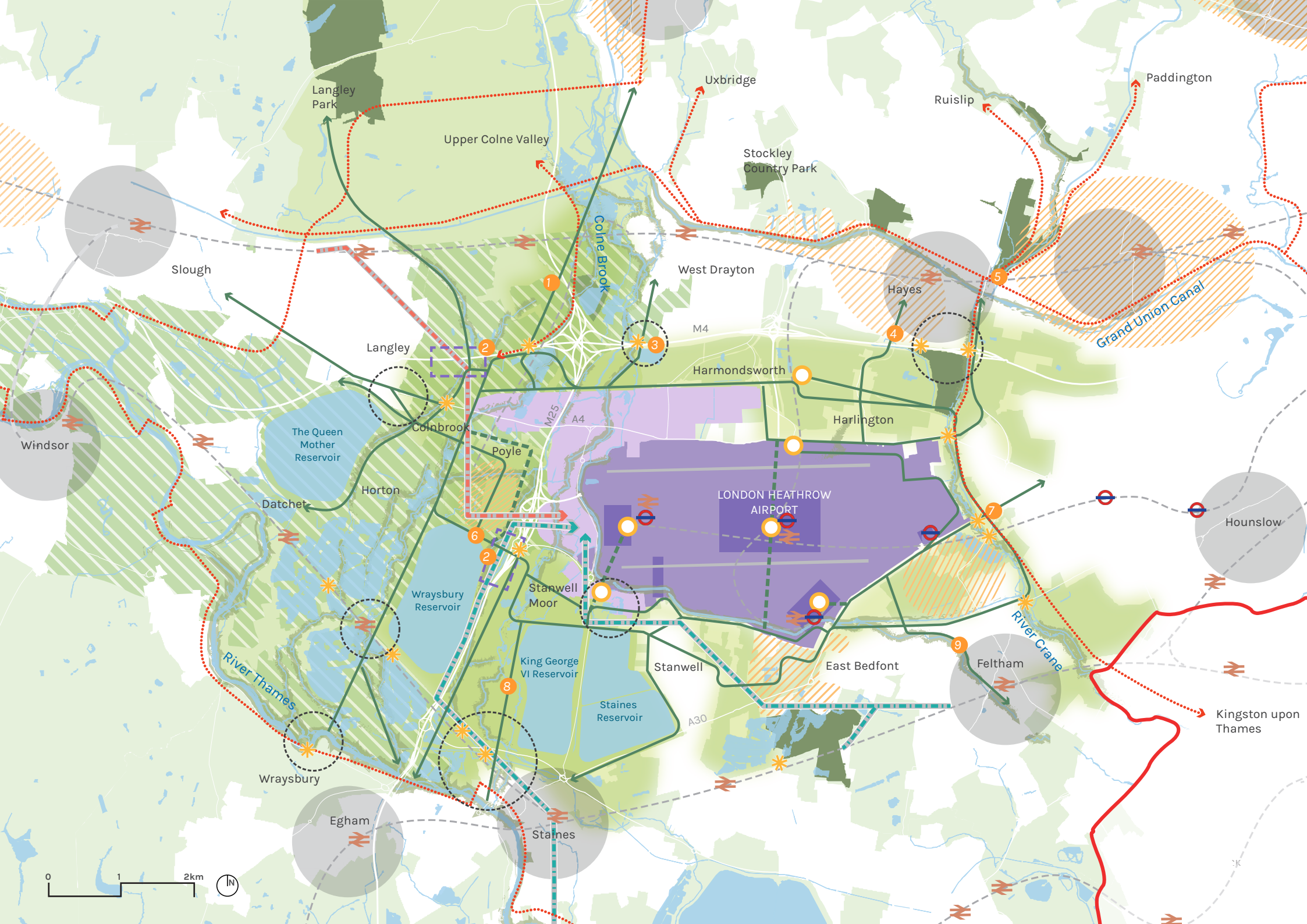
- Delivery of the Colne and Crane Valley Green Infrastructure Strategy via a series of key strategic projects – these combine to establish a continuous active travel network through enhanced green and blue infrastructure corridors, including a series of additional and significantly improved crossings to the M4, M25 and other major roads.
- Measures to ensure the ‘Green Loop’ of publicly accessible open spaces around

Heathrow is stitched into surrounding places and networks - connecting with residential neighbourhoods, employment hubs and recreational destinations via a high-quality walking and cycling network routed alongside improved waterways and green open spaces.

- An active travel framework that stitches Heathrow Airport and nearby towns and neighbourhoods, including Colnbrook, Slough, Harmondsworth, Hayes and Feltham.
- Visitor hub destinations including at Little Britain Lakes Hub, Yeading Brook and Old Shire Lane
- Sensitive integration of Western Rail Link to Heathrow (WRLtH) and Southern Access to Heathrow (SAtH) schemes with wider green, blue and active travel infrastructure improvements particularly where these pass through the Colne Valley Park
- Integration of Poyle Trading Estate improvements, targeted for aviation-related employment uses
- Coordination of River Thames Scheme and Kingsmead Restoration Scheme with wider green, blue and active travel infrastructure improvements



FIGURE 7.3  
 Heathrow Interaction Area



# 2

## Eastern Sector (West London)

### JSPF delivery priorities

The following provides a summary of priority projects within the Eastern Sub-area (West London).

<i>KEY STRATEGIC PROJECTS</i>			
Strategic Growth Locations ( <i>see JSPF Chapter 3 for details</i> )	Project reference numbers as identified in Figures 3.2 and 7.4 (2) Northolt and Greenford (3) Uxbridge Industrial Estate (4) Perivale Industrial Park (5) Old Oak Common and Park Royal	(6) Uxbridge Town Centre (10) Hayes Industrial Area (11) Stockley Park (12) Southall (14) Airport Business Park (15) Great West Corridor West	(16) Great West Corridor Central (17) Great West Corridor East (18) Heathrow Gateway (19) Feltham Town Centre
Town Centres ( <i>see JSPF Chapters 3 and 6</i> )	<b>Priority Town Centres</b> • Brentford • Southall • Hounslow • Northolt	• Ealing • Hayes • Uxbridge • Feltham	<b>Other Town Centres</b> • Greenford • Ruislip
Transport Infrastructure ( <i>see JSPF Chapter 4</i> )	<b>Rail Infrastructure</b> <i>Within the West London area:</i> • Elizabeth Line • Piccadilly Line Upgrade • West London Orbital Rail (Overground) • HS2 (inc. Old Oak Common interchange)  <i>Beyond the West London area the following are also priority projects:</i> • Southern Access to Heathrow (SAtH) • Western Rail Link to Heathrow (WRLtH)	<b>Existing Public Transport Hubs</b> <i>(identified for priority interchange improvements)</i> • Heathrow • Uxbridge • Hounslow  <b>Proposed Public Transport Hubs</b> <i>(identified for priority interchange improvements)</i> • Hayes • Southall	• Feltham • Brentford  <b>Priority Bus Corridor Improvements</b> • Northolt Corridor and Greenford Corridor aimed at employee clusters • Ealing Corridor and Northfields Corridor in conjunction with and the potential mixed-use intensification of industrial areas  <b>Active Travel and Last Mile Connectivity</b>
Digital Infrastructure ( <i>see JSPF Chapter 4</i> )	Ultrafast broadband infrastructure for residents and businesses		
Green and Blue Infrastructure ( <i>see JSPF Chapter 5</i> )	Improved integrated active travel, green and blue infrastructure networks, including: • Deliver projects identified in the All London Green Grid • Deliver projects contained in the Colne and Crane Valleys Green	Infrastructure Strategy, including: - Comprehensive enhancement of the Colne Valley Regional Park - Crane Valley Trail - Colne Valley Trail - Integrated Heathrow Green Loop	• Improved active travel connectivity to and along Thames • River Thames Scheme • Enhanced Grand Union Canal corridor
Utility Infrastructure and Waste ( <i>see JSPF Chapter 5</i> )	Coordinated infrastructure development and waste planning		
Social Infrastructure ( <i>see JSPF Chapter 6</i> )	Various education, health, leisure and other community facilities (see JEBIS)		



**Strategic Growth Locations**

- Area appropriate for new and/or intensified office or hotel development
- Area of search for new and/or intensified industrial development
- Area of search for new and/or intensified office and industrial development
- London Plan Opportunity Areas\*

**Town Centres**

- Priority Town Centre
- Other Town Centre

**Green Infrastructure**

See figure 5.1 for additional green and blue infrastructure strategic projects

- Green Belt
- Area of Outstanding Natural Beauty
- Colne Valley Regional Park
- Public Park and Garden
- Slough Linear Park
- Kingsmead Restoration Scheme
- Waterbody / Watercourse

**Heathrow Airport**

- Existing Heathrow Terminal
- Existing Airport Boundary
- Illustrative Expansion Boundary

**Background Information**

- Railway
- Strategic Road Network / Major A Road

\* Containing: Heathrow, Hayes, Southall, Great West Corridor, Old Oak and Park Royal Opportunity Areas

**Transport Infrastructure**

- Existing public transport hubs (co-located rail and bus stations)
- JSPF Proposed new public transport hubs (with improved Last Mile connectivity)
- Old Oak Park Royal Station Interchange
- Old Oak and Park Royal Development Corporation (OPDC)
- HS2
- Elizabeth Line
- South West Mainline Capacity Improvements
- Cross Rail 2
- Western Rail Link to Heathrow (WRLTH) (indicative only)
- Southern Rail Access to Heathrow (SRATH) (indicative options only)
- Western Orbital Rail Link (WOLR)
- Potential Shuttle Link
- Potential Realignment of M25
- HAL proposed Southern Road Tunnel
- Proposed Piccadilly Line Upgrade
- Proposed Enhanced Bus Focus Corridor
- Active Travel Strategic Crossing/Bridge

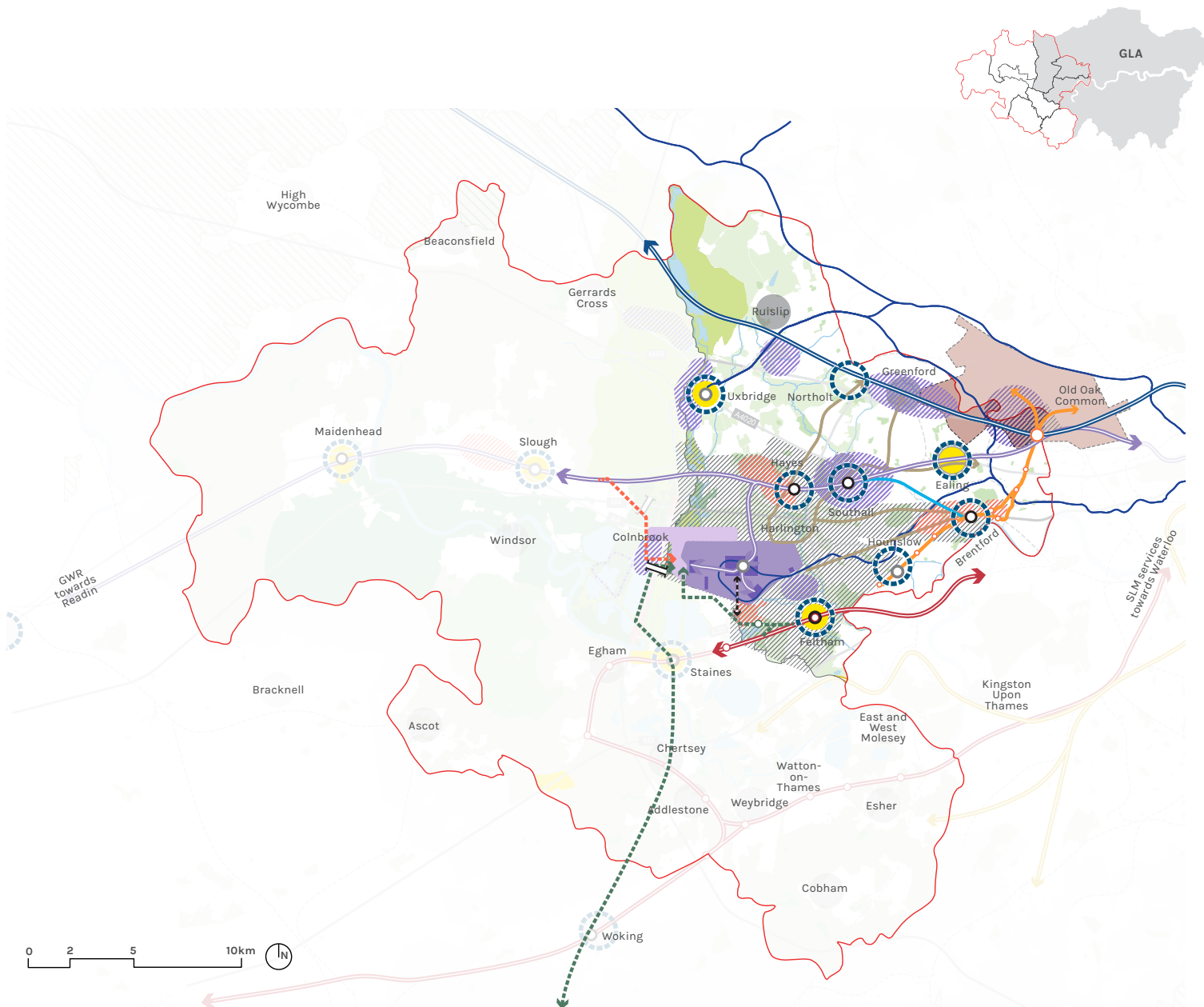


FIGURE 7.4  
Eastern Sub-area

# 3

## Southern Sector (Surrey)

### JSPF delivery priorities

The following provides a summary of priority projects within the Southern Sub-area (Surrey).

<i>KEY STRATEGIC PROJECTS</i>	
Strategic Growth Locations (see JSPF Chapter 3 for details)	Project reference numbers as identified in Figures 3.2 and 7.5 (20) Staines Town Centre (21) Longcross Park
Town Centres (see JSPF Chapters 3 and 6)	<p><b>Priority Town Centres</b></p> <ul style="list-style-type: none"> <li>• Egham-Staines</li> </ul> <p><b>Other Town Centres</b></p> <ul style="list-style-type: none"> <li>• Chertsey</li> <li>• Addlestone</li> <li>• Weybridge</li> <li>• Walton-on-Thames</li> <li>• East and West Molesey</li> <li>• Esher</li> <li>• Cobham</li> </ul>
Transport Infrastructure (see JSPF Chapter 4)	<p><b>Rail Infrastructure</b></p> <ul style="list-style-type: none"> <li>• South West Mainline Capacity Improvements</li> <li>• Southern Access to Heathrow (SAAtH)</li> <li>• Crossrail 2</li> </ul> <p>Beyond the Surrey area the following is also a priority project:</p> <ul style="list-style-type: none"> <li>• Western Rail Link to Heathrow (WRLtH)</li> </ul> <p><b>Existing Public Transport Hubs</b> (identified for priority interchange improvements)</p> <ul style="list-style-type: none"> <li>• Staines</li> <li>• Woking (outside JSPF Core Area)</li> </ul> <p><b>Active Travel and Last Mile Connectivity</b></p> <ul style="list-style-type: none"> <li>• Various projects, including Integration of National Cycle Network between Chertsey and Egham into a consistent active transport corridor along the Thames</li> </ul>
Digital Infrastructure (see JSPF Chapter 4)	Ultrafast broadband infrastructure for residents and businesses
Green and Blue Infrastructure (see JSPF Chapter 5)	<p>Improved integrated active travel, green and blue infrastructure networks, including:</p> <ul style="list-style-type: none"> <li>• Deliver projects identified in the All London Green Grid</li> </ul> <ul style="list-style-type: none"> <li>• Deliver projects contained in the Colne and Crane Valleys Green Infrastructure Strategy, including <ul style="list-style-type: none"> <li>- comprehensive enhancement of the Colne Valley Regional Park</li> <li>- Colne Valley Trail</li> <li>- Integrated Heathrow Green Loop</li> </ul> </li> </ul> <ul style="list-style-type: none"> <li>• Improved active travel connectivity to and along Thames</li> <li>• River Thames Scheme</li> </ul>
Utility Infrastructure and Waste (see JSPF Chapter 5)	Coordinated infrastructure development and waste planning
Social Infrastructure (see JSPF Chapter 6)	Various education, health, leisure and other community facilities (see JEBIS)



# 3

## Western Sector (Berks/Bucks)

### JSPF delivery priorities

The following provides a summary of priority projects within the Western Sub-area (Berks and Bucks).

<i>KEY STRATEGIC PROJECTS</i>			
Strategic Growth Locations (see JSPF Chapter 3 for details)	Project reference numbers as identified in Figures 3.2 and 7.6 (1) North Uxbridge (7) Maidenhead Town Centre (8) Maidenhead Triangle Site (9) Slough Town Centre (13) Poyle Trading Estate		
Town Centres (see JSPF Chapters 3 and 6)	<b>Priority Town Centres</b> <ul style="list-style-type: none"> <li>• Slough</li> <li>• Maidenhead</li> </ul>	<b>Other Town Centres</b> <ul style="list-style-type: none"> <li>• Beaconsfield</li> <li>• Gerrards Cross</li> <li>• Windsor</li> <li>• Ascot</li> </ul>	
Transport Infrastructure (see JSPF Chapter 4)	<b>Rail Infrastructure</b> <ul style="list-style-type: none"> <li>• Elizabeth Line</li> <li>• Piccadilly Line Upgrade</li> <li>• Western Rail Link to Heathrow (WRLtH)</li> <li>• Southern Access to Heathrow (SAth)</li> </ul> <b>Existing Public Transport Hubs</b> (identified for priority interchange improvements) <ul style="list-style-type: none"> <li>• Slough</li> <li>• Reading (outside JSPF Core Area)</li> </ul>	<b>Proposed Public Transport Hubs</b> (identified for priority interchange improvements) <ul style="list-style-type: none"> <li>• Maidenhead</li> </ul> <b>Active Travel and Last Mile Connectivity</b>	<b>Active Travel and Last Mile Connectivity</b> <ul style="list-style-type: none"> <li>• Various projects, including Integration of National Cycle Network between Chertsey and Egham into a consistent active transport corridor along the Thames</li> </ul>
Digital Infrastructure (see JSPF Chapter 4)	Ultrafast broadband infrastructure for residents and businesses		
Green and Blue Infrastructure (see JSPF Chapter 5)	Improved integrated active travel, green and blue infrastructure networks, including:	<ul style="list-style-type: none"> <li>• Deliver projects contained in the Colne and Crane Valleys Green Infrastructure Strategy, including <ul style="list-style-type: none"> <li>- comprehensive enhancement of the Colne Valley Regional Park</li> <li>- Colne Valley Trail</li> <li>- Integrated Heathrow Green Loop</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Improved active travel connectivity to and along Thames</li> <li>• River Thames Scheme</li> <li>• Enhanced Grand Union Canal corridor</li> <li>• Maidenhead – Slough – Colnbrook Linear Park (along Jubilee River)</li> </ul>
Utility Infrastructure and Waste (see JSPF Chapter 5)	Coordinated infrastructure development and waste planning		
Social Infrastructure (see JSPF Chapter 6)	Various education, health, leisure and other community facilities (see JEBIS)		



**Strategic Growth Locations**

- Area appropriate for new and/or intensified office or hotel development
- Area of search for new and/or intensified industrial development
- Area of search for new and/or intensified office and industrial development
- London Plan Opportunity Areas\*

**Town Centres**

- Priority Town Centre
- Other Town Centre

**Green Infrastructure**

See figure 5.1 for additional green and blue infrastructure strategic projects

- Green Belt
- Area of Outstanding Natural Beauty
- Colne Valley Regional Park
- Public Park and Garden
- Slough Linear Park
- Kingsmead Restoration Scheme
- Waterbody / Watercourse

**Heathrow Airport**

- Existing Heathrow Terminal
- Existing Airport Boundary
- Illustrative Expansion Boundary

**Background Information**

- Railway
- Strategic Road Network / Major A Road

\* Containing: Heathrow, Hayes, Southall, Great West Corridor, Old Oak and Park Royal Opportunity Areas

**Transport Infrastructure**

- Existing public transport hubs (co-located rail and bus stations)
- JSPF Proposed new public transport hubs (with improved Last Mile connectivity)
- Old Oak Park Royal Station Interchange
- Old Oak and Park Royal Development Corporation (OPDC)
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- Cross Rail 2
- Western Rail Link to Heathrow (WRLTH) (indicative only)
- Southern Rail Access to Heathrow (SRATH) (indicative options only)
- Western Orbital Rail Link (WOLR)
- Potential Shuttle Link
- Potential Realignment of M25
- HAL proposed Southern Road Tunnel
- Proposed Piccadilly Line Upgrade
- Proposed Enhanced Bus Focus Corridor
- Active Travel Strategic Crossing/Bridge

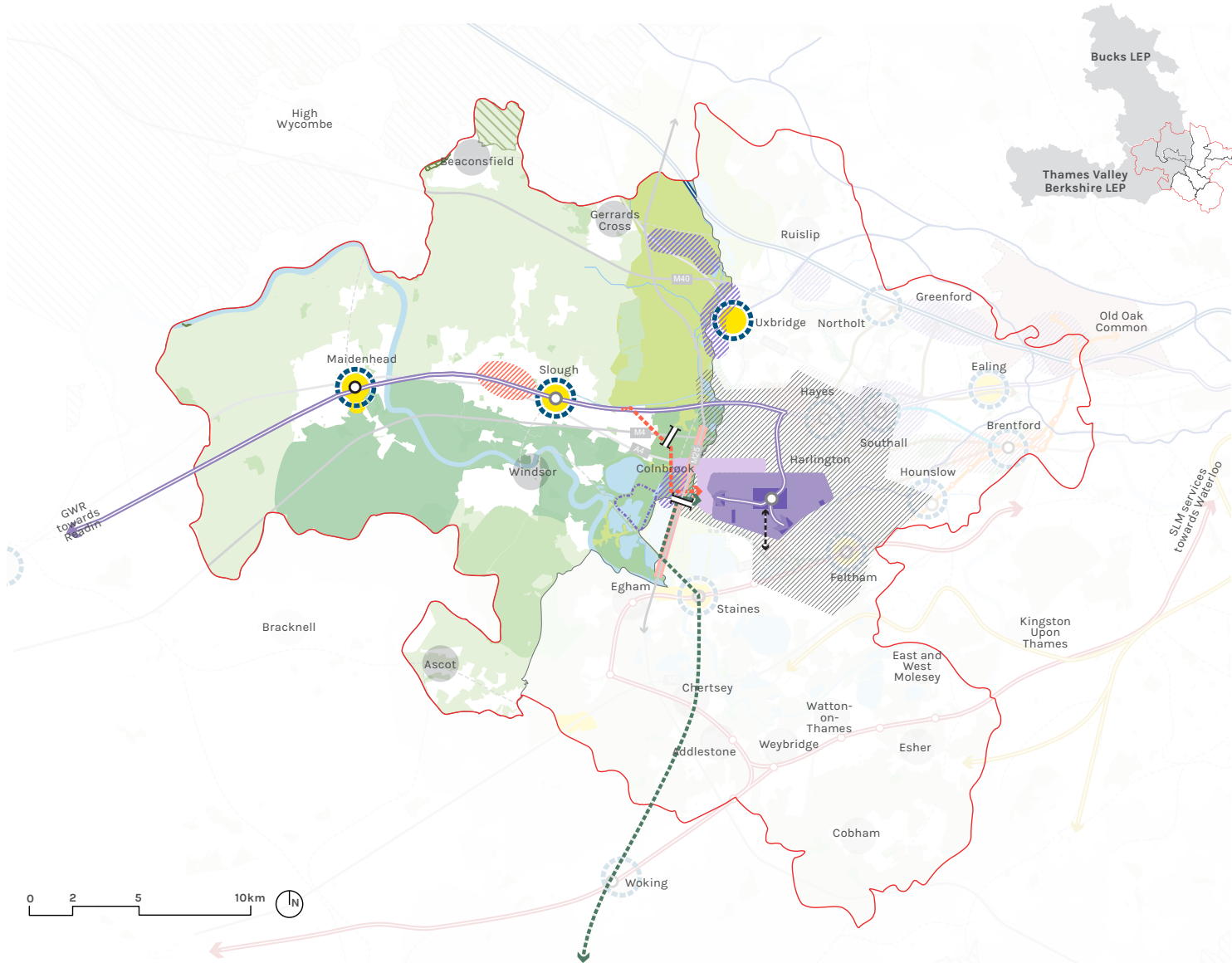


FIGURE 7.6  
Western Sub-area

# Monitoring

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Monitoring implementation and review of the JSPF is critical to ensuring that actions are taken, and the vision is realised.

Each of the actions contained in the JSPF will be collated in an Actions Tracker. This will be coordinated by the HSPG Executive team and will be used by HSPG Members to monitor progress against clear accountabilities.

The context within which the JSPF is being applied is highly dynamic, with planned and unforeseen social, economic and environmental influences, and with changes to the policy, political and operational

context and in relation to plans for Heathrow's expansion and other major infrastructure projects. For the JSPF to remain relevant it is important that the actions and underlying evidence base are subject to regular monitoring, review and updating. Implementation performance will therefore be reported in an Annual Monitoring Report, which will be prepared by the HSPG Executive team and annually reviewed by the HSPG Leaders' Board. This will include a high-level review progress review and recommendations for and necessary adjustment and updating. Lessons learnt will be captured to inform future plan-making. It is intended that reviews and updates of

the JSPF and supporting evidence documents (including JEBIS Updates) will be produced to meet requirements, with a significant review taking place every five years to ensure consistency with the Local Plan review process.

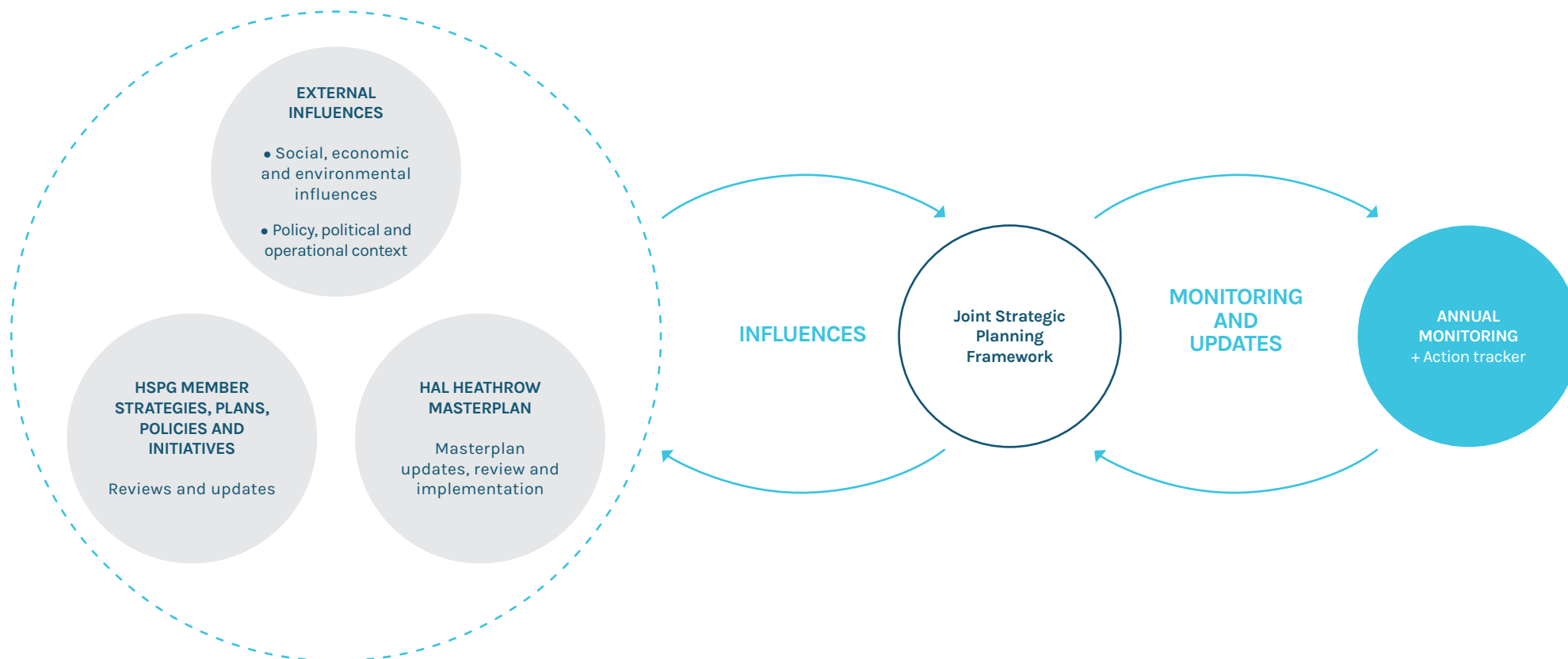


FIGURE 7.7  
Monitoring delivery of JSPF actions

## Next Steps

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The JSPF sets out an ambitious agenda for action for HSPG members to pursue in conjunction with other public, private and third sector stakeholders.

At this stage, the content of the JSPF is in final draft form for agreement. HSPG members will individually and jointly endorse the finalised document in the first quarter of 2020.

The need for a first JSPF update or preparation of targeted supplementary documents will be assessed as the DCO proposals for the Northwest Runway and other aspects of airport expansion emerge.



# Appendix A

# Analysis of HAL Employment Proposals

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This Appendix provides further detail on the breakdown of HAL's employment proposals, as of April 2019 .

This brings together:

- analysis of future employment demand set out in the Heathrow Employment Land Forecasting Study (ELFS);
- HAL's interim estimates of land uses likely to be displaced as a result of the proposed expansion of Heathrow Airport; and
- assumptions about the proposed

land use mix as set out in the Illustrative Preferred Masterplan (see JSPF Figure 1.1).

Both the ELFS and the Illustrative Masterplan are being updated. These figures should therefore be taken as illustrative. That said, the HAL proposals as summarised in these tables give a useful indication of the broad quantum of Gross External Area (GEA) floorspace that may be required in the wider sub-region beyond the airport campus (identified as 'residual') based on an assessment of the proportion

of demand accommodated in the HAL Draft Preferred Masterplan that served as the basis for the Airport Expansion Consultation in June 2019.

All numbers presented in these tables represent GEA floorspace, with the exception of hotels summarised in Table A.3, which are expressed as rooms. The figures for displaced uses are based on estimates of current uses within each of the land parcels in the expanded Heathrow Airport. They will be updated based on detailed property assessments being undertaken by HAL in due course.

These tables present a summary of airport-related development gross external area (GEA) demands and proportion accommodated in the HAL Draft Preferred Masterplan

(Source: Illustrative Preferred Masterplan dated April 2019, used as the basis for Airport Expansion Consultation in June 2019)

**Table A.1 ASD – Industry and Warehousing Schedule**

Land use	ELFS identified demand (sqm GEA)	Total Supply accommodated in Draft Preferred Masterplan (sqm GEA)	Residual (sqm GEA)	Proportion of demand accommodated in Draft Preferred Masterplan
Freight Forwarding	289,205 sqm	85,106 sqm	204,099 sqm	29%
Other Airport Related Logistics	381,803 sqm	0 sqm	381,803 sqm	0%
Maintenance (non-MRO)	27,971 sqm	0 sqm	27,971 sqm	0%
Manufacturing	52,029 sqm	0 sqm	52,029 sqm	0%
Displaced Industry & Warehousing	c.136,000 sqm	c.63,000 sqm	c.73,000 sqm [tbc]	46% [tbc]
<b>TOTAL</b>	<b>887,008 sqm</b>	<b>148,106 sqm</b>		

Source: HSPG Land Use Workshop, April 2019. Assumptions Likely to be Updated for DCO

**Table A.2 ASD – Offices Schedule**

Land use	ELFS identified demand (sqm GEA)	Total Supply accommodated in Draft Preferred Masterplan (sqm GEA)	Residual (sqm GEA)	Proportion of demand accommodated in Draft Preferred Masterplan
Office – Supply chain	46,282 sqm <sup>*1</sup>	0 sqm	46,282 sqm	0%
Office – Small scale local	38,640 sqm	0 sqm	38,640 sqm	0%
Office – Large scale international	228,666 sqm	0 sqm	228,666 sqm	0%
Displaced Offices *	c.93,000 sqm	20,513 sqm	72,487 sqm	22%
<b>TOTAL</b>	<b>406,588 sqm</b>	<b>20,513 sqm</b>		

\*1 – Total ELFS demand of 78,540 sqm reduced to 46,282 sqm once British Airways Waterside office is excluded from the baseline calculation.

Source: HSPG Land Use Workshop, April 2019. Assumptions Likely to be Updated for DCO

**Table A.3 ASD – Hotels Schedule**

Land use	ELFS identified demand (sqm GEA)	Total Supply accommodated in Draft Preferred Masterplan (sqm GEA)	Residual (sqm GEA)	Proportion of demand accommodated in Draft Preferred Masterplan
Hotel – Terminal/Bus linked	7,645 rooms	5,954 rooms	1,691 rooms	<b>78%</b>
Hotel - Wider	580 rooms	0 rooms	580 rooms	<b>0%</b>
Displaced Hotels *	1,446 rooms	1,446 rooms	0 rooms	<b>100%</b>
<b>TOTAL</b>	<b>9,671 rooms</b>	<b>7,400 rooms</b>	<b>2,271 rooms</b>	

\* Figures adjusted according to progress subject to refinement of the HAL Masterplan. Work in progress subject to refinement as property data becomes available.



## Acknowledgements

This report was prepared by the Heathrow Strategic Planning Group core team in collaboration with Arup following a series of collaborative workshops, input and iterations with HSPG members and other stakeholders. Quod provided inputs to Chapter 3.

