



HILLINGDON  
LONDON



# Cabinet

**Date:** THURSDAY, 25 OCTOBER  
2012

**Time:** 7.00 PM

**Venue:** COMMITTEE ROOM 6 -  
CIVIC CENTRE, HIGH  
STREET, UXBRIDGE, UB8  
1UW

**Meeting  
Details:** Members of the Public and  
Press are welcome to attend  
this meeting

## Councillors in the Cabinet:

Ray Puddifoot (Chairman)  
*Leader of the Council*

David Simmonds (Vice-Chairman)  
*Deputy Leader / Education & Children's Services*

Jonathan Bianco  
*Finance, Property & Business Services*

Keith Burrows  
*Planning, Transportation & Recycling*

Philip Corthorne  
*Social Services, Health & Housing*

Henry Higgins  
*Culture, Sport & Leisure*

Douglas Mills  
*Improvement, Partnerships & Community Safety*

Scott Seaman-Digby  
*Co-ordination & Central Services*

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# Notice (5-day)

## Notice of Intention to conduct business in private, any representations received and any urgent key decisions

Whilst much of the business on the agenda for this meeting will be open to the public and media to attend, there will be some business to be considered that contains, for example, confidential, commercially sensitive or personal information. This is shown in Part 2 of the agenda.

This is formal notice under The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 to confirm that this Cabinet meeting will be held partly in private. The reason for this is because the private (Part 2) reports listed on the agenda for the meeting will contain either confidential information or exempt information under Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it.

A list of the reports which are expected to be considered at this meeting in both public and private are set out in a list on this agenda and notice, including a number indicating the reason why a particular decision will be taken in private under the categories set out below:

- (1) information relating to any individual
- (2) information which is likely to reveal the identity of an individual
- (3) information relating to the financial or business affairs of any particular person (including the authority holding that information)
- (4) information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.
- (5) Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
- (6) Information which reveals that the authority proposes (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or (b) to make an order or direction under any enactment.
- (7) Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime.

As it was impracticable to give the full 28 clear days notice of this Cabinet meeting (part to be held in private) and the decisions to be made in private, the Chairman of the Executive Scrutiny Committee has kindly agreed that this meeting can be held, is urgent and cannot reasonably be deferred.

The regulations also require 28 clear days notice of forthcoming key decisions. Due to the need to carefully consider the new regulations being issued, the Chairman of the Executive Scrutiny Committee has been notified in writing about the decision reports on this agenda.

No representations have been received regarding this meeting.

**End of notice**

# Agenda

- 1 Apologies for Absence
- 2 Declarations of Interest in matters before this meeting
- 3 To approve the minutes of the last Cabinet meeting 1 - 26
- 4 To confirm that the items of business marked Part 1 will be considered in public and that the items of business marked Part 2 in private

## **Cabinet Reports - Part 1 (Public)**

- 5 Hillingdon's response to the Government's draft Aviation Policy Framework (Cllrs Puddifoot & Burrows) 27 - 78
- 6 Establishing Healthwatch in Hillingdon (Cllr Corthorne) 79 - 98
- 7 Designation of Rockingham Road, Uxbridge Conservation Area and Raisins Hill, Eastcote Area of Special Local Character (Cllr Burrows) 99 - 112
- 8 Progress Report on the Disabled People's Plan (Cllr Corthorne) 113 - 122
- 9 Progress report on the Older People's Plan (Cllrs Puddifoot & Corthorne) 123 - 136
- 10 Hillingdon Landscape Character Assessment (Cllr Burrows) 137 - 142
- 11 Review of the Local List of Buildings of Architectural or Historic Importance (Cllr Burrows) 143 - 184
- 12 Monthly Council Budget - monitoring report (Cllr Bianco) 185 - 214

## **Cabinet Reports - Part 2 (Private and Not for Publication)**

- |           |   |           |
|-----------|---|-----------|
| <b>13</b> | School Capital Programme Update (Cllrs Simmonds & Bianco)                               | 215 - 226 |
|           | (private - para. 3)   |           |
| <b>14</b> | Extension of Banking Services Contract (Cllrs Bianco & Seaman-Digby)                    | 227 - 230 |
|           | (private - para. 3)   |           |
| <b>15</b> | Procurement of Highways Vehicles - Tippers (Cllrs Bianco & Seaman-Digby)                | 231 - 238 |
|           | (private - para. 3)   |           |
| <b>16</b> | Procurement of Street Cleaning Vehicles - Gaged Tippers (Cllrs Bianco and Seaman-Digby) | 239 - 248 |
|           | (private - para. 3)   |           |

*The reports listed above in Part 2 are not made public because they contains exempt information under Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it.*

- 17** Any other items the Chairman agrees are relevant or urgent

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## Minutes

### Cabinet

Thursday, 27 September 2012

Meeting held at Committee Room 6 - Civic Centre,  
High Street, Uxbridge, UB8 1UW



HILLINGDON  
LONDON

Published on: 28 September 2012

Come into effect on: 5 October 2012

#### **Cabinet Members Present:**

Ray Puddifoot (Chairman)  
David Simmonds (Vice-Chairman)  
Keith Burrows  
Philip Corthorne  
Douglas Mills  
Scott Seaman-Digby

#### **Members also Present :**

John Riley  
Wayne Bridges  
Brian Crowe  
Peter Curling  
Catherine Dann  
Edward Lavery  
Lynne Allen

#### **592. APOLOGIES FOR ABSENCE**

Apologies were received from Cllr Jonathan Bianco, Cllr Henry Higgins and ex-officio member of the Cabinet, Cllr George Cooper.

#### **593. DECLARATIONS OF INTEREST IN MATTERS BEFORE THIS MEETING**

No interests were declared at the meeting.

#### **594. TO APPROVE THE MINUTES OF THE LAST CABINET MEETING**

The minutes and decisions of the Cabinet meeting held on 26 July 2012 were agreed as a correct record.

#### **595. TO CONFIRM THAT THE ITEMS OF BUSINESS MARKED PART 1 WILL BE CONSIDERED IN PUBLIC AND THAT THE ITEMS OF BUSINESS MARKED PART 2 IN PRIVATE**

This was confirmed.

**596. ADOPTION AND PERMANENCE OF LOOKED AFTER CHILDREN - POLICY OVERVIEW COMMITTEE REPORT**

*The Chairman of the Education and Children's Services Policy Overview Committee, Cllr Catherine Dann, presented the Committee's major review report to Cabinet, which was warmly welcomed.*

**RESOLVED:**

**That Cabinet:**

- 1. Welcomes the attached report of the Education & Children's Services Policy Overview Committee on Adoption & Permanency for Looked After Children and the work carried out by officers of the Adoption & Permanence Team .**
- 2. Accepts the recommendations of the Policy Overview Committee as reflected below:**

**RECOMMENDATIONS OF THE EDUCATION & CHILDREN'S SERVICES POLICY OVERVIEW COMMITTEE**

- i) That the local arrangements for concurrent fostering and adoption approvals are strengthened taking advantage of statutory changes as soon as they are available.**
- ii) The criteria for recruiting adopters should reflect statutory requirements and that Hillingdon applicants should be welcomed and approved on the basis only of their suitability to offer a permanent home to a child. Local processes to improve the efficiency of the approval process will continue to be strengthened to take advantage of changes in regulatory framework as soon as they are available and any improvements possible ahead of statutory change will be made.**
- iii) The recruitment and attraction campaign for prospective adopters is improved by developing a range of approaches targeted at finding adopters who will meet the needs of harder to place children. This will include developing a recruitment website which is attractive to prospective adopters and gives good quality information to encourage them to offer a loving home to children who are waiting.**
- iv) That the proposed changes in Panel processes are implemented once regulatory changes are in place.**
- v) That a Hillingdon Scorecard for Adoption is developed and is used to report to the Adoption Panel, Corporate Parenting Board and as a management tool to monitor the progress of these proposals. The Hillingdon scorecard would be amended to meet any new statutory or regulatory changes.**

vi)

a) That Hillingdon approved adopters should be routinely offered for exchange where there are no matched local children within 2 months of approval.

b) Funds gained from Interagency fees should be used to purchase adopters whose offer matches for any child waiting who is not matched with Hillingdon adopters. This should happen within one month of Hillingdon's Agency Decision Maker approving adoption as their plan.

c) That where children are not matched with Adopters within 3 months, their names will be placed on the Adoption register.

vii) Taking account of the Norgrove Family Justice Review, processes are reviewed to ensure that robust care plans minimising the need for expert witnesses and the assessment of Connected Persons delaying Care Proceedings, are devised.

viii) That the local arrangements for tracking the Permanence planning of all Looked After Children be strengthened and a regular management review of children's progress is implemented.

ix) That family finding for children waiting is focused on attracting offers for children who are harder to match with waiting carers by the use of short films of them, the development of Adoption Activity days or any other useful methods.

x) That arrangements to clarify the role of identity in matching children with prospective adopters are put in place with training provided for all staff involved in this work to ensure that children are matched without unnecessary delay wherever possible.

xi) The viability assessment of prospective Special Guardians be completed by the child's social worker before the Final Hearing of Care Proceedings unless directed otherwise by a court. The criteria for Special Guardians should be no less than that for Adopters.

xii) That a protocol is developed with local health & education partners to improve their offer to adopters offering priority access to support for adopted children in line with recommendations from the Action Plan for Adoption.

xiii) That parallel permanency planning be undertaken for a Child to ensure that there was no delay in finding a permanent home.

### **Reasons for decision**

Cabinet welcomed the Committee's review and agreed their recommendations, aimed to improve child adoption arrangements and procedures to ensure that all Hillingdon children that need a substitute permanent home are placed to meet their needs, within acceptable timescales.

### **Alternative options considered and rejected**

The Cabinet could have decided to reject or amend one or more of the Committee's recommendations.

#### **Officers to action:**

Merlin Joseph, Social Care, Health and Housing  
Gill Oswell, Central Services

## **597. ADOPTERS' CHARTER**

### **RESOLVED:**

#### **That the Cabinet:**

- 1) Sign up to the Adopters' Charter which commits London Borough of Hillingdon's adoption agency to the service standards set out in the document.**
- 2) Agrees that the Charter shall be signed by a delegated officer in the case of every adoption arranged by the London Borough of Hillingdon adoption agency**

#### **Reasons for decision**

Cabinet approved the adopters' charter which aimed to bring about greater clarity to the commitments of all parties involved in adoption and to encouraged residents to adopt children allowing them to leave care and live permanently as part of a loving, stable family.

### **Alternative options considered and rejected**

Cabinet could have agreed not to sign up to the Charter.

#### **Officer to action:**

Merlin Joseph, Deputy Director, Children & Families

## **598. STATEMENT OF GAMBLING POLICY**

### **RESOLVED:**

**As a Policy Framework Document, That Cabinet agree the draft Statement of Gambling Principles for consultation and receives consultation feedback at its December meeting before being recommended to Council for adoption.**

#### **Reasons for decision**

In accordance with the licensing legislation, Cabinet approved a draft statement of gambling principles for wider consultation, noting that as a policy framework document it would require further approval by Cabinet and Council before implementation.

### **Alternative options considered and rejected**

None. The Council is required, under the Gambling Act 2005, to publish a statement of gambling principles, every 3 years.

### **Officer to action:**

Sharon Garner – Planning, Environment, Education and Community Services

## **599. HILLINGDON LOCAL PLAN**

### **RESOLVED:**

#### **That Cabinet:-**

- 1. Notes the outcome of the Examination in Public held earlier this year on Hillingdon's Submission Draft Core Strategy.**
- 2. Recommends to the next full Council meeting that it adopts the revised text shown at Appendix 1 as the "Hillingdon Local Plan: Part One – Strategic Policies".**
- 3. Recommends to the next full Council meeting that it adopts the 2007 Saved Unitary Development Plan policies as the "Hillingdon Local Plan: Part Two" with the exception of the policies to be deleted shown at Appendix 2, pending the preparation and adoption of site specific allocations, development management policies and a policies map.**
- 4. Grants delegated authority to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services to agree, in conjunction with the Cabinet Member for Planning, Transportation and Recycling to make any further minor editing and textual changes to the Hillingdon Local Plan: Part One – Strategic Policies and Hillingdon Local Plan: Part Two, before they are adopted at full Council.**

### **Reasons for decision**

Cabinet noted the outcome of the Examination in Public held earlier this year on Hillingdon's Submission Draft Core Strategy, noting Hillingdon's leading position in comparison to many other local authorities. Cabinet gave its approval to adopt the Hillingdon Local Plan: Part One – Strategic Policies and furthermore agreed to adopt the 2007 Saved Unitary Development Plan policies as the "Hillingdon Local Plan: Part Two" with some exceptions.

### **Alternative options considered and rejected**

Cabinet could have declined to recommend adoption of the Hillingdon Local Plan or have decided not to approve the major changes proposed by the Inspector or the minor changes brought forward during the Examination in Public. However, it was considered such options would prejudice the Council's progress on the preparation of the Hillingdon Local Plan as a whole.

**Officer to action:**

Jales Tippell – Planning, Environment, Education and Community Services

**600. ASSETS OF COMMUNITY VALUE PROVISIONS**

**RESOLVED:**

**That the Cabinet:**

- 1. Notes the commencement of the Community Right to Bid and the potential implications for Council property as outlined in this report;**
- 2. Agrees to adopt the outline process for maintaining lists of assets of community value as detailed in this report;**
- 3. Delegates responsibility for further development of the process for listing assets of community value in Hillingdon to the Deputy Chief Executive and Corporate Director, Planning, Environment, Education and Community Services in discussion with the Leader of the Council and the Cabinet Member for Finance, Property and Business Services.**

**Reasons for decision**

Cabinet noted the new Community Right To Bid brought in by the Localism Act 2011 and considered the implications for Hillingdon. Cabinet agreed the process for considering nominations from voluntary and community groups to add land and buildings in public or private ownership to a list of 'assets of community value' maintained and published by the Council.

**Alternative options considered and rejected.**

Cabinet could have decided not to adopt a process to receive nominations, but this would leave the Council open to legal challenge.

**Officers to action:**

Boe Williams-Obasi, Planning, Environment, Education and Community Services  
Kevin Byrne, Central Services

**601. COMMUNITY INFRASTRUCTURE LEVY FOR HILLINGDON**

**RESOLVED:**

## **That Cabinet:**

- 1. Notes the consultation responses received on the Preliminary Draft Charging Schedule as detailed in Appendix 1.**
- 2. Notes the consultation responses received on the Draft Supplementary Planning Document: Planning Obligations, as detailed in Appendix 2**
- 3. Approves the proposed amendments to the Preliminary Draft Charging Schedule as set out in Appendix 3, and authorises officers to undertake further public consultation of 4 weeks on the document.**
- 4. Agrees that following the further public consultation of 4 weeks on the Draft Charging Schedule, that delegated authority be granted to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, in conjunction with the Cabinet Member for Planning, Transportation and Recycling to agree the Submission of the Draft Charging Schedule for Examination to the Secretary of State.**
- 5. Approves the proposed amendments to the Supplementary Planning Document: Planning Obligations, as set out in Appendix 4, and agrees to hold the document in abeyance, so it can be adopted at the same time as the CIL Charging Schedule.**
- 6. Grants delegated authority to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services to agree, in conjunction with the Cabinet Member for Planning, Transportation and Recycling, to make any minor editing and textual changes to both documents.**

## **Reasons for decision**

Cabinet noted the outcome of the consultation for Hillingdon's Preliminary Draft Community Infrastructure Levy and the Draft Planning Obligations Supplementary Planning Document and gave its approval for further consultation on the draft Charging Schedule and the adoption of the Supplementary Planning Document.

## **Alternative Options considered and rejected**

Cabinet could have not approved the Draft Charging Schedule for public consultation or not agreed the supplementary planning document. It was considered that these options would prejudice progress on them.

## **Officer to action:**

James Gleave: Planning, Environment, Education and Community Services.

## **602. DETERMINATION OF STATUTORY PROPOSALS**

### **RESOLVED:**

**That Cabinet conditionally approves the statutory proposals to enlarge the premises at:**

**Harlyn Primary  
Glebe Primary  
Field End Infant & Field End Junior (linked proposals)  
Ruislip Gardens Primary  
Hermitage Primary  
Highfield Primary  
Hillingdon Primary  
Ryefield Primary  
Rabbsfarm Primary  
Pinkwell Primary  
Heathrow Primary  
Cherry Lane Primary  
West Drayton Primary**

**Subject to the following condition for each proposal being met by 31st July 2013: that the necessary planning permissions are granted.**

### **Reasons for decision**

Carefully considering the statutory consultation feedback, Cabinet agreed the determination of statutory proposals to enlarge the premises of 14 primary schools in the Borough, as part of its Phase 2 School Expansion Programme. It was noted that additional places were needed to meet demand arising from higher birth rates, changes to migration patterns and housing development. Cabinet fully agreed that enlargement of the premises of the schools was necessary in order that there were sufficient school places for the children of the Borough.

### **Alternative options considered and rejected**

Cabinet could have not made any determination, which would have risked not proceeding with the enlargement proposals, resulting in delays in the delivery of the school expansion programme.

### **Officer to action:**

Venetia Rogers – Planning, Environment, Education and Community Services

## **603. PURCHASE OF CARBON ALLOWANCES**

### **RESOLVED:**

**That the Cabinet:**

**1) Notes the cost of £298,860 for the purchase of CRC Allowances following submission of the 2011-12 CRC Annual Report to the Environment Agency.**

**2) Notes that the Department of Energy and Climate Change (DECC) will publish its response to the CRC Simplification Consultation in the autumn.**

**Reasons for decision**

Cabinet noted the value of Allowances purchased from the Department of Energy and Climate Change to cover energy emissions regulated by the Carbon Reduction Commitment Energy Efficiency Scheme.

**Alternative options considered and rejected**

None.

**Officer to action:**

Richard Coomber,  
Planning, Environment, Education and Community Services

**604. QUARTERLY PLANNING OBLIGATIONS MONITORING**

**RESOLVED:**

**That the Cabinet notes the updated financial information attached to the report.**

**Reasons for decision**

Circular 05/05 and the accompanying best practice guidance requires local planning authorities to consider how they can inform Members and the public of progress in the allocation, provision and implementation of obligations whether they are provided by the developer in kind or through a financial contribution. Cabinet noted the report which detailed the financial planning obligations held by the Council and what progress had, and was, being made.

**Alternative options considered and rejected**

To not report to Cabinet. However, Cabinet believed it was an example of good practice to monitor income and expenditure against specific planning agreements.

**Officer to action:**

Nicola Wyatt, Planning and Community Services

**605. MONTHLY COUNCIL BUDGET MONITORING**

**RESOLVED:**

**That Cabinet:**

- 1. Note the forecast management budget position for revenue and capital as at Month 4.**
- 2. Note the treasury Month 4 update at Appendix B.**
- 3. Approve the retaining of agency staff as detailed in Appendix C.**
- 4. Approves the addition of £97k to 2012/13 PEECS revenue budgets for remediation actions at New Years Green Landfill funded by a Contaminated Land Grant given by the Environment Agency.**
- 5. Approves the allocation of £140k from the specific contingency held for Social Care Pressures (Children's) to SCHH revenue budgets.**

**Reasons for decision**

Cabinet was informed of the latest forecast revenue and capital position for the current year 2012/13. The reasons for the decisions ensure the Council achieves its budgetary and service objectives. Additionally, Cabinet approved additional grant funding from the Environment Agency, the retaining of agency staff and allocated special funds for social care pressures.

**Alternative options considered and rejected**

None.

**Officer to action:**

Paul Whaymand, Finance and Resources

**606. SCHOOL CAPITAL PROGRAMME UPDATE**

**RESOLVED:**

**That Cabinet:**

- 1. Note the progress made with Phases 1, 2 & 3 of the Primary School Expansion Programme.**
- 2. Note the termination of the contracts with Terrapin Hire Ltd for temporary buildings at Rosedale, Hillingdon and Ryefield.**
- 3. Ratify the appointment of Volker Fitzpatrick to complete the installation of the temporary buildings at Rosedale and Arc Construction to complete the installation of temporary buildings at Hillingdon and Ryefield Schools.**

4. **Note the principle relating to the payments made to CFS and Ryebridge, as outlined in the report.**
5. **Approve the sum of £500,000 relating to the increased costs for the Phase 2A projects, as outlined in the report.**
6. **Approve the capital release of £500,000 to support the works carried out in order to complete the temporary classrooms at Rosedale Primary, Hillingdon Primary and Ryefield Primary Schools.**
7. **Authorises the capital release of £250,000, with £160,000 released with immediate effect for the purchase of the temporary unit at Hermitage and approval of the remaining balance delegated to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, in consultation with the Leader of the Council and Cabinet Member for Finance, Property and Business Services. Furthermore, Cabinet requests that the Chairman of the Executive Scrutiny Committee waives the scrutiny call-in on this recommendation to ensure the necessary contractual commitments are met on time.**
8. **Agree the extension of agency resources to carry out the delivery of the Schools programme of works, as outlined in the report.**
9. **Approve capital release for the relocation of a temporary classroom from Rabbsfarm Primary School to Chantry Special School at a cost of £80,000.**
10. **Approve the piece of land shown in the attached plan, as a drop off/pick up point to enable the expansion of Rabbs Farm School.**
11. **Notes with disappointment, that following a formal request by Full Council on 6 September and the subsequent provision of technical and feasibility information from Officers, the Hillingdon Council Labour Group – despite consistently stating at the Council meeting that they were aware of alternative sites - has been wholly unable to provide any viable or practical alternative sites for a new Primary school in the relevant Hayes catchment area. Furthermore, in accordance with the Council motion, Cabinet agrees that this fact be made known to local residents at the appropriate time.**

### **Reasons for decision**

Cabinet received an update on the primary school capital programme and made a number of decisions to progress the provision of sufficient school places, including preparatory work, placing the necessary building contracts, agreeing funds and consultancy or agency services. Cabinet also noted the position of the Labour Group with respect to sites for a new primary school in the Hayes area.

### **Alternative options considered and rejected**

Cabinet could have decided to delay or not progress aspects of the building programme, which would have impacted upon the Council's ability to provide sufficient school places.

**Officers to action:**

Boe Williams-Obasi and Norman Benn - Planning, Environment, Education and Community Services

**Exempt Information**

*This report was included in Part II as it contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraph 3 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.*

**607. ICE RINK 2012**

**RESOLVED:**

**That Cabinet:**

- 1. Notes the contents of the report and agrees to the provision of the 2012/13 Uxbridge Ice Rink.**
- 2. Instructs Officers to enter into negotiations with the supplier who has successfully provided the Ice Rink for the last three years to secure the most economically advantageous price for the provision of the 2012/13 initiative by undertaking a single action tender procurement route**
- 3. Delegate authority to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education & Community Services in consultation with the Leader of the Council and the Cabinet Member – Culture, Sport & Leisure to agree the award of contract for provision of the 2012/13 Uxbridge Ice Rink**
- 4. Agree to levy ticket prices which are in line with those in 2011 and as indicated in the body of the report**
- 5. Delegate to the Deputy Chief Executive, Corporate Director of Planning, Environment, Education & Community Services in consultation with the Leader of the Council and the Cabinet Member for Finance Property and Business Services any variation to the pricing structure highlighted in the body of the report.**

**6. Withdraw the exempt nature of relevant parts of the report solely for Officers of the Council to use to provide public information about this initiative and for other related purposes**

**Reasons for decision**

Cabinet welcomed the success of the Uxbridge Christmas Ice Rink over the past 4 years, which had attracted significant visits from members of the public, families, voluntary groups and people from neighbouring boroughs. Cabinet agreed to delegate the necessary decisions so that the Ice Rink would be in place again for Christmas 2012.

**Alternative option considered and rejected.**

Cabinet could have decided not to provide the Ice Rink for 2012.

**Officers to action:**

Mohamed Bhimani; Glenda Greenfield and Lyn Summers  
Planning, Environment, Education and Community Services

**Exempt Information**

*This report was included in Part II as it contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraph 3 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended).*

**608. REVIEW OF THE LITTER ENFORCEMENT PILOT SCHEME**

**RESOLVED:**

**That the Cabinet:**

- 1) Reviews the information provided in this report on the outcomes of the enforcement pilot scheme;**
- 2) Approves that officers start work on the procurement process to identify a long term service provider to operate environmental wardens in the borough to tackle spitting, littering, dog fouling and other environmental crimes.**
- 3) That the Cabinet agrees to withdraw the exempt nature of relevant parts of the report solely for Officers of the Council to use to provide public information about this initiative and for other related purposes.**

**Reasons for decisions**

Cabinet noted the outcome of the successful pilot scheme to trial the use of environmental enforcement officers in the Borough and agreed that work is started to identify a long-term service provider for this through a full procurement exercise.

### **Alternative options considered and rejected**

Cabinet could have continued with the current supplier without carrying out a procurement exercise, discontinued the scheme or used in-house staff. These options were not pursued because they would have either had legal implications or impacted negatively upon the Borough's town centre environments.

### **Officer to action:**

Nigel Dicker, Planning, Environment, Education and Community Services

### **Exempt Information**

*This report was included in Part II as it contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraph 3 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.*

## **609. HILLINGDON LEARNING AND DEVELOPMENT CENTRE AND CONSTRUCTION OF A NEW WREN CENTRE ADJACENT**

### **RESOLVED:**

**That the Cabinet:**

- 1) Authorise officers to progress with the provision of a new resource centre for people with complex needs through the refurbishment of the building currently used as the Hillingdon Learning and Development Centre at Queens Walk, South Ruislip.**
- 2) Authorise the construction of a new Wren Centre adjacent to the new resource centre at the same time.**
- 3) Authorise the budget for:**
  - the provision of the new resource centre (£2.083m) and;**
  - the new Wren Centre (£0.720m), a total of £2.803m as detailed in Appendix 1.**
- 4) Authorise officers to seek tenders for the services of an Employer's Agent to oversee the delivery of the projects cited in recommendations 1 and 2.**

- 5) Authorise the incorporation of 563 square metres of playing field, used by Deanesfield School, (subject to the consent of the Secretary of State) into the grounds of the new resource centre for the creation of a sensory garden.
- 6) Delegate authority to the Leader of the Council and the Cabinet Member for Finance, Property and Business Services in consultation with the Deputy Chief Executive and Corporate Director for Planning, Education, Environment and Community Services to take all subsequent decisions in relation to the implementation of recommendations 1 and 2.

#### **Reasons for decision**

Cabinet agreed to proceed with the provision of a resource centre for people with complex needs through the refurbishment of the building currently used as the Hillingdon Learning and Development Centre at Queens Walk, South Ruislip. Cabinet also agreed to construct a new Wren Centre adjacent to the resource centre at the same time.

#### **Alternative options considered and rejected**

Cabinet could have decided to relocate the new resource centre elsewhere, construct a new building for the resource centre or refurbish or provide a new Wren Centre on the existing site. These options were discounted due to the greater benefits that utilising the Queens Walk site would entail, outweighing the alternative sites and options available.

#### **Officer to action:**

Marcia Gillings – Planning, Environment, Education and Community Services

#### **Exempt Information**

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#### **610. TENDER FOR THE SUPPLY OF FUEL**

#### **RESOLVED:**

#### **That Cabinet:**

- 1) Approves the award of a contract for bulk diesel fuel and gas oil (Lot A) to Hall Fuels Ltd for a period of 3 year with provision to extend the contract for a further 2 years.

- 2) **Notes the tender exercise undertaken on Fuel Cards (Lot B) and agrees to re tender using a national framework.**
- 3) **Agree delegated approval to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, in consultation with the Cabinet Members for Finance, Property and Business Services to approve the award of a Fuel Card contract upon completion of re-tender.**

### **Reasons for decision**

Following a full procurement exercise, Cabinet accepted the most economically advantageous contracts for the supply of bulk ultra low sulphur diesel fuel and gas oil to sites, including Harlington Road, New Years Green Lane Civic Amenity Site, and the Civic Centre and for the supply of Fuel Cards.

### **Alternative options considered and rejected**

Cabinet could have not accepted any of the tender submissions.

### **Officer to action**

D M Fisher, Planning, Environment, Education and Community Services

### **Exempt Information**

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## **611. RUISLIP LIDO ENHANCEMENT PROGRAMME**

### **RESOLVED:**

**That Cabinet note the contents of the report and agree to:**

1. **award the contract to develop the Woodland Centre/Catering facility to Wernick Buildings Ltd and that of Constructing the Car Park to the Council's Highways Term Contractor,**
2. **confirm that the Council's Term Contractors can be approached to provide a firm price quotation for the Hard and Soft Landscaping Works once the design for this work has been developed to tender stage**

3. allocate a budget of up to £1,529,115 to construct the car park, and develop the Woodland Centre/Catering Facility and associated access arrangements to this new facility.
4. the appointment of TEP for the implementation and overseeing the ecology mitigation measures associated with the Ruislip Lido Enhancement Programme and to provide arboriculture advise for the total sum of £23,490,
5. the appointment of Gillespies to develop the hard and soft landscaping design proposals to tender stage for the sum of £7,125,
6. the appointment of Faithful and Gould to carry out CDM Co-ordinator and Employers Agent duties for the Woodland Centre/Catering Facility for the sum of £11,543
7. delegate the decision to appoint any other consultants and/or surveys required to deliver the Ruislip Lido Enhancement Project to the Deputy Chief Executive Corporate Director Planning Environment Education & Community Services in consultation with the Leader of the Council and the Cabinet Member for Finance Property and Business Services.
8. Instruct relevant Officers to enter discussion with the Ruislip Lido Railways Society to agree Heads of Term for the granting of their new lease

### **Reasons for decision**

Cabinet noted the progress made on the developmental phase of the Ruislip Lido Enhancement Programme and gave various approvals to proceed to the construction stages of the Car Park and Woody Bay Developments, which were part of the overall programme.

### **Alternative options considered and rejected**

Cabinet could have decided not to progress the development of the Ruislip Lido Enhancement Programme or delay the delivery of it.

### **Officer to action:**

Mohamed Bhimani – Planning Environment Education and Community Services

### **Exempt Information**

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## 612. MOBILE SOLUTIONS

### RESOLVED:

That Cabinet:

- a. Agree the award of a contract to Everything Everywhere for a period of 3 years from 1<sup>st</sup> November 2012.
- b. That agree, where the contract with Everything Everywhere does not meet business requirements, to use O2 and Vodafone as appropriate but only with written permission from Deputy Director of ICT, Highways and Business Services on the basis of a documented business case.

### Reasons for decision

Following a full procurement exercise, Cabinet accepted a 3 year contract for Mobile Solutions with Everything Everywhere, which would meet the future service innovation needs of the Council.

### Alternative options considered and rejected

Cabinet could have not accepted the tender and instructed officers to use the Public Services Network agreement lot that covers mobile telephony instead.

### Officer to action:

Steve Palmer – Planning, Environment, Education and Community Services

### Exempt Information

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## 613. TENDER FOR THE REMOVAL OF GRAFFITI

### RESOLVED:

That Cabinet approves the tender submitted by MPM Graffiti Solutions to undertake graffiti removal and associated works such as chewing gum removal, pavement cleaning and fly poster removal, throughout the Borough.

### Reasons for decision

Following a full procurement exercise, Cabinet accepted a tender for the provision of a graffiti removal service to ensure the safe removal of graffiti on public and private property within the Borough.

### **Alternative options considered and rejected**

Cabinet could have decided to use an alternative specialist company or bring the full service in-house, but these options were deemed less cost-effective.

### **Officer to action:**

Colin Russell, Planning, Environment, Education and Community Services.

### **Exempt Information**

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## **614. SUPPLY AND MAINTENANCE OF BULK WASTE & RECYCLING BINS**

### **RESOLVED:**

#### **That Cabinet:**

- 1. Approves the award of Lot A for the supply of Bulk Waste and Recycling Bins to Egbert H Taylor Ltd for a contract period of three years with the option to extend for a further one year.**
- 2. Approves the partial award of Lot B for the Refurbishment, Maintenance and Cleaning of Waste and Recycling Bins to Egbert H Taylor Ltd for a contract period of three years, with the option to extend for a further one year.**
- 3. Approves the recommendation to bring the cleaning and minor maintenance tasks relating to bulk waste and recycling bins in house.**

### **Reasons for decision**

Following a full procurement exercise, Cabinet agreed a company to supply Bulk Waste and Recycling Bins and undertake their refurbishment, maintenance and cleaning. Furthermore, Cabinet agreed that some of the minor tasks would be brought back in-house.

### **Alternative options considered and rejected**

Cabinet could have decided to use an alternative specialist company or bring the full service in-house, but these options were deemed less cost-effective.

**Officer to action:**

Robert Williams –Planning, Environment, Education and Community Services.

**Exempt Information**

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**615. RE-MARKETING OF HONEYCROFT HILL SITE**

**RESOLVED:**

**That Cabinet:**

- 1. Agree to re-offer the land for sale freehold.**
- 2. Delegate authority to accept the most advantageous bid, to the Leader of the Council and the Cabinet Member for Finance, Property and Business Services, in consultation with the Deputy Chief Executive and Corporate Director for Planning, Education, Environment and Community Services.**
- 3. Delegate all other decisions involved in the sale of this site to the Deputy Chief Executive and Corporate Director for Planning, Education, Environment and Community Services, in consultation with the Leader of the Council and the Cabinet Member for Finance, Property and Business Services.**

**Reasons for decision**

Cabinet noted the withdrawal of the purchaser of the former day centre site at Honeycroft Hill and agreed to re-market the site, as there were no service requirements for the land.

**Alternative options considered and rejected**

Cabinet could have decided to sell the freehold to the next highest bidder, but given the time period that had passed, Cabinet considered that a full re-marketing would yield better results.

**Officer to action:**

### **Exempt Information**

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### **616. DISPOSAL OF 6 CHURCH ROAD, COWLEY**

#### **RESOLVED:**

#### **That Cabinet:**

- 1. Declare 6 Church Road, Cowley, Uxbridge UB8 3NA surplus to requirements.**
- 2. Agree to offer the property for sale freehold on the open market.**
- 3. Delegate authority to accept the most advantageous bid, to the Leader of the Council and the Cabinet Member for Finance, Property and Business Services, in consultation with the Deputy Chief Executive and Corporate Director for Planning, Education, Environment and Community Services.**
- 4. Delegate all other decisions involved in the sale of this property to the Deputy Chief Executive and Corporate Director for Planning, Education, Environment and Community Services, in consultation with the Leader of the Council and the Cabinet Member for Finance, Property and Business Services.**

#### **Reasons for decision**

Cabinet agreed to dispose of the property on the open market as there were no service requirements.

#### **Alternative options considered and rejected**

Cabinet could have decided to redevelop or refurbish the site for supported housing, but agreed there was no viable financial or service case to do so.

#### **Officer to action:**

Marcia Gillings,  
Planning, Environment, Education & Community Services  
**Exempt Information**

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**617. SCOUT HUT AND LAND AT SHAKESPEARE AVENUE, HAYES**

**RESOLVED:**

**That the Cabinet:**

- 1. Declare the land behind the Shakespeare Avenue Scout Hut as shown on the plan surplus to requirements.**
- 2. Authorise the marketing and sale of the plot, subject to planning consent for residential development and subject to a development agreement that obliges the purchaser to build a new scout hut.**
- 3. Delegate authority to accept any offers to the Leader of the Council and Cabinet Member for Finance, Property and Business Services, in consultation with the Deputy Chief Executive, Corporate Director of Planning Education, Environment and Community Services.**
- 4. Delegate any other decisions necessary in the disposal of this site, to the Deputy Chief Executive, Corporate Director of Planning, Education, Environment and Community Services, in consultation with the Leader of the Council and the Cabinet Member for Finance, Property and Business Services.**

**Reasons for decision**

Following positive discussions with the local Scout Group, Cabinet agreed to declare the land behind the Scout Hut surplus to requirements and market and it with planning consent for residential development, strictly subject to a development agreement that would tie any purchaser into building a new scout hut.

**Alternative options considered and rejected**

Cabinet could have not pursued this development opportunity, which would have meant that the existing scout hut would continue to fall into disrepair.

**Officer to action:**

Marcia Gillings

### **Exempt Information**

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## **618. 7 BREAKSPEAR ROAD NORTH, HAREFIELD**

### **RESOLVED:**

#### **That the Cabinet:**

- **Authorise officers to accept the offer as set out in the report from Bidder A for 7 Breakspear Road North, Harefield.**
- **In the event that Bidder A does not wish to proceed or fails to exchange contracts by a date to be decided, authorise officers to withdraw the offer and invite Bidder B to proceed on a similar basis.**
- **In the event that Bidder B does not wish to proceed or fails to exchange contracts by a date to be decided, authorise officers to withdraw the offer and remarket the property.**

#### **Reasons for decision**

Cabinet gave its authority to accept an offer for 7 Breakspear Road North, Harefield, following a marketing exercise to dispose of the property.

#### **Alternative options considered and rejected**

Cabinet could have rejected the recommended offer.

#### **Officer to action:**

Marcia Gillings, Planning, Environment, Education and Community Services

### **Exempt Information**

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*paragraph 3 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.*

**619. SUPPORTED HOUSING PROGRAMME & UPDATE ON HRA SCHEMES**

**RESOLVED:**

**That the Cabinet:**

**In Relation to HRA Phase 1 – Mead House**

- 1. Authorise Officers to negotiate the closure of the final account as set out in the report. Any negotiations would take place under the direction of the Deputy Chief Executive, Corporate Director of Planning, Environment, Education and Community Services, in consultation with the Leader of the Council & Cabinet Member for Finance, Property and Business Services.**

**In relation to Gilbert Road (Part of HRA Phase 2 Housing Programme).**

- 2. Authorise Officers to negotiate the final account as set out in the report. Any negotiations would take place under the direction of the Deputy Chief Executive, Corporate Director of Planning, Environment, Education and Community Services, in consultation with the Leader of the Council & Cabinet Member for Finance, Property and Business Services.**

**In relation to flooring works at Park Parade, Jupiter Way, Chestnut Close, The Larches, Voltaire and Sycamore Drive. (Originally charged to the Triscott House account)**

- 3. Authorise Officers to negotiate the closure of the account as set out in the report. Any negotiations would take place under the direction of the Deputy Chief Executive, Corporate Director of Planning, Environment, Education and Community Services, in consultation with the Leader of the Council & Cabinet Member for Finance, Property and Business Services.**

**In relation to Triscott House**

- 4. Note the proposal to terminate the contract with Breyer Group on Triscott House. The full commercial position on this will be reported to Cabinet in October.**

**Reasons for decision**

Following a review of the Council's supported housing programme, Cabinet made a number of contractual and financial decisions to keep the building programme on track and resolve any outstanding issues.

## **Alternative options considered and rejected**

Cabinet could have made alternative decisions, but they would have not been in the Council's best interests.

### **Officers to action:**

Michael Naughton & David Murnaghan, Planning, Environment, Education and Community Services

### **Exempt Information**

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## **620. ANY OTHER ITEMS AGREED UNDER SPECIAL URGENCY RULES**

No additional items were considered by the Cabinet.

The meeting closed at 7.47pm

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## **IMPORTANT INFORMATION**

### **DECISION AUTHORITY**

**Meeting after Cabinet, the Executive Scrutiny fully endorsed all of Cabinet's decisions. In accordance with the Council's Constitution, the Chairman of the Executive Scrutiny Committee agreed to waive the scrutiny call-in on Cabinet's decisions in respect of:**

- **Item 15 (minute 606) decision no.7 – release of capital funds for the school expansion programme**

**This decision comes into immediate effect.**

**The remaining decisions of the Cabinet come into effect from 5pm, Friday 5 October 2012.**

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## RESPONSE TO GOVERNMENT CONSULTATION: DRAFT AVIATION POLICY FRAMEWORK

<b>Cabinet Member(s)</b>	Councillor Ray Puddifoot Councillor Keith Burrows
<b>Cabinet Portfolio(s)</b>	Leader of the Council; Cabinet Member for Planning, Transportation and Recycling
<b>Officer Contact(s)</b>	Jales Tippell
<b>Papers with report</b>	Appendix 1 - Hillingdon's response to the Department for Transport's Consultation on a Draft Aviation Policy Framework Appendix 2 – Submission of evidence to the Transport Select Committee on Aviation by the Leader of the Council

### 1. HEADLINE INFORMATION

<b>Summary</b>	This report provides information to the Cabinet on the Department for Transport's consultation on a Draft Aviation Policy Framework and seeks approval for a proposed response to this document.
<b>Contribution to our plans and strategies</b>	Hillingdon's Local Development Framework: Core Strategy; Sustainable Community Strategy
<b>Financial Cost</b>	No cost to the council
<b>Relevant Policy Overview Committee</b>	Residents' and Environmental Services Policy Overview Committee
<b>Ward(s) affected</b>	All wards

### 2. RECOMMENDATION

That the Cabinet:

- 1) **Notes the content of this report.**
- 2) **Endorses the officer response to the consultation as set out in Appendix 1 for submission to the Department for Transport by 31st October 2012.**
- 3) **Notes the submission of evidence that has been sent to Transport Select Committee on Aviation by the Leader of the Council as set out in Appendix 2.**
- 4) **Instructs officers to continue to respond to consultations on the future of aviation strategy and potential airport expansion, including joint working with the 2M group and other relevant technical groupings.**

## **Reasons for recommendation**

This consultation sets out the Government's overall objectives for a framework for the future UK aviation strategy, stressing the need for a better balance between the benefits that aviation brings and its impacts at both a global and local level. The Coalition Government's Agreement which promised the cancellation of the third runway at Heathrow is restated. Whilst this consultation does not deal with the issue of how much, if any, extra runway capacity might be needed beyond 2030, especially in the South East, it does state that this matter along with a clear priority for the need to maintain the UK's aviation hub status, will be dealt with by a Call for Evidence to be launched later in the year.

By responding to this consultation, the Council is adhering to its commitment to continue to lobby against any capacity increases at Heathrow and to maintain pressure on the relevant bodies to ensure that there are appropriate environmental constraints on aviation in place to bring about improvements in noise, air quality and public transport for Hillingdon residents. The consultation response is an opportunity to reaffirm the Council position of seeking no capacity increases at Heathrow and to seek clarity as to how the policies in the final Aviation Framework will govern any subsequent calls for future aviation capacity increases.

Since publication of this consultation, the Government confirmed on the 7<sup>th</sup> September that it would be setting up an Independent Commission, chaired by Sir Howard Davies, former chairman of the Financial Services Authority, to review the issue of future aviation capacity and the role of the hub airport. There are no further details to date apart from an indication that this Commission may not report until post 2015. This has re-fuelled speculation that a third runway at Heathrow will be included within this review. The opportunity will be taken in the response to this consultation to reiterate that the expansion at Heathrow has already been subject to an intense and detailed public consultation and that the Coalition Government did conclude that this is an unsustainable solution and Hillingdon Council will request that this option is excluded from the aviation capacity review.

On the 13th September, the Parliamentary Transport Select Committee launched an inquiry into the aviation needs of the UK, with a deadline for responses of 19th October 2012. In order to influence the outcome of this inquiry, the Leader of the Hillingdon Council has submitted evidence as set out in Appendix 2.

## **Alternative options considered / risk management**

The Cabinet may influence the proposals by:

- 1 Agreeing to the proposed response in full, or in part, or;
- 2 Making any amendments to the response considered appropriate.

Alternatively the Cabinet may choose to make no response to this consultation.

This option would not allow the Council any opportunity to influence future Government aviation policy.

## **Policy Overview Committee comments**

None at this stage.

### **3. INFORMATION**

#### **Supporting Information**

##### Background

1 The Coalition Government set out its programme for Government in May 2010 and this included the cancellation of a third runway at Heathrow. The National Infrastructure Plan, published in November 2011, confirmed plans to improve connectivity at an international level and maintain the status of the UK as an international hub for aviation.

2 In March 2011 a scoping document titled “Developing a sustainable framework for UK aviation” was published for consultation. This document made clear that the previous Government’s 2003 White Paper “The Future of Air Transport” was out of date as it failed to give sufficient weight to the challenge of climate change. The focus of the new way forward was to develop “*a vibrant aviation sector without paying an unacceptable environmental price*”. (Foreword of Scoping Document, page 5).

3 Hillingdon Council sent a submission to the scoping document both as a borough specific response and a joint response as a key member of the 2M group of local authorities. In its detailed consultation response, Hillingdon Council supported the policy of no further expansion at Heathrow Airport either by an additional runway or by a change in operation to mixed mode; it sought an integration between aviation and other transport strategies; and provided detailed evidence on the consequences of the unsustainable growth experienced to date at Heathrow with the ensuing unacceptable local impacts. In addition, the borough participated in responses from expert groupings such as Strategic Aviation Special Interest Group (SASIG) and the Local Authorities Aircraft Noise Council (LAANC).

##### Overview of draft aviation policy framework consultation

4 The current consultation calls for responses to the proposed high level policies by which aviation will be governed. It restates the Coalition Government’s Agreement of cancelling plans for a third runway and affirms the aim of a genuinely sustainable solution for aviation with a better balance than in the past needing to be struck between the benefits of aviation and its impacts at both a global and local level. The current consultation states that the Government has a specific objective to adopt this policy framework for aviation in the UK by March 2013.

5 The draft aviation policy framework is based on a package of measures to improve the use of the existing runways across the UK and ease pressure on Heathrow as the hub airport in the short term. Beyond 2020 the document gives recognition to the fact that there will be a capacity challenge at the biggest airports in the South East. The National Infrastructure Plan, 2011 made clear that a top priority was to maintain the UK’s aviation hub status, therefore, later in the year, the Government intends to issue a Call for Evidence on maintaining the UK’s aviation connectivity. Since the launch of this consultation, on 7<sup>th</sup> September, there has been confirmation from Government that the question of additional aviation capacity and options for maintaining the UK’s international hub status will now be looked at by an Independent Commission chaired by Howard Davies. On the 13<sup>th</sup> September, the Parliamentary Transport Select Committee also confirmed the launch of an inquiry into the aviation needs of the UK, with evidence to be submitted by 19<sup>th</sup> October 2012. A response was sent by the Leader of Hillingdon Council as set out in Appendix 2.

6 Following this current consultation, the Government’s intention is to finalise the Aviation Policy Framework by March 2013. The adoption of the Aviation Policy Framework, in

conjunction with any relevant policies and potential proposals which arise from the Call for Evidence and Independent Commission review, is expected to fully replace the 2003 Air Transport White Paper and its associated guidance documents.

7 There is no process outlined in the consultation document as to how the policies in the final adopted Aviation Framework will inform the Call for Evidence. There have been no details released to date as to how the adopted Aviation Policy Framework will inform the Independent Commission review.

8 The policies proposed in this consultation on the environmental constraints could help strengthen the evidence that there can be no further expansion at Heathrow. The Council's response will highlight these areas and call for the Coalition Government's Agreement of no further expansion either by mixed mode or a third runway at Heathrow to be taken forward into the final adopted UK Aviation Policy Framework and into the Independent Commission review.

9 The consultation, which ends on 31st October 2012, poses 31 consultation questions grouped under four major headings:

- The benefits of aviation
- Climate change impacts
- Noise and other local environmental impacts
- Working together

#### Summary of Hillingdon's consultation response

10 This report summarises below the consultation document and the responses to the questions. Where questions may not be relevant to Hillingdon and therefore specific comments have not been made, this is made clear in the response. Details of the consultation questions and full responses are detailed in Appendix 1.

##### a) General comments

11 There is support for the need for a clear policy framework by which aviation will be governed both for current operations and in the future. There is no information provided as to how the final policy objectives will govern the terms of reference for the Call for Evidence, the recently established Independent Commission or the Transport Select Committee on Aviation for which evidence is requested by mid October 2012. This needs to be clarified by the Government.

12 The consultation document refers to a difficult capacity challenge at the South East airports in the medium to long term. However, there is no information within this consultation as to the extent of any need for extra capacity.

##### b) Summary of the benefits of aviation as set out in the draft aviation policy framework

13 One of the main aviation objectives is identified as:

*“to ensure that the UK's air links continue to make it one of the best connected countries in the world. This includes increasing our links to emerging markets so that the UK can compete successfully for economic growth opportunities”.*

14 In terms of connectivity, it is confirmed that London is a well served capital city and its five airports (Heathrow, Gatwick, Stansted, Luton and London City) serve more routes than any other European city. The role of Heathrow as the UK's only international hub airport is identified along with its unique role in supporting the UK's and London's connectivity. The role of regional airports in playing an important role in connectivity is also highlighted.

15 The UK's ability to connect to locations crucial for economic success in the future is identified as important with mention made of the increase in services from Heathrow in recent years to the BRIC countries, i.e. Brazil, Russia, India and China, comparing favourably with its main EU competitors with particularly strong connections to India and Hong Kong.

16 The trend at Heathrow for profitable routes to be operated at higher frequencies but with aircraft operators consequently reducing the total number of destinations served is acknowledged. The considerable scope for airports other than Heathrow to develop long-haul services to a broader range of destinations to support the UK's international connectivity is mentioned as being clear from responses to the previous consultation on the scoping document.

17 The short term strategy up to 2020 is focused on:

- Making best use of existing capacity to improve performance, resilience and passenger experience defined as up to 2020 and
- Encouraging new routes and services;
- Supporting airports outside the South East;
- Better integrating airports into the wider transport network, this includes improving surface access to airports including local rail access.

18 The medium and long term strategy is focused on:

- Integrating airports in the wider transport network. This includes integration into the development of a national high speed rail network;
- The need for effective action in the medium to long term in the South East with regard to a "difficult capacity challenge" which will be addressed through the Call for Evidence to be issued later this year.

c) Summary of Hillingdon's consultation response on the benefits of aviation

19 In terms of connectivity, Hillingdon Council has consistently asked for a truly national aviation policy, not a Heathrow-centric one. We therefore support the recognition in the consultation document that other airports can play a role in maintaining the UK's international connectivity and relieving pressure at the congested South East airports.

20 Hillingdon's experience with Heathrow has shown that extra capacity has not led to extra connectivity, with destination numbers suffering whilst airlines simply seek more frequency on the more profitable routes. We welcome the recognition of this issue within the document. The final Aviation Policy Framework needs to ensure that other airports and airlines do not follow similar lines as Heathrow to the detriment of UK connectivity.

21 The provision of connectivity must not be at any cost and we support the approach for a better balance being struck than in the past, between the benefits of aviation and its impacts at both a global and local level.

22 In terms of making best use of existing capacity, Hillingdon Council remains committed to ensure that any actions taken to improve resilience at Heathrow are not to the detriment of the local communities. This includes aspects such as the operational changes associated with the ending of the Cranford Agreement and the use of operational freedoms currently being trialled, prior to public consultation regarding their implementation.

23 Support is given to the work to be undertaken with regard to slot allocations. We welcome changes to the slot mechanism to ensure that scarce slots are used in the most beneficial way for UK connectivity, rather than just profits for selected airlines.

24 In respect of the short term strategy up to 2020, Hillingdon has consistently asked for improvements to the regional surface access provision to Heathrow, and therefore the confirmation of funding for the new rail line from the Great Western Mainline to Heathrow and the upgrade to the Piccadilly line is supported.

25 In terms of the medium and long term strategy, the consultation refers to aviation and high speed rail strategies being aligned but there is no evidence provided to indicate how this will occur. This is particularly unclear given the range of differing timescales, for example, HS2 Phase 1 preferred route (including a spur to Heathrow) already has Government approval; the aviation policy framework will be adopted in March 2013; and options for any additional capacity and how to maintain the UK's aviation hub status are now not likely to be agreed until after 2015, following the Independent Commission review.

26 With respect to the Call for Evidence/Independent Commission Review, it is extremely disappointing to hear about the delay to the consultation on any need for future capacity and the role of a hub airport. With regards to Heathrow, it has been very clearly established that there is no policy support for expansion by a 3<sup>rd</sup> runway or by a change to mixed mode operations. For local communities this delay simply adds to the uncertainty. The concerns raised over increased noise, pollution and disruption to the surrounding area have not been addressed and a third, short runway is not a long-term solution to maintaining the country's hub capacity. The Government policy position of no expansion at Heathrow should remain a cornerstone of the future aviation policy framework.

27 It is unclear how the policy conclusions from the final adopted Aviation Policy Framework, due in 2013, will govern the terms of reference for the Call for Evidence or the newly proposed Independent Commission. This needs clarity as soon as possible. As Heathrow expansion has already been subject to intense and detailed public consultation and the Coalition Government have concluded this is an unsustainable option, it would be logical that this be excluded from the Call for Evidence and from the Independent Commission review and that all other options be properly assessed.

d) Summary of climate change as set out in the draft aviation policy framework

28 The Government's objective is:  
*"to ensure that aviation sector makes a significant and cost-effective contribution towards reducing global emissions"*.

29 Actions to be taken are set out at a global, european and national level with regards to climate change.

30 In terms of national actions, decisions have yet to be made with regard to:

- Including aviation emissions in the UK's national carbon budgets and targets;
- Whether to retain the national 2050 CO<sub>2</sub> target for aviation emissions. The Government will make a decision on this later in the year.

31 Recognition is given to the facilitation of alternatives to air travel such as high speed broadband and mobile connectivity. The decision to develop a national high speed rail network is referred to as a means of promoting an alternative to domestic and short haul aviation.

32 There is reference to a number of programmes on research and technology aimed at developing more fuel efficient aircraft, with resulting reductions in carbon emissions. With regard to the use of biofuels, it is identified that more work is needed to ensure the sustainability of any future biofuel use before a decision on their use, and the extent of their use, is made.

33 New powers are proposed for the Civil Aviation Authority (CAA) to increase and improve the quality of the information available to the public on the environmental effects of civil aviation in the UK and measures taken to limit them so that environmental performance can become a factor informing consumer decisions.

34 The need to better understand and manage the risks associated with climate change to ensure successful long term resilience of the UK's aviation industry and its contribution to supporting economic growth and competitiveness is recognised.

e) Summary of Hillingdon's consultation response on climate change

35 The Government needs to ensure that funded research and development programmes do not result in a reduction of carbon emissions at the expense of other emissions, which may have a detrimental local impact such as noise or local air quality.

36 In 2009 the Committee on Climate Change produced detailed evidence for the future for aviation within a target set to ensure reduction in aviation-related climate change emissions. We are disappointed in the lack of any firm targets or controls on climate change within this consultation document. This issue should be addressed and a target incorporated in the final Aviation Policy Framework.

37 With regards to the alternatives to air travel, there has been no recognition given to the fact that unless the slots substituted by rail from domestic or short haul flights are removed from the system, this approach may not be one of reducing carbon emissions. A domestic flight replaced by a long haul flight will simply add to the aviation emissions burden. This disparity needs to be recognised and addressed. For example, at congested airports any slots substituted by rail trips could be frozen to improve operational resilience.

f) Summary of noise and other local environmental impacts as set out in the draft aviation policy framework

38 Noise impacts are identified as a key concern for local communities living around airports along with the impact on air quality. The Government's policy objective is re-stated from that in the 2003 Air Transport White Paper as:

*"to limit, and where possible, reduce the number of people in the UK significantly affected by aircraft noise".*

39 The consultation stresses the poor noise climate around Heathrow, which accounts for approximately 70% of people in the UK exposed to average noise from airports with more than one in four people exposed to this level of noise around European airports living near Heathrow. Heathrow's noise impact is identified as easily exceeding the combined impact of all the other hub airports in Western Europe and has a significantly greater noise impact per flight than any other major European airport. The Government's opposition to the building of a third runway at Heathrow is re-stated.

40 The report gives a number of proposed principles for ways to achieve its noise objective. Special mention is made of the imposition of the noise contour associated with T5 which although defining a limited area, does not address minimising the number of people affected within this area. The issues of the importance of creating respite and of the particular concerns over night noise are raised as issues to be addressed.

41 The issue of poor local air quality around airports and the need to meet legally binding EU limits for the protection of human health is identified, along with the commitments from Government to achieving full compliance with European air quality standards.

42 The statement is made that the policy aim of "*looking for the least environmentally damaging solutions to maintaining sufficient airport capacity is still an imperative*" With regard to the Call for Evidence, it is stated that it will make it clear that environmental sustainability is one of the factors which respondents should aim to address. The Government has now set up an Independent Commission to identify and recommend options for maintaining the UK's international hub status for aviation. There are no published terms of reference yet for the Independent Commission.

g) Summary of Hillingdon's consultation response on noise and other local environmental impacts

43 The Government's objective to simply "limit" and where possible "reduce" the number of people significantly affected by aircraft noise is not supported. This objective must be tightened to align with the Noise Policy Statement for England (NPSE) of avoiding significant adverse impacts. It must also be widened to include the total noise caused by aviation activities, including impacts from ground noise.

44 There is concern about the proposal to continue with the current regime of measuring community annoyance to noise. The Council has submitted a technical paper in relation to this issue, which is appended to the detailed consultation response. This provides evidence to support the need to define more appropriate noise metrics and to ensure they accurately represent community annoyance.

45 Any future noise management regimes must ensure that reductions in noise achieved by changes in aircraft technology are used to the benefit of the local communities, not to simply increase flight numbers. In addition, we would support the inclusion of an objective in the final Aviation Policy Framework to reduce, and work towards, a total ban on night flights. With regards to Heathrow, given the unacceptable noise environment for local communities, we would support decreasing the number of permitted air transport movements to allow the airport to operate with a degree of operational resilience, as opposed to imposing "operational freedoms" to gain resilience which could have negative impacts on the local communities in terms of encroaching on respite periods.

46 We support the use of mechanisms such as the setting of more stringent targets for departure noise; a greater investment in noise monitoring around relevant airports; and the establishment of an independent regulator for noise management.

47 Current compensation schemes are woefully inadequate and require a root and branch review. New standards of entitlement should be determined and based upon World Health Organisation and European Union noise standards for the protection of human health.

48 Our experience of residents impacted by the operation of RAF Northolt and also Denham aerodrome, supports our view that general aviation noise levels causes adverse impacts in local communities. There is no effective noise management programme, no noise insulation scheme and no airport consultative committee for RAF Northolt. We support the inclusion in the final Aviation Policy Framework of policies to address the noise impacts arising from the general aviation use of airports such as RAF Northolt.

49 An airport is an uncontrolled source of emissions and, in addition to having noise implications, can also impact adversely on local air quality. At Heathrow this has reached unsustainable levels and the surrounding area is above the legal standards set by Europe to protect human health. Achieving compliance with air quality limits around airports must be a key objective within the final Aviation Policy Framework.

50 The final Aviation Policy Framework must require a process by which there is transparent environmental accountability at airports. This should include a mechanism by which an independent regulator can invoke mechanisms aimed at reducing the impacts on local communities. This is especially vital around airports such as Heathrow where the air quality and noise impacts are at unacceptable levels.

h) Summary of 'working together' as set out in the draft aviation policy framework

51 The Government objective is:  
*"to encourage the aviation industry and local stakeholders to strengthen the way in which they work together"*.

52 The importance of local collaboration is stressed with a statement made that a national aviation policy can only be successful if it provides a sensible approach to addressing the concerns of the local communities.

53 It is recommended that the opportunity is taken to review the membership and terms of reference for the various airport related mechanisms in place for engagement to ensure that local interests are fully represented. This review should include the extent of, and the detail of, information that is published including the methodology used. Airports should provide transparency and ensure that sufficient relevant information is provided to reach a wide audience.

54 The Civil Aviation Bill, when enacted, will strengthen the role of the aviation regulator (the Civil Aviation Authority, CAA) by giving it additional power of oversight on airport's noise management policies and procedures and also to ensure airports publish environmental information which is accessible, including to people living in the vicinity of the airport, and in a format which is also useful to passengers when they make their choices.

55 A more effective role is suggested for the system of Airport Consultative Committees as a forum to assess the concerns of individuals living near the airport who may be exposed to significant environmental dis-benefits.

56 Noise is identified as the key issue over which relations between airports and local communities break down. The noise management process needs to include greater transparency, trust and local accountability of airports to impacted local communities with a bigger role envisaged for the CAA in providing independent oversight and transparency.

57 There are recommendations that airport master plans should be produced at least once every five years and should be streamlined with other key documents such as the noise action plans and any changes to master plans subject to consultation and engagement with local communities prior to publication.

58 The value of airport transport forums is recognised along with the opportunity to be taken to review the membership and ensure that the needs of passengers, local employees, residents and freight are fully represented. The continuation of the production of airport surface access strategies is recommended, with targets set for reducing the carbon and air quality impacts of surface access to airports.

i) Summary of Hillingdon's consultation response on 'working together'

59 The presence of an Airport Consultative Committee is of limited value if there are no tangible outcomes arising from it. For such a forum to be useful in terms of engagement with local communities, it must have a remit to deliver outcomes and have responsibility for acting on members views.

60 We believe that effective local engagement is important. The local communities around Heathrow have suffered from a raft of broken promises in relation to the airport operator and the level of mistrust is high. The recent poor engagement process on the introduction of the operational freedoms trials has been a prime example. The key to securing a way forward on this occasion was by means of the CAA who has provided an independent overseeing role between the airport operator, the Government and local authorities.

61 In the UK the Government made the airport operator the "competent authority" for drawing up the Heathrow Noise Action Plan. Hillingdon has consistently stated it is not appropriate for the airport operator to fulfil this role. The proposal for the CAA to have an independent oversight role on noise management is supported.

62 The airport master plans are non-statutory, have no standard format and become quickly out of date, or as in the case of Heathrow, remain in interim or draft status. They do not appear to have any official status within the National Planning Policy Framework. We believe that if airport master plans are to be of any value as a land-use planning tool, these aspects need to be clarified.

63 For areas such as that around Heathrow, effective environmental improvements will only be realised by means of a partnership approach at local, regional and national levels. Key strategies such as noise management plans, surface access strategies, air quality action plans and business plans must be integrated with regard to targets and timescales. They should be updated at regular intervals and take into account aspects such as changing business aircraft

fleet plans which can have an impact of environmental matters such as noise, local air quality emissions and increasing the numbers of passengers and workers accessing the airport. This issue must be addressed in the New Guidance to accompany the final Aviation Policy Framework.

j) Summary of 'planning' as set out in the draft aviation policy framework

64 The Aviation Policy Framework will apply to the whole of the UK and when adopted, in conjunction with relevant policies and potential proposals arising from the Call for Evidence, it will fully replace the 2003 Air Transport White Paper.

65 In preparing local plans, local authorities will be required to have regard to policies and advice from the Secretary of State including, where relevant to a particular authority area, the Aviation Policy Framework. The adopted Framework may also be a material consideration in planning decisions.

66 In terms of safeguarding land, the National Planning Policy Framework makes it clear that local planning authorities must "*identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen choice*". This could apply to airport infrastructure. Land outside the existing airports that may be required for airport development in the future needs to be protected against incompatible development in the period until adoption of the aviation policy framework and any relevant policies and proposals arising from the proposed Call for Evidence to be published later this year. The consultation document states that airport operators must prepare safeguarding maps and ensure they are certified by the CAA.

67 All proposals for airport development must be accompanied by clear surface access proposals which demonstrate how the airport will ensure easy and reliable access for passengers, increase the use of public transport by passengers and minimise congestion and other local impacts.

68 The airspace change process remains the remit of the CAA with appropriate consultation.

69 The basic policy objective remains not to increase the number of people living, working or congregating in 'public safety zones' and, over time, for the number to reduce. Airport operators are expected to offer to buy property which lies wholly or partly within those parts of the zones where the risk is greatest.

k) Summary of Hillingdon's consultation response on 'planning'

70 Although there is no specific consultation question relating to this Chapter, we are concerned about the issues arising in relation to the local planning authority's duties and the uncertainty raised, yet again, over the prospect of a third runway.

71 Hillingdon's Local Plan Part 1 has been prepared on the basis that Runway 3 is not going ahead. If the Runway 3 proposal is now being reconsidered as part of the aviation policy review, this will again create uncertainty for the borough during the preparation of Part 2 of the Local Plan. Hillingdon and its neighbouring partner boroughs will be unable to take forward their own development plans whilst there remains doubt as to the future operational extent of Heathrow Airport. They will also be at a disadvantage in attempting to co-operate with the Mayor of

London in preparing a joint Heathrow Opportunity Area Planning Framework. The latter is a requirement of the 2011 London Plan which was subject to Examination by the Secretary of State.

## **Financial Implications**

There are no direct financial implications arising from the recommendations of the report beyond the use of existing officers time to compile and research responses to consultations.

There is no specific budget to address concerns or undertake activities arising from such consultations. Therefore if further resources are required in the future, for example to contribute towards local campaigns or joint activities through 2M, a funding source would need to be identified.

## **4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

By responding to this consultation the Council is adhering to its commitment to seek protection for residents from the negative social and environmental impacts associated with capacity increases and/or changes in operational procedures, such as mixed mode, at Heathrow airport.

### **Consultation Carried Out or Required**

There are no external consultations required on the contents of this report. Relevant officers from within the Council have contributed to the consultation response.

In addition, officers have contributed to the 2M consultation response and the response of other relevant technical groupings such as SASIG to ensure a consistent approach.

## **5. CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and confirms that there are no direct budgetary implications arising from the recommendations included above. As noted within this report, there is no specific budgetary provision to support local campaigns or joint activities through 2M, The Council does however hold unallocated priority growth and general contingency budgets which would provide a potential source of funding for such expenditure.

### **Legal**

This Central Government consultation is being conducted by the Department for Transport. The purpose of the consultation is to seek the views of relevant stakeholders in forming the Government's Aviation Policy Framework. This report seeks approval for a proposed response to this draft document. The response outlined by officer's in the report above, is compatible with the decision of the Council's Cabinet on 3 September 2002 which confirmed that the Council is opposed to further expansion at Heathrow Airport by way of a third runway or mixed mode operations.

When undertaking this consultation, the Department of Transport must ensure plans are still at a formative stage, they must give sufficient reasons to permit the consultee (i.e. the Council or

residents) to make a meaningful response and they must allow adequate time for consideration and response. The results of the consultation must then be conscientiously taken into account by the Department of Transport in finalising any proposals, including those which do not accord with their own proposals.

Fairness and natural justice require that there must be no predetermination by the Department of Transport of a particular decision which goes beyond a legitimate predisposition to a certain conclusion.

### **Corporate Property and Construction**

The Corporate Landlord has reviewed this report and confirms that there are no direct asset or property implications for the Council arising from these recommendations.

### **6. BACKGROUND PAPERS**

NIL

**Appendix 1: Hillingdon's consultation response to the Department for Transport's Draft Aviation Policy Framework**

## **Draft text for consultation response to the Department for Transport**

Aviation Policy Framework  
Department for Transport  
Great Minster House (1/24)  
33 Horseferry Road  
London SW1P 4DR

and by email to: [aviation.policyframework@dft.gov.uk](mailto:aviation.policyframework@dft.gov.uk)

Dear Sir/Madam

### **Draft Aviation Policy Framework consultation document**

Thank you for the opportunity to respond to this consultation. This letter contains some general comments and also detailed responses to the consultation questions as set out in consultation document. Please note that our response has been endorsed by Hillingdon's Cabinet at its meeting on 27<sup>th</sup> October 2012.

#### **General comments**

Hillingdon's long established policy has been to protect local communities from significant adverse environmental impacts of airport operations. To this end the Council welcomes and supports the Government's position within this consultation document of striking a better balance between the benefits of aviation and its impacts, especially at a local level. Given the unsustainable environmental situation around Heathrow and its environs, even at current levels of operation, we remain firmly committed to support the Coalition Government's Agreement of no expansion at Heathrow by means of a third runway or by a change to mixed mode operations at the airport. Given the desire for an Aviation Policy Framework that demonstrates a genuinely sustainable solution, we believe the policy position of no expansion at Heathrow should form the cornerstone of any future aviation policy and strategy.

We are disappointed that the Call for Evidence on any future capacity and the role of the hub airport has not formed part of this current consultation. This has prolonged the uncertainty for many of our residents and has provoked the inevitable call in the media for expansion at Heathrow once again. We would like to take this opportunity to reiterate our position. The concerns over increased noise, air pollution and disruption in the surrounding area around Heathrow remain as valid now as they have always been and a third runway is not a long term solution to any call for long term hub capacity.

Since publication of this consultation the Government has set up an Independent Commission to look at the issue of maintaining the UK's status as an international hub for aviation, which will include evaluation of any need for additional capacity in the short, medium and long term. In addition the Parliamentary Select Committee has also announced a review of aviation.

We would like to take this opportunity to make our position clear. The issue of expansion at Heathrow has already been debated, at length, in the public domain, during a process which called upon experts from all aspects of aviation to inform decisions. The Coalition Government considered all this evidence and rightly concluded that expansion at Heathrow was not a sustainable solution. We call for this stance to be upheld and that the terms of reference for the Independent Commission looking at truly sustainable means of maintaining connectivity and achieving any future capacity needs, for the reasons stated above, should exclude any option for expansion at Heathrow.

On a more general note, we welcome and support the general principles outlined in this consultation to ensure that future aviation decisions are set within strict environmental limits and that priority is given to improving the environmental impacts for local communities. The identification of an independent regulator to ensure transparency on the operation of airports and the setting of environmental standards is also supported. If this is to be the Civil Aviation Authority, its remit will need to be widened into an environmental role, and include all aspects related to airports, not just noise management.

Given our role as the local planning authority, we have very specific concerns about our ability to secure a statutory development plan for the borough in light of continuing uncertainty about the future capacity of Heathrow airport. In November 2012 the Council will be adopting the Hillingdon Local Plan Part 1, which has been prepared on the basis that Runway 3 is not going ahead. If the Runway 3 proposal is now being reconsidered as part of the aviation policy review, this will again create uncertainty for the borough during the preparation of Part 2 of the Local Plan. We are also at a disadvantage in attempting to co-operate with the Mayor of London in preparing a joint Heathrow Opportunity Area Planning Framework, which is a requirement of the 2011 London Plan.

The Secretary of State should be aware of the particular difficulty faced by Hillingdon Council over recent years in preparing development plans for its area due to the presence of Heathrow Airport. This was again evident during the Examination in Public held this spring into the Council's Local Plan Part 1 (formerly prepared as the Core Strategy).

Work on the plan began promptly following enactment of the Planning & Compensation Act, 2004. Key steps in its preparation were publication of:

- Preferred Options (October-November 2005)
- Revised Core Strategy (February-March 2007)
- Core Strategy Consultation Draft (June-July 2010)
- Core Strategy Pre-Submission Draft (Feb-March 2011)

The plan was on course for completion by 2008 when the Runway 3 proposal and subsequent public inquiry effectively prevented further preparation of a planning strategy for the borough, pending the Secretary of State's decision. It was only following that decision and clarification from the Government that Runway 3 was not going ahead that it was possible to move forward with completing and submitting the plan during 2011.

This obviously had major implications for developers, residents and the business community in the borough as there has been uncertainty for some time as to the strategic direction detailed planning policies for the borough would take. The borough has had to rely until adoption of the Local Plan Part 1 this year on its original Unitary Development Plan policies (dating from 1998) together with the London wide objectives of the London Plan for that direction.

This point was made in the Council's evidence at the Local Plan Part 1 Examination in Public. In the subsequent Inspector's Report received by the Council on 26 July 2012 he made clear his support for this view (at paragraph 9) by stating that: "...it is important that the first part of the Local Plan for Hillingdon is put in place quickly so that essential development that will support sustainable economic growth and regeneration is not hindered by continued uncertainty."

The Plan has been prepared on the basis that Runway 3 is not going ahead. If the Runway 3 proposal is now being reconsidered as part of the aviation policy review this will again create uncertainty for the borough during the preparation of Part 2 of the Local Plan. Hillingdon and its neighbouring partner boroughs will be unable to take forward their own development plans whilst there remains doubt as to the future operational extent of the Airport. They will also be at a disadvantage in attempting to co-operate with the Mayor of London in preparing a joint Heathrow Opportunity Area Planning Framework. The latter is a requirement of the 2011 London Plan which was subject to examination by the Secretary of State.

It remains unclear from paragraph 6.6 in the consultation paper what the Council is required to do in the case of Heathrow with respect to the safeguarding of land from "incompatible development" outside the existing airport. The paper requires this safeguarding during the current policy review in case land might subsequently be required for future development of the Airport. In Heathrow's case this would cover an extensive area of the borough and again create doubt over the long term land use strategy for the surrounding area.

### **Comments on overall strategy**

We support the need for a clear policy framework document in which any subsequent investigations into how aviation should be managed would be governed. We do however have very strong reservations on the timeline which appears to be developing.

The recent weeks have seen, as well as the Call for Evidence referred to in this document, the launch of an Independent Commission to review aviation options and the Parliamentary Transport Select Committee has launched its own inquiry into the aviation needs of the country. There is no clarity as to how the policy conclusions and the published Framework following this current consultation will either be incorporated into, or influence the terms of reference of, the Independent Commission or the Transport Select Committee. This needs to be clarified as soon as possible.

The consultation document refers to a difficult capacity challenge in the medium and longer term at our biggest South East airports although there is no evidence presented to confirm this. Until the benefits for capacity and connectivity are realised from the options suggested such as making best use of available capacity, supporting and

encouraging new routes and services from airports outside of the South East, making better use of the slot mechanism, the actual capacity challenge to be met remains unclear.

## **Chapter 2: The benefits of aviation**

### Question 1 - do you agree with our analysis of the meaning and value of connectivity set out in this chapter?

We support the recognition that London is served by five well connected airports. We have consistently asked for a truly national aviation policy, not a Heathrow-centric one, and therefore we support the acknowledgement in the consultation document about the role other airports can play in maintaining the UK's international connectivity.

Our experience with the operation at Heathrow has shown that extra capacity has not led to extra connectivity, with destination numbers suffering whilst airlines simply seek more frequency on the more profitable routes. We support the recognition of this issue within the document. The final Aviation Policy Framework needs to identify mechanisms to ensure that other airports and airlines do not follow similar lines as Heathrow to the detriment of UK connectivity.

The provision of connectivity must not be at any cost and we support the approach for a better balance than in the past being struck between the benefits of aviation and its impacts at both a global and local level.

With regard to future capacity and connectivity, we are disappointed in the delay on the decision for any need for future capacity and the role of a hub airport. There is a very clear and established policy on Heathrow in so much as there is no policy support for expansion by a 3<sup>rd</sup> runway or by a change to mixed mode operations.

This position was announced in the Coalition Agreement:  
*"We will cancel the third runway at Heathrow"* (Coalition Agreement)

The decision was repeated in the "developing a sustainable framework for aviation: Scoping Document":  
*"One of our first actions was to cancel plans for a third runway at Heathrow airport.....We also ruled out mixed mode operations at Heathrow to ensure that local residents can continue to benefit from the regular respite from noise provided by runway alternation"*. (para 1.6)

This is again reiterated in this current consultation:  
*"As the Coalition Agreement promised, the Government has cancelled plans for a third runway at Heathrow"*. (Foreword, Draft Aviation Policy Framework, July 2012)

Given the very clearly stated policy decision on no expansion at Heathrow, we believe the Call for Evidence on the stated "very difficult capacity challenge at our biggest South East airports" (para 2.26, Draft Aviation Framework Strategy consultation document) should focus on other airports and the role they can play in increasing capacity, if needed, and in maintaining international connectivity.

The expansion of Heathrow is environmentally unsustainable, and this was confirmed by Theresa Villiers at Transport Times Conference, April 2012:

*“The quality of life impact of a third runway with up to 220,000 more flights over London every year, would be massive and there is no technological solution in sight to ensure planes become quiet enough quickly enough to make this burden in an way tolerable. So we need another solution...” (our emphasis)*

It is unclear from this consultation how the policies from the final adopted Aviation Framework will inform the terms of reference for the Call for Evidence, and this is a weakness that requires clarity.

The issue of expansion at Heathrow has been debated, at length, in the public domain in a consultation informed by experts from all aspects of aviation. The Coalition Government has already evaluated this evidence and concluded that the environmental burden associated with expansion at Heathrow is not sustainable.

The UK needs a sustainable long term solution and a short third runway at Heathrow is only a temporary measure. It is unacceptable to expect the residents of Hillingdon, potentially threatened by loss of their houses and increased congestion and pollution, and the large swathes of London threatened with intolerably increased noise impacts, to put their lives on hold again until post 2015 for a decision regarding Heathrow, when this threat had been lifted only recently in 2010 by a cross party agreement. The expansion of Heathrow must be excluded from this process.

Question 2 - do you support the proposal to extend the UK's fifth freedom policy to Gatwick, Stansted and Luton? Please provide reasons if possible.

We have no specific comments to make on this question.

Question 3 - are there any other conditions that ought to be applied to any extension of the UK's fifth freedom policy to Gatwick, Stansted and Luton?

We have no specific comments to make on this question.

Question 4 – do you agree that the Government should offer bilateral partners unilateral open access to UK airports outside the South East on a case-by-case basis?

We would support proposals which encourage better use of regional airports for providing additional capacity and connectivity away from the congested South East airports.

Question 5 – do you have any other comments on the approach and evidence set out in Chapter 2

The answer to this question has been divided to allow comments to be made in the key areas of interest to the borough.

- Surface access - general

If the publication of airport master plans is to continue, we would support the need to ensure airport master plans and airport surface access strategies are integrated and

take into account changing airline business plans which may impact on the numbers of both workers and passengers accessing the airport. More detail is provided in the answers to the relevant questions in Chapter 5.

- Surface access - Heathrow specific

The lack of an integrated surface access strategy for Heathrow was a clear flaw in the previous Government's consultation on aviation expansion. We support the confirmation of funding for the Great Western Mainline rail link to Heathrow and for the upgrade work to the Piccadilly line. We welcome the opportunity to work with the DfT and other stakeholders to take forward improvements in regional surface access provision to Heathrow.

- Operational resilience: general

Heathrow has been operated to the point of inefficiency in terms of resilience because it operates virtually at capacity. This has resulted in an airport which is unable to react to changing situations without knock-on impacts in terms of delay. Hillingdon Council has consistently stated that the permitted number of air transport movements at Heathrow has clearly been set too high. We are disappointed that this consultation has not proposed a process by which airports are required to ensure that operational resilience is incorporated into their operation. Processes must be in place to ensure airports do not end up being managed at inefficient operational levels. This issue should be rectified in the final Aviation Policy Framework.

- Operational resilience: Heathrow specific

With regards to operational resilience at Heathrow, the two aspects referred to in the consultation document are the use of operational freedoms and the ending of the Cranford Agreement. Hillingdon Council will continue to work with the 2M Group and other local authorities to ensure that these two aspects of attempting to give an over-managed airport some operational resilience do not impact on communities surrounding the airport by worsening the environmental impacts. This includes ensuring the retention of respite periods which is of great importance to vast swathes of people in London and the surrounding areas. It must be acknowledged in the final Aviation Policy Framework that the provision of operational resilience must not be to the detriment of the local environment and communities.

With regard to the ending of the Cranford Agreement, whilst one of the reasons cited for this decision is extending the benefits of runway alternation to communities under the flight paths during periods of easterly winds as well as operational benefits to the airport, it must be recognised that there are potential detrimental environmental impacts to local communities in Hillingdon. The enabling works to allow this to proceed will require submission of a planning application by BAA Heathrow. Hillingdon Council will be ensuring robust mitigation measures are in place to address any negative changes in relation to noise or emissions resulting from this change in operation. It must be acknowledged in the final Aviation Policy Framework that the provision of operational benefits must not be to the detriment of the local environment and communities.

#### Slot Mechanism

We are supportive of the work to look at the use of the airport slots mechanism, especially at congested airports such as Heathrow. Currently airlines that use a slot 80% of the time during one season can carry that over to the next season. A perverse

reaction to this is that airlines potentially fly nearly-empty aircraft at off peak times or off-season to preserve prime landing and takeoff rights during peak travel times. We would support changes to the slot mechanism to ensure scarce slots are used in the most economically beneficial way for the UK, and not just for profits for selected airlines.

#### Medium and long term strategy

There is a lack of coherency between the high speed rail decisions already taken and the aviation framework now being consulted upon. Hillingdon Council has continually called for an integrated transport strategy which incorporates aviation and other transport modes such as rail (including high speed rail) and road. Despite the document stating that aviation and high speed rail strategies will be aligned, there is no evidence provided as to how this will occur. This is particularly unclear given the range of differing timescales. The Government has already given its approval to the High Speed 2 (HS2) Phase 1 preferred route, and it has also given its commitment for a Heathrow spur route and station with a further consultation due in 2013/14. The aviation policy framework will be adopted in March 2013 and yet it is unclear when, or how, fundamental decisions following the Independent Commission Review report in the summer of 2015, with regard to capacity, including specific location of any extra capacity, will be incorporated into any aviation policy. This needs to be clarified and is a major flaw in both this consultation and the High Speed 2 consultation.

The consultation document refers to the Heathrow spur enabling HS2 passengers to travel directly to Heathrow. There has been insufficient information provided throughout the consultation and the decision-making process on HS2 Phase 1 to suggest that there is a robust business case for HS2 passengers wishing to access Heathrow. The reference in this document to a review of the Heathrow Spur proposals in the light of the responses to this consultation and the subsequent Call for Evidence, adds a further level of doubt. With support now being given for the connection to the Great Western Mainline and improved links via Crossrail and an upgraded Piccadilly line, and the reference to a review of the Heathrow spur proposal in the light of any Airport Review, Hillingdon Council would urge that the spur link to Heathrow be cancelled.

We believe that the reference to improved connectivity via high speed rail bringing the ability to “encourage demand at airports” (para 2.94, Draft Aviation Policy Framework consultation document) is contradictory in terms of Heathrow Airport and its proposed high speed rail spur link, given that there is strong policy support for no further expansion at Heathrow. The reasoning behind the Government policy objective of linking airports to high speed rail needs clarity. In addition it is unclear as to what policy will be put in place to ensure that the link to Birmingham Airport, as suggested in this consultation, will reduce pressure on airports such as Heathrow. The final Aviation Policy Framework must provide clearer consistency in relation to the objectives, and integration of, policies between aviation and high speed rail strategies.

### **Chapter 3: Climate Change Impacts**

Question 1 - do you have any further ideas on how the Government could incentivise the aviation and aerospace sectors to improve the performance of aircraft with the aim of reducing emissions?

We do not have any specific suggestions for this question, although we wish to raise the issue of trade-offs for new technologies. The Government needs to ensure that funded research and development programmes result in new technologies that do not prioritise carbon emission reductions at the expense of other emissions which may have a detrimental local impact such as noise and local air quality. The approach of acknowledging, and addressing trade-off impacts should be incorporated into the Aviation Policy Framework.

Question 2 - do you have any other comments on the approach and the evidence set out in Chapter 3?

We are disappointed in the lack of any firm targets or controls in relation to climate change. It is unclear as to how consultees are expected to give an informed response in areas where the Government has yet to make a decision or a policy commitment. In 2009, the Committee on Climate Change produced evidence on the achievement of a specific aviation target (the 2050 target) in which growth could be accommodated within a set reduction target. The adoption of such a target would form a clear policy objective for the Framework within which the aviation industry could operate. We believe it is a missed opportunity not to have either adopted the target or provided an alternative target for the aviation industry to attain. The final Aviation Policy Framework should incorporate a clear target for the reduction in climate change emissions.

With regards to the alternatives to air travel, no recognition is given to the fact that unless the slots substituted by rail from domestic or short haul flights are removed from the system, this approach may not be one of reducing carbon emissions. A domestic flight replaced by a long haul flight will simply add to the aviation emissions burden. This issue needs to be addressed in the final Aviation Policy Framework.

#### **Chapter 4: Noise and other local environmental impacts**

Question 1 – do you agree that the Government should continue to designate the three largest London airports for noise management purposes? If not, please provide reasons.

Yes, we agree that it is appropriate for Heathrow, Gatwick and Stansted airports to be designated for noise management purposes.

Question 2 -do you agree with the Government's overall objective on aviation noise?

No, the Government's existing high level policy is stated in paragraph 4.22 as an *"objective to limit and, where possible, reduce the number of people in the UK significantly affected by aircraft noise"*. We do not agree with the implication in paragraph 4.24 that this policy is fully consistent with the Noise Policy Statement for England (NPSE) aim of "avoiding significant adverse impacts on health and quality of life". This is because merely to "limit" and "reduce" numbers of people significantly affected will not necessarily "avoid" significant adverse impacts. The Government's existing policy should be updated and rendered fully consistent with the NPSE stated aim of "avoiding" significant adverse impacts on health and quality of life.

The Explanatory Note to NPSE explains the aims of the NPSE by reference to LOAEL (Lowest Observed Adverse Effect Level) and SOAEL (Significant Observed Adverse

Effect Level). The Explanatory Note does not give any actual noise levels to be used for LOAEL and SOAEL. It is stated that SOAEL is likely to be different for different noise sources, for different receptors and at different times. We suggest that the Government should provide guidance on the relevant noise levels to be used in relation to aircraft noise for LOAEL and SOAEL. Knowledge of these noise levels is necessary in order to make a judgement on whether the aims of the NPSE are being achieved. It should be noted that the Government's stated hope in NPSE paragraph 2.8 is that existing policies will be reviewed and revised if necessary to accord with the vision, aims and principles of the NPSE.

We also suggest that the Government's policy on aviation noise should be widened to include the total noise caused by aviation activities so as to include ground noise and not merely air noise. This will allow appropriate policy mechanisms to be developed to address issues include both ground noise and air noise.

Question 3 - do you agree that the Government should retain the 57 dB LA<sub>eq,16h</sub> contour as the average level of daytime aircraft noise marking the approximate onset of significant community annoyance?

No, we are very concerned at the proposed retention of the 57 dB LA<sub>eq,16h</sub> benchmark for annoyance in relation to aircraft noise at Heathrow.

The use of the LA<sub>eq,16h</sub> noise indicator was subject to severe criticism at the Heathrow Terminal 5 public inquiry. The Inspector stated that he considered much of it well-founded. He noted LA<sub>eq,16h</sub> does not reflect the operation of runway alternation as a noise mitigation measure, nor does it give an indication of how many times activities are interrupted by passing aircraft. Most significantly, he noted that it fails to give adequate weight to the number of aircraft movements. The Inspector commented on the adequacy of the Aircraft Noise Index Study (ANIS) reported on in 1985, which led the Government to adopt the LA<sub>eq,16h</sub> noise indicator to measure aircraft noise. He noted that the ANIS study had been carried out in 1982, and that the relationship between LA<sub>eq,16h</sub> and community annoyance was statistically weak even at that time.

Following the criticism of LA<sub>eq,16h</sub> at the Terminal 5 public inquiry, a Parliamentary Question was submitted in 2001 asking what plans the Government had to carry out a new study to update the ANIS study of 1985. On 8<sup>th</sup> May 2001, the Parliamentary Under Secretary in the Government's Department of the Environment, Transport and the Regions, said: *"My Department is to carry out a major study to reassess attitudes to aircraft noise. This new study underlines the Government's commitment to underpin our policy on aircraft noise by substantial research that commands the widest possible confidence. It is envisaged that the results of this study will help to show whether the Leq index does in fact have the weaknesses suggested by the Inspector. The results would also inform any future consideration of the Air Transport Movement condition"*.

The promised new aircraft noise study was commissioned by the Government as the Attitudes to Noise from Aviation Sources in England (ANASE), and reported in 2007. However, on the advice of independent peer reviewers, the Government rejected the detailed finding of the ANASE study.

A separate technical paper, attached as Appendix A, presents evidence that there is a useful correlation between the ANASE study and aircraft annoyance studies reported

in European Environment Agency (EEA) Technical report 11/2010 “Good practice guide on noise exposure and potential health effects”. Both sets of studies found a significant shift in that aircraft noise now causes annoyance at much lower levels than it did previously. The significance of this, in relation to the current consultation, is that it provides support for the use of the ANASE findings in the development of future aviation policy. This is important, as without this support, the ANASE findings have been set aside. However, until the ANASE issues can be resolved, we believe the EEA findings in relation to annoyance should be accepted for the development of future aviation policy.

An important caveat to this is that the EEA evidence itself needs to be improved to cover the significance of flight numbers in any noise annoyance assessment. Only once this is resolved can the question of acceptable aviation capacity be fully addressed. Nevertheless, the evidence strongly suggests that aircraft noise now causes annoyance at much lower levels than it did previously, and this issue must be addressed in any future aviation policy.

One of the conclusions of the ANASE study was that there is no threshold level at which there is an “onset of significant community annoyance”. This is supported by the annoyance response relationships in the EEA report, which (over the study range above 45  $L_{den}$ ) do not appear to show any point at which there is a sudden “step change” in people’s attitudes to noise as would be evidenced by a sudden sharp increase in annoyance caused by a relatively minor increase in noise level. This suggests that the concept of a noise level marking the onset of significant community annoyance may not be valid.

The technical paper at Appendix A explains that the EEA report suggests that levels of annoyance (expressed as percentage highly annoyed) that occurred at 59 dB  $L_{den}$  (approximately equivalent to 57 dB  $LA_{eq,16h}$ ) in pre-1990 studies occurred at around 49 dB  $L_{den}$  (approximately equivalent to 47 dB  $LA_{eq,16h}$ ) in the post-1990 studies. It is therefore clear that continued use of 57 dB  $LA_{eq,16h}$  to mark the onset of significant community annoyance to aircraft noise seriously underestimates the extent of the aircraft noise problem. We firmly believe that the 57 dB  $LA_{eq,16h}$  benchmark has no future value in UK aviation policy.

Question 4 - do you think that the Government should map noise exposure around the noise designated airports to a lower level than 57 dBA? If so, which level would be appropriate?

We have explained above our view that aircraft noise is an issue at exposure levels below 57 dB  $LA_{eq,16h}$ . We therefore welcome the proposal to map aircraft noise to lower noise levels.

Annex D of the consultation document proposes two options for mapping noise down to lower levels. The options are to extend noise mapping down to either (i) 55 dB  $L_{den}$ , or (ii) 54 dB  $LA_{eq,16h}$  together with  $LA_{eq,8h}$  night noise contours. Of these two options, we prefer mapping down to 55 dB  $L_{den}$ . The main reason for this is to provide consistent use of noise metrics with EU Directive 2002/49/EC, which also requires mapping down to 55 dB  $L_{den}$ . However, we believe that mapping down to 55 dB  $L_{den}$  should be supported by mapping of  $L_{night}$ , and note that the EU Directive requires mapping of night noise down to 50 dB  $L_{night}$ .

The EU Directive requires estimates of the number of people exposed to aircraft noise in noise bands commencing at 55 dB  $L_{den}$ , and consideration of noise reduction measures commencing at 55 dB  $L_{den}$ . This suggests that noise is considered an issue in the directive at 55 dB  $L_{den}$  (although it may also be an issue at lower levels than 55 dB  $L_{den}$ ).

The 55 dB  $L_{den}$  contour for Heathrow in 2010<sup>1</sup> covers an area of 222.3 sq km in which 712,100 people live. In contrast, the 57 dB  $LA_{eq,16h}$  contour for Heathrow in 2010 covers an area of 106.3 sq km<sup>2</sup> in which 224,550 people live. Use of the 55 dB  $L_{den}$  contour therefore suggests that more than three times as many people are affected by aircraft noise as previously recognised using the 57 dB  $LA_{eq,16h}$  contour. We believe that the 55 dB  $L_{den}$  contour gives a more realistic indication than the 57 dB  $LA_{eq,16h}$  noise contour of the geographic extent of the area in which aircraft noise is a problem.

In view of the above, we support mapping down to 55 dB  $L_{den}$  accompanied by mapping down to 50 dB  $L_{night}$ , but only as a first step.

Our paper at Appendix A includes a discussion of EEA report 11/2010. The paper notes that the EEA report states use of the current threshold levels for noise mapping of 55 dB  $L_{den}$  and 50 dB  $L_{night}$  is understandable “as a first step” because of the mega-scale noise mapping required. However, the report points out that Member States are free to choose their own noise thresholds from where to start action planning, and the  $L_{den}$  threshold for noise mapping of 55 dB  $L_{den}$  does not take into account differences that exist between different noise sources.

Our paper also notes that the EEA report supports the view that the threshold for mapping of aircraft noise may have to be lower than 55 dB  $L_{den}$ , and could be as low as 45 dB  $L_{den}$ . In fact, section 2 of the EEA report gives 42 dB  $L_{den}$  as a general noise threshold above which annoyance effects start to occur or rise above background. It would therefore appear that the EEA report implies that the threshold for noise mapping where aircraft noise is considered to be a problem should be significantly lower than the 55 dB  $L_{den}$  as currently used.

We have stated above our support for mapping down to 55 dB  $L_{den}$  and 50 dB  $L_{night}$  as a first step. In view of the above, we believe that mapping down to lower levels such as 50 dB  $L_{den}$  and 40 dB  $L_{night}$  should be considered in future. In support of these noise levels, we note that the World Health Organisation (WHO) document “Guidelines for Community Noise” of 1999 gives a limit of 50 dB  $LA_{eq,T}$  (over T values of 12 or 16 hours) to protect the majority of people from being moderately annoyed during the daytime (albeit for continuous noise), and the WHO document “Night Noise Guidelines for Europe” of 2009 gives 40 dB  $L_{night}$  as the lowest observed adverse effect level (LOAEL) for night noise.

Question 5 - do you agree with the proposed principles to which the Government would have regard when setting a noise envelope at any new national hub airport or any other airport development which is a nationally significant infrastructure project?

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<sup>1</sup> ERCD1107

<sup>2</sup> ERCD1101

Paragraphs 4.35 to 4.44 of the consultation document refer to a number of ways of designing a noise envelope.

The first form of noise envelope is referred to in paragraph 4.37. This form of noise envelope is based on restricting the inputs that contribute to noise, such as aircraft numbers or passenger numbers. As that paragraph notes, a noise envelope of this form does not explicitly relate to noise, and provides no incentive for airlines to use quieter aircraft. We are not in favour of a noise envelope based solely on a restriction on flight numbers or passenger numbers.

The second form of noise envelope is referred to in paragraph 4.38. This form of noise envelope is based on measuring the area exposed to a certain noise impact, apparently expressed by a noise contour area. In our response to the consultation of 2011 on the scoping document “Developing a Sustainable Framework for UK Aviation”, we referred to two examples where a noise contour limit had been proposed as a means of noise control at Heathrow.

The first example was the Terminal 5 noise contour limit. In this case, the contour limit was set at an unrealistically high value and provides no effective means of controlling aircraft noise. This demonstrates the importance of the limit of 480,000 air transport movements per annum at Heathrow as a supplementary means of control. The second example was the noise contour limit proposed in the 2003 Government White Paper “The Future of Air Transport” as a means of controlling noise in the context of expanding capacity at Heathrow by either mixed mode runway use or a third runway. The contention was that mixed mode runway use or a third runway was possible while complying with a specified noise contour limit, even though both proposals would have had serious adverse noise impacts. This demonstrates that compliance with a noise contour limit does not necessarily avoid adverse noise impacts.

The third form of noise envelope is referred to in paragraph 4.39 of the consultation document. This form of envelope would appear to be based on the number of people, rather than the area, in a certain noise contour. We recognise that this form of noise envelope is preferable to one based on a noise contour area because it directly relates to the number of people affected. The fourth form of noise contour is referred to in paragraph 4.40. This form of noise envelope is based on the number of people exposed to a certain level of noise divided by the number of air transport movements. This is claimed to be a measure of the noise detriment per flight.

Paragraph 4.5 of the consultation document recognises the magnitude of the noise impacts at Heathrow. For example, Heathrow accounts for approximately 70% of people in the UK exposed to aircraft noise above 55 dB  $L_{den}$ . Also, Heathrow’s noise impact easily exceeds the combined impact of all the other hub airports in Western Europe. Heathrow is unique in Europe in terms of the magnitude of the noise impact on the surrounding densely populated area with thousands of people living on a daily basis with an aircraft overhead every 90 seconds and with flights that disturb sleep from as early as 4:30 am. Furthermore, the evidence that the extent of the aircraft noise problem is underestimated can be demonstrated by comparing the 57 dB  $LA_{eq16h}$  contour for Heathrow in 2010 which covers an area of 106.3sqkm in which 224,550 people live with that of the 55 dB  $L_{den}$  contour as required by the EU Directive which covers an area of 222.3 sq km in which 712,100 people live.

The above information demonstrates that the existing noise impact from aircraft using Heathrow airport is unacceptable. ERCD0705 report contained predictions of future aircraft noise exposure for Heathrow airport. These predictions were used in the “Adding capacity at Heathrow airport” Government consultation document of 2007. The ERCD report predicted that the area of the 57 dB LA<sub>eq,16h</sub> noise contour will be 77.6 sq km in 2030 with the airport operating with segregated use of the two runways within the 480,000 flights limit. This improvement in aircraft noise exposure is the result of the predicted reductions in noise emission levels of future aircraft types. In view of the magnitude of the existing noise impacts at Heathrow, we believe that it is essential that these improvements in aircraft noise are delivered to residents. Reductions in any noise contour area provided by future quieter aircraft types must not be used to create headroom for increased flights at Heathrow.

We are therefore very concerned about the suggestion in paragraph 4.41 of the consultation document that an increased cap on flights could be considered if accompanied by a review of noise limits contained in the envelope. Because the existing noise impact at Heathrow is unacceptable, a noise envelope must not be used to allow an increase in the number of aircraft movements at Heathrow beyond the current limit of 480,000.

We consider that the best protection for communities affected by aircraft noise at Heathrow is to retain the existing 480,000 limit on aircraft movements, and the system of segregated runway use with runway alternation. The existing 480,000 aircraft movements limit is necessary, in noise terms, in addition to any limit in terms of average noise contour area (such as LA<sub>eq,16h</sub> or L<sub>den</sub>) because an average noise contour area limit alone fails to protect people from increased flight frequency. If any new noise envelope is proposed for Heathrow, it should ensure continued segregated runway use and incorporate the existing 480,000 limit on air transport movements. It should also ensure that the noise contour area and number of people within the chosen noise contour area reduce with time so that the full benefits of quieter aircraft are delivered to residents. This approach would align with the Government’s overall objective to limit, and, where possible, reduce the number of people significantly affected by aircraft noise.

Our paper at Appendix A refers to further work required to meet the objectives of the ANASE study. These objectives include the suitability of LA<sub>eq,16h</sub> (and by implication L<sub>den</sub> based on LA<sub>eq,T</sub>) as an indicator of community annoyance, the relative importance of numbers of aircraft flights (the mathematical trade-off of event noise levels against flight numbers), and the relative importance of different times of day. We believe that no meaningful discussion on the issue of a noise envelope is possible until these objectives have been answered. As part of a new, sustainable aviation framework, the Government must develop a robust and accurate method of assessing and measuring community impacts of aircraft noise

Question 6 - do you agree that noise should be given particular weight when balanced against other environmental factors affecting communities living near airports?

Noise is the key issue identified in the consultation document as a major concern for communities living near airports and therefore requires significant interventions to ensure this is improved. With regards to the section of flights up to 5,000ft, we believe efforts should be prioritised for securing improvements in noise.

In respect of the local communities around Heathrow, local air quality is a significant issue where levels in the surrounding communities are above set European health standards. These standards were required to have been met by 2010, and the recent UK Government submission to the European Commission suggests this area will not be in compliance until at least 2020. Given the legal significance of the UK Government being currently in breach of the legislation to meet European Union limit values for local air quality, this aspect needs to be given sufficient weight where local communities are impacted by the activities arising from the operation of large airports.

Question 7 - what factors should the Government consider when deciding how to balance the benefits of respite with other environmental benefits?

The issue of balancing the benefits of respite with other environmental benefits is currently an issue with the operational freedoms trial currently underway at Heathrow. Encroachments into respite periods may occur as the airport attempts to improve operational resilience by cutting stacking and hence carbon emissions. This illustrates the importance of setting airport capacity in terms of air transport movements, at appropriate levels well below full capacity in order to ensure operational resilience of the airport and environmental improvements for the local communities.

The provision of predictable periods of respite is an effective noise amelioration measure widely supported by communities living under the flight-paths at Heathrow. Maintaining respite periods must be one of the key objectives of any environmental management process around airports. For Heathrow, we support decreasing the number of air transport movements to ensure benefits for the operation of the airport, for reducing carbon emissions from stacking and also achieving reliable periods of respite for local communities.

Question 8 - do you agree with the Government's proposals in paragraph 4.68 on noise limits, monitoring and penalties?

Yes, we welcome the Government's recognition that the relatively small number of infringements of departure noise limits indicates that the departure noise limits are too high, and that noise reductions could be achieved with more stringent targets. To this end, we welcome a review of departure noise limits to derive more stringent targets, and achieve noise reduction.

We support the Government's call for much higher penalties for breaches of departure noise limits in order to reflect the cost to local communities of aircraft breaching these limits. Penalties need to be set at a meaningful level in order to be effective deterrents to airline operators, to more accurately reflect the cost to local communities, and to incentivise the industry to develop and operate quieter aircraft.

We share the Government's concern that there is a risk of conflict of interest with the airport being responsible for enforcing the noise management regime because of the effects on customers of the airport. We therefore support greater transparency of the noise management process, and the use of an independent body in the noise management role.

We welcome the Government's call for greater investment in noise monitoring. This basic requirement is essential to ensure greater availability of noise exposure data.

Question 9 - in what circumstances would it be appropriate for the Government to direct noise designated airports to establish and maintain a penalty scheme?

We agree with the Government that a penalty scheme should be considered by airports where there are no clear overriding safety reasons for failure to comply with Continuous Descent Approach procedures and the requirement to maintain a minimum height when joining the final approach.

Question 10 - in what circumstances would it be appropriate for the Government to make an order requiring designated airports to maintain and operate noise monitors and produce noise measurement reports?

We suggest that an order would be appropriate if there were a failure of the airport operator to respond to requests for specific noise monitoring by representatives of the relevant airport consultative committee backed up by a request from the regulator.

Question 11 - how could differential landing fees be better utilised to improve the noise environment around airports, particularly at night?

The introduction of a meaningful difference in landing fees between the day and night period could be effective in helping to improve the night noise environment around airports. To this end, we propose increasing landing fees for all aircraft 23:00 to 07:00. During the most sensitive times of the day (06:00 - 07:00 and 22:00 - 23:00), an additional landing fee could be added to all but the quietest types of aircraft (Quota Count (QC) 0.25). Aircraft of QC 0.25 and below that flying with at least 90% loading could be rewarded by a reduced landing fee.

Our comments on the use of differential landing fees to improve the night noise environment are without prejudice to our view that the single most effective long term solution for improving the noise environment at night is the banning of night flights.

Question 12 - do you think airport compensation schemes are reasonable and proportionate

No, the UK airport compensation schemes are inadequate and require a thorough review, to be carried out by the regulator in consultation with other stakeholders. New standards of entitlement should be determined and based upon WHO and EU noise standards for the protection of human health and should ensure that all aspects of air and ground noise are included.

In May 2011, BAA launched a public consultation "Review of Heathrow's noise mitigation schemes". This proposed a revised outer boundary for the residential noise insulation scheme of the 2014 63 dB  $L_{den}$  contour. We believe that the proposed outer boundary of 63 dB  $L_{den}$  does not protect all those who are affected by aircraft noise. We believe that a much larger outer boundary than the 63 dB  $L_{den}$  contour is appropriate. Following the recommendations of the EEA report<sup>3</sup>, we believe the outer boundary of the residential daytime noise insulation scheme should extend to at least

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<sup>3</sup> European Environment Agency Technical report No. 11/2010 "Good practice guide on noise exposure and potential health effects"

the 55  $L_{den}$  noise contour. Also, BAA should pay the full cost of double glazing in proposed zones 2 and 3 (2014 66 dB and 63 dB  $L_{den}$  contours respectively), rather than the proposed contributions of 50% and 25% respectively. This is because it is appropriate for the airport operator to pay the full cost of mitigating noise from aircraft using the airport.

We noted that no specific changes were proposed by BAA for the current Night Noise Insulation Scheme at Heathrow. We are concerned that BAA considers that the proposed residential noise insulation scheme incorporates a measure of night noise because it is based on  $L_{den}$ . We believe that use of  $L_{den}$  does not provide adequate protection against night noise because  $L_{den}$  can conceal night noise within a weighted total. We believe that separate specific provision should be made for insulation against noise from night flights. We support extension of the present night insulation scheme in which bedroom noise insulation is based on a "worst night noise event" criterion.

In view of the proximity of residential areas to sources of airport ground noise at Heathrow, we believe that specific provision should be made in the residential noise insulation scheme for insulation against all forms of airport ground noise including aircraft taxiing noise and aircraft engine testing.

Question 13 - do you agree with the approach to the management of noise from general aviation and helicopters, in particular to the use of the section 5 power?

Some residents of Hillingdon borough are affected by noise from general aviation flights at RAF Northolt or Denham Aerodrome, although the latter is situated outside the borough. Our experience of dealing with complaints about noise from aircraft using Denham Aerodrome supports the view that in some circumstances the public perceive general aviation noise levels as more disturbing than similar levels around major airports. Denham Aerodrome has a Consultative Committee which is attended by a Hillingdon representative.

Although RAF Northolt is essentially a military airport, it is also used by a substantial number of civil flights. The latest year for which we have flight statistics is 2009. It was reported to us that in that year there were a total of 11,459 flights of which 5,728 were civil flights. In some previous years, the number of civil flights has reached the set limit for civil flights of 7,000. Because RAF Northolt is situated very close to residential areas, noise from civil aircraft using the airport causes serious disturbance to residents under the associated flight paths. Despite this, the airport has no effective noise management programme, no noise insulation scheme and no airport consultative committee. We therefore do not believe that there are sufficient powers for adequate local resolution of noise from general aviation use of RAF Northolt.

Question 14 - what other measures might be considered that would improve the management of noise from these sources?

Improved controls on helicopter noise are required. Given that helicopter noise has different characteristics and can affect a wide range of communities close to heliports and further away, the Government should address helicopter noise through specific policies rather than within the general context of reducing noise from aviation.

Question 15 - do you have any further ideas on how the Government could incentivise the aviation and aerospace sector to deliver quieter planes?

We suggest consideration of the following measures: tax breaks for investment in new quieter rotor craft; support for further development of Turbo Prop short-haul aircraft suitable for travel within EU destinations; a requirement for Airport Noise Action Plans to have an objective to encourage quietest fleet; and a landing slot regime which discriminates against noisy aircraft and rewards fuel efficient quieter aircraft.

Question 16 - do you believe that the regime for the regulation of other environmental impacts at airports is effective

No, despite a national legislative process in place for achieving air quality compliance, this issue remains a problem around Heathrow airport. In regards to the local communities around Heathrow airport, achieving compliance with local air quality limits is an important health issue. Given that for the area around Heathrow, the UK Government is now in breach of their legal obligation to meet European Union limit values for local air quality, this issue needs to be given sufficient weight in the Aviation Policy Framework where local communities are impacted by the activities arising from the operation of large airports. More detail is given below.

The 2003 Air Transport White Paper made clear the Government obligations in regard to local air quality:

*“There are mandatory EU limits for levels of these pollutants (NO<sub>2</sub> and PM<sub>10</sub>) in the air irrespective of the source. These limits come into effect in 2005 for particulates and 2010 for NO<sub>2</sub>. We are committed to meeting these standards, and it is clear that major new airport development could not proceed if there was evidence that this would likely results in breaches of the air quality limits”.* (para 3.29, Air Transport White Paper, 2003)

We, therefore, support the inclusion of the statement in this consultation document:

*“the government is committed to achieving full compliance with European air quality standards”* (para 4.94 Draft Aviation Policy Framework, 2012).

This statement, and a process by which it will be achieved, must be reiterated in the final Aviation Policy Framework and must form one of the key criteria for the Call for Evidence and the Independent Commission when evaluating current airport operations and any future airport development, either increasing existing use or the establishment of new airports.

Heathrow as a Case Study - current operations

An airport is an uncontrolled source of emissions, and specifically Heathrow:

- Is an air quality hotspot, currently not meeting the legal limits set for local air quality to be met by 2010, nor expected to meet these until at least 2020;
- has a large surrounding population subjected to unacceptable noise levels far worse than other airports in the UK or in western Europe;
- is surrounded by congested roads and over-crowded transport; and
- accounts for nearly half of all the UK's aviation carbon emissions.

Despite current control mechanisms at Heathrow airport such as an Air Transport Movement limit, a car park cap and a noise contour limit, plus a legislative process in place for air quality, governed by European law, the area around Heathrow is still above legal health-based standards for air quality.

The poor air quality around Heathrow airport has been an acknowledged problem for a number of years and it is clear from local (borough-specific air quality modelling and analysis), regional (Mayor of London air quality modelling and analysis) and national (Defra air quality modelling and analysis) that the area around Heathrow is in breach of the relevant EU limit values for the health-based standard set for annual mean NO<sub>2</sub>. The UK Air Quality Plan submitted by the UK Government to the European Commission in response to its legal obligations under the Ambient Air Quality Directive, predicts that this is likely to be the case until at least 2020. It is currently unclear as to how the European Commission will respond to this issue, and actions could include imposing financial sanctions and requiring immediate and long term actions to ensure the limits are met as soon as possible.

The Aviation Policy Framework must incorporate a process by which there is transparent environmental accountability at airports. There must be a procedure by which an independent regulator can invoke mechanisms aimed at reducing the impacts on local communities. This is especially vital around airports such as Heathrow where the air quality, noise environment and surface access congestion are all at unacceptable levels. The remit of an independent regulator will need to include all aspects influencing issues such as local air quality including aircraft operations, on-airport activities and surface access emissions in the surrounding environs.

Question 17 – do you think that noise regulation should be integrated into a broader regulatory framework which tackles the local environmental impacts from airports?

Yes, any regulatory framework needs to ensure that each environmental impact is acknowledged and addressed. If the CAA are to be appointed as a regulator just for noise it is unclear how the other environmental impacts such as local air quality will also be addressed and how any trade-off issues will be either identified or addressed.

## **Chapter 5: Working together**

Question 1 - do you think Airport Consultative Committees should play a stronger role and, if so, how could this be achieved?

The presence of a Consultative Committee is of limited value if there are no tangible outcomes arising from it. Such a forum is only useful if it has a remit to deliver outcomes and has responsibility for acting on members views. It should not be possible for the wishes of democratic decisions taken by the relevant consultative committee to be ignored or over ruled by the airport operator without being independently reviewed by the regulator (CAA).

Question 2 - Is there a case for changing the list of airports currently designated to provide consultative facilities?

Please see our response in Chapter 4, Question 13 with regard to RAF Northolt.

Question 3 – do you agree that the CAA should have a role in providing independent oversight of airports’ noise management?

In the UK the Government made the airport operator the “competent authority” for drawing up the Heathrow Noise Action Plan. Hillingdon Council has consistently stated that it is not appropriate for the airport operator to fulfil this role.

Paragraph 4.11 of the consultation document refers to the European Commission's Better Airports Package which includes a proposal for an EU Regulation on noise to repeal the current Directive 2002/30/EC. Annex C explains that this involves a proposal for Member States to designate a competent authority and an appeal body that is independent of any organisation which could be affected by noise-related action. It is stated that this means that no organisation linked to or affected by an operation of an airport can be a competent authority, and implies a new role for national authorities or some other independent body. We support use of an independent body for the purposes of Directive 2002/30/EC, and believe that the airport operator must be excluded from performing this role. We believe that similar arguments apply to the choice of competent authority for Noise Action Plan under the the Environmental Noise Directive 2002/49/EC, and that airport operators should also be excluded from performing this role.

The use of an independent regulator is supported. If this is to be the CAA then the role of this organisation must be extended appropriately from its primary role ie to protect consumer’s interests to encompass a wider environmental role which includes the protection of local communities.

Question 4 - do you agree with the Government's overall objective on working together?

We agree that effective local engagement is vital. The local communities around Heathrow have suffered from a raft of broken promises from the airport operator and the level of mistrust is high. The recent poor engagement process regarding the introduction of the operational freedoms trials has been a prime example. The key to securing a way forward on this occasion was by means of the CAA who has provided an independent overseeing role between the airport operator, the Government and local authorities. This illustrates the need for independent control and transparency for information. A better engagement process for local authorities and local communities is supported. To be effective this must have transparency and ensure that local forums are action-oriented and local concerns addressed.

Successful local collaboration is when partners identify the key local issues and then work together towards the attainment of shared objectives. In this respect Hillingdon Council agrees that there is a need to strengthen and streamline the current fora following a review of the terms of reference, so that it can then begin the process of pooling effort around common goals. To help foster partnership working, the airport operator should not lead the different fora, but they should provide a facilitating role.

Question 5 - is the high-level guidance provided in Annex E sufficient to allow airports to develop local solutions with local partners?

Airport master plans are currently non statutory and have no standard format and can quickly become out of date. It is unclear whether they have any official status with the National Planning Policy Framework which is essential if they are to be of any value as a land use planning tool, and this must be clarified in the Guidance.

The role of the airport transport forum is to facilitate the implementation of the airport surface access strategy. Appropriate challenging targets must be set for achieving modal shift from private car to sustainable forms of transport. This is of high importance for large airports such as Heathrow where the surrounding road and public transport networks are already at capacity and must include employees accessing the site, passengers accessing the site and servicing vehicles such as freight deliveries. The Guidance should ensure targets are challenging, appropriate to the surrounding conditions and that there is quantification of the environmental improvements arising from the implementation of the strategy. Review dates must be incorporated into the strategy and must be flexible so that they can be re-adjusted with changing conditions such as a significant change in airline fleet plans to the use of larger aircraft.

We recognise the importance of local collaboration, particularly in situations where different parties each with their own agenda agree to work together towards a common goal. Properly managed, Airport Transport Forums can be the vehicle for delivering this. Unfortunately the benefits gained from the Council's participation in the Heathrow Area Transport Forum are limited. Members appear unclear regarding the Forums' role and it does not have any shared objectives. At these meetings the airport operator reports percentage surface trip generation by modal split, but this is of little use to us as the Highway Authority. It does not provide information about changes in traffic flows on the surrounding local roads. No knowledge is gained regarding pressures on the transport network. These issues need to be addressed in any review of the Guidance.

Question 6 – do you agree that master plans should incorporate airport surface access strategies?

We believe that if the system of airport master plans is to continue, then this is essential. There must be a regular update mechanism by which airline business plans involving changes to aircraft fleet mixes are incorporated into the process. An airline business plan change, for example, to the operation of larger planes, will lead to more passengers accessing the airport. This leads in turn to a requirement for the provision of more surface access provision and may also lead to other increases in local environmental impacts. The plans must therefore be flexible and subject to regular updates in line with changing circumstances.

Question 7 - do you agree that, where appropriate, the periods covered by master plans and noise action plans should be aligned?

Yes, see above.

Should you have any comments regarding this consultation response please do not hesitate to contact me.

Yours sincerely

Jales Tippell  
Head of Planning Policy, Transportation and Community Engagement

# Appendix A

## New evidence on aircraft noise annoyance

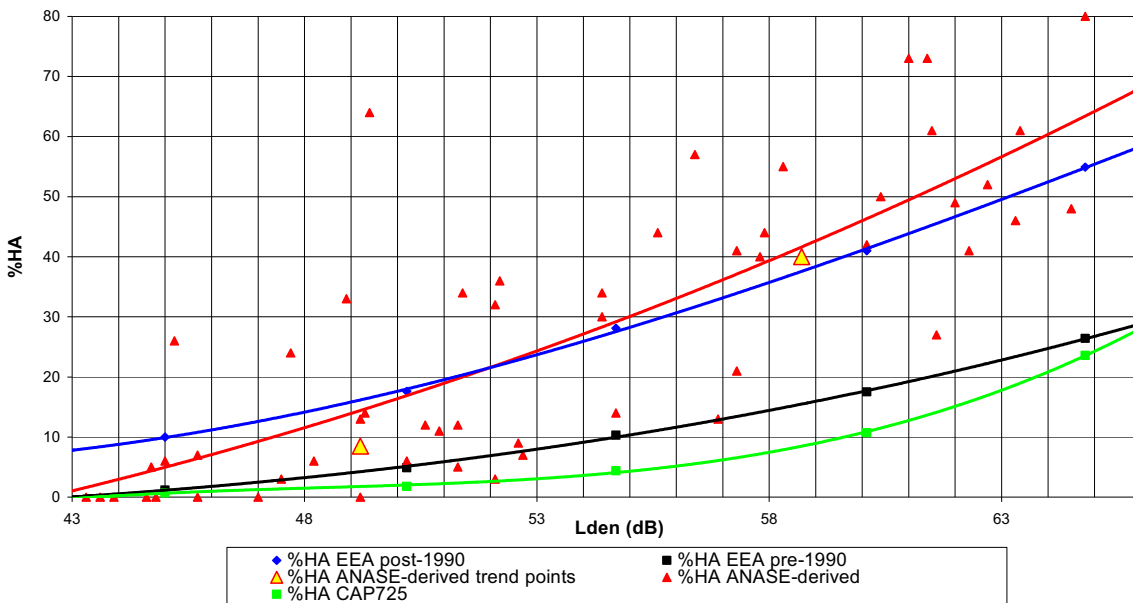
### Introduction

This paper presents evidence that there is a useful correlation between the aircraft noise annoyance studies reported in European Environment Agency (EEA) report 11/2010 and the UK Government's ANASE study. Both sets of studies have found a significant shift in that aircraft noise now causes annoyance at lower levels than it did previously. The significance of this, in relation to the Draft Aviation Policy Framework consultation, is that it provides some support for the use of the ANASE findings in the development of future aviation policy. This is important, as without this support, the ANASE findings have been set aside. However, until the ANASE issue can be resolved, the conclusion is that the EEA findings should be accepted for the development of future aviation policy, in relation to annoyance. There remains an important caveat to this, in that the EEA evidence itself needs to be improved by including the significance of flight numbers in any noise annoyance assessment. Only once this is resolved can the question of acceptable aviation capacity be addressed fully. So, in spite of the various study deficiencies, the message remains clear, that aircraft noise now causes annoyance at lower levels than it did previously, and this issue must be addressed in any future aviation policy.

### EU and UK models for aircraft annoyance

European Environment Agency report 11/2010 [1] is a good practice guide intended to assist policy makers and competent authorities in understanding and fulfilling the requirements of Directive 2002/49/EC [2], commonly referred to as the Environmental Noise Directive, relating to the assessment and management of environmental noise. It summarises the latest European view on issues such as exposure-response relationships and thresholds for health endpoints (annoyance, sleep disturbance, cardiovascular effects and cognitive impairment). Individual annoyance relationships with the noise metric Lden are given for road, rail and aircraft noise.

Figure 1: Comparison of EU and UK aircraft noise annoyance models



HA = "Highly annoyed"

The EEA report gives a previously used European aircraft noise annoyance relationship based on studies carried out prior to 1990. This is the same relationship as given in the 2002 EU Position Paper [3]. The relationship gives an estimate of the percentage of persons highly annoyed at a given Lden noise exposure. The EEA report mentions studies showing a trend change in

annoyance around 1990, and gives an updated European annoyance relationship based on aircraft noise studies carried out after 1990. These were all European studies (Switzerland, Germany, Netherlands) regarded as more appropriate for the EU than the pre-1990 studies, which were mainly carried out in the USA and Australia. Figure 1 gives the results for the pre-1990 and post-1990 studies in terms of percentage highly annoyed in relation to Lden. It can be seen that levels of annoyance at a given noise level are much higher for the post-1990 studies than for the pre-1990 studies. The analysis given in Figure 1 is confined to the range of noise levels in the ANASE study (40.9 to 64.2 dB LAeq,16h).

At 59 dB Lden, for example, the relationship adopted for the pre-1990 studies in Figure 1 gives 16% highly annoyed. In the case of the post-1990 studies, the relationship adopted gives the same percentage highly annoyed at around 49 dB Lden. Thus, the EEA report suggests that levels of annoyance (expressed as percentage highly annoyed) that occurred at 59 dB Lden in the pre-1990 studies occurred at around 49 dB Lden in the post-1990 studies, a reduction of around 10 dB Lden.

The Government's aviation policy uses 57 dB LAeq,16h as the level of daytime noise marking the approximate onset of significant community annoyance. This level is based on the Aircraft Noise Index Study (ANIS) [4] carried out in the UK in the 1980s. The CAP725 document [5] produced by the Civil Aviation Authority in 2007 outlines methodologies for environmental assessment of an airspace change proposal. It gives an aircraft noise annoyance response relationship for calculating percentage of people highly annoyed using LAeq,16h noise levels. The relationship is based on the Schultz curve produced in 1978 [6]. The document states that the ANIS results exhibit the same general trend as the aircraft studies in the Schultz analysis. The EU annoyance relationships use the Lden noise metric rather than the LAeq,16h noise metric used in the UK. Analysis of data [7,8] relating to Heathrow airport in 2006 shows that Lden is typically around 1.7 dB higher than LAeq,16h. This 1.7 dB adjustment has been used to convert LAeq,16h to Lden to give the CAP725 annoyance relationship shown in Figure 1.

The Attitudes to Noise from Aviation Sources in England (ANASE) study [9] reported in 2007 that annoyance with a given level of aircraft noise is much higher than when the ANIS study was carried out. The ANASE study made a direct comparison with the ANIS study in terms of "mean annoyance" with aircraft noise. This showed that the level of mean annoyance found at 57 dB LAeq,16h in the ANIS study was found in the ANASE study at a level of just over 50 dB LAeq,16h, a reduction of just less than 7 dB LAeq,16h.

The Government accepted that the ANASE study demonstrated that annoyance with a given level of aircraft noise is higher than found in the ANIS study. However, on advice contained in an independent peer review report [10], the Government decided that the detailed findings of the ANASE study should not be relied on.

Most of the analysis in the ANASE report related to "mean annoyance", and trend lines were fitted to graphs of mean annoyance versus LAeq,16h. Figure 7.2 of the ANASE report gave a graph of percentage "at least very annoyed" versus LAeq,16h, but no trend line was fitted to the plotted data points. In the ANASE study, responses from respondents were recorded using an annoyance scale of (i) "Extremely annoyed", (ii) "Very annoyed", (iii) "Moderately annoyed", (iv) "Slightly annoyed" and (v) "Not at all annoyed". The annoyance scale did not include a response of "Highly annoyed" as used in the EEA and CAP725 reports so comparison of the results of the different studies is not straightforward.

However, section 6 of the ANASE peer review report [10] assumes that the ANASE term “at least very annoyed” is equivalent to the term “highly annoyed” used in other studies. This assumption allowed the peer reviewers to deduce (apparently by eye) two trend points for the plotted ANASE data points. The two ANASE trend points given in the peer review report are 8.5% highly annoyed at 47/48 dB LAeq,16h, and around 40% highly annoyed at 57 dB LAeq,16h. These trend points relate to the corrected version of ANASE report Figure 7.2 given in the Erratum dated 1<sup>st</sup> November 2007 contained in the ANASE final report dated October 2007.

The two ANASE derived trend points are plotted in Figure 1, after converting LAeq,16h to Lden by adding 1.7 dB, derived from Heathrow data for 2006. Using the same assumptions that (i) the ANASE term “at least very annoyed” is equivalent to “highly annoyed” in other studies, and (ii) Lden can be estimated from LAeq,16h by adding 1.7 dB, the results derived for all ANASE sites have been plotted in Figure 1. That figure also shows a third order polynomial trend line fitted to the ANASE derived results. The relatively poor agreement between the plotted data points and the fitted trend line ( $R^2 = 0.67$ ) reflects the spread of the data points, but this is not unusual in social surveys of this kind.

It is important to note that Figure 1 shows that the annoyance levels at a given noise level are much higher for the EEA post-1990 studies than for the EEA pre-1990 studies. For example, percentage highly annoyed at 57 LAeq,16h (approximately equivalent to 58.7 dB Lden) is more than doubled from around 15% for the pre-1990 studies to around 37% for the post-1990 studies. It can be seen from Figure 1 that the annoyance levels for the UK’s CAP725 relationship are generally lower than given by the EEA pre-1990 studies relationship, and much lower than given by the EEA post-1990 studies. This implies that continued use in the UK of the CAP725 annoyance relationship will seriously underestimate levels of aircraft annoyance. The ANASE trend line is generally similar to the EEA post-1990 studies relationship, and certainly in much better agreement with the EEA post-1990 studies relationship than is the CAP725 relationship.

The Government rejected the detailed findings of the ANASE study and continues to rely on the ANIS, Schultz and CAP725 aircraft noise annoyance relationships, even though these relationships are based on social surveys carried out more than 25 years ago. It seems doubtful that these relationships remain in calibration for current public attitudes, flight numbers, aircraft fleet mixes and aircraft noise characteristics. The EEA report supports this doubt on the continued validity of these relationships. This is because the EEA report suggests that levels of annoyance at a given noise level are much higher than suggested by previous European guidance. Furthermore, these EEA findings of much higher levels of annoyance seem to be replicated by the results of the recent ANASE study.

### **Objectives and findings of the ANASE study**

The ANASE study was commissioned by the Government in 2001 in order to update the ANIS study of 1982 which led to LAeq,16h noise index being adopted by the Government for measuring aircraft noise. The ANASE report recognises that the amount of air traffic has increased significantly since 1982 whilst the sound levels generated by individual aircraft events have been significantly reduced as older, noisier aircraft have been replaced by more modern aircraft types with quieter engines and much improved climb performance. It is also recognised that attitudes to aircraft noise may have been changed due for example to the general growth in personal income, higher expectations of a peaceful living environment and less tolerance of environmental intrusion.

The main findings of the ANASE study are reviewed below against the study objectives.

### Objective 1: Re-assess attitudes to aircraft noise in England

The study found that the annoyance level of respondents increased as the noise indicator LAeq,16h increased, and that a large proportion of measured variation in annoyance can be accounted for by LAeq,16h. However, for a given LAeq,16h, there is a range of reported annoyance indicating that annoyance is not determined solely by the amount of aircraft noise as measured by LAeq,16h. The main additional influences on the level of annoyance were found to be respondent's household income and socio-economic group.

The study found that for the same amount of aircraft noise, measured by LAeq,16h, people were more annoyed in 2005 than they were in 1982.

The study showed that people are much more sensitive to aircraft noise at night (particularly around midnight and the early hours thereafter). In contrast, people are least sensitive to aircraft noise in the morning and early afternoon. Ideally, therefore, a noise indicator for aircraft noise should reflect these times of day sensitivities. In contrast, LAeq,16h does not reflect weighting for sensitivities by time of day.

### Objective 2: Re-assess their correlation with the LAeq,16h noise index

The study considered whether LAeq,16h is the appropriate measure of aircraft noise for predicting annoyance. The study found that while LAeq,16h continues to be a good proxy for measuring community annoyance at a given point in time, the relationship between LAeq,16h and annoyance is not stable over time. Because of this, use of LAeq,16h to predict future levels of annoyance may be misleading. In particular, where numbers of aircraft are increasing significantly, the ANASE results suggested that under-prediction of annoyance is likely.

The study recognised that the LAeq,16h noise index incorporates a mathematical trade-off of 10 between event noise level and number of noise events<sup>4</sup>, which means that each doubling or halving of the numbers of aircraft noise events counts as equivalent to a 3 dB increase or decrease in average noise levels<sup>5</sup>. The results from the study suggested that the LAeq,16h noise indicator gives insufficient weight to aircraft numbers, and a relative weight of 20 appears more supportable from the evidence than the relative weight of 10 inherent in LAeq,16h.

### Objective 3: Examine willingness to pay to remove aircraft noise

The study was required to examine (hypothetical) willingness to pay in respect of nuisance from aircraft noise, and whether attitudes might be affected if cash transfers or, for example, noise insulation grants were made available. The study found that aircraft event noise level, aircraft type, time of day and personal characteristics (in particular household income) influence annoyance and willingness to pay.

### **Aircraft noise action plans**

The EEA report 11/2010 [1] provides the dose-effect relationships intended to be used to assess the effects of noise on populations as required by the Directive [2]. Section 6 of the EEA report suggests that the lower noise thresholds for mapping are intended to delimit the area where noise is "considered to be a problem". These thresholds are noise levels above which health effects start to occur.

The EEA report accepts that use of the current threshold levels for noise mapping of 55 dB Lden and 50 dB Lnight is understandable as a first step because of the large scale noise mapping required. However, the report points out that Member States are free to choose their own noise

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<sup>4</sup> LAeq,T = SEL + 10LogN – 10LogT, where SEL is event noise level (dB) for N events in T seconds

<sup>5</sup> 10Log(2/1) = +3 and 10Log(1/2) = -3

thresholds from where to start action planning, and the Lden threshold for noise mapping of 55 dB Lden does not take into account differences that exist between different noise sources. These differences are illustrated in Table 6.1 of the EEA report giving respective percentages highly annoyed at 45, 50 and 55 dB Lden for road, rail and aircraft noise. Table 6.1 of the EEA report is reproduced here (in part) as Table 1.

Table1: Transportation noise annoyance (reproduced from EEA report)

Lden	Percentages of highly annoyed		
	Road	Rail	Aircraft
55 dB	6%	4%	27%
50 dB	4%	2%	18%
45 dB	1%	0%	12%

The EEA report states that while 55 dB Lden is a “fair” threshold for rail noise, use of 55 dB Lden for other noise sources leads to an underestimate of the actual burden. Table 1 gives the percentage highly annoyed at 55 dB Lden for rail noise as 4%, while the percentage highly annoyed at 45 dB Lden for aircraft noise is given as 12%. This means that to achieve annoyance levels approaching that regarded as “fair” for rail noise, the threshold for aircraft noise may have to be lower than 45 dB Lden. In fact, Section 2 of the EEA report gives 42 dB Lden as a general noise threshold above which annoyance effects start to occur or rise above background. It would therefore appear that the EEA report implies that the threshold for noise mapping where aircraft noise is considered to be a problem should be significantly lower than 55 dB Lden as currently used.

## Conclusions

The EEA report recognises that levels of annoyance with aircraft noise are much higher for post-1990 studies than for pre-1990 studies. This paper compares the results for different annoyance models over the range of noise levels in the ANASE study (40.9 to 64.2 dB LAeq,16h). This analysis shows that annoyance levels predicted by the UK’s CAP725 relationship are generally lower than given by the EEA pre-1990 relationship, and much lower than given by the EEA post-1990 relationship. In contrast, the analysis shows that the much higher annoyance levels in the EEA post-1990 studies seem to be replicated by the ANASE study. Despite this, the Government continues to rely on the ANIS, Schultz and CAP725 aircraft noise relationships derived from social surveys carried out more than 25 years ago.

Until the issues of the ANASE study are addressed, it is suggested that Government policy should be based on guidance in the EEA report, including the specified relationship between annoyance and aircraft noise level. Although the EEA report gives increased levels of aircraft noise annoyance, it does not address all the objectives of the ANASE study. These objectives include the suitability of LAeq,16h as an indicator of community annoyance, the importance of numbers of aircraft flights, the relative importance of different times of day, and determining willingness to pay to reduce annoyance from aircraft noise. Further work is necessary to address these objectives.

It is concluded that there is an urgent need for updated guidance from the Government on the annoyance relationship for aircraft noise, and the threshold level at which aircraft noise is considered to be a problem.

## References

[1] Good practice guide on noise exposure and potential health effects. EEA Technical Report No. 11/2010. European Environment Agency, 2010.

- [2] Directive 2002/49/EC. Directive of the European Parliament relating to the assessment and management of environmental noise, 2002. Official Journal of the European Communities, L 189, 12-25.
- [3] Position paper on dose response relationships between transportation noise and annoyance. European Commission Working Group, 2002.
- [4] United Kingdom Aircraft Noise Index Study. DR report 8402, Civil Aviation Authority, 1985.
- [5] CAP725, CAA Guidance on the application of the airspace change process. Civil Aviation Authority, 2007.
- [6] Synthesis of social surveys on noise annoyance. Schultz, Theodore J. Journal of the Acoustical Society of America, 64(2), 1978.
- [7] London Heathrow Airport Strategic Noise Maps 2006. ERCD Report 0706. Civil Aviation Authority, 2007.
- [8] Noise exposure contours for Heathrow Airport 2006. ERCD Report 0701. Civil Aviation Authority, 2007.
- [9] ANASE: Attitudes to Noise from Aviation Sources in England. Final Report prepared for Department for Transport by MVA Consultancy, October 2007.
- [10] Attitudes to Noise from Aviation Sources in England. Non SP Peer Review. Civil Aviation Authority and Bureau Veritas, draft July 2007, final October 2007.

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## **APPENDIX 2: SUBMISSION OF EVIDENCE TO THE TRANSPORT SELECT COMMITTEE ON AVIATION**

**From:**  
**Councillor Raymond Puddifoot**  
**Leader of the Council**  
**London Borough of Hillingdon**  
**Civic Centre**  
**Uxbridge**  
**UB8 1UW**

**Email address: [RPuddifoot@hillingdon.gov.uk](mailto:RPuddifoot@hillingdon.gov.uk)**  
**Phone: 01895 250316**

**Dear Committee Member**

### **Introduction**

Thank you for the opportunity to participate in this Inquiry. I am submitting this evidence on behalf of the London Borough of Hillingdon. I have been the Leader of the London Borough of Hillingdon since 2000 and am a local councillor for the Ickenham Ward. I am one of the key partners of the 2M Group, an all-party alliance of local authorities concerned about the environmental impact of Heathrow operations on their communities. The Group, which took its name from the 2 million residents of the original 12 authorities, now represents a combined population of 5 million people and was successful in 2010 in overturning plans for a third runway at the airport. The Group is not anti-Heathrow but works together to improve the environment and protect the quality of life for local people.

My response is set below in an Executive Summary and under the specific questions that the Committee has agreed to pursue.

### **Executive Summary**

The main points and key recommendation for action by the Government or others which I would like the Committee to consider for inclusion in its report to the House are as follows:

#### Main Points

- a) It should be acknowledged that the provision of capacity is not necessarily synonymous with increased connectivity, especially at congested airports like Heathrow. The Government need to identify what interventions they are able to impose upon airlines to ensure they play their part in maintaining connectivity. If not, local communities could be subjected to yet more increases in noise and pollution to find that airlines simply fly to the same destinations at a greater frequency.
- b) Aviation must form part of an overall strategic national integrated transport infrastructure framework that encompasses airports, roads and rail, including any potential high speed rail. Without such a framework, airport growth will remain

constrained by poor transport links to the detriment of the national economy and continue to have adverse social and environmental impacts to the detriment of local communities.

- c) If the Government is determined to postpone the decision on airports until post 2015, it should also call a halt on the proposal for HS2, as it currently stands, and align the two strategies accordingly.
- d) Airports cannot be allowed to have increased capacity at any cost. There must be sufficient weight given to complying with relevant European environmental legislation on issues such as local air quality and ensuring the avoidance of significant adverse noise impacts in order to protect the health and well being of local communities.
- e) A more accurate measure of community exposure to noise must be adopted as soon as possible, including recognition that the frequency of flights is an important aspect rather than just the noise of an individual flight, plus accounting properly for the impacts associated with noise at different times of the day, especially night noise.
- f) I would support the investigation by Government into measures such as extending fifth freedoms, reviewing the current slot mechanism and offering bilateral partners unilateral open access to other UK airports, to ensure best use of regional airports to relieve the pressure at congested south east airports.
- g) The provision of resilience must be built into the operating model of any airport. I would support the Mayor of London's proposal that any runway utilisation should be at no more than 75% to avoid congestion on the ground, congestion in the air and to improve the passenger experience in terms of the airport's ability to recover from disruption.
- h) Before any decisions are made on the provision of extra capacity or whether the hub model is the correct operating model for increasing capacity and maintaining connectivity, the impacts of various changes should be appropriately taken into account including new technologies such as video-conferencing; substitution of short haul for rail trips; increasing oil prices; constraints in terms of reducing climate change emissions; and the impact of new generation aircraft, such as the Boeing 787 which will have the ability to fly longer distances.
- i) An international hub needs to be situated where there is sufficient land to facilitate its function as a hub. It must have sufficient runway capacity; be managed at a level to ensure operational resilience; and be located so as to minimise harm to the environment and most importantly to local communities.

#### Key recommendation

I would ask the Committee to recognise that a third short runway at Heathrow is not likely to be sufficient in the long term and there will inevitably be pressure for a 4<sup>th</sup> runway. There is insufficient land for Heathrow Airport to expand to meet the long term requirements of a hub airport. To attempt to propose airport expansion in such an already congested location, with the devastating impacts arising from the demolition of homes and the loss of communities and the unacceptable levels of noise and air pollution that this would bring to large areas of London, is not logical or rational in any future aviation policy.

## Question 1 - What should be the objectives of Government policy on aviation?

### **a. How important is international aviation connectivity to the UK aviation industry?**

1 The Government's draft Aviation Policy Framework consultation states that international aviation connectivity is important to the UK. It follows, therefore, that the aviation industry has a role to play in ensuring that the UK remains a well connected nation. However, the question itself asks whether international connectivity is important to the UK aviation industry.

2 Our experience at Heathrow doesn't allow the conclusion to be drawn that international connectivity is necessarily important to the aviation industry. Increases in capacity have not been synonymous with the provision of increases in connectivity.

3 When permission was given for the building of Terminal 5, it included a capacity increase up to 480,000 Air Transport Movements a year. Despite the increase in flight numbers, over time there has been a decline in destination choice with airlines simply operating more profitable routes at a higher frequency. The number of destinations served has dropped from 227 in 1990 to 180 today, despite the permitted increase in capacity. (page 24, All Party Parliamentary Group Inquiry into Aviation Policy and Air Passenger Duty (APPG Report), August 2012).

4 Maintaining diverse international connectivity for the UK has therefore been sacrificed for frequency on the same profitable routes. As this experience indicates, maintaining connectivity cannot be left to the airlines. This aspect is highlighted in the APPG report:

*"airlines cannot be expected to substitute established and successful routes which provide an economic return for unproven new routes."* (page 24)

5 Given this statement, if diverse international connectivity is vital to the UK economy, there do not appear to be the appropriate Government interventions available to ensure that airlines play their part in maintaining and increasing international connectivity, nor any means of ensuring consolidation where slots are being used uneconomically and to the detriment of the UK's international connectivity. There is no evidence to suggest that the repeated calls for capacity increases are a guarantee of better international connectivity. This is especially relevant at congested airports such as Heathrow.

### **b. What are the benefits of aviation to the UK economy?**

6 I have not focussed on this question.

### **c. What is the impact of Air Passenger Duty on the aviation industry?**

7 I have not focussed on this question.

### **d. How should improving the passenger experience be reflected in the Government's aviation strategy?**

8 Whilst the provision of a good passenger experience is an important aspect for UK business, and its reputation internationally, sufficient weight needs to be given to protecting the needs of the local communities in close proximity to large airports.

9 Whilst the provision of jobs to local communities is a positive aspect of close proximity to an airport, the negative impacts such as increased pollution; increased noise; transport congestion on road networks; and over-crowded public transport can outweigh any benefits.

10 The Government has a duty to protect the health and well being of local communities, as well as having a legal obligation to comply with relevant European environmental legislation on issues such as local air quality. This needs to be reflected, and given sufficient weight, in any future aviation strategy. This aspect must not be sacrificed by simply putting in measures and policies to prioritise improving the passenger experience.

**e. *Where does aviation fit in the overall transport strategy?***

11 At present, aviation doesn't fit in the overall transport strategy. This is something that needs to be addressed urgently. Aviation must form part of an overall strategic national integrated transport infrastructure framework that encompasses airports, roads and rail, including any potential high speed rail.

12 As an example, decisions on High Speed 2 (HS2) have already been made for a preferred westerly route from London to incorporate a spur to Heathrow, described in the HS2 Decision documentation as the country's major hub airport. This is not aligned to the timescales for the Independent Commission chaired by Sir Howard Davies to look at the requirements for future aviation capacity, including the potential for a new hub airport, which will not report until 2015.

13 Should the Independent Commission Review recommend a new hub airport in a location other than Heathrow, then the HS2 route and appropriate links would need complete re-assessment because it would not need to go west from London in order to link with Heathrow airport. If the Government is determined to postpone the decision on airports until post 2015, it should also call a halt on the proposal for HS2 as it currently stands and align the two strategies accordingly.

**Question 2 - How should we make the best use of existing aviation capacity?**

**a. *How do we make the best use of existing London airport capacity? Are the Government's current measures sufficient? What more could be done to improve passenger experience and airport resilience?***

14 There are airports that are currently not at capacity which could be used to take the pressure off congested airports, such as Heathrow. The Government has suggested extending the fifth freedoms policy to Gatwick, Stansted and Luton. This policy grants rights to allow an airline of one country to land in a different country, pick up passengers and carry them on to a third country. By extending it to include Gatwick, Stansted and Luton, there are likely to be new services attracted to these airports and additional stop-over flights, which would support London's and the UK's aviation connectivity and the UK's economy. The Government has also suggested other measures such as offering bilateral partners unilateral open access to UK airports away from the congested South East airports and reviewing the slot mechanism. I consider such measures are worthy of investigation.

15 The provision of resilience must be built into the operating model of any airport. At Heathrow the number of air transport movements has been set too high, i.e. at the actual capacity limits of the runways, as opposed to an operational capacity which would allow for the provision of resilience. This is considered to be unacceptable for two reasons. Firstly, appropriate limits on air transport movements at airports would ensure greater resilience and thereby improve the passenger experience in relation to punctuality and delays and also have environmental gains in aspects such as reducing stacking in the air and congestion on-airport. Secondly very high air transport movements has detrimental impacts on the surrounding communities, who have to cope with the extra measures which are put in place by airport operators to cope with congestion and improve resilience.

16 A recent statement from the Mayor of London (speech to Business Leaders, City Hall, 4<sup>th</sup> Oct 2012) has proposed that any runway utilisation should be at no more than 75% to avoid congestion on the ground, congestion in the air and improve the passenger experience in terms of the airport's ability to recover from disruption. I would support this view.

**b. Does the Government's current strategy make the best use of existing capacity at airports outside the south east? How could this be improved?**

17 I have not focussed on this question.

**c. How can surface access to airports be improved?**

18 Currently different aspects of transport are looked at in isolation, for example, the high speed rail route and link to Heathrow has been given approval, yet the aviation strategy in relation to the potential expansion and location of future hub capacity is currently postponed to post 2015. There must be a strategic national integrated transport infrastructure planning framework. Without such a framework, airport growth will remain constrained by poor transport links to the detriment of the national economy and continue to have adverse social and environmental impacts to the detriment of local communities.

19 In terms of regional access, although an airport will have a clear objective to improve surface access for its passengers and workers, this must be delivered as an integral part of the whole surrounding road and public transport network, to ensure implementation of the best option for the region and local communities.

20 Heathrow airport is situated in a congested part of west London with motorways, local roads and public transport networks, including rail and tube lines serving central London, west London and the Thames Valley Corridor as well as several local borough networks. The development of the airport and its associated surface access infrastructure has been piecemeal. The result is a very congested road and public transport network, with traffic serving a large international airport having to compete with all other transport users. The consequences of a busy international airport in a very densely populated area include both congested road networks, resulting in unacceptable levels of air and noise pollution, and also unsatisfactory public transport, with commuters competing for space with airport passengers and luggage. Whilst further improvements to surface access may be feasible at Heathrow, they are limited given the existing congestion and the density of development in the area.

### Question 3 - What constraints are there on increasing UK aviation capacity?

#### a Are the Government's proposals to manage the impact of aviation on the local environment sufficient, particularly in terms of reducing the impact of noise on local residents?

21 Where an airport is located in a densely populated area, environmental constraints pose a serious limit on its ability to increase capacity. At Heathrow, both air and noise pollution levels exceed acceptable limits. Where local communities in close proximity to an airport suffer from unacceptable levels of noise and air pollution, benefits in technologies such as quieter aircraft cannot be used as an opportunity to increase flight numbers but must be directed towards improvements in the health and well being of local residents. Due to the constrained nature of the airport location, Heathrow has developed to operate at capacity with no resilience. It is not acceptable to increase the burden on local communities by introducing extra measures to attempt to make an inappropriately located international airport more effective.

22 The wrong location for an international airport becomes its own constraint in terms of future growth. Heathrow is a two runway, segregated mode operation airport with an annual aircraft movement limit of 480,000. Its operation already causes intolerable levels of noise for swathes of Londoners, and, due to its congested urban location, is a main contributor to levels of air and noise pollution above health based standards for surrounding communities. In order to maintain its international hub status, Heathrow will inevitably require 4 runways and therefore continued incremental growth will not be practicable or sustainable in the future.

23 The constraints of noise, air pollution and operational resilience on increasing UK aviation capacity are discussed in more detail below.

#### i) Noise impacts

24 Heathrow is unique in Europe in terms of the magnitude of the noise impact on the surrounding densely populated area, with thousands of people living on a daily basis with an aircraft overhead every 90 seconds and with flights that disturb sleep from as early as 4:30 am. The levels of air pollution are above those set for the protection of health and the surrounding roads and public transport networks are congested. This has been the case for a number of years and it was these conditions which helped the Coalition Government decide that expansion in this location was not tenable.

*"The quality of life impact of a third runway with up to 220,000 more flights over London every year, would be massive and there is no technological solution in sight to ensure planes become quiet enough quickly enough to make this burden in an way tolerable. So we need another solution..."* (our emphasis), Theresa Villiers, Transport Times Conference, April 2012

25 Where an airport is located in a densely populated area such as London, its growth will be seriously constrained by the requirement to meet the Government aviation policy objective to reduce and limit those impacted by noise, and, to meet the National Noise Policy Statement for England objective to avoid significant adverse impacts on the health and well being of local communities, becomes a constraint on growth

26 Heathrow Airport accounts for approximately 70% of people in the UK exposed to aircraft noise, and the noise impact from this one airport easily exceeds the combined impact of all the other hub airports in Western Europe. The European Union Noise Directive requires the use of the 55 dB  $L_{den}$  contour which also takes account of the differing impacts at different times of the day, night noise being the most intrusive. The outdated DfT measure of 57dB  $LA_{eq16h}$ , uses a higher noise level and is measured as a straight average over a 16hr day. The extent this difference has on the estimation of the impact on local communities is discussed below.

27 The DfT measure (57 dB  $LA_{eq16h}$  contour) for Heathrow in 2010 covers an area of 106.3sqkm in which 224,550 people live, the EU Noise Directive criteria (55 dB  $L_{den}$  contour) covers an area of 222.3 sq km in which 712,100 people live. It is totally unacceptable to use out-dated metrics. A more accurate measure of community exposure to noise must be adopted as soon as possible, including recognition that the frequency of flights is an important aspect rather than just the noise of an individual flight, plus accounting properly for different times of the day, especially night noise. I have attached a technical paper which gives evidence to support our view (Appendix A)

b) Local air quality

28 Local air quality is a significant constraint to expansion at Heathrow with levels in the surrounding communities exceeding European health standards. The annual mean nitrogen dioxide standard was required to have been met by 2010. The UK Government Air Quality Plan which was submitted in September 2011 to the European Commission as part of its legal obligations for meeting air quality limits has predicted that this area will not be in compliance with this standard until at least 2020. This would appear to be unacceptable.

29 The previous Government's proposals for expansion of Heathrow (Adding Capacity at Heathrow, 2008) relied heavily on assumptions that significant improvements in road vehicle technology would create the necessary level of "headroom" in which more flights could be added. This reliance has proved to be misplaced. As the Government Air Quality Plan submission to Europe has reported, limits will not be met, even under present operating conditions, until at least 2020. Given the legal significance of the UK Government being in breach of the legislation to meet European Union limit values for local air quality, this becomes a serious constraint on any future capacity increases in urban locations such as Heathrow.

c) Operating at capacity without resilience

30 Because Heathrow is operating at capacity, the airport has no operational resilience. To allow an airport, which is an uncontrolled source of emissions, to operate at capacity in such an urban location has proven to be a mistake to the detriment of local communities who have suffered as a result.

31 Measures are currently being tested at Heathrow to improve resilience through trials of operational freedoms, but it is the local communities who will again bear the brunt of this with encroachments into much valued respite periods being one of the potential outcomes.

32 I support the Mayor of London's recent view that maintaining runway utilisation at 75%, as opposed to the 99% at Heathrow, could bring about improvements in congestion on the ground; reduce stacking in the air; and improve the passenger experience in terms of speedier recovery from disruption. Maintaining resilience becomes a constraint in terms of increasing capacity because in order to operate more efficiently, the current levels of air transport movements at Heathrow need to be actually decreased not increased.

**b. Will the Government's proposals help reduce carbon emissions and manage the impact of aviation on climate change? How can aviation be made more sustainable?**

33 I have not focussed on this question.

**c. What is the relationship between the Government's strategy and EU aviation policies?**

34 I have not focussed on this question.

#### **Question 4 - Do we need a step-change in UK aviation capacity? Why?**

**a What should this step-change be? Should there be a new hub airport? Where?**

##### The requirement for extra capacity

35 Before deciding on the need for a step change in capacity increases, there are a number of questions which require examination. Changes including new technologies such as video-conferencing; substitution of short haul for rail trips; increasing oil prices; and constraints in terms of reducing climate change emissions could all have an impact on the need for, and the magnitude of, any increases in capacity. In addition, the impact of new generation aircraft, such as the Boeing 787, which can potentially provide a point to point service over a greater distance, should be appropriately taken into account.

36 These issues need to be understood before any decisions are made on the provision of extra capacity or whether the hub model is the correct operating model for increasing capacity and maintaining connectivity.

##### The objective behind the need for capacity increases

37 If the Government objective is to maintain and improve international connectivity, there needs to be a recognition that extra capacity does not necessarily lead to extra connectivity. This has been proven by experience at Heathrow.

38 Airlines cannot be forced to either provide new routes or maintain existing ones where market forces dictate otherwise. There must be recognition of the risk that increased connectivity is not a guaranteed outcome, especially in situations where airports become quickly constrained, as would be the case of an additional short third runway at Heathrow. This aspect must be taken into account before decisions are made.

##### Hub location

39 The number of runways and the associated facilities to maintain a hub airport are larger than a traditional point to point airport, due to the nature of the hub operation and the requirement for feeder flights. Unless the hub airport is sited in a suitable location, maintaining its hub operation will become constrained by land availability and environmental issues, which is what has happened at Heathrow.

40 Heathrow is unusual in being a successful hub airport with only two runways and generally other successful hubs have more runways. In comparison, Schiphol has six runways; and Charles de Gaulle and Frankfurt have four. Given the pressure for future expansion to align with the predictions in aviation growth, and the need to connect with emerging markets such as Brazil, Russia, India and China, it is clear that there is growing concern that in order to maintain a successful hub operation, there is a need for more capacity and for additional runways. A third short runway at Heathrow is not likely to be sufficient in the long term and there will inevitably be pressure for a 4<sup>th</sup> runway.

41 The location of Heathrow Airport has become its own constraint. To attempt to propose airport expansion in such a congested location, with the devastating impacts arising from the demolition of homes and the loss of communities and the unacceptable levels of noise and air pollution that this would bring to large areas of London, is not logical or rational in any future aviation policy.

42 A hub airport needs to have sufficient capacity to allow for growth in the feeder flights which are needed to maintain the hub model of operation and for it to be operated at a level where there is operational resilience. I support the Mayor of London's view (Aviation speech, City Hall, 4<sup>th</sup> Oct 2012) that maintaining runway utilisation at 75% could bring about improvements in congestion on the ground, reduce stacking in the air and improve the passenger experience in regard to speedier recovery from disruption.

43 A hub airport must also be situated in a place which minimises harm to the environment, and, most importantly, people. West London is not somewhere that fits these criteria and a successful hub airport cannot be 'shoe-horned' into Heathrow.

44 If the UK requires a first class hub airport for London, then other options for its location must be appraised against the national Aviation Policy Framework, including wider objectives such as the well being and quality of life of local residents.

**b. *What are the costs and benefits of these different ways to increase UK aviation capacity?***

45 Up to now the main evidence for increasing aviation capacity has been based upon economic gain. I support the draft Aviation Policy Framework approach of achieving a better balance than in the past between the benefits aviation brings and its impacts. The impacts must be accounted for at both a global level, and at a local level in terms of health and wellbeing of communities and the environment.

46 If this objective is taken seriously, it is obvious that increasing capacity at Heathrow is not the answer to increasing UK aviation capacity because this would result in the demolition of hundreds of homes; the loss of communities; increased noise for millions of people; and unacceptable pollution levels above European Union legal standards for health.

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## ESTABLISHING HEALTHWATCH HILLINGDON

<b>Cabinet Member(s)</b>	Councillor Philip Corthorne
<b>Cabinet Portfolio(s)</b>	Social Services, Health and Housing
<b>Officer Contact(s)</b>	Kevin Byrne – Head of Policy and Performance
<b>Papers with report</b>	Appendix 1. Summary of consultation responses Appendix 2. Equality Impact Assessment

### 1. HEADLINE INFORMATION

<b>Summary</b>	<p>The Health and Social Care Act 2012 requires local authorities to establish local Healthwatch organisations in their areas from 1 April 2013. Hillingdon Healthwatch will become the new local health and social care, consumer champion and will represent the views of all local residents. Hillingdon Healthwatch will also replace Hillingdon Local Involvement Network (LINK). This report, therefore, sets out the approach proposed to be taken in Hillingdon to establish Healthwatch and seeks delegated authority to take forward necessary decisions.</p> <p>In addition, under the Act the former NHS Independent Complaints Advocacy Support (ICAS) service will also become a statutory function of the Local Authority from 01 April 2013. This report also outlines proposals to carry out this function.</p>
<b>Contribution to our plans and strategies</b>	The provision of an effective voice for local people in regard to health and social care services supports Hillingdon's vision "Putting our residents first".
<b>Financial Cost</b>	<p>The funding for Hillingdon Healthwatch will be subject to Hillingdon Council's budget setting process. Proposed budgets are not ring fenced. It is anticipated that the budgeted costs of Hillingdon Link will be added to new money promised from Government in the spending settlement to deliver the Patient Advice and Liaison support (PALS) service.</p> <p>The Department of Health have indicated that an estimated budget of £59,584 will be made available to the Council for the commissioning of the NHS ICAS service. The final amount made available will not be ring fenced and will be confirmed in January 2013.</p>
<b>Relevant Policy Overview Committee</b>	Social Services, Health and Housing and External Services
<b>Ward(s) affected</b>	All

## **2. RECOMMENDATIONS**

- 1) **That Cabinet approves the next steps identified below for setting up Healthwatch in Hillingdon and delegates authority for decisions be taken to the Leader of the Council and Cabinet Member for Social Services, Health and Housing, in consultation with the Deputy Chief Executive and Corporate Director for Central Services on the following:**
  - a) **Establishing a new independent corporate body to undertake the statutory functions envisaged in the Health and Social Care Act 2012.**
  - b) **Establishing appropriate governance arrangements for the new organisation.**
  - c) **Recruitment of the first Healthwatch Hillingdon Board, noting the appointment of Jeff Maslen as designated Chairman of Healthwatch Hillingdon following a full and open competition.**
  - d) **To enter into an agreement with Hillingdon Healthwatch, once established, for a period of two years with options to extend for up to a further two years.**
- 2) **That Cabinet note that discussions have begun with other local authorities on a joint procurement venture to procure the NHS ICAS service;**
- 3) **That Cabinet authorises the Deputy Chief Executive and Corporate Director of Central Services, in consultation with the Cabinet Member for Social Services, Health and Housing, to approve such arrangements as are necessary to procure the NHS ICAS service.**
- 4) **That Cabinet notes the outcome of the public consultation at Appendix 1.**

### **Reasons for recommendation**

The proposals for establishing Healthwatch Hillingdon are based on legal requirements.

The commissioning of the NHS Independent Complaints Advocacy Service (ICAS) in England will become the responsibility of local authorities from 1 April 2013. This will occur as part of the changes arising from implementation of the Health and Social Care Act 2012. There are opportunities for a more effective and efficient service if delivered across London and officers are discussing a potential pan-London recruitment process, which, if viable, will require a quick sign up to ensure procurement timetables are reached.

### **Alternative options considered / risk management**

The statutory guidance and regulations available so far from the Department of Health are broadly permissive, allowing local areas to establish local Healthwatches as best suit local need. The main alternative option would be to enter into a fully competitive and open tender for an organisation to deliver the functions. In Hillingdon, our aim in establishing Healthwatch is to ensure that it is a locally based, effective and well led organisation with strong governance and representative of local people. The Council is also keen to demonstrate continuity of service from Link, whilst recognising that Healthwatch is to be a new independent body. The Council felt, therefore, that designing a new organisation for Hillingdon and funding this through a grant would achieve these objectives better.

The alternative option for ICAS would be to delegate the commissioning of NHS ICAS to Healthwatch Hillingdon or to commission provision from Healthwatch Hillingdon. This is allowed under the Health and Social Care Act 2012, however Healthwatch Hillingdon will be a fledgling

organisation in 2013 and provision of the ICAS services would require new skills and knowledge as well as potential requirements for insurance or indemnity. It was not considered appropriate to delegate this function until the local Healthwatch has been successfully established.

### **Policy Overview Committee comments**

None at this stage.

## **3. INFORMATION**

### **3.1 Supporting Information**

The Government, through the Health and Social Care Act 2012 has required that, from April 2013, Local Involvement Networks (Links) will be replaced by local Healthwatch. Each local authority is required to shape its own local Healthwatch arrangements to reflect local circumstances. In addition a national body Healthwatch England has been established as a committee of the Care Quality Commission to provide policy advice and support to local Healthwatches and to champion issues at a national level. Local Healthwatches will be statutory organisations which will be funded through and accountable to local authorities.

Healthwatch Hillingdon will take over the statutory role of the current Hillingdon Link including :

- Promoting involvement of local people in the commissioning, development and assessment of local health and social care services;
- Monitoring health and social care services through use of “enter and view” visits and listening to users and carers;
- Obtaining the views of users of health and social care services on the effectiveness of services;
- Influencing commissioners of health and social care services so that plans meet local needs, including through the Healthwatch Hillingdon Chairman having a seat at Hillingdon’s Health and Wellbeing Board.

In addition Healthwatch Hillingdon will:

- Support individuals to exercise choice by signposting them to services, and
- Report concerns about the quality of local health and social care services to Healthwatch England

### **Designing the new organisation**

There are three key elements to the design of the new Local Healthwatch organisations:

- The operating model – how the organisation manages the delivery of the services, who is involved and how that is controlled on a day to day basis
- The governance structure – how the organisation is controlled at a strategic level and who should have a say on the decisions
- The legal form – this is driven by decisions made regarding the operating model and the governance structure.

### **Healthwatch Hillingdon – Operating Model Options**

There are a number of options regarding the operating model for Healthwatch Hillingdon. There is flexibility in that Healthwatch Hillingdon could choose to employ staff and engage volunteers

itself or to consider contracting out elements of its work. Under the consultation exercise concluded over the Summer (see below and appendix 1) the Council sought views from residents as to what Healthwatch should do and how it should operate. The results from the consultation were not entirely conclusive but there was significant support for building on the momentum of what Hillingdon Link has developed to date, particular the experience and knowledge of the staff. There was also a preference for the option of establishing a new independent organisation. It is envisaged that Healthwatch Hillingdon would be free to consider how to enter into new arrangements and sub contracts but in the specification there would also be recognition of the need for continuity particularly in regard to knowledge and experience.

## **Governance structure**

The proposed model for Healthwatch Hillingdon is a Board, similar to charity trustees or health boards non- executive directors, which would in turn be free to employ staff and uses volunteers to carry out its activities. The Council, in conjunction with Hillingdon Link, has already advertised for a Chairman for the Board and conducted a recruitment process (following the Nolan principles of standards in public life). As a result of this process Jeff Maslen was selected by a panel to be the designated Chairman for Healthwatch Hillingdon. The next step will be to embark on a similar approach to identify members for the Healthwatch Hillingdon board.

Healthwatch must be fully representative of local communities and the specification will set out the need to ensure that Healthwatch Hillingdon is representative. It is also assumed that Healthwatch Hillingdon would develop an appropriate membership system and structure to enable local people to have a say in how the organisation is run.

The Council has led on the recruitment of the Board and will register Healthwatch as an organisation and entity in its own right. An advantage of this approach is that the local authority takes the lead in designing and setting up the new organisation and also putting in governance in place. The organisation is then handed over to the new Board and becomes independent. The Board would then be responsible for leading and shaping the development of the new Healthwatch organisation moving forwards.

## **Legal Form**

The Department of Health guidance stipulates that Local Healthwatches are required to be a corporate body in their own right, meaning it is independent from the local authority and NHS. The legal definition of a Body Corporate is a legal entity such as an association or company. This can mean charities, companies with limited or unlimited liability, companies limited by guarantee, charter companies, co-ops, community interest companies, social enterprise or some other bodies. For Healthwatch Hillingdon we intend that the organisation will be not-for-profit, social enterprise possibly through becoming a company limited by guarantee. There is also scope for the new organisation to be a linked in some way to an existing one, for example as an independent operating arm.

## **Healthwatch Branding**



The Care Quality Commission (CQC) have produced distinct branding for local authorities to use when setting up Healthwatch in their local area as shown above. The aim is to make sure that the Healthwatch brand quickly becomes a familiar sight in local communities. However, execution of the branding can be flexible locally. The visual logo produced by CQC is flexible enough to allow each organisation to cultivate its own particular personality to reflect the needs of its own local area, which will be diverse and unique to that place. Healthwatch England is providing the supporting materials that will make this possible.

## **NHS ICAS**

Until 31 March 2013 the Department of Health will continue to commission and manage the contract for the NHS Independent Complaints Advocacy Services (ICAS). ICAS is a service to assist persons making or intending to make complaints in relation to the provision of NHS services or the exercise of functions by NHS bodies. The service is commissioned on a national basis from three service providers - POHWER, Carers Federation and SEAP (Support, Empower, Advocate & Support).

On 01 April 2013, responsibility for commissioning the NHS ICAS will transfer to local authorities under the Health and Social Care Act 2012. Local authority officers with responsibility for the commissioning of Local Healthwatch services in London have been meeting to explore options and share good practice. They have identified collaboration on the provision of a pan London NHS Complaints Advocacy service as an appropriate way to secure best value provision and to mitigate the risks of taking on this new commissioning responsibility in its initial years.

Council officers would like to secure a service based on the existing DH specification (with minor variations only to acknowledge essential changes such as the new relationship with local Healthwatch organisations). This would optimise the prospects of securing a provider with appropriate experience and specialist skills. However, there are other local authorities who prefer an enhanced or extended service.

At the time of preparing this report, officers across London were engaged in finalising details regarding the service specification, length of the proposed contract, costing of the service and procurement route to be followed.

It is likely that a decision on the procurement process will need to be formally confirmed and a Participation Agreement signed before the end of October 2012. Authorisation is therefore requested for a decision on the procurement of the service to be delegated to the Deputy Chief Executive and Corporate Director for Central Services acting in consultation with the Cabinet Member for Social Services, Health and Housing. The procurement process is likely to be triggered before the end of November 2012 in order to ensure that a service provider is in place prior to 01 April 2013.

## **Equality implications**

The purpose of a Local Healthwatch is to ensure that all parts of the community have the opportunity to make a contribution to the shaping and scrutiny of health and social care services in Hillingdon. Healthwatch organisations will be subject to the public sector equality duty under the Equality Act 2010 and the Freedom of Information Act will apply. An impact assessment has been completed and is attached at appendix 2.

Maintaining a smooth transition for NHS ICAS at a time of change within the NHS will ensure that people who need support to challenge NHS services continue to receive it to the same

standard as commissioned by the DH for the last five years. An Equalities Impact Assessment will be carried out once a service specification is finalised and prior to the start of the procurement exercise.

### **Financial Implications**

The current indications from the Department of Health are that funding will be set out in the local government grant settlement later this year. The funding stream will not be ring-fenced, and Council's have discretion over the amounts they actually allocate to this responsibility. Whilst it will be for local authorities to decide the level of funding, it would be important to ensure that sufficient funding is made available to ensure that an appropriate level of service is provided to the Hillingdon residents. The current government funding for LINk will continue for the transition period until 1<sup>st</sup> April 2013. It is envisaged that the budget for Healthwatch Hillingdon will include the current budget and an additional amount for delivering the PALS signposting element.

The Department of Health has indicated that new money will be made available in the December spending settlement for the delivery of ICAS services. As part of a pan-London procurement exercise Hillingdon would be asked to contribute £2k up front to cover administration, insurance and website development. We anticipate this should be funded in due course from the "new burdens" money issued at the spending settlement.

### **Consultation Exercise**

A consultation survey was undertaken over the Summer to gather views from residents as to the approach and scope of Healthwatch in Hillingdon. In total 138 responses were received. The key points are summarised at Appendix 1.

The implications for ICAS have been discussed with Hillingdon Link and raised at the borough's shadow Health and Wellbeing board.

## **4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

The recommendation will enable the Council to progress the establishment of Healthwatch in Hillingdon as required by statute by 1 April 2013.

An impact assessment has been completed to gauge the potential impact. This is at Appendix 2

### **Consultation Carried Out or Required**

Over the Summer of 2012 Hillingdon Council consulted with residents about the plans for Healthwatch in Hillingdon, 138 residents responded to the consultation. A summary report is included in this Cabinet agenda. The headline messages received were that Healthwatch in Hillingdon will need to be:

- Independent of the Council and other interests
- Able to meet the diverse needs of Hillingdon
- Networked into Hillingdon's voluntary sector
- Accessible and promoted
- Able to build on the knowledge and expertise of Hillingdon Link

## **5. CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance have reviewed and concur with the financial implications set out in the report.

### **Legal**

The Health and Social Care Act 2012 (the "Act") amends the Local Government and Public Involvement in Health Act 2007 to make provisions about Local Healthwatch, which concerns health and social care services.

In relation to setting up a Local Healthwatch, and subject to any secondary legislation and regulation that may be published by the Secretary of State prior to April 2013; the following sections of the Act should be noted:

1. Section 182 of the Act requires the Council to contract with a Local Healthwatch organisation, which must be a social enterprise independent of the local authority and NHS, to involve patients, service users and the public in the commissioning, provision and scrutiny of health and social services.
2. The Council must adhere to the requirements under Section 183 of the Act, including complying with the Regulations issued by the Secretary of State and guidance on conflicts of interest issued by the Secretary of State.
3. Sections 186-187 of the Act details that the Local Healthwatch will have similar rights and duties in relation to providing information and visiting health and social care premises as the rights currently held by Local Involvement Networks (LINKs).
4. Section 188 of the Act details the transition arrangements which may be set by the Secretary of State, including the transfer of property and staff from LINKs to the Local Healthwatch. It is probable that the transfer of staff will be managed in the same way as a TUPE process.

The Cabinet is asked to agree the proposed approach for the setting up of Healthwatch Hillingdon including the establishment of Healthwatch Hillingdon as a not-for-profit, social enterprise possibly through becoming a company limited by guarantee. It is confirmed that this proposed structure will comply with S182 of the Act. The delegation of the decisions outlined elsewhere in this report to the Cabinet Member for Health, Social Care and Housing in discussion with the Deputy Chief Executive and Corporate Director for Central Services will ensure that there is no delay in finalising the numerous decisions associated with the establishment of Healthwatch Hillingdon as a not-for-profit organisation. This in turn will ensure that a smooth transition to Healthwatch Hillingdon takes place.

Under the Equality Act 2010, the Council has a duty to demonstrate that it has paid 'due regard' to the need to:

- eliminate unlawful discrimination, harassment and victimisation;
- advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
- foster good relations between people who share a protected characteristic and those who do not.

An Equality Impact Assessment which considers the effect of these Healthwatch Hillingdon proposals on different groups protected from discrimination by the Equality Act is attached to this report. This Impact Assessment must be considered and given due regard when detailed decisions are made in the process of establishing Healthwatch Hillingdon.

Section 185 of the Health and Social Care Act 2012 provides that each local authority must make such arrangements as it considers appropriate for the provision of independent complaints advocacy services in relation to its area. Any procurement exercise carried out in order to procure the independent complaints advocacy service must comply with the Public Contract (Amended) Regulations 2009.

## **6. BACKGROUND PAPERS**

NIL

## Healthwatch Consultation Summary

### **A range of people took part**

The consultation survey received 138 responses. One third (33%) of respondents are aged 65+, one third (32%) have a disability in their household, and one quarter (25%) are carers.

### **A single contract with one organisation is the preferred option**

Three fifths (60%) support the proposal that the Healthwatch contract should be with a single organisation providing all services as part of their existing work. Reasons given for this included that a single contract would be easier to manage, it avoids duplication, provides a consistent approach, and would be more accountable.

Two fifths (38%) support the proposal for sub-contracts with different organisations providing services. Reasons given for this included that it would encourage cohesion by bringing organisations together, residents could approach the organisation they trust, and that a range of organisations can bring diversity and localised knowledge better suited to residents' needs.

### **Healthwatch needs to be independent**

Most respondents (57%) think Healthwatch should be 'independent'. Other popular characteristics include being 'accessible' (46%), 'representative of the local community' (43%), 'easy to contact' (41%), and 'works in partnership with local organisations' (40%).

### **Knowing they can make a difference will encourage people to volunteer**

Respondents would be most likely to get involved with Healthwatch if they knew that they could make a real difference (70%). Holding meetings at flexible times (45%) and limiting the amount of time it takes up (28%) would also help.

Two thirds (63%) of respondents would be interested in being part of a group that plans and checks health social care services, while 44% would provide information and advice to residents and 38% would share their experiences of services.

### **GPs and hospitals the biggest areas of interest**

The areas of health and social care services that respondents are most interested in hearing about are GPs (53%), Hospital services (51%), voluntary sector services (40%), and Mental Health services (31%).

### **From online to face-to-face: A range of media will be needed**

The most commonly used sources of information about Health and Social Care services are GPs (46%), Hillingdon LINK (37%), voluntary organisations (36%), and the NHS website (33%).

Website/Email (54%) is the most common suggestion for providing information and advice to people, followed by regular drop-in meetings at places like libraries and community halls (51%), joining up with other information and advice providers (45%), and leaflets (45%).

Local newspapers (51%) and newsletters (43%) are the most common suggestions for how best to communicate the work of Healthwatch to local people.



## Impact Assessment

### STEP A) Description of what is to be assessed and its relevance to equality

What is being assessed? Please tick ✓

Review of a service ✓    Staff restructure     Decommissioning a service

Changing a policy     Tendering for a new service     A strategy or plan

This Impact Assessment is assessing the transition from Hillingdon LINKs to a Local Healthwatch service. The Health and Social Care Act 2012 sets out that Local Healthwatch will be established in April 2013. The aim is to set up local Healthwatch in Hillingdon; a local and national patients' champion to make sure that patient's voices are heard about the issues they have in accessing, using and benefitting from health and social care. This should give an opportunity to address equality issues since patients with protected characteristics and their representatives will be able to use this channel to voice problems and suggestions for improving the care they need and receive. Given the range of functions that Local Healthwatch will need to deliver, the new organisation will need to ensure that the volunteers reflect the diversity of the borough.

Who is accountable? e.g. Head of Service or Corporate Director

Kevin Byrne – Head of Policy, Performance and Partnerships

Date assessment completed and approved by accountable person

5<sup>th</sup> October 2012

Names and job titles of people carrying out the assessment

Ruby Ali – HIP Strategic Improvement Manager

A.1) What are the main aims and intended benefits of what you are assessing?

LINks will transform into Healthwatch to strengthen patient and public voice, which is central to the aims of the Government's health and social care reforms. The main functions of Healthwatch will be to.

- Get more adults, children and young people involved in planning and checking health and social care services.
- Get people involved in sharing their experiences in Hillingdon of health and social care services
- Make sure the people who make decisions know about what residents think, and how we they might improve health and social care services
- Influence the commissioning and provision of services
- Provide information, support and advice to patients, service users and carers to help them choose the right services for them
- Ensure that Local Healthwatch is representative of local people and those who use services.

Hillingdon Healthwatch will be for the benefit of all residents in Hillingdon. Healthwatch Hillingdon will be required to operate within the context of current equalities legislation.

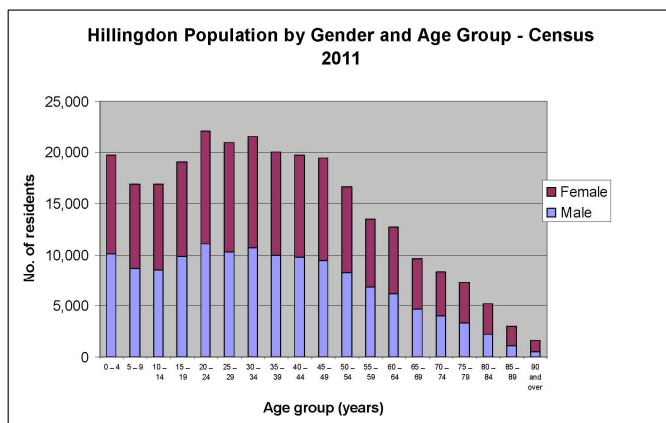
The intended benefits of Local Healthwatch are:

- To inform the policies of Hillingdon and Partners across the voluntary and statutory sector in the improvement of health of residents of Hillingdon
- To reduce health inequalities, by providing sound information on health and social care services to enable residents to make informed choices
- To provide suitable advice and information about access to health and social care services to enable residents to make informed choices
- To provide access to a variety of opportunities to enable local people to contribute their views and ensure those views are made known.

A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

Data taken from the first batch of Census 2011 data for Hillingdon.

## Gender/Age



**Hillingdon Population:** (Source: Census 2011)

Overall: 273,900

Male: 135,800

Female: 138,100

Median age group: 35-39 years

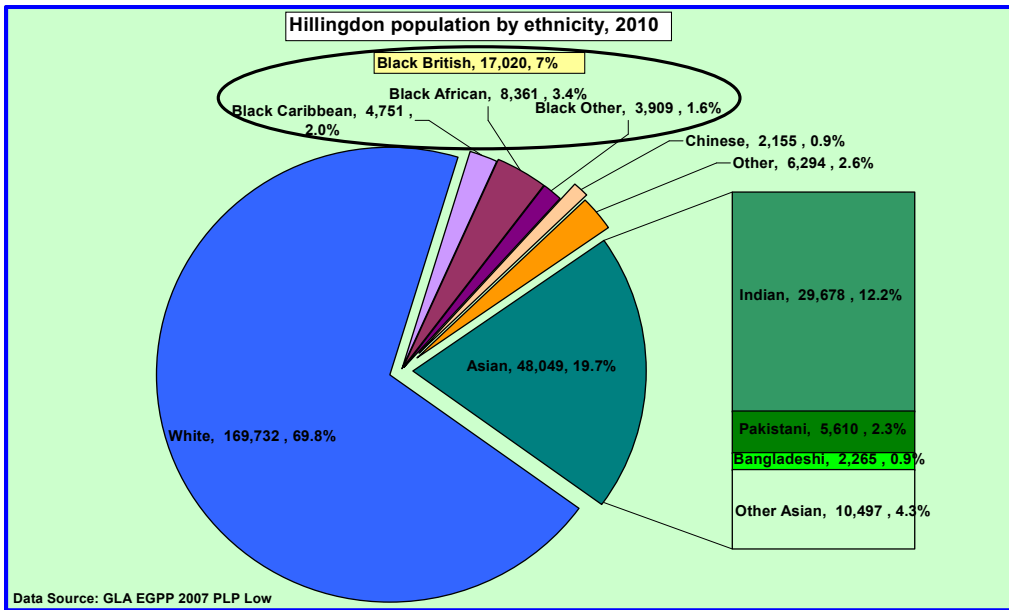
Paul Kent (ext 7446)

Data taken from Hillingdon Profile 2008:

Religion/Belief	Hillingdon
Christian	64.10%
Buddhist	0.39%
Hindu	4.61%
Jewish	0.81%
Muslim	4.63%
Sikh	4.55%
Other religions	0.40%
No religion	13.37%
Religion not stated	7.13%

Data taken from GLA 2010 Round Ethnic Group Projections SHLAA 2011

## Ethnicity



## Households needing support – Disability – Data Source Hillingdon Profile 2008

16% of all households in Hillingdon have one or more people with an identified support need. This is higher than the national average of 11.3%. The main support needs groups are:

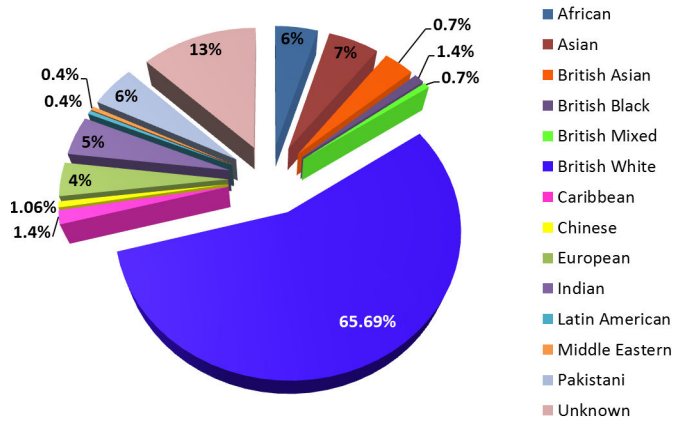
1. Physical disability	58%
2. Frail elderly	27%
3. Severe sensory disability	18%
4. Mental health problem	7%
5. Learning disability	3%
6. Vulnerable people and children leaving care	1%

2. Information on the equalities profile of the LINK membership is illustrated here. Data taken from the Hillingdon LINK Annual Report 2011-12.

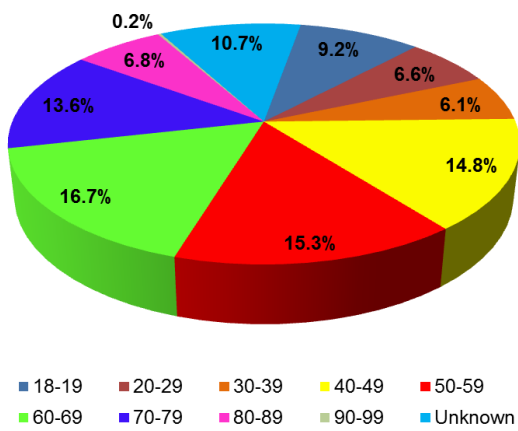
### **MEMBERSHIP**

The membership has grown slightly from 771 at the end of March 2011 to 819 by the end of March 2012, this includes 130 organisation members.

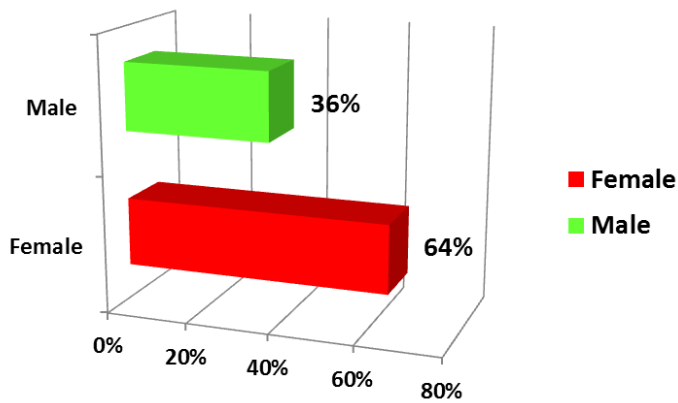
### **By ethnic group**



### By age



### By Gender



A.3) Who are the stakeholders in this assessment and what is their interest in it?

Stakeholders	Interest
The Public (Residents, Health patients, carers etc). Local voluntary community groups	They are all potential users of the Hillingdon Healthwatch service, and could also be volunteers of Local Healthwatch and possibly have a seat on the Healthwatch Board.
LINK and potentially Healthwatch Members	To ensure strong governance of new organisation and ability to influence strategic direction and decisions.
GP Consortia	The GP consortia will be expected to work closely with Healthwatch on embedding patient and public engagement in commissioning decisions. This relationship will be crucial when communicating to patients and the public on how commissioning and service delivery will change at a local level.
Health and Wellbeing Board	The Healthwatch Chairman will have a seat on the Health and Wellbeing Board. Health and Wellbeing Board members will need to champion local Healthwatch at outside meetings.
Council Elected Members	Members will have an interest in ensuring that there are robust transition arrangements in place from LINK to Healthwatch. Also that Hillingdon Healthwatch is able to reach residents from hard to reach communities, and are able to influence and challenge health and social care services.
Corporate Directors	Corporate Directors will have an interest in ensuring there are robust transition arrangements in place for LINK to transform into Local Healthwatch. Also that the Healthwatch Board is representative of the local community in which it serves.
LBH Officers	Officers will be responsible for establishing Hillingdon Healthwatch, an effective Healthwatch Board and

LINK	<p>evaluate and monitor Hillingdon Healthwatch's performance.</p> <p>LINks interest will be to work constructively with Hillingdon Council to manage the transition to Hillingdon Healthwatch.</p>
------	--

A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

**Only tick the boxes which relate to the data you have in A2.**

Age	✓	Religion or belief	✓
Disability	✓	Sex	✓
Gender reassignment		Sexual Orientation	
Marriage or civil partnership		Community Cohesion	
Pregnancy or maternity		Community Safety	
Race/Ethnicity	✓	Other – please state	

**STEP B) Consideration of information; data, research, consultation, engagement**

B.1) Consideration of information and data - what have you got and what is it telling you?

**Age and Gender - Data taken from the first batch of Census 2011 data.**  
The data from the first batch of Census 2011 data is telling us that Hillingdon's population is 273,900 overall. Of that there are 135,800 are Male, and 138,100 are Female. The Median age group is 35-39 years.

**Data Source JSNA 2011**  
Population of older age groups (50+) in Hillingdon is larger when compared with London but similar to (in some age bands) or smaller than England.

**People aged 65+**  
There are a total of 34,385 people over the age of 65 in Hillingdon, out of which 14,797 (43%) are men, and 19,588 (57%) are women. Older People's (65+) population is predicted to increase by 7.1% in the next 5 years compared with 5% overall increase in Hillingdon's population.

**People aged 85+**  
The biggest percentage increases in Hillingdon is expected to occur in those aged between 65 – 69 and 85 and over. The projected overall increase in the population of persons aged 85+ is 8% in the next five years compared with 5% in Hillingdon's total population. The total number of people aged 85+ is 4,716, out of which 1,529 (32.4%) are men and 3,187 (67.6%).

**Information taken from Hillingdon LINK End of Year Report 2011-2012**  
Knowledge about the age of residents is important because need for specific

services varies by age; for example the need for chronic disease management will be greater in the population of older people while need for sexual health and maturity services will be greater in the younger population.

### **Disability – Data taken from Hillingdon Profile 2008**

#### **Disability**

16% of all households in Hillingdon have one or more people with an identified support need. This is higher than the national average of 11.3%.

### **Ethnicity - Data Source: JSNA 2011**

Black and minority ethnic (BME) communities make up approximately 32% of population of Hillingdon in 2011, an increase of 12% compared to 2001 which had 20% ethnic minorities. The largest ethnic minority community is Asian (20%), of which the Indian category alone forms 12% of the total population. The Black African population is 4% of the total population.

Hillingdon has a large BME population, a growing older population and an increase in births. It is important that the membership of Hillingdon Healthwatch Board and wider members are representative of Hillingdon's population and that the service users who engage with Healthwatch are representative.

## **Consultation**

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick NO

YES

**If no, explain why:**

**If yes, what did you do or are planning to do? What were the outcomes?**

Consultation was undertaken on establishing Local Healthwatch in Hillingdon during the Summer. Consultation took place with all residents and stakeholders of Hillingdon. The consultation was carried out via an on-line and paper survey. The headline messages received were that Healthwatch in Hillingdon will need to be:

- Independent of the Council and other interests
- Able to meet the diverse needs of Hillingdon
- Networked into Hillingdon's voluntary sector
- Accessible and promoted
- Able to build on the knowledge and expertise within Link

B.3) Provide any other information to consider as part of the assessment

### Legal context

The Council has a statutory duty to ensure that Healthwatch in Hillingdon is delivering the functions as detailed in the Health and Social Care Act 2012. Local Healthwatch will also be subject to equalities legislation as in the Equality Act 2010,

Freedom of Information Act and Data Protection Act.

Financial context

The Department of Health has provided Local Authorities with an un-ringfenced grant for delivering the Local Healthwatch service.

National Policy context

To deliver on the aims of the Health and Social Care Act 2012, Healthwatch England will be set up as a statutory committee of the Care Quality Commission (CQC), with a role in representing, at a national level, people using health and social care services. This will give people a real influence over policy, service planning and delivery. Each local authority will have to establish a health and wellbeing board covering health, public health and adult social care. The board will need to include a Local Healthwatch representative, to ensure that feedback from patients and service users can influence and shape commissioning plans. Currently the Chairman of Hillingdon Healthwatch is a member of the Shadow Health and Wellbeing Board.

**C) Assessment**

What did you find in B1? Who is affected? Is there, or likely to be, an impact on certain groups?

**Fill in the tables to reflect your findings**

C.1) Describe any **NEGATIVE** impacts (actual or potential):

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
-----------------------	--

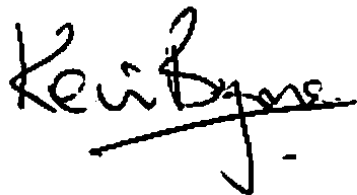
There are no potentially negative impacts identified in the transition of LINK to Healthwatch. As the transition takes place, all stakeholders will be kept informed and feedback from the consultation will be considered to ensure that no particular group is adversely affected. During the transition all service users will be kept up to date on how they can access the new Healthwatch service and have their voice heard. The diversity of membership of Healthwatch and service users will be monitored to ensure it is representative.

C.2) Describe any **POSITIVE** impacts

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
All residents of Hillingdon	The proposed changes will promote and support the involvement of all local people in decisions about how where and when health and social care services are provided and enable local people to monitor and review any decisions that get made. The Voluntary Sector have in-depth understanding of particular equality groups, especially the vulnerable, and how to engage with these groups effectively. The voluntary sector will share this knowledge so it can be used by Healthwatch to ensure that they reach out to all sectors of the community in Hillingdon.

**D) Conclusions**

Hillingdon Healthwatch will be a strengthened consumer voice that can promote patient and public involvement, and seek views on local health and social care services that can be fed back into local commissioning. This should give an opportunity to address equality issues since patients with protected characteristics and their representatives will be able to use this channel to voice problems and suggestions for improving the care they need and receive.

A handwritten signature in black ink that reads "Kevin Byrne". The signature is written in a cursive style with a long horizontal stroke underneath the name.

**Signed and dated:**.....5<sup>th</sup> October 2012 .....

**Name and position:**.....Kevin Byrne, Head of policy and performance.....

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## DESIGNATION OF ROCKINGHAM BRIDGE, UXBRIDGE AS A CONSERVATION AREA AND RAISINS HILL, EASTCOTE AS AN AREA OF SPECIAL LOCAL CHARACTER

<b>Cabinet Member(s)</b>	Cllr Keith Burrows
<b>Cabinet Portfolio(s)</b>	Planning, Transportation and Recycling
<b>Officer Contact(s)</b>	Nairita Chakraborty & Sarah Harper – Planning, Environment, Education and Community Services
<b>Papers with report</b>	Appendix 1: Map of Rockingham Bridge, Uxbridge Conservation Area Appendix 2: Map of Raisins Hill, Eastcote Area of Special Local Character Appendix 3: Rockingham Road, Uxbridge Information Leaflet Appendix 4: Raisins Hill, Eastcote Information Leaflet

### 1. HEADLINE INFORMATION

<b>Summary</b>	Following public consultation, the area surrounding Rockingham Bridge in Uxbridge is proposed for designation as a Conservation Area, and Raisins Hill, Eastcote, is proposed for designation as an Area of Special Local Character. The results of the consultation are being reported and approval is sought for the designation of both areas.
<b>Contribution to our plans and strategies</b>	Hillingdon's Emerging Local Development Framework Hillingdon Design & Access Statements Hillingdon Unitary Development Plan 1998 (Saved Policies 2007) Community Strategy
<b>Financial Cost</b>	The costs of designation, including publicity and the production of leaflets for residents in the area, would be approximately £1,500. This would be met from within the Planning, Environment, Education and Community Services budget for 2012/13.
<b>Relevant Policy Overview Committee</b>	Residents' and Environmental Services Policy Overview Committee
<b>Ward(s) affected</b>	Uxbridge South and Northwood Hills

## **2. RECOMMENDATIONS**

**That Cabinet:**

- 1. Approves the designation of the Rockingham Bridge Conservation Area, as shown on the map in Appendix 1.**
- 2. Approves the designation of the Raisins Hill Area of Special Local Character, as shown on the map in Appendix 2.**
- 3. Instructs officers to undertake the appropriate notification of residents and associated publicity within the designated areas, as in recommendations 1 and 2 above.**
- 4. Agrees that leaflets based on the drafts included in Appendices 3 and 4 are distributed to the residents, shopkeepers and other interested parties within the designated areas.**

### **Reasons for recommendation**

During the period between July and August 2012, a public consultation exercise was carried out in the two areas, the results of which have determined the above recommendations.

### **Alternative options considered**

The alternative would be not to designate the areas, which may leave heritage assets unprotected and Members' and residents' concerns unaddressed. It may also not comply with the objectives set out in the Council and Service Plans.

### **Policy Overview Committee comments**

None at this stage

## **3. INFORMATION**

### **Supporting Information**

1. As part of the Council's ongoing programme of review of Conservation Areas in the Borough, a survey of the area around Rockingham Bridge, Uxbridge and also Raisins Hill, Eastcote, was undertaken during February and March 2012. On 21<sup>st</sup> June 2012, Cabinet approved in principle the designation of the Rockingham Bridge, Uxbridge Conservation Area and Raisins Hill, Eastcote Area of Special Local Character, and agreed that officers carry out public consultation for a period of six weeks in accordance with Hillingdon's Statement of Community Involvement.
2. Local residents, amenity groups and other interested parties within the proposed areas were consulted during July and August of this year and this report sets out the responses to that exercise. The respective Ward Councillors were also advised of the consultation.
3. The consultation was carried out by way of a letter and information sheet. The latter included a map illustrating the boundaries of the proposed areas and an explanation of the implications of the designation. These were sent by post to every property within the proposed areas. The letters were addressed to the individual properties to ensure that there would be minimal errors in delivery.

4. The results of the consultation are detailed below.

## Rockingham Bridge Conservation Area

### Summary of Responses

5. In total 288 consultation letters were sent out and there was a relatively high response rate of approximately 19%. The results, which indicate overall positive support for the designation, are detailed in the table below:

Rockingham Bridge CA	YES	YES with Comments	Total Yes	NO	NO with comments	Total NO	Total Response
Total letters sent: 288	21	24	45	4	6	10	55
			15.62 %			3.47%	19.09%

6. A summary of the main comments and queries arising from the consultation are listed below:
- The majority of the respondents were very supportive of the proposal and commented that the area had a unique character that was worthy of protection.
  - Some residents commented that whilst the designation was welcomed, the general appearance of the area needed to be improved. Many issues relating to parking control, rubbish collections and street scene maintenance were raised.
  - Residents who disagreed with the proposal raised concerns regarding additional planning controls and queried whether designation would lead to retrospective enforcement action, requiring the removal of cladding and satellite dishes from the front elevations of properties.
  - Three residents strongly objected to the proposed boundary, particularly the inclusion of areas beyond the immediate vicinity of Fassnidge Park and the Frays River. One resident raised an objection to the inclusion of the modern 1970s block at the entrance of New Windsor Street.
  - One resident objected strongly to the inclusion of Hows Road, commenting that the proposal would lead to reduced property prices and increased planning controls over alterations and extensions.
  - Concerns were raised regarding the upkeep and poor management of Fassnidge Park.

### Consideration of responses

7. Given the generally positive responses to the consultation, it is clear that there is a high level of support for the designation of the Conservation Area. Relatively few residents objected to the proposal, raising concerns with regard to additional planning restrictions and the extent of the area.
8. With regard to the additional planning controls, residents were advised that the designation of the area would aim to protect it, rather than prohibit development. Whilst certain permitted development rights would be affected, this would help resist inappropriate development and would be in line with local and national planning policies which aim to preserve and enhance the character and appearance of conservation areas.

9. Retrospective permission would not be required for works already undertaken under current permitted development rights. However, if a Certificate of Lawful Development has been issued and works have not begun by the date of designation, this may be invalid and need to be applied for again.
10. There were a small number of requests to reconsider the boundary of the area to remove the terraces and more modern developments to the north, south and east. It is felt that the character of the area is derived from the high density workers' terraces with decorative architectural details. The small front gardens and boundary treatments, along with the open spaces and riverside areas, are an important feature of the area.
11. Whilst there are some modern 1970s blocks, these are integral to the street scene and setting of the area and have, therefore, been included within the boundary. These elements are not considered to detract from the local distinctiveness of the area and its special character, which under the Planning (Listed Buildings and Conservation Areas) Act 1990, the Council now wishes to preserve. The comments resulting from the public consultation have, therefore, been considered and no changes are proposed to the boundary of the area, as originally drawn.
12. It is evident that there are issues regarding the general cleanliness and maintenance of the area, especially along the river and within Fassnidge Park. These have been passed to the Street Maintenance and Green Spaces Teams.

### Conclusion

13. Given the high level of support from the residents, it is recommended that designation is endorsed by the Cabinet. The proposed boundary is shown on the map contained in Appendix 1. If designation is agreed, it is proposed that a leaflet containing guidance on good design is circulated to residents and other interested parties in the area.

### **Raisins Hill Area of Special Local Character**

#### Summary of Responses

14. A total of 134 letters were sent to residents and shopkeepers. The level of response was very high at 35% and the majority of these were in support of the designation. The results, which showed a positive response, are detailed in the table below:

Raisins Hill ASLC	YES	YES with Comments	Total YES	NO	NO with comments	Total NO	Total Response
Total letters sent: 134	29	16	45	1	1	2	47
			33.58%			1.49%	35.07%

15. A summary of the main comments and queries arising from the consultation are listed below:
  - a. There was strong support for protecting the character of the area.
  - b. One resident requested the provision of further guidance on extensions and alterations to buildings.

- c. Some residents raised concerns regarding the cumulative and detrimental impact on the character of the area of works undertaken as permitted development, for example large roof extensions and porches. There was a request for the removal of these rights through an Article 4 Direction.
  - d. One resident suggested that Raisins Hill may include earthworks associated with the historic 'Grims Ditch'.
  - e. A resident complained about poor maintenance of front gardens and pavements.
16. A local Ward Councillor supported the proposal and suggested that the designation could be extended to a wider area to include adjoining roads such as Arden Mhor, Daymer Gardens, Linslade Close, Rushmoor Close, Selway Close and Wrenwood Way. This extension would also take in all of Catlins Lane and Chamberlain Way.

### Consideration of responses

17. Unlike Conservation Areas, Areas of Special Local Character do not benefit from restricted permitted development rights. As such, alterations such as hip to gable roof extensions and side additions would not normally require planning permission in these areas. Whilst Article 4 Directions can be used to protect an area by removing certain permitted development rights, they tend to be used in very special circumstances and are rarely used outside a Conservation Area. In addition, there are also significant resource implications associated with their effective adoption, implementation and enforcement. However, it is anticipated that the designation of the area would generate a sense of pride and responsibility amongst residents and they would be encouraged to extend their properties in a sensitive manner.
18. If designation is agreed, a leaflet containing guidance on good design based on the draft contained in Appendix 4, would be circulated amongst all residents and other interested parties within the area.
19. The boundary changes proposed by the Ward Councillor have been assessed and it is felt that these areas do not sufficiently relate in terms of development or design, to the properties within the area proposed for designation. It is therefore recommended that the proposed boundary remains unchanged.

### Conclusion

20. Given the strongly positive response from residents, it is recommended that this designation is endorsed by the Cabinet. The boundary of the Area of Special Local Character is shown on the map contained in Appendix 2.

### **Summary and Recommendations**

21. Overall, the public consultation was highly successful and the Council received a number of positive responses. Whilst most supported the designation, a few residents expressed concerns over added planning restrictions. Some residents also complained about parking problems, refuse collection, waste disposal and poor quality street scene maintenance. These are not planning matters and have been forwarded to the relevant departments within the Council for consideration. Following the consultation, it is recommended that:

- a. Rockingham Bridge, Uxbridge is designated as a Conservation Area as shown on the Map in Appendix 1.
- b. Raisins Hill, Eastcote is designated as an Area of Special Local Character, as shown on the Map in Appendix 2.

## **Financial Implications**

22. The cost of a notice in a local newspaper and in the London Gazette, together with notification of each resident and the publication of information leaflets, would result in an overall cost of approximately £1500. This would be contained within the budget for Planning, Environment, Education and Community Services for 2012-13.

## **4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

The aims of the recommendations are to designate a new Conservation Area to include the Rockingham Bridge area, Uxbridge and a new Area of Special Local Character encompassing the Raisins Hill, Eastcote. The residents and stakeholders within the areas will be informed of the outcome of the consultation, and if agreed, the date of designation. They will also be sent an information leaflet that advises of the changes in planning control resulting from the Conservation Area designation, which includes greater control over development, demolition and works to trees. The leaflets will also provide guidance on the quality of design, materials and workmanship required for replacement structures and associated works.

### **Consultation Carried Out or Required**

This report includes the details of the consultation that has been carried out.

## **5. CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and concurs with the financial implications set out above.

### **Legal**

Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 gives local authorities power to designate areas of special architectural or historic interest the character of which it is desirable to preserve or enhance, as conservation areas. Section 70 of the Act sets out notification requirements once the conservation area has been designated. Under section 70(5) of the Act the local authority must give notice of any designation of any part of their area as a conservation area (and of any variation or cancellation of such designation) to the Secretary of State and to the Historic Buildings and Monuments Commission for England. Section 70(8) prescribes that any designation, variation or cancellation must be published in the London Gazette and at least one newspaper circulating in the area of the local authority.

The designation of an area as a conservation area has several formal consequences:

- a. the demolition of most buildings requires the consent of the local authority (section 74 of the Act);
- b. prior notification must be given to the local authority before works can be undertaken to trees within the conservation area (section 211 of the Town and Country Planning Act 1990);
- c. the local authority has a duty under section 71 of the Act to formulate and publish proposals for the preservation and enhancement of the area;
- d. the local authority has a duty to pay special attention to the desirability of preserving or enhancing the character or appearance of the area in the exercise of their powers under the planning Acts and Part 1 of the Historic Buildings and Ancient Monuments Act 1953 (section 72);
- e. planning applications for development which would, in the opinion of the local authority, affect the character or appearance of the conservation area must be given publicity under section 67 of the Act and representations received must be taken into account in determining the application (section 67(7));
- f. permitted development rights under the Town and Country Planning (General Permitted Development) Order 1995 are more restricted than in other areas; and
- g. the right to display certain types of illuminated advertisement without express consent under the Town & Country Planning (Control of Advertisements) Regulations 1992 is excluded.

Consultation must be undertaken when proposals are still at a formative stage, must give sufficient reasons to permit the consultee to make a meaningful response, must allow adequate time for consideration and response, and the results of the consultation must be conscientiously taken into account in finalising any proposals.

### **Corporate Property and Construction**

There are no property implications resulting from the recommendations set out in this report.

### **Relevant Service Groups**

#### **Transport and Projects Team**

There are no objections to the proposals from the Transport and Projects Team.

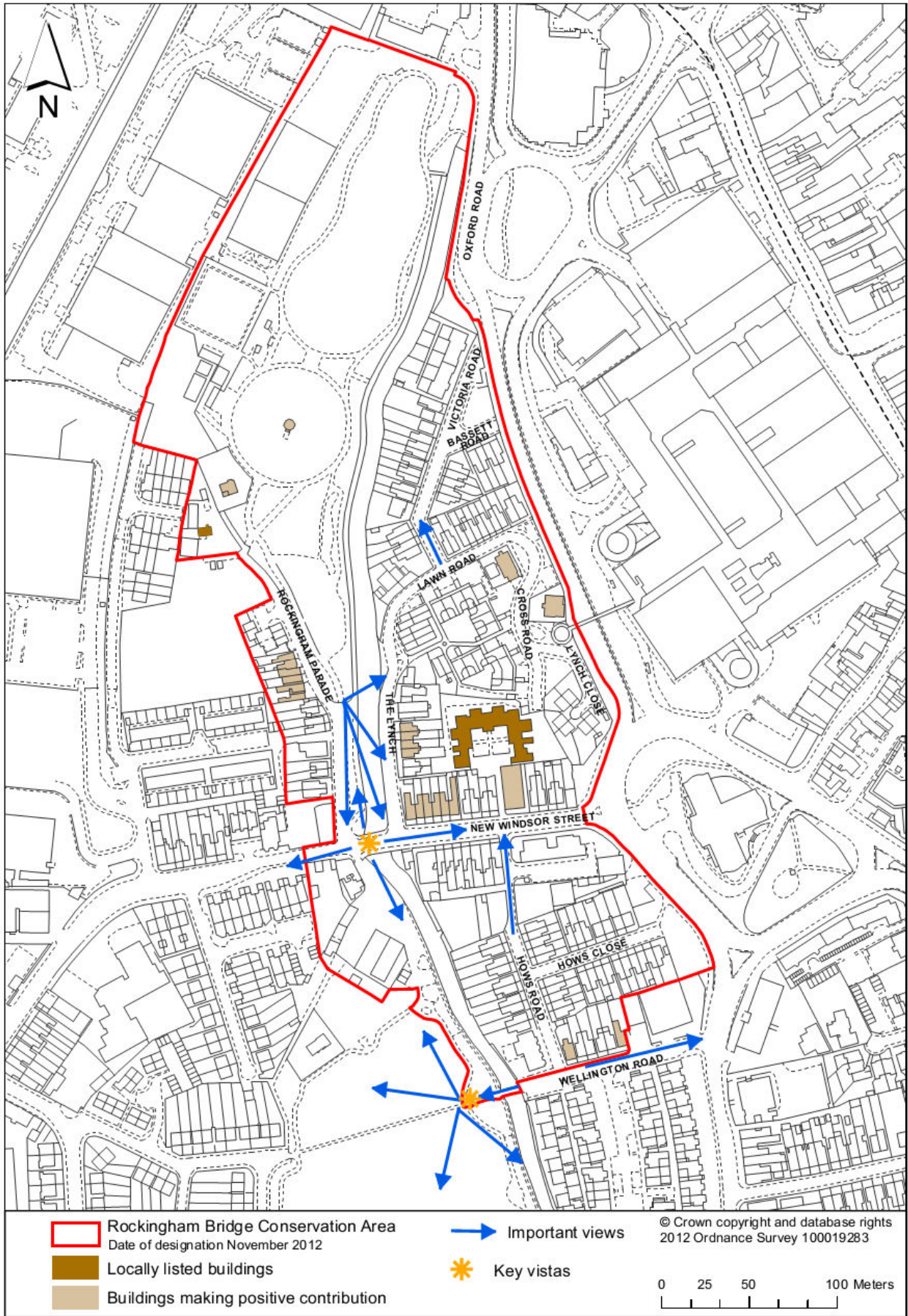
#### **Green Spaces**

The Green Spaces Team has no concerns with regard to these proposals.

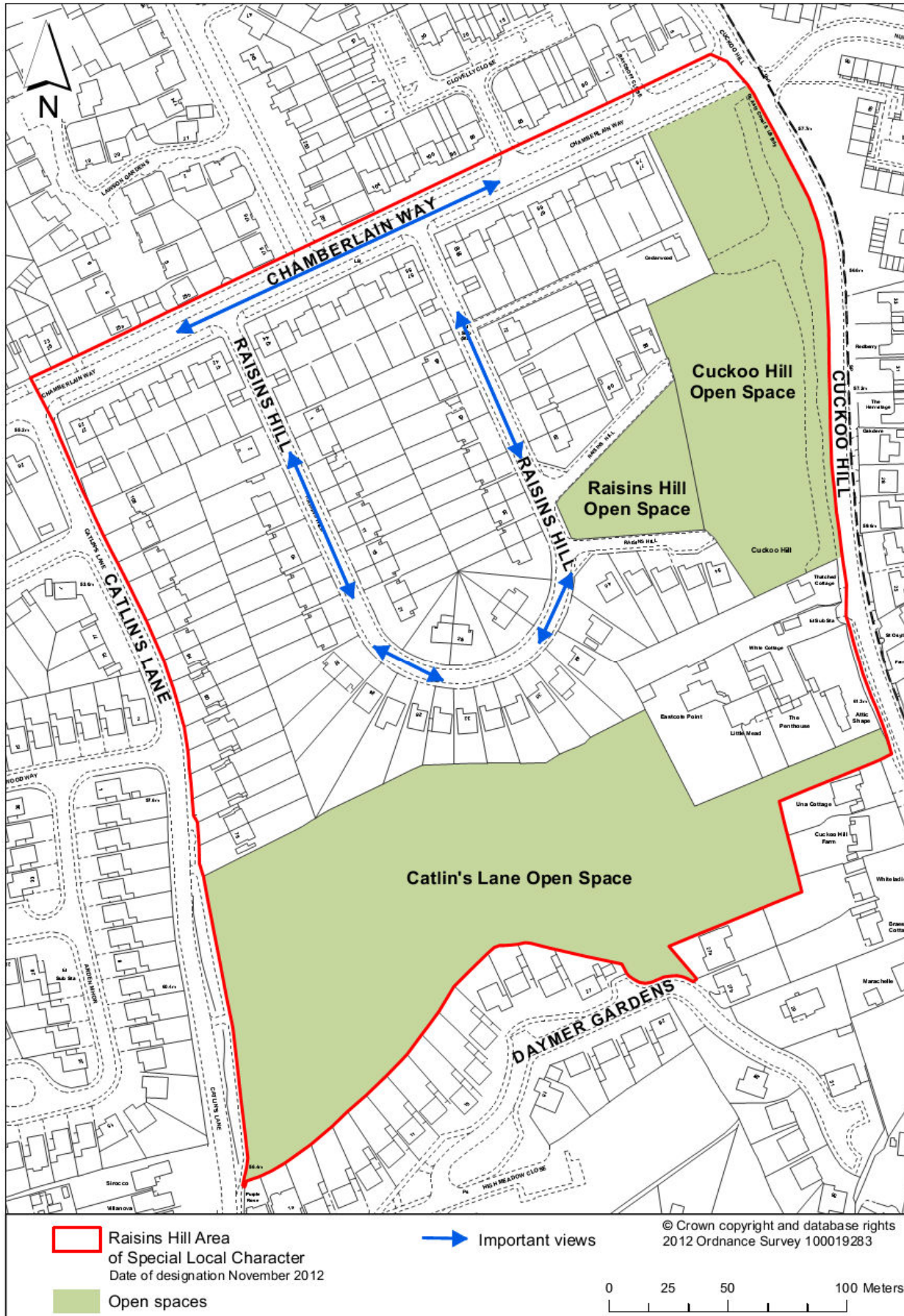
## **6. BACKGROUND PAPERS**

- Cabinet Report on 'Proposed designation of Rockingham Road, Uxbridge as a Conservation Area and Raisins Hill, Eastcote as an Area of Special Local Character' dated 21<sup>st</sup> June 2012
- London Borough of Hillingdon Unitary Development Plan (adopted 1998) Saved Policies 27<sup>th</sup> September 2007
- London Borough of Hillingdon Core Strategy (Draft for consultation June 2010)

# Appendix 1: Map of Rockingham Bridge, Uxbridge Conservation Area



## Appendix 2: Map of Raisins Hill, Eastcote Area of Special Local Character



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## Demolitions

Conservation Area Consent is required for demolition work of a substantial nature, including demolition covered by unimplemented planning permissions. In general, consent will not be granted for the demolition of buildings which make a positive contribution to the character or appearance of a Conservation Area.

## Trees

Trees and other landscape features may contribute to the special character of a Conservation Area. There is a requirement to give six weeks notice (a 'Section 211 notice') to the Council for proposals to prune, lop or fell a tree in a Conservation Area. This allows time for the Council to make a Tree Preservation Order if considered to be appropriate. The following tree work is exempt from the formal notification procedure:

- Dead, dying or dangerous trees - only five days notice of the works need be given;
- Council owned trees;
- Work on trees with a trunk less than 75mm in diameter; and,
- If the removal of a tree or work to a tree will improve the growth of other trees, the work is exempt where the tree trunk is less than 100mm in diameter.



Bandstand, Fassnidge Park



New Windsor Street, looking west

## Design

The Council aims to enhance Conservation Areas through its own initiatives and by providing encouragement and advice to owners who may wish to alter or improve their properties. The following will be particularly important:

- Extensions or alterations should not be out of scale with the original house, and should respect the property's original design;
- Side extensions should normally be set back from the original building line;
- The original plan of the house should be respected, and there should be a relationship with the original form of the house;
- Materials and detailing should match the existing property (eg. existing features, window shapes and sizes, brick arches and eaves details);
- Boundary treatment should be in keeping with the street scene;
- Shop-fronts should be of good quality design with appropriate advertisements and signage, and the design and nature of advertising material should contribute positively to the character and appearance of the area.

## Obtaining information in your language

## To be provided by Corporate Comms

# Rockingham Bridge, Uxbridge Conservation Area



## What is a Conservation Area?

A Conservation Area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. The borough has thirty Conservation Areas, designated over the last 35 years, the first being in 1970 and the most recent in 2007.

## Statement of Significance

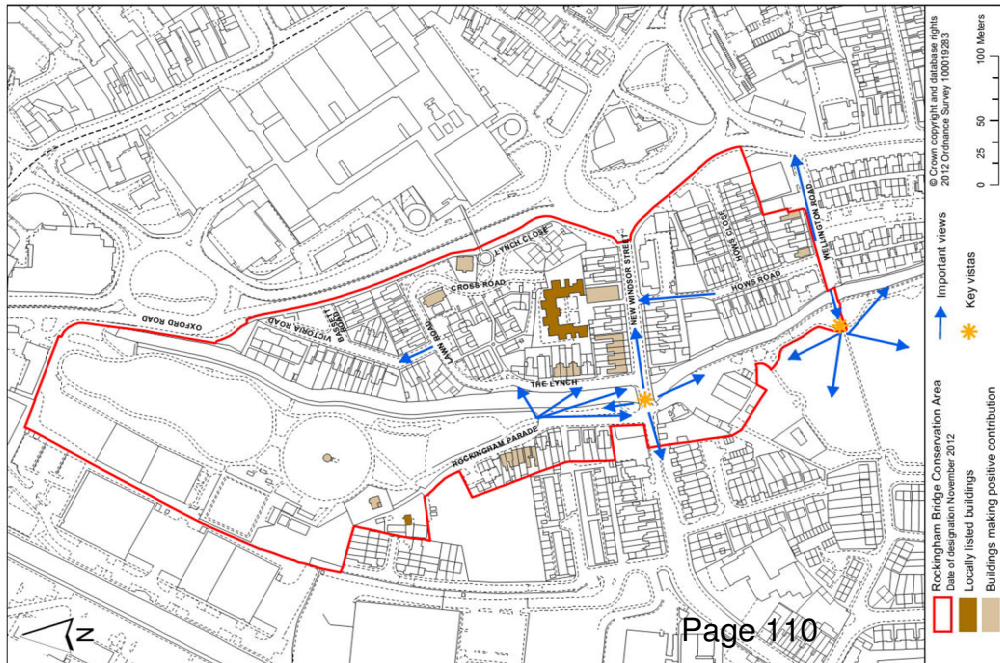
The area around Rockingham Bridge was originally part of the workers' settlement of Uxbridge Moor that developed during the early 19<sup>th</sup> Century. Post-war clearance schemes resulted in the partial redevelopment of Uxbridge town centre and much of the land to the east of the proposed Conservation Area, originally called 'The Lynch', was cleared to make way for the ring road.

Today, the area remains a quiet residential neighbourhood close to Uxbridge town centre. It is characterised by good quality tightly developed 19<sup>th</sup> Century two storey workers' terraces. It has an urban character, softened by the green spaces and the tree lined banks of the River Frays. The plot sizes are quite modest, and the houses have small front gardens, or front directly onto the street.

Rockingham Bridge is an important feature and it is Locally Listed, dating from 1809. It has three brick arches and a carved keystone above the central arch. Fronting the water, and near the entrance to Fasnidge Park, are Union Villas (Nos 15-16 Rockingham Parade). These are attractive two storey cottages dating from 1846, now much altered, but which retain full height pilasters to the street frontage and sash windows. To the north side of New Windsor Street, is the site of a drill hall, which was replaced in 1908 with Almshouses built by the Uxbridge United Charities and are now locally listed. They were built in 'Garden Suburb' style, and comprise a quiet courtyard surrounded by two storey cottage-style residences.

To the north, Fasnidge Park is a green haven. It includes many unusual mature trees and forms a green edge to the area, screening it from the traffic and tall buildings in the town centre. The park is visible from Rockingham Parade and also from a number of the properties situated on the river bank. The River Frays runs almost through the middle of the Conservation Area and from the bridge there are attractive views to both north and south. The grassy riverbanks and numerous mature trees that overhang the water contribute to the character of the area.

The urban nature of the layout of this area has resulted in small front gardens, although their contribution to the appearance of the area is significant. Typical boundary treatments include railings, hedges and dwarf brick walls with brick on edge coping. A number of the properties on How's Road and How's Close retain early cast iron decorative gateposts.

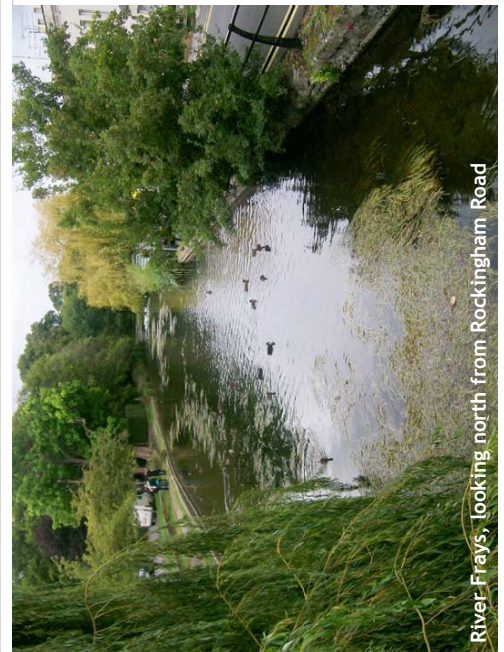


The Lynch, looking north

## What effect will designation have?

The Council's planning policies seek to preserve and enhance the architectural character and appearance of Conservation Areas, and to resist inappropriate development through the exercise of planning controls under the provision of the Town and Country Planning General Permitted Development Order 1995 (as amended). In these areas, normal 'permitted development' rights (permission granted automatically for certain works to single family dwelling houses) have been restricted, enabling more control over the size, design and location of extensions and alterations. With regard to dwelling houses, the following would apply:

- Enlargement or alteration of a dwelling house would require planning permission if the extension were situated to the side of the house or would have more than one storey and extend beyond the rear wall of the original house;
- Planning permission is required for cladding any part of the exterior of the dwelling house with stone, artificial stone, pebble dash, render, timber, plastic or tiles;
- Planning permission is required for the enlargement of a dwelling house consisting of an alteration or addition to its roof;
- The siting of a satellite dish on the chimney stack or on the roof slope or elevation fronting the road would require permission;
- Installing, replacing or altering a chimney, a flue or a vent pipe on a wall or roof slope on the principal or side elevation or an elevation fronting a highway would require permission;
- Planning permission is required for any buildings (e.g. sheds, summerhouses) or enclosures (e.g. swimming pools) within the curtilage of a house if situated between the side of the house and its boundary.
- Planning permission is required for the installation of solar panels on a wall on the principal or side elevation of a house if visible from a highway, or if it protrudes more than 200mm beyond the plane of the slope of the original roof.



River Frays, looking north from Rockingham Road

## Living in an Area of Special Local Character

The Council's planning policies seek to preserve and enhance the special local character and appearance of these areas, and to resist inappropriate development. The level of protection is different to that of a Conservation Area and **does not affect permitted development rights**. When considering proposals for works within an ASLC, which may normally require planning permission, the following are important:

- **Extensions to buildings** are only permitted where they are subordinate to the main building and cause no harm to the appearance of the building or the street scene.
- **Front extensions and porches** are unlikely to be acceptable unless they are of modest proportions, are designed in keeping with the house, and in materials that respect its age and style.
- **Side extensions** should be subservient to the original building, reflect its roof form and should be well set back from the principal elevation.
- **Rear extensions** should respect the architectural form of the rear facade, including the shape of the roof, and the size and positioning of window and door openings. Extensions which extend across the full width above ground floor are not normally considered to be subordinate and are unlikely to be acceptable.
- **Materials** will usually match those of the original building. However, where extensions are proposed in a more contemporary architectural style, the use of high quality modern materials such as glass, metals or timber may be appropriate if sympathetic to the original building.
- **Detailing** of extensions should match or complement the features of the main building, for example, the size, shape and style of windows and doors, and the treatment of eaves and roof details.
- **Significant changes to original roof structures** for example shape or pitch, that would have a detrimental impact on the character of the building, or pair of buildings, will not be supported.

• Page 1.11

## Other alterations

Many minor alterations do not normally require planning permission. However, they may have an impact on the appearance of an area, if not carried out sensitively. Such works include:

- **Re-roofing**, this should be carried out using materials matching the originals, and should be appropriate to the age and style of the building. The original detailing of eaves and ridges should be maintained.
- **Chimney stacks** should be retained and where possible, reinstated to their original profile.
- **New dormer windows** on visually prominent roof slopes are normally considered inappropriate unless they are a feature of the locality. Any new dormers should be located to the rear and should be sympathetic to the building in terms of position, scale, design and materials.
- **The number and size of roof-lights** should be kept to a minimum. Roof-lights should ideally be a 'conservation type' and should not project above the plane of the roof.
- **Solar panels** should be installed in discrete locations to minimise the visual impact on the building and on the street scene.
- **As far as possible, original doors and windows** should be retained and repaired. Any new window or door should match the original, or otherwise be appropriate in terms of design and materials to the age and style of the building. UPVC doors and windows are not considered to be environmentally friendly and cannot replicate the detailing and pleasing aesthetic qualities of timber, and are not generally considered appropriate.
- **Satellite dishes and other antennae** should be carefully located, and should not be unduly prominent in views from the street or other public spaces.
- **Ancillary structures** such as garages, car ports and garden buildings should be subordinate in scale to the main property and carefully located to respect the character and appearance of the house and its setting.
- **Boundary treatments** should retain features such as grass verges and dwarf walls, and these should be reinstated where they have been lost.

## Obtaining information in your language

To be provided by Corporate Comms

# Raisins Hill, Eastcote Area of Special Local Character



## What is an Area of Special Local Character?

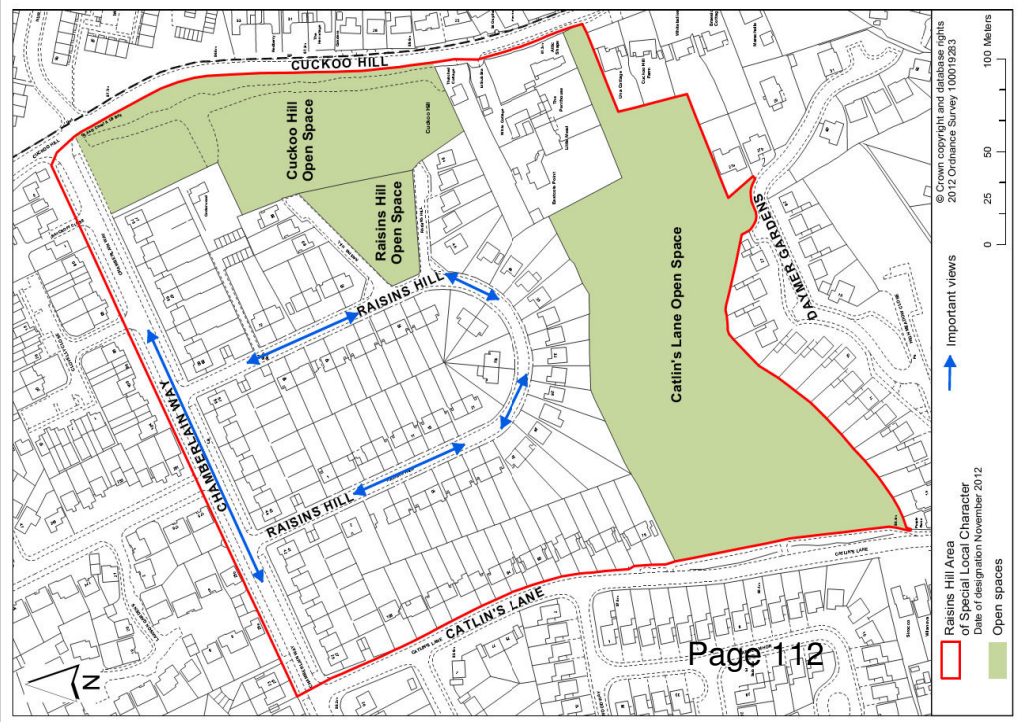
Areas of Special Local Character are a local designation, and include areas that possess sufficient architectural, townscape and environmental quality to make them of considerable local value. Currently, Hillingdon has thirteen Areas of Special Local Character (ASLC), some of which were designated as part of the Unitary Development Plan (UDP) and others designated more recently as areas have been reviewed.

## Statement of Significance

Raisins Hill is located to the north-east of the Borough, adjoining the boundary of the London Borough of Harrow. It is an attractive area of detached and semi-detached houses built in the late 1950s. The layout and architecture of the buildings, along with the undulating topography and attractive open spaces, give the area a distinctive character and it is a particularly good example of its age and type.

The area was originally planned in 1946 by a local building company, Comben and Wakeling Ltd, based in Wembley, on condition that a separation from Cuckoo Hill was maintained to provide open space, and that the houses did not front a classified road.

Today, the area still appears much as it did when it was first constructed. Built as a single development, the area has a well defined character easily identifiable by the continuity of building styles, materials and architectural detailing. The 'horseshoe' road layout prevents through traffic and creates a sense of a well defined and tranquil neighbourhood. The undulating topography and curving street pattern create attractive long and short views within the area. The stepped roof-scape of the houses is a particularly striking feature. The maisonettes along Chamberlain Way are semi-detached and built in alternating pairs, giving the street frontage a 'rhythmic' feel.



Catlin's Lane open space, looking north towards Raisins Hill



Raisins Hill, looking south-east

On the eastern boundary of the area, the building group containing Eastcote Point and adjacent properties (Little Mead, Pent House, White Cottage, Attic and Thatched Cottage), pre-date the development of the area. They have been included within the designated area as they are important in terms their architectural quality and the more general historical development of the area.

The informal open spaces to the east and south, street trees and the long front gardens, many with mature hedges, give the area a spacious "Garden Suburb" appearance and green character. Front boundary treatments are characterised by hedges or dwarf brick walls, with decorative brick on edge coping. These, together with the road layout and gently sloping topography, create an attractive street scene. The spacing between the houses, landscaping and views into the back gardens all form part of the setting and special character of the area.



Chamberlain Way, looking north-east



Raisins Hill, looking east towards Raisins Hill Open space

## DISABLED PEOPLE'S PLAN - PROGRESS UPDATE 2012-13

<b>Cabinet Member</b>	Cllr Philip Corthorne
<b>Cabinet Portfolio</b>	Social Services, Health & Housing
<b>Officer Contact</b>	Dan Kennedy, Central Services
<b>Papers with report</b>	Disabled People's Action Plan Update (Appendix 1)

### HEADLINE INFORMATION

<b>Purpose of report</b>	To provide Cabinet with an update on the Disabled People's action plan for 2012-13.
<b>Contribution to our plans and strategies</b>	The Disabled People's Plan assists the Council to deliver its plans to put residents first. Supporting disabled people to live independent, active, healthy lives and providing opportunities to improve well-being is key to the work of the Hillingdon shadow Health and Wellbeing Board. The plan links with agreed health and social care commissioning strategies.
<b>Financial Cost</b>	Costs attributed to this plan are accounted for in individual service budgets.
<b>Relevant Policy Overview Committee</b>	Social Services, Health & Housing
<b>Ward(s) affected</b>	All

### RECOMMENDATION

That Cabinet notes the progress made on the delivery of the 2012/13 Disabled People's Plan to date.

### INFORMATION

#### Reasons for recommendation

1. The Disabled People's Plan has been developed to identify and address some of the challenges facing disabled people of all ages in Hillingdon by identifying what the council can do directly, or through its influence with others to improve the lives of disabled people and to maximise their health and wellbeing.

#### Alternative options considered / risk management

2. None considered.

#### Comments of Policy Overview Committee(s)

3. None at this stage.

## **Supporting Information**

4. The latest update of progress with delivering the 2012/13 actions in the Disabled People's Plan is set out in appendix 1. Some highlights from the plan so far this year include:

### **Safety and Security**

- Targeted Information for adults with disabilities – information to help people with disabilities keep themselves safe is being targeted to user and carer groups. This includes information to raise awareness of bogus callers and practical advice about home security and safety in the home.

### **Preventative Care**

- Joined-up preventative services – In April 2011 the London Borough of Hillingdon launched a new Telecareline service. The service supports residents to live safely and independently in their own homes using a range of equipment, such as sensors and detectors all connected back to a local staffed control centre to provide assistance to older people if needed. Between April 2012 and the end of September 2012, 536 people have received assistive technology against a full year target of 750 people. Since the scheme commenced 1656 people have benefitted from the installation of the technology in their homes.

### **Keeping Independent and Healthy**

- Personalised social care services – overall 47% of people who need a social care service are in receipt of a personal budget. This is giving more and more people with a disability choice and control over the care and support they need. Improvements have been made to on-line information about care and support services to underpin the move to personal budgets.
- An integrated care pilot - Multi-disciplinary case discussions are taking place in GP practices to co-ordinate patient care planning across agencies to ensure people with complex needs receive the care and support they need to prevent admission to hospital or a residential / nursing care home. To date 40 GP practices have signed up to the new service out of 48 GP practices in Hillingdon.

### **Supporting People With Disabilities in the Community**

- Improving sports facilities on offer – A number of programmes have been developed and delivered to provide people with disabilities an opportunity to be involved in sporting activities, including Boccia (a form of bowls for people with a physical disability) and a new 'Gymability' programme at the Hillingdon Sports & Leisure Complex. Further improvements to access for people with disabilities have been made at Hillingdon Sports & Leisure Complex.
- Support for employment and training – a number of initiatives are underway including an event being organised by Uxbridge College for local businesses before the end of March 2013 to promote the employment and training of people with disabilities. A voluntary sector partner is researching practice and ideas for employment and training for people with disabilities and will present these to a working group for development before the end of March 2013.

## **Housing**

- **Supported housing** - Work is progressing to deliver a programme to provide additional supported housing for people with learning disabilities or physical disabilities. This includes a new 12 bed supported housing scheme for adults with a learning disability which opened recently, with people now moving in. A further scheme of three properties is being developed for young people with high needs leaving residential school. Four people have moved into their new accommodation.
- **Increasing the independence and safety for people with disabilities** – 99 properties have been provided with adaptations to date to enable users with disabilities to have greater independence within their home. The overall target of 400 adaptations by March 2013 is expected to be met.

## **Financial Implications**

5. The tasks contained in this action plan are being carried out within existing resources.

## **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

6. The plan seeks to ensure responsive services and better outcomes for disabled people.

### **Consultation Carried Out or Required**

7. Updates of the plan will be discussed with the Steering Group for the Assembly for People with Disabilities and members of the Assembly. As part of service development, consultation is routinely carried out with service users and user groups.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

8. Corporate Finance has reviewed this report and its recommendations and is satisfied that the cost of implementing the plan will be contained within existing budgets.
9. The business case for delivering the Supported Housing Programme has been refreshed and a further report will be presented to Cabinet on this proposed programme.

### **Legal**

10. The Disabled People's Plan is underpinned by the Equality Act 2010, which harmonises and extends the law on disability discrimination and which replaces the Disability Discrimination Acts of 1995 and 2005. Therefore, the Plan will need to be kept under review and may need to be adjusted in future to take account of these changes so that the Council is at all times fully compliant with its legal obligations.

## **BACKGROUND PAPERS**

NIL

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## Appendix 1 - Disabled People's Plan Action Plan 2012/13 – September 2012

Ref No:	Task	Actions	Lead	Target Dates	Progress updates – Q2
<b>Safety and Security</b>					
1.1	Increase awareness of how to keep safe and secure.	1.1.1 Target community groups and people with disabilities with information about practical action to be taken to keep safe and secure.	Ed Shaylor	31.03.13	On track – targeted information for community and user groups will be delivered by the end of March 2013. This includes information to raise awareness of bogus callers and provide practical advice about home security and safety in the home.
<b>Preventative Care</b>					
2.1	Assist vulnerable people to secure and maintain their independence	2.1.1 Continue the expansion on the new TeleCareLine service to ensure that there are a further 750 TeleCareLine users by March 2013.	Ann Otesanya	31.03.13	On track – At the end of September 536 installations have been completed since April 2012 to benefit older people and vulnerable adults to live independently. A further 67 households who already had equipment prior to April 2012 have benefitted from additional equipment to help them remain living independently at home.
<b>Keeping independent and healthy</b>					
3.1	Ensure all new and existing service users / carers are offered a personal budget	3.1.1 Promote take up of personal social care budgets to provide greater choice and control	Moira Wilson	31.03.13	On track – To date 47% of people receiving social care support are in receipt of a personal budget, a total of 2,208 people. Improvements have been made to on-line information about services available to service users to support the take up of a personal budget.
		3.1.2 Consolidate and strengthen the information portal (Careplace) that has been established so that staff, providers and local communities recognise this as their information source and are actively engaged in its ongoing maintenance and development.	Moira Wilson	31.03.13	On track. A series of presentations to staff and external stakeholders have been delivered. 1828 records have been checked on the Careplace Community Services online directory. 175 provider organisations have signed up to keep their information update to date on the directory. Improvements have been made to the 'look and feel' of the directory ( <a href="http://www.hillingdon.gov.uk/careplace">www.hillingdon.gov.uk/careplace</a> )

Ref No:	Task	Actions	Lead	Target Dates	Progress updates – Q2
3.2	Actively contribute to an integrated care pilot targeting frail older people with diabetes and mental health	3.2.1 Actively contribute to an integrated care pilot (ICP) targeting frail older people, people with diabetes and mental health	Moira Wilson	31.03.13	<p>On track. The ICP was formally launched in Hillingdon on 26<sup>th</sup> June 2012 and went live on 4<sup>th</sup> July 2012. The ICP is providing a joined up approach to patient care across health and local authority services based around GP practices. Multi-disciplinary case discussions are taking place in GP practices to co-ordinate patient care planning across agencies</p> <p>To date 40 GP practices have signed up to the new ICP service out of 48 GP practices in Hillingdon. Further discussion is underway to work with the remaining GP surgeries to join the programme.</p>
<b>Supporting People With Disabilities in the Community</b>					
4.1	Ensure accessibility is at the heart of planning policy	4.1.1 Deliver accessibility projects as part of the local implementation plan.	Jales Tippell	31.03.13	On track - A range of projects and schemes continue to be delivered in Hillingdon covering improvements to signage around the Borough, footpaths and roads.
		4.1.2 To ensure all new and existing developments are inline with the accessibility guidance in the Equality Act 2010	Jales Tippell	31.03.13	On track – all new and existing planning applications are considered in line with the requirements of the Equality Act to ensure good accessibility to buildings and facilities for people with disabilities. The Council's Access Officer is involved closely in all key developments.
4.2	Promote a range of activities to increase participation in sports for disabled residents.	4.2.1 Continue to develop and offer people with disabilities opportunities to participate in sporting activities	Howard Griffin	31.12.12	On track - A regular weekly programme is in place dedicated for people with disabilities. This includes multi-sport and football sessions for adults with learning difficulties at Botwell Green Leisure Centre.

Ref No:	Task	Actions	Lead	Target Dates	Progress updates – Q2
		4.2.2 Work to extend community based sports development programmes offering new activities and opportunities to residents	Howard Griffin	31.03.13	On track - A new Boccia club has been established with DASH at the Pavilions shopping centre in Uxbridge. A new Gymability programme has started at Hillingdon Sports & Leisure Complex which provides any resident with a disability with a free induction and up to 5 free sessions with an instructor. Workshops in 'How to Coach Disabled People in Sport' continue to form part of the programme for local sports clubs and coaches to make their activities more inclusive. New portable step access is now available at Hillingdon Sports & Leisure Complex that provides better access for people with limited mobility without the need to use the chair hoist.
		4.2.3 Promote parks activities to encourage take up and healthy activities for, disabled people	Paul Richards	31.03.13	On track – A range of improvements to facilities have been delivered to support people with disabilities take-up and maintain healthy activities. This includes track resurfacing at Bourne Farm allotments (People Choices Scheme) and new path works at Swakleys Park and Warrender Park. To support people with mobility difficulties golf buggies are provided at the golf courses. New car park and tracks at Belmore Allotments has been recommended for Chrysalis funding.  Works planned for later this year include improved path works at Pinkwell Park and Fassnidge Park.
4.3	Improve the educational standards of children with disabilities and additional needs	4.3.1 Raise awareness and understanding of the Special Educational Needs Green paper	Pauline Nixon	31.03.13	On track – Further information is expected from the Department for Education early in 2013 and will be shared when available.

Ref No:	Task	Actions	Lead	Target Dates	Progress updates – Q2
4.4	Promote opportunities for people with disabilities to access employment, training and support	4.4.1 Working with various organisations, explore options for employment, training and support for people with disabilities who have never worked.	Gary Collier	31.12.12	On track – A number of initiatives are underway including: <ul style="list-style-type: none"> <li>• Uxbridge College have scheduled a business club meeting in quarter 4 to raise awareness of the benefits of employing disabled people.</li> <li>• DASH are identifying good practice from other London Councils that employ people with disabilities for consideration by the Employment Strategy Group in Q4.</li> <li>• Central and North West Mental Health Foundation Trust are developing a proposal for increasing effectiveness of an Employment Link Service for people with mental health needs to be considered by the Council.</li> </ul>
		4.4.2 Develop and deliver targeted information for people with disabilities to access employment, training and support opportunities	Gary Collier	31.03.13	On track – an updated list of employment, training and support opportunities being considered by Employment Strategy Group in November 12. A targeted approach of information, support and advice to people with disabilities will follow.
4.5	Actively develop opportunities for people with disabilities and their representatives to be involved in shaping and developing services and support in Hillingdon.	4.5.1 Review how arrangements to involve people with disabilities in user groups etc...are working and support the development of these groups.	Jody Hawley / Moira Wilson	31.03.13	On track – discussions will take place with key user groups during quarter 3 supporting people with disabilities to generate ideas for improvements.

Ref No:	Task	Actions	Lead	Target Dates	Progress updates – Q2
<b>Housing</b>					
5.1	Re-shape housing support for people with learning disabilities and physical disabilities to increase alternatives to residential care which delivers greater independence and choice	5.1.1 Provide supported accommodation to reduce reliance on residential care	Neil Stubbings	31.03.13	On track - Work is progressing to deliver the ambitious programme to provide additional supported housing for people with learning disabilities or physical disabilities. This includes a new 12 bed supported housing scheme for adults with a learning disability opening in early October 2012. A further scheme of three properties is being developed for young people with high needs leaving residential school. Four people have moved into their new accommodation to date.
5.2	Deliver the Disabled Facilities Grants programme within budget and maximise economies of scale	5.2.1 Overall, complete 400 major adaptations to homes increasing independence and safety for people with disabilities.	Beatrice Cingtho	31.03.12	On track – To the end of September 2012, 99 adaptations have been completed. The target is expected to be met by the end of March 2013 with an increased programme of adaptations to follow over the next six months.

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## OLDER PEOPLE'S PLAN - PROGRESS UPDATE 2012-13

<b>Cabinet Member</b>	Cllr Ray Puddifoot Cllr Philip Corthorne
<b>Cabinet Portfolio</b>	Leader of the Council Social Services, Health & Housing
<b>Officer Contact</b>	Dan Kennedy, Central Services
<b>Papers with report</b>	Older People's Action Plan 2012-13

### HEADLINE INFORMATION

<b>Purpose of report</b>	To provide an update on the progress with delivering the actions in the plan for older people.
<b>Contribution to our plans and strategies</b>	The Older People's Plan assists the Council to deliver its plans to put residents first. Supporting older people to live independent, active, healthy lives and providing opportunities to improve well-being is key to the work of the Hillingdon shadow Health and Wellbeing Board.
<b>Financial Cost</b>	There are no additional cost implications for the Council in respect of this report. The projects detailed in this report are financed from within existing resources across the Council including the "Leader's Initiative" Fund.
<b>Relevant Policy Overview Committee</b>	Social Services, Health & Housing
<b>Ward(s) affected</b>	All

### RECOMMENDATION

**That Cabinet notes the continued progress to deliver the Older People's Action Plan during 2012/13 to improve the quality of life, health and wellbeing of older people in Hillingdon.**

### INFORMATION

#### Reasons for recommendation

1. The Older People's Plan endorses the commitment from the Council and its partners to the continued improvement of services and support designed to create a better quality of life for older people in Hillingdon. The plan supports the Council to put residents first and contributes to improving the health and wellbeing of Hillingdon's older residents.

## Alternative options considered / risk management

2. None considered

## Comments of Policy Overview Committee(s)

3. None at this stage

## Supporting Information

4. The headline results from the 2011 Census demonstrate that more and more people in Hillingdon are living longer. Supporting older people to live independent, active lives, to make a positive contribution to local communities and helping older people to feel safer in their homes and in the wider community is at the heart of improving the health and wellbeing of older people in Hillingdon.
5. In Hillingdon there are well-established arrangements to hear from older people and keep Hillingdon's older residents informed and involved across the Borough in important matters. This includes their involvement through Hillingdon's Older People's Assembly.
6. Hillingdon's Older People's Plan, led by the Older People's Champion (Cllr Ray Puddifoot, Leader of the Council) sets out a range of actions the Council and partners are taking in response to issues that older people in Hillingdon have said are important to them. The key themes in the plan include: safety and security; preventative care; keeping independent and healthy; supporting older people in the community; and housing. The action plan is regularly updated and monitored by the Older People's Champion.
7. The plan is making a difference to the lives of older people in Hillingdon. The most recent residents' survey in 2011 confirmed that older residents show higher levels of satisfaction and specific initiatives under the Older People's Plan and Leader's Initiative. Free burglar alarms and Council Tax freeze initiatives are rated as 'very important' by residents (93% and 91% respectively).

<b>How important are the following initiatives?</b>	<b>2010</b>	<b>2011</b>
Council Tax freeze for over 65s	88%	91%
Support for victims of burglary	93%	93%
Older people's budget	84%	86%
Brown badge scheme	76%	78%
Free swimming	74%	76%

8. There have been a number of achievements so far during 2012/13 highlighted in the summary below. The full update is attached at appendix one.

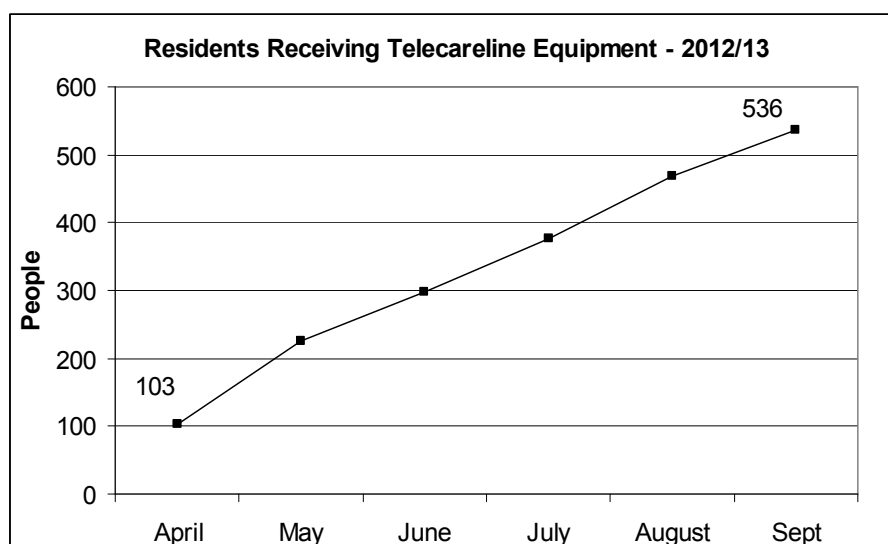
### **Safety and Security**

- **Free burglar alarms** – To date, the burglar alarm scheme funded by the Leader’s Initiative has fitted 4,000 alarms to the homes of older residents. A new phase of the burglar alarm scheme is being commissioned to install alarms into the homes of an additional 500 older residents. Older people confirm that the installation of a burglar alarm in their home helps to reduce their fear of crime. 450 older residents so far have registered to receive an alarm in the next phase of the installation programme.
- **Tackling rogue traders** – Since April 2012, Trading Standards have received 8 reported incidents about rogue traders or rogue builders. All complainants were visited by Council officers. Some enquiries are ongoing, but so far the Council has helped save complainants around £30,500. Articles have appeared in Hillingdon People advising local residents what to do if they suspect they are being targeted by a rogue trader.

### **Preventative Care**

- **Joined-up preventative services** – In April 2011 the London Borough of Hillingdon launched a new Telecareline service. The service supports residents to live safely and independently in their own homes using a range of equipment, such as sensors and detectors all connected back to a local staffed control centre to provide assistance to older people if needed. Building on the track record of support for vulnerable older people the Council is offering the service free to any resident in the borough over the age of 85. The service is offered free to residents who qualify for adult social care services and who meet financial eligibility criteria, and for 6 weeks to anyone receiving a reablement service.

Between April 2012 and the end of September 2012, 536 people have received assistive technology against a full year target of 750 people. Since the scheme commenced 1656 people have benefitted from the installation of the technology in their homes. More than half of those receiving the equipment are frail, older people (aged 85 years or older).



The development of services like Telecareline is part of a broader strategy in Hillingdon working to help reduce the need and frequency for admission to hospital or a nursing

home for people with needs arising from a stroke, incontinence, dementia and injuries arising from a fall.

Key elements of the wider approach include:

- An integrated care pilot - Multi-disciplinary case discussions are taking place in GP practices to co-ordinate patient care planning across agencies to ensure people with complex needs receive the care and support they need to prevent admission to hospital or a residential / nursing care home. To date 40 GP practices have signed up to the new service out of 48 GP practices in Hillingdon.
- Providing supported and extra care housing – to help older maintain their independence in their own home.
- Personal budgets for people in need of social care – to give older people more choice and control over their care and support instead of traditional care services. People who receive a personal budget can tailor services to meet their particular needs. So far 47% of all people receiving social care are in receipt of a personal budget and this is continuing to grow.
- Re-ablement services – are providing intensive support to help older people re-gain mobility and the confidence to be able to do every day activities for themselves. Nearly half of all people receiving a re-ablement service do not need an ongoing care service when their intensive programme has finished.

This broader, joined-up approach is proving to be successful by co-ordinating care and support services and ensuring older people are at the centre of care planning arrangements. There continues to be low numbers of older people experiencing a delay when they leave hospital and following a stay in hospital most older people are still at home three months later living independently. Consequently there are now fewer older people who are being admitted long-term to a residential or nursing care home.

The development of Hillingdon's Joint Health and Wellbeing Strategy by the shadow Health and Wellbeing Board and the transfer of Public Health functions to the local authority will provide further opportunities for joint working to improve the health and wellbeing of older people in Hillingdon.

### **Keeping Independent and Healthy**

- Active ageing - A range of activities are in place and available to older people in Hillingdon. Since April 2012, 5 cycle rides have been arranged for older people and people approaching older age with 40 local people taking part. Further cycle rides are planned. 7 tea dances took place in June 2012 with 580 people attending. A further programme of tea dances commences from the Autumn onwards.
- Free swimming – The Council has continued to provide free swimming sessions to support older people to live an active and healthy lifestyle. Since April 2012 a total of 8,656 free swims were made by older residents to Hillingdon pools. Up to 1,900 older people participate in the free swimming every year.

- Extending the brown badge parking scheme – The Brown Badge Parking Scheme offers older people a designated place to park their car / vehicle which means older people are closer to amenities. This helps to maintain their independence and encourages older people to get out and about to reduce the risk of social isolation.

Since April 2012 two additional golf courses have agreed to install Brown Badge parking bays by December 2012.

In addition, Hillingdon Council has successfully secured agreement from the Department for Transport for on-street Brown Badge Parking Bays – a national first – and was recently publicised in Hillingdon People. The new parking bays are on track to be installed by the end of December.

### **Supporting Older People in the Community**

- Support for older people during the economic down-turn - Financial health check sessions continue to be delivered in local libraries, sheltered housing, lunch clubs and community centres across the borough. The latest available information (to the end of June) shows that 40 local financial health check surgeries were delivered along with 53 home visits. From the outreach work, a total of 146 benefits checks were undertaken leading to 27 people being awarded a higher level of financial assistance to which they were entitled.
- Heater loan scheme – The Heater Loan scheme is in place offering older people temporary portable heaters to keep warm and well when their home heating system experiences a breakdown. Between April 2012 and September 2012, two requests have been received for the heater loan scheme. Take-up is expected to increase from the Autumn onwards.
- Celebrating in style - The Leader's Initiative supported a total of 11 community groups or associations to organise events for older people to celebrate the Queen's Diamond Jubilee in June 2012. The events were very successful. Events took place in the lead up to the Jubilee weekend and enabled older people to enjoy entertainment and participate in social activities. Activities included; 1950s themed lunches, afternoon teas, lunch club dinners, tree planting, traditional sing-a-long entertainment and a range of games including bingo. The celebrations also included the Normandy Veterans Association making a trip to see HMS Belfast.

### **Housing**

- Helping to tackle rising home heating costs – The London Borough of Hillingdon has continued to improve the homes of older people. This includes essential repairs as well as improving the heating and insulation of homes to help tackle rising home heating costs. 125 homes in the private sector will be improved in this way by March 2013.
- Home adaptations – Overall 400 homes are on track to receive adaptations of which 300 will help older people to live independently and safely in their own home, the remainder will be for adults with physical disabilities.

9. A full progress update of the action plan is attached under appendix one.

10. Leader's Initiative – Supporting Older People – The Leader's Initiative has continued to support a broad range of projects and events, developed both within the community, with partners and across council services to enable older people to remain independent, active and healthy.
11. Key projects so far this year include:
  - Burglar alarms for older people to help them keep safe
  - 11 groups supported to provide celebration events for the Queen's Diamond Jubilee
  - Support for an annual event and a concert for older people
  - Support for one local group to provide trips and events for older people who would otherwise not be able to get out and about.
  - Heater loan scheme – to assist older people during colder weather when their heating and hot water systems fail.

## **Financial Implications**

12. There are no additional cost implications for the Council in respect of this report. The projects detailed in this report are financed from within existing resources across the Council including the "Leader's Initiative" Fund.

## **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

13. The Older People's Plan is welcomed by older people as positively continuing to raise their value and profile and is an opportunity to improve the lives of older people in the community.

### **Consultation Carried Out or Required**

14. Regular feedback from the Hillingdon Older People's Steering Group and Older People's Assembly is used to help shape future priorities. The Older People's Assembly in Hillingdon periodically receives progress updates on delivering the promises set out within the Older People's Plan.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

15. Corporate finance has reviewed this report and is satisfied that the majority of the proposals will be contained within existing budgets but that some proposals may be financed by funding set aside under the "Leader's Initiative".
16. The business case for delivering the Supported Housing Programme has been refreshed and a further report will be presented to Cabinet on this proposed programme.

### **Legal**

17. Before the Cabinet is a progress update report on the delivery of Hillingdon's Older Peoples' Plan for the year 2012/13.

There is no legal obligation placed on Local Authorities to produce Older Peoples' Plans/Strategies. However, in 2005 Central Government published a document titled

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“Opportunity Age: Meeting the challenge of ageing in the 21st century”. This is a ten year strategy document setting out the Government’s approach in three key areas:

- age and the workforce;
- promoting active ageing;
- and developing services which promote independence and wellbeing.

‘Opportunity Age’ requires Central Government, Local Authorities and the voluntary sector to work in close cooperation to:

- identify and tackle the issues that limit older people’s ability to get the most out of life, including rooting out age discrimination and tackling poor housing and fear of crime;
- ensure that older people can be actively involved locally, influencing decisions that affect their lives, such as planning and local transport;
- ensure that older people have access to opportunities locally, such as learning, leisure and volunteering;
- promote healthy living at all ages: the rational being older people are better able to enjoy good health later in life if they look after themselves when they are younger.

It is worth bringing to Cabinet’s attention the relevant provisions of section 29 of The Equality Act 2010, which came into force on 1<sup>st</sup> October 2012. This extends the ban on age discrimination to cover the provision of services, public functions and association unless covered by an exception (amongst others aged based concessionary services) from the ban as set out in The Equality Act 2010 (Age Exceptions) Order 2012, or that the provider can show good reason [objectively justifiable] for the differential treatment. That is to say if it is a proportionate means of achieving a legitimate aim.

Under the Council’s Constitution the Cabinet has the appropriate powers to agree the recommendation proposed at the outset of this report. Further, by virtue of Section 1 of the Localism Act 2011 which makes provision for ‘a general power of competence’ for local authorities in England. The ‘power’ gives local authorities the power to do anything an individual can do unless specifically prohibited by law. This includes the power to act in the interest of their communities.

## **BACKGROUND PAPERS**

NIL

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## Appendix 1 - Older People's Action Plan 2012/13 – (Progress Update – September 2012)

Ref No	Task	Actions	Lead	Target Dates	Progress update
<b>Safety and Security</b>					
1.1	Increase home security amongst older people.	1.1.1 Ensure burglar alarms commissioned by the Leader are installed by March 2013 (500 planned)	Liz Jones	31.03.13	On track – To date 4,000 burglar alarms have been installed into the homes of older people helping them to feel safe and secure in their own home. There are currently 450 older residents who have registered to receive an alarm. Phase 6 of the programme will commence on 5 <sup>th</sup> November to install a further 500 alarms. New requests for alarms are currently being received at a rate of about 5 per week.
		1.1.2 Promote increased home security - distribute information packs about security to all future recipients of alarms	Liz Jones	31.03.13	On track – Home security information packs are being distributed with the installation of each new burglar alarm.
1.2	Take action to tackle rogue traders.	1.2.1 Address reports of Rogue Traders	Shabeg Nagra	31.03.12	On track - Council officers are continuing to respond quickly to reports of rogue traders. To date, 8 complaints have been received regarding rogue traders / rogue builders. Due to the intervention of the Council it is estimated to have helped save Hillingdon residents £30,500.
		1.2.2 Ensure Be-Safe at Home e-learning is accessed at least 30 times per year.	Gill Mclean	31.03.13	On track – The e-learning module is in place and being accessed by staff to promote understanding of risks to older people living at home. To date 89 members of staff have completed the e-learning training (16 since 1 April 2012 and 9 are in the process of completing training).

Ref No	Task	Actions	Lead	Target Dates	Progress update
<b>Preventative Care</b>					
2.1	Assist vulnerable people to secure and maintain their independence	2.1.1 Continue the expansion on the new TeleCareLine service to ensure that there are a further 750 TeleCareLine users by March 2013.	Ann Otesanya / Sarah Hollingworth	31.03.13	On track – At the end of September 536 installations have been completed since April 2012 to benefit older people and vulnerable adults to live independently. A further 67 households who already had equipment prior to April 2012 have benefitted from additional equipment to help them remain living independently at home.
<b>Keeping independent and healthy</b>					
3.1	Ensure all new and existing service users / carers are offered a personal budget	3.1.1 Promote take up of personal social care budgets to provide greater choice and control	Moira Wilson	31.03.13	On track – To date 47% of people receiving social care support are in receipt of a personal budget, a total of 2,208 people. Improvements have been made to on-line information about services available to service users to support the take up of a personal budget.
3.2	Provide opportunities for older people to participate in sport and physical activity	3.2.1 Work with leisure management partners, Age UK (Hillingdon) and other groups to offer a balanced programme of activities	Priscilla Simpson / Howard Griffin	31.03.13	<p>On track – A range of activities are in place and available to older people in Hillingdon. Since April 2012, 5 cycle rides have been arranged for older people and people approaching older age, with 40 people taking part. Further cycle rides are planned. 7 tea dances took place in June 2012 with 580 people attending. A further programme of tea dances commences from the Autumn onwards. 9 Health Talks, including incontinence and diabetes, have taken place in libraries across the borough with 90 people attending.</p> <p>Working with Age UK (Hillingdon) a revised activity booklet listing activities and groups throughout Hillingdon has been produced. A new indoor bowls group has been established at Botwell Green Leisure Centre and a Big Dance project for older residents has been completed.</p>

Ref No	Task	Actions	Lead	Target Dates	Progress update
		3.2.2 Continue to offer free swimming to residents aged 65+	Howard Griffin	31.03.13	On track – The programme for older people to take free swimming continues to be successful. Up to 1,900 older people participate in the free swimming every year. Since April 2012 a total of 8,656 free swims were made by older residents to Hillingdon pools. This is consistent with the level of take up in 2011/12.
3.3	Continue to develop and expand the Brown Badge Parking Scheme for older people.	3.3.1 Work with the Improvement Projects team to extend the Brown Badge older persons parking scheme into three on-street locations and thereafter, publicise provision of the Brown Badge bays to encourage usage.	Roy Clark	31.10.13	<p>On track - two additional golf courses have agreed to install Brown Badge parking bays by December 2012. These bays are on track to be installed as planned.</p> <p>On-street Brown Badge parking bays for Hillingdon have been approved by the Department For Transport. This is a national first achieved by the London Borough of Hillingdon and was recently publicised in Hillingdon People. This article has generated a significant number of applications to use Brown Badge parking bays.</p> <p>Public consultation to install on-street Brown Badge parking bays has been undertaken. The installation of the on-street parking bays is expected to be in place by the end of December 2012.</p>

Ref No	Task	Actions	Lead	Target Dates	Progress update
3.4	Continue to develop and expand facilities for older people in Hillingdon's allotments.	3.4.1 Improve access and facilities for older people in Hillingdon's allotments including adult education sessions	Paul Richards	31.03.13	<p>On track – To date, new water tanks have been installed at three allotment sites to enable older people to access tanks closer to their plots.</p> <p>A Chrysalis bid has been submitted to install a new car park at the Belmore site to improve access for older people.</p> <p>A new access track has been installed at the Stafford Road site to facilitate access on site with tools etc...</p> <p>A scheme for new tenants has been introduced to remove unwanted rubbish from older people's plots when they take them on which is encouraging the take-up of vacant plots.</p> <p>Grow your own courses are being run by Adult Education at the Rural Activities Garden Centre.</p>
3.5	Actively contribute to an integrated care pilot targeting frail older people with diabetes and mental health	3.5.1 Implement the integrated care pilot (ICP) in Hillingdon to target older people, residents with diabetes and those with mental health needs	Moira Wilson	31.03.13	<p>On track - The ICP was formally launched in Hillingdon on 26<sup>th</sup> June 2012 and went live on 4<sup>th</sup> July 2012. The ICP will provide a joined up approach to patient care across health and local authority services based around GP practices. As at the end of September 2012, 40 GP practices have signed up to the new ICP services out of 48 GP practices in Hillingdon. The new ICP service has been rolled out across GP practices between July and September 2012.</p>

Ref No	Task	Actions	Lead	Target Dates	Progress update
<b>Supporting Older People in the Community</b>					
4.1	Improve financial inclusion for older people in the borough	4.1.1 Deliver benefits and financial advice and support sessions for older people across the borough through the Age UK Hillingdon financial health checks	Chris Commerford (Age UK) / Rob Mackenzie-Wilson	31.03.13	On track – Sessions continue to be held across Hillingdon targeting older people with advice and support. During quarter 1, 40 surgeries took place and 53 home visits were completed. 44 benefits checks were made leading to 27 people being awarded a higher level of financial assistance. An update for quarter 2 is expected later in the year when the outcome of referrals made for financial assistance is known.
4.2	Support older people in their own homes to stay warm and healthy during the winter months	4.2.1 Deliver the Heater Loan Scheme to provide free temporary heaters and small grants to cover electricity costs to older people that have no heating because of a heating system breakdown.	Belinda Norris	31.03.13	On track – The Heater Loan scheme is in place. Between April 2012 and September 2012, two requests have been received for the heater loan scheme. Take-up is expected to increase from the Autumn onwards.
4.3	Provide and encourage opportunities for older people to actively participate in events across Hillingdon.	4.3.1 Celebrate the Queen's Diamond Jubilee by providing support to a series of events for older people across Hillingdon	Rob Mackenzie-Wilson	31.07.12	<p>Completed - The Leader's Initiative supported a total of 11 community groups or associations to organise events for older people to celebrate the Queen's Diamond Jubilee in June 2012. The events were very successful.</p> <p>Events took place in the lead up to the Jubilee weekend and enabled older people to enjoy entertainment and participate in social activities. Activities included; 1950s themed lunches, afternoon teas, lunch club dinners, tree planting, traditional sing-along entertainment and a range of games including bingo.</p> <p>The celebrations also included the Normandy Veterans Association making a trip to see HMS Belfast.</p>

Ref No	Task	Actions	Lead	Target Dates	Progress update
		4.3.2 Provide support to community groups for older people as requested through the Leaders Initiative for Older People	Kevin Byrne	31.03.13	Ongoing – The Leader continues to support community groups working with older people. This includes: <ul style="list-style-type: none"> <li>• 11 groups supported to provide celebration events for the Queen’s Diamond Jubilee</li> <li>• Support for an annual event and a concert for older people</li> <li>• Support for one group to provide trips and events for older people who would otherwise not be able to get out and about.</li> </ul>
<b>Housing</b>					
5.1	Help older people to live independently in safe, warm homes	5.1.1 Improve 125 private sector homes for older vulnerable people. <ul style="list-style-type: none"> <li>• 35 heating measures</li> <li>• 50 insulation measures</li> <li>• Complete essential repairs to 40 homes for vulnerable &amp; older households</li> </ul>	Beatrice Cingtho	31.03.12	On track - Since April 2012 the following improvements have been made to the homes of older people in Hillingdon: <ul style="list-style-type: none"> <li>• 2 heating improvements. A new scheme (RENEW2) is expected to commence from October onwards and therefore take-up is expected to increase.</li> <li>• 30 homes with improved insulation measures</li> <li>• 7 homes of older residents received essential repairs. Essential repairs included roof and glazing repairs to reduce health and safety risks. Increased take-up is expected from the Autumn onwards.</li> </ul>
5.2	Deliver the major adaptations programmes for all tenures within budget	5.2.1 Complete 300 major adaptations increasing independence and safety for older people (of a total of 400 adaptations planned in 2012/13)	Beatrice Cingtho	31.03.13	On track – To date 56 properties have received adaptations helping older people to live independently in their own home.

Q2 2012.13  
Ver: 10.10.12

## LANDSCAPE CHARACTER ASSESSMENT OF THE BOROUGH

<b>Cabinet Member</b>	Councillor Keith Burrows
<b>Cabinet Portfolio</b>	Planning, Transportation and Recycling
<b>Officer Contact</b>	Charmian Baker – Planning, Environment, Education and Community Services
<b>Papers with report</b>	Hillingdon Landscape Character Assessment – <b>DUE TO SIZE COPIES ARE AVAILABLE FOR REFERENCE IN PARTY GROUP OFFICES ONLY</b>

### HEADLINE INFORMATION

<b>Summary</b>	<p>Land Use Consultants were commissioned to prepare a Landscape Character Assessment of the Borough in order to provide an evidence base to influence Hillingdon's local planning policies and development management decisions.</p> <p>The work included a public consultation event to ensure that the extensive local knowledge possessed by the voluntary groups in the Borough was included. Cabinet are asked to adopt the Landscape Character Assessment and authorise its publication on the Council's web site.</p>
<b>Contribution to our plans and strategies</b>	The Landscape Character Assessment will contribute to Part 2 of the emerging Hillingdon Local Plan, and to Service plans such as the Trees & Landscape Strategy.
<b>Financial Cost</b>	The report, which was commissioned at a cost of £19,670, was funded from a Government grant in respect of New Burdens under the European Habitats Directive. The Cabinet Member approved the expenditure in February 2011. The report will be placed on the Council's website and no further cost is anticipated.
<b>Relevant Policy Overview Committee</b>	Residents' and Environment Policy Overview Committee.
<b>Ward(s) affected</b>	All

### RECOMMENDATION

That Cabinet:

1. Approves the adoption of the Hillingdon Landscape Character Assessment.
2. Authorises officers to publicise the report on the Council's website and to notify all groups having a particular interest in it, including those who participated in the public consultation event.

## **INFORMATION**

### **Reasons for recommendation**

It is considered that the Landscape Character Assessment of this Borough will be very beneficial to inform countryside planning and management decisions and to form the basis of a Trees and Landscape Strategy. For example, the Government's preferred route for High Speed 2 would cross the Green Belt to the north and west of the Borough to the detriment of its landscape and ecology. In assisting the Council to mount a robust opposition to the proposal, and to secure the appropriate mitigation measures, should the proposal go ahead, an appraisal of the quality of the environment is essential. The Landscape Character Assessment will also be a valuable tool when appraising the landscape impacts of planning applications on the Green Belt and other areas of landscape quality.

### **Alternative options considered / risk management**

Cabinet could decide not to adopt the Landscape Character Assessment and not to make it available on the Council's website. In this case there would not be a strong evidence base to support local plan policies and development management decisions.

### **Comments of Policy Overview Committee(s)**

None at this stage.

### **Supporting Information**

1. Hillingdon enjoys a very rich natural heritage, with considerable tracts of open landscape and attractive lakes and waterways, both natural and man-made, in the Colne Valley. About a third of the Borough has been designated as Green Belt. There are historic woodlands, open fields, agricultural land, flooded gravel pits, rivers and the Grand Union Canal. Environmentally sensitive areas include Sites of Special Scientific Interest, Sites of Importance for Nature Conservation, one registered park on the Historic Parks and Gardens register and two Geological Sites of Regional Importance. Four areas are identified as 'natural signature areas' under Natural England's 'London's Natural Signatures Report'.
2. The purpose of the Assessment is to provide an evidence base for the character, function, and quality of the landscape within the Borough. It is anticipated that it will be used to influence local plan policies, decisions on planning applications which affect the Green Belt, and other areas of landscape character, and provide evidence for the Council's response to major infrastructure projects such as High Speed 2.
3. Following due process, Land Use Consultants were commissioned to carry out the work, and a public consultation event was carried out to ensure that the extensive local knowledge possessed by the voluntary groups in the Borough was included.
4. Prior to the Landscape Character Assessment, there was no single appraisal of the Borough's landscape character which mapped the quality, importance and rarity of these landscapes and habitats. This resulted in most development proposals being assessed on their individual merits, without an appreciation of their context. The new assessment will form an evidence base with which to deal with such proposals and will also be used to influence the Trees and Landscape Strategy which is required for the Borough. Recently the appraisal has been required to support the Council's position regarding the Government's preferred route for

High Speed 2, which would have a major impact on the Colne Valley in the northern part of the Borough.

5. The Landscape Character Assessment has been undertaken by a landscape consultancy which specialises in this field and which has prepared a similar evidence base for Buckinghamshire County Council, whose landscapes will be similarly compromised by the preferred route of High Speed 2.

6. For ease of reference, the document divides the Borough into landscape area types, character areas and sub-areas, according to its geology and other characteristics which determine the appearance of its landscape.

7. The Assessment identifies six landscape area types namely:

- Colne River Valley
- Ruislip Plateau
- Ruislip Plateau/Hayes Gravels
- Barnet Plateau
- Hayes Gravels
- Hounslow Gravels

8. The Ruislip Plateau covers most of the area north of the A40, the Hayes Gravels most of the area to the south, with Heathrow Airport being situated on the Hounslow Gravels. The Colne valley runs along the whole of the western boundary of the Borough while the Barnet Plateau covers a segment in the central area of the Borough, including Ickenham, Hillingdon and Yeading.

9. Each of the above areas is sub-divided into character areas, viz: floodplain; open valley sides; undulating farmland; wooded undulating farmland; clay golf; wooded valley; river corridor; clay plateau – aerodrome (Northolt); encapsulated farmland; gravel terrace recreation; open gravel terrace; and gravel terrace infrastructure (Heathrow).

10. Each of these character areas is, in turn, broken down into easily identifiable sub-areas and it is these which form the basis for the detailed analysis needed for development management purposes. For example, the Ruislip Plateau: undulating farmland character area is divided into C1 Hill End, C2 South Harefield and C3 New Years Green, whilst the Hayes Gravels: Open Gravel Terrace character area is broken down into K2 Harlington and K3 Cranford.

11. For each of these sub-areas there is a description of its location and boundaries and a landscape appraisal, drawing on geology; topography; hydrology; land use and settlement; biodiversity; historic environment; perceptual landscape; and identification of the relevant designations. Each sub-area begins with a summary page highlighting its key characteristics and concludes with a landscape evaluation and a list of visual sensitivities.

12. For completeness, the Assessment also briefly outlines a townscape classification (for example historic cores, retail centres, interwar suburbs, etc.) but provides little detail. If a townscape character appraisal were required, this would need to be the subject of a further study.

## **Financial Implications**

13. The Assessment was completed by the consultants in May 2012, at a cost of £19,670 contained within existing budgets. The Cabinet Member agreed the appointment of consultant and related expenditure in February 2011.

14. The Landscape Character Assessment, a weighty document comprising analysis, maps, diagrams, photographs and illustrations of all the landscape character areas in the Borough, and a brief outline of its townscape character, is to be placed on the Council's web site, rather than made available in hard copy. There are thus no financial implications for its publication.

## **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

The Landscape Character Assessment will provide a robust evidence base for decisions on development proposals affecting the extensive areas of open land in Hillingdon. In particular, there has been much concern from residents, amenity societies and national groups over the potential impact of the High Speed 2 route on the landscapes, habitats, waterways and lakes to the north and west of the Borough. The Council is continuing to provide a robust response on behalf of its residents and it is anticipated that this appraisal will be welcomed as a part of this defence. It could also assist in dealing with any future expansion plans for Heathrow airport which may arise and with planning applications likely to have a damaging effect on the Borough's Green Belt.

### **Consultation Carried Out or Required**

A successful public / stakeholder workshop was held in June 2011 to ensure that the considerable local knowledge possessed by local residents and voluntary groups was included at an early stage. The workshop generated meaningful involvement in validating boundaries, agreeing descriptions and inputting local detail and values into formulating and refining the landscape character area descriptions. The workshop included a series of carousel exercises and break out discussion groups to gain local information to guide the report in its early stages. The consultation was followed by a workshop evaluation, providing further opportunities for comments.

Over thirty people took part in the workshop, representing a range of interests. They included local Councillors, representatives from local community groups, local businesses and government bodies.

## **CORPORATE IMPLICATIONS**

### **Legal**

There is no statutory requirement on local planning authorities to carry out Landscape Character Assessments although such an assessment may be used to inform the Council's emerging Local Development Framework and Core Strategy.

In considering the consultation responses, decision makers must ensure there is a full consideration of all representations arising including those which do not accord with the officer recommendation. The decision maker must be satisfied that responses from the public are conscientiously taken into account.

## **Corporate Finance**

Corporate Finance has reviewed this report and concurs with the financial implications set out above, noting that there are no direct financial implications arising from the recommendations contained in this report.

## **Corporate Landlord**

Corporate Property and Construction supports the recommendations set out in the report.

## **Other Service Areas – Green Spaces**

Green Spaces fully supports the recommendation, as the Landscape Character Assessment will be a valuable tool in the management of the borough's green spaces.

## **BACKGROUND PAPERS**

NIL

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## REVIEW OF THE LOCAL LIST OF BUILDINGS OF ARCHITECTURAL OR HISTORIC IMPORTANCE

<b>Cabinet Member(s)</b>	Councillor Keith Burrows
<b>Cabinet Portfolio(s)</b>	Planning, Transportation and Recycling
<b>Officer Contact(s)</b>	Nairita Chakraborty & Sarah Harper – Planning, Environment, Education and Community Services
<b>Papers with report</b>	Appendix 1 – Revised entries in the Local List. Appendix 2 – Proposed new entries to the Local List

### 1. HEADLINE INFORMATION

<b>Summary</b>	Following the successful adoption and publication of the 'Local List of Buildings of Architectural or Historic Importance' in 2010, revisions to the document are now required and new entries need to be included. These have been assessed and this report seeks approval for the proposed changes and an instruction to officers to carry out consultation with the owners and interested groups. The consultation responses will be reported to Cabinet later in the year.
<b>Contribution to our plans and strategies</b>	Hillingdon's Emerging Local Development Framework Hillingdon Unitary Development Plan (Saved Policies 2007) Sustainable Community Strategy Statement of Community Involvement
<b>Financial Cost</b>	The cost of notification and consultation with the owners and interested parties would be under £50 which will be met from the budget for Planning, Environment, Education and Community Services 2012/13.
<b>Relevant Policy Overview Committee</b>	Residents' and Environmental Services Policy Overview Committee
<b>Ward(s) affected</b>	Botwell, Brunel, Eastcote and East Ruislip, Harefield, Manor, Northwood, Northwood Hills, South Ruislip, Townfield, Uxbridge North, Uxbridge South, West Drayton, West Ruislip

### 2. RECOMMENDATION

That Cabinet:

1. Approves the revisions to the existing entries in the adopted Local List of Buildings of Architectural or Historic Importance, as attached in Appendix 1; and,
2. Instructs officers to carry out consultation with owners and interested groups on the proposed new entries as contained in Appendix 2.

## Reasons for recommendation

The Local List of Buildings of Architectural or Historic Importance was adopted in May 2010 following extensive public consultation. Further changes and new entries were included in October 2011. Following this, alterations to some of the entries have been requested and new additions identified for inclusion on the list. The proposed changes have been considered and this report seeks approval for revisions to existing entries on the adopted Local List and also an agreement that officers consult with the owners and interested groups on the proposed new entries.

## Alternative options considered / risk management

Cabinet could decide not to revise the existing Local List. This would leave buildings worthy of local designation, unrecognised and vulnerable to insensitive development. It would also not address the concerns of Members and residents.

## Policy Overview Committee comments

None at this stage

## **3. INFORMATION**

### Supporting Information

1. The Local List of Buildings of Architectural or Historic Importance recognises buildings that are considered to be of local significance and that contribute to the unique character and sense of local distinctiveness of the Borough. On 19<sup>th</sup> February 2009, Cabinet approved a programme for the review of the existing Local List and following assessment and consultation, the final list was adopted on 26<sup>th</sup> of May 2010. This was revised and updated in October 2011.

2. Since then, some existing entries have been statutorily listed and now need to be removed from the Local List. New information has also been received, so that some existing entries need to be revised. The proposed changes are listed below. Full details of the revised entries are included in Appendix 1.

<b>Address</b>	<b>Entry No</b>	<b>Changes proposed</b>
Thatched Cottage, Cuckoo Hill, Eastcote, Pinner	009	Statement of significance revised based on additional historic information.
Nos 177-195 Field End Road, Eastcote	017	Statement of significance revised based on information received from the Local History Society.
Fountain House Hotel, No 120 Church Road, Hayes	077	Change in address to 116-118 Church Road
Oakwood, Catlins Lane, Eastcote, Pinner	145	Statement of significance revised based on assessment carried out by English Heritage.
<b>Address</b>	<b>Entry No</b>	<b>Changes proposed</b>
Coal Tax Post, Footpath across railway line, Eastbury Road/Sandy Lodge Way, Northwood	152	Listed grade II so removed from the local list

Coal Tax Post, top of Potter Street, Northwood Hills	167	Listed grade II so removed from the local list
Coal tax post, rear of playing fields to St Martin's School, Northwood	168	Listed grade II so removed from the local list
Coal Tax post, Rickmansworth Road, Northwood	169	Listed grade II so removed from the local list
Lecture Theatre, Brunel University	226	Listed grade II so removed from the local list (Date of listing - 23 <sup>rd</sup> June 2011)

3. A number of new entries have also been requested by local residents and/or proposed by officers. These have been assessed and summarised below. The detailed description of these entries has been included in Appendix 2.

<b>Address</b>	<b>Requested by</b>	<b>Assessment</b>
Toll House, Bull's Bridge Road, Hayes	Identified by officers	To be included
Wall and gates to Coppinger Court, Station Road, West Drayton	Identified by officers	To be included
Barn to Battlers Wells Farm, Jackets Lane, Northwood	Identified by officers	To be included
Battlers Wells Cottage (Dar Al Tableegh), Jackets Lane, Northwood	Identified by officers	To be included
St Michael's Church, Osborne Road, Uxbridge	Identified by officers during assessment of proposed Rockingham Road Conservation Area	To be included
Presbytery to St Michael's Church, Osborne Road, Uxbridge	Identified by officers during assessment of proposed Rockingham Road Conservation Area	To be included
Bofors Gun tower at Ruislip Manor Sports & Social Club Ltd, Grosvenor Vale, Ruislip	Requested by local resident	To be included
Lodge to Fassnidge Park, Rockingham Parade, Uxbridge	Identified by officers during assessment of proposed Rockingham Road Conservation Area	To be included

Bandstand, Fassnidge Park, Rockingham Parade, Uxbridge (Council owned)	Identified by officers during assessment of proposed Rockingham Road Conservation Area	To be included
Memorial Stone, Fassnidge Park, Rockingham Parade, Uxbridge (Council owned)	Identified by officers during assessment of proposed Rockingham Road Conservation Area	To be included
Drinking Fountain, Fassnidge Park, Rockingham Parade, Uxbridge (Council owned)	Identified by officers during assessment of proposed Rockingham Road Conservation Area	To be included
Entrance Gates and piers to Fassnidge Park, Rockingham Parade, Uxbridge (Council owned)	Identified by officers during assessment of proposed Rockingham Road Conservation Area	To be included
Northwood & Pinner Cottage Hospital, Pinner Road, Northwood	Identified by officers	To be included
Entrance warehouse to Nestle (Canteen building), Nestles Avenue, Hayes	Identified by officers	To be included
Cottages within Nestle site, Nestles Avenue, Hayes	Identified by officers	To be included
Railings, gates and piers to Nestle buildings, Nestles Avenue, Hayes	Identified by officers	To be included
St Mary's Church Hall, Hemmen Lane, Hayes	Originally proposed by residents in 2009. Not included due to insufficient information. However, new information since then has been submitted by local resident.	To be included
No 11a, Ickenham Road, Ruislip	Identified by officers	To be included
No 1 Grove Road, Uxbridge	Identified by officers	To be included
Nos 2, 3 And 4 Grove Road, Uxbridge	Identified by officers	To be included
Nos 5 and 6 Grove Road, Uxbridge	Identified by officers	To be included
No 7 Grove Road, Uxbridge	Identified by officers	To be included
No 8 Grove Road and No 81 Park Road, Uxbridge	Identified by officers	To be included

Langley Farm Barn, Breakspear Road North, Harefield (Council owned)	Identified by officers	To be included
Waterways Cottage, Coppermill Lock, Harefield	Identified by officers	To be included
The Lodge, Harlington Road, Hayes	Identified by officers	To be included

4. It is important that owners and interested parties are involved with the Local List update. Officers are, therefore, seeking approval to consult the owners of the new entries, along with the respective Conservation Area Panels and Local History Groups. This will be undertaken in accordance with the guidance given under the adopted Statement of Community Involvement (SCI). It is anticipated that the consultation will be for a period of six weeks. The comments received will be forwarded to Cabinet for further consideration with the revised document.

### **Financial Implications**

5. The cost of notification and consultation letters, including envelopes and postage would be under £50. This would be contained within the budget for Planning, Environment, Education and Community Services for 2012-13.

## **4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

The aims of the recommendations are to update the Local List, so that due recognition can be given to buildings and structures which make a positive contribution to the Borough's local distinctiveness and appearance. Inclusion on the List would have no statutory implications for residents, property owners or other stakeholders, although Local Listing is a material consideration when decisions are made on planning and other related applications. Relevant policies are contained within Hillingdon's Local Plan (i.e. both Part 1 and the Unitary Development Plan Saved Policies which now form Part 2).

The recently published National Planning Policy Framework (NPPF) and guidance from English Heritage provide for greater recognition of non designated heritage assets such as Locally Listed Buildings. Paragraph 135 of NPPF states that 'The effect of an application on the significance of a non designated heritage asset should be taken into account in determining the application.'

### **Consultation Carried Out or Required**

The respective local Councillors, Conservation Area Panels, residents associations, local history societies and other relevant local groups will be consulted on the new entries to the Local List. This will be undertaken in accordance with the Statement of Community Involvement (SCI), adopted in November 2006. The results of this consultation would be reported back to the Cabinet Member for adoption.

## **5. CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and concurs with the financial implications set out above.

### **Legal**

The Council's constitution states that the Cabinet are responsible for preparing policy frameworks to be adopted by full Council, which includes proposing policy development. As such, the Cabinet have the power to propose the changes to the Local List set out in this report and to authorise public consultation. Consultation must be undertaken when proposals are still at a formative stage, must give sufficient reasons to permit the consultee to make a meaningful response, and must allow adequate time for consideration and response. In considering the consultation responses, decision makers must ensure there is a full consideration of all representations arising including those, which do not accord with the officer recommendation. The decision maker must be satisfied that responses from the public are conscientiously taken into account.

### **Corporate Property and Construction**

Corporate Property and Construction supports the recommendation set out in the report.

### **Relevant Service Groups**

Relevant service groups were consulted as part of the consultation process comments are noted below.

### **Green Spaces**

Green Spaces supports the recommendation set out in the report.

## **6. BACKGROUND PAPERS**

- Cabinet Member report dated 19<sup>th</sup> February, 2009.
- Cabinet report dated 19<sup>th</sup> November, 2009.
- Cabinet report dated 26<sup>th</sup> May 2010.
- Cabinet report dated 27<sup>th</sup> October, 2011

## Appendix 1: Revised Entries in the Local List

<b>Updated entries</b>						
<b>Building Name/No</b>	<b>Road name</b>	<b>Post code</b>	<b>Ward</b>	<b>Date Proposed</b>	<b>Con Area/ASLC</b>	<b>S No</b>
Thatched Cottage	Cuckoo Hill, Pinner	HA5 2BB	Northwood Hills	2009	NA	009
Nos 177-195	Field End Road, Eastcote	HA5 1QS	Eastcote and East Ruislip	1990	NA	017
No. 120 No 116-118	Church Road, Hayes	UB3 2LW	Townfield	2009	Hayes Village CA	077
Oakwood	Catlins Lane, Pinner	HA5 2EZ	Northwood Hills	2009	Eastcote Village CA	145
<b>Removed entries</b>						
<b>Building Name/No</b>	<b>Road name</b>	<b>Post code</b>	<b>Ward</b>	<b>Date Proposed</b>	<b>Con Area/ASLC</b>	<b>S No</b>
Coal Tax Post, Footpath across railway line, Eastbury Road/ Sandy Lodge Way	Eastbury Road	HA6 3BB	Northwood	Listed	NA	152
Coal Tax Post, top of Potter Street	Potter Street		Northwood Hills	Listed	NA	167
Coal tax post, rear of playing fields to St Martin's School	Rear of St Martin's School	Grid Ref: TQ 08692 2	Northwood	Listed	NA	168
Coal Tax post, Rickmansworth Road	Rickmansworth Road	HA6 6GY	Northwood	Listed	NA	169
Lecture Centre, Brunel University	Kingston Lane, Uxbridge	UB8 3PH	Brunel	Listed	NA	226

<b>Building Name/No:</b>	Thatched Cottage	<b>Serial No:</b>	009
<b>Address:</b>	<b>Cuckoo Hill, Eastcote, HA5 2BB</b>		
<b>Ward:</b>	Eastcote and Ruislip	<b>Use:</b>	Residential

### Photograph



### Statement of significance/ Reasons for designation

Architectural: 1935 cottage. Two storey, in white render. Traditional thatched roof with eye brow dormer and catslide porch entrance to the side. Original timber casements, with bell mouth detail to ground floor openings.

Townscape: Contributes to street scene and local character.

History: Built as a gardener's cottage for nearby Eastcote Point.

Photograph date: September 2009

### Location Map



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**Authenticity (I b): 2; Architectural (II d): 2; Townscape (III f): 2; History (IV i): 1**

**Total = 7**

**RECOMMENDATION: To be included in Local List**

<b>Building Name/No:</b>	177-195	<b>Serial No:</b>	017
<b>Address:</b>	<b>Field End Road, Eastcote, HA5 1QS</b>		
<b>Ward:</b>	Eastcote and East Ruislip	<b>Use:</b>	Retail



**Statement of significance/ Reasons for designation**

Architectural: Range of early 1930s buildings (2 blocks). Garden Suburb style with diaper pattern brickwork and steeply pitched hipped tile roof with dormers to attic floor. Open 'verandah' to first floor with timber posts. Projecting gable to each end.

Townscape: Contributes to street scene and local character. Garden Suburb Style.

Information provided by: The Ruislip, Northwood and Eastcote Local History Society

Photograph: September 2009

**Location Map**



© Crown copyright. London Borough of Hillingdon 100019283 2009

**Authenticity (I b): 2; Architectural (II d,e): 2+1; Townscape (III f,g): 2+1;**

**Total = 8**

**RECOMMENDATION: To be included.**

<b>Building Name/No:</b>	Fountain House Hotel	<b>Serial No:</b>	077
<b>Address:</b>	<b>No 116-118, Church Road, UB3 2LW</b>		
<b>Ward:</b>	Townfield	<b>Use:</b>	Hotel



Elevation fronting Church Road



Elevation fronting St Mary's Road

**Statement of significance/ Reasons for designation**

Architectural: Altered late 19<sup>th</sup> early 20<sup>th</sup> century former school. Brick façade fronting Church Road with projecting double gable. Arched headed ground floor windows, flat arches over first floor windows with hood moulds and brick sills. Steep tiled roof. Elevation fronting St Mary's Road partly rendered. 1930s extension in stock brick with a ground floor loggia.

Historic: The building was formerly a school where writer George Orwell lived and taught. The Blue plaque (Inset) by Hayes Literary Society reads: George Orwell (Eric Arthur Blair) 1903 -1950 lived and worked here as Senior Master of the former Hawthorns High School for boys. April 1932 - July 1933.

**Photograph date: September 2009**

**Location Map**



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Authenticity (I c): 1; Architecture (II d): 2; Townscape (III f): 2; Historic (IV h,i): 2+1

**Total = 8**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Oakwood	<b>Serial No:</b>	145
<b>Address:</b>	<b>Catlins Lane, Pinner, HA5 2EZ</b>		
<b>Ward:</b>	Northwood Hills	<b>Use:</b>	Residential



Front elevation



Rear elevation

**Statement of significance/ Reasons for designation**

Architectural: Two-storey house in a Vernacular Revival style exhibiting some Arts & Crafts influences. Built of brick, covered with white painted roughcast render and with a patterned, clay-tiled, pitched roof with pierced ridge tiles. The prominent decorated chimneys are of red brick. The northern bay of the principal elevation has an overhanging gable with barge boards and applied timber-frame decoration. Beneath the gable end is a timber, canted oriel window with timber brackets and on the ground floor is a canted bay window with a tiled roof. The southern bay has a central, full height, canted bay topped by a tiled turret roof with finial. Windows are all timber casements with diamond-leaded transoms and leaded lights on the ground floor. The rear (west) elevation has a projecting, gabled northern block. The gable has a large terracotta plaque bearing a Classical head just below the eaves. Windows are mostly timber sashes with 'eyebrow' terracotta drip mouldings and tile sills. The window lighting the stairs has leaded coloured glass.

Interior: A wooden panelled entrance lobby leads to a central hall with an open-well stair. A stained glass window with a simple geometric floral design lights the stair landing. The dining room has wooden panelling extending into the recessed fireplace, which has a stone Tudor-arched surround flanked by fitted wooden cupboards in an Arts and Crafts style. The fireplace recess is framed by a chamfered timber surround with decorative brackets.

Townscape: Contributes to local character and Eastcote Village Conservation Area.

Historical: Oakwood is understood to have been built in 1904 by a local builder called Jacques, who erected a number of houses on the west side of Catlins Lane between 1896 and 1913, as a speculative development.

**Information provided by:** English Heritage

**Photograph:** The Ruislip, Northwood and Eastcote Local History Society



## Appendix 2: Proposed new entries to the Local List

Building Name/No	Road name	Post code	Ward	Date Proposed	Con Area/ ASLC	Serial No
<a href="#">Toll House</a>	Bull's Bridge Road	UB2 5LX	Townfield	June 2012	Bull's Bridge CA	303
<a href="#">Wall and gates to Coppinger Court</a>	Station Road	UB7 9PH	West Drayton	June 2012	West Drayton Green CA	304
<a href="#">Barn to Battlers Wells Farm</a>	Jackets Lane, Northwood Road	UB9 6PZ	Harefield	June 2012		305
<a href="#">Battlers Wells Cottage (Dar Al Tableegh)</a>	Jackets Lane, Northwood Road	UB9 6PZ	Harefield	June 2012		306
<a href="#">St Michael's Church</a>	Osborne Road	UB8 1UE	Uxbridge South	June 2012		307
<a href="#">Presbytery to St Michael's Church</a>	Osborne Road	UB8 1UE	Uxbridge South	June 2012		308
<a href="#">Bofors Gun tower at Ruislip Manor Sports &amp; Social Club Ltd</a>	Grosvenor Vale	HA4 6JQ	Manor	June 2012		309
<a href="#">Lodge to Fassnidge Park</a>	Rockingham Parade	UB8 2UW	Uxbridge South	June 2012		310
<a href="#">Bandstand, Fassnidge Park</a>	Rockingham Parade	UB8 2UW	Uxbridge South	June 2012		311
<a href="#">Memorial Stone, Fassnidge Park</a>	Rockingham Parade	UB8 2UW	Uxbridge South	June 2012		312
<a href="#">Drinking Fountain, Fassnidge Park</a>	Rockingham Parade	UB8 2UW	Uxbridge South	June 2012		313
<a href="#">Entrance Gates and piers to Fassnidge Park</a>	Rockingham Parade	UB8 2UW	Uxbridge South	June 2012		314
<a href="#">Northwood &amp; Pinner Cottage Hospital</a>	Pinner Road	HA6 1DE	Northwood Hills	June 2012		315
<a href="#">Entrance warehouse to Nestle (Canteen building)</a>	Nestles Avenue	UB3 4RF	Botwell	June 2012	Botwell Nestle CA	316

<a href="#">Cottages to Nestle building</a>	Nestles Avenue	UB3 4RF	Botwell	June 2012	Botwell Nestle CA	317
<a href="#">Railings, gates and piers to Nestle buildings</a>	Nestles Avenue	UB3 4RF	Botwell	June 2012	Botwell Nestle CA	318
<a href="#">St Mary's Church Hall</a>	Hemmen Lane	UB3 2LW	Townfield	June 2012	Hayes Village CA	319
<a href="#">No 11a</a>	Ickenham Road, Ruislip	HA4 7BT	West Ruislip	June 2012	Ruislip Village CA	320
<a href="#">No 1</a>	Grove Road	UB8 1QR	Uxbridge North	June 2012	North Uxbridge ASLC	321
<a href="#">Nos 2, 3 and 4</a>	Grove Road	UB8 1QR	Uxbridge North	June 2012	North Uxbridge ASLC	322
<a href="#">Nos 5 and 6</a>	Grove Road	UB8 1QR	Uxbridge North	June 2012	North Uxbridge ASLC	323
<a href="#">No 7</a>	Grove Road	UB8 1QR	Uxbridge North	June 2012	North Uxbridge ASLC	324
<a href="#">No 8 Grove Road and No 81 Park Road</a>	Grove Road and Park Road	UB8 1QR and UB8 1 NW	Uxbridge North	June 2012	North Uxbridge ASLC	325
<a href="#">Langley Farm Barn</a>	Breakspear Road North	UB9 6NB	Harefield	June 2012	Harefield Village CA	326
<a href="#">Waterways Cottage</a>	Coppermill Lock	UB9 6JA	Harefield	June 2012	Coppermill Lock CA	327
<a href="#">The Lodge</a>	Harlington Road	UB8 3HF	Botwell	June 2012		328

<b>Building Name/No:</b>	Toll House	<b>Serial No</b>	303
<b>Address:</b>	<b>Bull's Bridge Road, Hayes, UB2 5LX</b>		
<b>Ward:</b>	Townfield	<b>Use:</b>	Industrial (Vacant)



Front elevation from the Canal



Front elevation from Bull's Bridge

**Statement of significance/ Reasons for designation**

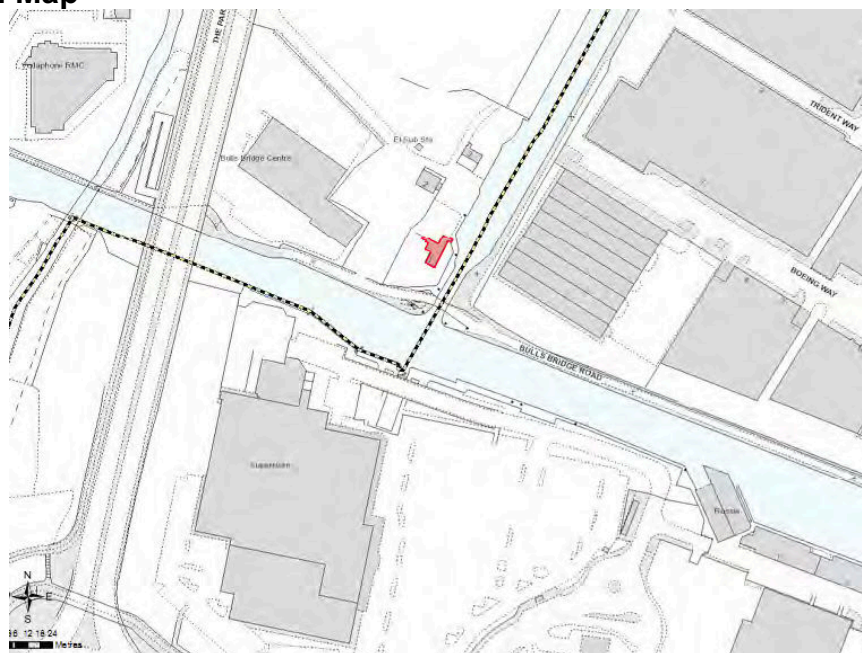
Architectural: Mid 19<sup>th</sup> century 3 bay two storey house with a projecting wing to the east. White rendered with shallow hipped slate roof. Windows now boarded. In poor condition. The building is to be retained as part of a new development approved by the Council in June 2012.

Townscape: Group value with the listed canal bridge and located in the Bull's Bridge Conservation Area; key landmark on the canal.

Historic: Associated with the Grand Union Canal/ Paddington Arm and located close to an infilled wharf. The Bull's Bridge junction was an important stopping off point at the heart of the system, where barges waited for their orders.

**Photograph date: October 2011**

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2; Historic (IV h): 2  
Total = 7**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Wall and gates to Coppinger Court	<b>Serial No</b>	304
<b>Address:</b>	<b>Station Road, West Drayton, UB7 9PH</b>		
<b>Ward:</b>	West Drayton	<b>Use:</b>	Means of enclosure



**Statement of significance/  
Reasons for designation**

Architectural: Ornate Iron gates associated with the former Vicarage to St Martin's Church, West Drayton. Later red brick piers with coping. Earlier stock brick wall retained to the west side.

Townscape: Local value West Drayton Conservation Area.

Historic: Associated with the former Vicarage to St Martin's Church, demolished in 1993 for redevelopment.

Photograph date: October 2011

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 1  
Total = 6**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Barn to Battlers Wells Farm	<b>Serial No</b>	305
<b>Address:</b>	<b>Jackets Lane, Northwood Road, UB9 6PZ</b>		
<b>Ward:</b>	Harefield	<b>Use:</b>	Agricultural storage



**Statement of significance/  
Reasons for designation**

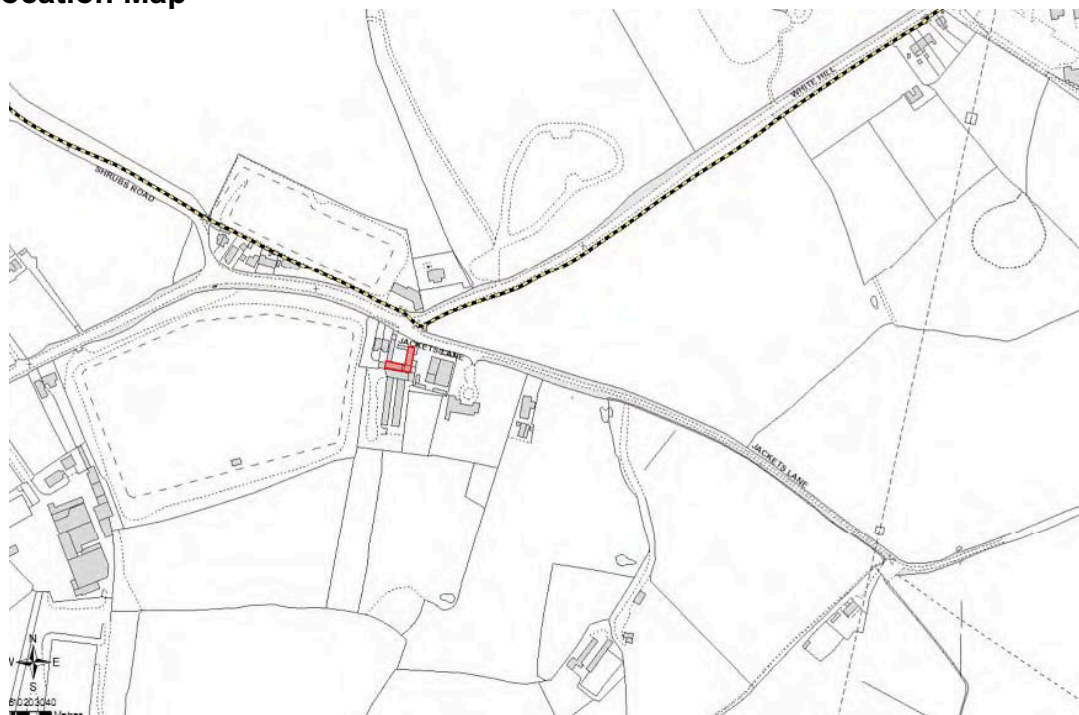
Architectural: Altered, single storey brick barn roughly in an L shape plan form. Steeply pitched tiled roof with later applied weather-boarding. Internal structural information unavailable.

Townscape: Group value within the Green Belt.

Historic: Associated with the Battlers Wells Farm.

Photograph date: October 2011

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 1  
Total = 6  
RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Dar-al-Tableegh	<b>Serial No</b>	306
<b>Address:</b>	<b>Jackets Lane, Northwood Road, UB9 6PZ</b>		
<b>Ward:</b>	Harefield	<b>Use:</b>	Educational



**Statement of significance/ Reasons for designation**

Architectural: Circa 1920s, Arts and Crafts influenced one and half storeys with attic and basement, in red brick. C shaped plan form with steeply pitched tiled hip roof. Two projecting gabled wings. Central section with hipped roof dormers to first and attic floors. Prominent brick chimneys cruciform in plan. Central door entrance with decorative surround.

Townscape: Group value within the Green Belt.

Historic: Associated with the Battlers Wells Farm.

**Photograph date: October 2011**

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 1  
Total = 6**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Church of Our Lady of Lourdes and St Michael	<b>Serial No</b>	307
<b>Address:</b>	<b>Osborne Road, UB8 1UE</b>		
<b>Ward:</b>	Uxbridge South	<b>Use:</b>	Religious



**Statement of significance/ Reasons for designation**

**Architectural:** 1931. Designed by the diocesan architect, T. H. B. Scott. Romanesque style with a robust external appearance and austere stripped back interior. In yellow stock brick with red brick detailing. Semi-circular arched entrance and windows. Later lean-to extension to the flank elevation.

**Townscape:** Striking landmark on the approach to the town centre, otherwise dominated by large modern buildings and traffic.

**Historic:** First Catholic Church established in Uxbridge, current building opened in 1931. Closely associated with the Gilbeys of Denham (local wine merchants). A memorial plaque in their honour is located near The Lady Altar. Forms a group with the adjacent Vicarage.

**Photograph date:** May 2012

**Location Map**



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**Authenticity (I c): 1; Architectural (II d, e): 2+1; Townscape (III g): 1; Historic (IV h, i): 2+1**

**Total = 8**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Presbytery to Church of Our Lady of Lourdes and St Michael	<b>Serial No</b>	308
<b>Address:</b>	<b>Osborne Road, UB8 1UE</b>		
<b>Ward:</b>	Uxbridge South	<b>Use:</b>	Residential



**Statement of significance/ Reasons for designation**

**Architectural:** Large detached late Victorian house in yellow stock brick with slate roof with decorative ridge tiles. Symmetrical gabled bays to the front, with decorative red brick detailing. Main entrance through archway, with decorative impostes.

**Townscape:** Together with Our Lady of Lourdes and St Michael's Church, forms a landmark on the approach to the town centre, otherwise dominated by large buildings and traffic.

**Historic:** Originally No 37 Lawn Road, this is the only remaining house in Lawn Road on this side of the Ring Road. Acquired by the RC Church of St Michael when first opened in 1893.

Photograph date: May 2012

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III g): 1; Historic (IV i): 1  
Total = 5**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Bofors Gun tower and Pill Box, Ruislip Manor Sports & Social Club	<b>Serial No</b>	309
<b>Address:</b>	<b>Grosvenor Vale, HA4 6JQ</b>		
<b>Ward:</b>	Manor	<b>Use:</b>	Millitary (disused)



**Gun Tower**



**Pill box**

**Statement of significance/ Reasons for designation**

Architectural: A rare surviving pair of Bofors anti-aircraft gun towers (confirmed by independent MoD historic buildings specialist). Constructed of reinforced concrete, in poor condition. Site includes a type 24 Pill Box.

Historic: It is thought that these structures formed part of the World War II defences protecting the nearby underground munitions factory at Ruislip Manor Depot.

**Photograph date: May 2012**

**Location Map**



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**Authenticity (I b): 2; Architectural (II d): 2; Historic (IV h): 2**

**Total = 6**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Lodge to Fassnidge Park	<b>Serial No</b>	310
<b>Address:</b>	<b>Rockingham Parade, Uxbridge, UB8 2UW</b>		
<b>Ward:</b>	Uxbridge South	<b>Use:</b>	Residential



**Statement of significance/ Reasons for designation**

Architectural: 1926 Arts and Crafts influenced, two storey house in brick. Gable front elevation to the park, with mock timber framing and white render. Decorative herringbone brickwork to elevations. Steeply pitched tiled roof and prominent brick chimneys.

Townscape: Group value and notable feature within the park.

Historic: Associated with local land owners- Mr and Mrs Fassnidge, who dedicated the park for the use of Uxbridge residents in 1926. Originally built as a park keeper's lodge, now a private residence.

**Photograph date: May 2012**

**Information:** <http://www.londongardensonline.org.uk/gardens-online-record.asp?ID=HIL017>  
<http://www.hillingdon.gov.uk/index.jsp?articleid=14359>

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 1  
Total = 7**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Bandstand, Fasnidge Park	<b>Serial No</b>	311
<b>Address:</b>	<b>Rockingham Parade, Uxbridge, UB8 2UW</b>		
<b>Ward:</b>	Uxbridge South	<b>Use:</b>	Community



**Statement of significance/ Reasons for designation**

**Architectural:** Stone plinth, slender wrought iron columns with ornamental spandrels, supporting cast iron frieze and a low, conical bell shaped copper roof. Cast iron balustrades with a diamond shaped wire mesh decoration.

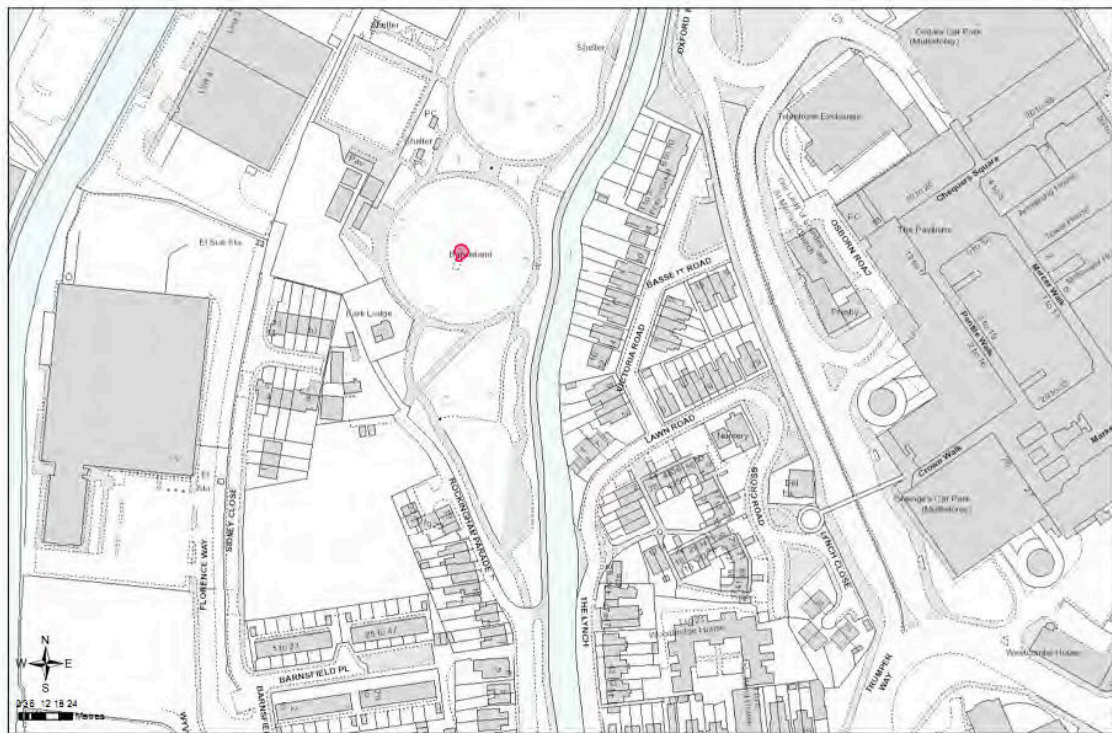
**Townscape:** Group value and notable feature within the park.

**Historic:** Associated with local land owners - Mr and Mrs Fasnidge, who dedicated the park for the use of Uxbridge residents in 1926. The first recreation ground dedicated to the public in Uxbridge, it was designed by William Lionel Eves, the Uxbridge UDC Surveyor.

**Photograph date:** May 2012

**Information:** <http://www.londongardensonline.org.uk/gardens-online-record.asp?ID=HIL017>  
<http://www.hillingdon.gov.uk/index.jsp?articleid=14359>

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 1  
Total = 6**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Memorial Stone, Fassnidge Park	<b>Serial No</b>	312
<b>Address:</b>	<b>Rockingham Parade, Uxbridge, UB8 2UW</b>		
<b>Ward:</b>	Uxbridge South	<b>Use:</b>	Memorial Stone



**Statement of significance/ Reasons for designation**

**Townscape:** Group value within the park.  
**Historic:** Associated with local land owners- Mr and Mrs Fassnidge, who dedicated the park for the use of Uxbridge residents in 1926. The first recreation ground dedicated to the public in Uxbridge, it was designed by William Lionel Eves, the Uxbridge UDC Surveyor.

This is a block of granite installed in 1927, sent from Uxbridge in Massachusetts with the

inscription: 'To Uxbridge Middlesex. This stone is dedicated on the 200th anniversary of the incorporation of Uxbridge, Massachusetts, June 27th 1927. One race of ancient fame, one tongue, one faith we claim'.

**Photograph date:** May 2012

**Information:** <http://www.londongardensonline.org.uk/gardens-online-record.asp?ID=HIL017>  
<http://www.hillingdon.gov.uk/index.jsp?articleid=14359>

**Location Map**



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**Authenticity (I a): 3; Townscape (III f): 2; Historic (IV i): 1**

**Total = 6**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Drinking Fountain, Fassnidge Park	<b>Serial No</b>	313
<b>Address:</b>	<b>Rockingham Parade, Uxbridge, UB8 2UW</b>		
<b>Ward:</b>	Uxbridge South	<b>Use:</b>	Drinking Fountain



**Statement of significance/ Reasons for designation**

**Architectural:** Drinking Fountain recording the gift of the 'Fassnidge Memorial Recreation Ground to Uxbridge' by Mrs Kate Fassnidge in 1926. In granite, square in plan with a moulded capstone. Originally with a plaque to the south face, which read - 'for the quiet enjoyment and pleasure of its townspeople by Kate Fassnidge, as a memorial to her husband'. This has now been removed/stolen.

**Townscape:** Group value within the park.

**Historic:** Associated with local land owners- Mr and Mrs Fassnidge, who dedicated the park for the use of Uxbridge residents in 1926. The first recreation ground dedicated to the public in Uxbridge, it was designed by William Lionel Eves, the Uxbridge UDC Surveyor.

**Photograph date: May 2012**

**Information:** <http://www.londongardensonline.org.uk/gardens-online-record.asp?ID=HIL017>  
<http://www.hillingdon.gov.uk/index.jsp?articleid=14359>

**Location Map**



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**Authenticity (I b): 2; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 1  
 Total = 7**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Entrance gates and piers to Fasnidge Park	<b>Serial No</b>	314
<b>Address:</b>	<b>Rockingham Parade, Uxbridge, UB8 2UW</b>		
<b>Ward:</b>	Uxbridge South	<b>Use:</b>	



Photograph date: May 2012

**Statement of significance/ Reasons for designation**

Architectural: Wrought Iron gates (1926) with elaborate scroll work above top rail. Square red brick piers topped with stone, bearing a shield engraving and moulded capstone.

Townscape: Group value within the park.

Historic: Associated with local land owners, Mr and Mrs Fasnidge, who dedicated the park for the use of Uxbridge residents in 1926. The first recreation ground dedicated to the public in Uxbridge, it was designed by William Lionel Eves, the Uxbridge UDC Surveyor.

**Information:** <http://www.londongardensonline.org.uk/gardens-online-record.asp?ID=HIL017>  
<http://www.hillingdon.gov.uk/index.jsp?articleid=14359>

**Location Map**



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**Authenticity (I b): 2; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 1  
 Total = 7**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Northwood & Pinner Cottage Hospital	<b>Serial No</b>	315
<b>Address:</b>	Pinner Road, Northwood, HA6 1DE		
<b>Ward:</b>	Northwood Hills	<b>Use:</b>	Health care storage



**Statement of significance/ Reasons for designation**

Architectural: Two storey brick building in Arts and Crafts style with 3 bay façade. Steeply pitched hipped tile roof. Ground floor windows with ‘fan’ shaped brick arches, all windows with louvered shutters. Central entrance door with pedimented surround.

Townscape: Landmark building on Pinner Road.

Historic: Built in 1924 as Northwood and Pinner War Memorial, extended in 1930. Redundant by 2000 and in use as ambulance depot and health care storage.

**Photograph date: May 2012**

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III g): 1; Historic (IV h, i): 2+1 Total = 7**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Nestle Works: former canteen (Nestle Uk Ltd)	<b>Serial No:</b>	316
<b>Address:</b>	<b>North Hyde Gardens, Hayes (Botwell), UB3 4RF</b>		
<b>Ward:</b>	Botwell	<b>Use:</b>	Industrial



**Statement of significance/ Reasons for designation**

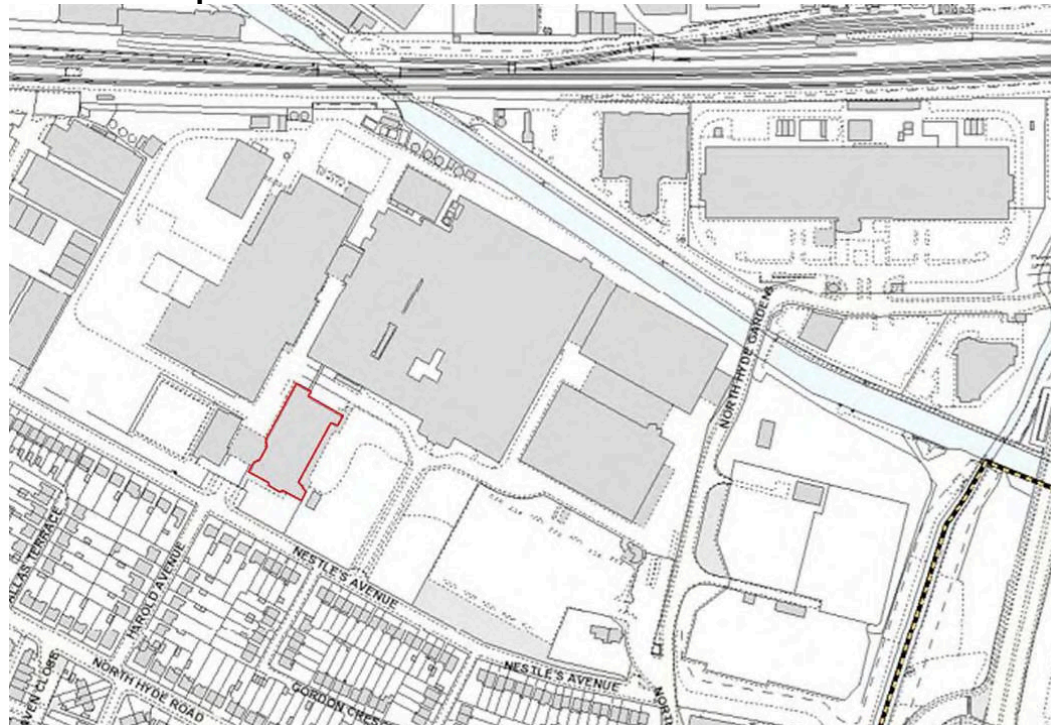
**Architectural:** Built in 1954 in the Moderne Style, as an office canteen. Now used as a warehouse. Painted concrete with large areas of glazing. 2 storeys multi-paned windows, with original Crittal type metal glazing.

**Townscape:** Group value with the Art Deco original factory building, gates, railings and lodge. Located within the Conservation Area; key landmark on Nestles Avenue.

**Historic:** An important element of the Borough's industrial history.

**Photograph date: October 2011**

**Location Map**



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**Authenticity (I b): 2; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 2**

**Total = 8**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Nestle Works: lodge (Nestle Uk Ltd)	<b>Serial No:</b>	317
<b>Address:</b>	<b>North Hyde Gardens, Hayes (Botwell), UB3 4RF</b>		
<b>Ward:</b>	Botwell	<b>Use:</b>	Industrial



**Statement of significance/ Reasons for designation**

Architectural: Pair of caretakers' houses, purpose built for the factory. Arts and Crafts influenced style, two and a half storey with basement. Red brick, with steep tiled roof and dormers. Central gables to front and rear elevations. Very prominent from North Hyde Gardens.

Townscape: Group value within the factory complex and the Conservation Area; key landmark along North Hyde Gardens.

Historic: Associated with the Borough's industrial history.

**Photograph date: October 2012**

**Location Map**



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**Authenticity (I b): 2; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 2  
Total = 8**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Nestle Works: gates/railings (Nestle Uk Ltd)	<b>Serial No:</b>	318
<b>Address:</b>	<b>North Hyde Gardens, Hayes (Botwell), UB3 4RF</b>		
<b>Ward:</b>	Botwell	<b>Use:</b>	Industrial



**Statement of significance/ Reasons for designation**

Architectural: Decorative metal piers, gates and railings aligned with the entrance to main factory building. Linked to distinctive metal railings with decorative curved supports and concrete piers fronting Nestle Avenue. A further set of concrete piers and decorative iron gates is located at the original service entrance.

Townscape: Group value within the factory complex and the Conservation Area. Integral with the design of the main building.

Historic: 19<sup>th</sup> century railings relocated from the original Swiss factory. Associated with the Borough's industrial history.

**Photograph date: October 2012**

**Location Map**



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**Authenticity (I b): 2; Architectural (II d): 2; Townscape (III f): 2; Historic (IV i): 2  
Total = 8**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	St Mary's Church Hall	<b>Serial No:</b>	319
<b>Address:</b>	Hemmen Lane, Hayes, UB3 2LW		
<b>Ward:</b>	Townfield	<b>Use:</b>	Community

### Photograph



### Statement of significance/ Reasons for designation

**Architectural:** Early 20<sup>th</sup> century hall. White rendered with renewed tiled roof. Dormers to street elevation now blocked. Original clock tower/cupola also blocked. Modern extension with cat slide roof to the rear. Timber windows with glazing bars.

**Townscape:** Contributes to the local character and street scene.

**Historical:** St Mary's Church Hall, built by public subscription.

(Reassessed following the submission of additional information)

**Information provided by:** Hayes and Harlington Local History Society

**Photograph:** July 2009

### Location Map



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f, g):2+1; Historical (IV h):2**

**Total = 8**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	11a	<b>Serial No:</b>	320
<b>Address:</b>	Ickenham Road, Ruislip, HA4 7BT		
<b>Ward:</b>	West Ruislip	<b>Use:</b>	Residential

### Photograph



### Statement of significance/ Reasons for designation

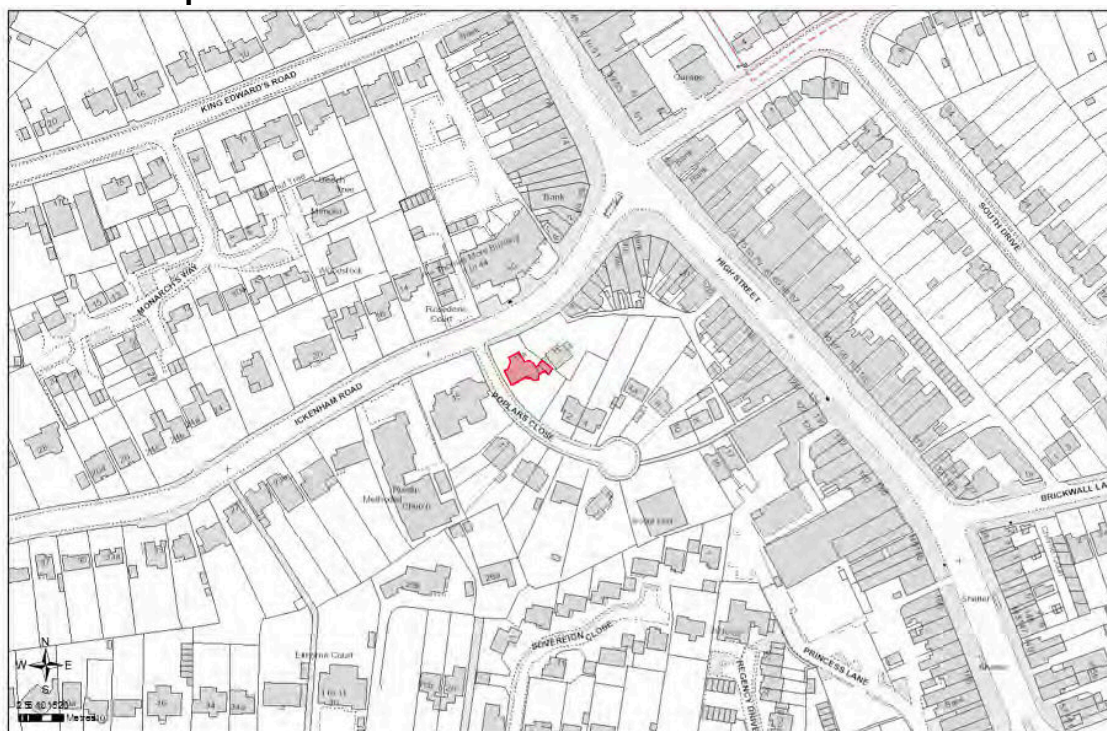
Architectural: Early 20<sup>th</sup> century. Attractive, large two storey house in brick, now painted white. Hexagonal chamfered corner entrance, with simple canopy over the door. Crittal type windows, with 'fan type' arches and keystones to ground floor openings.

Townscape: Contributes to the local character and street scene of the conservation area.

Information provided by: Hayes and Harlington Local History Society

Photograph: July 2009

### Location Map



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Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2;

Total = 5

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	No 1	<b>Serial No:</b>	321
<b>Address:</b>	<b>Grove Road, UB8 1QR</b>		
<b>Ward:</b>	Uxbridge North	<b>Use:</b>	Residential

**Photograph**



**Statement of significance/ Reasons for designation**

Architectural: Early 19th century detached house in yellow stock brick. Front elevation now rendered. Three storeys plus basement, three windows wide. Low pitched hipped slate roof behind parapet with dentil cornice. Rusticated stucco to ground floor with moulded cornice. Sash windows with 6/6 glazing bars. Bracketed hoods to first floor windows. Panelled entrance door with plain fan light. Flat roof portico with classical columns.

Forecourt Wall: brick with square piers and simple coping, now painted.

Townscape: Group value within North Uxbridge ASLC.

**Photograph date: May 2012**

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2**

**Total = 5**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Nos 2, 3 and 4	<b>Serial No:</b>	322
<b>Address:</b>	<b>Grove Road, UB8 1QR</b>		
<b>Ward:</b>	Uxbridge North	<b>Use:</b>	Residential

**Photograph**



**Statement of significance/ Reasons for designation**

Architectural: Mid 19<sup>th</sup> century two storey symmetrical terrace in yellow stock brick, with shallow hipped slate roof. Moulded render architraves to windows and doorways. Recessed front doors. Sash type windows to No 4. Modern flat roof extension to side of No 2.

Townscape: Group value within North Uxbridge ASLC.

**Photograph date: May 2012**

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2**

**Total = 5**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Grove Cottages	<b>Serial No:</b>	323
<b>Address:</b>	<b>Nos 5 and 6 Grove Road, UB8 1QR</b>		
<b>Ward:</b>	Uxbridge North	<b>Use:</b>	Residential

**Photograph**



**Statement of significance/ Reasons for designation**

Architectural: Early-mid 19<sup>th</sup> century pair, each two storeys. Stock brick with stuccoed quoins and dentil cornice. Slated roof with eaves soffit. Stuccoed alternating block surrounds to windows with vermiculated key blocks. Windows now replaced with modern UPVc. Arched entrances to the flank elevations.

Townscape: Group value within North Uxbridge ASLC.

**Photograph date: May 2012**

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2**

**Total = 5**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	No 7	<b>Serial No:</b>	324
<b>Address:</b>	<b>Grove Road, UB8 1QR</b>		
<b>Ward:</b>	Uxbridge North	<b>Use:</b>	Residential



**Statement of significance/ Reasons for designation**

Architectural: Two storeys, substantial early to mid 19<sup>th</sup> century villa in Italianate style, in stock brick with hipped roof and bracketed eaves detail. Sash windows with semi-circular brick arches, stone sills and banding between ground and first floor.  
Townscape: Landmark building in the street scene.

**Photograph date: May 2012**

**Location Map**



Map Notes:  
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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2**

**Total = 5**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	No 8 Grove Road and No 81 Park Road	<b>Serial No:</b>	325
<b>Address:</b>	<b>Grove Road, UB8 1QR; Park Road UB8 1NW</b>		
<b>Ward:</b>	Uxbridge North	<b>Use:</b>	Residential

### Photograph



### Statement of significance/ Reasons for designation

Architectural: Two storey mid to late 19<sup>th</sup> century pair in yellow stock brick, with decorative red brick banding and dentil cornice to eaves. Shallow pitched roof with small gables over principal windows on Grove Road frontage. Angled brick arches to windows.

Townscape: Group Value

Photograph date: May 2012

### Location Map



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2**

**Total = 5**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Langley Farm	<b>Serial No:</b>	326
<b>Address:</b>	<b>Breakspear Road North, UB9 6NB</b>		
<b>Ward:</b>	Harefield	<b>Use:</b>	Vacant

**Photograph**



**Statement of significance/ Reasons for designation**

Architectural: Five bay barn, with central threshing floor and wagon porch. It was brought to the site from Brockley Hill Farm in LB Harrow in 1985 and re-assembled. At that time between a half and two-thirds of its timbers, and all the weatherboarding, were renewed.

Townscape: Distinctive, large building within the Green Belt and Harefield Village Conservation Area.

**Photograph date: May 2012**

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2**

**Total = 5**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	Waterways Cottage	<b>Serial No:</b>	327
<b>Address:</b>	<b>Coppermill Lock, UB9 6NB</b>		
<b>Ward:</b>	Harefield	<b>Use:</b>	Residential



**Canal side elevation**



**Rear elevation**

**Statement of significance/ Reasons for designation**

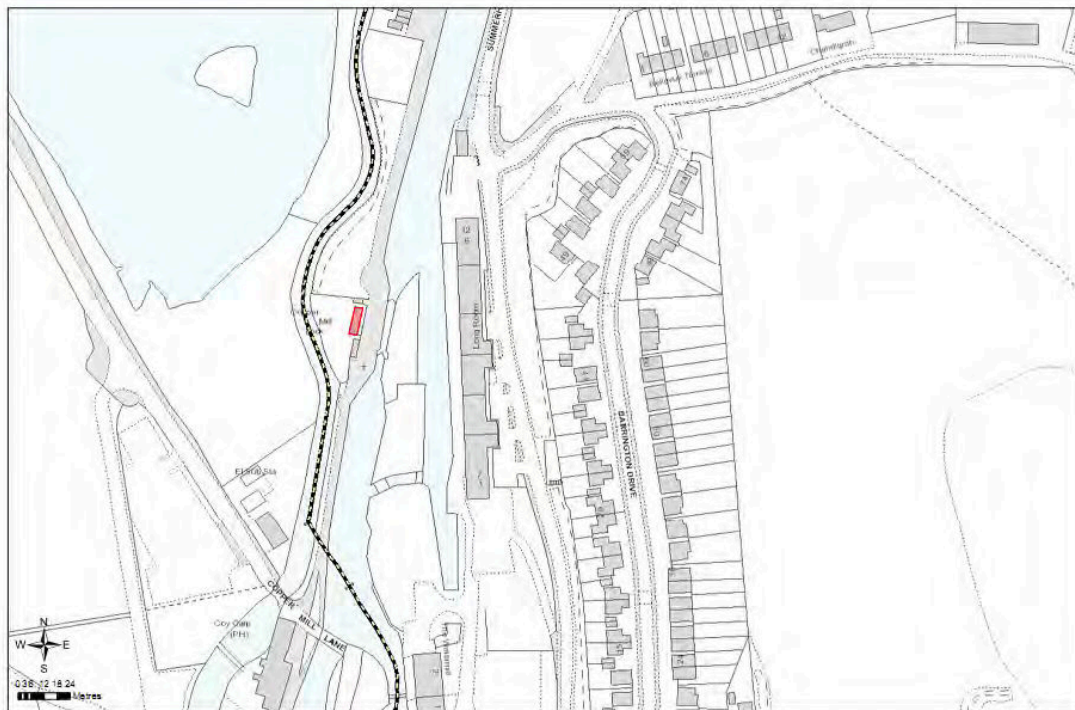
Architectural: Early to mid 19<sup>th</sup> century. Two storey brick building, now painted white. Shallow pitched hipped slate roof. Basement to canal side. Sash windows with brick arches over. Later Victorian two storey side extension.

Townscape: Group Value within the Coppermill Lock Conservation Area.

Historic: Originally the Lock Cottage for Coppermill Lock.

**Photograph date: May 2012**

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 2**

**Total = 5**

**RECOMMENDATION: To be included in the Local List**

<b>Building Name/No:</b>	The Lodge	<b>Serial No:</b>	328
<b>Address:</b>	<b>Harlington Road, UB8 3HF</b>		
<b>Ward:</b>	Botwell	<b>Use:</b>	Residential



**Statement of significance/ Reasons for designation**

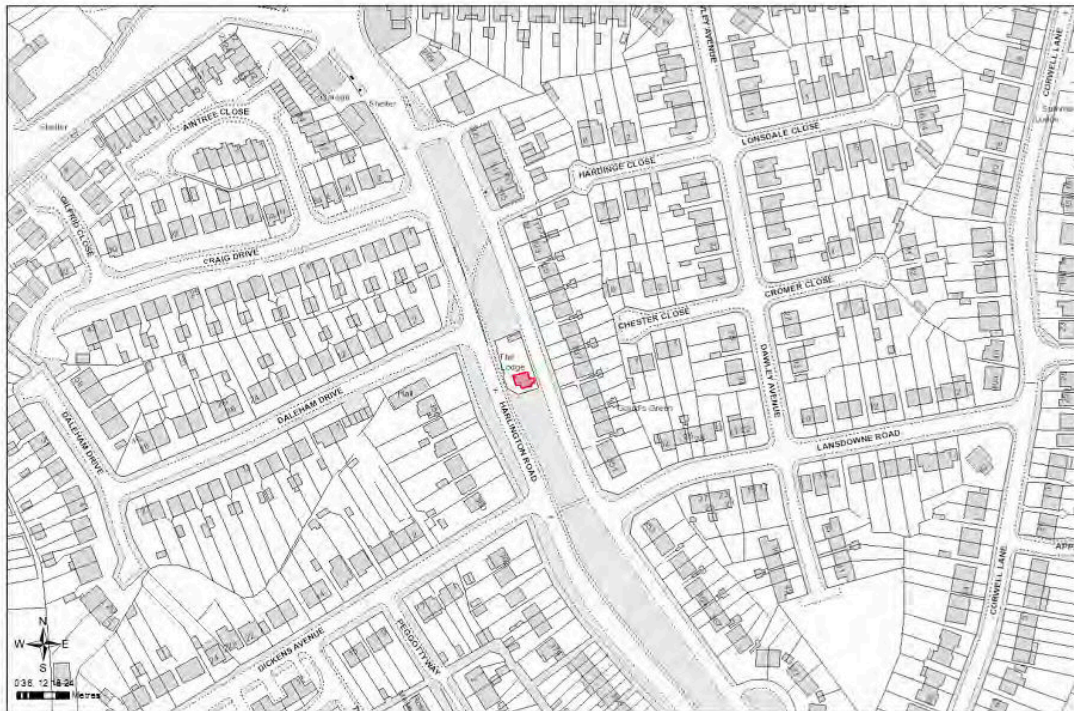
Architectural: Two storey, circa 1900 house in red brick and steeply pitched plain tiled roof. Dark grey brick string course details and window arches. Stone window surrounds. Later open porch and additions.

Townscape: Landmark value, unusual location on island site.

History: Original Lodge to Dawley Court, now demolished.

Photograph date: May 2012

**Location Map**



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**Authenticity (I c): 1; Architectural (II d): 2; Townscape (III f): 1; Historic (IV i): 1  
Total = 5**

**RECOMMENDATION: To be included in the Local List**



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## COUNCIL BUDGET - MONTH 5 2012/13 REVENUE AND CAPITAL MONITORING

<b>Cabinet Member</b>	Councillor Jonathan Bianco
<b>Cabinet Portfolio</b>	Finance, Property and Business Services
<b>Report Author</b>	Paul Whaymand, Central Services
<b>Papers with report</b>	None

### HEADLINE INFORMATION

<b>Purpose of report</b>	<p>The report sets out the Council's overall 2012/13 revenue &amp; capital position, as forecast at the end of Month 5 (August). The in-year revenue position is forecast as an underspend of £1,999k an improvement of £717k over that reported at Month 4.</p> <p>An underspend of £6,971k is currently forecast on General Fund capital budgets for 2012-15. There is a forecast pressure of £5,614k on the HRA capital programme over this period due to projected variances on new build projects.</p>
<b>Contribution to our plans and strategies</b>	Achieving value for money is an important element of the Council's medium term financial plan.
<b>Financial Cost</b>	N/A
<b>Relevant Policy Overview Committee</b>	Corporate Services and Partnerships
<b>Ward(s) affected</b>	All

### RECOMMENDATIONS

That Cabinet:

1. Note the forecast management budget position for revenue and capital as at Month 5.
2. Note the treasury Month 5 update at Appendix B.
3. Approve the retaining of agency staff as detailed in Appendix C.
4. Agree the additional Voluntary Sector grants as detailed in Appendix D.
5. Approve the virement of £50k from Unallocated Priority Growth to PEECS revenue budgets.
6. Approves the allocation of £839k from Capital General Contingency to the Queenswalk Redevelopment Project.

## **INFORMATION**

### **Reasons for Recommendations**

1. The reason for the monitoring recommendation is to ensure that the Council achieves its budgetary objectives. The report informs Cabinet of the latest forecast revenue and capital position for the current year 2012/13.
2. The reasons for recommendation 4 are set out in Appendix D.
3. Recommendation 5 seeks authority to vire £50k funds from unallocated priority growth to fund an additional post within Green Spaces on an on-going basis.
4. Recommendation 6 seeks authority to allocate £839k to the Queenswalk Redevelopment Project from Capital General Contingency in order to fund the improved specification approved by Cabinet on 27 September 2012.

### **Alternative options considered**

5. There are no other options proposed for consideration.

## **SUMMARY**

### **A) Revenue**

6. The in year revenue monitoring position as at Month 5 (August) shows that forecast net expenditure for the year 2012/13 is £1,999k less than the budget. This includes a £1,001k pressure on directorate operating budgets, primarily due to slippage on SCHH savings, and a £3,000k underspend on capital financing costs, linked to borrowing on the Primary School Capital Programme being deferred.
7. An improvement of £217k from Month 4 has been reported on directorate operating budgets as Groups work towards delivering outturn within budget this year. This will allow the underspend on capital financing to be treated as a windfall contributing to balances. The remaining £500k movement arises from the capital financing underspend being increased to £3,000k as it is now likely that no borrowing will be required to support Primary School Expansions in the current financial year.
8. The reported position takes into account the delivery of the £17,696k savings which were included in the 2012/13 budget. To date 84% are either banked or on track for delivery.
9. Balances brought forward at 31st March 2012 were £23,313k, to which a further £2,126k was budgeted to be added during 2012/13. Forecast balances at 31 March 2013 are expected to reach £27,438k as a result of this budgeted contribution and the in year underspend noted above.

### **B) Capital**

10. Forecast outturn on the 2012/13 General Fund Capital Programme is £65,313k, a variance of £35,788k on a revised budget of £101,535k. The majority of this relates to the re-phasing of Primary Schools Expansions (£26,450k), with the remaining balance relating to unallocated contingency and other projects.
11. Over the three-year period 2012 to 2015, an underspend of £6,922k is now reported on the General Fund Capital Programme. Table 7 provides further detail of this projected underspend.

12. General Fund capital receipts for 2012/13 are projected to be £6,551k at Month 5. This represents a variance of £17,097k on the revised budget of £23,648k and relates to the re-phasing of disposals which are now forecast to complete during 2013/14. A favourable variance of £7,986k is forecast over the period 2012 to 2015.
13. A net pressure of £5,701k is reported on the HRA capital programme over the period of 2012 to 2015, which relates to variances on New Build projects.

## A) REVENUE

14. Table 1 indicates the overall impact of the expenditure forecast now reported on the approved budget and the resulting balances position.

**Table 1**

2012/13 Original Budget	Budget Changes		2012/13 (As at Month 5)		% Var of budget	Variances (+ adv/- fav)		
			Current Budget	Forecast		Variance (As at Month 5)	Variance (As at Month 4)	Change from Month 4
£'000	£'000		£'000	£'000		£'000	£'000	£'000
229,902	922	Directorates Budgets on normal activities	230,824	231,824	0%	+1,001	+1,218	-217
-41,360	-922	Corporate Budgets on normal activities	-42,282	-45,282	7%	-3,000	-2,500	-500
<b>188,542</b>	<b>0</b>	<b>Sub-total Normal Activities</b>	<b>188,542</b>	<b>186,543</b>	<b>-1%</b>	<b>-1,999</b>	<b>-1,282</b>	<b>-717</b>
		Exceptional items:				0	0	0
<b>0</b>	<b>0</b>	<b>Sub-Total</b>	<b>0</b>	<b>0</b>		<b>0</b>	<b>0</b>	<b>0</b>
<b>188,542</b>	<b>0</b>	<b>Total net expenditure</b>	<b>188,542</b>	<b>186,543</b>	<b>-1%</b>	<b>-1,999</b>	<b>-1,282</b>	<b>-717</b>
-	0	Budget Requirement	-	-190,668		0	0	0
<b>-2,126</b>	<b>0</b>	<b>Net total</b>	<b>-2,126</b>	<b>-4,125</b>		<b>-1,999</b>	<b>-1,282</b>	<b>-717</b>
<b>-23,313</b>		<b>Balances b/f 1/4/012</b>	<b>-23,313</b>	<b>-23,313</b>		<b>0</b>	<b>0</b>	<b>0</b>
<b>-25,439</b>	<b>0</b>	<b>Balances c/f 31/3/13</b>	<b>-25,439</b>	<b>-27,438</b>		<b>-1,999</b>	<b>-1,282</b>	<b>-717</b>

## Directorates' Forecast Expenditure Month 5

15. Table 2 provides analysis of the budget, forecast and variance at directorate level. Further detail on each directorate is set out in Appendix A. The group forecasts exclude sums provided for in contingency which are set out in table 4.

**Table 2**

2012/13 Original Budget	Budget changes	2012/13 Current Budget as at Month 5	Directorate		2012/13 Forecast (as at Month 5)	% Var	Variances (+ adv/- fav)		
							Variance (As at Month 5)	Variance (As at Month 4)	Change from Month 4
£'000	£'000	£'000			£'000		£'000	£'000	£'000
315,308	-2,375	312,934	SCHH	<i>Exp</i>	315,761	1%	+2,827	+2,986	-159
-205,801	2,302	-203,500		<i>Inc</i>	-205,339	1%	-1,840	-1,889	+50
<b>109,507</b>	<b>-73</b>	<b>109,434</b>		<b>Total</b>	<b>110,422</b>	<b>1%</b>	<b>+988</b>	<b>+1,097</b>	<b>-109</b>
386,494	-11,706	374,787	PEECS	<i>Exp</i>	374,439	0%	-349	-344	-5
-298,379	12,860	-285,519		<i>Inc</i>	-285,170	0%	+349	+344	+5
<b>88,115</b>	<b>1,154</b>	<b>89,268</b>		<b>Total</b>	<b>89,269</b>	<b>0%</b>	<b>+0</b>	<b>+0</b>	<b>0</b>
22,090	-560	21,530	CS	<i>Exp</i>	21,661	1%	+131	+111	+20
-9,004	541	-8,463		<i>Inc</i>	-8,633	2%	-169	-144	-25
<b>13,085</b>	<b>-19</b>	<b>13,067</b>		<b>Total</b>	<b>13,028</b>	<b>0%</b>	<b>-38</b>	<b>-33</b>	<b>-5</b>
16,691	-140	16,551	Contingency		16,602	0%	+51	+153	-102
2,504	0	2,504	Priority Growth		2,504	0%	0	0	0
<b>229,902</b>	<b>922</b>	<b>230,824</b>	<b>Sub-Total Normal Activities</b>		<b>231,824</b>	<b>0%</b>	<b>+1,001</b>	<b>+1,218</b>	<b>-216</b>

16. **Social Care, Health & Housing (SCH&H)** are projecting **an overspend of £988k (£109k improvement)** as at Month 5. There remains an underlying pressure due to slippages in delivery of the Supported Housing Programme, which is partially off-set by underspends on Housing Benefit and housing support contracts. Movement from Month 4 relates to greater use of in house fostering placements within Children's Services, although there remains a pressure in this area due to increased demand for fostering placements.

17. **Planning, Environment, Education & Community Services (PEECS)** are forecasting **a nil variance (no movement)** as at Month 5. Overspends are reported on Facilities Management expenditure, parking income and outdoor advertising and with compensating favourable variances arising from staffing vacancies linked to early delivery of 2013/14 savings within the directorate.

18. **Central Services (CS)** is forecasting **a £38k favourable variance (£5k improvement)** as at Month 5. There has been no significant movement from Month 4, with the reported underspend arising from vacant posts within the directorate.

**Progress on 2012/13 Savings**

19. Table 3 below sets out progress against the savings programme for 2012/13 as set out in the budget approved in February 2012.

**Table 3**

<b>Rag Status of Savings</b>	<b>Central Services</b>	<b>PEECS</b>	<b>SCHH</b>	<b>Total (Month )</b>	<b>%</b>
Blue - Banked	-1,751	-4,776	-3,776	-10,303	58.22
Green - On track for delivery	-30	-2,472	-2,069	-4,571	25.83
Amber - Potential significant savings shortfall or a significant or risky project which is at an early stage;	0	-355	-845	-1,200	6.78
Red - Serious problems in the delivery of the saving.	0	-50	-1,572	-1,622	9.17
<b>Total</b>	<b>-1,781</b>	<b>-7,653</b>	<b>-8,262</b>	<b>-17,696</b>	<b>100.00</b>

20. As at Month 5, 84% of savings are classified as either banked or on track for delivery, (84% at month 4) reflecting on-going BID activity across the Council, of these 58% are now classified as banked (48% at Month 4).

21. A further 7% of savings are classed as amber (from 8% at Month 4), with 9% (£1,622k) reporting serious problems with delivery (no change from Month 4). As previously report the majority of red savings relate to slippages within the Supported Housing programme and are still expected to be deliverable in the medium term, while alternative proposals are being developed in cover any shortfalls in the current financial year.

**Development & Risk Contingency: £51k overspend (£102k improvement)**

22. £16,691k of potential calls on the Development & Risk Contingency were incorporated into the 2012/13 budget. Table 4 shows the latest forecast call on this contingency budget. Forecast contingency requirements remain broadly consistent with MTFE assumptions in totality, however, there has been some movement on specific allocations.

**Table 4**

Group	Development and Risk Contingency	2012/13 Budget	Forecast as Needed (Month 5)	Variance (+adv / -fav)		
				Variance (As at Month 5)	Variance (As at Month 4)	Change from Month 4
	<i>2012/13 allocations:</i>	£'000	£'000	£'000	£'000	£'000
	<b>Current Commitments:</b>					
All	General Contingency	1,000	1,000	0	0	0
SCHH	Social Care Pressures (Adults')	6,171	6,171	0	0	0
SCHH	Social Care Pressures (Children's)	165	165	0	0	0
SCHH	Increase in Transitional Children due to Demographic Changes	2,742	2,742	0	0	0
SCHH	Potential shortfall in reablement, LD & PD savings targets	500	500	0	0	0
SCHH	Asylum Funding Shortfall	1,449	1,449	0	0	0
SCHH	Impact of HB Changes on Temporary Accommodation	737	737	0	0	0
PEECS	Waste Disposal Levy	550	550	0	0	0
PEECS	Additional costs for two year olds	357	357	0	0	0
PEECS	Development Control Income	500	435	-65	+2	-67
PEECS	Carbon Reduction Commitment Energy Efficiency Scheme	450	350	-100	-50	-50
PEECS	Local Development Framework Legal & Consultancy Fees	90	90	0	0	0
PEECS	SEN Transport	100	250	+150	+150	0
PEECS	HS2 Challenge Contingency	200	200	0	0	0
PEECS	Contingency against Leisure outsourced income streams	480	470	-10	-41	+31
CS	Uninsured Claims	400	400	0	0	0
CS	Schools withdrawal from the HR payroll and OH service	300	300	0	0	0
All	Pump Priming for BID Savings	500	500	0	0	0
PEECS	Fuel		40	+40	+60	-20
PEECS	Traveller Incursions		8	+8	+8	0
PEECS	Planning Appeals		28	+28	+24	+4
	<b>Original Contingency Allocation</b>	<b>16,691</b>	<b>+16,742</b>	<b>+51</b>	<b>+153</b>	<b>-102</b>
	<b>Approved Allocations:</b>					
SCHH	Social Care Pressures (Children's)	-140	-140	0	0	0
	<b>Remaining Contingency</b>	<b>16,551</b>	<b>+16,602</b>	<b>+51</b>	<b>+153</b>	<b>-102</b>

23. Following the release of £140k in Month 4 to fund additional posts within Social Care, the remaining £11,624k of contingency linked to Social Care Health & Housing is forecast to be required in full during 2012/13. The review of the financial models supporting these forecasts is currently underway and it is expected that this position can be refined in the coming months once new models are in place.

24. Continued improvement has been seen in the Development Control Income pressure which has reduced by a further £67k as several large sites are now in the development process. However it is still expected that £435k contingency will be required to fund the remaining shortfall in income.

25. A £50k improvement is reported on contingency required to fund purchase of emission allowances under the Carbon Reduction Commitment Scheme in line with the actual purchase of 2011/12 allowances reported to Cabinet in September 2012. It is expected that this reduced call on contingency will be a one-off, with the Government's CRC simplification agenda expected to result in approximately £440k being required in 2013/14.

26. An adverse movement of £31k is reported on outsourced leisure income streams as a result of a further deterioration in golf income due to poor weather conditions, bringing the full year shortfall to £90k for the current financial year.
27. The previously reported pressure of vehicle fuel costs has been reduced by £20k to reflect latest intelligence, however, this remains a volatile area of expenditure which officers will continue to monitor closely.
28. As at Month 5 forecasts still assume that the £1,000k set-aside as General Contingency will be required in full over and above identified pressures detailed in Table 4.

**Priority Growth: Nil variance**

29. The 2012/13 General Fund budget approved by Council on 23 February 2012 increased the unallocated Priority Growth budget from £1,000k to £1,704k, while maintaining a budget of £800k for HIP Initiatives. Table 5 summarises the position with regards to each element of priority growth.

**Table 5**

<b>Priority Growth</b>	<b>2012/13 Budget</b>	<b>Agreed draw downs</b>	<b>Unallocated</b>
<b>2012/13 Unallocated Priority Growth at start of the year</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>HIP Initiatives Budget:</b>	800		
Communications Projects		7	
BID		100	
Heritage/Civic Pride Projects		165	
ICT Projects		321	
<b>HIP Initiatives unallocated balance</b>	<b>800</b>	<b>593</b>	<b>207</b>
<b>Unallocated non specific growth</b>	<b>1,704</b>		
<b>Balance of unallocated growth</b>	<b>1,704</b>	<b>0</b>	<b>1,704</b>
<b>Total</b>	<b>2,504</b>	<b>593</b>	<b>1,911</b>

30. HIP Steering Group had approved £493k of allocations at Month 5, leaving £207k as yet unallocated within the HIP initiatives budget. There have been no allocations from priority growth so far this year, however, this report includes a recommendation to release £50k from the £1,704k balance of unallocated non specific growth for an additional staff resource within Green Spaces.
31. The forecast at Month 5 assumes the remaining unallocated budgets for both HIP Initiatives and unallocated growth will be committed in full by 31 March 2013.

## Corporate Budgets Forecasts: £3,000k underspend (£500k improvement)

32. Table 6 shows budget, forecast and variance reported on corporate budgets as at Month 5.

**Table 6**

2012/13 Original Budget	Budget Changes	2012/13 Current Budget as at Month 4	Corporate Budgets	2012/13 Forecast Outturn (as at Month 4)	Variances (+ adv/- fav)		
					Variance (As at Month 4)	Variance (As at Month 2)	Change from Month 2
£'000	£'000	£'000		£'000	£'000	£'000	£'000
12,340	-922	11,418	Financing Costs	8,418	-3,000	-2,500	-500
950	0	950	IAS 19 Pension Adjustment	950	-0	-0	0
-35,583	0	-35,583	Asset Management A/c	-35,583	-0	-0	0
10,165	0	10,165	Levies & other corp budgets	10,165	+0	+0	0
-29,232	0	-29,232	Corporate Govt Grants	-29,232	-0	-0	0
<b>-41,360</b>	<b>-922</b>	<b>-42,282</b>	<b>Corporate Budgets</b>	<b>-45,282</b>	<b>-3,000</b>	<b>-2,500</b>	<b>-500</b>

33. Forecast outturn on corporate budgets has improved at Month 5 with initial borrowing required to support the Primary Schools Capital Programme expected to not be required in this financial year, increasing the in-year underspend in 2012/13 to £3,000k. It is still expected that this £3,000k will be required in full in future years as grant funding for this programme is exhausted.

## B) CAPITAL

### Programme Monitoring

34. Table 7 sets out the latest forecast outturn on current General Fund capital projects. Forecasts for future years include live capital projects and programmes of works as included in the draft programmes for 2012/13 to 2014/15, which were reported to Cabinet and Council in February 2012.

35. The original budget of £89,286k as agreed by Cabinet on 23 February 2012 has been increased by £12,249k and therefore the current revised budget for 2012/13 is £101,535k. As at month 5 forecast outturn for 2012/13 is £65,313k (£76,519k at month 4), with the movement of £11,206k primarily due to reprofiling of expenditure on a number of projects.

**Table 7**

	2012/13	2013/14	2014/15	Total Month 5	Total Month 4
	£'000	£'000	£'000	£'000	£'000
Original Budget	89,286	71,110	37,012	197,408	197,408
Revised Budget	101,535	72,675	37,259	211,469	211,469
Forecast Outturn	65,313	88,614	50,621	204,548	204,498
Council Resourced Variance – see table 8	-24,655	4,695	13,361	-6,599	-6,571
External Grants Variance	-11,350	11,027	0	-323	-400
Other Resources Variance	217	-217	0	0	0
<b>Programme Variance</b>	<b>-35,788</b>	<b>15,505</b>	<b>13,361</b>	<b>-6,922</b>	<b>-6,971</b>

36. The actual General Fund capital expenditure as at the end of August had reached £9,937k representing 15% of current forecast outturn.

37. The main programme shows a net favourable variance of £117k, comprising pressures of £482k, and underspends of £599k, as set out in table 8. There have been no significant movements from project variances reported at Month 4, with £6,482k contingency and priority growth remaining unallocated.

**Table 8**

<b>Council Resourced Variance</b>	<b>2012-13 £'000</b>	<b>2013-14 £'000</b>	<b>2014-15 £'000</b>	<b>Total (Mth 5) £'000</b>	<b>Total (Mth 4) £'000</b>
<b>Pressures:</b>					
Highgrove Pool Phase II	280	0	0	280	280
Botwell Green Leisure Centre	63	0	0	63	63
Hayes End Library Development	56	0	0	56	56
Hillingdon Sports & Leisure Centre	43	0	0	43	43
South Ruislip Development - Plot A	40	0	0	40	40
<b>Total Council Resourced Pressures:</b>	<b>482</b>	<b>0</b>	<b>0</b>	<b>482</b>	<b>482</b>
<b>Underspends:</b>					
Primary School Expansions - Rosedale Temporary	-274	0	0	-274	-274
New Young People's Centres	-155	0	0	-155	-140
Manor Farm Stables Development	-80	0	0	-80	-80
Primary School Expansions - Minor Works	-60	0	0	-60	-60
Ruislip High School Expansion	-30	0	0	-30	-30
<b>Total Council Underspends:</b>	<b>-599</b>	<b>0</b>	<b>0</b>	<b>-599</b>	<b>-584</b>
<b>Projected Rephasing</b>	<b>-21,056</b>	<b>6,195</b>	<b>14,861</b>	<b>0</b>	<b>13</b>
<b>Main Programme Variance</b>	<b>-21,173</b>	<b>6,195</b>	<b>14,861</b>	<b>-117</b>	<b>-89</b>
<b>General Contingency</b>	<b>-2,482</b>	<b>-1,500</b>	<b>-1,500</b>	<b>-5,482</b>	<b>-5,482</b>
<b>Unallocated Priority Growth</b>	<b>-1,000</b>	<b>0</b>	<b>0</b>	<b>-1,000</b>	<b>-1,000</b>
<b>Council Resourced Variance</b>	<b>-24,655</b>	<b>4,695</b>	<b>13,361</b>	<b>-6,599</b>	<b>-6,571</b>

38. On 27 September Cabinet approved a revised scope of works for the Queenswalk Redevelopment. This report includes a recommendation to allocate funds from General Contingency to fund this increased specification, if approved this will reduce the unallocated General Contingency available in 2012/13 to £1,643k.

39. Highgrove Pool Phase II is currently projecting a pressure of £280k. The overspend is due to further asbestos discovery in various locations and the requirement to remove it.

40. Hillingdon Sports & Leisure Centre is forecasting an overspend of £43k an on-going review of defects with the main contractor continue. Botwell Green is currently forecasting an in-year overspend of £63k relating to closing out costs, in addition to £2,390k pressures reported in prior years.

41. Hayes End Library Development is currently projecting a pressure of £56k due to works being delayed as a result of changes in design and delivery.

42. South Ruislip Development – Plot A is currently projecting a pressure of £40k due to a change in the cabling specification for the Libraries IT network. The contractor completed the initial works in May 2012 the Library fit-out has now been completed with minor remedial defect works remaining.

43. The Schools Expansion project is reporting an underspend for phase 1a and minor works of £334k (equivalent to 0.2% of the full programme). The remaining schools expansion programme is forecast to be in line with budget at this time, however there will be additional

costs related to temporary classrooms delivered for September 2012 which will be clarified for the next monitoring report. A separate report on this agenda gives further details.

44. There are three other projects currently reporting an underspend; The New Young People's Centres (£155k); Ruislip High School Expansion (£30k); Farm Stables Development Project (£80k), all projects and defects are now complete and at the final account stage.
45. As a result of the recent work on forecasting the General Fund Supported Housing programme spend in 2012/13; it is necessary to re-phase £750k of budget into 2013/14. This is due to anticipated delays in planning permission.

## Capital Financing

**Table 9**

Capital Receipts	2012/13 Budget £'000	2013/14 Budget £'000	2014/15 Budget £'000	Total Month 5 £'000	Total Month 4 £'000
Budget Approved February 2012	13,344	12,675	0	26,019	26,019
Revised Budget	23,648	12,675	0	36,323	36,323
Forecast Disposals	6,551	9,362	28,396	44,309	44,480
<b>Variance</b>	<b>17,097</b>	<b>3,313</b>	<b>-28,396</b>	<b>-7,986</b>	<b>-8,157</b>

46. Forecast capital receipts for 2012/13 are currently estimated at £6,551k, a decrease from the figure of £6,884k reported at Month 4, with one disposal is expected to slip into 2013/14. To date actual capital receipts total £1,330k.

47. The shortfall of £17,097k against budgeted disposals for the year 2012/13 reflects the latest forecast and largely reflects slippage in timings of disposals, into 2013/14 and 2014/15. The programme is still anticipated to generate an overall surplus of £7,986k and deliver significant revenue savings to the Council through reduced borrowing costs. Table 10 below shows the forecast borrowing for the period 2012/13 to 2014/15.

**Table 10**

Prudential Borrowing Forecast	2012-13 £'000	2013-14 £'000	2014-15 £'000	Total Month 5 £'000	Total Month 4 £'000
Revised Budget	33,142	34,517	16,259	83,918	83,918
Council Resourced Variance	-24,655	4,695	13,361	-6,599	-6,571
Capital Receipts Variance	17,097	3,313	-28,396	-7,986	-8,157
<b>Forecast Borrowing</b>	<b>25,584</b>	<b>42,525</b>	<b>1,224</b>	<b>69,333</b>	<b>69,190</b>

## Housing Revenue Account Capital Programme

48. Table 11 sets out the latest forecast outturn for the HRA capital programme.

**Table 11**

Housing Revenue Account Capital Programme	2012/13 Budget £'000	2013/14 Budget £'000	2014/15 Budget £'000	Total Month 5 £'000	Total Month 4 £'000
Original Budget	17,923	13,708	7,052	38,683	38,683
Revised Budget	20,049	13,708	7,052	40,809	40,809
Forecast Outturn	7,357	21,697	17,456	46,510	46,423
HRA Resourced Variance – see table 12	-11,722	7,019	10,404	5,701	5,614
External Grants Variance	-970	970	0	0	0
Other Resources Variance	0	0	0	0	0
<b>Programme Variance</b>	<b>-12,692</b>	<b>7,989</b>	<b>10,404</b>	<b>5,701</b>	<b>5,614</b>

49. Expenditure to the end of August 2012 on the HRA capital programme was £281k representing 4% of the forecast outturn. Significant rephasing on the Supported Housing Programme accounts for project rephasing of £13,458k into 2012/13, with completed new build projects expected to overspend by £766k in the current year. Further overspends forecast for 2013/14 and 2014/15 bring the total pressure on HRA projects to £5,701k as set out in table 12 below.

**Table 12**

HRA Resourced Variance	2012-13 £'000	2013-14 £'000	2014-15 £'000	Total Month 5 £'000	Total Month 4 £'000
<b>Pressures:</b>					
New Build - Extra Care Sites Phase 1	495	0	0	495	495
New Build - HRA Pipeline Sites Phase 1	144	0	0	144	144
New Build - Learning Disability Sites Phase 1	127	0	0	127	127
New Build - HRA Pipeline Sites Phase 2	0	231	83	314	227
New Build - Supported Housing Programme	0	0	4,621	4,621	4,621
<b>Total HRA Resourced Pressures:</b>	<b>766</b>	<b>231</b>	<b>4,704</b>	<b>5,701</b>	<b>5,614</b>
<b>Projected Rephasing</b>	<b>-13,458</b>	<b>7,758</b>	<b>5,700</b>	<b>0</b>	<b>0</b>
<b>HRA Programme Variance</b>	<b>-12,692</b>	<b>7,989</b>	<b>10,404</b>	<b>5,701</b>	<b>5,614</b>

50. New Build HRA Extra Care Sites Phase 1: The Triscott House contractor's claim of an extra £758k of additional works has caused a £495k overspend on the overall project in 2012/13.

51. The final account for the New Build Pipeline Phase 1 project is not yet settled, however, the forecast overspend is not expected to exceed £144k. This has arisen from variations to highways, fixtures and fittings and building related works. There is a further financial risk that has arisen due to a potential dispute on an item of fixture and fittings of £30k that would add to the existing overspend.

52. The New Build HRA Learning Disability Sites scheme is currently expected to overspend by £127k. These works are related to further drainage, utility and external landscaping works that were not included in the original contract. The contract variation order was approved in July 2012.

53. The New Build HRA Pipeline Sites Phase 2 scheme is forecasting an overspend of £314k, which relates to the Gilbert Road site. There are still seven sites due to go out to tender, with consequential risks of additional costs and possible slippage on completion dates.

54. The New Build Supported Housing Programme is forecasting an overspend on category 1 sites of £4.62m as a result of a review of the design brief. In view of the increased costs the business case for the programme is being reviewed at both an individual site level and in overall terms.

## **CORPORATE CONSULTATIONS CARRIED OUT**

### **Financial Implications**

55. The financial implications are contained in the body of the report.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

56. This is a Corporate Finance report.

### **Legal**

57. There are no legal implications arising from this report.

## **BACKGROUND PAPERS**

58. Monitoring report submissions from Groups.

## Appendix A – Detailed Group Forecasts

### Social Care, Health and Housing Services

Revenue: **£988k overspend** (**£109k improvement**)

1. The month 5 revenue monitoring report for 2012/13 has been compiled following analysis of relevant activity trends and application of the MTFE £8,262k savings programme. In summary there is a favourable movement of £109k from the Month 4 reported position.
2. The adverse movement from budget is primarily due to slippage in the Supported Housing build programme (£1,500k) which has resulted in clients not being able to move from Residential placements to supported living placements. This has been partially offset to date by strong management controls across the service which will remain in place.

Services		2012/13 (As at Month 5)		% Var of budget	Variances (+ adv/- fav)		
		Current Budget £'000	Forecast £'000		Variance (As at Month 5) £'000	Variance (As at Month 4) £000	Change from Month 4 £000
Children & Families Services	Exp	+30,276	+30,359	0%	+83	+212	-129
	Inc	-3,376	-3,102	-8%	+275	+255	+20
	<b>Total</b>	<b>+26,899</b>	<b>+27,257</b>	<b>1%</b>	<b>+358</b>	<b>+467</b>	<b>-109</b>
Asylum Services	Exp	+7,955	+7,955	0%	+0	+0	-0
	Inc	-6,715	-6,716	0%	-0	-0	+0
	<b>Total</b>	<b>+1,239</b>	<b>+1,239</b>	<b>0%</b>	<b>-0</b>	<b>-0</b>	<b>+0</b>
Older People's Services	Exp	+32,766	+34,643	6%	+1,877	+1,877	+0
	Inc	-7,677	-9,156	19%	-1,480	-1,480	+0
	<b>Total</b>	<b>+25,089</b>	<b>+25,487</b>	<b>2%</b>	<b>+397</b>	<b>+397</b>	<b>+0</b>
Physical & Sensory Disability Services	Exp	+8,379	+8,843	6%	+464	+464	-0
	Inc	-587	-805	37%	-218	-218	+0
	<b>Total</b>	<b>+7,792</b>	<b>+8,038</b>	<b>3%</b>	<b>+247</b>	<b>+247</b>	<b>+0</b>
Learning Disability Services	Exp	+27,303	+28,141	3%	+839	+839	+0
	Inc	-4,036	-4,243	5%	-207	-208	+0
	<b>Total</b>	<b>+23,267</b>	<b>+23,898</b>	<b>3%</b>	<b>+631</b>	<b>+631</b>	<b>+0</b>
Mental Health Services	Exp	+5,768	+5,858	2%	+90	+90	+0
	Inc	-394	-454	15%	-60	-60	+0
	<b>Total</b>	<b>+5,374</b>	<b>+5,404</b>	<b>1%</b>	<b>+30</b>	<b>+30</b>	<b>+0</b>
Housing Benefits	Exp	+171,530	+171,438	0%	-92	-92	-0
	Inc	-167,942	-168,210	0%	-269	-269	-0
	<b>Total</b>	<b>+3,589</b>	<b>+3,228</b>	<b>-10%</b>	<b>-361</b>	<b>-361</b>	<b>-0</b>
Housing Needs Services	Exp	+12,485	+12,575	1%	+90	+52	+38
	Inc	-9,229	-9,270	0%	-41	+35	-76
	<b>Total</b>	<b>+3,256</b>	<b>+3,305</b>	<b>1%</b>	<b>+49</b>	<b>+87</b>	<b>-38</b>
SCH&H Other Services	Exp	+16,473	+15,948	-3%	-525	-457	-69
	Inc	-3,545	-3,383	-5%	+162	+56	+106
	<b>Total</b>	<b>+12,929</b>	<b>+12,565</b>	<b>-3%</b>	<b>-364</b>	<b>-401</b>	<b>+37</b>
Total Expenditure		+312,934	+315,761	1%	+2,827	+2,986	-159
Total Income		-203,500	-205,339	1%	-1,839	-1,889	+50
<b>SCH&amp;H Total</b>		<b>+109,434</b>	<b>+110,422</b>	<b>1%</b>	<b>+988</b>	<b>+1,097</b>	<b>-109</b>

3. The forecast assumes the full use of contingency available to the department as shown in the table immediately below and that the pressure on Asylum services continues to be funded from the council's general contingency.

2012/13 Allocations	2012/13 Budget £'000	Forecast as needed Month 5 £'000	Variance £'000
<b>Current Commitments:</b>			
Asylum Funding Shortfall	+1,449	+1,449	0
Social Care Pressures (Children's)	+165	+165	0
Social Care Pressures (Adults)	+6,171	+6,171	0
Increase in Transitional Children due to Demographic Changes	+2,742	+2,742	0
Potential shortfall in reablement, LD & PD savings targets	+500	+500	0
Impact of HB changes on Temporary Accommodation	+737	+737	0
<b>Original Contingency Allocations</b>	<b>+11,764</b>	<b>+11,764</b>	<b>0</b>
<b>Approved Allocations:</b>			
Social Care Pressures (Children's)	-140	-140	0
	<b>11,624</b>	<b>11,624</b>	<b>0</b>

### MTFF Savings

4. The Group is delivering a savings programme totalling £8,262k and to date has banked £3,776k (46%). At the present time £845k is at risk, BID operating model to housing services (£170k), Looked After Children placements review (£250k), HRA review (£375k) and BID Major Transformation projects (£50k). There is a shortfall of £1,572k, children's services business support review (£255k), Review of LD Day Services (£311k), BID Major Transformation projects (£300k) and Supported Housing (referred to below); these are included in the forecasts set out below. With these exceptions the remainder of the programme is on target to deliver the balance representing major changes in service delivery for the Group.
5. The capital programme has for a number of reasons slipped from its original timetable; the slippage in 2012/13 is estimated to be around £1.4m although it should be noted that the actual cost of community based support is still to be confirmed. A small contingency provision of £0.1m has been allowed for potential variance on this so the total slippage for M4 monitoring purposes will be around £1.5m. The MTFF did allow for £0.5m contingency relating to this project and this has been allocated to Learning Disability where the pressure is greatest.

### Children Services: **£358k overspend (£109k improvement)**

6. The favourable movement since month 4 is in respect of greater use of In House Fostering placements in line with the MTFF strategy.
7. A significant aspect of the MTFF strategy is to shift the focus of foster placements from the private sector to In-House provision. Good progress is being made and since its launch in April 2011 some 90% of new placements have been made to In-House Foster Parents made possible by the success in recruiting new foster parents. The number of in-house placements at the end of Q1 is 54% compared with 43% at the same time last year.

8. However, since the turn of the calendar year the service has experienced a significant increase in demand when compared with the same 6 month period in 2011 which is having a significant impact on staff resources. Although the rate of increase has slowed there is nonetheless a step change in this activity. The additional demands for fostering have been offset by utilising the increasing in-house resource thereby reducing reliance on both the independent fostering sector and in particular, the need for residential placements.
9. The gross budget for this service (£30,276k) includes an MTFE saving target of £1,968k, the saving of £1,673k on the placements budget being the most significant. This has been profiled over the year and at the present time the forecast indicates some slippage (£250k) from this profile although there is confidence that this will be delivered by year end.
10. The primary cause of slippage relates to the implementation of the business support review. Although the slippage of £255k cannot be recovered in this year management are reviewing other options to redress the balance.

**Asylum: Nil variance (no movement)**

11. The department is in ongoing discussion with UKBA both on individual and specific LBH matters and has recently met with other most affected councils regarding a joint approach to UKBA with regard to the funding shortfalls. As a result representations have been made to the UKBA regarding the ongoing financial support LBH receive from the 'Gateway' grant. Further discussions are being held at Member level regarding joint representation for councils most affected.

**Older People's Services: £397k overspend (no movement)**

12. The pressure in this service relates to demand for residential placements remaining higher than originally forecast along with pressure on Homecare and Direct Payments. There continues to be robust management scrutiny of residential and nursing placement requests and full application of the benefits of TeleCareLine service and reablement.
13. The gross budget for this service (£32,766k) includes an MTFE saving of £1,985k and at the present time has achieved £1,434k banked, £551k on track to deliver.
14. The MTFE strategy is to continue to develop the personalisation agenda and support people to live at home through the Reablement and the TeleCareLine service (537 new installations to the end of September, target is 1,172).
15. The pressure on placements is partially offset by an underspend forecast for community based support as demand to date is lower than anticipated. This pressure coupled with ongoing delays to the opening of a new Extra Care facility is the cause of the adverse forecast. The gross budget for placements and community support services is £26,414k.

**Physical Disabilities: £247k overspend (no movement)**

16. The gross budget for this service (£8,379k) includes an MTFE saving for this service of £277k and at the present time £202k has been banked and there is £75k slippage. The adverse forecast is due to delays in the supported accommodation build programme as set out above.
17. The gross budget for placements and community support services is £7,128k. The forecast for the remainder of this service is currently on budget.

**Learning Disability: £631k overspend (no movement)**

18. The gross budget for this service (£27,303k) includes an MTFE saving for this service of £962k and at the present time £20k is on track to deliver with £942k potential slippage. The

adverse forecast is due to delays in the supported accommodation build programme as set out above and delays due to the Judicial Review challenge which are now being addressed. This forecast also assumes that £500k can be drawn down from the Contingency held for this purpose mitigating the pressure from £1,131k to £631k as reported in this forecast.

19. The gross budget for placements and community support services is £24,696k. The forecast for the remainder of this service is currently on budget.

**Mental Health: £30k overspend (no movement)**

20. The gross budget for this service (£5,768k) includes an MTFE saving for this service of £500k which has been banked. The adverse forecast is due to delays in the supported accommodation build programme as set out above. The gross budget for placements and community support services is £3,038k.

21. The forecast for the remainder of this service is currently on budget.

**Housing Benefit: £361k favourable (no movement)**

22. This favourable position for LBH is based on analysis of the Q1 subsidy information which has been recently updated to the week 24 position which has confirmed the Q1 analysis assessment.

23. The budget assumes that there will be approx 25,709 HB caseload with 33.2% coming from private sector tenants. The M5 forecast is a caseload of 25,785 with 34.9% being the private tenants proportion. A significant increase in workload would put a pressure on the staffing budget but this has been mitigated by the recent introduction of electronic applications through e-benefits. In addition, an increased caseload could also put a pressure on the housing benefits budget but this will also depend on the performance in the incentive areas relating to errors. At this stage it is still too early in the year to establish the patterns for both the overall benefit expenditure and performance in the incentive areas, therefore the budget is being reported as on target.

**Housing Needs: £49k overspend (£38k improvement)**

24. The movement from month 4 is due to a number of small actions to contain expenditure within budget. The gross budget for this service (£12,485k) includes an MTFE saving for this service of £50k, which has been fully banked. This forecast also assumes that £737k can be drawn down from the specific contingency held for the impact of Housing Benefit reforms to fund part of the pressure, leaving a residual pressure of £49k within the service budget.

**SCH&H Other Services: £364k underspend (£37k adverse movement)**

25. The movement from the month 4 forecast is due to increase forecast in respect of minor community equipment purchases to support people to live at home. The gross budget for this service (£16,473k) includes an MTFE saving for this service of £1,705k, of which £995k has been banked to date.

26. The favourable variance is due to the successful and continuing renegotiation of contracts relating to the delivery of housing related support.

**Housing HRA £1,818k underspend (£465k improvement)**

27. The HRA has a gross expenditure budget of £62m and a gross income budget of nearly £64m with a forecast of £1,818k favourable variance as shown in the table below. The service is delivering an MTFE saving of £229k which has been banked. These reflect major changes in

the delivery of the service consistent with the council's BID programme enabling the service to deliver to the same level of quality as before.

Services		2012/13 Current Budget £000	2012/13 Forecast £'000	% Var of budget	Variance (As at Month 5) £'000	Variance (As at Month 4) £000	Change from Month 4 £000
Housing Maintenance	Exp	+25,456	+25,302	-1%	-154	-106	-48
Housing Management	Exp	+36,569	+35,908	-2%	-661	-445	-216
Rent & Other Income	Inc	-63,791	-64,794	2%	-1,003	-802	-201
<b>In Year (Surplus) / Deficit</b>	<b>Total</b>	<b>-1,766</b>	<b>-3,584</b>		<b>-1,818</b>	<b>-1,353</b>	<b>-465</b>

### **Housing Maintenance £154k underspend (£48k improvement)**

28. The gross budget for this service is £27,808k and at month 5 the budget is broadly on target with a marginal favourable variance of £154k (0.6%) being forecast.

### **Housing Management £661k underspend (£216k improvement)**

29. The favourable movement of £216k from month 4 is due to a reduced forecast due to the continuous and robust management scrutiny of vacancies, with the remaining variance primarily due to a reduced call on the bad debt provision.

30. The gross budget for this service (£36,569k) includes an HRA MTFF savings target for this service of £229k, which has been banked.

### **Rent & Other Income £1,003k underspend (£201k improvement)**

31. The favourable movement of £201k from month 4 is due to an improved projection on income for works over prescribed limit and management continuing to maintain voids at around 1% below the budgeted target (£600k). The remainder of the favourable variance is due to various other factors including a number of smaller variances such as interest on a higher level of balances.

32. The HRA expects to receive rental income of £56.1m and other income of £5.9m with recharges accounting for £3.1m of the gross income budget. The month 5 forecast indicates a favourable variance of £1,003k.

## Planning Environment Education and Community Services

### Revenue: nil variance (no movement)

1. The Group has a projected outturn position of a nil variance, excluding pressure areas that have identified contingency provisions.

Services		2012/13 (As at Month 5)		% Var of budget	Variances (+ adv/- fav)		
		Current Budget	Forecast		Variance (As at Month 5)	Variance (As at Month 4)	Change from Month 4
		£'000	£'000		£'000	£'000	£'000
Corporate Property & Construction	<i>Exp</i>	3,491	3,436	-2%	-55	-70	+15
	<i>Rech</i>	-495	-495	0%	0	0	0
	<i>Inc</i>	-2,263	-2,263	0%	0	0	0
	<b>Total</b>	<b>733</b>	<b>678</b>	<b>-8%</b>	<b>-55</b>	<b>-70</b>	<b>+15</b>
Education	<i>Exp</i>	278,357	278,113	0%	-244	-244	0
	<i>Rech</i>	-382	-382	0%	0	0	0
	<i>Inc</i>	-242,480	-242,506	0%	-26	-26	0
	<b>Total</b>	<b>35,495</b>	<b>35,225</b>	<b>-1%</b>	<b>-270</b>	<b>-270</b>	<b>0</b>
ICT Highways & Business Services	<i>Exp</i>	45,609	45,729	0%	+120	+170	-50
	<i>Rech</i>	-14,423	-14,423	0%	0	0	0
	<i>Inc</i>	-11,688	-11,588	-1%	+100	+50	+50
	<b>Total</b>	<b>19,498</b>	<b>19,718</b>	<b>1%</b>	<b>+220</b>	<b>+220</b>	<b>0</b>
Planning Sport & Green Spaces	<i>Exp</i>	14,981	14,931	0%	-50	-50	0
	<i>Rech</i>	-2,851	-2,851	0%	0	0	0
	<i>Inc</i>	-5,928	-5,783	-2%	+145	+170	-25
	<b>Total</b>	<b>6,203</b>	<b>6,298</b>	<b>2%</b>	<b>+95</b>	<b>+120</b>	<b>-25</b>
Public Safety & Environment	<i>Exp</i>	50,088	50,018	0%	-70	-100	+30
	<i>Rech</i>	-2,964	-2,964	0%	0	0	0
	<i>Inc</i>	-19,229	-19,099	-1%	+130	+150	-20
	<b>Total</b>	<b>27,895</b>	<b>27,955</b>	<b>0%</b>	<b>+60</b>	<b>+50</b>	<b>+10</b>
Transportation Planning Policy & Community Engagement	<i>Exp</i>	3,377	3,327	-1%	-50	-50	0
	<i>Rech</i>	0	0	0%	0	0	0
	<i>Inc</i>	-3,933	-3,933	0%	0	0	0
	<b>Total</b>	<b>-556</b>	<b>-606</b>	<b>9%</b>	<b>-50</b>	<b>-50</b>	<b>0</b>
<b>Total Expenditure</b>		<b>395,903</b>	<b>395,554</b>	<b>0%</b>	<b>-349</b>	<b>-344</b>	<b>-5</b>
<b>Total Recharges</b>		<b>-21,115</b>	<b>-21,115</b>	<b>0%</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Income</b>		<b>-285,519</b>	<b>-285,170</b>	<b>0%</b>	<b>+349</b>	<b>+344</b>	<b>+5</b>
<b>PEECS Total</b>		<b>89,268</b>	<b>89,268</b>	<b>0%</b>	<b>0</b>	<b>0</b>	<b>0</b>

### Contingency Items: **Gross Pressure £2,778k (£102k improvement)**

2. The Council's 2012/13 contingency budget contains provision for areas of expenditure or income for which there is a greater degree of uncertainty. The net position after the application of the contingency is shown in the table below.

Contingency Item	Gross Pressure Month 5	Gross Pressure Month 4	Change from Month 4	Contingency Allocation	Net Pressure
	(£000s)	(£000s)	(£000s)	(£000s)	(£000s)
Waste Disposal Levy	550	550	0	550	0
Development Control Income	435	502	-67	500	-65
Contingency Against Leisure Outsourced Income Streams	470	439	+31	480	-10
Carbon Reduction Commitment	350	400	-50	450	-100
Additional Costs for 2 Year Olds	357	357	0	357	0
HS2 Challenge Contingency	200	200	0	200	0
SEN Transport	250	250	0	100	+150
Local Development Framework	90	90	0	90	0
Fuel	40	60	-20	0	+40
Traveller Incursions	8	8	0	0	+8
Planning Appeals	28	24	+4	0	+28
<b>PEECS – Total</b>	<b>2,778</b>	<b>2,880</b>	<b>-102</b>	<b>2,727</b>	<b>51</b>

3. The contingency against the additional forecast costs of the 'pay as you throw' (PAYT) waste disposal levy from the West London Waste Authority (WLWA) of £550k is assumed to be required in full. However there is considered to be a serious risk that the budgeted contingency sum will be insufficient. After a significant adverse movement in the WLWA 2011/12 outturn position and reduction in proposed 2012/13 savings, a recovery plan was approved in July. However since the plan was approved there has been a further deterioration in both the 2011/12 outturn position following external audit, and the recovery plan expectations. It is now considered a possibility that a supplementary levy could be served on the constituent Boroughs. There is a further potential pressure on the PAYT tonnages, as an increasing proportion of tonnage is being sent to landfill than assumed when the levy was set, as WLWA diversion schemes have either been cancelled or not met expectations.
4. The forecast position for Development Control income is a pressure of £435k, which is £65k less than the sum held in contingency, an improvement of £67k compared to Month 4. The adverse position on the income forecast continues to be driven by the historically low level of major applications. Although several larger sites are in the development process, the absence of applications coming through for the development of 'small major' sites is having a depressed impact on fee income. However, the improvement in Month 5 reflects additional major applications that are likely to come forward this financial year. Although not reported against this contingency, pre-application income from developers shows a pressure of £45k, reflecting continuing uncertainty in the housing market.
5. In December 2011 the Council took over the operation of three golf courses, where these have been re-possessed from the previous golf operator that had incurred significant rent arrears. An interim operational budget has been established for the service that assumes that a small surplus of £20k before overheads and capital charges is delivered, representing a saving against the contingency held for leisure.
6. The current position against this operational budget is that there is a significant shortfall against the interim income targets. Due to the exceptionally wet weather during April to July playing conditions have not been ideal, and pay and play and associated income is £242k below target, an adverse movement of £30k compared to Month 4. This is offset by the staffing costs so far being £91k under budget as the recently approved structure contains a number of vacant posts, an adverse movement of £1k compared to Month 4. In addition,

Mack Trading successfully appealed against the business rates valuations for the courses producing an ongoing saving on the business rates liability of £41k. It is assumed that as the weather improves that income will recover, but that the staffing structure will also be recruited to quickly, so that the current adverse variance of £110k is carried forward to the year end.

7. The income target of £380k relating to Mack Trading's operation of the golf courses remains in the base budget at this stage, and coupled with the £90k deficit on the in-house operation described above, means that the overall call on the leisure contingency of £480k is forecast to be £470k, an adverse movement of £31k compared to Month 4.
8. The Carbon Reduction Commitment contingency is for the estimated costs for the requirement to purchase allowances for each tonne of carbon produced by the Council, the overall required allowances of £350k now includes the reduction in actual allowances purchased for 2011/12 reported to Cabinet in September 2012. It includes the £250k budget for allowances for schools that has been provided for in the schools budget.
9. The contingency to cover increased provision of childcare to disadvantaged two year olds under the free entitlement, which is funded from the increased allocation within the Early Intervention Grant, is forecast to be required in full.
10. The HS2 contingency is part of a joint fighting fund with 18 other authorities, and it is expected that this contingency will be fully utilised.
11. Special Educational Needs (SEN) Transport is an area that has seen significant pressure in the last financial year. The pressure of £250k now reported reflects last year's outturn position and assumed growth in pupil numbers and routes from September 2012. Successive school censuses have shown that the population of pupils with SEN statements in schools is growing more than twice as fast as the school population as a whole.
12. Current analysis shows that the fuel budget has a forecast pressure of £40k at the current bulk purchase price of £1.15 per litre, an improvement of £20k compared to Month 4.
13. Across the group £8k has been spent so far on actions to prevent traveller incursions.
14. Planning appeals costs of £24k are forecast to be incurred on the appeal hearings for the Gutteridge Farm application, plus £4k of legal costs relating to other appeals.

**Corporate Property & Construction: £55k underspend (£15k adverse movement)**

15. A zero based budgeting exercise has been performed on business rates budgets across the group, resulting in a £55k underspend, an adverse movement of £15k due to the impact of rates for properties that have been removed from the disposals programme.
16. The service is also managing the financial risk over the recovery of costs associated with the disposal of assets that are projected to generate capital receipts this financial year.

**Education: £270k underspend (no change)**

**Schools: variance not applicable**

17. The Schools Budget is ringfenced and funded from the Dedicated Schools Grant (DSG), and covers a range of services directly linked to schools. The majority of the DSG is delegated to schools (£200.1 million), with the remainder (£22.4 million) being retained by the Council. The rules applying to the DSG allow for any surplus and deficit balances to be carried forward into the next financial year, for both schools delegated budgets and the centrally retained DSG element (decisions on how this is used lie with the Schools Forum). It should be noted that

the Schools Budget is completely separate to the General Fund and no interaction between these two funds is allowable.

18. The forecast movement on the DSG central reserve carried forward for 2012/13 is summarised in the following table:

Schools Retained Budget Movements	Current Budget (£000s)	Forecast Variance Month 5 (£000s)	Forecast Variance Month 4 (£000s)	Change from Month 4 (£000s)
Opening Balance 1 April 2012	-	-226	-226	0
DSG Income	-222,459	0	0	0
Delegated to Schools	200,057	0	0	0
Centrally Retained	22,402	+634	+634	0
In-Year Movement	0	+634	+634	0
<b>Forecast Closing Balance 31 March 2013</b>	-	<b>+408</b>	<b>+408</b>	<b>0</b>

19. The overspend of £634k is due to a pressure on Special Educational Needs (SEN) spend at independent special schools of £848k, where there are increased numbers of children being placed in September 2012. This is partly offset by projected underspends on SEN support and increased recoupment income.

**General Fund: £270k underspend (no change)**

20. The education service has identified measures to fully deliver the 2012/13 £800k saving target set on the basis that reduced responsibilities remain with the Council following the transfer of schools to Academy status.

21. In addition, there are underspends arising from vacant posts in part of the service, specifically the educational psychology service (£114k), the youth service (£15k), where recruitment continues to the new structure, and the early years team (£35k), an adverse movement of £30k compared to Month 4. Posts are being held vacant in some areas given the need to identify further savings for the 2013/14 budget from the education service, and where services are being considered as part of cross-cutting BID projects such as the children's pathway project.

22. A review of discretionary expenditure budgets across the service has identified underspends of £80k, an improvement of £30k compared to Month 4, and there is additional anticipated buy-back of services from schools of £26k, no change compared to Month 4.

**ICT Highways & Business Services: £220k overspend (no change)**

23. There is a forecast pressure of £150k on maintenance budgets for day to day repairs for both the Civic Centre and outstations around the borough, reflecting a continuation of last year's outturn position.

24. In addition there is a forecast pressure of £20k relating to increased postage prices of 13% for first class clean mail and 9% for second class clean mail coming into effect from April 2012.

25. A restructure of the Facilities Management service is likely to deliver a £50k saving this financial year, which will have a full year effect feeding into the Medium Term Financial Forecast for 2013/14.

26. The significant risks around the outdoor advertising income target have meant that it has been flagged as 'red' in the savings tracker, with a forecast pressure against the overall target of £100k, and adverse movement of £50k compared to Month 4, as the remaining opportunities are unlikely to deliver additional income this financial year.
27. The fleet management service is managing several risk areas, and is in a transitional position as the vehicle replacement programme takes effect. A nil variance is reported, as the service is actively managing down maintenance costs as older vehicles are replaced. However in this interim period there are pressures on contract hire due to short-term arrangements being put in place while replacement vehicles are procured. The service is also closely monitoring insurance claims, where there is a greater risk around accidental damage under self-insurance arrangements.

**Planning Sport & Green Spaces: £95k overspend (£25k improvement)**

28. Pre-application advice income from developers shows a pressure of £45k, an adverse movement of £5k compared to Month 4, reflecting continuing uncertainty in the housing market.
29. The forecast pressure on building control is £100k, driven by the over-recovery of fee income compared to the costs of processing building control applications under the cost recovery model, which is ringenced to the service. This is an improvement of £30k compared to Month 4, following a review of overhead costs charged to the service.
30. There is an underspend on the customer contact centre of £50k, due to posts being held vacant pending the further restructure of service, as part of the ongoing work to identify BID savings from streamlined processes at the interface with residents.

**Public Safety & Environment: £60k overspend (£10k adverse movement)**

31. There is a projected shortfall of £150k on off-street parking, no change compared to Month 4, which is attributable to Cedars and Grainges multi-storey car parks in Uxbridge town centre, reflecting the continuation of pressures reported last financial year.
32. There is a staffing underspend of £70k in Business Support, due to the impact of vacant posts being held open. This service area is subject to further BID review work, and it is anticipated that as a result, the underspend could contribute towards savings targets for 2013/14. There is an adverse movement of £30k as the previously reported underspend on Community Safety has been removed due to the impact of staff turnover.
33. Waste Services is currently reporting a £20k net underspend, however there are a number of risks that are actively being managed. There is an expectation of reduced income from the New Years Green Lane Civic Amenity site whilst the refurbishment work takes place, and the Council is challenging the basis for a 30% management fee increase from the West London Waste Authority for the Victoria Road site. The Trade Waste and Graffiti services are forecast to return underspends which will assist in offsetting these pressures and risks, and produce the net underspend of £20k.

**Transportation Planning Policy and Community Engagement: £50k underspend (no change)**

34. The service is reporting a £50k favourable position due to the impact of vacant posts across the service, no change compared to Month 4. This includes the part-year effect of the restructure of the town centres and community engagement teams into a single team.

## Central Services (CS)

Revenue: £38k underspend (£5k improvement)

Services		2012/13 (As at Month 5)		% Var of budget	Variances (+ adv/- fav)		
		Current Budget	Forecast		Variance (As at Month 5)	Variance (As at Month 4)	Change from Month 4
		£'000	£'000		£'000	£'000	£'000
Chief Executive/Deputy Chief Executive	<i>Exp</i>	649	637	-2%	-12	-13	1
	<i>Inc</i>	0	0	0%	0	0	0
	<i>Rechgs</i>	-22	-22	0%	0	0	0
	<b>Total</b>	<b>627</b>	<b>615</b>		<b>-12</b>	<b>-13</b>	<b>1</b>
Audit & Enforcement	<i>Exp</i>	1,238	1,230	-1%	-8	2	-10
	<i>Inc</i>	£0	-10	0%	-10	-10	0
	<i>Rechgs</i>	-1,209	-1,209	0%	0	0	0
	<b>Total</b>	<b>28</b>	<b>11</b>		<b>-18</b>	<b>-8</b>	<b>-10</b>
Corporate Communications	<i>Exp</i>	875	842	-4%	-33	-14	-19
	<i>Inc</i>	-103	-95	-7%	8	7	1
	<i>Rechgs</i>	-774	-774	0%	0	0	0
	<b>Total</b>	<b>-1</b>	<b>-26</b>		<b>-25</b>	<b>-7</b>	<b>-18</b>
Democratic Services	<i>Exp</i>	3,284	3,319	1%	34	34	0
	<i>Inc</i>	-816	-871	7%	-54	-54	0
	<i>Rechgs</i>	624	624	0%	0	0	0
	<b>Total</b>	<b>3,092</b>	<b>3,072</b>		<b>-20</b>	<b>-20</b>	<b>0</b>
Finance & Procurement Services	<i>Exp</i>	12,551	12,872	3%	321	169	152
	<i>Inc</i>	-5,290	-5,399	2%	-109	-86	-23
	<i>Rechgs</i>	-1,666	-1,666	0%	0	0	0
	<b>Total</b>	<b>5,595</b>	<b>5,807</b>		<b>212</b>	<b>83</b>	<b>129</b>
Human Resources	<i>Exp</i>	3,541	3,448	-3%	-93	-50	-43
	<i>Inc</i>	-1,130	-1,137	1%	-7	-6	-1
	<i>Rechgs</i>	-2,669	-2,669	0%	0	0	0
	<b>Total</b>	<b>-259</b>	<b>-358</b>		<b>-100</b>	<b>-56</b>	<b>-44</b>
Legal Services	<i>Exp</i>	1,930	1,947	1%	17	13	4
	<i>Inc</i>	-557	-542	-3%	15	17	-2
	<i>Rechgs</i>	-1,332	-1,332	0%	0	0	0
	<b>Total</b>	<b>42</b>	<b>74</b>		<b>32</b>	<b>30</b>	<b>2</b>
Policy & Performance	<i>Exp</i>	4,377	4,282	-2%	-95	-30	-65
	<i>Inc</i>	-567	-579	2%	-12	-12	0
	<i>Rechgs</i>	132	132	0%	0	0	0
	<b>Total</b>	<b>3,942</b>	<b>3,531</b>	<b>0</b>	<b>-107</b>	<b>-42</b>	<b>-65</b>
<b>Total Expenditure</b>		<b>28,446</b>	<b>28,576</b>	<b>0%</b>	<b>131</b>	<b>111</b>	<b>20</b>
<b>Total Income</b>		<b>-8,463</b>	<b>-8,633</b>	<b>2%</b>	<b>-169</b>	<b>-144</b>	<b>-25</b>
<b>Total Recharges</b>		<b>-6,916</b>	<b>-6,916</b>	<b>0%</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>CS Total</b>		<b>13,067</b>	<b>13,027</b>	<b>0</b>	<b>-38</b>	<b>-33</b>	<b>-5</b>

### Audit and Corporate Fraud: £18k underspend (£10k improvement)

- Salary underspends from vacant posts and the projected recovery of income from Proceeds of Crime have led to this underspend, which includes covering a managed vacancy factor (MVf) of £41k.

**Corporate Communications: £26k underspend (£18k improvement)**

2. The majority of the underspend is attributed to part year vacancies which included the Head of Service post. The budgets for some of this and other vacancies are being used to fund agency staff to cover the workload while these posts are being recruited to and to cover maternity leave. The movement this month relates to vacant posts being held open for longer than was anticipated.

**Finance and Procurement: £212k overspend (£129k adverse movement)**

3. Overall there is an overspend on salaries due to an MVF of £251k, which has been net down by vacant posts in Procurement, Revenues and Accountancy. The adverse movement this month relates to funding 2 agency staff being brought in as commercial managers to provide additional challenge and expertise to maximise value from Council spend. The department is also funding the use of LG Futures to review the financial modelling within SCH&H and have now been employed to develop this work.

**Democratic Services: £20k underspend (no movement)**

4. There is an overspend on salaries due to MVF that has been net down by vacancies as a result of the restructure of the Registrars Team and also the realignment of income targets to reflect past performance based on analysis of historical data.

**Policy, Performance and Partnerships: £107 underspend (£65k improvement)**

5. There is an underspend on salaries due to the in-year effect of the Business Support Unit restructure that has resulted in two vacant posts and the part year effect of various vacant posts for which recruitment is in progress. Recruitment to these posts will take place later than was first anticipated, which, along with reviews of non salary forecasts, has resulted in the improvement this month. The income relates to ESF grants that were brought forward from 11/12 that are unlikely to be spent in 12/13.

**Human Resources: £100k underspend (£44k improvement)**

6. The underspend on salaries is as a result of the realignment of the senior tier of the HR structure and other vacant posts within the service being held open for longer than was previously anticipated. Forecasts on non salaries spend have been revised this month, resulting in various underspends on budgets.

**Legal Services: £32k overspend (£2k adverse movement)**

7. There is a small underspend on salaries due to a vacant Paralegal post and the retirement of a Principal Lawyer, the replacement for which will be recruited to at a lower grade, which is partially covering the MVF. There is a pressure on income which relates to the recharges to capital schemes, which are unlikely to meet the budgeted income target.

## **APPENDIX B – Treasury Management Report as at 31 August 2012**

### **Outstanding Deposits - Average Rate of Return on Deposits: 0.71%**

	<b>Actual £m</b>	<b>Actual %</b>	<b>Bench-mark %</b>
Up to 1 Month	88.3	68.34	70.00
1-2 Months	14.2	10.99	15.00
2-3 Months	9.8	7.59	10.00
3-6 Months	0.0	0.00	0.00
6-9 Months	0.0	0.00	0.00
9-12 Months	10.0	7.74	5.00
12-18 Months	0.0	0.00	0.00
<b>Subtotal</b>	<b>122.3</b>	<b>94.66</b>	<b>100.00</b>
Unpaid Maturities	6.9	5.34	0.00
<b>Total</b>	<b>129.2</b>	<b>100.00</b>	<b>100.00</b>

1. With the exception of the unpaid Icelandic investments, our deposits are held with UK institutions, which hold at a minimum, a Fitch or lowest equivalent of A- long-term credit rating.
2. Deposits are currently held with the following institutions; BlackRock MMF, Deutsche MMF, Fidelity MMF, Goldman Sachs MMF, HSBC MMF, Ignis MMF, PSDF MMF, Royal Bank of Scotland, HSBC Bank plc, Lloyds TSB Banking Group, Barclays, Nationwide, Greater London Authority and Newcastle City Council.
3. During August fixed-term deposits continued to mature in line with cash flow requirements. Surplus funds were placed in instant access accounts or fixed term deposits of up to three months in order to meet near term cash flow requirements. One 12 month deposit was made with HSBC at the beginning of the month.

### **Outstanding Debt - Average Interest Rate on Debt: 2.95%**

	<b>Actual £m</b>	<b>Actual %</b>
<b>General Fund</b>		
PWLB	81.07	23.00
Long-Term Market	15.00	4.25
<b>HRA</b>		
PWLB	223.57	63.40
Long-Term Market	33.00	9.35
<b>Total</b>	<b>352.64</b>	<b>100.00</b>

4. There were no early debt repayments or rescheduling activities and there were no breaches of the prudential indicators during August.

### **Ongoing Strategy**

5. To maintain liquidity for day-to day business operations, short-term balances will be placed in instant access accounts, as these are yielding a higher rate of interest than those offered on fixed term deposits of up to two months. When cash flow allows long term deposits will be placed to help increase the average rate of return achieved.
6. During August outstanding PWLB loans carried premiums and therefore made rescheduling of debit unfeasible. Early redemption opportunities will continue to be monitored; however it is unlikely the market will move to an extent which will make it viable.

## **Appendix C**

### **Retaining of agency staff for Social Care, Health, and Housing Services**

The following agency staff are required to be retained within Social Care and Housing to maintain essential services whilst recruitment is in process. Posts 1 and 2 are within the Social Work Teams and the demands for this service have increased significantly in the first six calendar months of this year when compared to the previous year. Posts 3 to 5 are needed to comply with OFSTED recommendations within an In House residential unit.

Ref	Post Title	Start Date	Proposed End Date	2010/11 Spend £000	2011/12 Spend £000	2012/13 Spend £000	Current Request £'000	Total Spend £000
1	RAT Team Social Worker	01-Aug-11	31-Mar-13	0	33	29	16	78
2	CIN Team Deputy Team Manager	01-Jan-12	31-Mar-13	0	0	48	17	65
3	Merrifield Registered Manager	01-Sep-10	31-Dec-12	14	36	24	12	86
4	Merrifield Residential Care Worker	01-Apr-10	31-Dec-12	15	25	14	7	61
5	Merrifield Residential Care Worker	01-Apr-10	31-Dec-12	11	25	14	7	57

### **Retaining of agency staff for Planning, Environment, Education and Community Services**

The Architect is assisting the Asset Sales team to ensure sites identified for disposal are brought to the market in a timely manner. The assignment commenced on 15 April 2011 and was last extended by Cabinet in February 2012 up to the middle of August 2012. Breaks in the assignment mean that a further extension of only now required for a further 18 weeks meaning the assignment will continue until March 2013.

The Commercial Manager assignment is covering a post that is likely to be created in the restructuring of the Corporate Construction team. The assignment manages and reports on all commercial matters relating to projects carried out by the Corporate Construction team including the Primary Schools Capital Programme. The assignment was originally approved for 26 weeks by the Cabinet Member for Finance, Property and Business Services in May 2012, and it is now recommended that this assignment is extended for a further 20 weeks meaning the assignment will continue until March 2013.

The Procurement Manager (Construction) assignment reports into the Central Services structure, but is being funded from the Corporate Property & Construction budget. The assignment provides the Corporate Construction team with accurate and speedy procurement advice when arranging for the procurement and monitoring of substantial building contracts. The assignment was originally approved for 26 weeks by the Cabinet Member for Finance, Property and Business Services in December 2011; however, due to the timing of recruitment to the assignment, further approval for an extension of 6 weeks has been approved in October 2012. It is now recommended that this assignment is extended for a further 20 weeks meaning the assignment will continue until March 2013.

Ref	Post Title	Start Date	Proposed End Date	2010/11 Spend £000	2011/12 Est spend £000	2012/13 Est spend £000	Current Request £'000	Est Total Spend £000
1	Architect (outside establishment)	15-Apr-11	29-Mar-13	0	35	31	18	84
2	Commercial Manager (outside establishment)	15-Jun-12	29-Mar-13	0	0	47	47	94
3	Procurement Manager (Construction) (outside establishment)	18-Jun-12	29-Mar-13	0	0	48	52	100

### Retaining of agency staff for Central Services

The following agency member of staff is to be retained in Central Services to maintain the provision of service in the accountancy function, while recruitment is in progress for vacant principal accountant posts within the Capital Finance team.

Ref	Post Title	Start Date	Proposed End Date	2010/11 Spend £000	2011/12 Est spend £000	2012/13 Est spend £000	Current Request £'000	Est Total Spend £000
1	Principal Accountant (Capital Reporting)	11-Jun-12	31-Jan-13	0	0	24	42	66

## Appendix D

### 2012/13 Voluntary Sector Grants budget – recommended additional allocations

#### Recommendation

That the Cabinet agrees the following recommendations from the remaining 2012/13 Corporate grants budget

<b>Organisation</b>	<b>£'s</b>
Groundwork Thames Valley	Up to a maximum of 126,000
Bell Farm Christian Centre	12,608
West Drayton Community Cancer centre	15,000
Uxbridge Forward	10,000
<b>Total</b>	<b>163,608</b>
<b>Balance remaining</b>	<b>12,897</b>

#### Background

At its meeting on 15th December 2011 the Cabinet agreed to increase the Voluntary Sector Grants budget by £400,000 to a budget of £1,815,808 for the 2012/13 financial year.

A total of £176,505 remains unallocated and the Council has received applications from the following voluntary and community concerns.

#### Groundwork Thames Valley

Groundwork TV is one on the Council's key voluntary sector partners and the Council has financially supported at a modest level the core costs of the organisation. An additional one off grant is recommended in respect of costs Groundwork incurred in delivering the Government's work programme contract. Whilst, it was initially expected that these costs could be reclaimed from central Government a change to financial arrangements means that this is not now possible. In recognition of this support Groundwork have agreed to take on the responsibility for managing a "Healing Gardens" project on an ongoing basis.

#### Bell Farm Christian Centre

Another long term Council partner Bell Farm has requested additional support towards meeting their core costs particularly in relation to debt and money advice. Bell Farm currently receives a core grant of £12,608 and it is proposed to increase this grant by a similar amount in order to assist the organisation meeting the increased demands on its services.

#### West Drayton Community Cancer Centre

The centre has been in operation for some 15 years providing support to local residents and their families. The current Lottery grant which supported the service has finished and the Centre has been running down reserves in order to sustain services. Whilst the centre actively fundraises and for long periods has been independently viable without an injection of core funding the centre is now under significant threat of closure. A grant to secure the future of this resource is recommended.

#### Uxbridge Forward

Uxbridge Forward was formed following the demise of the Uxbridge Initiative. It brings together a range of partners who have a vested interest in sustaining and supporting the development of Uxbridge. Uxbridge Forward has secured the support and financial commitment of the town's Mall and Chimes retail centres and Brunel University. The Council has been asked to match the commitment of these partners and give the organisation the time to grow and secure further partners and funding.

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