



# **Heathrow Community Engagement Board**

## **Report of the independent research on and analysis of Heathrow Airport's Expansion Consultation**

September 2019

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## **1. ABOUT THE HEATHROW COMMUNITY ENGAGEMENT BOARD (HCEB)**

- 1.1. The HCEB was set up to increase community and stakeholder participation in Heathrow Airport's planning and decision-making processes. We also work with local people to provide challenge to, and scrutiny of, the airport's day-to-day operations and expansion proposals. The HCEB is completely independent from Heathrow Airport Limited (HAL) and Government; we have no affiliation with any campaigning groups and while we engage with people with strong views and interests relating to the airport, we are impartial and do not take sides.
- 1.2. In the course of its consultation to consider increasing airport capacity, the Airports Commission had identified the lack of trust between local communities and HAL and stated that it must be addressed. It recommended that a new Community Engagement Board (CEB) with real influence over spending on compensation and community support and over the airport's operations should be set up under an independent chair, drawing on the models successfully in operation at Schiphol and Frankfurt Airports.
- 1.3. The Airports Commission's vision was that, "It is important that the structure of the CEB is one that facilitates decision taking and delivery. A strong, independent chair will be important in this respect." This followed the example of Schiphol where there was a strongly led inclusive body, the Alderstafel, which sought consensus through dialogue.
- 1.4. It recommended the CEB should have real influence over spending on compensation, noise insulation and community support. It should work effectively in concert with local authorities and an independent aviation noise authority where appropriate.
- 1.5. To overcome doubts that HAL would deliver on its compensation and mitigation commitments, the Airports Commission proposed providing the CEB with oversight and enforcement of the package and the power to arbitrate where there is disagreement. This could give comfort to local communities and increase local trust in the airport and the fairness with which the new runway will be delivered.
- 1.6. The Commission also saw the CEB as having an important role in information provision and community support. It stated that access to reliable information from a trusted source will be increasingly important, commenting that on sensitive and controversial issues, information provided by HAL, and even the CAA, is not taken at face value.
- 1.7. It highlighted that local communities may struggle to manage the large amount of detailed information available. They may find it difficult to understand their entitlements to compensation and mitigation, to navigate through the planning process and to contribute more widely. They may also want easily comprehensible information on the potential effects of changes to aviation noise or other factors. Furthermore, the CPO process and the voluntary purchase schemes will be stressful.

- 1.8. The Government's Airports National Policy Statement (ANPS) endorsed the Airports Commission's proposal. It stated: "A community engagement board will be developed at Heathrow Airport to help to ensure that local communities are able to contribute effectively to the delivery of expansion, including to consultations and evidence gathering during the planning process." It also recognised that there were already a number of stakeholders representing local Heathrow communities and engagement forums that had developed over time in response to emerging needs. These, it stated, were consistent with the Government's view that, in principle, it encourages collaborative local solutions.
- 1.9. The HCEB superseded the Heathrow Airport Consultative Committee (HACC), an independent statutory committee first convened in 1948. The HCEB was set up to fulfil two roles. The first was as a community engagement board, as set out in the ANPS, and the second to act as an Airport Consultative Committee (ACC). It was incorporated as a company limited by guarantee, to emphasise its independence from HAL and structures were put in place so that communities could be better represented within the HCEB and play a part in its operations.
- 1.10. The lack of trust in HAL expressed by many local residents is a widespread issue in the aviation sector as a whole – not just in the UK but further afield as well. The Head Commissioner of the newly created Independent Commission of Civil Aviation Noise (ICCAN) refers to trust between the industry, regulators and stakeholders as being in "a negative place" and the body's first strategic objective is to increase trust, transparency and clarity in the aviation noise debate.
- 1.11. In the short to medium term, given the absence of trust, there has to be a pragmatic approach towards engagement and relations between disputatious parties will often require the intervention of third parties in conjunction with processes that provide reassurance on any commitments made.
- 1.12. The Airports Commission identified the provision of information from a trusted source as a key factor and identified the HCEB as having oversight on this without specifying how. The first step in rebuilding trust in the process is transparency and the provision of all information requested or required, in a simple comprehensible format, delivered in timely fashion is an absolute necessity. Giving the HCEB "real influence" over spending on compensation, noise insulation and community support could dispel distrust that HAL would not deliver on its commitments. It proposes oversight and enforcement of the package and the power to arbitrate where there is disagreement.
- 1.13. Once established, the main focus for the HCEB has been activity to increase the depth and diversity of responses to the Airport Expansion Consultation (AEC), which is reflected in this document. The recurring issue of trust, together with the lack of belief that any responses will make a real difference to the outcome have led to a reluctance to respond. In addition, many individual residents have said that they lack the time and/or understanding of the complexities involved to meaningfully engage with the consultation. Recognising these issues and exploring alternative, more

effective ways of facilitating community and stakeholder participation in planning and decision-making has become the primary focus for the HCEB, with further work currently underway.

- 1.14. For further information on our work, please go to our website: [www.hceb.org.uk](http://www.hceb.org.uk)

## **2. FEEDBACK FROM LOCAL COMMUNITIES**

### **Key themes**

- 2.1. The following key themes are identified in this chapter:
- The issue of trust, and the lack of it, felt among communities and HAL is of critical importance as it permeates how local communities feel about the proposed expansion and the airport in general. This is exacerbated by a perceived lack of transparency from HAL.
  - Many residents are disengaged from the process, in part due to the protracted and stilted way in which the debate around the proposed expansion of Heathrow Airport has played out. This is particularly acute among those in private rented or social housing.
  - Lack of detail in communication from HAL underlines pre-existing concerns around lack of transparency and further exacerbates the trust deficit. This is particularly important for those in property offer zone areas who are seeking certainty to plan for the future.
  - Improving communications presents a real opportunity for HAL to make a difference, but also represents a real communication challenge as many residents are disengaged from the information they receive, and rarely seek it out.
  - Mitigation measures proposed are widely seen as tokenistic – and more detail is sought about tangible actions that HAL can take to mitigate their impact on the local area. This view is strongly reflected by the local authority responses we have seen to the AEC.
  - While many residents understand the positive aspects of living close to the airport (employment, easier travel opportunities, etc), they also feel that HAL is asking a lot of their communities (in terms of physical assets, patience while decisions are pending, and environmental impact), so want to see HAL 'give back' to communities. Acknowledging the importance of this intrinsic sense of fairness is critical as HAL seeks to finalise its plans for expansion ahead of DCO submission.

### **Introduction**

- 2.2. The HCEB has undertaken a wide range of engagement activities with local communities since April 2018 – with a particular focus on those who live very close to the airport who are impacted by a range of factors. This has

included appointing a Residents' Advisor who has run regular drop-in sessions in local villages; numerous surveys of local residents online, on social media and through the post; regular meetings of our Strategic Advisory Groups which represent a diverse cross-section of the Heathrow Airport community; and our advisory group of experts in Transport, Environment and Noise. In addition, the HCEB has conducted a review of the published responses of local authorities to the AEC.

- 2.3. This activity has helped us form a solid base of evidence about the impacts experienced, both positive and negative, of living so close to one of the world's busiest airports.
- 2.4. The HCEB has sought to supplement the main consultation exercise by HAL in line with its remit to increase community and stakeholder participation. This is not an exercise in duplication. We felt there was scope for some targeted outreach in particular areas, and with groups which have been underrepresented in previous consultations and are therefore likely to be underrepresented in the responses to the AEC.
- 2.5. This section of the response focuses on attitudes to the Masterplan and the impact of the proposed expansion more generally. Later sections include specific feedback on the Community Compensation Fund, construction impact, and submissions from the HCEB's Passenger Services Group (PSG) and the Transport, Environment and Noise Advisory Group (TENAG).
- 2.6. The HCEB has commissioned the pollsters and research agency BritainThinks to engage with residents who will be affected by the proposed Heathrow Airport expansion, engaged at a 'hyper local' level, to better understand their views on the proposed expansion plans and how proposed changes will impact their daily lives.
- 2.7. Specific objectives for this research are to better understand:
  - The context of local residents' lives and their perceptions of the areas they live in;
  - Spontaneous awareness of the expansion plans and views on how they will impact them as local residents;
  - Responses to information about the expansion plans in their local area, including how it will impact them individually; and
  - Suggestions for ways HAL could make a difference to how they are impacted.
- 2.8. This response provides an interim position, outlining the emerging findings from research conducted between 3 and 10 September 2019. It is designed to give initial insight into the themes emerging from interviews so far; findings or emphasis may shift following full analysis of all the interviews. This note is based on 49 face-to-face in-depth interviews, lasting 45 minutes each, with residents of 10 hyper local areas, of whom 26 were recruited via self-referral from the HCEB's flyer drop and 23 were from on-street recruitment.



Hyper local area	Completed	Scheduled	Total
Bedfont and Mayfield Farm	5	0	5
Brands Hill	5	0	5
Colnbrook and Poyle	5	0	5
Cranford, Hatton and North Feltham	5	0	6
Harlington and Cranford Cross	5	0	5
Harmondsworth	6	1	7
Longford and Bath Road	5	1	6
Richings Park	4	1	5
Sipson	6	0	6
Stanwell and Stanwell Moor	3	2	5
<b>TOTAL</b>	<b>49</b>	<b>5</b>	<b>54</b>

2.9. In addition to the research by BritainThinks, the HCEB commissioned targeted outreach at existing community and business events in the five neighbouring local authorities. The purpose of this exercise was to engage with local communities from demographics traditionally underrepresented in Heathrow Airport consultations. The events series generated responses from audiences who are younger, more ethnically diverse and local business owners, all of whom have had low participation rates in previous consultations.

**Summary of hyper local research**

2.10. There is a distinct lack of trust among local residents that their views will be considered in the development of the expansion plans. While some are very frustrated by this, on the whole residents are resigned to it and accept it.

2.11. The extended period of time that expansion has been on the agenda in the area, and the uncertainty about whether and how expansion is going to happen, has led a lot of residents to disengage from the process, meaning that awareness of plans and interest in information is often very low – even when residents know or expect they may lose their home.

2.12. Lack of transparency is a key issue that is undermining trust in HAL , and contributing to local residents feeling negatively about the expansion plans. While local residents do not expect that their feedback will change the expansion plans themselves, they do think it could change how the plans are communicated to them.

- 2.13. In particular, those who are in a compulsory purchase zone (CPZ) or wider purchase offer zone (WPOZ) want clear details around dates so they can have some certainty and start to plan for the future.
- 2.14. Those privately renting or in social housing feel information could be tailored to them, rather than only at homeowners.
- 2.15. While improved communication is seen as a real opportunity for HAL to make a difference – it also represents a real communication challenge as residents are often disengaged from information they receive, and rarely seek it out.
- 2.16. Local residents feel that HAL is asking a lot of their communities (in terms of physical assets, patience while decisions are pending, and environmental impact), so want to see HAL 'give back' to communities. Specifically, residents want to see commitments around jobs and apprenticeships for local people during the proposed expansion process.
- 2.17. Current plans around the Green Loop can be seen as tokenistic – residents would like to see more granular detail about the tangible actions HAL will take to offset environmental impact.

## **Context**

- 2.18. Generally speaking, local residents feel a strong sense of community in their area.
  - Some have always lived in the area and stay in order to be close to their families and broader social network. Others originally moved into the area for job opportunities but have since established strong local community connections.
  - It is also worth noting that HAL's operations have changed over time, and so some older residents are more impacted now than they were at the time they moved to the area.
- 2.19. Positives of the area include access to local job opportunities, good schools, and strong transport connections via TfL rail, Tube (Piccadilly line) and road (M25, A3044). For those near green spaces, this is also mentioned as a key positive. Maintaining and improving these transport links through the construction phases is of real importance.
- 2.20. Local residents are generally positive or neutral about the proximity of the airport to their communities.
  - On balance, the airport is perceived as a positive part of the community as it provides jobs, financial stability, and easy access to travel for those who live nearby.
  - Residents are generally accepting of the noise and lower air quality that come with having an airport nearby. However, they express irritation when agreed limits are exceeded – for example, some

mention that they are not supposed to be overflowed at night, yet regularly experience this.

- Those who live on local roads mention that traffic has been getting worse in their area and that parking is getting harder – in particular, those accessing the airport were parking on streets nearby to avoid airport access charges.

### **Spontaneous awareness of expansion plans and impacts**

- 2.21. Levels of engagement with information on the expansion plans vary significantly, with some having proactively sought out information and others claiming to have not read any information at all.
- 2.22. A handful of residents have attended consultations – typically these were individuals who feel they will be significantly affected by expansion or who are highly engaged with the proposed plans. Their experiences of meetings are mixed:
- Attendees mentioned that they liked the fact that meetings took place both during the day and in the evening – so those working and non-working could attend.
  - Highly engaged residents tended to report that meetings were unhelpful as nobody could answer their specific questions about how the plans will affect them. These individuals did not learn any new information at meetings, as those in attendance from HAL were not specialists about the issues residents care about.
- 2.23. Residents often said they had received leaflets containing information through the door but had either skimmed or chosen not to read these.
- 2.24. Some claimed to have not received any information on the expansion plans at all – this appears to be more common among those who are not homeowners or leaseholders – for example, private renters, adult children living at home, or those in social housing.
- 2.25. There is little sense of who is sending information to local residents, reflecting generally low awareness of the different organisations involved. By default, it is assumed that this information is coming from HAL .
- 2.26. Engagement with information was very low among long-term local residents, even in cases when they were likely to be significantly affected by the proposals. This was for a number of reasons:
- Expansion plans are perceived to be constantly changing, making it hard for local residents to take new information seriously. Longer-term residents describe the process as having been going on for 15–20 years, with the message continually changing, leading to disengagement and a lack of trust. Residents often do not differentiate between the current consultation and what has already occurred.

- Some local residents express strong cynicism about the validity of previous consultations (such as the Heathrow vs. Gatwick expansion debate) and take the view that their feedback was never going to be considered and will not have an influence now. This means that local residents are often starting from a place of distrust and cynicism.
- Local residents are often beyond questioning whether the expansion plans should go ahead; there is a sense of resignation that the expansion will happen regardless of their engagement.
- The main thing disengaged residents want is clarity and certainty, though they are often uninterested in reading new information.

*"I've received a lot of correspondence from Heathrow through the door, but there's never much certainty, or any concrete answers about what's going to happen when" Local resident of Stanwell*

2.27. There is seen to be room for improvement in how information is communicated to local residents, with particular demand for certainty and clarity on timing. Local residents feel very strongly that they need specific information about how things will affect them and when:

- Among those living in CPZ, lack of certainty has led to frustration and a sense of being 'in limbo'. These residents seek reassurance about the timings and process of property valuations, and clearer timeframes.
- Some living in CPZ/WPOZ are so disengaged that they have not looked into the current status of their home, with respect to whether their home will be purchased or what the offer will be.
- Those who are not homeowners feel they have not received any information relevant to them.

*"It's very glossy [the information I've received], it's smoke and mirrors."*  
*Local resident of Longford (CPZ/WPOZ)*

2.28. Spontaneously, the perceived impacts of the expansion plans tend to be quite generic with few being able to move beyond increased traffic, air pollution and noise. For those in the CPZ, the process of property purchase is the biggest front of mind impact and there is appetite for detailed information on this. The sooner that firm details of the Enhanced Property Offer Scheme can be announced, the better this will be for affected residents.

2.29. On the whole, local residents are open to the notion that the proposed Heathrow Airport expansion could bring benefits to the wider community and the country as a whole, including a stronger economy and more jobs. However, local residents find it difficult to look past the negative impacts.

- Residents broadly feel that the stated benefits of expansion to locals specifically (namely, more jobs) do not go far enough to make up for the disruption that will be caused to local communities.

- Those who reject the idea of expansion tend to resist the broader narrative of expansion and economic trickle-down very strongly and felt there were very few benefits overall.

### Views on proposals

2.30. After exploring their spontaneous views, participants were asked to read an information pack outlining a summary of the expansion plans and impacts for their area at a hyper local level.

2.31. When given information about the expansion plans in their area, reactions were mixed and depended on (a) the level of prior knowledge of the plans and feelings about them, and (b) whether or not the individual lives in the CPZ or WPOZ.

- For those who have a higher level of awareness of the expansion plans, the information was perceived as lacking in detail and being overly vague, which residents feel is much like the information they have seen previously.
- For those who are less well informed about the expansion plans for their area, the information was perceived quite negatively, in part due to the large number of changes that they were previously unaware of which could be overwhelming.
- For some of those residing in the CPZ, there is limited interest in how the future of the local area will eventually look, as they expect to move away. However, among some residents who strongly oppose the proposed expansion, there is strong concern about what they see as the destruction of their community, its heritage sites, and assets such as churches or green spaces.

2.32. Local residents often struggled to interpret the maps included in the proposals – they found it difficult to locate their road on the map, understand what had changed, or understand whether they would be affected.

- Some residents had seen a 'before and after' map and found this much more helpful in visualising what would change.

*"You feel like they hold back. The information doesn't get technical, which makes me less inclined to trust it." Local resident of Richings Park*

2.33. While individual concerns correspond closely to personal circumstances and the specific, hyper local area (see table in Chapter 2.8 for area-specific feedback) there are some cross-cutting concerns that residents feel would have a negative impact on them and their local community:

- **Property purchase for those in the CPZ:** There is seen to be a lack of clarity surrounding dates and a real worry that declines in property values as a result of the expansion will outweigh the additional 25% offer on top of market value by the time valuations are conducted. A minority who read the plans were unsure (based on the maps

provided) whether they were in the CPZ and were keen to receive more information on this.

- **Traffic and congestion, particularly in areas where this is already seen as bad:** For many, increased traffic is seen as a moderate to severe impact as this will potentially cause disruption to everyday life – for example, driving to work. There is particular concern around increases in traffic on local roads as a result of commuters avoiding major construction works on the A3044 and M25, as well as a higher number of trucks trying to navigate narrow roads.

*"We're already gridlocked, I don't see how it can get any worse, but I suppose it will." Local resident of Colnbrook*

- **Pollution and reduction in air quality:** There is particular concern for those with existing health issues, especially respiratory conditions. Though residents generally feel reassured by the statement that this will be monitored and kept within Government guidelines, some wanted to know what plans were in place should levels exceed allowed rates.

*"With my asthma, I worry that any more pollution will be the death of me." Local resident of Stanwell*

- **Noise levels from flights:** There is an immediate negative reaction to noise increasing among those who are not currently overflown, although those who already are do not anticipate any significant change to their experience. There is also a broader distrust about the proposed ban for night flights as existing agreements about this are often breached. Some residents mentioned that the proposed ban on flights at night does not take into account night shift workers employed at the airport or nearby hotels.

*"It's the constant drumming from the airport that keeps me awake. Most people need 8 hours of sleep a night and they're only giving you 7, and that's if they keep to the timetable." Local resident of Feltham*

- **Noise levels from construction:** Those in areas that are not currently overflown also express concern about noise from construction of new roads, or from trucks and workers accessing nearby construction sites. In particular there was concern about excessive noise near schools.
- **General safety during construction:** This was raised about the extent to which this will 'drive out' local residents in the WPOZ who had chosen to stay. This was particularly acute among parents who were concerned about increased traffic from large vehicles, and the impact of these on their children's safety.

- 2.34. Residents feel there is a lack of detail about how the proposed expansion will benefit local people and communities. While information closely details the negative impacts on their local area, residents feel the positives (on a

national or economic scale) are too far removed from their day-to-day lives to resonate.

- There is an appetite for information about how specific mitigation measures will be implemented, such as noise reduction strategies.
- Residents want to know where existing green spaces are being moved to and want specific information about the 'bigger picture' and the overall balance of green space lost, moved or created (which can be lost when only looking at hyper local information).

2.35. The plans for green spaces were usually seen as a real positive, although residents were sceptical about the adequacy of these plans in the face of wider industrialisation of the areas and the environmental impact of an additional runway.

- Some also felt that the detail presented in the plans wasn't specific enough, and that an unquantified promise to 'improve green space' that comes at the end of a long list of perceived negatives makes the offer seem tokenistic rather than a real benefit for locals.

*"Green spaces are all well and good, but they don't actually benefit most residents. They're just doing it as a show of good will. It seems like an afterthought." Local resident of Stanwell*

2.36. Some also mentioned that the negative impacts would disproportionately affect vulnerable people in the area – particularly elderly people, children and those with health conditions. It is felt that therefore these people may need extra support.

### **Practical things HAL could do to mitigate the impact**

2.37. It was often difficult for residents to suggest concrete, practical changes that would mitigate the impact of changes, either because they opposed the expansion, they did not expect to stay in the area, or they were only just learning about the proposed plans. However, they made the following recommendations:

2.38. There is a strong call for clearer and more transparent information, which provides specific detail about how the expansion plans will impact local residents. This would help build trust among local residents.

- Any information about the plans that is given out should use specific, clear language and quantify claims where possible – for example, using phrases like 'a little bit' in the proposals was seen as deliberately vague.
- This is particularly important concerning timeframes for property purchase for those in the CPZ/WPOZ.
- Some of those less engaged wanted simpler updates focusing on key messages and information as they felt they did not have the time or the energy to regularly review detailed information.

- Information could be tailored for those who are not homeowners, or those who are employed by hotels or other businesses that will be moved.
- 2.39. Involve the local community in the expansion plans to show that there are benefits to living near Heathrow Airport and encourage local buy in to the proposed expansion.
- Commit to opportunities for locals to work on the proposed expansion – for example, by engaging local builders, or providing building partnerships such as internships or apprenticeships with local young people.
  - Improving community engagement through events – for example, visiting local schools to educate children on the benefits for their community in having Heathrow Airport in close proximity.
- 2.40. Communicate the specific benefits of the proposed expansion to locals, rather than just the larger scale benefits to the country or economy.
- Residents respond more positively to development being framed as job creation rather than as infrastructure for tourists.
  - They also want to know exactly what will be done to offset the environmental impact at a local level, where new green spaces will be located, and what strategies are in place in the event that air pollution does exceed anticipated levels.
- 2.41. Continue to consult with local communities about the expansion plans and work to improve the consultation process.
- Residents do not feel their feedback will change the expansion plans but do feel that stating their priorities can influence what information is communicated and how this is communicated to them.
  - Those who are more engaged with the expansion plans are seeking a more senior presence at consultations to feel that their voice is being heard.
  - Consider tailoring the meetings to the attendees, as those who turn up at events are often the most engaged and knowledgeable about the proposals.
  - There is also an opportunity for more tailored consultations, small group or one-on-one meetings for those in the CPZ to increase engagement among those who will require the most support.



**Emerging findings by hyper local area: summary table**

2.42. The table below draws out specific issues and suggestions mentioned by individuals from each of the locations – please note that these are drawn from small numbers of interviews so do not claim to be representative of residents' views in each area.

Location	Specific concerns about expansion plans	What they'd like HAL to do to minimise impacts
Bedfont and Mayfield Farm	<ul style="list-style-type: none"> <li>○ Diverted airport traffic through Bedfont increasing congestion in the surrounding area.</li> <li>○ Expansion of the south perimeter road for those who commute in that direction.</li> <li>○ Worsened air quality from dust and vehicle emissions.</li> <li>○ Some are not happy with the re-locating of the Home Office immigration centre to Faggs Road but accept this has to be placed somewhere.</li> </ul>	<ul style="list-style-type: none"> <li>○ Take steps to ease congestion, e.g. ensuring all the roadworks are not occurring at the same time, even if this means work takes longer overall.</li> <li>○ Limit times industrial vehicles can be on the roads.</li> <li>○ Monitor air quality.</li> </ul>
Brands Hill	<ul style="list-style-type: none"> <li>○ The fairness of the valuation of properties in the WPOZ.</li> <li>○ Worsened noise from aircrafts.</li> <li>○ Where those in social housing will be placed.</li> <li>○ Worsened air quality, particularly for those with health conditions.</li> <li>○ Worsened gridlocked traffic through the village.</li> </ul>	<ul style="list-style-type: none"> <li>○ Clarity around what it means to be in the WPOZ and how valuations will be conducted.</li> <li>○ Information on how the noise barriers will work.</li> <li>○ Keep residents in social housing informed and updated on where they are likely to be placed.</li> <li>○ Monitor air quality.</li> <li>○ Enforce a residents-only road through the village to stop the abuse of this route which leads to gridlocked traffic, e.g. using cameras, resident passes or access gates.</li> </ul>

Location	Specific concerns about expansion plans	What they'd like HAL to do to minimise impacts
Colnbrook and Poyle	<ul style="list-style-type: none"> <li>○ The fairness of the valuation of properties in the CPZ/WPOZ.</li> <li>○ Loss of road going outside Colnbrook village leading to traffic becoming more gridlocked.</li> <li>○ Traffic on Colnbrook Bypass (A4) expected to increase during construction.</li> <li>○ Concern about the school on the High Street and the impact of air pollution on the children.</li> <li>○ The position of the proposed new runway means planes will be going directly overhead for some streets, leading to additional noise.</li> </ul>	<ul style="list-style-type: none"> <li>○ Communicate how the property valuations will be done.</li> <li>○ Regulate traffic through the village – stop non-residents illegally driving through the village.</li> <li>○ Expand the Colnbrook bypass.</li> <li>○ Consult with the school on the High Street to see if anything can be done about air quality.</li> <li>○ Deliver on the promised developments in the Green Loop (which are seen as a real positive) to combat the adverse impacts.</li> </ul>
Cranford, Hatton and North Feltham	<ul style="list-style-type: none"> <li>○ Increased traffic due to more people needing to get in and out of the villages.</li> <li>○ Worsening air pollution.</li> <li>○ Proposed new hotels and offices at Hatton Cross feel slightly randomly located for some, and the need for these unclear.</li> </ul>	<ul style="list-style-type: none"> <li>○ Divert the traffic to the main roads (rather than going through the villages) as far as possible.</li> <li>○ Better public transport links, e.g. Tube, shuttles and buses to help reduce number of cars on the roads.</li> <li>○ Explain the need for the new hotels and offices and the benefits these will bring.</li> </ul>
Harlington and Cranford Cross	<ul style="list-style-type: none"> <li>○ Increased noise from construction and aircrafts.</li> </ul>	<ul style="list-style-type: none"> <li>○ Cladding/insulation on the outside of houses to minimise noise pollution should be invested in as a priority.</li> <li>○ Ensure adequate planning to avoid infrastructural mistakes which could draw out the construction process.</li> <li>○ Stick to the proposed night-time ban on flights.</li> </ul>

Location	Specific concerns about expansion plans	What they'd like HAL to do to minimise impacts
Harmondsworth	<ul style="list-style-type: none"> <li>○ Complete destruction of the village, and people being forced out of their homes without proper information in advance.</li> <li>○ The fairness of the valuation of properties in the CPZ/WPOZ.</li> <li>○ How construction will affect those who are able to and choose to stay beyond 2022.</li> <li>○ Relocation of Harmondsworth Primary School to the north of the M4 near Stockley Road to what could potentially be a less safe space.</li> <li>○ The adaptation of the church and barn for community events when some may want to retain the former as a religious space.</li> </ul>	<ul style="list-style-type: none"> <li>○ Clarity around what it means to be in the CPZ/WPOZ and how valuations will be conducted.</li> <li>○ Information on construction plans beyond 2022 so people can make an informed choice about whether to stay.</li> <li>○ Further information on the new site for the school.</li> <li>○ Consult the community further about how the church and barn will be adapted.</li> <li>○ Sensitivity during construction to the historical importance of the local area, such as investigating archaeological sites before building over them.</li> </ul>
Longford and Bath Road	<ul style="list-style-type: none"> <li>○ The fairness of the valuation of properties in the CPZ/WPOZ.</li> <li>○ Congestion on local roads, e.g. around Bath Road, and disruption during construction.</li> <li>○ Lack of investment in the area by the local council due to proposed expansion, e.g. potholes and drug use in public green spaces being ignored.</li> </ul>	<ul style="list-style-type: none"> <li>○ Clarity around what it means to be in the CPZ/WPOZ and how valuations will be conducted.</li> <li>○ Road diversions/providing alternative transport links to prevent congestion on local roads.</li> </ul>
Richings Park	<ul style="list-style-type: none"> <li>○ Land east of Old Slade Lane and south of the Poynings being used as a borrow pit.</li> <li>○ Construction work in local area causing wider disruption including noise/pollution/traffic.</li> </ul>	<ul style="list-style-type: none"> <li>○ Re-consider the plan for the new pit and use existing sites if possible.</li> <li>○ Extend the working timeframes in that area so that 24/7 working isn't necessary on construction sites.</li> <li>○ Introduce the property offer zone in Richings Park to give residents the opportunity to move from the area.</li> </ul>

Location	Specific concerns about expansion plans	What they'd like HAL to do to minimise impacts
Sipson	<ul style="list-style-type: none"> <li>○ The fairness of the valuation of properties in the CPZ/WPOZ.</li> <li>○ Uncertainty about what will happen to housing association residents.</li> <li>○ The multi-storey car parks potentially causing more traffic and cars on the roads (despite supposedly diverting traffic from local roads).</li> <li>○ Relocation of the existing hotels seen as 'wasteful' by some.</li> </ul>	<ul style="list-style-type: none"> <li>○ Clarity around what it means to be in the CPZ/WPOZ and how valuations will be conducted.</li> <li>○ Provide information on impact of expansion on housing association residents.</li> <li>○ Clarification on why the existing hotels will be relocated and the benefits this will bring to locals.</li> </ul>
Stanwell and Stanwell Moor	<ul style="list-style-type: none"> <li>○ Impact on traffic, particularly works to Town Lane, which is seen as gridlocked already.</li> <li>○ The high number of new car parks proposed, and the noise/pollution impact of this.</li> <li>○ Confusion over why residents in Stanwell Moor have not been made part of the CPZ or WPOZ.</li> </ul>	<ul style="list-style-type: none"> <li>○ Re-route airport traffic and enforce parking ban in residential areas by non-residents.</li> <li>○ Further information on the impact of the car parks.</li> <li>○ Completion of construction on local roads done as quickly as possible.</li> <li>○ Clarify why Stanwell Moor residents have not been made part of the CPZ or WPOZ.</li> </ul>

### Summary of targeted outreach surveys

2.43. The HCEB commissioned Lowick to attend events during the Airport Expansion Consultation to both raise awareness of the importance of the consultation and collect data from attendees through a survey. The subheadings below are lifted from that survey with an analysis of the responses received.

2.44. *What are the issues that matter most to you?*

- Survey respondents ranked noise as a high priority. For 10 people, it was the issue they ranked as the most important, and a further 10 ranked it in the top six issues. Of those who did not rank priorities, 20 marked noise as a key issue, the most of any issue. Jobs also ranked highly, with six ranking it as the issue that mattered the most to them. Seven others ranked it within their top five issues. Higher Education ranked the lowest, with only one respondent ranking it as first and one other placing it in the top half of the ranking.

- Of those who did not rank priorities, air quality, traffic and the environment ranked highly, with 19, 14 and 12 people respectively selecting them as issues that mattered to them.
  - At the Hounslow Friends of Faith event, almost all attendees were residents from the local area. The issues that mattered most to them were noise, air quality, the environment, and jobs and employment.
  - The attendees at the Indian Independence Day Celebrations at the Shree Jalaram Mandir, in Ealing, were predominantly supportive of Heathrow Airport expansion. They were most concerned about jobs and employment at the airport and wanted to see money put back into the local economy. Attendees at Eid Day Prayers at the Islamic Integration Community Centre in Hounslow were similarly positive about Heathrow Airport expansion plans, based on the economic benefits to the area and job creation. Support for expansion plans was also strong at the Ealing Chamber of Commerce Business Breakfast, which was attended by local business owners across a number of different sectors.
  - The attendees at the Hounslow Chamber of Commerce's Summer Celebration were predominantly self-employed and overall expressed support for the proposed Heathrow Airport expansion. However, the representatives from small local businesses did express concerns about their lack of involvement in the Heathrow Airport supply chain.
  - The overall view at the Hounslow Chamber of Commerce Business Breakfast was that the proposed expansion was a positive thing for businesses within the host borough of Hounslow. However, a few attendees expressed concerns, as local residents, about air quality and noise pollution.
- 2.45. *In the short term, or if Heathrow Airport does not expand, what would you like from Heathrow Airport?*
- 28 respondents indicated that they wanted fewer night flights. 23 said they wanted the airport to invest in public transport. 18 wanted more funding for community projects. Four respondents had other priorities, such as the airport supporting the environment.
  - The Hounslow Friends of Faith attendees were vocal about wanting fewer night flights from the airport. They also mentioned increased investment in the local economy, as well as more jobs for local people.
- 2.46. *If Heathrow does get permission to build a third runway, what would be your top long-term priorities in addition to those above?*
- 32 respondents felt that a long-term priority was minimal disruption. 19 said the ability to get to work/school without delays. 16 wanted transparent communication about how works around the airport may be disrupted. 13 felt that one of the long-term priorities should be compensation.

- The people at the Hounslow Friends of Faith event stated that their main priorities from Heathrow Airport expansion plans would be more jobs emanating from the airport for local people, as well as an improvement in air quality and noise pollution.
  - The general feeling at the Indian Independence Day Celebrations was that jobs and improving the local economy were the main priorities following the proposed expansion at Heathrow Airport.
- 2.47. *Have you ever responded to Heathrow's consultations? If yes, how could consultations be improved?*
- 31 survey respondents had previously responded to consultations relating to Heathrow Airport. Of those, 17 felt that the consultations could be improved with better communication in advance. Seven respondents said that clearer and more understandable documents would improve consultations. Six respondents wanted recognition that their views had been considered and three felt that consultations would be improved by providing the materials in different languages.
- 2.48. *How do you think the HCEB should engage with residents?*
- The most popular method of engagement with survey respondents was organising public meetings, which was selected by 22 people. 21 people felt that online surveys should be used to engage with residents, and 17 felt that postal surveys should be used. 16 felt that the HCEB should engage via social media. 14 people wanted the HCEB to attend resident association meetings. 10 respondents wanted regular email updates from the HCEB.
  - People who attended the Indian Independence Day celebrations expressed enthusiasm at the HCEB's presence at the event. They were pleased to see that they were being engaged with, and that the HCEB came to speak to them, as opposed to the other way around. A similarly positive reception to the HCEB was felt at the London Mela in Ealing, particularly from local councillors.
- 2.49. *How would you rate Heathrow Airport's engagement with the local community?*
- People predominantly felt that HAL's engagement with the local community was either excellent or good. 19 respondents felt that it was neither good nor bad. Only five respondents felt that HAL's engagement was bad or poor.
  - One attendee at the Eid Day Prayers in Hounslow felt that HAL was not doing enough outreach in the borough. He said that even though the airport is in Hillingdon, the spillover effects were felt in his area.
- 2.50. *If you had one message for Heathrow Airport, what would it be?*
- This section of the survey amassed a variety of responses. Eight people left comments expressing their lack of support for a third

runway. Two wrote about environmental concerns, and the need to do more to combat climate change. Two people also left comments urging HAL to invest in improved transport links, such as new rail connections. A small number of comments mentioned noise and night flights.

- However, the tone of responses was not wholly negative, with five people leaving positive comments about the economic benefits of the airport's proposed expansion, and two more leaving generally positive comments about Heathrow Airport.
- Many felt improved communication from HAL about the expansion process and an assurance that their views were being listened to were key to a more positive relationship with local residents.

### **3. COMMUNITY COMPENSATION FUND**

#### **Key themes**

3.1. The following key themes are identified in this chapter:

- The HCEB funded research from YouGov explored community reaction to the Community Compensation Fund ('the Fund') and found clear differences in attitude between different groups towards the purpose of the Fund. For example, younger respondents placed a high emphasis on environmental issues and carbon mitigation of the proposed third runway. Older residents were more focused on noise impacts.
- Although many believe the Fund should be underpinned by guiding principles, a majority say that the principles as they currently stand are too vague to be effective.
- The name of the Fund caused confusion, with the word 'compensation' leading many to focus on what level of monetary payment individuals affected would receive.
- The Fund should focus on improving the quality of life for communities rather than purely pay for mitigation measures that should be designed in as part of the proposed scheme. An explicit emphasis on both public transport improvements and environmental measures were seen to be lacking in the current principles.
- Generally, participants were cautious about the role of the local authority in terms of distributing the Fund. Most participants accepted that they wanted the bulk of the Fund to go to projects or groups, with smaller amounts designated for both individuals and broader public services.
- The concepts of and research on social value and social return on investment should be fully incorporated into the design of the Fund and award of funding.

- Targeted outreach would be needed to ensure the Fund reached and was applied for in all communities.
- There is a danger that the distinction will become blurred between a Fund that makes a positive contribution to bettering the lives of local residents, and one that is used to address issues that have arisen since the Development Consent Order (DCO), the so called Unforeseen Local Impacts Mitigation. The HCEB believes there should be two separate funds: a community investment fund and a mitigation contingency fund.
- The HCEB believes that an independent body established at arm's length from HAL would be the most appropriate vehicle to provide independent and transparent governance for the proposed Fund and help to address the deficit in public trust.
- It is important that HAL commits to an independent evaluation of the Fund, and this is made publicly available.

## **Introduction**

- 3.2. The outline for the Fund is set out at pages 28–40 of 'Proposals for Mitigation and Compensation Growing Sustainably'<sup>1</sup> under the heading Community Fund. It draws a distinction between Mitigation and Compensation:
- **Mitigation:** measures that reduce harmful and negative impacts
  - **Compensation:** measures that compensate for harmful and negative impacts, and/or can help to avoid, prevent or minimise effects.
- 3.3. The compensation aspects of the proposals are not fully developed at this stage. The consultation document sets out that it is difficult for HAL to determine the size of the Fund at this stage;
- 3.4. "...because the Fund is required to be relevant to planning and proportionate to the effects of expansion, full assessments of those effects need to be undertaken first. Until then, we cannot know the full scale of measures likely to be needed to address the various effects of the project. We will have greater certainty on this once we have the results from our Environmental Impact Assessment when we make the DCO application."
- 3.5. At present, it is difficult to make any considered comments on the proposed Fund as current details exist only in outline. The HCEB has not yet been approached by HAL with detailed proposals as to how the Fund might work in practice. We anticipate that HAL will consult fully with stakeholders before the publication of their DCO. Their final proposals will be set out in the DCO and the HCEB will make detailed comments when these detailed proposals are published.

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<sup>1</sup> See <https://aec.heathrowconsultation.com/wp-content/uploads/sites/5/2019/06/Proposals-for-Mitigation-and-Compensation.pdf>



- 3.6. In this section we provide an account of what is presented as part of the consultation across some key aspects and in relation to the Ipsos MORI research, and the more recent HCEB funded YouGov research.
- 3.7. As part of HAL's consultation around the proposed expansion, it has developed some draft guiding principles for the Fund it will provide to local communities impacted by the works. These have been informed by research by Ipsos MORI for DfT, following consultation work with the local community. This research aimed to explore the local community's reactions to these guiding principles, their relative priority, and how they should be implemented in more detail.
- Ensuring our local communities remain a great place to live by investing in the quality of life of local residents;
  - Investing in initiatives which enhance the benefits of our scheme, including local employment opportunities;
  - The enhancement of facilities and services where this can be linked to the expansion project and deliver a wider community benefit; and
  - Addressing residual effects and unanticipated local impacts which we cannot anticipate when we submit our application.
- 3.8. The HCEB commissioned YouGov to build on previous research with communities surrounding Heathrow Airport, and the Ipsos MORI research, to explore reactions to the Fund in detail. The research focused on young people and families living in the immediate vicinity of the airport, to understand their needs/expectations of the Fund. The results of the research have been used to inform this response.
- 3.9. The key aims of the research were to:
- Understand their knowledge/understanding of the Community Compensation Fund;
  - Explore spontaneous needs/desires of the Community Compensation Fund (using pre-task);
  - Identify which of the four guiding principles resonate most strongly, and their relative priority;
  - Understand how the Community Compensation Fund should be applied/who should benefit; and
  - Explore who should administer the Fund, whether HAL or an independent organisation would be preferable/trusted.

3.10. YouGov conducted four 2.5-hour face-to-face workshops, and 10 45-minute face-to-face in-depth interviews with people living in the five boroughs surrounding Heathrow. Fieldwork took place in August 2019. Sampling is shown below:

<b>4 x 2.5 hour F2F Workshops with local community</b>	
<b>Young People - Hounslow</b>	<b>Family (younger children) - Spelthorne</b>
<ul style="list-style-type: none"> <li>• All aged 20 and under, living in Hounslow</li> <li>• 50% from BAME communities; mix of gender</li> <li>• Recruiting 15 for 12+ in the workshop</li> </ul>	<ul style="list-style-type: none"> <li>• All parents with children under 12 living at home, living in Spelthorne</li> <li>• 50% from BAME communities; mix of gender</li> <li>• Recruiting 15 for 12+ in the workshop</li> </ul>
<b>Young People - Ealing</b>	<b>Family (older children) - Richmond</b>
<ul style="list-style-type: none"> <li>• All aged 20 and under, living in Ealing</li> <li>• 50% from BAME communities; mix of gender</li> <li>• Recruiting 15 for 12+ in the workshop</li> </ul>	<ul style="list-style-type: none"> <li>• All parents with children over 12 living at home, living in Richmond</li> <li>• 50% from BAME communities; mix of gender</li> <li>• Recruiting 15 for 12+ in the workshop</li> </ul>
<b>10 x 45 minute F2F Depth interviews with local community</b>	
<ul style="list-style-type: none"> <li>• All living in Slough, Hillingdon and South Bucks; mix of gender, age and family status; 50% from BAME communities</li> </ul>	

3.11. Several other community funds have also been reviewed to help inform the recommendations. A full list can be found in the table below:

<b>Organisation and community fund</b>	<b>Purpose of the fund</b>
London City Airport Community Fund	Fund with the aim to support local charities and organisations that represent inclusive and diverse communities across East London. It concentrates on East London boroughs of Barking & Dagenham, Bexley, Epping Forest District Council, Greenwich, Hackney, Havering, Newham, Lambeth, Lewisham, Redbridge, Southwark, Tower Hamlets and Waltham Forest.
Heathrow Community Fund	Independent charity with the aim to support significant and positive improvement in quality of life for communities near the airport. It also supports airport staff volunteering and fundraising.

Hillingdon Community Trust	The trust receives £1 million each year from HAL under a 15-year deed of gift created in 2003. Under the terms of the gift, the trust, which is independent of HAL and Hillingdon Council, makes grants to benefit people living in the southern six wards of the borough: Botwell, Pinkwell, Heathrow Villages, Townfield, West Drayton and Yiewsley. Support is mainly in the form of grants, but the trust also offers occasional training events and organises networking events for funded groups.
High Speed Two (HS2) Phase One – Community and Environment Fund (CEF) and Business and Local Economy Fund (BLEF)	Two funding programmes to help offset the disruption of Phase One on local communities and businesses – the Community and Environment Fund (CEF) and the Business and Local Economy Fund (BLEF).
Thames Tideway Legacy	Vision to reconnect London with the River Thames and deliver wider benefits to London alongside the project. This includes partnerships with local charities and community groups, 'Art of the Tideway' a public art programme, improvements of open spaces and an education programme.

### **General comments and insights**

- 3.12. Based on the YouGov research funded by the HCEB, there are clear differences in attitude to Heathrow's plans in terms of age, with the younger (16–24-year-old) groups in Hounslow and Ealing being much more concerned about the environmental impact of the proposed third runway – both in terms of pollution but also in terms of the impact on green space, etc. The fact that the word 'environment' does not appear in the principles for the Fund therefore seems surprising, and many of their 'fifth principles' were centred on this area, specifically – carbon offsetting (if possible), replanting of trees/woods, etc.
- 3.13. For older people, as a general rule, the conversation was more (but not exclusively) around noise pollution – many have seen Heathrow evolve over the years into something that has gradually got busier and noisier and they are concerned about new flight paths or busier existing ones, and that the Fund should be aimed at the most affected, and specifically be spent on noise mitigation measures.
- 3.14. Following on from that point, participants were often fixated on spending the money in the areas closest to the airport – and particularly in the villages under threat of demolition. Though researchers did tell them that specific compensation would be provided to those facing compulsory purchase, etc, they often still came back to these areas as the ones in most acute need of the 'compensation fund'. In a simplistic sense, it was hard for them to advocate building playgrounds in Ealing when there are people who are facing much more immediate and profound disruption in the close vicinity of the airport due to the expansion plans.

- 3.15. As such, it is highly likely that participants responded in a certain way because of the use of the phrase 'compensation' (though this wasn't necessarily articulated by them). The use of this word leads them more, at least initially, towards individuals getting recompense and away from the less tangible community benefit.
- 3.16. There were mixed views on the use of the Fund for public services and the role of local authorities; there were definitely some who thought that the Fund could be used for the idea of the airport 'giving back' to the community, but for others they struggled to see the relevance and appropriateness of this.
- 3.17. The research clearly shows that participants' views of how the Fund should be spent are mutable and affected by their perception both of the amount available and the longevity of the Fund.
- 3.18. There were some concerns that the Fund is insufficient, particularly when only £50 million a year is being made available. There were concerns that it may not be able to make a profound and significant difference and that it may simply be a drop in the ocean.
- 3.19. The fact that the Fund is perceived to be quite small means that their ambitions for it are quite modest, and their understanding that it will stop suddenly means they are concerned about the sustainability of projects that are funded through it.
- 3.20. They often bounced between the idea of compensating specific individuals on one hand and the wider societal benefit on the other. The initial response was to benefit individuals, but they soon realised that, as they could not help everyone affected, it was best spent through community projects.
- 3.21. Though told that the Fund would be spent 'relevant to the impact' of the proposed expansion, it was hard for them to conceptualise what this means – therefore their ideas of how to spend it often went far beyond this.
- 3.22. Across the groups, participants were positive towards the Fund – they thought it was a good idea and that it was necessary to give something back to those most affected by the noise, disruption and pollution caused by the plans to build a third runway.
- 3.23. Many were interested to know when the Fund will become available – will it be available as the 'spades go into the ground' or further into (or on completion of) the planned works?
- 3.24. Spontaneously, participants believed that HAL would be closely involved in the distribution of the Fund and perhaps making decisions at least initially, about where it was headed. For some, this was problematic as they wanted third parties to be involved right at the start.

### Remit of the Fund and draft guiding principles

- 3.25. The document<sup>2</sup> sets out a number of potential purposes for the Fund and includes a set of 'draft guiding principles' (page 31) for the types of things the Fund should cover. Four areas are included:
- Enhancements to quality of life; this could include spending relating to community activities, health, transport or the environment;
  - Initiatives which help enhance the benefit of the airport expansion for local communities, such as support for the Heathrow Academy, skills and jobs initiatives, and apprenticeship schemes;
  - The enhancement of re-provided facilities or services which are linked to the expansion project and which deliver a wider community benefit such as additional play areas or school places; and
  - Additional mitigation measures, particularly where it was not possible to identify or quantify the necessary measures at the time of submitting the DCO application or being granted DCO consent.

- 3.26. There is also a side box that mentions the research by Ipsos MORI:

*"We think these draft guiding principles help clarify things that the Fund would explicitly not include. For example, we agree with the findings of the DfT research that the Fund should not be used to cover shortfalls in the provision of public services. However, it may be appropriate for the Fund to support the enhancement of any services which are required as a result of the airport growing."*

This directly relates to findings from the Ipsos MORI research where participants were very clear they did not want the Fund to make up any shortfalls in provision of public services. This was repeated in the YouGov findings.

- 3.27. The YouGov participants were shown these four principles and asked what they thought of them and their responses were summarised by the researchers:

*"Although many believe the fund should be underpinned by guiding principles, a majority say that the principles as they currently stand are too vague to be effective. Respondents want to see terms clearly defined, with examples – this is to aid their own understanding but also to enable them to hold Heathrow to account. Respondents want to see measurable promises as opposed to sweeping statements."* YouGov findings slide 28.

- 3.28. The first principle is *"Ensuring our local communities remain a great place to live by investing in the quality of life of local residents."*

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<sup>2</sup> <https://aec.heathrowconsultation.com/wp-content/uploads/sites/5/2019/06/Proposals-for-Mitigation-and-Compensation.pdf>

- 3.29. There is agreement in theory with this principle; however, quality of life means different things to different people. Ultimately it is unclear what is actually expected of HAL in relation to this. Respondents are clear that it should include ensuring green space is available, and steps to reduce noise pollution, both in individual homes and public spaces. Many also believe that HAL should aim not only to ensure quality of life is maintained, but that by investment into the area, people's quality of life is actually somewhat improved.
- 3.30. The second principle is *"Investing in initiatives which enhance the benefits of our scheme, including local employment opportunities."*
- 3.31. Local employment opportunities appeal, but many also said this should include traineeships and work experience to help young people in the local area to improve skills and employability. Some also believed that, to an extent, this should be particularly targeted at those in deprived areas who are less socially mobile.
- 3.32. The third principle is *"The enhancement of facilities and services where this can be linked to the expansion project and deliver a wider community benefit."*
- 3.33. There is agreement across the board that enhancement of facilities and services is key, especially considering the possible increased population and throughflow in local areas and subsequent strain on local services. However, clarification is needed in terms of exactly what facilities and services might fall under this principle – many feel strongly that public transport should be included, and if not, should receive its own focus.
- 3.34. The fourth principle is *"Addressing residual effects and unanticipated local impacts which we cannot anticipate when we submit our application."*
- 3.35. This is a key point for many, especially those who believe the Fund should extend beyond the timeframe proposed. This is felt to be equally as important as addressing any immediate impacts and respondents agree it should be a standalone principle to emphasise the commitment to tackling consequences long term.
- 3.36. There are also a number of suggestions for a 'fifth principle', often focusing on emissions and the environment. Many feel that this issue should receive special emphasis, separate to the existing principles; for many, it is surprising that this is not already explicit. The issue is especially pertinent for young people, who worry that they will be the ones affected if change is not made now.
- 3.37. Secondary to a focus on emissions, some are also concerned about how wildlife will be affected; within any environmental consideration, there should be some assessment of the likely disruption to wildlife and action taken to mitigate this where possible.
- 3.38. It is not just short-term work to offset the environmental impact of the proposed expansion that respondents want to see. Many believe that, as a

key player in UK air travel, HAL has a responsibility to think about and address its carbon footprint long term.

- 3.39. This includes active involvement and investment in research into cleaner transport – including air travel but extending beyond this to incorporate other sustainable modes of transport in local areas.
- 3.40. They want to see preventative action being taken rather than addressing issues as and when they develop.
- 3.41. Further, from the Ipsos MORI research, a “set of overarching themes and principles that should be considered when designing the Community Compensation Fund” were drawn out by the researchers but these covered more fundamental aspects than what the Fund should be spent on. The key principle was “transparency and accountability” and as the Ipsos MORI research report says:
- “There was a strong desire to ensure that there would be clear communication around how to access the Fund and how it is spent, and that this should happen across a range of formats and outlets including local news, social media, and face-to-face events”* Page 48.
- 3.42. These principles are not directly referred to in the consultation document, but it is recognised in the consultation document that:
- “Transparency on how the Fund is spent, as well as what it is spent on, is important to our local communities.”* Page 38.
- 3.43. Overall, the dominant view was that the principles as set out were too vague to be effective. Clearly, going forward more details will be necessary in order for members of the public to engage fully with these proposals.
- 3.44. The Fund should focus on improving the quality of life for communities rather than purely pay for mitigation measures that should be designed in as part of the proposed scheme. It should have clear aims and objectives on what improvements it seeks to attain.

### **Role of the public sector**

- 3.45. In most YouGov discussions participants discussed the role of the Fund in public service provision. Particularly where it related to the services that will be put under strain by the proposed airport expansion, such as transport, there was felt to be opportunities for the Fund to help.
- 3.46. Some gave examples of the Fund being spent to improve local infrastructure, such as road/rail links and even build existing lines and roads, to offset the strain that the system will have to tolerate because of the construction works. But some went even further, saying that it could be used to support such services as education, or social care.
- 3.47. Though there was support for the Fund to supplement and bolster some of the services provided by local authorities there was also a note of caution –

there was concern that the money would not be enough to fully deliver such services.

- 3.48. Also, there was concern that the local authority may look to cut back on some services if they are being part funded by someone else.
- 3.49. By the conclusion of the groups, most participants accepted that they wanted the bulk of funds to go to projects or groups, with smaller amounts designated for both individuals and broader public services.
- 3.50. Generally, participants were cautious about the role of the local authority in terms of distributing the Fund. Many had a negative opinion of their local council, and felt that they may mismanage the funds, or not spend them wisely, or somehow tie the money up in bureaucracy.
- 3.51. That said, there was definitely felt to be the opportunity for the local authority to be involved in some way – using its existing networks and groups to understand how the money can best be spent and distributed to those most in need.
- 3.52. One group in Spelthorne insisted that the best approach would be for the money to go towards a Council Tax rebate for everyone in the borough – and could not be talked out of it!

### **Social value and the Fund**

- 3.53. To achieve the best outcomes, the concepts of and research on social value and social return on investment should be fully incorporated into the design of the Fund and award of funding. This should be based on evidence of what kinds of measures generate the greatest social value along with evidence on what the specific communities around Heathrow Airport value most and what they think would make the most difference to their lives.
- 3.54. Using a social value approach may mean that elements that improve quality of life are funded that are not directly related to a specific adverse effect – this is acceptable provided the right people benefit (i.e. the ones who experience negative effects).
- 3.55. A lot of the likely adverse effects on communities are difficult to quantify or assess as has been mentioned in HAL's environmental reporting and many potential effects are not being quantified due to these difficulties. This does not mean that these effects are not important. Funding should go to ensure that these kinds of effects are minimised, assuming that mitigation as part of the proposed scheme is unable to fully reduce impacts. As well as the more tangible environmental and community impacts, it is important that the Fund addresses the following effects mentioned in HAL's environmental reports:
  - o Effects on community facilities;
  - o Effects on access to housing;
  - o Effects on demand for public services; and



- Effects on community sustainability, viability, cohesion and integration.
- 3.56. In addition to this, there may be effects that have not yet been anticipated – these could include cultural aspects such as sense of identity, beliefs, perception of the world or trust in institutions. The Fund needs to have the flexibility (and an appropriate monitoring regime needs to be in place) to address these less tangible effects that might become apparent if the project progresses.
- 3.57. If there are themed grants, these should be as broad as possible to ensure that multi-disciplinary ideas and measures with multiple types of benefit can be awarded funding.

### **Eligibility for the Fund**

- 3.58. Based on the YouGov research, where participants lived made little difference to their view on eligibility to receive the Fund, and most were altruistic on the whole.
- 3.59. Many participants live near the airport but experience little disruption to their day-to-day lives (in towns such as Ashford). They therefore had little appetite for the money to be spent in their immediate area, always coming back to those in most acute need, and particularly in the three villages to the north west of the existing runway.
- 3.60. Even those in the areas closest to the airport, such as Hounslow, initially felt that there were areas that were more 'deserving' than them and were happy for it to be spent hyper-locally in the most disrupted areas. This was despite being told that money was already ringfenced for those facing major disruption, such as the CPZ or WPOZ. But on further reflection they felt that there were opportunities to ameliorate the wider area through the Fund.
- 3.61. The terminology used is also important, and the title 'Community Compensation Fund', caused some confusion amongst the YouGov respondents. Of the three nouns, each conveys a slightly different meaning and led participants to an opinion about how the money will be spent. Perhaps problematically, the two words 'community' and 'compensation' were felt to be contradictory, as it is individuals (rather than the wider community) who are compensated, and therefore this led many to believe that the money will be given to individuals in the most affected areas.
- 3.62. By contrast, the word 'community' implies a wider social benefit – it was harder for participants to conceptualise compensating a community. Put simply, the need to *compensate* individuals was often seen as greater than the need to *benefit* communities.
- 3.63. With this in mind, the more spontaneous response was that the money should be spent on individuals, but the deliberative nature of the groups tended to move them away from this and more to the community benefit that the money could provide.
- 3.64. Across the workshops, participants argued that HAL (or a partner organisation) should be proactive both in how it publicises the availability of

- the Fund as well as getting the money to those in need of it. There was concern that HAL may not be enthusiastic about distributing it unless it is encouraged to be.
- 3.65. Allied to the above, participants want to ensure that beneficiaries are able to access the money as easily as possible, without too much bureaucracy and interference. They were concerned about a laborious and difficult application process that might put people off applying.
- 3.66. In the initial part of the discussions in particular, there was an appetite for the money to go to those who would 'lose' something – be this around green spaces, clean air, quiet skies, etc. If these conditions cannot be replaced, then it should be spent on offsetting the damage caused by the proposed expansion.
- 3.67. The Fund was introduced to participants as something that will need to be relevant to the impact the proposed expansion will have and, broadly, they approved of this, particularly for young people who were concerned about the environmental impact and others who were concerned about traffic, transport and infrastructure. But they also had a tendency to go beyond this 'remit'.
- 3.68. Much of the early discussions centred around issues that related to their area, and particularly around crime, and the interlinked issue of activities for young people. On reflection, many, and particularly young people, did see opportunities for enterprises such as youth and sports centres to benefit from the Fund – though not related to the proposed airport expansion directly, such improvements were felt to be highly desirable – and present marketing opportunities for HAL to be involved in such community 'outreach'.
- 3.69. It is suggested that the Fund should have indicative allocations at a local level – for example, at borough level, with areas being identified based on the extent of likely effects. This structured geographical scope allows more certainty and clarity for communities applying for the Fund, though cross-border projects should also be encouraged. Furthermore, the geographical spread of funding should be monitored.
- 3.70. More targeted promotion of the Fund among communities should be undertaken, along with support in applications, for those communities that are not reaching the levels allocated. This is particularly important if funding is to be allocated directly to community groups – as different communities will have varied numbers of groups and capacity to successfully apply for funding.
- 3.71. Some form of prioritisation should take place more generally to ensure that individuals, groups and communities who are less resilient to respond to effects benefit from funding. It is recommended that the Fund have flexibility to comprehend and address how different individuals, groups and communities have different levels of sensitivities to the same impact. This is a concept that is difficult for a purely ONS based statistical approach to accommodate – this needs to be supplemented by close engagement and dialogue on the ground with communities.

### **Duration and size of the Fund**

- 3.72. The likely impacts of Heathrow Airport's proposed expansion cover both construction and operation. Construction effects on a community, for example, do not stop when construction stops; the legacy impact and blight can last much longer. The Fund should therefore include a proportion of funding to be allocated at the operation phase.
- 3.73. It is recommended that the launch of the Fund and the funding awards occur as soon as possible, and importantly before construction starts (and with sufficient notice and publicity). It will take time for the funding to be awarded and spent and for positive outcomes to be experienced by the community. The earliest possible start means that positive outcomes of the funding can coincide with effects. Otherwise, there is a risk that the communities experiencing negative impacts are not those that benefit.
- 3.74. Starting the Fund now would demonstrate HAL's commitment to the community and help prepare, such as through skilling up, for the construction phase. It would also recognise the fact that construction blight is already impacting communities even before any decision to proceed has taken place.
- 3.75. Many respondents to YouGov felt that the amount proposed for the Fund was quite small. This tended to mean that they were happy with it being spent in more creative ways and, on reflection, less on the idea of compensating individuals – as they realised that the money would not stretch to compensating all of those affected. As such, rather than trying to 'stretch' it to cover as many affected households as possible, they saw more merit in the money being spent more strategically – producing large benefit to a smaller number of public projects and local services.
- 3.76. The size of the Fund should be tied to the outcomes required, i.e. the mechanisms to raise money should not limit the compensation required to address effects, and the amount of money required should be back calculated from the outcomes required to address the effects identified.

### **Delivery and distribution of the Fund**

- 3.77. When asked by YouGov, some participants expressed concerns that much of the money would not make it to beneficiaries, instead worrying that much of it would be spent on administration, specifically on staff costs or even legal fees.
- 3.78. This concern drives perceptions of how and where the money should be spent – so where there was an appetite for it to be spent informally this is because it reduces the number of professionals who need to be involved in, and paid for, its administration.
- 3.79. However, such an approach runs the risk of the money being distributed without proper monitoring in place – and therefore open to abuse. It indicates that a balance needs to be struck between professionals being involved in the administration, but not taking too big a cut of it.

- 3.80. Participants were asked about how the Fund should be distributed and, though they did not have strong opinions on the matter, generally they felt that it is appropriate for a 'third party' to be involved rather than HAL itself administering the Fund.
- 3.81. This did not necessarily emanate from a deep-seated distrust of HAL, more that it was felt that a third party would be impartial and accountable – opening itself up to scrutiny.
- 3.82. There was a preference towards distributing the Fund through existing groups and networks, as these already have infrastructure and connections (as opposed to establishing new ones for this specific purpose).

### **Governance of the Fund**

- 3.83. One clear area for detailed discussion is HAL's proposed view of governance:
- "Heathrow wants to and would need to retain a key role in how some elements of the Fund are operated."*
- 3.84. HAL's reasoning is that they would monitor any residual effects of expansion and changes in local communities which were not anticipated in their DCO application. They would also play a role in overseeing spending to remedy such effects. These unanticipated local impacts are known as ULIM. It is not clear why the funding for these is covered in the proposed Community Compensation Fund rather than a separate mitigation contingency fund. There is a danger that the distinction will become blurred between a fund that makes a positive contribution to bettering the lives of local residents and one that addresses issues that have arisen since the DCO.
- 3.85. The HCEB believes that it would be better to create two separate funds. In our view, a single till approach will not help foster trust between HAL and local communities. Communities should be able to see compensation as a clear benefit to them and not a mopping up process for unanticipated problems caused directly by the proposed expansion.
- 3.86. The first fund as suggested above would be a contingency fund for mitigation for effects not covered in the DCO application.
- 3.87. The second fund would be an entirely separate Community Investment Fund designed to improve the quality of life for residents. This would be governed in a transparent manner with representation from local stakeholders including local community members. It may be worth considering that the Community Investment Fund should be financed from a direct passenger levy so that the increased numbers using an expanded airport should provide increased and annual funding for neighbouring communities.
- 3.88. The HCEB understands that this division into two parts may reduce the headline amount in the Community Compensation Fund as envisaged in the

consultation documents, but believes that it would be a more transparent way of governance, funding and operation.

- 3.89. We think that the idea of two distinct and separate funds and governance independent of HAL should be discussed before the submission of any DCO application. We will comment further once we have seen more detailed proposals.
- 3.90. The expansion document suggests that a range of bodies could be involved in oversight or helping run the Fund, including the HCEB, Heathrow Strategic Planning Group (HSPG) and the Heathrow Strategic Noise Advisory Group (HSNAG) alongside others, as yet unspecified. There is no suggestion of direct community involvement.
- 3.91. The HCEB is concerned that any such key role could be open to the criticism that the Fund is HAL controlled and directed and will be directed towards projects that should have been identified in the DCO application. We believe that this would not help to reduce the deficit of trust that exists between HAL and local communities.
- 3.92. The HCEB believes that an independent body established at arm's length from HAL would be the most appropriate vehicle to provide independent and transparent governance for the proposed Fund. The creation of such an independent body could be discussed with key stakeholders prior to the DCO application.
- 3.93. It is important that HAL commits to an independent evaluation of the Fund. This should comprise an evaluation of the process of administering funding but also of the outcomes of the Fund, with a monitoring regime set up at the beginning (and flexibility to change the Fund in response to interim findings).
- 3.94. Interim and final evaluations should be made available to the public, or at the very least a summary of the findings should be published.

## **4. CONSTRUCTION**

### **Key themes**

- 4.1. The following key themes are identified in this chapter:
- Overall, accessibility to information about construction impacts on specific communities is complex. The Masterplan does not make it easy to access that information for a local area, and the construction proposals also are hard to navigate. While the 'Local Area' documents and web pages should enable members of those communities to access relevant information, they lack essential detail meaning the reader needs to look into the more technical documents within the PEIR.
  - We suggest that more work be carried out to improve access to information around local areas and construction, including some creative work with the local member of the public in mind. For

example, it should be possible to put in a postcode and construction then be visualised, with links to more detailed information.

- Best practice suggestions for community engagement during construction should be included, such as using drone footage to update on progress, and proactive engagement with local schools and groups. In addition, commitment to investing in the skills needed to secure the programme's delivery as well as creating a lasting skills legacy in the industry will be vital.
- In order to minimise nuisance from construction, a variety of technological mitigations could be implemented which have been delivered on other large infrastructure projects. It is important to note that proactive communication with the community is vital to minimise the potential of nuisance.
- To measure the whole life impact of the Heathrow Airport construction programme, sustainability assessment methodologies such as CEEQUAL and BREEAM, covering all stages of the project from design, construction and operation would be key tools.
- In addition to the environmental issues, digitisation has the potential to increase productivity in the construction industry and help contribute to sustainable outputs and climate change adaptation.
- Overall, construction impacts and how they are considered is broadly in line with what would be expected in relation to SIA principles and practice. However, it is difficult to find the information on construction impacts on local areas. In addition, the Health impacts chapter has other very pertinent information. It might be useful to clarify the relationship between these two chapters and to provide local area summaries, with clearly defined differences between construction and operational impacts. It would be useful to understand also the reason for the assignment of significance in the Communities chapters.

## **Introduction**

- 4.2. In order to achieve the project goal of enabling and supporting the Heathrow Airport communities to thrive rather than just survive during construction, it is important to understand how the effects experienced by communities from construction can be managed, mitigated and compensated for. Best practice during construction no longer solely considers alternative methods of construction. Increasingly, construction best practice incorporates community involvement, governance, planning and monitoring, innovative approaches and learning.
- 4.3. Given significant advances in modern construction techniques, materials and schemes, the methods for construction best practice have had to adapt to changing issues, opportunities and priorities.
- 4.4. As part of the HCEB's response, we have reviewed several projects to evaluate best practice including:

- High Speed 2;
- Thames Tideway;
- London City Airport;
- Crossrail;
- Olympic Development Authority;
- Vienna International Airport; and
- Singapore Changi Airport.

A summary of the recommendations is outlined in this response.

4.5. In terms of the documents presented as part of the HAL consultation, we examined:

- the Masterplan;
- the Construction Proposals document;
- the Community Impacts Chapter (11), of the Preliminary Environmental Information Report (PEIR);
- the Health Impacts Chapter (12) of the PEIR (in brief); and
- the Heathrow Airport expansion and your area document for Colnbrook and Poyle (as an example of information produced for a local community).

The Heathrow Airport expansion has the following proposed phases of development:

- Anticipated early works (2020 and 2021);
- DCO grant to runway opening (late 2021 to c.2026);
- Runway opening c.2026 to 115 million passengers per annum (mppa) in c.2030;
- From 115 mppa in c.2030 to 130 mppa in c.2035; and
- From 130 mppa in c.2035 to 142 mppa in c.2050.

*“Construction will evolve from more land intensive activities such as earthworks and infrastructure activities in the phase from DCO grant to runway opening, to the delivery of buildings and associated infrastructure in later phases. The majority of work after runway opening will be contained within the new airport boundary”.* (Heathrow Expansion, 2019, Construction Proposals, Page 17)

Given this, the bulk of the construction would be carried out between 2021 and 2026. However, there would be construction ongoing until 2050 in the proposed programme.

- 4.6. We reviewed the documents with two questions in mind:
- How accessible is the information on community impacts of construction to those wanting to comment on it as part of the consultation? Is it easy to find out, for example, what impact it will have on 'my house' in the local area?
  - What has been considered as part of the PEIR community impacts chapter in relation to construction? How does that match up to good practice in social/community impact assessment?

### **Consultation and public information**

- 4.7. To find out how and where the construction is going to happen there are several routes, both offline and online:
- To look for general information in the Masterplan (offline or online);
  - To go straight to the Construction Proposals document and then the specific 'Your area' documents (offline or online); or
  - To go to the Topic of 'Construction' within the tab 'Topics' on the main web page and then through to the local neighbourhood's information (online).
- 4.8. If you access the Masterplan via the main website<sup>3</sup> there is a video on the front page of the Masterplan 2022–2050. It includes some visualisation, but it is not very meaningful. For example, the impact and loss of Harmondsworth and Longford are referred to in one word 'displacement' and no visualisation is provided of what is there and what will be lost. While it includes images of green space provision, this looks entirely generic and it is not possible to see how they relate to actual locations.
- 4.9. The preferred Masterplan is available in high- or low-resolution reports. However, it is 250 pages long, making it a daunting read, and this is just one element of the consultation. The Masterplan document refers, at 4.9.3 to displaced uses:
- "Various buildings and facilities in use today will need to be displaced (i.e. required to be removed) as a result of the expansion of Heathrow, including businesses properties, utilities and airport-related facilities, open space, recreation and community facilities, as well as homes. These buildings and facilities are identified in plans elsewhere in this document, including Chapter 6."*
- 4.10. The reference to homes in this paragraph appears to be the first reference to homes via this website navigation pathway. If you're an interested

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<sup>3</sup> <https://aec.heathrowconsultation.com/topics/overview-airport-masterplans-2022-2050/>



stakeholder or member of the public, it is difficult from this document to find out what the physical impact of the new runway will be. Only when you then go to Chapter 6, referenced in paragraph 4.9.3, do you find information relating to the 'Zones' where development will take place and that includes the local communities that will be directly affected. Once you get to that information – for example, Zone A – New Runway Area, it does clearly state what will be lost as a result of the development.

## Zone A

### 6.2 Zone A - New Runway Area



Figure 6.2.1: Location map - Zone A

6.2.1 Zone A includes the proposed third runway as well as new associated taxiway infrastructure, satellite and apron facilities, and Airport Supporting Development (ASD).

6.2.2 Existing homes, community facilities, businesses, highways and other features, identified on Figure 6.2.2, will be demolished in order to allow the construction of this infrastructure. This includes the displacement of the residents of, and demolition of, the whole of the village of Longford, the residential streets of Zealand Avenue and Pinglestone Close and the southern part of the village of Harmondsworth, including Harmondsworth Primary School.

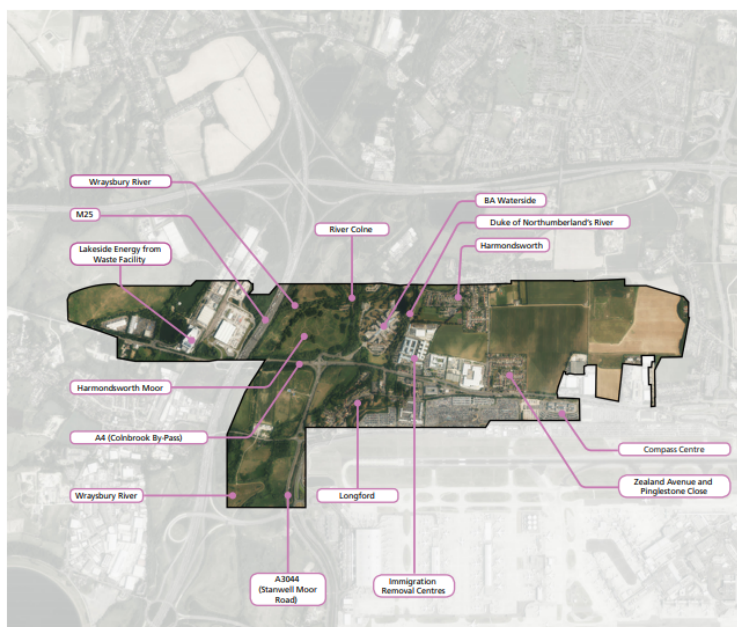


Figure 6.2.2: Aerial photograph - Zone A

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4.11. For Zone P – Harmondsworth and Sipson Area, it states:

*“The southern part of the village of Harmondsworth will be lost as a result of the Project; approximately 260 of the 400 existing homes in the village, together with Harmondsworth Primary School, will be demolished.”* Page 125.

However, in the Non-Technical Summary for the PEIR it says, “during Phase 1, 756 homes would need to be demolished – 444 properties in Harmondsworth, all 285 properties in Longford, 10 properties in Sipson and 17 properties in Poyle” (page 31). It is not clear how many houses are to be demolished.

4.12. If you click on one of the topic areas under the Masterplan web page<sup>4</sup> it takes you to a page on moving land uses, community facilities and utilities.<sup>5</sup> It is very difficult to get a real sense of what is being lost (displaced) other

<sup>4</sup> <https://aec.heathrowconsultation.com/topics/topic-groups/developing-our-preferred-masterplan/>

<sup>5</sup> <https://aec.heathrowconsultation.com/topics/moving-land-uses-and-community-facilities-and-utilities/>

than community facilities. It refers to relocation or being 're-provided', but in this document there are no details of the effects of those losses.

- 4.13. If the route through the Construction Proposals document is taken, that is quite complex. It is 76 pages long and up front says "The following documents should be read in conjunction with the Construction Proposals document..." listing seven other documents, including the Preliminary Environmental Information Report, which is in three volumes with over 12 sections, each up to 200 pages long.
- 4.14. The document focuses on what is going to be built, and where, in some detail, taking the reader through three activity periods (Section 4):
- o Demolition of properties (c.2022–2024) and construction of new infrastructure (c.2020–2024);
  - o Airport expansion including earthworks (c.2022–2026); and
  - o Campus development (c.2024–2050).
- 4.15. Within Section 4, while different locations are referred to, no overview of what will be happening in each location in each phase is given. Within Section 4.2 'Demolition of properties and construction of new infrastructure' there are some very general lines about demolition and relocation:
- "Generally, existing infrastructure and land uses will be demolished (and in some cases relocated) and/or suitably diverted in a phased approach following DCO grant. However, some of the uses which we propose to relocate may be subject to separate planning applications either prior to, or alongside the DCO application. This could apply to a number of community uses including Harmondsworth Primary School (Harmondsworth), Heathrow Special Needs Centre (Longford), Green Corridor (Longford) and Harmondsworth Community Hall (Harmondsworth)" (page 29)*
- 4.16. Section 6 provides that information for three areas around Heathrow Airport: Harmondsworth and Sipson; Poyle and Colnbrook; and Stanwell and Stanwell Moor. Within Section 6, although these three areas are discussed, there is no sense of the scale of disruption, i.e. how many homes and facilities will be demolished and how that links to the existing size of places. For example, it states that in the peak construction period there will be "demolition of properties" in Harmondsworth, with no details of the scale of that demolition. It is not until you go to the information in the 'Your area' document that you see that HAL says it will need to "to buy and demolish around two thirds of homes within the village" and it takes more researching to find that in the PEIR Non-Technical Summary, the number of homes to be 'displaced' in Harmondsworth is 444. This type of information will be a key priority for local residents and should be up front within documentation so that it is clearly accessible.
- 4.17. Further, Section 6 refers to a different set of timeframes being used with respect to the construction periods from that used in Section 4, referring instead, for example in Section 6.2, to "Early construction activity" (2022), "Peak construction activity" with no dates attached, and finally "Runway and

Taxiway construction activity” which is to be complete by 2026. It would be useful to have these timeframes linked into the earlier activity periods to aid navigation of the document. It says that construction will be complete by 2026, yet this seems to be contradicted when looking at the information provided in the ‘Your area’ document for Colnbrook and Poyle. Here, another set of timeframes is used that doesn’t match up with either of the time periods in the Constructions Proposals document. It gives these four time periods:

- To runway opening in 2026;
- 2026–2030;
- 2030–2035; and
- 2035–2050.

4.18. The timeframes given in the Construction Proposals appear to relate only to the construction that is happening directly in those local areas. Post-2026 construction is within the Heathrow Airport site/campus hence it is not referred to in Section 6 of the Construction Proposals. If Section 6 had tied itself to the same time periods as Section 4 it could have explained clearly that the local construction would be finished but that there would be continued construction close by on the airport campus, which will have impacts, which is probably why it is covered in the ‘Your area documents.

4.19. Taking the other route through the website to find out how and where the construction is going to happen is not immediately obvious. The front page of the website does not have a button marked construction. The user has to go through the ‘Topics button and there they will find the link to the ‘Construction’ page. There are three sub-topics: Indicative Construction Programme, Construction and Logistics Management, and Managing the Effects of Construction. To find out about what is happening in a specific area there are links to the ‘Local neighbourhoods page’ and it is possible to scroll down to get information on 10 local areas. After clicking on the specific area – for example, Colnbrook and Poyle, website visitors get to the same information found in the ‘Your area’ booklet. Within those documents the focus is on what HAL is going to do to mitigate the effects of construction but without a clear account of what those effects will be.

4.20. To find out what the effects of the construction activities are going to be on specific communities the user can:

- Take the document route by looking at the ‘Your area’ booklets and looking at the PEIR, specifically Chapter 11 on Communities, but other useful information is found in Chapter 12 on Health. The Non-Technical Summary is also useful and gives a broad summary of impacts.
- Taking the website approach: Go through the ‘Topics’ webpage through to ‘Local neighbourhoods’ web pages which then has a list of ‘Local overview’ pages that includes noise and air quality as well as the ‘Your area’ web pages.

- Another route on the website: the user can also go through 'Topics' to the 'Managing the Effects of Expansion' page which then signposts through to the 22 PEIR chapters, each with a summary of impacts and effects up front and links to the full chapter. It also signposts, further down the web page, the same 'Local area information' and also the 'PEIR Non-Technical Summary'.
- 4.21. As an example, going through the document route is a challenge if you start with the PEIR. There is a Non-Technical Summary which is 73 pages and does provide a useful overview of the impacts and the process. As it states, *"The focus of the PEIR is to enable the local community and other stakeholders to understand the environmental effects of a proposed development."* Page 5 Section 3 is headed 'Living locally' which *"provides a summary of the preliminary assessment of likely significant effects to air quality and odour, community, health, noise and vibration, socio-economics and employment and transport network users"* Page 25.
- 4.22. Looking into the Non-Technical Summary it does summarise the assessment findings for each of those topics from the PEIR with a clear summary in each section of the effects of construction and operation, together with ways in which any negative effects will be mitigated. Information on construction effects is presented slightly differently in all the sections, with some referring to the phases of construction, some referring to years and some distinguishing clearly between construction and operation. Specific communities are mentioned in the community, noise and transport network user sections but not in the air quality, health, or socio-economics sections. Overall, if the user was aiming to find out what specific effects the construction would have on their community, they would need to go beyond the Non-Technical Summary to the PEIR.
- 4.23. The PEIR has 22 chapters and is divided into three volumes. To find information about the construction impacts on specific places, for example, Colnbrook and Poyle, there is information within the Non-Technical Summary but for more information the reader would need to go to Chapter 12 on impacts on 'Communities'. In addition, while there is information in each of the chapters about specific communities, it is not clearly signposted – for example, within the Community Impacts chapter, details of named communities appear within discussion of the Inner and Wider study areas, and the CPZ and WPOZ. Once the reader does get to the assessment of effects, for example, in the Community Impacts chapter, it is possible to find out where will be affected, but it is difficult to find the information.
- 4.24. If the user starts with the 'Local area', they find information on what is going to happen in terms of construction in the area but less on the effects of those activities. For example, looking at Colnbrook and Poyle, it provides details of what will happen in terms of construction in four stages 'To runway opening in 2026', '2026 – 2030', '2030 – 2035' and '2035 – 2050'.
- 4.25. In terms of construction impacts another set of timeframes is used and largely under that heading it discusses the activities rather than effects. There is a heading 'Construction Traffic' again which is focused on the source of traffic and how it will be reduced. Within the section on Air Quality there is discussion of both construction and operation effects not very

clearly delineated. Within the Noise section there is a clearer differentiation between construction and operation noise. The note on construction noise is the following:

*"The construction of the A3044 and the works associated with the M25 diversion are activities where potential construction noise effects have been identified. Effects are likely to be experienced within the communities of Colnbrook and Poyle."* Page 40 'Heathrow expansion and your area' Colnbrook and Poyle document.

- 4.26. This gives little information, specifically in terms of how different it will be from a current baseline. The reader is directed to the PEIR Noise chapter, which is understandably dense and technical. The Non-Technical Summary is a useful stopping off point but is not signposted here.
- 4.27. Overall, we conclude that accessibility to information about construction impacts on specific communities is complex. Going through the Masterplan does not make it easy to access that information for a local area, and the Construction Proposals also are hard to navigate. While the 'Local area' documents and web pages should enable members of those communities to access relevant information, they lack essential detail, meaning that the reader needs to look into the more technical documents within the PEIR.
- 4.28. A similar conclusion has been reached by the Transport, Environment and Noise Advisory Group (TENAG), which is critical about the large gap between overly simplistic 'marketing' information, and extremely complex technical information which makes genuine engagement very challenging.
- 4.29. Going forward we would suggest that more work be carried out to improve access to information around local areas and construction, that some creative work be done that really starts with the local member of the public in mind and takes them through what is going to happen where they live.
- 4.30. For example, it should be possible to put in a postcode and the construction then be visualised, with links to more detailed information. Further effort should be made to 'translate' the technical language of the PEIR into plain English without losing detail. The information in the Non-Technical Summary is a very useful document, which is referred to on the website, but it is not clear to us that the information has been used on the web pages in relation to local areas. In addition, clarity on the use of different time periods would be helpful to enable comparison between documents/web pages.

## **Community engagement**

- 4.31. Proactive community engagement via letter drops, steering groups, viewing platforms and open site visits will be key to ensuring that the community and stakeholders are kept informed during the planned construction life cycle, minimising potential complaints which will arise. Providing a dedicated project website/platform indicating regular drone footage will also be a beneficial tool to keep the community updated of construction progress. London City Airport, for example, runs tailored education programmes in every East London borough and communicates

opportunities and relevant construction and operational developments to the local community on a quarterly basis.

- 4.32. On High Speed 2 Enabling Works South, ground workers such as Traffic Marshalls are trained as community representatives in order to help with any queries the public may have.
- 4.33. Community and volunteering days at local parks and schools is also a recommendation for proactive community engagement. For example, running events at local schools on careers in construction and working with local groups such as Scouts, Brownies and Girl Guides. On Crossrail, 'The Young Crossrail Programme' was launched which worked with schools across London (and further afield where resources allowed) to build sustainable relationships for delivery of a targeted programme to raise awareness of careers in the construction and engineering sectors.
- 4.34. Circular economy principles and local supply chain initiatives should also be explored by donating surplus materials to local projects, school and charities. Also, wood that isn't reused on site could be donated to community wood recycling projects.
- 4.35. Additionally, Crossrail and Tideway have an aim to create new environments to engage the community and showcase artwork through temporary and permanent commissions. On Tideway, artists are working with schools and local groups to create many of the temporary commissions on hoardings.

### **Training/employment opportunities**

- 4.36. Access to a skilled workforce will be a crucial element in the delivery of the proposed Heathrow Airport expansion programme. Therefore, commitment to investing in the skills needed to secure the programme's delivery as well as creating a lasting skills legacy in the industry will be vital. Crossrail, for example, implemented the Tunnelling and Underground Construction Academy which trained over 16,000 people and was an important element in the employment and skills strategy for the industry.
- 4.37. Various employment schemes could be deployed on the proposed Heathrow Airport expansion such as creating an ex-offenders back into work programme, an apprenticeship programme, work experience or summer placements and providing an opportunity to get homeless people into employment such as the Manchester Homeless Partnership.
- 4.38. Working with JobCentre Plus and other partners to ensure that local people have the opportunity to find work and training through contractors, suppliers and service providers is also recommended. For example, Tideway has committed that 25% of construction jobs will be for residents from the 14 boroughs situated along the tunnel's route. Tideway has also set a target that one in 10 new starters in the contractor workforce should have been previously workless and implemented the first 'returner programme' outside the banking industry, for those who have been out of employment for two years or more, typically because they had caring responsibilities.

## **Sustainable transport plan**

- 4.39. An increase in traffic such as from construction staff, visitors and deliveries is often felt by local communities during construction. Therefore, implementing sustainable transport plans during construction will be key to helping to minimise the traffic generated from construction sites. This could include maximising sustainable transport and implementing cycle docking stations that can remain after construction. Also using construction support sites and consolidation sites for storage of materials and using local suppliers will help to reduce the traffic impact. Staggering start times for construction workers and providing a minibus to shuttle workers, limiting on-site parking facilities, using specific routes for construction traffic, restricting delivery times and using off-site construction will help to contribute towards a sustainable transport plan.

## **Managing nuisance impacts**

- 4.40. In order to minimise nuisance from construction, the following could be implemented. It is important to note that proactive communication with the community is vital to minimise the potential of nuisance.
- 4.41. Noise and vibration:
- Noise insulation (double and triple glazing) and temporary re-housing.
  - Auralisation which helps to hear at design stage what planned development will sound like during construction and when complete. The software shows the difference in sound with different locations of plant/equipment on-site.
  - Quieter construction methods – for example: silent piling; designing for deconstruction at the start of the project; acoustic sheds/enclosures for noisy work such as cutting; drill and burst; wire sawing; restricting noisy activities such as breaking to certain times.
  - Digital and real-time online reporting to which communities have visibility and access, such as noise data from noise monitors.
  - Sound ear which visibly indicates on-site if activities are encroaching Trigger Action Points.
  - An approach to 24/7 working which moves night activity on the site as far away from residential areas as possible or restricts the use of 24/7 working if the effects cannot be adequately mitigated.
- 4.42. Air quality:
- Digital and real-time online reporting to which communities have visibility and access, such as air quality data from monitors.
  - Installation of electric vehicle charging points that can remain after construction for community use.

## **Sustainable design, construction and operation**

- 4.43. To measure the whole life impact of the Heathrow Airport expansion construction programme, sustainability assessment methodologies such as CEEQUAL and BREEAM, covering all stages of the project from design, construction and operation would be key tools to evaluate performance. HAL could also look into deploying designing out waste tools and utilising sustainable materials in construction such as investigating low carbon concrete.

## **Digital construction**

- 4.44. In addition to the environmental issues, projects within the construction industry typically take 20% longer to finish than planned and often efficiencies are not captured early. Digitisation has the potential to increase productivity in the construction industry and help contribute to sustainable outputs and climate change adaptation. Examples to increase digitisation in the construction phase include:
- Drones or aerial vehicles to survey sites and conduct site inspections once construction has begun (security and control mitigations would need to be explored).
  - 3D printing, which can reduce cost and time to construct materials.
  - Virtual reality, which has proved a useful tool in Health and Safety awareness and training on site.
  - Adoption of Building Information Modelling (BIM) to provide a live and active interface, where design iterations can be made right up to the construction phase. This ensures that only the correct materials and accurate components are produced, utilising MMC (Modern Method of Construction) through offsite fabrication methods, thereby minimising waste generation.
  - Off-site construction approaches and modular construction to help improve predictability, consistency and repeatability. This has many benefits including less disruption during delivery and installation, and minimised impact on local residents due to reduced congestion and associated construction nuisance impacts.

## **Community impact (PEIR)**

- 4.45. We have considered the following questions in relation to the community impact of construction.
- What has been considered as part of the PEIR community impacts chapter in relation to construction?
  - How does that match up to good practice in social/community impact assessment?



4.46. In answering this question, we also looked in brief at the Health impacts chapter. We consider two aspects in terms of what has been considered in the PEIR community impacts chapter: the receptors covered, and the types of impact and effect considered. What is challenging is that there is no unified guidance on assessment of 'community' impacts for large infrastructure projects. Indeed, sometimes what is included in 'community impacts' might equally be included in a 'social or socio-economic' assessment. Within the Environmental Impact Assessment (EIA) 2017 regulations<sup>6</sup> it states that:

*"The EIA must identify, describe and assess in an appropriate manner, in light of each individual case, the direct and indirect significant effects of the proposed development on the following factors—*

*(a) population and human health;*

*(b) biodiversity, with particular attention to species and habitats protected under Directive 92/43/EEC(1) and Directive 2009/147/EC(2);*

*(c) land, soil, water, air and climate;*

*(d) material assets, cultural heritage and the landscape;*

*(e) the interaction between the factors referred to in sub-paragraphs (a) to (d)."*

4.47. EIA tends to cover the first factor with a socio-economic impacts chapter and, since these new regulations, a health impacts chapter. The Heathrow PEIR has both of these chapters. What is sometimes lost between these two approaches is:

- What impacts are examined; and
- What receptors are included within the assessment.

4.48. With respect to the former, impacts on what might be termed 'daily living' on affected individuals may be missed as socio-economic chapters often focus mainly on jobs created or lost as a result of the project and the health impact chapters focus on individual physical and psychological health. There is no body of work on 'community impacts' in relation to EIA; the aspects examined within the Community impacts chapter fall under social impact assessment, which although it doesn't have legislative status does have a body of work around it. The International Association of Impact Assessment (2003)<sup>7</sup> defines social impacts as follows:

*"Social Impact Assessment includes the processes of analysing, monitoring and managing the intended and unintended social consequences, both positive and negative, of planned interventions (policies, programs, plans, projects) and any social change processes invoked by those interventions.*

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<sup>6</sup> The Town and Country Planning (Environmental Impact Assessment) Regulations 2017. UK Govt.

<sup>7</sup> Vanclay, F (2003) International Principles of SIA. USA: IAIA

*Its primary purpose is to bring about a more sustainable and equitable biophysical and human environment."*

- 4.49. Social impacts can be grouped into categories, in order to facilitate the description of different types of impact. Vanclay<sup>8</sup> (2003) developed the International Principles for Social Impact Assessment which is based on eight categories of social impact:
- People's way of life – that is, how they live, work, play and interact with one another on a day-to-day basis;
  - Their culture – that is, their shared beliefs, customs, values and language or dialect;
  - Their community – its cohesion, stability, character, services and facilities;
  - Their political systems – the extent to which people are able to participate in decisions that affect their lives, the level of democratisation that is taking place, and the resources provided for this purpose;
  - Their environment – the quality of the air and water people use; the availability and quality of the food they eat; the level of hazard or risk, dust and noise they are exposed to; the adequacy of sanitation; their physical safety; and their access to and control over resources;
  - Their health and wellbeing – health is a state of complete physical, mental, social and spiritual wellbeing and not merely the absence of disease or infirmity;
  - Their personal and property rights – particularly whether people are economically affected, or experience personal disadvantage which may include a violation of their civil liberties; and
  - Their fears and aspirations – their perceptions about their safety, their fears about the future of their community, and their aspirations for their future and the future of their children.
- 4.50. From this it can be seen that it is a wide range of aspects that make up what might be termed 'quality of life'. In the SEIA for the Mersey Gateway (led by CEP) this set of factors was used to guide the assessment and followed Burdge's (2004)<sup>9</sup> set of social impact categories in the assessment process. Burdge (2004) has five categories of impact:
- Category 1 – Population impacts;
  - Category 2 – Community and institutional arrangements;

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<sup>8</sup> Vanclay, F. 2003 International Principles for Social Impact Assessment. Impact Assessment & Project Appraisal 21(1), 5–11. <http://dx.doi.org/10.3152/147154603781766491>

<sup>9</sup> Burdge, R.J. (2004) The Concepts, Process and Methods of Social Impact Assessment Social Ecology Press: Wisconsin

- Category 3 – Conflicts between local residents and newcomers;
  - Category 4 – Individual and family level impacts; and
  - Category 5 – Community infrastructure.
- 4.51. The full set of impacts can be found in Appendix 1, and not all will be relevant to the proposed Heathrow Airport expansion. What is useful about this set is that it enables a systematic assessment of the different impacts that affect people's daily life during the construction and operation phases. Further, the rationale for each variable has been derived from research into the impact of large-scale developments. There is no specified framework within the Community chapter for the examination of specific impacts; however, that is not unusual within EIA chapters of this type.
- 4.52. Given this, it is useful to consider what impacts have been considered within the Community chapter of the PEIR in relation to this list, and whether the focus of the Community chapter would help a user who wanted to know what the construction impacts would be on his/her local area. It should be noted that there is often a lack of clarity in EIA documents over the difference between impacts and effects. We define impacts as 'changes resulting from actions'– for example, expanding the airport, and effects are 'the consequences of the actions'. For example, one change (impact) resulting from expanding the airport will be the demolition of houses in Longford. One effect of that change will be that people living in Longford will have to relocate. In this chapter, broadly, activities capture what is meant by 'impact', while effect is used as defined above.
- 4.53. Looking at what types of effect are considered, the Community impacts chapter focuses on the following activities (impacts). It doesn't clearly distinguish between construction and operation.
- Land use/property change as a result of construction and permanent development activities;
  - Construction activity requiring a non-home-based workforce;
  - Construction and operational activity leading to changes in environmental amenity; and
  - Changes to the local environment, and use and homes and population as a result of construction and operational activities.
- 4.54. Overall, the types of effect that are considered in the Community impacts chapter include:
1. The potential permanent and temporary effects on existing homes, communities, residents, community facilities, public services, and recreational spaces and routes as a result of the extent of land required for the DCO project.
  2. Any potential effects on the viability of community facilities as a result of environmental effects reported elsewhere in the PEIR.

- 4.55. In the Health chapter there is more detail up front about what effects they are looking at, and it fits more clearly with the types of effect we might see in an SIA; further, they distinguish clearly between the construction and operation phases. This is the list for the construction phase:
- Residential relocation: Population required to relocate.
  - Community cohesion: Relocation affecting the remaining communities.
  - Access to services and healthcare: Changes to access to public services.
  - Healthy lifestyles: Open spaces and active lifestyles.
  - Healthy lifestyles: Active travel.
  - Flood risk: Flood risk management.
  - Environment: Construction effects.
  - Healthy lifestyles: Construction workforce.
  - Healthy lifestyles: Presence of pests due to construction facilities and activities.
  - Employment, training and economy: Displacement of business and commercial activity.
  - Employment, training and economy: Procuring goods and services and the local economy.
  - Employment, training and economy: Demand for construction workforce and employment.
- 4.56. Across both chapters the range of impacts investigated is broad and covers what we would expect to see included. Unfortunately, as with other documents it is not straightforward to find either what effects have been considered or how a specific community will be impacted over time by the range of different activities. The more detailed set of effects examined in Chapter 11 of the PEIR are very clearly laid out. There is a Table<sup>10</sup> in the Chapter on page 11.37 which is reproduced in Appendix 2 that lays out receptor group, activity and effects which it says is for the 'construction and/or operational phase'. It would be helpful to have this clearly defined as construction or operation going forward. It is clearly quite complex, as the document states that *"Effects associated with land use change (both temporary and permanent) occur during the construction and operational phases. In some locations these phases overlap."* page 11.37. However, a summary would be welcome on the distinction between construction and operation effects in specific locations.

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<sup>10</sup> Note in this table there is what seems to be a typo with the heading 'Effects on People and homes' repeated – reading the text it does not need to be there.

4.57. Also, in terms of looking at effects on local communities, the geographical area in this Table (Appendix 2) is defined in relation to the CPZ or the WPOZ, rather than in relation to specific named places. In relation to geography, there is an 'inner' study area explained on page 11.39, just after the effects table. This divides up into community areas, for example, Longford and Harmondsworth. It is used in the baseline, which is very helpful and when it gets to the assessment of effects on page 11.101 there are details of which communities are part of the CPZ. However, the write up of the assessment does not differentiate between local areas, rather it discusses them under the 'Potential effects' headings, meaning that someone from the local area would have to read all the information around a set of effects to find out what it might mean for them. The assessment of effects is carried out as would be expected and provides useful information which will be elaborated on further in the full EIA.

4.58. It is useful also to consider what receptors have been covered in the Community impact chapter. Specifically, the following are defined:

- People and homes
  - Residents of the area likely to be affected by land or property change including owner-occupiers, private tenants and social rented tenants; and
  - Stock of homes and the housing market across owner-occupied, rented and social tenures.
- Community facilities
  - Schools, nurseries, children's centres and other children's facilities;
  - Adult education centres, libraries and other education facilities;
  - Community centres and halls;
  - Social care facilities such as care homes and hospices;
  - Healthcare facilities including GPs, dentists and pharmacies;
  - Community-facing businesses such as post offices and pubs;
  - Places of worship; and
  - Sport and leisure facilities (indoor and outdoor sports facilities

and playing pitches, allotments, private angling clubs and equipped play areas including those located within wider recreational spaces).

- People and groups who use community facilities
  - People/groups; for example, children who go to school.

- Public services
  - Planning and regulatory services such as housing or social care.
- People and groups who access public services
  - People/groups; for example, residents in social rented housing or with other housing or social care needs.
- Recreation and amenity resources (publicly accessible only)
  - Parks and gardens;
  - Natural and semi-natural green spaces;
  - Green Corridor;
  - Amenity green spaces with or without play facilities;
  - Outdoor play provision for children and teenagers;
  - Cemeteries and churchyards;
  - Open access land;
  - Waterbodies;
  - Public Rights of Way (footpaths, bridleways and byways);
  - Permissive paths;
  - National trails;
  - Promoted long distance walks;
  - Locally promoted walks;
  - National Cycle Network; and
  - Locally promoted recreational cycle routes.
- People and groups who use the recreation and amenity resources
  - Recreational walkers (including dog walkers), runners and joggers;
  - Recreational cyclists;
  - Children and young people using play facilities;

- Horse riders and other equestrian users;
- Anglers (those using publicly accessible areas);
- Bird watchers;
- Recreational users of publicly accessible water bodies, for example, canoeists, paddlers, swimmers and divers;
- People involved in contemplation at churchyards, cemeteries, etc; and
- Other people using public open spaces for recreational purposes; for example, reading, eating, meditation, etc. These may include local residents and visitors, individuals and groups.

4.59. This is a considerable list and is followed through in the assessment of effects. A final point to make is around the assessment of significance. It is not clear why only those effects that are assessed as 'Major negative' are considered 'significant'. In the tables showing assessment of significance it states that 'Negligible', 'Minor negative' and 'Moderate negative' are all 'not significant' with only 'Major negative' being 'significant'. The same is the case for positive impacts, where only 'Major positive' effects are deemed significant. This would be important to understand more closely as clearly it has an effect on how effects are understood and evaluated.

4.60. Overall, we would say that what impacts and how they are considered is broadly in line with what would be expected in relation to SIA principles and practice. However, it is difficult to find the information on construction impacts on local areas. In addition, we did not go through the Health impacts chapter in detail, but it would seem that there is other very pertinent information in that chapter. Going forward, it might be useful to clarify the relationship between these two chapters and to provide local area summaries, with clearly defined differences between construction and operational impacts. It would also be useful to understand the reason for the assignment of significance in the Communities chapters.

## **5. PASSENGER EXPERIENCE**

### **Key themes**

- 5.1. The following key themes are identified in this chapter:
- The Passenger Services Group (PSG) recognises that the proposed third runway will meet increasing passenger and high-value cargo demand, but it also understands the concept of increased flexibility that such a runway will give to build up operational resilience (weather disruption) and both mitigate and minimise aircraft noise disruption around Heathrow.

- The PSG supports the proposed expansion being based on both Terminal 5 and Terminal 2, and welcomes the eventual removal of Terminal 3. The Passenger Transit Systems need to be locked in as essential components of any potential expansion.
- The PSG appreciates the importance of careful phasing and sequencing of the proposed expansion, but has concerns about delivering terminal capacity ahead of the growth in passenger numbers. Growth must be carefully matched with capacity.
- The PSG supports a nuanced approach to the car driver's needs, providing real alternatives and incentives to take dedicated mass transit options for the final part of their journey if not for all of it.
- The communities and landscapes around the airport are an asset. The PSG supports all plans which ensure that the airport protects and strengthens the opportunities for those around the airport and those using the airport for travel or employment to enjoy the wider area.

## **Introduction**

- 5.2. This section has been informed by the PSG, which exists to represent the interests of passengers using Heathrow Airport. Its terms of reference are set out below.
- 5.3. The PSG, like the HCEB, holds no collective view as to whether or not a third runway and expansion of the airport is desirable; that is for others to decide. But it will always comment on the implications of any change to the passengers it represents.
- 5.4. Its terms of reference are:
- To consider, on its own initiative or by the direction of the HCEB, any issue in connection with Heathrow Airport that would improve the passenger experience, and to report its conclusions and recommendations to the HCEB.
  - To monitor the procedures and facilities available to passengers and to make recommendations for their improvement to HAL.
  - To use quarterly meetings to receive briefings and opinions from HAL stakeholders and internal (Heathrow Airport) and external experts and use the outcomes and insights to make recommendations to the HCEB and HAL.
  - To provide a passenger perspective on airport developments, particularly at the design stage.
  - The membership of the PSG is made up of one representative each from the consumer group Which?, the Association of British Travel Agents (ABTA), the Business Travel Association (BTA), Airline Operators Committee (AOC), and up to 10 independent representatives.



## **General comments and principles**

- 5.5. The PSG feels that any expansion to Heathrow Airport needs to be done in a manner which:
- Delivers a best-in-class experience for both the domestic and international passenger;
  - Provides a world-leading surface access to aircraft seat experience for those travellers who require extra assistance;
  - Creates more air route opportunities for the rest of the UK and new international routes to meet the demands of 'Global Britain';
  - Delivers the maximum amount of benefit to the local community, especially in relation to employment, business and infrastructural opportunities;
  - Enhances surface transportation options for both passengers and the wider community;
  - Recognises the importance of minimising the environmental impact of the airport's operations;
  - Minimises the financial charge back to the fare paying passenger of the costs of airport expansion; and
  - Proceeds with expansion in a way which does not compromise the passenger experience.

## **Proposed third runway**

- 5.6. The PSG recognises that the proposed third runway will meet increasing passenger and high-value cargo demand, but also understands the concept of increased flexibility that such a runway will give to build up operational resilience (weather disruption) and both mitigate and minimise aircraft noise disruption around Heathrow. The PSG supports the imaginative use of the runway in matters such as 'displaced threshold' and strongly encourages both HAL and NATS/CAA to manage operations and airspace in a way that reduces passenger delays and curfew infringements, and is equitable when it comes to sharing the impact of aviation movements.

## **Terminals, satellites and aprons**

- 5.7. The PSG supports the proposed expansion being based on both Terminal 5 and Terminal 2 and welcomes the eventual removal of Terminal 3 which, despite improvements, offers a less than ideal 21st century airport experience.
- 5.8. Minimising inter-terminal transfers has to be a key priority of any world-class airport and centring One World Alliance airlines on an expanded Terminal 5

campus and Star Alliance on an expanded Terminal 2 campus makes sense.

- 5.9. The PSG notes the proposed Passenger Transit Systems for both Terminal 2 and Terminal 5 and wishes to stress that these need to be locked in as essential components of any expansion. A fixed transit system is not a 'nice to have' but a key requirement.
- 5.10. Providing walking alternatives for those passengers wishing the opportunity to walk is helpful (Terminal 5 – 5B – 5C is a good example) but overly long walks such as the Terminal 2 A – B should be avoided.
- 5.11. Remote stand bus transfer to stands should be by exception only and not, as in the current Terminal 5, a regular occurrence.
- 5.12. The PSG encourages landside retail and ancillary services to be a mix which both serves the arriving and departing passenger and the local community. For example, providing 24-hour pharmacies and grocery stores which provide a tangible benefit.
- 5.13. Providing an opportunity to be outdoors when airside would be an important enhancement to the expanded terminal campuses.

### **Phasing the proposed expansion**

- 5.14. The PSG appreciates the importance of careful phasing and sequencing of the proposed expansion from the perspective of:
  - o Minimising disruption to existing airport operations;
  - o Minimising disruption to the communities around the airport; and
  - o Ensuring a financially viable expansion plan.
- 5.15. However, it has concerns about delivering terminal capacity ahead of the planned growth in passenger numbers. Growth must be carefully matched with capacity. It does not want to see Phase 2, and the opening of Terminal 5X, occurring beyond a point where the existing terminal capacity is becoming stretched, thus degrading the passenger experience and providing no margin for disruption events.

### **Road and rail**

- 5.16. While embracing the importance of consumer choice the PSG supports every effort to minimise the number of car journeys by both passenger and employee to and from the airport.
- 5.17. The PSG supports a nuanced approach to the car driver's needs, providing real alternatives and incentives to take dedicated mass transit options for the final part of their journey if not for all of it.
- 5.18. Expanding the Central Terminal Area (CTA) transport provision with emphasis on better communicated and seamless options for all who use the

airport is fundamental to expansion. However, the ambition should not stop there; the Heathrow Airport CTA can and should be a community transport hub for the entire area.

### **Active travel**

- 5.19. The PSG recognises that the airport's influence goes beyond the outer perimeter. The communities and landscapes around the airport are an asset. It supports all plans which ensure that HAL protects and strengthens the opportunities for those around the airport and those using the airport for travel or employment to enjoy the wider area. Natural environments such as the Colne Valley could prove a welcome experience for those with time to spare when travelling from or through Heathrow Airport and the PSG supports plans that make that aspiration a reality.

### **Conclusion**

- 5.20. All of the members of the PSG are not only users of Heathrow Airport but part of the community around Heathrow. They understand the multitude of views around the proposed expansion and urge any plans and operations to be developed in a way which recognises the need to deliver an airport that caters for all.

## **6. SURFACE ACCESS, NOISE AND TRANSPORTATION**

### **Key themes**

- 6.1. The following key themes are identified in this chapter:
- TENAG welcomes proposals which seek to improve on surface access and public transport and introduce Road User Charging.
  - There remains a huge amount of uncertainty around noise and air quality, and the evidence presented is generally around optimistic scenarios. Scenarios with ranges would be more consultative.
  - There were serious shortcomings and lack of good practice in the consultation exercise. The process was overwhelming even to experts, with nothing between over-simplistic boards with a questionnaire and huge detailed reports going into thousands of words. Despite lengthy and detailed background reports there is presently no Statement of Common Ground with issues involving choice or controversy highlighted.
  - The lack of detailed information on proposed air space changes means that noise impacts are hard to assess. There need to be more independent studies on environmental and health impacts. However, TENAG agrees that the noise envelope is a good concept in principle.
  - The 'no more traffic' strategy will be challenging without the new Western and Southern railways, not to mention the upgrade of the Piccadilly line, and some aspects are poorly defined. We are sceptical

as to whether HAL can meet the targets without these new infrastructure developments.

- It is difficult to reconcile the substantial amount of profit from on-site parking and limiting the number of cars that are to use the airport, while at the same time provisioning for greater car-parking facilities.
- TENAG is concerned about the scale of the two huge car parks proposed. Pricing policy should be high enough in the parkways to encourage public transport use but not so as to attract cars to the short-stay car parks. It should also be related to the HULEZ and HVAC charges to encourage low emission vehicles.
- At present, many of the proposals on public transport improvements appear to be aspirational and contingent on what other operators are prepared or can afford to offer. TENAG considers new rail links essential to traffic management and as a means to improve air quality.
- Demonstrable transparency of the progress that HAL makes against its objectives is critical to ensuring that the public have confidence, or can have confidence, in the process.
- The surface access traffic impact of the whole development needs to be addressed and set out in an integrated fashion with more information about impact, options and trade-offs.
- We note the HAL proposals for an independent scrutiny panel but think there should instead be a body with stronger legal powers, including assessment capabilities and halting development when targets are breached.

## **Introduction**

- 6.2. TENAG has been set up to help HCEB deliver on its terms of reference and strategic objectives with specific reference to surface access including public transport, air quality and noise. This section has been informed by the TENAG.
- 6.3. The core group is supported by a larger panel of experts who provide advice on a call-off basis.
- 6.4. The response below is an amalgamation of the results of:
  - Three formal meetings;
  - Presentations from experts;
  - Visits to the HAL consultation events by TENAG members and invited members of the public, including people with disabilities; and
  - Briefing notes produced by TENAG members.

- 6.5. Fuller details of all these inputs are available and the following is a summary divided by topics.
- 6.6. We should also point out that TENAG has not yet had time to formally address the topics of air quality and other environment issues which are part of its remit.

### **General comments and principles**

- 6.7. TENAG welcomes proposals which seek to improve on surface access and public transport and introduce Road User Charging. However, it feels greater honesty and transparency about what HAL considers to be achievable to be essential, particularly as part of what is proposed is contingent on other organisations to deliver and reliant on uncertain economics and technology. This uncertainty may hamper the plans of less well funded and supported businesses such as coach and rail operators to deliver key elements of the proposals.
- 6.8. TENAG also notes a number of 'known unknowns' underpinning the proposals from HAL, such as the link between noise levels and flight paths which have yet to be consulted on. As will be seen from the comments below, oversight and security of the proposals contained within the AEC will be critical. The oversight needs to be set up so that it has a pan-operational view and understanding of how each segment of the AEC progresses. TENAG notes the HAL proposals for an independent scrutiny panel but thinks there should instead be a body with stronger legal powers including assessment capabilities and halting development when targets are breached. Models used for other large-scale infrastructure projects could be considered such as for the London 2012 Olympic and Paralympic Games.
- 6.9. There is a danger of incrementalism with HAL developing separate strategies without a fundamental look about what is happening in the surrounding areas. Some transport and planning policies which might seem not to have a direct effect on HAL could still be highly relevant in the overall impact, and there could be cumulative gains in a joined-up approach. For instance, HS2 and the plans for the Northern Powerhouse, and also the transport and planning strategies of surrounding local authorities, some of which could clash with HAL's strategies.
- 6.10. There remains a huge amount of uncertainty around noise and air quality, and the evidence presented is generally around optimistic scenarios. Scenarios with ranges would be more consultative.

### **Consultation**

- 6.11. TENAG understands that the consultation is being carried out within a relatively new planning process with requirements set by the Planning Inspectorate. Clearly, the Airports National Policy Statement (ANPS) is the framework that HAL has followed but there is nothing to stop HAL from doing better/more than what the ANPS sets out.

- 6.12. TENAG also welcomes proposals contained within the consultation that seek to improve the workings of the airport should expansion take place. The new ideas on respite management, the plan for road user charging, targets for surface transport and embracing the best of emerging technology are impressive. However, these proposals need to be honest as to what is achievable, especially as some of what is proposed is contingent on others such as TfL, HS2, HE and airlines. For the latter reason, there is a need for a joined-up approach and close working with others including DfT.
- 6.13. Their observations on the consultation events are that:
- There were serious shortcomings and lack of good practice.
  - No special help was available for deaf, blind or visually impaired people or those with learning difficulties.
  - Monitoring attendees for diversity – there was a form available but no attempt was made to ask people to fill it in.
  - The process was overwhelming even to experts, with nothing between over-simplistic boards with a questionnaire and huge detailed reports going into thousands of words.
  - This resulted in a lack of genuine engagement and answers about the issues which most concerned people.
  - The general ambience was 'marketing' rather than genuine open discussion.
- 6.14. Despite lengthy and detailed background reports there is presently no Statement of Common Ground with issues involving choice or controversy highlighted. For example, local people wanted to know where the people being displaced would be relocated.
- 6.15. Similarly, the division of topics resulted in missing out on how different parts of the transport system would be integrated – such as the dynamic between parking and congestion charging linked to current and future congestion in the area.
- 6.16. Equally, impact and mitigation were not matched. This needed to be done on a timescale – for example, between now and 10 years' time.
- 6.17. TENAG has concluded that HAL:
- Use more interactive processes (HCEB has published a toolkit on engagement which gives a menu of good ideas). Use these to discuss options, priorities and trade-offs and build these into the modelling, planning and construction programme. Similarly, involve stakeholders in the Statement of Common Ground.
  - Explain how it (HAL) will be held to account. What will happen if they miss their targets? Will there be a legal process? Such details of oversight and enforcement are crucial especially in terms of the need

for a 'pan-operational view' to see how each segment of the plan progresses.

- Be more open about uncertainties including building in phased assessment every 5–10 years.

## **Noise**

- 6.18. Four key issues have been identified by TENAG:
- 6.19. First, air space changes are a separate consultation and detailed routes will not be available until 2022.
- 6.20. This lack of detail made it difficult to comment on other aspects of noise impact, especially in the context of 25,000 extra flights each year in the four years before the new runway opens. Of particular relevance is the proposal to co-ordinate the day and night-time respite time. There is also a proposal for a new and innovative approach which gets away from westerly directional preference to 'managed preference'. These two proposals could result in all communities having longer respite. However, the community needs to know whether there will be more night flights overall.
- 6.21. Similarly, there is a question mark about the definition and impact of 'exceptional circumstances' and the status of non-scheduled flights.
- 6.22. Second, TENAG agrees that the noise envelope is a good concept with flexibility in the process of setting a five-year review and participation via a noise envelope design group. TENAG thinks that local people should be represented on this group and this is something that the HCEB had also asked for.
- 6.23. Third, the totality of noise including maintenance, aircraft movement around the airport, surface transport and construction. The cumulative level of noise needs to be explored further and there is very little evidence or estimation of this. A suite of metrics should be applied to surface access as well as aircraft noise.
- 6.24. Finally, consultation with those most impacted. The catchment area for consultation is wide and HAL needs to build trusting relationships and be more transparent with those communities that are living in the immediate locality, along with those communities currently affected by noise and those who will be newly affected. HAL needs to build trusting relationships before the DCO decision.
- 6.25. There need to be more independent studies on environmental and health impacts. Not all effects can be translated to decibel measurements and it is increasingly accepted by noise experts that day-to-day living experiences are as important.

## **Surface access**

- 6.26. TENAG has focused a lot of discussion on surface access and developed a positive working relationship with HAL including, where appropriate, sharing meeting notes with the Director of Surface Transport who is attending TENAG's next meeting in December for further talks. TENAG particularly welcomes the influence of the dialogue to date which was reflected in the HAL consultation proposals.
- 6.27. However, as with much of the documentation on construction, throughout the separate consultation documents the user is more often than not being referred to subject matter that is found elsewhere in the consultation material. Far from being helpful, this is a distraction and can be counter to the desire to keep topics self-contained and manageable for the ordinary public to follow and to want to remain engaged. There is a risk that detail will lose people. By way of example, the Surface Access Proposals has a detailed document of some 444 pages. There is in addition a separate document for Environmentally Managed Growth of some 44 pages.
- 6.28. TENAG supports the case for the reduction in motor vehicle use and considers that this is more likely to be achieved by the enhancement of existing rail routes and new rail routes.
- 6.29. How the ambition for "no more airport-related traffic on the roads than there is today" is measured and defined will be critical.
- 6.30. Some of the 'airport-related' class of traffic may be hidden, in that travel may be to a location near to the airport but not on the airport campus. Traffic could also go to a transport hub well away from the airport so that other transport methods, such as rail, could be used. It is not clear how through (non-airport) traffic within the airport boundary is accounted for. It is TENAG's view that all airport as well as non-airport related traffic should be included. The Masterplan should show details of local road diversions.
- 6.31. Some cars currently drive to an off-airport car park, and up to 50 people are then picked up by coach, and it would appear that these cars might not be counted in reduction targets. This is critical as traffic volumes might be under-reported and success measures incorrectly reached.
- 6.32. Further clarity is required to the statement "on the roads than there is today." Notably, which roads? Does this just include existing roads, or will it cover new roads as well?
- 6.33. As the airport and economy expand there will be more indirectly related traffic – has this been modelled?
- 6.34. Mode share targets should include all airport functions in the DCO such as traffic resulting from re-siting.
- 6.35. More clarity is required in the definition of targets and pledges which should be compatible with the ANPS. How will these targets be monitored and what action will be taken if they are not met? Is it envisaged that DfT will have a role to play here? Or better still an 'arm's-length' independent body?



- 6.36. The 'no more traffic' strategy will be challenging without the new Western and Southern railways not to mention the upgrade of the Piccadilly line. TENAG is sceptical as to whether HAL can meet the targets without these new infrastructure developments and pledges its support for accelerating their development which is needed urgently in the light of existing congestion in the region.
- 6.37. The publication of separate modal delivery plans makes it difficult to understand the overall impact of the development, particularly the opportunities for integration and 'moving the chess pieces' between the different modes. Another example is the link between walking/cycling and public transport – important both in itself and as providing added cost-effective solutions as alternatives to car use. Clearly, the Transport Assessment accompanying the DCO application will give more clarity to impacts and mitigation proposals, and TENAG would welcome involvement with the development of these proposals.
- 6.38. There is a danger of incrementalism with HAL developing separate strategies without a fundamental look about what is happening in the surrounding areas. Some transport and planning policies which might seem not to have a direct effect on HAL could still be highly relevant in the overall impact, and there could be cumulative gains in a joined-up approach.
- 6.39. TENAG accepts that setting the boundary is difficult since HAL has no control of hotels, freight and cargo providers outside the airport perimeter. However, the ANPS notes that HAL is committed to meet the target of no more traffic on roads than today and this would need an area-wide approach, the structure for which does not yet exist.
- 6.40. This is especially needed in the light of current widespread congestion and full capacity on existing roads and rail.

### **The Heathrow Airport Vehicle Access Charge (HVAC)**

- 6.41. There is a primary aim of helping to make public transport the main means of travel to Heathrow Airport, which means that there are other aims as well. Is there a way to guarantee the primary aim remains the same and will take priority over the other aims? What happens if the aims begin to compete? How is the main aim to be achieved and what checks will there be to ensure that the main aim is delivered upon?
- 6.42. TENAG believes that HAL should consider the link between low wages and car use. Using a private car may in some cases be cheaper than public transport. HAL should also consider that shift workers may have little option other than to use a private car.
- 6.43. One question that has been asked of TENAG many times is how the RUCP would exist alongside HAL's income from on-site parking. It is understood by the public that HAL makes a substantial amount of profit from on-site parking and limiting the number of cars that are to use the airport, while at the same time provisioning for greater car-parking facilities, may be difficult to reconcile in the minds of the public.

- 6.44. TENAG welcome proposals that seek to limit the emissions from motor vehicles and would like to see the most polluting of vehicles charged a higher rate to travel into and out of the airport boundaries provided there is a tangible impact. We welcome the fact that local residents would be exempt. HAL should look at ways that do not create an administrative burden on airport users or local residents when administering the charge.
- 6.45. There should be transparency as to how the income from the RUCP and HVAC is used so that the benefits of such schemes are clear. We would be concerned if the revenue generated was used to off-set the loss of car parking revenue.
- 6.46. TENAG believes that electric vehicles are discouraged by the cost of charging and so costs here should be cheaper than they are now.
- 6.47. Some local authorities are concerned that limited congestion charge zones within the airport would push vehicles out into the surrounding roads where there are no such charges. This would be counter to the aims of HAL of promoting the use of public transport, reducing emissions and being a good neighbour.

### **Car parking**

- 6.48. TENAG is concerned about the scale of the two huge car parks proposed. It finds the phasing odd and it is unclear what happens to the T4 and T3 car parking. There should be phased development with periodic reviews, especially of the need for those planned for 2030 and 2035 should the use of private motor vehicles reduce over time.
- 6.49. Although the issue of PHVs parking in residential areas is being addressed, off-site passenger and operational parking has not been addressed, especially likely knock-on effects of colleague parking reductions.
- 6.50. The numbers of parking places give an incomplete picture – they need to be considered in the light of turnover and time slots. Thus, although total car parking is set to decrease from 67,050 to about 66,000 by 2040 – this does not necessary link to a decline in total vehicle movements.
- 6.51. Pricing policy: charges in the Parkways need to be high enough to make public transport or active travel less expensive, yet low enough to attract cars to use the Parkways instead of the terminal short-stay car parks (for example, for set down and pick up).
- 6.52. Pricing policy should also be related to the HULEZ and HVAC charges to encourage low emission vehicles. The current regulatory obstacles to cross subsidising need challenging.
- 6.53. Another concern is that higher prices for parking could lead to higher rates of 'kiss and fly' – this was the reason given for granting planning permission to a new car park for Manchester Airport recently. Yet another case for an integrated approach to surface transport planning.
- 6.54. Other details required:

- Access and egress to the Parkways: the entrances and exits must be able to operate congestion-free and be easy to navigate.
  - Internal layouts and wayfinding in the Parkways: such large car parks are unusual in the UK (although they are operated elsewhere in the world).
  - Provision of charging points - this seems to be covered in the Masterplan, but cross referencing is required.
  - Access to and from terminal and employment locations: the proposals refer to 'direct shuttle services' and, while it may be too early to specify technology, the objective should be to minimise walking distance, level changes and wait times, and be electrically powered. The terminal shuttles may have dedicated routes, but the staff shuttles will probably have to share roads but can still be electrical. Although the Parkways are primarily car parks, they will also provide the interchange point for pedestrian and cycle access, so should include cycle parking facilities and good access to the staff shuttles.
  - Staff car parking demand: clearly the reduction in staff parking spaces will require very significant action on the part of all employers. The Masterplan has only limited details about how this demand will be managed.
- 6.55. Finally, HAL says that there will not be a significant increase in public parking. What is meant by 'significant' and how will this be measured in the context of what happens now? The desire to move colleague car parking to passenger car parking might add to the increase and the aim of building large multi-storey car parks has the potential to create a visual nuisance to those living around the airport.
- 6.56. Concentration of car parking may lead to increases in traffic pollution in those areas where car parking through Parkways is to be provisioned. What measures will HAL have in place to mitigate potential increases in vehicle pollution?

## **Freight**

- 6.57. TENAG notes that the forecast is to increase cargo from 1.7 to 3 million tonnes by 2040 and welcomes the significant increases in efficiency through IT, new building, consolidation and forecourt layouts, and vehicle call facilities.
- 6.58. These measures will be essential if the 'no more traffic' pledge is to be met and, in this context, TENAG have following concerns:
- If the proposals rely on technology and efficiency to accommodate the forecast growth of cargo in (more or less) the existing land area, what happens if the technology and efficiency gains are not achieved? The history of trying to improve backloads is not impressive.

- Although freight vehicles are included in the 'no more traffic' pledge, this will not apply to freight vehicles using off-airport facilities.
- There will be an increase in the number of freight-related vehicles, many of which are HGVs. Can these be accommodated on the revised road layout?
- Is there any further scope for rail freight beyond the fuel and construction sectors?
- How will the safeguarding for a consolidation centre be applied for?

### **Walkways and cycle paths**

- 6.59. Consideration should be given to Heathrow Airport providing facilities for non-workers as well. The villages that surround the airport could be made to feel a part of the airport community if the villagers could travel onto the campus more freely than they are able to now.
- 6.60. For workers at the airport, public walkways and cycle routes should not lead to the unintended consequence of staff parking in the perimeter villages and then using a walkway or cycle path into the airport.
- 6.61. TENAG believes that HAL needs to develop a 'thought through' cycle strategy taking into account the commitment of surrounding local authorities to increase cycling.

### **Public transport proposals**

- 6.62. It would be interesting to know where HAL is at now with discussions with those that presently provision public transport. How receptive are they to what HAL is proposing and what are the barriers to an effective outcome?
- 6.63. HAL may have laudable ambitions on how mode share can be increased but some train operators do not presently have a good reputation when it comes to punctuality and availability; often works are carried out at weekends when bus replacement services may be offered. Additionally, rail travel is not cheap, especially when one considers the cost to a typical family. HAL might want to demonstrate early on how these barriers might be overcome.
- 6.64. There is a danger that increasing the cost and other deterrents to driving by car could lead to public transport operators increasing their prices.
- 6.65. The desire to work closely with public transport operators does not mean that they will want to work with HAL or that their ideas and plans will be what HAL would like to see. It is important that the basis of these relationships be set out plainly along with statements, against which HAL can be accountable, as to how 'working with' will lead to productive and constructive outcomes.

- 6.66. Areas west and south-west of Heathrow Airport are badly served by public transport and not all public transport operates on a 24-hour basis. This could be a critical factor in how users of the airport will make their choices.
- 6.67. New rail links are clearly critical to the plans that HAL has and it would be useful for HAL to demonstrate leadership for this to happen. The Western Rail Link and Southern Rail Access are presently Government schemes but it would seem that they are nonetheless critical elements of the plans that HAL has to increase mode share. TENAG considers new rail links essential to traffic management and as a means to improve air quality.
- 6.68. HAL's plan to deliver new public transport links might seem to be at odds with what it says regarding the Western and Southern links. Also, HAL doesn't control the rail operators for much of what they are planning, so from this perspective it is contingent on the plans of others. A recession could wipe out planned investment, much as it did following the financial crash.
- 6.69. In the absence of immediate infrastructure developments, bus and coach strategies are crucial in kick starting modal shift. TENAG welcomes the proposals for improvements to this provision and is supporting the wider development of a national coach strategy with HAL, DfT and other stakeholders.
- 6.70. However, at present much of this appears to be aspirational and again contingent on what other operators are prepared to, or can afford to, offer.

### **Mobility as a service**

- 6.71. TENAG welcomes that there are elements of Mobility as a Service (MaaS) built into HAL's plan such as a free colleagues' travel zone, acceptance of Oyster, a taxi and air linking booking app for taxis and an element of road charging. Other ideas should be developed to join this menu – for example, agile management of HAL's own vehicles, such as staff buses between shift times, and other examples of higher vehicle utilisation such as those introduced by Anglian Water.
- 6.72. However, it is disappointing that a full-scale Mobility as a Service (MaaS) scheme is not envisaged, which TENAG feels is a missed opportunity. The concept should certainly be developed as the project progresses and there are elements such as repackaging sustainable transport plans for a marketing strategy which could act as a 'pump primer'. Joining with surrounding local authorities to develop such a scheme would also make sense and the experience of Transport for the West Midlands and Helsinki should be studied for lessons learnt.

### **Conclusions**

- 6.73. Demonstrable transparency of the progress that HAL makes against its objectives is critical to ensuring that the public have confidence, or can have confidence, in the process that is envisaged as providing effective oversight.

- 6.74. TENAG urges HAL to improve its approach to consultation and especially public engagement. The HCEB will be happy to contribute actions and expertise to achieve this.
- 6.75. The surface access traffic impact of the whole development needs to be addressed and set out in an integrated fashion with more information about impact, options and trade-offs. The TENAG accept that there is no one perfect answer to many plans and input from stakeholders and communities can provide a good audit trail for the choices made.
- 6.76. TENAG notes the HAL proposals for an independent scrutiny panel but thinks there should instead be a body with stronger powers including assessment capabilities and halting development when targets are breached.

## **7. EQUALITIES IMPACT ASSESSMENT (EQIA)**

### **Key themes**

- 7.1. The following key themes are identified in this chapter:
- It would be helpful to see an explanation of the legal duty in the preamble to the document.
  - The HCEB would like to see more details regarding a commitment to re-provision facilities lost, and analysis of equality groups potentially adversely affected, to gauge the level of bespoke support required. Notably, HAL needs to consider the impact on, and needs of micro-businesses/small companies/self-employed.
  - HAL should, through meaningful consultation, dialogue and participatory research with the local population, begin to understand their shared experiences, and gain deeper insight into their realities.
  - There is no mention of qualitative research to be conducted, and we know that many equality groups are underrepresented in consultations to date.
  - We would like to see HAL set out its strategy for engagement in its DCO application. It also needs to justify this preferred strategy by providing evidence of the effectiveness, or otherwise, of the methodologies used.
  - Equality training must be provided for each individual including an element of awareness of cross-cultural differences.
  - It would be helpful if HAL could provide data on the details of its employment offer and current success rates from the Heathrow Academy. HAL could, in addition, specifically target the training and employment of disabled and other equality groups or go beyond the statutory duties it has, given the scale and scope of the proposed development activity.

- The measurement of impact in equality assessment is challenging especially in relation to in-combination effects. Building up an evidence base will be helped by a mix of data analysis and input from the community.

**The division of the assessment into two periods is problematic, with the first starting in 2022 with construction activity. This underplays the current impact with many experiencing anxiety, blight and mental illness. The assessment should start now. Introduction**

7.2. This element of the response is based on an independent review of the HCEB feedback to HAL on the above-named document, and highlights some general points about the EIA scope and methodology.

### **General comments**

7.3. It would be helpful to see an explanation of the legal duty in the preamble to the document. The Equality Duty (the General Duty) states that a public authority must show how it satisfies its legal duty to:

- Eliminate unlawful discrimination.
- Promote equality of opportunity.
- Promote good relations with groups within all equality strands, as laid out in the Equality Act 2010.

7.4. The main principles are:

- The duty is obligatory.
- Must be relevant – is there potential for adverse impact/discriminatory outcome?
- Proportionate to the needs identified – the weight given to a particular policy/service/function should be proportionate to its relevance to the General Duty.

### **Proposed scope**

7.5. The HCEB would like to see more details regarding a commitment to re-provision facilities lost, and analysis of equality groups potentially adversely affected, to gauge the level of bespoke support required. This will be life changing for many households. It may lead to perceptions of discrimination, unless there is transparency and an offer of hope and optimism for the future of those adversely affected. The same applies to households and people that are offered relocation. It can be traumatic to see all that one has known for a long time be demolished, to be moved to areas where one may fear unknown factors and the potential loss of people and places one knows and trusts. It may be necessary for HAL to conduct a specific audit of the needs of those households that will have to move, including those that have discrete needs regarding access, mobility and loss of social networks.

- 7.6. HAL needs to consider the impact on, and needs of, micro-businesses/small companies/self-employed. Anecdotal evidence suggests that a lot of small shops, convenience stores, general repair shops, small goods suppliers, grocers, butchers, and fruit and vegetable stores are owned by BAME people, disproportionate to the general population. They may not have the resilience to transfer the business elsewhere successfully, or their regular customers could be affected by changed transport routes. Will there be any support on offer?
- 7.7. These businesses often provide an informal social point of focus, especially for BAME women and older people. What evidence is there that there will be 'no significant effect'? We need evidence of how HAL reached this conclusion.
- 7.8. For those residents who are not relocating, what about parking, new routes for public transport and walking? Especially those with limited mobility, and those who will experience loss of community and community contacts.

### **Sustainable communities and social cohesion**

- 7.9. Sustainable communities are those that thrive on trust, safety (both physical, mental wellbeing and economical), live comfortably side by side, and choose to be informed about their communities' make-up and diverse cultures.
- 7.10. HAL will have to work hard to reassure the local population affected by providing easy to understand information about the support that will be offered. Support could entail provision of after school/weekend clubs for children of working parents, single parents, children with special needs, sports academies, sports coaching apprenticeships and technical colleges aimed at young people who are NEETs. Additionally, local authorities could offer training in community cohesion strategies to ward councillors, and run public safety campaigns especially for transport, in social media, schools and colleges to allay any fears arising from the project. Inter-faith networks could play a big role in encouraging cohesion.
- 7.11. HAL should, through meaningful consultation, dialogue and participatory research with the local population, begin to understand their shared experiences, and gain deeper insight into their realities. This should then translate to action that enables movement from isolated projects to a beneficial collective impact that builds a sustainable community.
- 7.12. Failure to do this may lead to inversion rather than cohesion.

### **Evidence of differential impacts**

- 7.13. It is important to understand the requirements for evidence when conducting equality impact assessments:
- 7.14. In practice, one should give the highest priority to those policies that have the greatest potential to affect different groups in different ways. However, if there is insufficient information to determine whether or how much the activity affects equality, then it should always be treated as potentially



relevant – for example, what evidence is there that there will be no adverse impact on both the short-term and long-term health of the local population through the effects of air pollution, noise, and disruption to provision of and access to services, registering with alternative providers, longer journeys and additional associated costs of travel. What evidence do we have that all equality groups will have the same access to emergency services such as police, fire and rescue, and health/medical?

- 7.15. We know from the initial consultation results that equality groups were underrepresented – what new approaches are being proposed to address this gap? We note the lack of information/data that HAL holds on these groups. What evidence is there of action taken to reach them and encourage them to participate in the consultation? We assume that without this information/data, HAL does not know what these groups need or want. There will inevitably be some debate about priorities and trade-offs which could be decided in a transparent way via interactive techniques, including webinars and facilitated live video exercises. The HCEB toolkit includes some helpful suggestions which we would be happy to work on with HAL.
- 7.16. There is no mention of qualitative research to be conducted – for example, experiences of individuals from their perspective, focus groups, direct feedback from users and stakeholders, complaints, etc. Anecdotal evidence is also useful in some circumstances – local support groups could be valuable sources.
- 7.17. Evidenced sources of the data on equality groups covered by the Equality Act 2010 – for example, local authorities should be able to provide this as they have to conduct their own EQIAs and are covered by the Public Sector Equality Duty.

### **Methods of engagement**

- 7.18. We would like to see HAL set out its strategy for engagement in its DCO application. It also needs to justify this preferred strategy by providing evidence of the effectiveness, or otherwise, of the methodologies used.
- 7.19. What are the lessons learned from the events that have taken place? How will HAL address the gaps in response from the communities, ahead of the DCO process? How will HAL provide evidence of how it has addressed the specific needs of each group?
- 7.20. These are some examples of the issues that need to be considered:
- Who or what groups (for example, local/inter-faith groups, citizens juries, traveller forums, disability resource centre staff, refugee/asylum centre staff) are invited to consultation events, and what are the details, dates and locations?
  - Where and how are these events advertised (leaflet drops, community centres, GP surgeries, Council building noticeboards, local newspapers, minority language newspapers, community radio, social media, etc)?

- How does HAL intend to communicate with people who cannot read or write in English? Has HAL made provision for translation services?
- Who organises the events, are any videos available about the public reaction at these events? What format is used? Face-to-face, group work, presentation and Q&As, etc? Are there any plans to hold future events for specific groups, rather than geographical areas? For example, people are more likely to attend a specific interest (that they have a personal focus on) meeting rather than one on a general interest topic. Has HAL explored the concept of photographic community mapping to generate further interest in engagement?
- Are there any plans to hold listening events at churches, temples or mosques to genuinely engage with the local population, and to find out their concerns about the project impacting on their ability to worship in a suitable environment? Has HAL considered the impact on the celebration of major festivals, when hundreds of worshippers congregate, and the associated access to these places, access to nearby transport, noise, etc?
- How does HAL ensure that the local population continues to engage, and avoid 'consultation fatigue'? A quid pro quo approach could work if people see tangible benefits in talking to HAL – for example, investment in local resources for young people, older people, working age parents, etc.
- What are the future plans for consultation and increased engagement? Some details are required so that the HCEB can comment.

## **Language**

- 7.21. The term 'groups' is acceptable in the HCEB's opinion for the EQIA as it is used in the equality legislation. Nevertheless, equality legislation is not only about groups – it is also about whether individuals have been discriminated against, directly or indirectly. (The definition of indirect discrimination is when you have a condition, rule, policy or a practice that applies to everyone, but particularly disadvantages people who share a protected characteristic.)
- 7.22. What is more important, as has been said already in feedback to HAL, is the preferred equality outcomes, and how exactly HAL plans to achieve this.

## **Best practice/code of conduct for contractors and transitional workforce**

- 7.23. Equality training must be provided for each individual – this training must have an element of awareness of cross-cultural differences, as the diversity of the local population will lead to the workforce encountering such differences.
- 7.24. Examples of construction and community engagement best practice in major infrastructure and development projects – identifying and disseminating transferable examples – for example, monitoring the impact of disruption such as moving bus stops, temporary footpaths, information

targeted to special needs, languages, etc. As part of the sustainable vision work, Temple is setting up a competition for good practice in construction – this should be cross-referenced.

## **Employment**

- 7.25. Who is funding the 10,000 apprenticeships?
- 7.26. Which areas of skills and expertise are to be offered? Will there be targets to protect and increase equality groups' employment rates? On the other hand, it may be that the development will disproportionately benefit minority businesses and employment generally – how does HAL ensure equity and fairness in outcomes? Failure to do so could jeopardise community relations.
- 7.27. It would be helpful if HAL could provide data on the above questions as well as current success rates from the Heathrow Academy. For instance, how long will schemes last? What proportion of trainees are achieving employment? What systems will be put in place to provide this information and by whom? Who will continue monitoring success or otherwise? Who would be held accountable for failure?
- 7.28. HAL could, in addition, specifically target the training and employment of disabled and other equality groups – this is permitted under the Positive Action aspects of the Equality Act 2010.<sup>11</sup>
- 7.29. Equally, HAL should consider whether it should in fact go beyond the statutory duties, given the wide scope of the proposed development and the length of time that will pass before completion. There is nothing in law that prevents HAL from doing this.

## **Methodology**

- 7.30. The measurement of impact in equality assessment is challenging especially in relation to in-combination effects. Building up an evidence base will be helped by a mix of data analysis and input from the community. Since this is not an exact science, it will also be useful to use transparent methods of assessment, such as live transmissions, and of trade-off and prioritising activities. Targeting equality groups via social media will also extend participation.

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<sup>11</sup> "It is lawful under s.158 of the Equality Act 2010 for an employer to take action to compensate for disadvantages that it reasonably believes are faced by people who share a particular protected characteristic (i.e. age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex or sexual orientation). Separate provisions allowing positive action in relation to recruitment and promotion in limited circumstances are contained in s.159 of the Act. It is lawful if it is taken to:

- o enable or encourage people who share a protected characteristic to overcome a disadvantage connected to the characteristic;
- o meet the needs of people who share a protected characteristic where those needs are different to those of people who do not have the characteristic; or
- o enable or encourage people who share a protected characteristic to participate in an activity in which their participation is disproportionately low".

- 7.31. The division of the assessment into two periods is problematic, with the first starting in 2022 with construction activity. This underplays the current impact with many experiencing anxiety, blight and mental illness. The assessment should start now.

## **Appendix 1: Social Impact Variables (Burdge, 2004)**

### **Category 1 – Population impacts**

#### **Variable 1: Population change**

Definition: The movement of people into or out of a specified geographic area, over a specified time period as result of the project.

Rationale: The magnitude and rate of population change has important implications for community infrastructure requirements and may be a major determinant of other financial and social impacts in the project area. Four key indicators are important: the size of the population change; the density of the population change; the density of population in the impact area; and the rate of influx or outflux of persons.

#### **Variable 2: Influx or outflux of temporary workers**

Definition: The temporary movement into or out of a specified geopolitical area over a specified period of time, as a result of the project.

Rationale: Some of the social impacts in a project setting can be traced to the number and composition of the construction and associated workers who are introduced to the impact area. Some of the impacts of the workers are temporary (i.e. housing and health needs) while others may be permanent – such as unused infrastructure capacity.

#### **Variable 3: Presence of seasonal (leisure) residents**

Definition: A permanent but seasonal increase or decrease in the population of the impact area resulting from project development.

Rationale: Recreational and leisure facility development often leads to recreational or seasonal housing. In turn, this may lead to rapid development of mobile homes, motels, petrol stations, etc.

#### **Variable 4: Relocation of individuals and families**

Definition: The number of people who are relocated, voluntarily or involuntarily, as a result of a project or related development.

Rationale: Whether voluntary or involuntary, any type of relocation is stressful for the individuals concerned. For planning purposes, the severity of the impact will generally depend both on the numbers to be relocated as well as the distance. However, the research has demonstrated that certain categories of relocates – for example, the elderly, poor, long-time residents and minorities suffer more when displaced, because establishing former life and friendship support systems for those individuals is difficult.

#### **Variable 5: Dissimilarity in age, gender, racial and ethnic composition**

Definition: The introduction to the impact area of a sizeable group of persons dissimilar to the resident population in one or more of the characteristics of age, gender, race or ethnicity.

Rationale: Changes in population composition resulting from the project may necessitate change in the community infrastructure and the provision of support services to meet the changes in demand. Other social impacts may include disruption of traditional social and power structures, and problems of newcomer integration into the community.

## **Category 2 – Community and institutional arrangements**

### **Variable 6: Formation of attitudes towards the project**

Definition: The positive or negative feelings, beliefs or positions expressed by residents of the impacted area regarding the proposed project or policy change.

Rationale: If possible, the SIA should include information on attitudes toward the project obtained from persons in the impacted area. Furthermore, an assessment of attitudes towards a project will provide information as to the community climate that will prevail during both the construction and operation phases. Public attitudes may be crucial in deciding whether to proceed and whether alterations in plans are necessary (where mitigation is needed). Knowledge of residents' views of their community will also allow a better understanding of how changes induced by the project will influence the impacted area.

### **Variable 7: Interest group activity**

Definition: The formation or renewed activity of formal and informal interest organisations stating positions for or against the project or policy change.

Rationale: Interest groups and organisations are identifiable forces active in the community that represent sub-categories of the population which stand to gain or lose by the proposed project or change in policy. Their membership characteristics and position of these organisations toward the project should be determined in the full-scale SIA since they play an important role in shaping community response to the project and its effects. A consistent finding in SIA research is that community interest groups always emerge both for, as well as against, a new proposal.

### **Variable 8: Alteration in the size and structure of local government**

Definition: A change in the number and type of positions necessary to operate local government.

Rationale: Changes in size and complexity of local government generally occur if the project results in an increase or decrease in government related activity.

### **Variable 9: Presence of planning and zoning activity**

Definition: The presence of a Government agency or organisation that has jurisdiction within the impact area for development, planning, zoning and/or land use regulation.

Rationale: If planning agencies and accompanying regulations are not operational in the impact area they may have to be introduced if consequences of project development are to be managed successfully. Coping with growth or decline will be easier if planning, zoning, or special tax and service districts are in place in the impact area prior to the proposed development or policy change.

#### **Variable 10: Industrial diversification**

Definition: The number and variety of private sector industries (manufacturers, retailers, services) within the project impact area.

Rationale: Project development could lead to industrial diversification in the local economy, both directly through its presence as an employer and consumer of equipment, supplies and services produced by other industries, or indirectly through goods and services produced by its employees. If project purchases are made within the area, other sectors of the community economy will experience growth.

Research has shown that business and industrial diversity must be present within the community if the benefits of development are to accrue within the impacted area. Also, if the project is temporary in nature, induced diversification may not necessarily lend stability to the local economy since it is dependent solely on the presence of the project as a major consumer. The point here is that if the local economy has diversity it will be better able to absorb the impact event and benefit. Development could lead to diversification, but research has shown that community capacity has to be present for benefits to be realised.

#### **Variable 11: Enhanced economic inequities**

Definition: The degree to which employment opportunities of the proposed project or development match the job skills of the unemployed in the impacted area.

Rationale: Project justification often hinges on the expectation that the development event will contribute to the employment needs of the impacted area. One such contribution would be jobs for locals who are presently unemployed. This social impact variable evaluates the match between jobs available from the project and the occupational skills of the locally unemployed.

#### **Variable 12: Change in employment equity of minority groups**

Definition: The degree to which employment opportunities of the proposed project match the job skills of minorities to include low-income, younger persons, ethnic and racial categories and women.

Rationale: Jobs resulting from project development tend not to be distributed equitably either geographically or socially. When assessing the combined negative impacts (costs) and positive impacts (benefits), patterns must be identified where matches are present – for example, whether one group is significantly benefiting, while another is negatively impacted in many different ways. Social assessors should be aware that the project may indirectly increase or decrease social inequity in the impact area. This SIA measure expands the variable on enhanced economic inequities and attempts to determine which benefits will be extended to specific

categories of the unemployed (or indigenous populations) that otherwise might not have local employment opportunities.

### **Variable 13: Changing occupational opportunities**

Definition: The degree to which the proposed project or development alters the occupational profile of the impacted area.

Rationale: The creation of new occupation opportunities means that local labour may be drawn from different groups previously not employed (for example, housewives may enter service industries experiencing project-induced growth), or they may be drawn away from those presently employed. The resulting change in occupational opportunities may lead to changes in family income, class-level and even lifestyles. Those not participating in the new occupational opportunities may also find their job situation changing. The different types of job available in the community may mean a requirement for a different set of skills, which could attract new members to a community, which in turn may lead to social conflict. Indirect effects of increased employment opportunities may be the retention of young adults in the community who otherwise might have left. Project development may also discourage local youths from acquiring higher education levels and remain in non-skilled positions.

### **Category 3 – Conflicts between local residents and newcomers**

#### **Variable 14: Presence of an outside agency**

Definition: Permanent residence in the project area of a Government agency or private sector organisation that has not previously been in the community and whose management and control is external to the area.

Rationale: This changes power structures in the community and for communities to respond positively they will need to feel they have some control over the process. The presence of a new employer may also significantly alter existing social and power structures within the community.

#### **Variable 15: Introduction of new social classes**

Definition: The appearance (or disappearance) of a group of people that either expands an existing social class or establishes a new social class in the impacted area.

Rationale: The appearance in the community of a group of people who, because of their education, income and/or occupation, have a different lifestyle to those of the majority of long-term residents, may change the political and power relationships within the community.

#### **Variable 16: Change in the commercial/industrial focus of the community**

Definition: A change in the traditional commercial/industrial or private sector focus of the community.

Rationale: If the project under consideration is large in terms of the number of employees and income, and/or the impacted area is of low economic



diversification, a change in the focus of the community could take place. If the area is known as a retirement, college, farming, ranching or other type of community, the concern is whether the introduction of the project will change this traditional character. If it does, this may alter existing social relationships and affect residents' lifestyles and their perceptions of their community.

**Variable 17: Presence of weekend residents**

Definition: Refers to the influx of temporary weekend or vacation type visitors who have no permanent home in the community.

**Category 4 – Individual and family level impacts**

**Variable 18: Disruption to daily living and movement patterns**

Definition: Changes in the routine living and work activities of residents in the impacted area caused by alteration to the visual environment, noise, odour levels, transportation routes or the amount of vehicular traffic resulting from the project or development.

Rationale: Project construction and operation may cause adverse environmental change leading residents in the vicinity to alter their movement patterns and social habits in order to minimise exposure to project related activity. Such adverse impacts include increased traffic congestion, noise, odour, air or water pollution and impacts on the visual quality of an area. The latter is important because it can affect residents' perceptions of their community, which in turn may affect how willing they are to invest time and money in the area and how likely they are to move elsewhere. A change in the community image may also influence whether outsiders will visit, live or establish businesses in the area.

**Variable 19: Dissimilarity in religious practices**

Definition: Introduction into the impacted area of a new group with religious values beliefs and practices different from those of the resident population.

Rationale: This may be a source of social impacts if, for example, the host community is dominated by a single religious group and that religion has a strong influence on local lifestyles and political decisions. If the influx population does not share the religion or lifestyle of the area, then conflict may result.

**Variable 20: Alteration in family structure**

Definition: An increase or decrease in one or more of the family status categories (for example, single, married, family).

Rationale: Typically, the construction phase of a project will bring large numbers of young males into the community. Many will be single and those who are married may not be accompanied by their families if the length of employment is brief or local housing is in short supply. If newcomers are predominantly young and male, their integration into the community may be difficult if the community is traditional and family oriented.

**Variable 21: Disruption to social networks**

Definition: The termination or disruption of normal community social interaction (including friendship and kin relations) by project activity and development.

**Variable 22: Perceptions of health and safety**

Definition: Perceptions, attitudes or beliefs on the part of the residents in the impacted area that their physical health and safety, to include their mental well-being, will be jeopardised by the proposed activity – for example, the effects of stress from noise and general disruption.

Rationale: Projects such as nuclear power plant construction and operation, and hazardous (nuclear and chemical) waste site construction and operation may lead to perceived risk and stress among local residents. While the public's assessment of risk is subjective in nature, their fears should not be dismissed as irrational or unimportant. If there is a widespread belief that the project will endanger their (and future generations) health, community satisfaction will be diminished, acceptance of the project and workers will be hindered, and perceptions and interpretation of subsequent positive benefits may not be fully realised.

**Variable 23: Change in leisure opportunities**

Definition: An increase or decrease in leisure/recreational opportunities due to changes in the management of natural resources within the impacted areas.

Rationale: The number and type of leisure opportunities available in a community have an important influence on residents' satisfaction with their community. Recreational developments may add to, or change the nature of, available leisure opportunities.

**Category 5 – Community infrastructure**

**Variable 24: Change in community infrastructure**

Definition: The increase or decrease in the demand for and supply of basic infrastructure services and facilities.

Rationale: Project development can alter the demands put on services. Population influx that accompanies construction may need new facilities.

**Variable 25: Land acquisition and disposal**

Definition: The number of acres of land that will shift from present use classification or ownership as a result of the project or policy change.

**Variable 26: Effects on known cultural, historical, sacred and archaeological resources**

Definition: The proposed destruction, diminution or alteration of one or more of the known cultural, sacred, historical and archaeological resources within the impact area.

Rationale: There is often great community sentiment and pride invested in the cultural, historical, sacred and archaeological resources of the area. Loss not only leads to the actual loss but there is also likely to be opposition from local people.

## Appendix 2: Effects examined within the Community impact chapter

Receptor group	Activity	Effect
<b>Effects on people and homes</b>		
<b>People and homes</b>	Land use / property change as a result of construction and permanent development activities	Effects on people who will be displaced within the CPZ
		Effects related to population and housing change as a result of the CPZ and WPOZ or changes in environment
	Construction activity requiring a non-home-based workforce	Effects of the construction workforce on housing markets
	Economic growth (jobs) as a result of increased activity at the Airport	Effects related to population growth and subsequent additional demand for housing as a result of economic growth resulting from the DCO Project
<b>Effects on community facilities and the people that use them</b>		
<b>Community facilities and the people that use them</b>	Land use / property change as a result of construction and permanent development activities	Effects on community facilities that will be displaced within the CPZ, and the users of those community facilities
		Effects on the demand for community facilities related to population change as a result of the CPZ and WPOZ
	Construction and operational activity leading to changes in environmental amenity	Effects on the viability of community facilities as a result of environmental changes resulting from the DCO Project
<b>Effects on public services and users of public services</b>		
<b>Public services and users of public services</b>	Economic growth (jobs) as a result of increased activity at the airport	Effects on the demand for public services related to population change as a result of economic growth related to the DCO Project