

**ENVIRONMENT, HIGHWAYS AND WASTE CABINET
COMMITTEE**

Thursday, 20th September, 2012

10.00 am

Darent Room, Sessions House, County Hall, Maidstone





AGENDA

ENVIRONMENT, HIGHWAYS AND WASTE CABINET COMMITTEE

Thursday, 20 September 2012, at 10.00 am
Darent Room, Sessions House, County
Hall, Maidstone

Ask for: **Karen Mannering**
Telephone: **01622 694367**

Tea/Coffee will be available 15 minutes before the start of the meeting

Membership (12)

Conservative (10): Mr D L Brazier (Chairman), Mr N J Collor (Vice-Chairman),
Mr J R Bullock, MBE, Mr M J Harrison, Mr W A Hayton,
Mr C Hibberd, Mrs J P Law, Mr R F Manning, Mr C P Smith and
Mrs E M Tweed

Liberal Democrat (1): Mr I S Chittenden

Labour (1) Mr G Cowan

UNRESTRICTED ITEMS

(During these items the meeting is likely to be open to the public)

Webcasting Notice

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A. Committee Business

- A1 Introduction/Webcasting
- A2 Substitutes
- A3 Declarations of Interests by Members in items on the Agenda
- A4 Minutes of the meeting on 4 July 2012 (Pages 1 - 18)

B. Key or Significant Cabinet/Cabinet Member Decisions(s) for recommendation or endorsement

- B1 Pitch Fee for New Coldharbour Lane Gypsy & Traveller site - Decision No. 12/01957 (Pages 19 - 22)
- B2 Kent Thameside Strategic Transport (Homes & Roads) Programme - Decision No. 12/01953 (Pages 23 - 48)
- B3 KCC response to the Consultation by Maidstone Borough Council on Strategic Sites Allocations - Decision No. 12/01919 (Pages 49 - 68)
- B4 Speeding up the Traffic Regulation Order Process - Decision No. 12/01927 (Pages 69 - 72)
- B5 Introduction of a Kent Lane Rental Scheme (KLRS) - Decision No. 12/01932 (Pages 73 - 78)
- B6 Highways & Transportation Winter Service Policy for 2012-13 - Decision No. 12/01921 (Pages 79 - 98)
- B7 Hadlow Road Link, Tonbridge - Decision No. 12/01952 (Pages 99 - 104)
- B8 Freight Action Plan for Kent 2012 - Decision No. 12/01930 (Pages 105 - 176)
- B9 Technical and Environmental Service Contract (TESC) - Decision No. 12/01935 (Pages 177 - 180)
- B10 Environment, Highways & Waste Forward Plan - current entries (Pages 181 - 186)

C. Monitoring of Performance

- C1 Budget Consultation 2013/14 (Pages 187 - 190)
- C2 Enterprise & Environment Performance Dashboard (Pages 191 - 196)
- C3 Enterprise & Environment Directorate (Environment, Highways & Waste Portfolio) Financial Monitoring 2012/13 (Pages 197 - 218)

D. Other items for comment/recommendation to the Leader/Cabinet Member/Cabinet or officers

- D1 Cabinet Member's and Corporate Director's Update (Oral report)
- D2 KCC Response to the DfT draft Aviation Policy Framework Consultation (Pages 219 - 256)
- D3 Member Highway Fund - Progress Report (Pages 257 - 260)

E. Policy Framework document(s)

None

EXEMPT ITEMS

(At the time of preparing the agenda there were no exempt items. During any such items which may arise the meeting is likely NOT to be open to the public)

Peter Sass
Head of Democratic Services
(01622) 694002

Wednesday, 12 September 2012

Please note that any background documents referred to in the accompanying papers maybe inspected by arrangement with the officer responsible for preparing the relevant report.

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KENT COUNTY COUNCIL

**ENVIRONMENT, HIGHWAYS AND WASTE CABINET
COMMITTEE**

MINUTES of a meeting of the Environment, Highways and Waste Cabinet Committee held in the Darent Room, Sessions House, County Hall, Maidstone on Wednesday, 4 July 2012.

PRESENT: Mr D L Brazier (Chairman), Mr N J Collor (Vice-Chairman), Mr J R Bullock, MBE, Mr G Cowan, Mr M J Harrison, Mr W A Hayton, Mr C Hibberd, Mrs J P Law, Mr R F Manning, Mr M B Robertson, Mr C P Smith and Mrs E M Tweed

ALSO PRESENT: Mr B J Sweetland

IN ATTENDANCE: Mr M Austerberry (Corporate Director, Environment and Enterprise), Dr (Climate Change Project Manager), Mrs C Arnold (Head Of Waste Management), M D Beaver (Head of Network Management and Performance), Mr J Burr (Director of Highways and Transportation), Ms (Transport Strategy - Delivery Manager), Mr W Forrester (Head of Gypsy & Traveller Unit), Jeffery (Traveller Engagement and Operations Manager), Mr A Kamps (Principal Accountant), Mr T Martin (Strategy Manager), Ms C McKenzie (Sustainability and Climate Change Manager), Mr S Palmer (Head of Highway Operations), Mr T Read (Head of Highway Transport) and Seare (Highways and Transportation)

UNRESTRICTED ITEMS**14. Minutes of the meeting on 11 May 2012**

(Item A4)

RESOLVED that the Minutes of the meeting held on 11 May 2012 are correctly recorded and that they be signed by the Chairman.

15. Fees & Charges for Highways & Transportation

(Item B1)

(1) The report detailed a number of proposed adjustments to the Fees & Charges for the services provided by Highways & Transportation. KCC recovered its reasonable costs of supplying certain services; which prevented the Authority subsidising services where external organisations re-charge clients. Most of the existing service fees & charges had been held at the same level for the last 3 years whilst inflation had exceeded 4% per annum. Despite some efficiency savings and relatively small staff salary increases, the cost of providing the services had increased. If fees did not cover KCC's costs then services would need to be reduced or stopped all together. A copy of the full schedule of Fees & Charges was attached as Appendix 1 to the report. It detailed existing charges, statutory or contractual services and proposed new chargeable services.

(2) Subject to approval for all highway charges, a revised schedule of the Fees & Charges would be published on the KCC website. The new rates would apply from 1 September 2012 and would be further reviewed each financial year.

(3) RESOLVED that:-

- (a) the adjustment of existing charges as set out in Appendix 1 of the report, be endorsed;
- (b) the fees and charges for statutory or contractual services be noted; and
- (c) the Cabinet Member be recommended to introduce the proposed new chargeable services.

16. Managing Events on the Highway

(Item B2)

(1) Local community events were an important part of Kent's culture and often took place on the Highway. The events needed to be managed safely with minimal traffic disruption, whilst still enabling the event to take place wherever possible. Kent Police had recently withdrawn their support to control traffic at most events which had caused additional burdens and costs for event organisers. The report discussed the impact of the Police's policy change and set out policy options for KCC involvement in future events.

(2) The Traffic Management Act 2004 placed a statutory Network management Duty on traffic authorities such as KCC to secure the expeditious movement of traffic, which included the need to ensure that actions of others, e.g. event organisers, did not cause unnecessary disruption to the travelling public. There were between 700 to 900 events held on Kent's road network each year and most required some form of temporary traffic control to enable them to take place. Many events required roads to be closed and closing a public road without a lawful closure order was illegal.

(3) There were two sets of legislation that could be used to authorise road closures for events: The Road Traffic Regulation Act 1984 (RTRA 1984) and the Town Police Clauses Act 1847 (TPCA 1847). The use of the Road Traffic Regulation Act 1984 to close each road was restricted to once per year unless special consent was obtained from the Secretary of State. All recent requests for Secretary of State consent had been granted.

(4) Prior to 2012 traffic control during road closures at most events was carried out by a Kent Police presence. District Councils were able to request a Police presence when a road was closed using the TPCA 1847. Kent Police had now, inline with a national Police directive, withdrawn presence at most events (excluding Remembrance Day, veterans' day events or military funerals).

(5) The report referred to the rules on placing temporary signs on the highway which were set out in the Traffic Signs Regulations and General Directions 2002; current procedures for applications to hold events on the highway which were

processed by the Roadworks Team within Highways & Transportation; and current costs to event organisers, including advertising costs, administration costs and supply of signs.

(6) Options for future County-wide policy were -

Option 1

KCC maintained current situation where we acted in an advisory role for the event organiser, only advising on suitability of measures to minimise traffic impact and reduce safety risk. This did not provide the event organisers any funding support but publishing the policy would manage expectations and help avoid KCC being criticised for the impact of the Police's change in policy.

Option 2

As option 1 but KCC to contribute towards a signing equipment stock for District Councils to manage and distribute as required for events in their areas. This assumed that in accordance with localism principles District Councils would be best placed to promote and manage local events to support the diversity and the culture of their areas. A one-off grant to every District Council to acquire signs and cones would equate to a total estimated cost of £10,000 to be found from existing budgets. However, this would require District Councils to sign up to the proposal following development and consultation with them.

Option 3

KCC fully supported all non profit making (charitable) events with assistance on design of traffic management plans and provision of necessary signage across the county. This would require additional funding and resource from KCC - e.g. sign costs, storage, maintenance/replacement, staff resource (estimated 2 FTEs) and transport. A full assessment would be required to determine the amount of signs required to enable this to be carried out countywide. However, the total estimated annual cost to KCC was likely to be in excess of £100,000, a considerable new budget pressure which would inevitably mean a reduction in service levels elsewhere.

(7) RESOLVED that:-

- (a) a formal request to Kent Police to review their change in policy and continue to provide traffic control support for events be supported;
- (b) policy option 1 above be recommended to the Cabinet Member; and
- (c) the report and draft minute be circulated to the next round of JTBs for information.

(Following on from item B2 (Managing Events on the Highway), it was agreed that a formal request be submitted to Kent Police to review their change in policy and

continue to provide traffic control support for events. Please see the relevant correspondence attached to these minutes)

17. Gypsy and Traveller Pitch Allocation Policy

(Item B3)

(1) The report detailed the outcomes of a consultation over a proposed new Traveller site pitch allocation policy for sites both owned and managed by KCC, and proposed a revised policy for Cabinet Member decision. It described the proposed new policy, and highlighted the key points arising from the consultation.

(2) KCC's objective in owning and managing sites for Gypsies and Travellers was to provide a high quality site pitch for those in need. Allocation of pitches must comply with relevant legislation and case law, in particular the Equality Act, 2010, the Human Rights Act 1998, and allocation decisions must be "reasonable" "fair" and "proportionate". The policy proposed endeavoured to ensure that site pitches would be rented to those Gypsies and Travellers in greatest need, and to those who might have great difficulty in securing pitches on privately owned Traveller sites which were available for rent or which have the benefit of permanent planning consent. The proposed policy would ensure an appropriate 'needs assessment' was completed, applying a points system.

(3) The full purpose and agreed detail of the Gypsy and Traveller Allocations Policy Review were set out in Annex A to the report, and included details of the documents that were subject to a public consultation that ran from 5 March – 25 May 2012. The documents recommended that the allocation policy be brought in line with social housing, as far as was possible by using a similar system to that used by most social housing accommodation providers such as Borough, District and Unitary Councils and Registered Social Landlords (RSLs). The policy would not have any significant impact on the Kent taxpayer but should reduce the risk of legal challenge, and the costs that were likely to be associated with that.

(4) There would be no negative impact on capital and revenue budgets nor spending plans. The risks of challenge, either over equality impact assessment, or challenges over specific allocation decisions, were minimised by the policy proposed, and the processes detailed in the report.

(5) The proposal to adopt the new pitch allocation policy linked with Kent County Council's Medium Term Plan by ensuring that it supported the need for a new approach. The Medium Term Financial Plan supported the overall plan. The proposal was not related to a plan or strategy as set out in the Councils Policy Framework, therefore, would be subject to referral to the Scrutiny Committee.

(6) The public consultation that was held between 5 March – 25 May 2012 was set out in Annex 2 to the report. An Equality Impact assessment had been undertaken which showed that all areas of consideration had been taken into account. Every District/Borough and Parish Council in Kent were invited to take part in the consultation as were all of the residents on all of the sites that were owned or managed by Kent County Council.

(7) RESOLVED that:-

- (a) the review of the allocation policy, be endorsed;
- (b) the Cabinet Member be recommended to approve the new policy as set out in Annex 1 to the report; and
- (c) the report be circulated to the next round of Locality Boards for information.

18. Chilmington Green Area Action Plan - Decision taken - for information

(Item B4)

(1) The Committee was informed of a decision taken by the Cabinet Member to approve KCC's response to the consultation by Ashford Borough Council on the Chilmington Green Area Action Plan (AAP).

(2) Ashford BC intended to submit the Chilmington Green AAP to the Secretary of State in October 2012 with an examination in Public in late 2012/early 2013. When adopted the Chilmington Green AAP would form part of Ashford Borough Council's local plan and would guide the future development of the new neighbourhood.

(3) Such decisions now came before the Cabinet Committee, which would advise the Cabinet Member on the decision he should take. However, the timing of consultations was determined by the District and Borough Councils and there was a minimum duration of 6 weeks. The EHW Cabinet Committee met every ten weeks and it would not always be possible to place a report about KCC's proposed response on a Committee agenda that would allow the response to be made within the consultation window.

(4) The Group Spokesmen, Mr Robertson and Mr Cowan, were therefore consulted by Mr Brazier about the Cabinet Member's proposed decision to approve KCC's response, and raised no matters that needed to be recorded on the Record of Decision. The decision taken was attached as Annex 1 to the report.

(5) RESOLVED that the decision taken be noted.

19. Swale Borough Council Draft Core Strategy - Decision taken - for information

(Item B5)

(1) The Committee was informed of a decision taken by the Cabinet Member to approve KCC's response to the consultation by Swale Borough Council on the Swale Borough Council Draft Core Strategy.

(2) Swale BC recently consulted on a Draft Core Strategy which set out their preferred amount of development to 2031, allocated key sites, and identified the infrastructure needed to support them. The Borough Council intended to submit their

Core Strategy to the Secretary of State later in 2012, and when adopted after an *Examination in Public* it would replace the Swale Local Plan.

(3) Such decisions now came before the Cabinet Committee, which would advise the Cabinet Member on the decision he should take. However, the timing of consultations was determined by the District and Borough Councils and there was a minimum duration of 6 weeks. The EHW Cabinet Committee met every ten weeks and it would not always be possible to place a report about KCC's proposed response on a Committee agenda that would allow the response to be made within the consultation window.

(4) The Group Spokesmen, Mr Robertson and Mr Cowan, were therefore consulted by Mr Brazier about the Cabinet Member's proposed decision to approve KCC's response, and raised no matters that needed to be recorded on the Record of Decision. The decision taken was attached as Annex 1 to the report.

(5) RESOLVED that the decision taken be noted.

20. Environment, Highways and Waste Forward Plan - current entry

(Item B6)

RESOLVED that the current entry in the Forward Plan for Environment, Highways and Waste, be noted.

21. Business Plan Outturn Monitoring 2011 - 12

(Item C1)

(1) The 2011/12 Business Plan outturn monitoring report provided highlights of the achievements in the year for the Enterprise and Environment Directorate.

(2) Significant achievements during the year were highlighted within the report. The majority of projects, developments and activities included within the Business Plans had been completed, and where projects had not been completed this was shown within the report on an exception basis. The report also included outturn figures for the key performance and activity indicators included in the business plans.

(3) RESOLVED that the report be noted.

22. Environment, Highways & Waste Performance Monitoring

(Item C2)

(1) Each Cabinet Committee was being asked to develop and approve a performance dashboard appropriate to the functions covered by the Directorate, and subsequently to monitor performance and make comments/ recommendations.

(2) The Environment, Highways and Waste business plans contained a large number of detailed performance indicators. These were mainly operational and quantitative and used by management within the directorate to monitor, manage and improve the directorate's broad range of ongoing business.

(3) Cabinet Committees had a role in helping shape the selection of indicators included in future year business plans, and to assist the directorate in improving the focus on strategic issues and qualitative outcomes. In that context, Members reviewed the current EHW business plan performance indicators summarised in appendix 1 to the report, and considered the key high priority indicators for inclusion in an appropriately streamlined and manageable performance dashboard.

(4) During debate the Chairman suggested the following -

Performance Indicators collected monthly or quarterly

Highways and Transportation

Average number of calendar days to repair a pothole
Percentage of routine enquiries reported by the public completed in 28 days
Percentage of potholes repaired in 28 calendar days
Percentage of streetlights repaired in 28 days
Percentage of streetlights working
Percentage of customers satisfied with routine service delivery (100 call back)

Waste Management

Percentage of waste material diverted from landfill

Other Indicators

Percentage of Member Enquiries responded to within required timeframe

N.B. Following the meeting the Chairman was advised that the Member Enquiry indicator related to the management of correspondence received by the Cabinet Member's office and not Member contacts received by the E&E directorate. The Chairman has therefore taken the decision to remove this indicator from future performance monitoring reports.

Performance Indicators collected with rolling twelve month, to remove seasonality

Percentage of municipal waste recycled or converted to energy and not taken to landfill
Percentage of household waste recycled and composted
Percentage of waste recycled and composted at HWRCs including soil and hardcore

(5) Mr Harrison commented that the inclusion of a base line percentage figure would provide a greater clarity.

(6) RESOLVED that the list of suggestions in paragraph (4) above form part of the performance dashboard.

23. Environment, Highways & Waste Financial Outturn 2011 - 12

(Item C3)

(1) The report summarised the 2011/12 financial outturn for each of the A-Z budget lines within the Environment, Highways and Waste Portfolio. It was important that committees received timely information on actual costs in advance of considering options for future years' budgets during the autumn.

(2) The overall position for the Environment, Highways and Waste Portfolio was an underspend of £6.998m, excluding Kent Commercial Services which was reported to the Policy and Resources Cabinet Committee.

(3) Table 1 of the report set out the original budget, final approved cash limit and spending for each A-Z budget line within the Environment, Highways and Waste Portfolio. The changes between the original budget and final approved cash limit were all within KCC's "virement" rules as set out in Financial Regulations. Significant variations from the approved cash limits were set out in the report.

(4) The under spend for 2011/12 included a number of areas of committed expenditure, set out in Table 2 of the report, which Cabinet were asked to agree to roll forward into 2012/13.

(5) Table 3 of the report identified the planned and actual spend on all capital projects in 2011/12 and the total approved and forecast spending over the lifetime of the projects.

(6) RESOLVED that the revenue and capital financial outturn for 2011/12, including rollovers for committed projects, and changes to the capital programme due to re-phasing, be noted.

24. Environment, Highways & Waste Financial Monitoring 2012 - 13

(Item C4)

(1) Members were asked to note the first exception financial monitoring report for 2012/13 to be reported to Cabinet on 9 July 2012.

Revenue

(2) The budgeted waste tonnage for 2012-13 was 730,000 tonnes. Comparing the level of affordability with the final outturn figure for last year of 715,000 tonnes and combined with the experience of the last two financial years, this had allowed the Directorate to estimate that the final tonnage figure could be approximately 15,000 tonnes less than budgeted. The forecast reduction in activity had resulted in an underspend of £1m for Waste Management.

Capital

(3) The variance was +£0.524m. This was a real variance in 2012-13. Projects subject to real variances affecting 2012-13 were:

- Energy & Water Efficiency Investment (+£0.112m) to be funded by previous year's school loans repayments.
- Ashford – Drivers Roundabout (+£0.300m). This reflected best estimates on negotiations and settlements of claims relating to the final account, with the contractor. The overspend would be funded by additional grant.

Overall there was a residual balance of +£0.112m on a number of other projects.

(4) RESOLVED that the revenue and capital forecast variances from budget for 2012/13 for the Environment, Highways and Waste Portfolio based on the first exception monitoring to Cabinet, be noted.

25. Cabinet Member's and Corporate Director's Update (Oral Report)

(Item D1)

(1) Mr Sweetland gave a verbal report on the following issues:-

Planning & Environment - Kent Minerals and Waste Local Plan; Kent Water Summit; and Wind Turbines

Highways & Transportation - Freight Action Plan; Lane Rental; and Resurfacing – Additional £6million

(2) Mr Austerberry gave a verbal report on the following issues:-

Planning & Environment - Flood Risk and Natural Environment Team's ARCH project

Highways & Transportation - Procurement of Technical Services Contract

Regeneration - Cyclopark

(3) RESOLVED that the updates be noted and a copy circulated to Members of the Committee.

26. Bold Steps for Aviation - a Kent County Council discussion document

(Item D2)

(1) The report outlined KCC's discussion document, Bold Steps for Aviation, which suggested how the UK's aviation capacity needs could be met without the need to develop a new hub airport in the Thames Estuary. It was intended to contribute to

the national debate and was published in response to the recent proposals from Lord Foster and the Mayor of London promoting an airport in the estuary.

(2) Bold Steps for Aviation focused on Bold Steps for Kent's aim of helping the Kent economy grow. It championed the use of regional airports in meeting the UK's aviation demands and, in particular, paid particular attention to the use, and development, of Manston and Lydd Airports as promoted by the Regeneration Framework.

(3) The UK's aviation needs were currently being examined by Government and an aviation policy framework would be published for consultation in July 2012. Recently both Lord Foster and the Mayor of London had put forward proposals for a hub airport in the Thames estuary. In response, KCC had not only stated their opposition to the development of an airport in the Thames estuary but had developed a discussion document which set out suggestions for how the forecast growth in aviation could be met without the need for a new hub airport. The document was Bold Steps for Aviation, and was attached to the report.

(4) The document suggested courses of action that would enable the UK to respond more immediately to the capacity issues facing aviation as well as setting out the reasons for KCC's objections to the Thames estuary airport proposals. The six recommendations to Government were set out in the report.

(5) The discussion document would be used as the basis for KCC's response to the Government's forthcoming call for evidence for maintaining the UK's hub status, which was scheduled to commence July 2012. Bold Steps for Aviation demonstrated that there was an alternative to the development of an airport within the estuary in order to meet aviation needs. The document would help commence a dialogue with central Government and other relevant stakeholders.

(6) During debate Mr Harrison asked who was making the recommendations to Government and where had they come from. Mr Austerberry stated that there would be a formal decision taken by the Leader, adopting the report as the basis for the County Council's contribution to the wider debate, once the Government's consultation was launched.

(7) RESOLVED that the recommendations made to Government within the Bold Steps for Aviation discussion document be noted.

27. Policy Development for 20mph Schemes in Kent *(Item D3)*

(1) The report set out the work the County Council and the Government were doing in developing new policy on the implementation of 20mph schemes. It recommended that whilst the work and the associated trials were ongoing, Members re-affirmed their support for the existing County Council policy. The policy stated that 20mph schemes would only be introduced where they could produce crash reductions as part of a Casualty Reduction Scheme. A full review of the policy would be brought to this Committee, once the trials had been evaluated, for Members to consider.

(2) There were currently two different types of 20mph schemes that the County Council could legally implement. One required traffic calming to make the limit self enforcing, and were referred to as “zones”, whilst 20mph “limits” did not require traffic calming but simply relied on signing. The “limits” however must have existing traffic speeds at or around 20mph before a formal Traffic Regulation Order could be introduced and made the limit legal to avoid criminalising large numbers of motorists, presenting the Police with an unrealistic enforcement problem and generating driver frustration and impatience due to delays.

(3) Over the last twelve months the Government had announced some changes to the way local Traffic Authorities could implement 20mph schemes to reduce time-consuming and costly bureaucracy. The changes were intended to reduce the costs for Councils wanting to use 20mph schemes and act faster to respond to the needs of their residents while still ensuring drivers knew what speed they should drive at. The changes were set out in the report.

(4) In response to a petition submitted to the local Maidstone Joint Transportation Board last year requesting the County Council implement blanket 20mph limits outside all schools and residential areas it was agreed to run a trial of cost effective speed management schemes outside Primary Schools in the Maidstone area. These sites, listed in the report, did not have an existing crash problem and therefore a key objective of the trial was to establish whether road users’ perception of safety would change as a result of the schemes. The proposed trial had been limited to Primary schools within 30mph speed limits. The results of the trials would be evaluated and included in the overall 20mph scheme policy review which would be presented to the Cabinet Committee next year.

(5) The increased introduction of 20mph schemes without self enforcing traffic calming could leave to greater dependency on Kent Police to enforce the limits. During discussions with Kent Police it was made clear that Kent Police did not support 20mph limits unless they were self enforcing.

(6) Due to recent press publicity requests for the County Council to implement 20mph schemes had increased. Both the Government and County Council were conducting trials into cost effective speed reduction schemes that, if successful, might enable the introduction of further 20mph schemes without the need for prohibitively expensive traffic calming or presenting an enforcement burden on the Police. While the trials were being conducted it was recommended that the existing policy for 20mph schemes should be promoted only as part of a Casualty Reduction Scheme be reaffirmed.

(7) RESOLVED that:-

(a) the existing policy be noted; and

- (b) new 20mph schemes be promoted only as part of a Casualty Reduction Scheme until the current trials had been evaluated, and a new formal policy had been adopted by the County Council.

28. Member Highway Fund - Public Rights of Way Schemes

(Item D4)

(1) The Member Highway Fund scheme commenced in 1 July 2009. A Member Pack was issued to all members where the Member Highway Fund protocol, as approved by the County Council at its meeting on 25 June 2009, was comprehensively set out. As part of the delegated approval process agreed at this Cabinet Committee on 11 May 2012, the Director of Highways and Transportation will assess all Member Highway Fund applications against current H&T policies, practices and procedures, including the protocols laid down in the Member Pack.

(2) A number of applications received for Member Highway Fund spending on Public Rights of Way schemes had been rejected by the Director of Highways and Transportation, as they were outside of the protocols of the scheme, and passed to the Cabinet Member for consideration.

(3) The Member Highway Fund Protocol 1 July 2009 stated:

“The purpose of the fund is to resolve local highway issues. This should be spending in addition to Kent Highway Services’ normal activities, and should not duplicate work already planned by KHS. It can be used to enhance works already planned.

All proposed spending must comply with the law and existing KCC policies and not prejudice road safety. It should contribute to the overall objectives of Kent County Council, and represent value for money. Members should be aware of the KHS Business Plan, and the targets and objectives applying to KHS.

There is only provision for ongoing maintenance of works normally maintained by KHS; any proposal which does not meet this criterion is excluded.”

(4) The budget for the Member Highway Fund was provided from the Highways and Transportation budget. Public Rights of Way were currently under the responsibility of the Customer and Communities Directorate, and therefore were outside of the current protocol for Member Highway Fund spending.

(5) If Members wanted to use their Member Highway Fund on Public Rights of Way schemes, the existing protocol would need to be changed.

(6) During debate Mr Bullock commented that the PROW Unit be transferred from the Customer & Communities Directorate to the Environment & Enterprise Directorate. Mr Harrison supported the suggestion.

(7) RESOLVED that the MHF protocol be extended to include PROW schemes.

29. A Renewable Energy Action Plan for Kent

(Item D5)

(1) On recommendation of Kent County Council's Renewable Energy Select Committee and as a key priority within the Kent Environment Strategy, Kent County Council commissioned a renewable energy resource and opportunities study for Kent. The study was developed with input from stakeholders across the public, private and voluntary sectors as well as a number of community groups. It had provided the best insight to date of the significant opportunities across Kent and had resulted in the development of the *Renewable Energy Action Plan for Kent: Delivering Opportunities*, attached as an appendix to the report.

(2) The work had been funded through ClimactRegions, an Interreg IVc project looking at the development of strategies and actions for the reduction of greenhouse gas emissions. www.climactregions.eu. Consultation on the study (February 2012) asked stakeholders a series of questions as to what they saw as the priorities for Kent and where there might be gaps or risks to delivery. The feedback had resulted in an update of the study (April 2012) and the development of the draft *Renewable Energy Action Plan for Kent: Delivering Opportunities*.

(3) The draft plan detailed actions divided into a series of seven work packages:

WP1: Skills and Training	WP5: Community Energy
WP2: Public Sector Leadership	WP6: Wind Energy
WP3: Planning and Development	WP7: Bioenergy
WP4: Business and Innovation	

It had been identified that delivery of activity with the plan across partners could result in emissions savings of around 10%, a significant proportion of the Kent Environment Strategy target of a 34% reduction overall by 2020.

(4) The proposed next steps for the Renewable Energy Action Plan would be a consultation with stakeholders including:

- An Online survey for stakeholders on actions identified, partner leads and potential risks
- Updates to key forums and networks including Kent Forum, Kent Environment Champions Group, Kent Environment Strategy Executive Officer Group, Kent Planning Officers Group and the Kent Climate Change Network

(5) RESOLVED that the proposed next steps for consultation, be endorsed

30. Kent Environment Strategy Targets and 'Climate Local Kent'

(Item D6)

(1) At the Kent Forum on 8 February 2012 a request was made for a set of targets to be agreed for the Kent Environment Strategy that the Forum would monitor

on a more regular basis. In parallel the Government was in the process of developing 'Climate Local' which would be the national framework for climate change agreements and targets which local government would be asked to sign up to and which could be adapted to reflect local conditions. The draft targets put forward in the paper would form the basis of a suggested approach for a 'Climate Local Kent' agreement taking a pragmatic approach and based on Kent's ambitions and the Environment Strategy. The agreement would be circulated for consultation once the Government had launched the national framework with the recommendation that Kent became an early signatory to the national framework.

(2) Appendix 1 to the report set out the suggested draft targets where confirmed, with an indication of where further baseline data was required before targets could be set. Targets would be developed at the Kent level, but with the flexibility for reflection of local conditions at the District level, similar to the Kent Environment Strategy. The sub-targets and baseline data would be finalised by the end of July. The Environment Strategy and final targets would be a substantive item on the 20 July Kent Forum meeting.

(3) The next steps would be to

- Consult further on DRAFT targets – any comments about them being used as the basis for Climate Local Kent, to be sent to Carolyn McKenzie
- Discuss the finalised targets as part of a more detailed Kent Environment Strategy agenda item at the next Forum meeting on 20 July
- Launch the targets as part of a 'Climate Local Kent' agreement, if supported by this Cabinet Committee and the Kent Forum.

(4) During debate Mr Bullock requested more information relating to Ambition Boards i.e. what were they and who was responsible for them. The Chairman undertook to ask Mr Bowles, Deputy Cabinet for the Democracy and Partnerships, to contact Mr Bullock direct.

(5) RESOLVED that:-

- (a) any feedback on the draft KES and Climate Local Kent targets be provided to Carolyn McKenzie direct; and
- (b) KCC as part of 'Climate Local Kent', becoming an early signatory of the national Climate Local Government initiative, with a launch planned for September at the Kent Environment Strategy Conference, be endorsed.

Bryan Sweetland
Cabinet Member for Environment, Highways & Waste



Chief Constable Ian Learmonth
Kent Police Headquarters
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Kent
ME15 9BZ

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Sessions House
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Kent
ME14 1XQ
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E-mail: members.desk@kent.gov.uk
Your Ref:
Our Ref:
Date: 14 August 2012

Dear Chief Constable Learmonth

Managing Events on the Highway

Following Kent Police's change in policy for events on the highway, the County Council have received a substantial number of complaints from local event organisers, District, Town and Parish Councillors. It is clear they are concerned about the change in policy, which withdraws Police support from events and places a burden both financial and organisational on those promoting such events. This is threatening the viability of events, which are very important to local people and help celebrate the local diversity among Kent's communities.

As a consequence of the level of concern, the matter was subject to a report and debate at the County Council's Environment, Highways & Waste Cabinet Committee on 4 July 2012. The Committee agreed that KCC continue to provide help and advice to event organisers and that I should write to you to request that you review your change in policy and continue to provide traffic control support for local events. Police control is not only important to minimise costs and burdens on event organisers, it is also often the best way to minimise disruption to traffic.

I therefore formally ask that Kent Police carryout a full and complete review of this change of policy.

I look forward to receiving the findings and actions from this review and hope that Police resource can be restored to local events in Kent.

Yours sincerely

A handwritten signature in black ink that reads "Bryan Sweetland". The signature is written in a cursive style.

Bryan Sweetland

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Andy Adams
Assistant Chief Constable (Central Operations)

Mr Bryan Sweetland
Kent County Council
Members Suite
Sessions House
County Hall
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Direct Line: 01622 652656
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E-mail: accos@kent.pnn.police.uk

Date: 29 August 2012
Ref: AA/TS 3508/2012

Dear Mr Sweetland

Thank you for your letter regarding Managing Events on the Highway addressed to the Chief Constable who has passed this to me to respond.

The Kent Police Event Policy (M30) was reviewed and re-published on the 14 March 2012 and complies with national guidance and direction but, perhaps more importantly, it complies with the law.

The Association of Chief Police Officers (ACPO) issued, its Public Safety Policy in 2009. This policy and the Kent Police Events Policy are both accessible online for your reference:

- http://www.kent.police.uk/about_us/policies/m/m030.html
- <http://www.acpo.police.uk/documents/uniformed/2009/200910UNPSP01.pdf>

The police role at events is clearly articulated in the ACPO 2009 Policy and is reproduced below for your convenience.

Assessment of the need for Police attendance and action at public events will be principally based on the need to discharge our core responsibilities which legal advice indicates are as follows:

- *Prevention and detection of crime;*
- *Preventing or stopping breaches of the peace;*
- *Traffic regulation within the legal powers provided by statute, a Road Closure Order (Town Police Clauses Act 1847) or a Traffic Regulation Order (Road Traffic Regulation Act 1984);*
- *Activation of a contingency plan where there is an immediate threat to life and co-ordination of resultant emergency service activities.*

At this point, I would ask you to note that traffic regulation is different from traffic management and that police powers to regulate traffic for planned events are extremely limited.

Continued ... 2

The organising of an event carries a great weight of responsibility and the organiser should enter this environment with the full understanding of the role they have to play. It is not the role of Kent Police to minimise costs to event organisers. Indeed, we have a duty to minimise the costs to taxpayers and this includes ensuring our resources are appropriately deployed in accordance with our policies, national directions and the law.

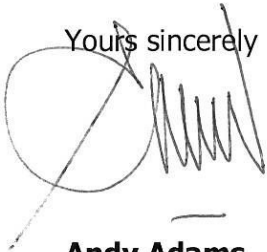
Kent Police will seek to support event organisers in developing their traffic management plans and officers from the force have been assigned to this task for sometime.

Legal opinion suggests that where events occur on a road then the Local Authority may also have a responsibility.

Kent Police have accredited a number of staff from Kent Highways Service under the Community Safety Accreditation Scheme. This accreditation includes powers to deal with traffic at events. A number of local authorities have staff trained under the same scheme.

Potentially, there is scope for Kent Police to offer further training opportunities to KCC staff including your Community Wardens. If you require further information regarding this please make contact with Chief Inspector Bryan Whittaker.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Andy Adams', written over a circular stamp or mark.

Andy Adams
Assistant Chief Constable
Central Operations

Decision No: 12/01957

From: Bryan Sweetland, Cabinet Member – Environment, Highways & Waste
Paul Crick, Director, Planning and Environment

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: Pitch Fee for New Coldharbour Lane Gypsy & Traveller Site

Classification: Unrestricted

Summary:

This report details the reasons for the proposed pitch fee for the new Coldharbour site, and necessary compliance with the Mobile Homes Act, for current and future pitch occupiers. It includes the reason for, and proposed level of, a service charge towards costs of waste water disposal.

Recommendations:

The report recommends a pitch fee of £65 per week, to take effect from the handover of each new pitch on the new site, or 1 April 2013 if later, for existing pitch occupiers, subject to consultation under the Mobile Homes Act 1983. It is a Cabinet Member decision.

1. Introduction

The Coldharbour Lane site in Aylesford was originally established in 1981, to accommodate families who had lived for some time down the adjacent (then) A20. It was a 22-pitch site, with most of the pitches only allowed to have one caravan on them.

Following various efforts down the years to improve and expand the site, Tonbridge and Malling Borough Council and the County Councils started a joint project in 2008 to establish a new site, which has included new land acquisition and planning consent for a 26-pitch site, and part of the funding from the Homes and Communities Agency.

That new site is now being constructed, and should be available for occupation early next year.

As a new site, there needs to be a pitch fee agreed for those who will be allocated a new pitch on the site, and an increase in pitch fee for those who live on the old site currently.

2. Financial Implications

The proposed £65 per week per pitch fee will cover the costs of maintenance of the site and repayment of a significant proportion of the prudential borrowing needed to build the site. This financial model for the construction is one commonly used for social housing, but very rare, possibly unique, for Traveller sites.

The implications to KCC if the pitch fee were not agreed and collected would be serious, as any shortfall would need to be found from the County Council's revenue budget.

3. Bold Steps for Kent and Policy Framework

(1) The new site is primarily designed to tackle disadvantage, one of the key strands of Bold Steps for Kent.

4. The Report

The Mobile Homes Act 1983, in a slightly amended form, has applied to all Traveller sites managed by councils since 30 April 2011.

It requires site operators to consult over pitch fee increases with existing pitch occupiers, and to justify the proposed pitch fee set for new pitch occupiers.

Consultation over the design of the new site has taken place with current occupiers, and they will be consulted over the proposed increase to their pitch fee.

The new site is a complete transformation of the current site, on which the pitch fee has been £44.50 per week.

The current pitch fees for sites managed by the Gypsy and Traveller Unit range between £44.50 and £57, so Coldharbour Lane, because of its current condition, is the lowest.

The new site has larger pitches than the current site, and the new facilities include new amenity blocks, which are fully compliant with the Disability Discrimination Act, all new pitch surfacing, new fencing and new utilities. In particular, the drainage arrangements for the site are being completely replaced. The new site, unlike the current site, has a play area for children.

While it is difficult to find a new Traveller site nearby to reference for pitch fee levels, the Edenbridge site in Sevenoaks has recently had significant improvements and expansion and its pitch fee is currently £72.10 per week.

Based on the extent of the improvements resulting from the new site development, the recommended pitch fee for new pitch occupiers is £65 per week per pitch, and the recommended increase for current pitch occupiers is from £44.50 to £65.

It is usually only possible to raise a pitch fee when twelve months has elapsed since the last rise.

Unless there is a way of proposing and implementing an increase within that year period, it is recommended that the increase for existing occupiers takes effect from 1 April 2013.

5. Conclusions

It is clearly vital that an appropriate new pitch fee is set for the Coldharbour Lane site. The requirements of the Mobile Homes Act mean that it needs to be justified, especially the increase for current pitch occupiers.

The current pitch fees for sites managed by the Gypsy and Traveller Unit range between £44.50 and £57, so Coldharbour Lane, because of its current condition, is the lowest.

The new site is not just a refurbishment or major improvement, but a complete redevelopment and expansion and has a greater amenity offer for residents.

Because of the increased pitch size, new “plot for life” blocks which comply with the Disability Discrimination Act, and new features like the play area, the proposed pitch fee of £65 is justified, and compares favourably with the pitch fee of £72.10 on the only other extensively improved site in Kent, at Edenbridge in Sevenoaks District.

6. Recommendations

It is recommended that

1. A pitch fee of £65 per week is set for the new Coldharbour Lane Gypsy and Traveller site

7. Background Documents

(1) Communities and Local Government Guide to the Mobile Homes Act:
<http://www.communities.gov.uk/documents/housing/pdf/2072956.pdf>

8. Contact details

Name: Bill Forrester

Title: Head of Gypsy and Traveller Unit

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Agenda Item:

By: Bryan Sweetland, Cabinet Member for Environment, Highways & Waste
Mark Dance, Cabinet Member for Regeneration & Economic Development

Mike Austerberry, Corporate Director Enterprise & Environment
David Cockburn, Corporate Director Business Strategy & Support

To: Environment, Highways & Waste Cabinet Committee
20 September 2012

Subject: Kent Thameside Strategic Transport (Homes & Roads) Programme

Classification: Unrestricted

Summary

This report sets out the current conditions under which the Kent Thameside Strategic Transport (Homes & Roads) Programme is being developed and implemented covering in particular, the available funding, management of risk and the proposals for governance arrangements of the programme. It is proposed to seek a further Key Decision from Cabinet on 15th October in light of the considerable changes to the progress of development and the available funding that have taken place since a previous decision was taken on 21st February 2008 (Decision No. 07/01108).

Recommendations

Members of the Cabinet Committee are asked to consider the contents of this report, advise as appropriate and endorse the following recommendations to be considered by Cabinet: -

- a.) Confirm that Kent County Council continues to act as the Accountable Body for the Kent Thameside Strategic Transport (Homes & Roads) Programme.
- b.) Entrust the setting up of the Governance arrangements for the Kent Thameside Strategic Transport (Homes & Roads) Programme to the Cabinet Member for Regeneration & Economic Development in consultation with Dartford and Gravesham Borough Councils.
- c.) Authorise the Corporate Director Business Strategy & Support, in consultation with the Corporate Director Enterprise & Environment, to negotiate and execute legal and/or partnership agreements pursuant to the delivery and management of the Kent Thameside Strategic Transport (Homes & Roads) Programme.

1. Introduction.

- (1) The Kent Thameside Strategic Transport (Homes & Roads) Programme is a package of improvements that respond to the complexities encountered in assessing the individual impacts and mitigation measures for significant development across the boroughs of Dartford and Gravesham. A Key Decision was taken on 21st February 2008 (Decision No. 07/01108) agreeing to the County Council acting as the Accountable Body for the programme.
- (2) The 20-year programme aims to provide key transport infrastructure improvements that would enable the planned level of development in Kent Thameside to be realised. Ultimately the development will result in some 22,600 new homes and around 1 million m² of commercial development with the potential for 60,000 jobs. The programme would be largely funded through a combination of public sector grant and private sector contributions.
- (3) Since the original decision was taken there have been considerable changes to the progress of development and the available funding. This report sets out the current conditions under which the programme is being developed and implemented covering the available and anticipated funding; the scope of the revised programme; the management of the risks involved with such a programme; and proposals for the programme's governance arrangements.
- (4) It is proposed to seek a further Key Decision from Cabinet on 15th October 2012 confirming the County Council as the Accountable Body and initiating governance arrangements for the programme. In accordance with Corporate Governance Arrangements, local members within the boroughs of Dartford and Gravesham will be consulted.

2. Financial Implications.

- (1) As the Accountable Body for the programme the County Council is responsible for the management of the programme and administration of the funding. A dedicated Programme Investment Fund has been set up for the programme within the County Councils corporate financial system. A cash flow model has also been developed to assist the financial management process.
- (2) The current estimated cost for the programme is £116.2m and anticipated funding is estimated at £84.0m leaving a funding gap of £32.2m (current prices). Further details of the sources of funding for the programme are shown in Table 1 below. Management of the financial risk associated with the funding gap is to implement schemes contained within the programme only within the level of available funding.
- (3) In the course of the management of the programme the situation may arise where the County Council is required to use its Prudential borrowing powers to ensure that schemes are completed. The estimated cost to the County Council is £800,000 per annum for every £10m borrowed. Although it is not envisaged that the County Council would exercise these powers to cover the shortfall in funding it may be necessary to use such powers to overcome short-term cash flow issues when implementing individual schemes. In such circumstances the County Council's borrowing costs would be funded through the programme.

Table 1: Anticipated Income and Forecast Expenditure for the Kent Thameside Strategic Transport Programme.

<u>Income</u>		
HCA Funding		£13.0m
S.106/CIL	- Residential	£35.9m
	- Commercial	£5.3m
Eastern Quarry S.106 Contribution		£24.7m
New Homes Bonus		£5.1m
Total Income		£84.0m
Estimated Programme Costs		£116.2m
Current Funding Gap		£32.2m

- (4) Discussions with Dartford and Gravesham Borough Councils have identified potential funding of around £5m from the New Homes Bonus initiative. This is based on an agreed 50% of the income from New Homes Bonus generated solely from the Eastern Quarry, Northfleet West Sub-Station and Springhead Park development sites. An estimated 1170 dwellings are expected from these sites between 2012/13 and 2015/16 based on information received from Land Securities and the Borough Councils. This would result in a cost to the County Council of around £1.0m with the Borough Councils bearing the remaining cost.

3. Bold Steps for Kent & Policy Framework.

- (1) The programme would deliver key improvements to the transport network enabling the planned level of development across the boroughs of Dartford and Gravesham to be realised. This would contribute to Ambition 1 of the Vision for Kent (To Grow the Economy) by delivering the critical infrastructure to create the conditions for economic growth.
- (2) The programme is in line with priorities 8, 9 and 10 of Bold Steps for Kent driving economic prosperity through unlocking key sites in the Thames Gateway Kent region, helping to deliver the Kent & Medway Housing Strategy and ensuring that new housing development is matched with the appropriate infrastructure.
- (3) The programme is identified within the Local Transport for Kent 2011-16 and would deliver a priority for the Thames Gateway Kent area set out in the integrated transport strategy Bold Steps for Transport “*Growth Without Gridlock*”.

4. The Report

(1) Funding

- a.) Funding for the programme largely consists of public sector grants (principally through the Department for Communities & Local Government) and private sector developer contributions. A funding agreement was signed with the

Homes & Communities Agency in March 2010 which secured a £13m grant towards the programme. Following the Government's Comprehensive Spending Review in October 2010 there has been uncertainty regarding further public sector funding commitment to the programme and discussions have been taking place with both DCLG and DfT. The discussions with Government have concluded that further funding for the programme from the HCA in the current CSR period (2011/12 to 2013/14) is not available and is also unlikely in the next CSR period (2014/15 to 2016/17).

- b.) Neither of the Government departments regards themselves in a position to make funding commitments to the programme for future years (i.e. beyond 2016/17) as these would fall beyond the tenure of the current and potentially next Government. As a result of the discussions with Government a joint proposition has been agreed (see Appendix 1 for the full proposition). The key elements of this proposition are: -
- i.) The Department for Transport (DfT) and the Highways Agency (HA) will invest further work to refresh the business case/preliminary designs for the A2 Bean and Ebbsfleet junction improvements.
 - ii.) The DfT and the HA commit to joint working with Kent Partners on the development of appropriate transport interventions on the strategic road network necessary to mitigate the impacts of the planned development in Kent Thameside, and in assessing the case for such proposals, would give due weight to the wider economic benefits afforded by these improvements.
 - iii.) The Department for Communities & Local Government (DCLG), the DfT and the Homes & Communities Agency (HCA) will maintain a close dialogue with Kent Partners to provide advice and highlight opportunities arising from new Government policy and initiatives as these emerge or are clarified.
 - iv.) Dartford Borough Council, Gravesham Borough Council and KCC will each contribute a proportion of their New Homes Bonus income, from the specific sites identified in 2(4), towards the programme.
 - v.) KCC will act as the accountable body, accepting and managing the risks in the programme but only for solutions that total the amount forecast to be collected from S.106/CIL, i.e. £65.9m.
- c.) Whilst this proposal does not provide any funding commitment to the programme there is a key commitment on the part of the DfT/HA to invest in further work to refresh the business case/preliminary designs for the A2 Bean and A2 Ebbsfleet junction improvements. These two schemes alone constitute nearly 70% of the total cost of the programme and are currently scheduled to be implemented between 2021/22 and 2026/27. At present it is assumed that the A2 Ebbsfleet improvements would come first but one aspect of the business case/design work to be carried out for these junctions will be determining the timing of the improvements. Between the present and 2021/22 it is currently anticipated that across Kent Thameside some 13,800 additional dwellings and 590,000m² of commercial floorspace could be built. In terms of development

sites that have a more direct impact on the A2 Bean and A2 Ebbsfleet junctions, some 4,100 additional dwellings could have an impact on the A2 Ebbsfleet junction by 2021/22 whilst some 1,600 additional dwellings could have an impact on the A2 Bean junction.

- d.) Since Autumn 2009, negotiations have taken place with Land Securities regarding a Deed of Variation to the existing S.106 Agreement for Eastern Quarry. The original agreement provided a £40m contribution to the programme paid over a 7-year period from the commencement of development regardless of the pace of development. In the current economic situation this condition has become onerous and an obstacle to Land Securities attempts to secure a development partner. The Deed of Variation, completed on 17th August, sees a reduction in the contribution to £24.7m, proportionate to the reduced scale of the programme, paid on a phased basis as a tariff per dwelling. The full £24.7m would be paid by completion of the 4,500th dwelling. The Deed of Variation only relates to the contribution towards the Kent Thameside Strategic Transport Programme. All other obligations contained within the original S.106 Agreement remain unchanged.
- e.) In addition to the contribution from Eastern Quarry a further £41.2m is anticipated from developers through either S.106 Agreements or the Community Infrastructure Levy. To date £1.16m of this funding has been received whilst a further £0.81m has been secured but not yet received. Further contributions of £3.77m are identified in permissions issued, but these may be subject to further negotiation, and some £1.86m is pending agreements. Altogether this amounts to around £7.6m of funding for the programme, around 18% of that anticipated.

(2) Review of Programme

- a.) The receipt of £13m funding from HCA signalled the start of the programme. The funding has been focused on Dartford Town Centre improvements and the Rathmore Road Link scheme in Gravesend. In the case of Dartford this supports major development sites in and adjacent to the town centre that are coming forward. The Rathmore Road Link scheme is a key element of the Gravesend Transport Quarter proposals that has already seen Phase 1 implemented by Gravesham BC.
- b.) The uncertainty over public sector funding for the programme and the continuing poor market conditions causing concern over the ability of development to fund major infrastructure improvements, instigated a review of the programme in the Autumn of last year. This review has looked at reducing the overall cost of the programme and investigating alternative sources of income. In terms of the overall cost of the programme this, in consultation with our Kent Thameside partners, has reduced from an initial estimate of £200.2m to a current budget estimate of £116.2m. This has been achieved through the removal of some schemes from the programme and revising the cost of other schemes based on more recent experience of the costs of major transport infrastructure. Further details on how the review has reduced the cost of the programme are contained in Appendix 2.

- c.) Investigation of alternative sources of funding for the programme looked at the following initiatives: -
- i.) **Growing Places Fund** – this initiative was not considered suitable for the programme as it is principally focused on generating economic activity in the short term and has to be used to establish revolving funds.
 - ii.) **Business Rate Retention** – this has significant potential but at present there are too many uncertainties and issues regarding how this would operate.
 - iii.) **New Homes Bonus** – a limited amount of potential funding has been identified for the programme through discussion with Dartford and Gravesham Borough Councils. There are concerns on how this would impact on revenue budgets and in the discussions with Government no guarantees have been given that this initiative will continue to be funded beyond 2015/16.

(3) Risks

- a.) A risk assessment was conducted on the programme as part of the economic appraisal that was submitted to secure the £13m funding from the HCA. This has been revised and updated using the County Council's Corporate Risk Management process and a copy of this is attached as Appendix 3.
- b.) The most significant risks are those that would result in a shortfall in the level of funding available for the programme. With each risk there are potential options to overcome any shortfall but ultimately if the funding shortfall is not overcome then implementation of the programme would need to be limited to the level of available funding. This would mean further prioritisation being applied to the programme, balancing the development need against acceptable levels of congestion. The key significant risks are: -
 - i.) Developer contributions are less than anticipated. In this instance further development could be identified and over the course of the programme there will be development coming forward that is not currently anticipated. Balanced against this, however, is the additional impact that this development would have on the transport network. There is a requirement for the Core Strategies produced by the Borough Councils to be regularly reviewed. This provides the opportunity to review the transport impacts and adjust development contributions. The Cash Flow Model developed for the programme is reviewed more regularly regardless of the review periods for the Core Strategy.
 - ii.) Competing priorities for CIL mean that less funding is available for the programme. A Partnership Agreement is proposed between KCC/DBC/GBC as part of the Governance arrangements for the programme that should mitigate this risk.
 - iii.) Further public sector funding is not secured. This is the current situation with the £32m shortfall. The DCLG/DfT proposal includes a commitment to work with Kent Partners to identify future Government initiatives that

could provide funding for the programme. It is also anticipated that an agreement would be reached with DfT, as a result of its commitment to refresh the business case/design for the A2 Bean and A2 Ebbsfleet schemes that should see some additional public sector funding being provided for these schemes.

- iv.) Alternative sources of funding are not identified. Neither the DCLG nor the DfT consider themselves in a position to make funding commitments to the programme for future years. The timescale of the programme does mean that economic conditions are likely to change and the prospect of putting a case to Government for further public sector funding is not out of the question. Alternatively additional developer funding could be identified as mentioned in (3)(b)(i) above with the same consequences.
- c.) The higher level risks are those predominantly related to fluctuations in the anticipated income, changes affecting programme costs and circumstances where implementation could be delayed. These risks are generally more manageable, would not necessarily result in a shortfall of the overall funding for the programme and have alternative options that could be employed to mitigate the risk. The key high risks are: -
 - i.) Use of CIL to provide funding for the programme is successfully challenged. It is important that the programme is identified within both the Core Strategies and the CIL Charging Schedules produced by the Borough Councils with appropriate supporting evidence. The programme has been developed in close working partnership with both Dartford and Gravesham Borough Councils and there is a continued commitment by all parties to the programme. The proposed Partnership Agreement between KCC/DBC/GBC should also provide further mitigation of this risk.
 - ii.) Continued slow rate of development means that receipt of developer contributions is delayed. An advantage of the programme is that the implementation of individual schemes can be adjusted to match the progress of development. Monitoring of the progress of development and regular review of the Cash Flow Model developed for the programme should enable mitigation of this risk. A commitment to implement individual schemes would only be made if sufficient funding is forecast to come forward. Any short-term cash flow issues encountered with the implementation of individual schemes would be covered by use of KCC's Prudential borrowing powers with the cost of this covered by the programme.
 - iii.) Statutory procedures/land acquisition results in delays and increased costs to individual schemes. Mitigation of this risk would involve robust project management of individual schemes with early identification and regular review of the key risks to implementation. Good communication with key stakeholders and those directly affected by the schemes should also reduce the level of risk. Much of the land required for the schemes is either in the control of local authorities or developers who have a vested interest in the implementation of the schemes. Both KCC and the Highways Agency can, if necessary, issue Compulsory Purchase Orders to acquire the land necessary to implement the scheme.

- iv.) Construction cost increases of individual schemes. Mitigation of this risk would involve robust project management of individual schemes with cost estimates that are regularly reviewed as the scheme is developed and include a risk based contingency. In the case of schemes on the local road network the local authorities are open to developers implementing schemes as an “In-Kind” contribution, equivalent to their financial contribution towards the programme, taking on the risks associated with its construction. For schemes on the local road network, which fall under the responsibility of KCC to implement, any short-term cash flow issues could be covered by use of KCC’s Prudential borrowing powers with the cost of this covered by the programme. It is currently envisaged that the Highways Agency would be responsible for the implementation of the A2 Bean and A2 Ebbsfleet schemes. The agreement reached between KCC and the DfT covering the development and implementation of these two schemes will include appropriate clauses covering the level of shared risk between the parties.

(4) Governance Arrangements

- a.) The programme was conceived in 2007 under the auspices of the Kent Thameside Partnership. Since this partnership was dissolved the programme has continued under an informal arrangement between the key stakeholders, namely Dartford Borough Council, the Department for Transport, the Homes & Communities Agency, Gravesham Borough Council, the Highways Agency and Kent County Council. With funding now available and the programme starting to move into its implementation stage, it is appropriate that more formal Governance arrangements are established.
- b.) The suggested components of the Governance arrangements for the programme are set out in Appendix 4 attached to this report. The key component of these arrangements is the setting up of a Steering Group. It is proposed that the Cabinet Member for Regeneration & Economic Development is entrusted with the task of setting up this Steering Group in consultation with Dartford and Gravesham Borough Councils.

5. Conclusions.

- (1) Conditions have significantly changed since the programme was conceived. Efforts have been made to reduce the overall cost of the programme but with the uncertainty over future public sector funding and tough market conditions for development there is currently a £32m funding gap.
- (2) The justification for the programme and its objectives has largely remained unchanged. The proposed improvements to transport network are still needed to enable the planned level of development to be achieved. Some public sector funding has already been secured along with developer contributions and implementation of the programme has started.
- (3) There are significant risks inherent in the programme and strong management will be required to ensure that these do not materialise. The establishment of

formal Governance arrangements along with a robust monitoring and reporting structure will reinforce the management of the programme.

- (4) The programme will be delivered over a 15-20 year period and there is a long term commitment on the part of all of the key stakeholders to the growth agenda in Kent Thameside as witnessed by the DCLG/DfT proposition. Whilst there is currently a funding gap it is envisaged that opportunities will arise to secure additional funding for the programme. In the meantime, the expedient management of the risk presented by the shortfall in funding is to implement schemes only within the available level of funding.

6. Recommendations

(1) Members of the Cabinet Committee are asked to consider the contents of this report, advise as appropriate and endorse the following recommendations to be considered by Cabinet: -

- a.) Confirm that Kent County Council continues to act as the Accountable Body for the Kent Thameside Strategic Transport (Homes & Roads) Programme.
- b.) Entrust the setting up of the Governance arrangements for the Kent Thameside Strategic Transport (Homes & Roads) Programme to the Cabinet Member for Regeneration & Economic Development in consultation with Dartford and Gravesham Borough Councils.
- c.) Authorise the Corporate Director Business Strategy & Support, in consultation with the Corporate Director Enterprise & Environment, to negotiate and execute legal and/or partnership agreements pursuant to the delivery and management of the Kent Thameside Strategic Transport (Homes & Roads) Programme.

7. Background Documents

Key Decision No. 07/01108

8. Contact Details

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Business Strategy & Support

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Attachments

Appendix 1: Letter from Mike Penning, Parliamentary Under-Secretary of State for Transport, DfT and Grant Shapps, Minister for Housing & Local Government, DCLG dated 17th July 2012.

- Appendix 2: Review of Kent Thameside Strategic Transport Programme.
- Appendix 3: Risk Assessment for Kent Thameside Strategic Transport Programme.
- Appendix 4: Proposed Governance Arrangements for Kent Thameside Strategic Transport Programme.

DCLG/DfT Ministerial Letter



*Department for
Transport*

Clr Paul Carter
Leader of Kent County Council
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The Rt Hon Grant Shapps MP
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www.communities.gov.uk

17 July 2012

Dear Councillor Carter

KENT THAMESIDE DEVELOPMENT - UNLOCKING EASTERN QUARRY

We are writing to set out our Department's proposals to unlock the proposed development at the Eastern Quarry site in Kent Thameside.

Our officials have been working closely together both to get a clear understanding of the issues and barriers to progress with this development site, and to try and reach agreement on a way forward that unlocks delivery of new housing in the short term and provide a continuing commitment to the longer term delivery of the development proposals.

We understand that the Dartford Borough Council Development Control Committee is to shortly consider agreement to the varied section 106 planning agreement for the Eastern Quarry site with Land Securities, and want to set our proposals for Government support in progressing and managing the provision of the necessary transport infrastructure improvements to support the development proposals.

This Government has recognised the importance of infrastructure in supporting housing provision and that infrastructure support and prioritisation is a key concern for communities, local authorities and the private sector. Investment in infrastructure that unlocks growth is essential to winning the confidence of communities and the private sector for large-scale, long-term projects.

In terms of the specific transport proposals in the Homes and Roads Programme, which underpins the Kent Thameside development plans, two major improvements to the junctions on the A2 at Ebbsfleet and Bean are necessary to mitigate the overall cumulative traffic impacts of the Kent Thameside development.

However, the identified delivery timing of these proposals in 2021-22 to 2023-24 and 2024-25 to 2026-27 respectively, are such that they fall within future spending review periods, and we cannot take such delivery funding decisions within this spending review period.

Both our Departments however recognise the need to unlock the housing development at Eastern Quarry and are, in these circumstances, proposing to invest further in the necessary development work on the two major junction improvements, and continue to provide support, help and guidance to the local authorities on both the further development of the proposals, and the on-going management of the supporting transport investment programme.

In doing so, our Departments clearly recognise the importance of economic and housing growth in Kent Thameside and recognises that approval of the varied section 106 planning agreement for the Eastern Quarry development will unlock around 4,500 new homes and around 95,000 m² of commercial development.

We also understand that you seek assurances from Government on its continuing support for the development in Kent Thameside. We have therefore set out in an attachment to this letter our detailed proposals for both investment now in the development of the major infrastructure projects but also the continuing involvement and support in the management and delivery of the supporting transport infrastructure programme.

I hope these proposals demonstrate our clear commitment to working closely with you and your partners towards the successful delivery of housing and economic growth. In return for these commitments, we look to agreement to the variation to the existing planning agreements for Eastern Quarry that will allow the planned development to take place.

It is important that we can reach agreement on the way forward, and I would be grateful if you could consider the details of this proposition, and let us or our officials know of decisions in this matter.

If it is possible to reach agreement we would look to make a public announcement that would confirm that a way forward has been found, and that delivery of the new housing will take place as planned. We are more than willing to discuss if necessary, any concerns you may still have in order to reach a final resolution to these long-standing issues.

Yours sincerely,

Mike Penning
MP

Grant Shapps

MIKE PENNING

GRANT SHAPPS

Department for Transport and Department for Communities and Local Government Proposal

- **The Department for Communities and Local Government**, and the **Department for Transport** issues a statement that supports and welcomes economic growth and housing delivery in Kent Thameside. The **Departments** also accept that by approving the Deed of Variation for Eastern Quarry that in effect 4,500 homes and around 95,000m² of commercial development are unlocked in Kent Thameside.
- The **Department for Transport** and the **Highways Agency** commit to close joint-working with the Kent Partners to determine and agree the details of the scope and timing of the work necessary to refresh the business cases/preliminary designs of the proposed major project improvements to the junctions on the A2 at Bean and at Ebbsfleet.
- The **Department for Transport** and the **Highways Agency** will invest in further work to refresh the business case/preliminary designs of the A2 Bean and Ebbsfleet junction improvements, as part of the development necessary for future delivery of the proposals.
- The **Department for Transport** and the **Highways Agency** commit to joint-working with the Kent Partners on the development of the appropriate transport interventions on the strategic road network necessary to mitigate the impacts of the planned development in Kent Thameside, and in assessing the case for such proposals, would give due weight to the wider economic benefits afforded by these improvements.
- The **Department for Transport** commit to joint-working with the Kent Partners to provide assistance and guidance where necessary on the development of transport interventions on the local road network, and guidance on the necessary appraisal requirements for such proposals.
- **The Department for Transport** and the **Highways Agency** will discuss and agree with Kent Partners their role and participation in the future governance and management arrangements for the Homes and Roads programme.
- In terms of future Kent Thameside related planning applications, the **Highways Agency** commits to continue to carry out its development planning function in accordance with Government planning policy and guidance current at the time.
- The **Department for Communities and Local Government**, the **Department for Transport** and the **Homes and Communities Agency** will maintain a close dialogue with Kent and Partners to provide advice and input on progressing specific transport schemes and highlighting the opportunities arising from new Government policy and incentives (such as business rates retention) as these emerge or are clarified.
- The **Homes and Communities Agency** will remain a member of the Homes and Roads Steering Group.
- The **Homes and Communities Agency** will explore future funding opportunities to support later phases of the Kent Thameside development.

- The **Homes and Communities Agency** has already invested £13m in the Homes and Roads Programme and is committed to work with all parties to identify what appropriate funding initiatives are available from time to time, and give guidance and act in its enabling role as a broker.

In return for these commitments, the Departments' expect that:

- **Dartford & Gravesham Borough Councils** will ensure developer contributions are provided towards the Homes and Roads Programme through s106 agreement, and in due course Community Infrastructure Levy (CIL) mechanisms;
- **Dartford Borough Council, Gravesham Borough Council and Kent County Council** will each contribute a proportion of their New Homes Bonus income towards the Homes and Roads Programme for as long as New Homes Bonus can be legally collected and used in this manner;
- **Land Securities** and its partners commit to a timescale for delivering their first homes by 2013 with a total of 1,500 homes by 2020; and to contribute £24.7m towards the Homes and Roads Programme through the completion in total of 4,500 homes at Eastern Quarry.
- **Kent County Council, Dartford Borough Council, Land Securities Eastern Quarry Limited and Coutts and Co** will sign the Deed of Variation to the S106 Agreement for Eastern Quarry which would change the terms of the original S106 Agreement in the following respects:
 - i) Transport contribution reduced from £40m to £24.7m;
 - ii) Payment schedule changed from 7 year plan commencing when development starts, to payment spread over the first 4,500 homes, pro rata with completions;
 - iii) First five years payments at a discount rate, with the discount recovered through the remaining payments.
- Regarding the management and delivery of the Homes and Roads Programme **Kent County Council** will act as accountable body, accepting and managing significant risk in the Programme, including scheme cost inflation and project over-runs but only for solutions that total the amount forecast to be collected from S106 and CIL i.e. £65.9m (£94.5m at inflated prices).
- The programme covering improvements to the local road network would be agreed between **Kent County Council, Dartford Borough Council and Gravesham Borough Council**. Details of the improvements to the Strategic Road Network included in the Homes and Roads programme would be additionally agreed by the **Department for Transport** and the **Highways Agency**, and their delivery would be subject to the development of a robust business case and consideration of delivery funding availability. If further monies are required **Kent partners** and the **Department for Transport** are committed to identifying possible alternative funding streams.

Review of Kent Thameside Strategic Transport Programme

Scheme	Estimated Costs (including contingency)		Comments
	Initial	Current	
A2 Ebbsfleet Junction	£34.0m	£30.0m	The scheme provides for the enlargement and signalisation of the roundabouts forming this junction along with the widening of slip-roads and link-roads. Discussions have been held with the DfT/HA regarding the scale and timing of these improvements to reach the revised target cost for the overall scheme. Transport modelling work still shows this interchange to be one of the priority locations for improvement.
A2 Bean Junction	£54.9m	£50.0m	The scheme provides for the enlargement and signalisation of the roundabouts forming this junction, improvements to slip-roads and improvements to the bridge across the A2. Discussions have been held with the DfT/HA regarding the scale and timing of these improvements to reach the revised target cost for the overall scheme. Transport modelling work still shows this interchange to be one of the priority locations for improvement.
A2 Demand Management	£34.5m	Suspended from Programme	Little work has been done to define this scheme and its initial inclusion was on the basis that no further capacity improvements would be made to the A2 and, therefore, future traffic growth would need to be managed. The scheme will also be influenced by a number of factors external to Kent Thameside including: - <ul style="list-style-type: none"> - Planned development in the Medway Towns - Strategic routing of traffic to/from Dover - Dartford Crossing "Free-Flow" charging - The location of a future Lower Thames Crossing.
B262 Hall Road Junction	£3.4m	Removed from Programme	Works to be implemented as part of a planning application for the expansion of an adjacent retail store are expected to improve this junction. The scheme has been removed from the programme with the works being provided by the developer regarded as an "In-Kind" contribution to the programme.

Scheme	Estimated Costs (including contingency)		Comments
	Initial	Current	
A226 London Road/St Clements Way Junction	£8.5m	£8.5m	There is currently a conceptual design for the improvement of this junction that involves enlargement of the existing roundabout and the provision of an underpass for north-south traffic. However, there are concerns about the feasibility of this scheme and its cost which could impact on its viability. Transport modelling work still shows this junction to be one of the priority locations for improvement. It is proposed to test the feasibility/viability of the current scheme and investigate alternative options for the improvement of this junction. Potential alternative options could include enlargement of the existing roundabout with the provision of traffic signals or replacement of the existing roundabout with a signal controlled junction.
A226 Thames Way (STDR4) Dualling	£14.3m	£8.9m	The A226 Thames Way (formerly South Thameside Development Route – Stage 4) has been constructed as a single carriageway but land has been safeguarded and the structures built to accommodate future widening to a dual-carriageway. The proposal to widen a 1.6km section of the A226 and modify the existing junctions to accommodate this remains the same. A revised cost estimate has been produced based on more recent evidence and experience from East Kent Access Phase 2.
Urban Traffic Management & Control (UTMC)	£8.0m	£4.5m	The requirements for area-wide UTMC across have changed since this scheme was originally conceived. The scheme was to be co-ordinated with the A2 Demand Management measures but with this suspended from the programme the UTMC has been reconsidered. Part of the UTMC scheme has been incorporated within Dartford Town Centre Improvements. The extent of the remaining UTMC measures have been revised to meet more local needs.
Dartford Town Centre Improvements	£11.4m	£4.5m	Negotiations have resulted in a number of improvements within Dartford town centre being provided directly by developers as “In-Kind” contributions, thereby reducing the overall costs of this scheme. The transport network constituting Dartford Town Centre has been defined and within this network locations requiring improvement identified. The estimated cost for further improvements has been broadly based on the costs put forward by the developer’s.

Scheme	Estimated Costs (including contingency)		Comments
	Initial	Current	
Rathmore Road Link, Gravesend	£11.4m	£8.0m	This scheme is currently being designed and a detailed planning application was submitted in April 2012. A detailed costs estimate for the scheme was produced in February 2012 and includes a contingency for inherent risks. This cost estimate will be reviewed on a regular basis. Start of construction is currently estimated for late Autumn 2013 subject to statutory procedures.
A206 Marsh Street Junction	£3.4m	Removed from Programme	Traffic modelling of the latest development pattern in North Dartford has revealed that there is no longer a need to improve this junction.
Fastrack – Northfleet to Garrick Street	£14.3m	Suspended from Programme	A concept design was produced for this scheme providing bus priority for Fastrack (including sections of dedicated carriageway) through Imperial Business/Retail Park and along Clifton Road/Bath Street to the Garrick Street Interchange. Potential changes to the development pattern at Northfleet Embankment, being considered within Gravesham BC's Core Strategy, are likely to have an impact on the provision of a Fastrack route between Greenhithe and Gravesend town centre. With the possibility that the scheme currently designed could become redundant it has been suspended from the programme subject to further review pending the impact of the revised development pattern for Northfleet Embankment.
M25 (A282) Junction 1A	Not Initially Included	Consideration for Inclusion in Programme Suspended	In the course of reviewing the programme consideration was given to the inclusion of a scheme to improve congestion at this junction after concerns regarding its future capacity were raised by the Highways Agency in relation to proposed development in North Dartford. A study was completed in November 2010 that identified a number of options to reduce the anticipated congestion. In further discussions with the DfT/HA it has been recognised that the problems encountered are predominantly related to congestion at the Dartford Crossing and it would be better to co-ordinate any planned improvement with the Dartford Crossing "Free-Flow" Charging Regime. This is not due to be implemented before December 2013.
Admin Costs	£2.1m	£1.8m	
Total Cost of Programme	£200.2m	£116.2m	

Risk Assessment for the Kent Thameside Strategic Transport Programme

Risk No.	Category	Risk	Probability of Occurrence (P)	Impact			Overall Impact (I) = (C+T+Q)/3	Risk Assessment	Mitigation/Management
				Cost (C)	Time (T)	Quality (Q)			
1.	Partnership	The Governance arrangements for the programme established between the key stakeholders breaks down.	2	2	3	1	2.0	Moderate (2.2)	Regular liaison between the key stakeholders involved in the delivery of the programme will ensure that any issues are identified, discussed and resolved before they can escalate. Procedures will be adopted within the Governance arrangements to deal with any conflicts/unresolved issues.
2.	Partnership	There is a breach of one or more of the funding agreements.	3	3	3	1	2.3	Moderate (3.2)	Monitoring of the milestones and outputs of the programme to meet the requirements of the funding agreements. Regular liaison with the signatories of the funding agreements will ensure that any issues are identified, discussed and resolved. Procedures will be adopted within the funding agreements to deal with any conflicts/unresolved issues.
3.	Demand	A reduction in anticipated demand leads to a fall in the level of development reducing the demand for transport improvements.	4	5	3	4	4.0	High (4.4)	Development is planned to take place over a 20-year period during which there is expected to be fluctuations in market conditions that would balance out. Regular monitoring of development and assessment of its impact on transport demand will enable a co-ordinated response and timely adjustment of when schemes are implemented. Ultimately if the planned level of development is not realised then demand for transport would be reduced and the programme would be reduced in scale.

4.	Demand	Development occurs at a rate faster than expected requiring transport improvements earlier than anticipated.	1	5	5	2	4.0	Moderate (1.4)	Development is planned to take place over a 20-year period during which there is expected to be fluctuations in market conditions that would balance out. Regular monitoring of development and assessment of its impact on transport demand will enable a co-ordinated response and timely adjustment of when schemes are implemented. Flexibility is built within the programme and investment fund to allow schemes to be brought forward to meet demand. A Cash Flow Model will be used to determine whether sufficient funds are available to commit to implementation of schemes.
5.	Funding	Deed of Variation to S.106 Agreement for Eastern Quarry is not agreed with Land Securities.	1	5	5	4	4.7	Moderate (1.5)	Negotiations with Land Securities to resolve issues regarding contribution to programme contained in existing S.106 Agreement has resulted in agreement on "Heads of Terms" for Deed of Variation. Continued liaison to ensure Deed of variation is signed. Ultimately failure to agreed Deed of Variation would lead to appeal of the S.106 which if successful would need to be renegotiated.
6.	Funding	Developer contributions from Eastern Quarry are not forthcoming due to cessation of development.	3	5	3	4	4.0	High (3.4)	Suitable clauses are included within the deed of Variation to the S.106 Agreement for Eastern Quarry to cover such an event. Ultimately if development in Eastern Quarry ceases then demand on transport network would be reduced. The programme has the flexibility to allow alternative schemes to be implemented. Monitoring the progress of development will ensure that any commitment to implement a scheme matches available funding.
7.	Funding	Developer	4	5	5	4	4.7	Significant	The programme approach to strategic transport

		contributions from S.106 Agreements/CIL do not produce the level of funding anticipated.						(4.5)	infrastructure improvements allows flexibility to react to changing circumstances. Alternative sources of funding would be explored to cover any shortfall from development this could include further public sector funding if available. CIL charging for the programme could be extended beyond the current timescale of 2030/31. Ultimately the programme could be reduced in its scope to match the available funding.
8.	Funding	Developer contributions from S.106 Agreements/CIL produce a level of funding in excess of that anticipated.	1	2	2	1	1.7	Low (1.2)	Flexibility within the programme would enable schemes to be brought forward to take advantage of any additional funding. Governance arrangements will allow key stakeholders to determine if any additional schemes should be added to the programme.
9.	Funding	Use of CIL to secure developer contributions towards the programme is successfully challenged.	2	5	2	2	3.0	High (2.3)	Programme established in Infrastructure Delivery Plan of the Core Strategies for Dartford and Gravesham and in the CIL Charging Schedules. Sufficient evidence provided to justify need for infrastructure, costs and charge to development. Use of more limited negotiations under traditional S.106 Agreements.
10.	Funding	Competing priorities for funding raised by CIL results in a reduced level of funding from developer contributions.	4	5	5	4	4.7	Significant (4.5)	CIL is reviewed at 5-year intervals. Flexibility in programme to delay implementation of schemes if necessary. Governance arrangements would include a Partnership Agreement between the local authorities. Programme could be reduced to match available funding. CIL funding for programme could be extended beyond 2030/31.
11.	Funding	Continued slow-down in the rate of development leads	3	4	5	2	3.7	High (3.4)	Any delay in development would delay the need for transport intervention. Flexibility within the programme to delay schemes. Developer

		to a delay in the receipt of developer contributions.							contributions would also be index linked using the Road Construction Tender Price Index so that delayed contributions would match potential increases in construction costs. CIL funding could also be extended beyond the current assumed limit of 2030/31.
12.	Funding	Further public sector funding contributions are not secured.	5	5	5	4	4.7	Significant (5.5)	Alternative sources of funding explored to cover shortfall. CIL funding could also be extended beyond the current assumed limit of 2030/31 or, if feasible, the level of CIL funding could be increased assuming the programme has priority over other community infrastructure. Programme would be reduced in scale to match available funding.
13.	Funding	Alternative sources of funding are not identified to overcome the potential shortfall in funding.	5	5	5	4	4.7	Significant (5.5)	Approach to Government to provide additional public sector funding. CIL funding could also be extended beyond the current assumed limit of 2030/31 or, if feasible, the level of CIL funding could be increased assuming the programme has priority over other community infrastructure. Programme would be reduced in scale to match available funding.
14.	Planning	Designs for the implementation of individual schemes contained in the programme fail to gain planning permission.	3	4	4	3	3.7	High (3.4)	Dartford and Gravesham Borough Councils have a prominent role in development and governance of programme. A risk based contingency will be included in costs for each scheme. Strong communication of the progress of schemes with key stakeholders and public. Alternative options considered for schemes.
15.	Planning	The purchase of third party land required to deliver individual schemes	3	3	4	1	2.7	High (3.3)	A large proportion of the schemes require land that is either in the control of the local authorities or developers who have an interest in the programme being implemented to facilitate

		contained in the programme is not achieved.							their own development. Consultation with developers to reach agreement on safeguarding of land for schemes. Both KCC and the Highways Agency can use powers of Compulsory Purchase Orders to acquire the land necessary to implement schemes.
16.	Construction	Construction costs increase.	4	4	2	4	3.3	High (4.3)	Estimated scheme costs derived to level of design of scheme and through experience and comparison with similar projects. Risk based contingency will be included in the scheme costs. Costs regularly reviewed and refined as the schemes progress. Developer contributions linked to Road Construction Tender Price Index. Flexibility within the programme to adopt alternative options.
17.	Construction	Scheme costs turn out to be less than initially estimated.	1	3	1	1	1.7	Low (1.2)	Costs regularly reviewed and refined as the schemes progress. Risk based contingency will be included in the scheme costs. Flexibility within the programme to transfer cost savings to other schemes. Governance arrangements will allow key stakeholders to determine if any additional schemes should be added to the programme.
18.	Construction	Unforeseen ground conditions and/or utilities apparatus results in increased costs and/or delays to the construction of schemes.	4	4	3	4	3.7	High (4.4)	Thorough assessment of conditions and site surveys at an early stage of the scheme design to identify potential problems. Risk based contingency will be included in the scheme costs. Alternative options considered where a risk has been identified as having an impact on the scheme costs or its viability.

Risk Assessment Scoring

Probability	5 Very Likely	Low (5.1)	Moderate (5.2)	High (5.3)	Significant (5.4)	Significant (5.5)
	4 Likely	Low (4.1)	Moderate (4.2)	High (4.3)	High (4.4)	Significant (4.5)
	3 Possible	Low (3.1)	Moderate (3.2)	High (3.3)	High (3.4)	High (3.5)
	2 Unlikely	Low (2.1)	Moderate (2.2)	High (2.3)	High (2.4)	High (2.5)
	1 Very Unlikely	Insignificant (1.1)	Low (1.2)	Moderate (1.3)	Moderate (1.4)	Moderate (1.5)
	1 Minor	2 Moderate	3 Significant	4 Serious	5 Major	
	Impact					

Proposed Governance Arrangements for the Kent Thameside Strategic Transport Programme

- (1) The following components are proposed for the Governance arrangements for the programme to be established through consultation and agreement with the key stakeholders. Currently the key stakeholders include Dartford Borough Council, the Department for Transport, the Homes & Communities Agency, Gravesham Borough Council, the Highways Agency and Kent County Council.
- (2) **Accountable Body**

Kent County Council currently acts as the Accountable Body for the programme through a decision taken on 21st February 2008 (Decision No.07/01108). In this role the County Council will enter into agreements necessary to secure funding for the programme and will manage the programme ensuring that delivery is achieved within an acceptable level of risk. It will set-up and administer a dedicated fund for the programme and use its borrowing powers when necessary to ensure the delivery of the programme.
- (3) **Funding Agreements**

Separate but inter-related funding agreements will be entered into by the County Council as the Accountable Body to secure both the public and private sector funding needed to deliver the programme. Where required this will include agreements under Section 106 of the Town & County Planning Act 1990 or Section 278 of the Highways Act 1980 or other such agreements that would secure contributions from development.

A funding agreement has already been signed with the HCA that has secured a £13m contribution towards the programme. At present further agreements are anticipated between the County Council and: -

 - a.) Dartford and Gravesham Borough Councils
 - b.) Department for Transport
- (4) **Programme Investment Fund**

A dedicated account has been established within the County Council's corporate financial system to hold both the public and private sector funding contributions. This account is solely for the use of the programme and will be subject to an independent audit.
- (5) **Steering Group**

It is proposed to establish a Steering Group initially with representatives from each of the key partners involved in the delivery of the programme. This Steering Group will meet at regular intervals to discuss matters related to the programme such as the progress of the schemes, milestones and outputs, ongoing costs and expenditure, availability of funding, the suitability of schemes in the programme, any proposed changes to the programme and any other matters as agreed by the Steering Group. The Steering Group will agree the Forward Delivery Programme.

(6) Forward Delivery Programme

A Forward Delivery Programme will be produced, in consultation with the key stakeholders, and will set out the planned expenditure and timescale for the delivery of individual schemes contained within the programme. The Forward Delivery Programme will be reviewed on an annual basis.

(7) Annual Progress Report

An Annual Progress Report will be produced which will cover: -

- a.) Expenditure on the programme to date;
- b.) Progress of the schemes contained in the programme;
- c.) Status of the Programme Investment Fund and any income that has been received;
- d.) Progress in meeting outputs and milestones;
- e.) An explanation of any delays and/or mitigating actions;
- f.) Any variations that are needed to the programme as a result of changed circumstances;
- g.) The planned expenditure for forthcoming years and the timescales for bringing forward implementation of the schemes; and
- h.) Any other matters as agreed by the Steering Group.

(8) Programme Manager

It is proposed to appoint a dedicated Programme Manager for the programme who will be responsible for its day-to-day management with the post funded from the programme. The Programme Manager would report to the Steering Group but direct line management would rest with the County Council. The Programme Manager will act as the “*Client’s Representative*” for the commissioning of schemes within the programme.

(9) Delivery Agents

The programme contains schemes that would improve both the Strategic Road Network and the Local Road Network. Delivery agents would be responsible for the implementation of individual schemes. At present this role would fall to the Highways Agency for those schemes that are part of the Strategic Road Network and to Kent Highway Services for those schemes that are part of the Local Road Network.

(10) Monitoring

Suitable data will be collected over the duration of the programme to ensure that: -

- a.) any reporting requirements set out in the funding agreements are fulfilled;
- b.) outputs and milestones of the programme are recorded; and
- c.) the programme achieves its intended aims and objectives.

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Decision No 12/01919

From: Bryan Sweetland, Cabinet Member – Environment, Highways & Waste
Paul Crick - Director of Planning & Environment

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: KCC response to the consultation by Maidstone Borough on Strategic Sites Allocations

Classification: Unrestricted

Summary:

This report proposes a response by KCC to Maidstone Borough Council's public consultations on *Strategic Site Allocations*. The main strategic developments proposed by the Borough Council are employment land at Junction 8 of the M20, retail and employment uses at Junction 7 of M20, and residential land at Allington and on the Sutton Road. This is a decision in the Forward Plan for the Cabinet Member for Environment, Highways and Waste. The Committee is asked to consider KCC's response and to agree that the Cabinet Member should approve the response.

Recommendation:

That the Cabinet Committee agree to the Cabinet Member's approval of KCC's response to the consultation as set out in Part 5 of this report, and summarised in the conclusions at Part 6.

1. Introduction

1.1 Maidstone Borough Council consulted on their draft local plan Core Strategy in September 2011. The County Council supported the proposed number and distribution of dwellings, but objected to the proposal for a new site for warehousing and other employment uses near to Junction 8 of the M20.

1.2 The Borough Council's consultation in 2011 gave rise to requests that new strategic development sites, such as Junction 8, should be clearly identified. The Council therefore invited proposals for development sites (a 'call for sites') in June of this year. The call for sites asked for information about sites specifically at three strategic development locations: housing sites in North West and South East Maidstone, and employment sites at Junction 8 of the M20.

1.3 The Borough Council is now consulting on the sites and policies that it proposes to allocate in the Core Strategy. The consultation is taking place for 6 weeks from 17th August 2012, and closes on 1st October. KCC's response to the

consultation is a decision in the Forward Plan to be taken by the Cabinet Member for Environment, Highways and Waste.

1.4 The allocations will become part of the Maidstone local plan Core Strategy which the Borough Council intends to publish in December 2012 before it is submitted to the Secretary of State for independent examination in 2013 (the Examination in Public). KCC's comments on the draft Core Strategy of October 2011 therefore remain relevant.

1.5 The Borough Council are also consulting on an *Integrated Transport Strategy* for Maidstone (ITS) prepared jointly with KCC as the highways authority. The draft ITS has been agreed for consultation by an informal group of Members from both authorities. It will then be referred to the *Joint Transport Board* for Maidstone in October, and will be considered by this Committee in November for subsequent adoption by both authorities. This report does not therefore propose a KCC response to the *Integrated Transport Strategy*, but clearly such views will need to be consistent with those made on the strategic sites.

1.6 Local KCC Members have been asked for their views on KCC's response to the consultation, and Councillor Ian Chittenden has made the points summarised in Appendix 1.

2. Financial Implications

2.1 The decisions to be taken by the Borough Council may have long term financial implications for KCC as the provider of infrastructure and services to support development.

3 Bold Steps for Kent and Policy Framework

3.1 The proposed response by KCC to the consultation supports the County Council's ambition to grow the economy, and the following priorities of *Bold Steps for Kent*:

- Priority 5: Deliver the Kent Environment Strategy
- Priority 8: Respond to key regeneration challenges, working with partners
- Priority 9: Support new housing growth that is affordable, sustainable and with the appropriate infrastructure
- Priority 10: Deliver 'Growth without Gridlock'

4 KCC Response to the Core Strategy Consultation in 2011

4.1 In summary, KCC's views on the main proposals in the draft Core Strategy were as follows:

Housing

4.2 KCC supported the total of 10,080 new dwellings proposed by Maidstone Borough Council - to meet this total new sites would need to be released to provide 3,105 dwellings. KCC also supported a broadly equal distribution of new dwellings

between North West Maidstone, South East Maidstone and the 'Rural Service Centres', i.e. the larger villages.

Town Centre

4.3 Demand for an additional 29,950 sq m of comparison retail floorspace was forecast, and there was capacity for up to 34,500 sq m in the town centre. KCC supported the regeneration of the town centre, subject to satisfactory transport and parking strategies, and clarification of the quantity of office development that is planned there.

Employment

4.4 The draft Core Strategy confirmed the Borough Council's objective to provide "...10,000 new jobs with an emphasis on increasing skilled job and learning opportunities". The need for an additional 15.2 ha of land for warehousing, distribution and logistics was identified, and the draft plan proposed strategic locations for employment development including industry and warehousing at Junction 8 of the M20, and medical research and development at Junction 7 of M20.

4.5 KCC objected to the proposed employment allocation near M20 Junction 8 for a number of reasons. In particular, KCC felt that a significant new site near Junction 8 would be contrary to the conclusions of the *Kent International Gateway* (KIG) inquiry on the importance of protecting the setting of the AONB, the site could lead to pressure for larger scale development, and would be out of character with the countryside surrounding Junction 8.

5 KCC Response to the current Strategic Sites Allocations Consultation

5.1 The current consultation proposes major development at four strategic locations on the edge of the Maidstone urban area. In considering its response to the consultation KCC should have regard to any significant changes in the Borough Council's proposals since 2011, and to the circumstances that apply. The proposed KCC response to the development proposed at the four locations is as follows:

Housing

5.2 Strategic housing sites are defined in the consultation as those individually or in combination that could accommodate at least one year of housing supply towards the target of 10,080 dwellings over 20 years i.e. 504 dwellings (para. 1.8). Strategic sites to the north west and south east of the urban area are defined that would provide 1,995 dwellings.

5.3 These allocations will help the Borough Council to meet the requirements of the *National Planning Policy Framework* (NPPF March 2012 para. 47) to identify key sites, and deliverable sites to provide five years of housing. The Borough Council is testing the viability of all the sites proposed in its consultation to comply with the requirement of the NPPF that housing land and the plan as a whole should be capable of being delivered (para. 182).

5.4 KCC is assessing more precisely the need for additional school capacity and other community services to support the proposed residential development. The location of new primary schools is subject to confirmation. Current modelling suggests the need for additional secondary school places could be accommodated by expansion of the existing schools. KCC will closely monitor the implications of new housing for schools in rural areas. Developer contributions will also be sought towards library stock, community learning, youth services and adult social care.

5.5 It is **Recommended** that KCC continues to support the Borough Council's target of 10,080 new dwellings by 2026, and supports the allocation of the strategic housing sites to meet this target.

Housing land in North West Maidstone

5.6 Policy SS1 proposes that in the north west strategic location, as shown on the policies map, the council will allocate land for residential development at three sites. These will contribute, as proven necessary, to the improvement of six road junctions. Separate policies apply to each site (Policies SS1a-c) and provide for 880 dwellings as follows (sites 1-3 on the Site Location Map which accompanies this report):

a. Bridge Nursery	165
b. East of Hermitage Lane	415
c. West of Hermitage Lane	300

5.7 Although the sites allocated will lead to the loss of greenfield land, this will be on the edge of the urban area in a location accessible to schools and public transport. Detailed transport assessments submitted with forthcoming planning applications will identify the specific improvements required at the six junctions (para. 3.3).

5.8 It is **Recommended** that KCC supports the allocation of the three strategic housing sites identified in Policy SS1, and welcomes the provision for junction improvements.

5.9 KCC seeks a one FE primary school to serve this area (para. 3.7), and subject to confirmation by KCC the consultation assumes that this will be located East of Hermitage Lane. It is **Recommended** that KCC welcomes the recognition of the need for a new primary school in this area and notes the provision in Policy SS1b (4) for the transfer of land for primary education at the site East of Hermitage Lane. KCC will confirm the location of the school with the Borough Council, and welcomes the provision for financial contributions to education and other community facilities in Policies SS1a-c for each site.

Housing land in South East Maidstone

5.10 The south east of Maidstone has been identified as a strategic location for housing development, and three sites are proposed for allocation at the edge of the urban area on the A274 Sutton Road.

5.11 In this location, improvements to local transport are required to accommodate further housing including a bus lane for traffic approaching the town centre from Willington Street to the junction of the A274 with the A229 (para.4.1). This will have the important benefit of managing congestion and improving sustainable access to the town centre for employment and other services.

5.12 KCC is also seeking the provision of a two form entry primary school in this location. The site and the exact requirement are subject to confirmation, but the largest of the three sites (Langley Park) is the preferred location (para.4.3).

5.13 The *National Planning Policy Framework* requires that the policies of the Core Strategy and any financial obligations do not undermine viability, and the plan can be delivered (NPPF para. 173). The Borough Council therefore wishes to ensure that the sites allocated in south east Maidstone can contribute to the cost of transport and school capacity etc. and remain viable (para.4.4).

5.14 Policy SS2 proposes that in the south east strategic location, the council will allocate land for residential development at three sites, as shown on the policies map. These will contribute, as proven necessary, to the proposed bus lane, other highway works and the provision of land or funding for a two form entry primary school, or suitable enhancements to existing primary schools subject to justification of need. Sites will not be released for development until an agreement has been signed with regard to these improvements.

5.15 Separate policies apply to each site (Policies SS2a-c) and provide for 1,075 dwellings as follows (sites 4-6 on the Site Location Map):

- | | |
|---------------------------|---------------|
| a. Langley Park Farm West | 600 dwellings |
| b. North of Sutton Road | 285 dwellings |
| c. North of Bicknor Wood | 190 dwellings |

5.16 Each of the policies provides for landscaping between neighbouring development and/or the countryside. It will be important for this landscape protection to have lasting benefit by establishing a clear limit to the development on the south east edge of Maidstone, and maintaining a permanent gap between the urban area and the villages of Langley and Langley Heath. This would also contain the cumulative impact of additional traffic generation in this sector which is relatively remote from the town centre and has no direct access to the M20 junctions, adding to pressure on the A274 Sutton Road, and on minor roads unsuited to heavy traffic.

5.17 Although the sites allocated will lead to the loss of greenfield land, this will be on the edge of the urban area, and will be supported by the provision of improved public transport to the town centre, increased local school capacity and community facilities. There will be substantial landscaping of the sites.

5.18 It is therefore **Recommended** that KCC supports the allocation of the three strategic housing sites identified in Policy SS2, and welcomes the provision for transport improvements. However, KCC should request that the green wedge, shown on the Key Diagram in the consultation of September 2011, should be extended to contain development in the south east sector of Maidstone to that now proposed.

5.19 KCC seeks a two FE primary school to serve this area and, subject to confirmation, the consultation indicates that the preferred location is Langley Park. Unlike Policy SS1b (4), which includes provision for the transfer of land for primary education at the site East of Hermitage Lane, Policy SS2a for Langley Park includes no specific provision for a primary school.

5.20 Policies SS2a and SS2c provide for “*Appropriate contributions to ... education.*” However Policy SS2b for land North of Sutton Road does not refer to contributions for education.

5.21 It is **Recommended** that KCC welcomes the provision for financial contributions to education in Policies SS2a and SS2c but, subject to the confirmation of education needs and their location, requests amendments to Policy SS2a (Langley Park) to provide for the transfer of land for primary education, and to Policy SS2b (North of Sutton Road) to provide for contributions to education.

Housing at Rural Service Centres

5.22 The draft Core Strategy set a single housing target for greenfield development of 1,130 dwellings to be distributed among the five rural service centres. To provide clarity for the public and the development industry, and to assist with the preparation of neighbourhood plans, the greenfield dwelling targets are included in the consultation document as proposed additional text within Policy CS1 as follows:

- Harrietsham 315
- Headcorn 190
- Lenham 110
- Marden 320
- Staplehurst 195

5.23 It is **Recommended** that KCC welcomes the clarification of the distribution of dwellings among the rural service centres provided by the additional text to Policy CS1.

Strategic employment locations

5.24 The County Council’s priority ambition is to grow the economy, which includes supporting businesses to be more successful. The Borough Council’s ‘call for sites’ in June asked for information about employment sites specifically at Junction 8 of the M20, and not generally in the Borough as a whole.

5.25 In the current consultation the Borough Council invites further views on three sites at Junction 8 only. Confining the call for sites to Junction 8 may overlook the floorspace needs of existing businesses wishing to expand or improve their accommodation within the Borough.

5.26 It is therefore **Recommended** that KCC propose to the Borough Council that a policy be included in the Core Strategy that recognises the need for a positive response to development proposals from existing businesses for their own expansion and occupation.

Strategic employment location at Junction 8 of M20

The proposed allocation

5.27 Junction 8 of the M20 was identified as a strategic location for employment including in the Core Strategy published for public consultation in September 2011. The current consultation document states that in July 2012 the Borough Council “*re-confirmed that it regards Junction 8 is a strategic location for employment development to address qualitative and quantitative employment needs and the aspirations of the Council for economic growth. Junction 8 is the best location for a critical mass of employment uses including premier office development, industry and warehousing*”.

5.28 Accordingly the consultation document states that “*Land will be allocated in this location for a mix of light industry (B1c), general industry (B2), premium offices (B1a) with limited distribution/warehousing (B8)*”. This will be identified as policy SS3.

5.29 However the Council has decided not to identify a specific site for allocation in the current consultation, but to invite further information and views on three sites put forward in response to the *Request for Sites* in May 2012, to enable a more informed decision to be made on the allocation of sites in this location. The site options are as follows:

1. 3.5ha east of M20 J8 (EMP-01-J8)
2. 16.2ha south of M20 J8 (EMP-02-J8)
3. 25.3ha at Woodcut Farm, formerly part of the KIG proposal, of which some 7ha would be an undeveloped landscape buffer (EMP-03-J8)

These are shown on the Site Location Map as sites 7.1, 7.2 and 7.3.

5.30 The consultation document refers to information on these sites obtained from the *Request for Sites* submissions, the *Interim Sustainability Appraisal of the Strategic Site Allocations*, and the Council’s own assessment. The Borough Council invites views on these sites and any other potential sites for employment in this strategic location.

Proposed KCC response

5.31 KCC’s primary concern at this stage is the principle of a new employment site in this location. The Borough Council has confirmed that it regards Junction 8 as a

strategic location for employment development. It considers that Junction 8 is the best location for a 'critical mass' of employment uses, and now proposes that land will be allocated there for a mix of light industry (B1c), general industry (B2), and premium offices (B1a), with 'limited' distribution/warehousing (B8).

5.32 Maidstone Borough Council consulted on their draft local plan Core Strategy in September 2011 and this proposed "*employment development including industry and warehousing at Junction 8 of the M20...*" (Policy CS1). The consultation refers to the advice commissioned by the Borough Council from GVA¹ which "*identifies the need for additional warehousing growth (15.2 ha) above that already permitted.*" (para. 7.20).

5.33 The proposal in the current consultation for a "*critical mass of employment uses*" at Junction 8, including premium offices with "*limited distribution/warehousing*" appears to change the character of the development proposed from that envisaged in the 2011 consultation. The mix of uses and employment to be provided at Junction 8 are not given in the current consultation but a site of about 15ha site developed mainly with premium offices and light industry would accommodate a greater number of jobs than the warehousing and logistics envisaged by GVA.

5.34 The report by GVA for the Borough Council concluded there is very little requirement for a greater quantity of land supply for offices and industry (1.6ha, Table 14), but that there is a need for a qualitative improvement in the supply of Grade A office space, to a maximum of 26,000 sq m. Given the potential sites within the town centre "*it would be reasonable to aspire to meeting 70% of future high quality office demand within the town centre*" (para.5.21). Their advice therefore is for a modest additional provision for out of centre premium offices of 7,800 sq m, accommodated on 0.54 ha (para. 5.21). At a lower out of centre density, KCC officers believe this floorspace could occupy about 2ha.

5.35 There is therefore no clear justification for seeking a new strategic employment site for premium offices and light industry given the opportunities in Maidstone town centre and within the urban area. A new site at J8 would compete with the town centre as a location for new office occupiers, which is the preferred location both in the draft Core Strategy (Policy CS2) and the NPPF (para. 24).

5.36 Moreover, there are other sites near junctions of the M20 that have been slow to develop (e.g. Kings Hill near Junction 4, and the Eureka site at Junction 9, Ashford) and this suggests there is no market need for a new site at Junction 8.

5.37 The Maidstone *Economic Development Strategy* sets a target for an additional 10,000 jobs in the Borough and this is adopted in draft Core Strategy Policy CS1. KCC provided forecasts² for the Borough Council as evidence for the local plan. The labour supply was forecast to increase by 5,200 from 2006 to 2026 based on the planned 10,080 new dwellings. The labour supply employed in Maidstone could be increased by changes in the journey to work flows in this major labour market, for example by increasing the flows from Tonbridge and Malling and

¹ GVA 'Employment Land Review Partial Update' July 2011

² KCC 'Demographic and labour supply forecasts : Maidstone Borough Council' October 2011

Medway, which in 2001 supplied 19% of the workforce employed in Maidstone Borough (Table 14). More recent forecasts by KCC suggest a smaller increase in Maidstone's resident workforce.

5.38 However, Maidstone Borough Council aims to provide more jobs than the increase in workforce, and thus to reduce net out commuting, but cannot rely on neighbouring authorities to make under provision for employment and thus to release labour. On the contrary some neighbouring authorities such as Medway also wish to reduce reliance on other areas for employment. It would not be a sustainable strategy for Maidstone to rely on increased journey to work movements from its neighbours. Nor is it realistic to assume a reduction in out commuting to London, especially if peak hour rail services to central London are to be improved as both the County and Borough Councils wish.

5.39 The Borough Council considers that Junction 8 is the best location for a 'critical mass' of employment uses. However, this would be a new workplace destination well to the east of the urban area, poorly served by public transport and remote from the main workforce. It would create new movements within the urban area, or require workforce from the Medway Gap and Medway to travel greater distances, predominantly by car, beyond the main employment locations in Maidstone town centre and the urban area.

5.40 The landscape and countryside objections that KCC raised to the concept of a new employment site at Junction 8 of M20 still apply, and are restated in the light of the current proposal. KCC supported the Borough Council and the local community in opposing the *Kent International Gateway KIG* proposal at Junction 8, and gave evidence at the Planning Inquiry in 2009. In dismissing the applicant's appeal the Secretary of State concluded:

"Given the importance and value of the open countryside which currently forms the appeal site and of the AONB which adjoins it, and given the harm the proposal would cause to them, the Secretary of State agrees (with the Inspector) that substantial weight should be given to these matters in the determination of the appeal" (para 20).

5.41 The Borough Council's consultation seeks views on alternative sites at Junction 8, but provides no policy for a site, or the mitigation that would be required. Although the current site options are smaller than the KIG development, they are in the foreground of the AONB, and development would be visible in views from the AONB.

5.42 The development of a significant new site for employment uses near Junction 8 would be contrary to the conclusion of the KIG Inquiry on the importance of protecting the setting of the AONB. All three sites are largely green-field and outside the urban area. A major mixed use employment site would be out of character with the surrounding countryside, the neighbouring residential areas, and nearby Leeds Castle.

5.43 A new employment site at Junction 8 would create a precedent for the location of substantial new commercial activity and lead to pressure for further

development and associated land uses. Measures to landscape and 'buffer' the site could not be relied on to conceal the development or to prevent its expansion.

5.44 The harm caused by the development would not be justified given there are alternative locations such as the town centre to provide employment in Maidstone. There is no imperative to match the 10,000 job target of the Maidstone *Economic Development Strategy* given that the resident workforce was forecast to increase by half that number, and no justification to do so through a site allocation that causes harm to the AONB and countryside.

5.45 In view of the harm that a new site at Junction 8 would cause, the opportunities for new employment provision should be assessed with neighbouring authorities in the context the "duty to cooperate", having regard to accessibility within the local labour market and the overall provision of employment land.

5.46 Given KCC's objection in principle to development at Junction 8 it is not appropriate for KCC to express a preference among the three sites which have come forward in response to the 'call for sites'. However, Maidstone Borough Council officers reached the following conclusions in a report to their Cabinet of 25th July:

- The site to the east of M20 J8 is too small to make a significant contribution to the identified requirements. Further developable area would be likely to be lost to retain an adequate landscaped buffer (for ecology and to protect Old England Cottage which is Grade II listed) and to create a development platform. Highway access to the site will require extensive improvements to the A20.
- The site to the south of A20 has defined boundaries created by watercourses to the south and east and by roadside banks to the north west and north east. It could provide 11.6ha of employment land (approx 52,100 sq m) based on the developer's estimates. Views from the AONB of the site to the south of A20 are limited. In views from the south it is seen as part of the foreground to the AONB. It would require substantial landscape change to accommodate development, and could have an impact on an adjacent Local Wildlife Site.
- The developer's submission for the Woodcut Farm site proposes that 18ha (48,750sqm) be developed with the balance retained in agricultural use. The site forms part of the setting of the Kent Downs AONB and represents a continuation of the landform of the Downs. It is also visible, at a distance, from points in the AONB. Given the size of the Woodcut Farm site and its capacity to provide for extensive structural and internal landscaping, as well as its capability to accommodate development within a parkland setting, the site was recommended by officers to Maidstone Cabinet for allocation for employment development.

5.47 Action 1 of the Integrated Transport Strategy (para. 7.7) is to implement highway improvements to enable development at strategic locations, including Junction 8. The maximum cost of improving the roundabout between the A20 and

M20 link road would be £182,000 with minor works, or £4,032,000 if a fourth arm were required to accommodate development south of the A20 on site 2 above.

5.48 It is **Recommended** that KCC objects to the principle of a strategic location for employment at Junction 8 of M20, and that KCC does not express a preference among the three sites described but would require any highway improvements to be fully funded by a developer. It is **Recommended** that KCC's objection applies to all sites, and would not be overcome by the allocation of a small site such as site EMP-01-J8.

Strategic employment site at Junction 7 of M20

5.49 The strategic site at Junction 7 is understood to reflect a response to the call for employment sites. The employment on the site would contribute to the Borough Council's target for 10,000 additional jobs.

5.50 The consultation document states that "*Newnham Park is a 28.5ha site located to the north of the urban area adjacent to Junction 7 of the M20 motorway. It is approximately 2.5km from the town centre and is one of the prime gateways into Maidstone*" (para. 6.1). Site 8 on the Site Location Map shows the proposed land allocation which includes *Newnham Court Shopping Village* and the *Kent Institute of Medicine and Surgery (KIMS)*, and is adjacent to the Eclipse business park, a park and ride site, and the Hilton hotel.

5.51 The existing shopping village is predominately a garden centre with comparison shopping at the western side of the allocation site, where the land owners wish to make improvements. It occupies about 4ha.

5.52 The *Kent Institute of Medicine and Surgery (KIMS)* is under construction on the northern tip of the allocation site, with a new access road, and is due to open in 2014. It is described by its promoters as an *Independent Tertiary Centre Hospital* at which consultants drawn from Kent, London and further afield will provide services such as neurosurgery and cardiothoracic surgery to Kent residents. It occupies a 3ha site and will initially provide 15,000 sq m of hospital and other facilities in four buildings, with space for two future buildings to accommodate a neurological rehabilitation centre and an oncology centre.

5.53 The consultation document states that "*Newnham Park is located in the countryside and lies within the setting of the nationally designated Kent Downs Area of Outstanding Natural Beauty (AONB), where particular attention needs to be paid to protecting and conserving the distinctive character of the landscape*" (para. 6.3). It is envisaged as a development in a high quality environment, with a woodland and parkland setting and appropriate provision of open space.

5.54 Policy SS4 makes provision for development as follows :

"Newnham Park is allocated for a medical campus, retail park and nature reserve, as identified on the policies map. The development brief will address the following (among other matters):

1 *Provision of a maximum 150,000m² of specialist medical facilities set within an enhanced landscape structure*

6 *Medical facilities on land to the south of the hospital and west of the stream will be delivered in advance of medical facilities on land to the east of the stream*

2 *Replacement retail facilities at Newnham Court Shopping Village, confined to the immediate vicinity of the existing footprint of the current retail park*

7 *The cumulative quantum of retail floorspace will be restricted to the provision of up to 500m² above that which already exists, and any additional retail floorspace above this limit must be complementary to town centre uses and, by means of a sequential sites assessment, demonstrably require an out of town location*

8 *Submission of a retail impact assessment for both comparison and convenience goods, to be approved by the Borough Council, in order to assess the impact of retail park proposals on the town centre.*

5.55 Policy SS4 also makes provision for landscaping and an area of 3.03 hectares for new woodland planting, to be developed as a parkland nature reserve. The policy provides for access and a bus interchange as part of the retail redevelopment, and for off site highway improvements.

5.56 This is a major site allocation in a prime location, and its future use as set out in Policy SS4 has two important planning implications:

Retail policy

5.57 The consultation document states “*As confirmed in Core Strategy policies CS1 and CS2, the regeneration and revitalisation of Maidstone’s town centre is a priority, and the town centre will continue to be the primary retail and office location in the Borough*” (para. 6.15). The draft Core Strategy (page 97) makes provision for expansion of the town centre, and it is capable of accommodating town centre uses in full as envisaged by the NPPF (para. 23).

5.58 The consultation document does not give the quantity of retail space to be built at Junction 7 of M20 but states that “*Replacement facilities at Newnham Court Shopping Village will be provided in the vicinity of the existing footprint*”.

5.59 The consultation document does not set out clearly the nature of the retail centre proposed. It states that “*...retail premises that have a unique and recognised ‘out of town’ format are likely to be acceptable ... because conflict with the town centre would be unlikely.*” It proposes that additional retail space that is more than 500m² greater than that existing will be acceptable only if it complements the town centre. Uses such as cafés, restaurants and public houses, banks and estate agents, and leisure uses are not likely to be acceptable (para. 6.16).

5.60 It is proposed that a retail impact assessment will be required for both comparison and convenience goods, and a reasoned justification for any departure from the criterion for more than an additional 500 sq m must be submitted with any planning application. However, the absence of any retail quantity in the policy, and the absence of policy guidance for the use of the replacement floorspace, are cause

for concern that the impact of the centre could be significant, and contrary to the NPPF.

5.61 As drafted the policy would allow comparison goods such as clothing and household goods to be sold in direct competition with the town centre.

Medical campus and employment uses

5.62 Policy SS4 provides for a maximum 150,000m² of '*specialist medical facilities*'. Appropriate uses will include hospital or healthcare facilities, specialist rehabilitation services, medical related research and development, central laboratory facilities, and medical training. Development will be planned in a comprehensive manner by means of the development brief (para. 6.15).

5.63 The KIMS is under construction on part of the site and will provide 15,000 sq m of hospital and other facilities with space for expansion. Therefore a further 135,000 sq m of medical space is envisaged by the allocation. The consultation document provides no explanation for reserving the whole of the remainder of this large, prime site for these specialised uses.

5.64 The consultation document describes the allocation as "*located in the countryside and...within the setting of the nationally designated Kent Downs Area of Outstanding Natural Beauty*". However, the allocation includes the *Newnham Court Shopping Village* and the *Kent Institute of Medicine and Surgery*, the access for which crosses the site, and is adjacent to the incomplete Eclipse business park, the park and ride site, and the Hilton hotel. There is therefore a clear commitment to development at this location, which is close to the town centre with a dedicated public transport link. It is well located in relation to the workforce of the urban area and local journey to work movements.

5.65 There is a strong case for accommodating prime office and similar business uses alongside the KIMS together with additional medical and science uses. The site has many advantages over those suggested for allocation at Junction 8 of M20.

5.66 It is proposed that KCC support this site as the location in Maidstone for business uses to complement the town centre, and to provide for the wider variety of land uses that would constitute a medial hub, including light manufacture and office accommodation.

5.67 It is **Recommended** that KCC supports the allocation of an employment site at Junction 7 of M20 (as defined on the map accompanying Policy SS4) subject to the provisions for highway, public transport and cycle/pedestrian access set out in the policy, and welcomes the attention to be paid to the design and landscape of the site.

5.68 It is **Recommended** that KCC seeks the allocation of part of the site at Junction 7 for prime office and similar business uses in place of a new site at Junction 8 of M20, and that it be promoted by Policy SS4 as the location in Maidstone for business uses to complement the town centre, together with a medical hub.

5.69 It is **Recommended** that KCC request that Policy SS4 should specify the area of land and the amount of retail and related floorspace that will be provided at Junction 7 of M20, and that this should be limited to the replacement of the existing retail and service floorspace (excluding the open area of the garden centre). The policy should state the nature of the retail centre proposed and clearly prevent future encroachment of retail uses into the remainder of this large allocation.

Presumption in favour of sustainable development

5.70 The National Planning Policy Framework (NPPF) introduces a 'presumption in favour of sustainable development' that should be reflected in local plans. The Planning Inspectorate has published a 'model policy' to show how local plans can comply with this requirement. Maidstone Borough Council propose to incorporate this as Policy NPPF1 'Presumption in favour of sustainable development'.

5.71 It is **Recommended** that KCC support the incorporation of text into Policy NPPF1 in favour of sustainable development.

6 Conclusions

6.1 Maidstone Borough Council is now consulting on the sites and policies that it proposes to allocate in the Core Strategy. KCC's response to the consultation is a decision in the Forward Plan to be taken by the Cabinet Member for Environment, Highways and Waste. This report recommends that KCC:

1. continues to support the Borough Council's target of 10,080 new dwellings by 2026, and supports the allocation of the strategic housing sites to meet this target.
2. supports the allocation of the three strategic housing sites identified in Policy SS1, and welcomes the provision for junction improvements.
3. welcomes the recognition of the need for a new primary school in this area and notes the provision in Policy SS1b (4) for the transfer of land for primary education at the site East of Hermitage Lane. KCC will confirm the location of the school with the Borough Council, and welcomes the provision for financial contributions to education and other community facilities in Policies SS1a-c for each site.
4. supports the allocation of the three strategic housing sites identified in Policy SS2, and welcomes the provision for transport improvements, and land or funding for a two form entry primary school. However, KCC should request that the green wedge, shown on the Key Diagram in the consultation of September 2011, should be extended to contain development in the south east sector of Maidstone to that now proposed.
5. welcomes the provision for financial contributions to education in Policies SS2a and SS2c but, subject the confirmation of education needs, requests amendments to Policy SS2a (Langley Park) to provide for the transfer of land for primary education, and to Policy SS2b (North of Sutton Road) to provide for contributions to education.
6. welcomes the clarification of the distribution of dwellings among the rural service centres provided by the additional text to Policy CS1.

7. propose to the Borough Council that a policy be included in the Core Strategy that recognises the need for a positive response to development proposals from existing businesses for their own expansion and occupation.
8. objects to the principle of a strategic location for employment at Junction 8 of M20 for the reasons expressed in this report, and that KCC does not express a preference among the three sites described but would require any highway improvements to be fully funded by a developer. KCC's objection applies to all sites, and would not be overcome by the allocation of a small site such as site EMP-01-J8.
9. supports the allocation of an employment site at Junction 7 of M20 as defined on the map accompanying Policy SS4, subject to the provisions for highway, public transport and cycle/pedestrian access set out in the policy, and welcomes the attention to be paid to the design and landscape of the site.
10. seeks the allocation of part of the site at Junction 7 for prime office and similar business uses, in place of a new site at Junction 8 of M20, and that it be promoted by Policy SS4 as the location in Maidstone for business uses to complement the town centre, together with a medical hub.
11. request that Policy SS4 should specify the area of land and the amount of retail and related floorspace that will be provided at Junction 7 of M20, and that this should be limited to the replacement of the existing retail and service floorspace (excluding the open area of the garden centre). The policy should state the nature of the retail centre proposed and clearly prevent future encroachment of retail uses into the remainder of this large allocation.
12. support the incorporation of text into Policy NPPF1 in favour of sustainable development.

7 Recommendation

That the Cabinet Committee agree to the Cabinet Member's approval of KCC's response to the consultation as set out in Part 5 of this report, and summarised in the conclusions at Part 6.

8 Background Documents

- GVA 'Employment Land Review Partial Update' July 2011
- KCC 'Demographic and labour supply forecasts : Maidstone Borough Council' October 2011
- Maidstone Borough Council - "Core Strategy 2011" Regulation 25 Public Participation Consultation – September 2011
- Maidstone Borough Council - Core Strategy Strategic Sites Allocations Public Consultation 2012
- Maidstone Borough Council - Integrated Transport Strategy Consultation 2012

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Appendix 1

Local KCC Members have been asked for their views on KCC's response to the consultation, and Councillor Ian Chittenden has made the following main points:

The primary area for commercial regeneration must be Maidstone town centre, and new housing needs to be provided where there is infrastructure to support it. Maidstone Council has not looked for cross boundary solutions to the strategic planning and transportation problems of mid Kent.

Policy SS1 - North West of Maidstone

The proposals are too big, not well related to existing communities and funding for necessary infrastructure is uncertain. The Bridge Nursery site is unacceptable because it separates Maidstone and Tonbridge and Malling and supports protected flora and wildlife.

Policy SS2 - South East of Maidstone.

Councillor Chittenden does not object to the proposed development at Langley Park (SS2a) but is concerned that a new park and ride site has been dropped. The land north of Sutton Road and at Bicknor Wood (SS2b and c) are important for their wildlife and landscape. Until there is evidence that air quality, congestion and rat-running have been addressed, Councillor Chittenden cannot support Policy SS2.

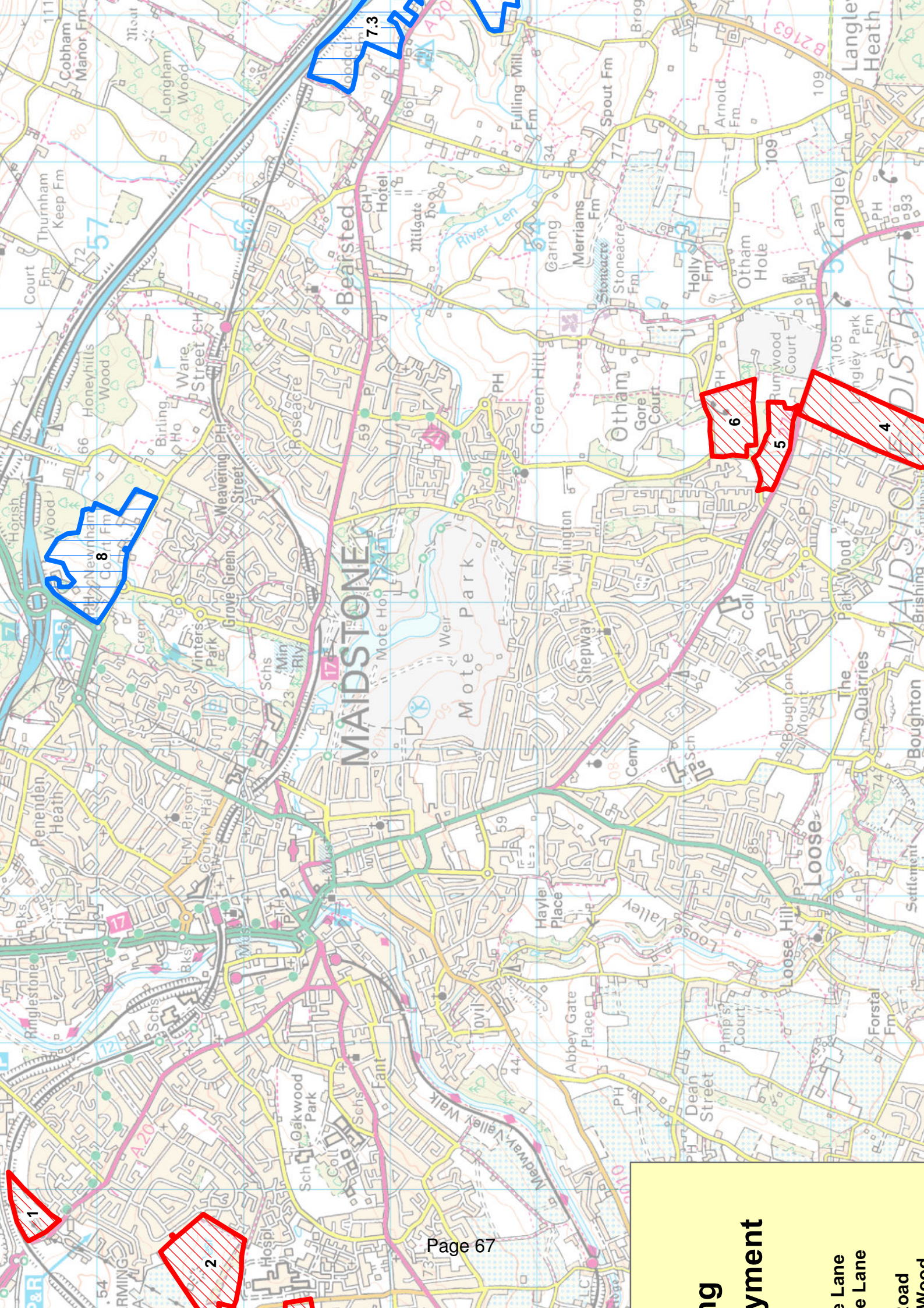
Policy SS4 - M20 junction 7 Newnham Park.

The proposal is for a massive extension of the medical campus, and expansion of "out-of-town" shopping in competition with the town centre. The site would have a significant impact on the setting sits of the Area of Outstanding Natural Beauty, and Councillor Chittenden totally opposes this policy.

Junction 8 of M20 Motorway

Councillor Chittenden opposes the site south of the Ashford Road because major cut and fill would be needed with profoundly negative visual and ecological impact. It is in the foreground of the AONB, much closer to Leeds Castle, and could open up further areas south of the Ashford Road.

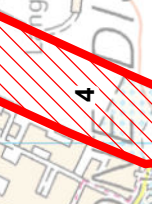
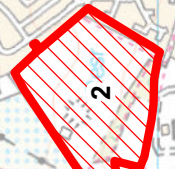
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Decision No: 12/01927

From: Bryan Sweetland, Cabinet Member – Environment, Highways & Waste
John Burr - Director of Highways & Transportation

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: Speeding up the Traffic Regulation Order Process

Classification: Unrestricted

Summary:

This report asks the Committee to consider proposals to speed up the Traffic Regulation Order (TRO) process by delegating the consideration of non-controversial objections to TRO's where the local County Councillor is in full support of the proposal to the Director of Highways and Transportation for consideration. This report sets out the process and procedures the Director would have to follow when considering the objections.

Recommendation:

Delegated authority is given to the Director of Highways and Transportation for the consideration of objections to TRO's when five or fewer objections have been received and the local County Councillor is in full support of the proposal. TRO's with more than five objections or the County Councillor is not in full support of the proposal will still be reported to the local Joint Transportation Board (JTB) for a recommendation to be made to the Cabinet Member for Environment, Highways & Waste.

1. Introduction

This report asks the Committee to consider proposals to speed up the Traffic Regulation Order (TRO) process by delegating the consideration of objections to TRO's when they are not controversial.

2. Traffic Regulation Orders (TRO's)

The Road Traffic Regulation Act 1984 gives traffic authorities the powers to make TRO's for various reasons as listed:-

- for avoiding or for preventing danger to persons or other traffic using a road,
- for preventing damage to the road or to any building,

- for facilitating the passage on a road,
- for preventing the use of the road by vehicular traffic which is unsuitable,
- for preserving or improving the amenities of the area through which a road runs,
- for any of the purposes specified in paragraphs (a) to (c) of subsection (1) of section 87 of the Environment Act 1995 (air quality)

Typically, TRO's take the form of prohibitions or restrictions such as speed limits, weight & width limits, prohibition of driving or of motor vehicles, prohibited or prescribed movements, parking restrictions etc. A TRO can be proposed on its own or as part of a scheme.

3. Current Procedures for making a TRO

When a traffic authority wishes to make a TRO it must follow a statutory procedure which is set out in The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. The procedure requires the traffic authority to consult any persons likely to be affected by the restrictions or prohibitions to be imposed by the Order. The authority must publish a notice in a local paper and carry out other provisions to ensure adequate publicity for the proposal such as writing to affected parties or posting notices on the road where the TRO is being proposed. The traffic authority then must allow a minimum of 21 days for stakeholders to make comments on the proposal and if they wish formally object.

If somebody formally objects to the TRO, the traffic authority has to consider all objections made under section 13 of The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. Objections to certain types of order necessitate a Public Inquiry and / or a decision be referred to the Secretary of State. This is relatively rare.

Current KCC procedures when objections are received are to report them to the local Joint Transportation Board for the relevant area. The Board are typically asked to make a recommendation to the Cabinet Member for Environment, Highways & Waste on whether to proceed with the scheme notwithstanding the objections; implement the proposal with modifications, or abandon the proposal. If no objections are received to a TRO then the Director of Highways & Transportation already has delegated authority to proceed with making the Order as proposed.

4. Issues with Current Procedures

The main issue with the current procedure is the time it can take for a decision to be made when objections are received to a TRO. As stated above the traffic authority is legally required to consult when proposing a TRO and give people a minimum 21 days to make objections. When added to the time it takes to design a scheme, consult and then report to a local Joint Transportation Board, which are only held every three months, it can take six to nine months to make an order for a very simple proposal such as a few metres of double yellow lines.

The proposal set out in this report is aimed at reducing the time taking for a decision to be made on TRO's when minimal objections are received and the local County Councillor is in full support of the proposals. This will enable the County Council to react quicker to potential safety issues and speed up the delivery of schemes especially those being delivered for Members out of their Member Highway Fund. When a proposal receives a number of objections and / or the local County Councillor does not support the proposal, the current procedures of asking the local JTB to make a recommendation to the cabinet member will continue.

5. Proposed Procedures

Following the statutory consultation if five or fewer objections are received and the local County Councillor is in full support of proceeding with the proposal, a report will be submitted to the Director of Highways and Transportation requesting authorisation for the Order to be made. The Director will carefully consider the matter and if he is not happy to authorise the making of the Order it will be reported back to the local JTB for a recommendation to be made to the Cabinet Member. Once an Order has been made any objector will be notified in writing within 14 days that the Order has been made. This is a requirement of The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.

When more than five objections are made and / or the local County Councillor is not in full support of the proposal this will be (as existing procedures prescribe) reported to the local JTB for a recommendation to be made to the Cabinet Member. When no objections have been received, the Director of Highways and Transportation already has delegated authority to authorise the making of the Order.

These proposed changes are also intended for use when dealing with objections received to Pedestrian Crossing & Traffic Calming notices as required as part of the Highways Act 1980.

6. Conclusions

The proposed changes to the County Councils procedures for considering objections to TRO's comply with Section 13 of The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 which states that the Order making authority shall consider all objections duly made. It does not specify that they must be considered by a committee or Councillors. These procedures also align with how many planning authorities deal with minor objections to planning applications giving delegated authority to officers to decide on non-controversial planning permissions.

The proposal supports the principles set out in Bold Steps for Kent for reducing unnecessary bureaucracy and those in the Department for Transport's January 2012 consultation document on Traffic Orders entitled "Simplifying the Process".

The proposed changes, along with the introduction of a new computerised system for writing TRO's, will cut the time it takes for the County to react to safety critical issues and speed up the delivery of schemes, especially those promoted by County Councillors via their Member Highway Fund (MHF). These changes also assist in meeting Priority 3.1 of our Highways and Transportation Annual Plan 2012/13 to improve speed of process from design to delivery of the MHF.

A recent example were these proposed changes would have sped up the delivery of a MHF scheme would have been the implementation of a pedestrian crossing in Hothfield, Ashford. Only one objection was received to this proposal which had the full support of the local County Councillor, local Borough Councillor and Parish Council however, due to this one objection the delivery of the scheme had to be delayed for three months to allow the objection to be reported to the local JTB where it was agreed to proceed notwithstanding the objection.

7. Recommendation

Delegated authority is given to the Director of Highways and Transportation for the consideration of objections to TRO's when five or fewer objections have been received and the local County Councillor is in full support of the proposal. TRO's with more than five objections or the County Councillor is not in full support of the proposal will still be reported to the local Joint Transportation Board (JTB) for a recommendation to be made to the Cabinet Member for Environment, Highways & Waste.

Background Documents:

Road Traffic Regulation Act 1984

The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996

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Decision No: 12/01932

From: Bryan Sweetland, Cabinet Member – Environment, Highways & Waste
John Burr – Director of Highways and Transportation

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: Introduction of a Kent Lane Rental Scheme (KLRS)

Classification: Unrestricted

Summary:

This report concerns the introduction of a lane rental scheme in Kent in order to apply charges to those carrying out works on the highway network, within specific strategic locations.

The KLRS has been out for formal Consultation between 25 June and 17 September and the results show a positive support for the Scheme and the overall objectives.

1 Introduction

- 1.1 The Secretary of State for Transport has the power to provide a Council with the legal Order to introduce the Regulations that bring a lane rental scheme into effect. The Government are currently only providing this power to two Local Highways Authorities to pilot this type of scheme, which will allow a daily charge to be applied to works on the most traffic sensitive parts of an authorities network . Transport for London commenced a scheme in June 2012 and KCC have been invited to consider an application for a scheme also.
- 1.1 The Highways and Transportation Annual Plan for 2012/13 includes an action listed under item 2.1 to “Agree Lane Rental pilot scheme with DfT for Kent’s most critical roads (to commence in Summer 2013)”. This was also included in the recommendations from the recent Members Roadworks Working Group agreed at the 11 May 2012 Cabinet Committee meeting.
- 1.2 KCC has designed a Kent Lane Rental Scheme (KLRS) and has carried out an extensive consultation with key stakeholders who would be affected by this Scheme (*interested parties*).

- 1.3 The Kent Lane Rental Scheme is a well-designed and well-targeted scheme, focusing on the most critical parts of the highway network. This is intended to encourage those undertaking works to carry out their works in a less disruptive manner.
- 1.4 The Kent Lane Rental Scheme compliments the existing Kent Permit Scheme and will further decrease the impact of roadworks on the travelling public in Kent.

2 Financial Implications

- 2.1 The revenue received from a lane rental scheme would be used to cover the full operating costs of the scheme. In accordance to the stated Regulations any surplus revenues will be applied towards initiatives that are associated to the objectives of the KLRS, within the areas of (i) transportation; (ii) enabling infrastructure; and (iii) industry practices and research and development.

3 Bold Steps for Kent and Policy Framework

- 3.1 The Council's Local Transport Plan has an objective to "*Keep Kent Moving*" and a Kent Lane Rental Scheme is considered an essential tool to not only deliver this objective, but to also maintain and support the Councils legal duty to "*secure the expeditious movement of traffic on the authority's road network*".

4 The Kent Lane Rental Scheme (KLRS)

- 4.1 The Kent Lane Rental Scheme would provide real incentives that encourage those undertaking works to:
 - (i) reduce the length of time that sites are unoccupied, hence reducing total works durations;
 - (ii) improve planning, coordination and working methods to maximise efficiency;
 - (iii) carry out more works outside of peak periods, reopening the highway to traffic at the busiest times and/or making greater use of evening or weekend working where the local environmental impact is acceptable;
 - (iv) optimise the number of operatives on site to enable works to be completed as quickly as possible;
 - (v) complete works to the required standard first time, reducing the need to return to the site to carry out further works.

- 4.2 the application of daily charges for works on the most traffic sensitive routes at the busiest times. The scheme incentivises behavioural change because charges can be avoided by working faster, or outside of busy times or in less disruptive ways. Further details of the scheme can be found on the consultation website:
<http://consultations.kent.gov.uk/consult.ti/kentlane2012/consultationHome>

Consultation Results

- 4.3 The Consultation resulted in over 200 comments received from 30 different interested parties. These parties consisted mainly of Promoters of works (mainly utility companies); local Councils within Kent and specialist Groups with transport interests. The majority of comments received fell into three category types: (i) support for the Scheme objectives and design; (ii) clarification of the operation of the Scheme; and (iii) questions on the Scope of the Scheme.
- 4.4 Overall, the KLRS received strong support from these interested parties, *including the promoters of affected works*, as a well-designed and purposeful Scheme.
- 4.5 As a result of the Consultation changes were applied to the Scheme design, however these did not represent fundamental changes to the Scope and instead reflected the need in some areas for further clarification to support the operation of the Scheme.
- 4.6 Prior to consultation, an Equality Impact Assessment (EqIA) was conducted on the KLRS. This EqIA determined that the Scheme has potential positive impacts, but no potential adverse impacts.

Cost/Benefit Analysis

- 4.7 As part of this application, a full cost-to-benefit analysis has been carried out to show the potential positive impact for the introduction of a lane rental scheme into Kent, for both local residents and businesses.
- 4.8 The cost benefit analysis is based on conservative assumptions about changes in working practices and includes potential savings from working off peak and from working more efficiently. The base case single year appraisal indicates that the KLRS would return significant benefits from journey time savings as well as benefits from accident savings and fuel carbon savings.
- 4.9 The base case net present value (NPV) is £8.29m (*2010 prices*) for the first year of operation, with a benefit to cost ratio (BCR) of 10.4. The scheme costs include a set up fixed cost as well as an annual running cost. On this basis the BCR demonstrates a robust return for the introduction of the KLRS.

The Application and Scheme Implementation Process

4.10 The current projected timescale to make an application for the KLRS and bring this into operation is based on submitting this application in October 2012. A decision on the KLRS should be obtained in December 2012 and a twelve week mandatory notice period to affected promoters of works would start in February 2013. During this notice period, it is intended to operate the Scheme, *without charge*, to test the operation and resolve any potential issues preventing success.

4.11 Based on these timescales a Kent Lane Rental Scheme could come into effect in May 2013.

4.12 The operation of the Scheme would require an additional seven (7) new employees, across 4 new functions, within the Roadworks and Enforcement service area. The cost of these new staff will be fully funded from the income derived from the Scheme.

5. Conclusions

5.1 Kent County Council has the opportunity to introduce new legislation that could have a significant positive impact to the residents and businesses within Kent.

5.2 The Kent Lane Rental Scheme has been designed with cooperation and support from affected Stakeholders, including those who will be carrying out the affected works.

5.3 KCC is now ready to submit an application to the Secretary of State for Transport to introduce the KLRS and bring it into effect at the earliest opportunity.

5.4 A further report will be presented to a future meeting of the Cabinet Committee on the results of application and intended start date for the Kent Lane Rental Scheme.

6. Recommendations

Members are requested to endorse the application to introduce the Kent Lane Rental Scheme with an aim to bring a scheme into effect within 2013.

7. Background Documents

- The Street Works (Charges for Occupation of the Highway) (England) Regulations 2012

- Lane Rental Schemes: Guidance to English Local Highway Authorities
(January 2012)

8. Contact details

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Decision No: 12/01921

From: Bryan Sweetland, Cabinet Member – Environment, Highways & Waste
John Burr – Director of Highways and Transportation

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: Highways and Transportation Winter Service Policy for 2012/13

Classification: Unrestricted

Summary:

Each year Highways and Transportation reviews the Council's Highways and Transportation Winter Service Policy and the operational plan that supports it in light of changes in national guidance and lessons learnt from the previous winter. This report sets out proposed amendments following the review.

Recommendation:

That the committee endorse the proposed changes to the Highways and Transportation Winter Service Policy and Plan for 2012/13 for the Cabinet Member to agree.

1. Introduction

1 (1). As a result of three successive bad winters, national guidance has been issued by the Department for Transport and is detailed in the code of practice for highway authorities – Well Maintained Highways - section 13 Winter Service. Much of the guidance provided has long been incorporated in the Highways and Transportation (H&T) winter service policy and plan. Additions to the policy are reported below

2. Financial implications

2. (1) The allocated budget for winter service for 2012/13 is £3,237,704. £20,000 of this was allocated for the purchase of additional salt bins.

3. Bold Steps for Kent and Policy Framework

3. (1) The revisions to the winter service policy meet the objectives of the Council's medium term plan for 2014/15, Bold Steps for Kent. One of the priorities of Bold Steps is to ensure that the Council gets ever greater value for money from our services and seeks more efficient provision of those services. The proposals for the winter service policy support this approach. Working in partnership with other authorities contributes towards achieving a better service and value for money for Kent residents.

3. (2) Putting the citizen in control will be achieved by continuing to provide salt bags to parishes who request them. Salt bins will be provided across the county and this year for the first time these will be identified on a map on the Kent County Council website. Advice on how people in the Kent community can self help during winter conditions will also be included on the website, including road safety tips.

3. (3) The service aims to ensure a safe operational highway network thus providing access to KCC services for all.

4. Winter resilience

4 (1) Well Maintained Highways recommends that local authorities identify a minimum network that would be treated continuously for a period of six days in the event of a severe winter event. For Kent we have identified this as being the main strategic network, i.e. all A and B roads and some other locally important roads as identified in the highway network hierarchy. Essentially, these equate to the current primary routes minus the local roads and roads that go through estates etc. H&T will always endeavour to treat the entire primary network as identified in the policy but recognise that there may be times as experienced in previous years where it will be prudent to reduce the network as stated above to maintain our salt levels and keep the main roads in Kent moving as much as possible

4. (2) Additionally H&T have identified an Operational Winter Period which is April and October, and a Core Winter Period which is December to February and the stocks of salt needed during those periods to effectively treat the network in line with recommended resilience levels. The resilience levels are shown at Appendix A. H&T have 23,000 tonnes in stock so we are well within the recommended resilience level. Arrangements are in place for winter deliveries to keep us topped up during winter and 2000 tonnes are held in a strategic stockpile at Faversham Highway depot.

5. Collaboration with neighbouring authorities

5. (1) In previous years good relationships have been established with the Highways Agency MAC Area 4 who manage the trunk roads and motorways in Kent. KCC shares two depots with the HA and there has been a reciprocal

salt sharing arrangement for some time which has worked very well. Additionally there is an arrangement with Medway Council in respect of the weather forecast and treating areas on the borders of Kent and Medway. This year H&T are participating in a meeting for surrounding authorities including West Sussex, Brighton and Hove, the Highways Agency and Connect Plus who treat the roads in Area 5 which includes the Dartford Bridge and tunnel. The meeting will provide the opportunity for the authorities to share policies and plans and discuss plans for mutual aid and where possible joint training and winter scenario exercising.

6. Media and communication

6. (1) Providing information to the people of Kent is a crucial part of delivering the winter service. Over the past two years much work has gone into developing the winter page of the KCC website including information on salting routes, salt bin locations and links to local district plans and road safety information. The site has been very successful, registering more hits during the winter months than any other part of the KCC website. This year for the first time the location of salt bins will be included on a map layer of Kent View so that residents can find out exactly where the nearest salt bin is to their homes. All KCC salt bins will be labelled as property of KCC and with a short message about how the contents should be used.

6. (2) Close working with local media organisations over the past few years has been beneficial and has increased positive coverage for the winter service. This year the media – radio, television and press – will be provided with pre prepared media briefs in advance of the winter season detailing the basics of the winter service. Key staff in H&T are working with the press office to prepare generic statements and press releases for rapid issue at the onset of winter conditions. These will be pre approved for use during periods of severe conditions when the winter service delivery team will be busy.

7. Public transport

7. (1) Resources do not allow for the treatment of all public transport networks. However H&T are working closely with bus companies across the county to ensure that where possible communication channels are put in place so that the public can be informed of any changes to routes due to snow and ice. For the first time last year H&T provided salt to selected railway stations across the county in salt bins provided by South East trains. This was very successful and will be repeated this year.

8. Forecast and ice prediction service

8. (1) The three year contract for the weather forecast expired earlier this year. A tender process has been commenced and a new three year contract

will be in place in time for the start of the winter service. The ice prediction service will continue to be provided by Vaisala Ltd.

9. Winter Service Policy and Plan 2011/12

9. (1) The Winter Service Policy is presented at Appendix B. The revisions as stated in the above paragraphs are detailed in the Policy. The Winter Service Policy is supported by an operational Plan which has been updated in line with the Policy and discussions have been had with our contractor Enterprise plc to ensure that plans are aligned. The Plan is available for Members to view on request from Highways and Transportation. In addition district plans have been developed in conjunction with district councils across the county and these will be used together with the Policy and Plan to deliver the winter service.

6. Conclusion

6. (1) The Winter Service Policy sets out Highways and Transportation's arrangements to deliver a winter service across Kent. The following revisions have been made this year:

- (a) Identification of an Overall Winter Service and Core Winter Service Period
- (b) Minimum winter service network
- (c) Levels of salt needed to maintain resilience for the (a) and (b) above
- (d) Salt bins will be identified on a map on Kent.gov
- (e) A new three year contract to provide a winter weather forecast service will be in place for the start of the winter service season

7. Recommendations

7. (1) It is recommended that the Committee endorse the updated Winter Service Policy for 2012/13

8. Background documents

8. (1) The UK Road Liaison Group's Well Maintained Highways - Section 13 Winter Service

9. Contact details

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Appendix A

Minimum Salt Stock

Minimum Stock					
Routes	Normal salting network	Minimum Winter Network (tonnes/run)	Full Pre season stock (12 days/48 runs)	Core winter period 6 days/36 runs	Overall winter period Minimum Network(3 days/18 runs)
Primary	350	350	16,800	12,600	6,300
Secondary	300	0	0	1800	5400
Total			16,800	14,400	11,700

Overall winter period - 12th October to 26th April

Core winter period - 1st November to 1st March

Days resilience (overall winter period) 3 days

Days resilience (core winter period) 6 days

The minimum in season stocks are the minimum to which stocks should be allowed to fall, i.e. restocking should take place well before the minimum is likely to be reached

Kent County Council

Winter Service Policy

Highways and Transportation Plan for 2012/13 Winter Service Period

H&T CV
9/20/2012

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1. INTRODUCTION

1.1 Winter Service - Statutory Duty

1.1.1 The statutory basis for Winter Service in England and Wales is Section 41(1A) of the Highways Act 1980, modified on 31st October 2003 by Section 111 of the Railways and Transport Act 2003 - "(1A) In particular, a highway authority is under a duty to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice.

1.1.2 The County Council recognises that the winter service is essential in aiding the safe movement of highway users, maintaining communications, reducing delays and enabling everyday life to continue. It is very important to both road safety and the local economy. The winter service that the County Council provides is believed to be sufficient so far as is reasonably practical to discharge the duty imposed by the legislation.

1.1.3 The County Council, as highway authority, takes its winter service responsibilities extremely seriously. However, it is important to recognise that the council has to prioritise its response to deal with winter weather due to the logistics and available resources.

1.1.4 Highways and Transportation provides the winter service through a contractual arrangement between Kent County Council and Enterprise plc,

1.2 Winter Service Standards

1.2.1. In order to respond as quickly and efficiently as possible to its responsibilities Highways and Transportation has adopted policies and standards for each of the winter service activities and these are detailed within this document. The operational details for the winter service activities in Kent are detailed in the Winter Service Plan 2012/13 that complements this Policy Statement.

1.2.2 Highways and Transportation provides a winter service which, as far as reasonably possible will:

- Minimise the loss of life and injury to highway users, including pedestrians, and preventing damage to vehicles and other property
- Keep the highway free from obstruction and thereby avoiding unnecessary hindrance to passage

1.3 **County Council Maintained Highways**

1.3.1 Highways and Transportation delivers the winter service on Kent County Council maintained highways.

1.4 **Motorways and Trunk Roads**

The Department for Transport (DfT) is the highway authority for motorways and all-purpose trunk roads in Kent and the Highways Agency acts for the DfT in this respect. Responsibility for the operational maintenance of motorways and trunk roads lies with the Highways Agency. Highways and Transportation therefore has no responsibility for winter service activities on these roads. However, close liaison exists between the Highways Agency contractors over action taken during the winter service operational period within respective areas of responsibilities.

2. **WINTER SERVICE OBJECTIVES**

2.1 **Salting**

2.1.1 • To prevent the formation of ice on carriageways (precautionary salting)

• To facilitate the removal of ice and snow from carriageways and footways (post salting).

2.1.2 Roads to be Included within Primary Precautionary Salting Routes

Routine precautionary salting will be carried out on pre-determined primary precautionary salting routes covering the following roads:

- Class 'A' and 'B' roads
- Other roads included in the top three tiers of the maintenance hierarchy as defined in the Kent Highway Asset Maintenance Plan. These are termed Major Strategic, Other Strategic and Locally Important roads.
- Other roads identified by Highway Managers (based on local knowledge and experience and input from relevant local stakeholders including district and parish councils), that are particularly hazardous in frosty/icy conditions

2.1.3 It would be impractical and financially draining to carry out precautionary salting of footways, pedestrian precincts or cycle ways and therefore no provision has been made. However, there will be a certain amount of salt overspill onto footways and cycle ways when precautionary salting is being carried out on adjacent carriageways. Post salting of footways and cycle ways will be carried out on a priority basis during severe winter weather, as resources permit.

2.1.4 **Minimum Winter Network**

In the event of a prolonged snow event or other circumstances leading to a shortage of resources including salt, sand and vehicles, precautionary salting will be limited to the main strategic network, i.e. all A and B roads and some other locally important roads as identified

in the highway network hierarchy. Essentially, these equate to the current primary routes minus the local roads and roads that go through estates etc.

2.2 Snow Clearance

2.2.1

- To prevent injury or damage caused by snow
- To remove obstructions caused by the accumulation of snow (section 150 of the Highways Act 1980)
- To reduce delays and inconvenience caused by snow

2.2.2 Snow clearance on carriageways will be carried out on a priority basis as detailed in paragraph 6.2.

2.2.3 Snow clearance on certain minor route carriageways will be carried out by local farmers and plant operators, who are under agreement to the County Council, using agricultural snow ploughs and snow throwers/blowers. Snow clearance on other minor route carriageways will be carried out as resources permit. Some minor routes and cul-de-sacs will inevitably have to be left to thaw naturally.

2.2.4 Snow clearance on footways and cycle ways will be carried out on a priority basis as detailed in paragraph 6.3, utilising KCC Highways and Transportation staff and district council staff where agreements exist.

2.2.5 Due to current budget constraints snow fencing will only be erected in exceptional circumstances and with the approval of the appropriate Highway Manager.

2.3 Roadside Salt Bins

To provide motorists and pedestrians with the means of salting small areas of carriageway or footway, where ice is causing difficulty, on roads not covered by primary precautionary salting routes.

3. WINTER SERVICE GENERAL

3.1 Winter Service Contracts

3.1.1 Winter service in Kent is included within the Term Maintenance Contract awarded to Enterprise plc. This contract was awarded in 2011 and is currently in place until 2016.

3.2 Winter Service Season

3.2.1 In Kent the weather can be unpredictable and the occurrence and severity of winter conditions varies considerably through the season, and from year to year. To take account of all possible winter weather the County Council's Operational Winter Service Period runs from mid October to mid April. This year the season runs from the 12 October to the 26th April 2013. The core winter service severe winter service operates

between December and February and increased salting runs are planned for this period.

3.3 Salt usage and alternatives to Salt

Pre-wetted salt and dry rock salt is used across the county for precautionary and post salting. In cases of severe snowfall, alternatives to salt will be used including sharp sand and other forms of grit.

- 3.3.1 A number of alternative materials to salt are now available which can be used for the precautionary and post treatment of ice and snow. The cost of these is extremely high and there are also environmental disadvantages associated with most of them. Salt will therefore, for the time being, remain in use throughout Kent for the precautionary and post treatment of snow and ice.

3.4 Winter resilience standard

At the start of the winter service season H&T will have 23,000 tonnes of salt in stock in depots around the county. National guidance to local authorities suggests a resilience benchmark of 12 days/48 runs i.e. the authority would be able to continuously salt its minimum winter network during its core winter period for 12 days. The level of salt in stock ensures that this number of runs can be carried out.

4. WEATHER INFORMATION

4.1 Weather Information Systems

- 4.1.1 An effective and efficient winter service is only possible with reliable and accurate information about weather conditions, at the appropriate times in the decision making process. Highways and Transportation utilises the best weather forecast information currently available allied to the latest computer technology to ensure that decisions are based on the most accurate data available at the time.

4.2 Weather Reports

- 4.2.1 During the operational winter service period Highways and Transportation will procure detailed daily weather forecasts and reports specifically dedicated to roads within Kent.

4.3 Winter Duty Officers

- 4.3.1 Experienced members of staff from KCC Highways and Transportation will act as Winter Duty Officers, throughout the operational winter service period, on a rota basis. The Officer on duty is responsible for the following:

- Receiving forecast information from the forecasting agency
- Monitoring current weather conditions

- Issuing countywide salting instructions for primary and secondary routes
- Issuing the Kent Road Weather Forecast

4.3.2 The Kent Road Weather Forecast will be issued daily containing information about expected weather conditions together with any salting instructions. The Winter Duty Officer will also be responsible for issuing forecast updates and any revised salting instructions when necessary. The Kent Road Weather Forecast will be sent to Highways and Transportation, contractors, neighbouring highway authorities, and other relevant agencies.

5. SALTING

5.1 Planning of Precautionary Salting Routes

5.1.1 Primary precautionary salting routes will be developed from those lengths of highway that qualify for treatment, whenever ice, frost or snowfall is expected. Each primary precautionary salting route will have a vehicle assigned which is capable of having a snow plough fixed to it, when required. In times of severe snowfall and/or extreme ice formation, dedicated vehicles will be assigned to patrol key strategic routes. Secondary precautionary salting routes will also be developed from other important highways for treatment during severe winter weather conditions.

5.2 Precautionary Salting

5.2.1 Precautionary salting will take place on scheduled precautionary salting routes on a pre-planned basis to help prevent formation of ice, frost, and/or the accumulation of snow on carriageway surfaces.

5.3 Post Salting

5.3.1 Post salting will normally take place on scheduled precautionary salting routes to treat frost, ice and snow that has already formed on carriageway or footway surfaces. Post salting may also be carried out on roads or sections of road beyond the scheduled precautionary salting routes.

5.4 Spot Salting

5.4.1 Spot salting will normally take place on parts or sections of scheduled precautionary salting routes either to help prevent formation of ice, frost and/or the accumulation of snow or as treatment to ice, frost and the accumulation of snow that has already formed on carriageway or footway surfaces. Spot salting may also be required on roads and footways, or sections thereof, beyond the scheduled precautionary salting routes.

5.5 **Instructions for Salting of Primary Routes**

5.5.1 Instructions for precautionary salting of primary routes will be issued if road surface temperatures are expected to fall below freezing unless:

- Road surfaces are expected to be dry and frost is not expected to form on the road surface
- Residual salt on the road surface is expected to provide adequate protection against ice or frost forming

5.5.2 Instructions for precautionary salting of primary routes will also be issued if snowfall is expected.

5.5.3 The Winter Duty Officer will issue routine instructions for precautionary salting of primary routes, for the whole of Kent, by means of the Kent Road Weather Forecast.

5.5.4 The Winter Duty Officer or Highway Manager may issue instructions for post salting and spot salting.

5.6 **Instructions for Salting of Secondary Routes**

5.6.1 The Winter Duty Officer will issue instructions for precautionary salting of secondary routes if heavy frost, widespread ice, or snow, is expected.

6. **SNOW CLEARANCE**

6.1 **Instructions for Snow Clearance**

6.1.1 The Winter Duty Officer and/or the Highway Manager nominated representatives are responsible for issuing snow clearance instructions. Snow clearance will initially take place on scheduled primary precautionary salting routes, based on the priorities given in para. 6.2.1. Subsequently, snow clearance will take place on secondary salting routes and other roads, and footways, on a priority basis.

6.1.2 Snow ploughing shall not take place on carriageways where there are physical restrictions due to traffic calming measures, unless it has been deemed safe to do so following a formal risk assessment and a safe method of operation documented.

6.2 **Snow Clearance Priorities on Carriageways**

6.2.1 Snow clearance on carriageways should be based on the priorities given below:

- A229 between M20 and M2, A249 between M20 and M2, A299 and A289;

- Other “A” class roads;
- All other roads included within primary precautionary salting routes;
- One link to other urban centres, villages and hamlets with priority given to bus routes;
- Links to hospitals and police, fire and ambulance stations;
- Links to schools (in term time), stations, medical centres, doctor’s surgeries, old people’s homes, cemeteries, crematoria and industrial, commercial and shopping centres;
- With the approval of Highway Manager, other routes as resources permit.

6.3 **Snow Clearance Priorities on Footways**

6.3.1 Snow clearance on footways should be based on the priorities given below:

- One footway in and around shopping centres, and on routes to schools (in term time), stations, bus stops, hospitals, medical centres, doctor’s surgeries, old people’s homes, industrial and commercial centres and on steep gradients elsewhere;
- One footway on main arteries in residential areas and the second footway in and around local shopping centres;
- With the approval of Highway Managers, other footways, walking bus routes and cycle ways as resources permit;
- District council staff will be commissioned to clear agreed priority footways in their local areas. Arrangements are in place between the KCC Director of Highways and Transportation and district council Chief Executive Officers.

6.4 **Agricultural Snowploughs for Snow Clearance**

6.4.1 Agreements will be entered into whereby snowploughs provided and maintained by Highways and Transportation are assigned to local farmers and plant operators for snow clearance operations, generally on the more rural parts of the highway.

6.5 **Snow Throwers/Blowers for Snow Clearance**

6.5.1 Highways and Transportation also has a number of snow throwers/blowers, which are allocated to operators on a similar basis to the arrangements for agricultural snowploughs.

7. **SEVERE WEATHER CONDITIONS**

7.1 **Persistent Ice on Minor Roads**

7.1.1 During longer periods of cold weather Highway Managers may instruct salting action to deal with persistent ice on minor roads

which are not included within the precautionary salting routes and invoke arrangements with district and parish councils to take action in their local area.

7.2 Ice and Snow Emergencies

7.2.1 During prolonged periods of severe and persistent icing, or significant snow fall, delegated officers may declare an ice or snow emergency covering all or part of the County. In this event Highway Managers will establish a “Snow Desk” and implement a course of action to manage the situation in either of these events.

8.1 Provision of Roadside Salt Bins

8.1.1 Roadside salt bins can be sited at potentially hazardous locations for use by the public, to treat ice and snow on small areas of the carriageway or footway.

8.1.2 Salt bins will be filled using a mixture of sharp sand or other grit material and salt and will be refilled twice during the winter season. In the event of severe weather further refills will be carried out as time and resources permit.

8.1.3 Assessment criteria for installing a new salt bin have been devised and are shown at Annex 1. The form will be used by Highway Operations staff to assess requests from parish councils, community groups etc, A sum of money will be allocated from Highways and Transportation to provide these salt bins.

8.2 Payment for salt bins

8.2.1 Once a salt bin has been approved by the assessment criteria, the cost of installation, filling and maintenance will be borne by Highways and Transportation.

8.2.2 Additionally one tonne bags of a salt/sand mix will be provided to parish councils who request them at the start of the winter season for use in their local area.

8.2.3 Member Highway Fund

Members are able to purchase salt bins using their Member Highway Fund in line with the usual application process.

8.2.4 Parish councils

- 8.2.4.1 Parish councils are permitted to purchase salt bins and place them on the highway once a suitable location has been approved by a qualified engineer from Highways and Transportation. These salt bins ideally should not be yellow and should be clearly identified by a label as being the property of the parish council. Highways and Transportation will have no obligation to fill or maintain these salt bins. However, the Highway Manager may agree to refill parish-owned salt bins upon request, subject to availability of salt and staff resources and the payment by the parish of an appropriate charge.

9. BUDGETS

9.1 Winter Service Budget

- 9.1.1 The budget for the annual operational winter service period is based on salting the primary precautionary salting routes on 55 occasions. The main budget is managed by the Head of Highway Operations as a countywide budget.

9.2 Ice and Snow Emergencies

- 9.2.1 There is no specific budget allocation within Highways and Transportation for ice or snow emergencies. The cost of dealing with periods of icy conditions or significant snowfalls will be met by virement from other planned programmes of work on the highway or from special contingency funds for emergencies.

10. PUBLIC AND MEDIA COMMUNICATIONS

10.1 Neighbouring Authorities and other Agencies

- 10.1.1 The Kent Road Weather Forecast containing details of the winter service action for Kent will be transmitted daily to neighbouring highway authorities and other agencies so that activities can be co-ordinated regionally.

10.2 The Media

- 10.2.1 Communicating with communities, businesses and emergency services during winter is essential to delivering an effective service. Local media organisations will be informed when instructions for salting of primary precautionary salting are issued. The Kent County Council Internet site will be updated regularly and the Highway Management Centre will issue road updates.

10.3 Pre-Season Publicity

- 10.3.1 It is important that the public are aware of and understand the Highways and Transportation approach to winter service. The Kent County Council website will have practical advice and guidance including information on the location of salt bins and

self help for communities to encourage local action where appropriate.

10.4. **Publicity during Ice or Snow Emergencies**

- 10.4.1 Liaison with the news media, particularly local radio stations, is of the utmost importance and links will be established and maintained particularly during ice or snow emergencies.

Annex

SALT BIN ASSESSMENT FORM

Location of Salt Bin	Assessment Date	Assessed by
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Characteristic	Severity	Standard Score	Actual Score
(i) Gradient	Greater than 1 in 15	75	
	1 in 15 to 1 in 29	40	
	Less than 1 in 30	Nil	
(ii) Severe Bend	Yes	60	
	No	Nil	
(iii) Close proximity to and falling towards	Heavy trafficked road	90	
	Moderately trafficked road	75	
	Lightly trafficked road	30	
(iv) Assessed traffic density at peak times	Moderate (traffic group 5)	40	
	Light (traffic group 6)	Nil	
(v) * Number of premises for which only access	Over 50	30	
	20 - 50	20	
	0 - 20	Nil	
(vi) Is there a substantial population of either disabled or elderly people	Yes	20	
	No	Nil	
TOTAL			

* N.B. Any industrial or shop premises for which this is the only access is to be automatically promoted to the next higher category within characteristic (V).

Any site for which the summation of the weighing factors equals or exceeds 120 would warrant the siting of a salt bin.

Decision No: 12/01952

From: Bryan Sweetland, Cabinet Member – Environment,
Highways & Waste
John Burr – Director of Highways & Transportation

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: Hadlow Road Link, Tonbridge

Classification: Unrestricted

Summary:

Abandonment of the proposed road scheme and surplus declaration of land and property held for the scheme that have been acquired under blight.

Recommendations:

That the proposed road scheme known as Hadlow Road Link be abandoned and no longer used for Land Charge disclosures or development control; and that land and property held for the scheme are declared surplus to highway requirements.

1. Introduction

1(1) Hadlow Road Link has been an aspiration for over 30 years. It is an expensive urban scheme that has not attracted either government or private sector development funding. The present economic climate, reduced funding and national transport policy make funding of a major scheme in a non growth area even more unlikely. The property held is deteriorating and several houses are boarded up because they are now unsuitable to be leased. This is making the area look 'run down' as well as the ongoing informal blight created by the presence of the proposal. Officers have been working with Tonbridge & Malling Borough Council on a more appropriate transport strategy that recognises that the Link Road is undeliverable and should be abandoned.

2. Financial Implications

2(1) The disposal of the land and property will realise capital receipts in an estimated range of £1.4 - £1.8m. The revenue implications will be positive as the loss of reducing rental income is offset by the avoidance of security costs and the need for significant maintenance if the properties were to be retained.

2(2) The Head of KCC Property has agreed to release £250,000 from the future capital receipts in order to help pump prime the development and implementation of priority measures identified in the revised transport strategy.

2(3) The Head of Property has also agreed that the cost of the assessment work – some £25,000 - that has been required to develop a revised transport strategy will be netted off the future capital receipts.

3. Bold Steps for Kent and Policy Framework

3(1) The removal of the blight and disposal of the land and property held will release capital assets and allow more beneficial use to be made of the land and property that together implicitly contribute to the core objective of 'Help Kent Economy to Grow'.

3(2) The scheme is identified in 'Growth without Gridlock' but progress towards meeting many of its core objectives can be more realistically achieved by a revised transport strategy.

4. Scheme Background

4(1) In the 1960's, many towns had proposals for major highway schemes and relief roads. For Tonbridge, it was for the creation of a Relief Road running in an arc from London Road around the eastern side of the town to the A21. Over the years, much of this concept was achieved in a phased and reduced form such that a route has been created from A26 Hadlow Road to the A21 at the Vauxhall interchange. The delivery of the remaining section to create a link between A25 London Road and Shipbourne Road - Hadlow Road Link – see Fig 1 - has always remained illusive. Whilst its traffic management and environmental objectives still remain valid, providing an expensive new road in a non growth area town is increasingly anachronistic. It would not satisfy the requirements or achieve any priority to secure what has become very limited Government funding for major schemes. The development framework for Tonbridge would not support the required level of private sector funding for the scheme. The time has come to accept that the Link Road cannot be delivered and to consider a more pragmatic approach to the transport strategy to reflect the current economic climate.

4(2) The scheme is defined as a single carriageway with a roundabout or more likely traffic signal controlled junction with London Road, Shipbourne Road and High Street, and creating a cross-roads signal controlled junction at Hadlow Road/Cannon Lane. The scheme is unusual in urban terms as it

would require earthworks to overcome the topography of the area and place the road in a cutting to achieve the necessary vertical alignment. Although the middle section was open in character when first planned, subsequent housing development along the corridor boundary has put it firmly into an urban context. A new estimate has not been produced but the overall project cost including works, land, utility diversions and fees would be about £10m.

5. Property Aspects

5(1) Since the scheme was first formally approved for development control and Land Charge disclosure, the County Council has been obliged to acquire many residential and commercial properties under statutory Blight. Some beneficial use has been made of these properties but over recent years this has become increasingly difficult because several of the properties require significant capital improvement rather than just basic safety and security maintenance.

5(2) The properties at the junction of London Road, Shipbourne Road and High Street were in such a poor condition that in 2007, at significant cost, they had to be demolished and the area improved and landscaped to satisfy the conservation area requirements.

5(3) Two properties on Hadlow Road are no longer in a fit state to be leased, even under guardianship arrangements, and have had to be boarded up. This follows a break-in last year and internal damage. This is inevitably leading to a run down in the appearance of the area and has recently been commented on by several residents.

5(4) In 2008, the County Council started a review of all its property assets to identify those that could realistically be released to meet funding pressures and for use in supporting wider County objectives. Properties held in Maidstone for the long standing Southern Approach Road were released and while Hadlow Road was in a similar situation, it was agreed to defer a decision to allow the Borough Council time to explore the opportunities for developer funding.

5(5) During that period no developer or other funding has been identified and indeed key developments identified in the Local Development Framework and Town Centre Area Action Plan are not conditional on the Link Road being in place.

6. Transport Strategy

6(1) The current Transport Strategy for the town centre is contained in the Tonbridge Central Area Action Plan (TCAAP) adopted in 2008 as part of the Borough Council's Local Development Framework. The Transport Strategy seeks ways to improve traffic flows and pedestrian movements in the town centre and specifically ease congestion and reduce traffic levels in the High Street in order to improve general environmental conditions and address issues such as poor air quality.

6(2) KCC as highway authority engaged Jacobs to undertake a traffic assessment of the road network in and around the town centre and prepare some outline designs with costings for a range of realistic options to assist in reducing traffic levels and ease congestion in the High Street to reflect the objectives of the TCAAP. This assessment has been mindful of the poor air quality concerns at the southern end of the High Street. Pedestrianisation of the southern end of the High Street has been advocated by a local group PATHS (Pedestrian Action for Tonbridge High Street) and, whilst an understandable aspiration, the consequential affects of reassigned traffic on other roads would lead to unmanageable congestion in the wider peak periods and cannot realistically be considered as part of the strategy.

6(3) The study has concluded that the Link Road, although desirable, is not essential to the implementation of development in the TCAAP. A review of the work to date was reported to the Tonbridge & Malling Joint Transportation Board (JTB) on 11 June. However, the Board were unwilling to support abandoning the Link Road without a better understanding of the issues and rationale for prioritisation of the improvement schemes contained in the revised transport strategy.

6(4) Further work has, therefore, been done on the review of transport strategy in order to establish preferred priorities for improvement proposals. These, and the rationale for abandonment of the Link Road, were successfully discussed with local County and Borough Council Members at a meeting on 16 August as a pre-cursor to a further Report to the JTB on 24 September. A verbal update on progress will be given to the meeting

7. KCC Local Member Views

8(1) The KCC Members for Tonbridge, Alice Hohler and Christopher Smith have been advised. Their views will be reported to the meeting verbally.

8. Conclusions

8(1) Analysis identifies that the Link Road is not essential to the implementation of the development in the TCAAP. Properties held are in a poor condition and need to be sold so that the private sector can bring them into beneficial use and the capital receipts released for the wider public benefit. A revised joint transport strategy is being developed to reflect the current situation and the limited public sector that is available.

9. Recommendations

9(1) That the Cabinet Committee supports the recommendation that the proposed road scheme known as Hadlow Road Link be abandoned and no longer used for Land Charge disclosures or development control; and that land and property held for the scheme are declared surplus to highway requirements .

10. Background Documents

10(1) Draft Report to Tonbridge & Malling Joint Transport Board – 24 September 2012.

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Decision No: 12/01930

From: Bryan Sweetland, Cabinet Member – Environment, Highways & Waste
John Burr – Director of Highways and Transportation

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: This report outlines the consultation responses to the Freight Action Plan for Kent 2012 – 2016 prior to the formal adoption of the plan.

Classification: Unrestricted

Summary: This report sets out the responses to the public consultation on the draft Freight Action Plan for Kent and consequent amendments to the Plan. The consultation period was open from 28th May 2012 until 23rd July 2012 but late submissions were accepted. The report asks that the Committee discuss and endorse the plan.

Recommendations: Members are asked to note the intention of the Cabinet Member to approve the formal adoption of the Freight Action Plan for Kent.

1. Introduction

The *Freight Action Plan for Kent* (FAP) identifies the issues facing the county in relation to road freight, develops a series of objectives and outlines a number of key actions. It focuses on road haulage as this is the mode that predominantly affects the county's residents, visitors and workers, as well as the road network itself. However, the FAP expressly supports alternative modes of transporting goods that are considered more sustainable, such as rail and water. The EHW Cabinet Committee was updated on the progress with the FAP and its action points at the meeting in May 2012.

The FAP was subject to internal consultation in February 2012 and subsequently sent to stakeholder groups for six weeks during April and May. During this time the Plan was also sent to KCC Members and Joint Transportation Boards. This produced 39 written representations and significant amendments to the document were made as a result of this process.

A final draft version of the FAP was released for public consultation online from Monday 28th May to Monday 23rd July 2012. The same stakeholder groups were again notified of the public consultation. The public consultation resulted in a further 25 written representations and 25 responses online.

This report outlines the results of the consultation process, which has been largely positive with many respondents supporting the FAP and offering assistance in completing the action points. Final improvements have now been made to the FAP and it is ready to be approved by the Committee.

2. Financial Implications

Some of the actions in the Plan have implications for officer time and consequently a new Freight Officer role was created in July 2012 and will be appointed in September 2012. There are no further financial implications beyond agreed budgets.

3. Bold Steps for Kent and Policy Framework

The action points in the Freight Action Plan for Kent contribute towards all three of the key priorities in Bold Steps for Kent.

1. To help the Kent economy grow

The plan recognises the importance of the economic growth of the county and seeks to:-

- Work with the freight industry to seek solutions
- Provide information to the haulage industry to help them plan their journeys

2. To put the citizen in control

The plan identifies the impact that freight has on the community and seeks to work with the industry by:

- Developing a community Lorry watch scheme
- Provide a method of recording problems as they occur
- Working with the community and freight industry in raising the awareness of decisions that individuals make when ordering goods

3. To tackle disadvantage

The plan identifies the problems faced by the community and sets out the objectives to:

- Improving air quality
- Ensure lorries are kept away from residential areas

4. Discussion

The stakeholder consultation in April/May produced a number of very detailed and helpful responses. As a result the FAP was significantly amended to rectify any omissions identified and for general improvement. This ensured that the draft released to the public was as close to the final version as possible.

The public consultation was promoted online on the Roads and Transport page on www.kent.gov.uk and also picked up by the industry website *Commercial Motor*. Other local papers had published a previous press release about the development of the FAP, although this was before consultation dates had been finalised.

The responses to the public consultation can be split between the written representations made and the online responses.

The written representations were overall positive in nature, committing support and future assistance in carrying out the actions. One area of concern (expressed by three respondents) was not having carried out a Habitats Regulation Assessment. However, it has been decided that this is unnecessary at this stage because the document is a high-level overview of what KCC will work towards. Once the actions develop into projects and schemes more detailed planning and assessment will be carried out. This reasoning has now been explicitly included in the Plan. More of the responses requested that specific local issues are acknowledged in the document but largely this has not been possible to prevent the document from becoming cumbersome. Others suggested specific interventions, such as additional mirrors on HGVs. Again these have not been added to the Plan to avoid it containing too much detail; however, it is envisaged that these types of interventions will develop out of the individual action points.

The online questionnaire received 24 responses the majority agreed with each objective. Many of the additional comments made by respondents offered suggestions for additional actions or expressed support and a need for urgent action. For the same reasons as above, significant amendments have not been made although the comments made have been taken into account.

New suggestions that were added to the Actions Table as a result of the consultation are:

- To review HGV signing across the county and work with the Highways Agency to consider signing to discourage diversion off the Strategic Road Network.
- To consider if routes are reaching capacity in terms of HGV movements and how this can influence planning decisions.

The Freight Transport Association provided a comprehensive consultation response offering both practical advice, for example in relation to Lorry Watch,

and support for the objectives and actions. We look forward to working with the organisation more closely in the delivery of the Plan.

More detail on the consultation responses can be found in the appended reports.

5. Conclusions

The *Freight Action Plan for Kent 2011 – 2016* provides a framework for dealing with the problems generated by road freight in the county. Through the public consultation the Plan has been well received and no significant amendments have had to be made.

6. Recommendations

Members are asked to note the intention of the Cabinet Member to approve the formal adoption of the Freight Action Plan for Kent.

7. Background Documents

Attached are:

- A copy of *The Freight Action Plan for Kent 2012 – 2016*;
- The updated Equalities Impact Assessment;
- Online consultation summary report;
- Written representations summary report;

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THE FREIGHT ACTION PLAN FOR KENT

2012 - 2016

KENT COUNTY COUNCIL
September 2012

Adopted by County Council on X of Xxxxxx 2012



THE FREIGHT ACTION PLAN FOR KENT

2012 – 2016

This document is available in alternative formats and languages upon request, please call 08458 247 247.

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Foreword

TBC

Executive Summary

Kent County Council has developed this Freight Action Plan with the aim to effectively address concerns with the movement of freight both through and within Kent. The Plan sets out the vision to:

“Promote safe and sustainable freight distribution networks into, out of and within Kent, which support local and national economic prosperity and quality of life, whilst working to address any negative impacts on local communities and the environment both now and in the future.”

The Plan will be tackled by Kent County Council, working with partner organisations and local communities to increase the effectiveness of the actions. The emphasis of the Plan is on road haulage and specifically Heavy Goods Vehicles. This is the dominant mode of freight transportation within Kent, has the greatest impact on the county’s residents, and fundamentally affects the highway network itself.

The Plan has identified six key objectives that have generated a number of action points. These actions are subdivided into those currently underway and those planned for the future. The objectives are:

Objective 1: To find a long-term solution to Operation Stack.

Objective 2: To take appropriate steps to tackle the problem of overnight lorry parking in Kent.

Objective 3: To effectively manage the routing of HGV traffic to ensure that such movements remain on the Strategic Road Network for as much of their journey as possible.

Objective 4: To take steps to address problems caused by freight traffic to communities.

Objective 5: To ensure that KCC continues to make effective use of planning and development control powers to reduce the impact of freight traffic.

Objective 6: To encourage sustainable distribution.

These objectives do not form an order of priority, rather they all need addressing simultaneously in order to achieve the vision.

The Freight Action Plan for Kent recognises the need for businesses to use the county’s highway network but seeks to mitigate the impacts of this on local communities.

1.0 Introduction

1.1 Freight is the term used to define the transportation of goods via road, rail, air or water. Freight is essential to the UK economy and an integral part of modern life. It can be transported over long distances, for example across or within countries, as well as via shorter distribution networks. This Plan will focus predominantly on road freight and specifically Heavy Goods Vehicles (HGVs).

1.2 The changing nature of the UK economy is reflected in the changing mix of freight vehicles. There are now fewer HGVs and a greater number of vans. Additionally, the proportion of freight carried by rail has significantly increased in recent years, although the surface transport market is still dominated by road haulage. Network Rail expects rail freight demand to grow by 140% over the next 30 years¹. Likewise, the UK port sector is expected to grow. In 2006 the Government forecast Ro-Ro traffic to increase by 101% by volume to 170m tonnes by 2030².



1.3 Despite these national trends, Kent's role as a UK Gateway means that a high proportion of HGV traffic heading to and from Europe uses the county's road network. Consequently there are negative impacts on Kent's residents, visitors and the road network itself.

1.4 When freight is discussed images of industrial sites, businesses and shops spring to mind. However, logistics networks increasingly serve households for deliveries of online shopping; and public service vehicles require access to frontages, for example refuse collection.

1.5 The County Council appreciates the need for freight to move on Kent's road network and the positive economic and social benefits that the industry brings both to the county and UK as a whole. However, the negative impacts are well recognised by Kent County Council (KCC) and industry bodies alike. It is these negative impacts that this Action Plan has been formulated to mitigate.

1.6 The Plan will describe the situation in Kent and identify actions that can be taken by KCC, with partners, to mitigate the impact of freight on the

¹ Network Rail, 2010a.

² Department for Transport, 2012a.

county's road network and residents' quality of life. The emphasis of the Plan is on road haulage for three reasons. Firstly, it is the dominant means of transporting freight across and within Kent, it affects Kent's residents the most, and thirdly, KCC has responsibility for the roads in Kent (except the motorway and trunk roads and Medway Council area).

- 1.7 The actions are assigned to six objectives. There is **no order of priority** for the objectives because they need addressing simultaneously in order to achieve KCC's vision.

2.0 Scope of the Plan

- 2.1 This Plan has been written by Kent County Council and applies to roads for which KCC is the Highways Authority; i.e. all roads in Kent except the motorways and trunk roads and roads in the Medway Council area. Objective 3 refers to the Strategic Road Network (motorways and trunk roads) because these are the recommended routes for freight.
- 2.2 Although this Plan will predominantly focus on actions to mitigate the impacts of road haulage, references are made to alternative modes. KCC supports sustainable distribution but beyond support and encouragement this Plan does not take action. A separate Rail Freight Plan will be developed that will deal with encouraging modal shift from road to rail.
- 2.3 The Plan is designed to identify realistic actions that can be taken to tangibly improve the situation. For this reason, large scale (strategic) projects have been excluded. Further, this serves to reduce duplication as many of these projects appear in the *Local Transport Plan for Kent and Growth without Gridlock*. The exception to this is objective 1, around Operation Stack, which has been included because it is specific to road haulage.
- 2.4 Further assessment on the FAP, such as a Habitats Regulations Assessment, has not been carried out at this stage. However, when the actions in the Plan become more detailed and are developed into projects and schemes such assessment will be completed as necessary.

3.0 Roles and responsibilities

- 3.1 The impacts of freight are wide and varied and therefore a number of authorities are involved in mitigation. KCC recognises the need for close partnership working with the bodies listed below and others, such as Parish and Town Councils, local communities, and industry representatives.

Kent County Council

- 3.2 KCC is the Highway Authority for over 5000 miles of roads in Kent, except the motorway and trunk roads, and roads within the Medway Council area. KCC's roads range from County Primary Routes, such as the A229 and A28, to unclassified rural roads. The Council is responsible for maintaining the public highway and regulating development that affects it.

- 3.3 KCC is also the Local Transport Authority and under the Traffic Management Act 2004, all Local Transport Authorities in England have a duty to “secure the expeditious movement of traffic on the authority’s road network,” including freight traffic.
- 3.4 Strategic plans for transport in Kent can be found in the third Local Transport Plan, Growth without Gridlock and the Rail Action Plan for Kent. All of these can be found on the KCC website at www.kent.gov.uk.

Highways Agency

- 3.5 The management and maintenance of motorways and trunk roads in England is the responsibility of the Highways Agency (HA), which is an executive agency of the Department for Transport (DfT). As part of the network management duty, KCC works in partnership with the Highways Agency to prevent incidents on the Strategic Road Network which have an adverse impact on local roads.
- 3.6 Roads managed by the HA in Kent include the M25, M26, M20, M2/A2, A21, A249 and A259.

Department for Transport

- 3.7 The DfT runs projects to encourage the transfer of freight from road to rail and water, both of which are comparatively sustainable and have a smaller impact on people’s lives. The DfT also sets regulations for the industry and researches freight transport, including their November 2011 national study into lorry parking.

District authorities

- 3.8 The twelve district authorities in Kent have a statutory duty to coordinate and manage air quality action plans under their Local Air Quality Management (LAQM) function. They are also the Planning Authority, responsible for granting permission for development applications except County Matters applications. This is explained in more detail under objective 5. District authorities also have parking enforcement powers under their agency agreement with KCC.

Kent Police

- 3.9 Kent Police is responsible for the enforcement of restrictions on lorry movements (such as weight and width limits), managing illegal parking and issuing penalty notices to drivers committing offences. They also run monthly Stammtisch meetings for lorry drivers with the aim to improve safety and reduce criminal activity on the roads. Information is provided in a variety of languages.

Medway Council

- 3.10 Medway Council is the Highway Authority for the 513 miles of roads in the Medway unitary authority area. They have the same responsibilities as KCC but for their roads.

4.0 Kent County Council's vision

- 4.1 "To promote safe and sustainable freight networks into, out of and within Kent, which support local and national economic prosperity and quality of life, whilst working to address any negative impacts on local communities and the environment both now and in the future."

5.0 Road haulage in Kent

- 5.1 Road haulage is by far the dominant mode of freight transportation. It can be said that there are four categories of road freight:
- that passing through the county *en route* to another destination;
 - HGV/Large Goods Vehicle (LGV) freight with its final destination in Kent;
 - HGVs/LGVs generated as a result of businesses operating from Kent; and
 - small goods vehicles delivering to residential or commercial properties.

- 5.2 The first category will primarily use the motorways and "A" roads. The other three categories will tend to use these roads for the majority of their journey but use the local road network to access their destination. Where the journey originates within Kent it is likely that the local road network is used during the first few miles too.

- 5.3 It is generally on the local road network that lorries cause problems and disruption, for example in contravening weight restrictions, parking in unsuitable areas, using inappropriate routes, and causing damage to the road surface. Furthermore, KCC receives complaints regarding environmental issues such as excessive noise and vibrations causing disturbance and damage. However, these impacts have to be balanced with the need for lorries to serve destinations like supermarkets and industrial estates.

- 5.4 One of the most publicised impacts on the county is Operation Stack. This occurs when disruption to cross-Channel services results in lorries being parked, or stacked, along sections of the M20, causing delays and longer journey times by diverting traffic onto local roads and adversely impacting businesses



in East Kent.

- 5.5 Cross-county routes often converge in town centres, including the A20, A229 and A249 in Maidstone and the A28 and A257 in Canterbury, and similar examples in other towns across Kent. In these areas traffic tends to move slowly with congestion creating a stop-start flow, particularly in peak commuter hours. This type of flow produces more vehicle emissions. Due to their large engine size and use of diesel fuel, lorries produce a disproportionately large amount of particulate matter, nitrogen oxides and other pollutants and unfavourably affect air quality.
- 5.6 Kent has developed as a county with a series of medium-sized towns rather than a main urban centre. This creates a need for delivery journeys across the county, which can be problematic as many roads linking the towns are single carriageway. Consequently lorries can cause congestion.
- 5.7 In the longer term, KCC has the aim to enable a system of 'bifurcation' for port traffic. This would direct traffic heading to Dover's Eastern Docks on to the M2/A2 and that for the Western Docks and Channel Tunnel on to the M20/A20. This would minimise conflicts between international and regional traffic, free up capacity on the M20, tackle air pollution and support regeneration in Dover³.
- 5.8 KCC also actively lobbies for an additional Thames Crossing, which would reduce congestion at the Dartford Crossing. In 2008/9 18,000 HGVs per day crossed at Dartford⁴. The Council also supports the provision of additional slip roads at Junction 5 of the M25 (with the M26 and A21), which would prevent traffic (including freight) from using the local road network in this area. At present westbound traffic must use the A25 through several villages. These strategic proposals can be found in *Growth without Gridlock* and the *Local Transport Plan for Kent 2011 – 2016*.
- 5.9 Kent's role as a UK Gateway means the county has a greater share of HGV traffic, particularly heading to and from the Channel Ports. This will be discussed in more detail in section 7.0.

6.0 Other freight distribution networks

Rail freight

- 6.1 The transportation of freight by rail is still a relatively small share of the overall surface freight market (HGVs plus rail) with around 12.7% (by volume) of goods moved by rail in 2009⁵. This represents 8.7% of the overall freight market (HGVs,



³ Kent County Council, 2011a.

⁴ Kent County Council, 2010.

⁵ Office of Rail Regulation, 2011.

LGVs, pipeline, rail and water). The use of this mode of distribution is more sustainable and can reduce pressure on the road network, with one freight train typically removing around 60 lorries and producing far fewer carbon emissions and air pollutants per tonne of freight than road haulage⁶. Growth in demand for rail freight is expected, with more retailers and other businesses looking to make their supply chain sustainable.

- 6.2 In Kent, the principal freight routes were designed with central London as the focus. Access to the West Coast Main line is gained via the freight routes from Kent through Kensington Olympia, and access to the Midland Main Line and East Coast Main Line is gained via this route and the North London line. However, the route via Kensington Olympia does not currently accommodate the larger continental loading gauge freight vehicles, which need to use High Speed 1 (HS1).
- 6.3 HS1 has the ability to carry fast freight services to the larger continental loading gauge. HS1 Limited is currently working with operators to deliver sustainable freight services⁷. SNCF recently operated an experimental fast freight service from Paris to St Pancras via the Channel Tunnel and HS1, and DB Schenker Rail operates one service per week from Poland to London (Barking) on HS1, with a second expected from September 2012. It is estimated that adding this service will remove 3700 truck trips⁸. These services can take lorries off Kent's roads and therefore KCC favours the growth of rail freight on HS1 wherever possible.
- 6.4 In the future, High Speed 2 (HS2) may also present opportunities for the efficient transport of freight by rail over long distances, which could impact positively on Kent. HS2 will run from London to the West Midlands with possible future extensions further north to Manchester/Liverpool and also to South Yorkshire. KCC has made representation to the Secretary of State for Transport, urging her to include a high speed link between HS2 and HS1 to the immediate north of the London rail termini in order to facilitate through operation of rail freight trains between the Channel Tunnel and routes north of London. Although present plans do not include this link, the existing North London line would provide this facility in the short term but would need upgrading to provide a long term solution.
- 6.5 In November 2011, the DfT released some interim guidance on large-scale strategic rail freight interchanges, highlighting the benefits of encouraging modal shift from road to rail. However, even where freight travels on the rail network lorry transportation will still be required to get products to their destination.
- 6.6 Whilst the County Council recognises the benefits of national and international rail freight and supports its expansion, it does not support the location of a road-to-rail freight interchange within the county. A recent

⁶ Network Rail, 2010a.

⁷ High Speed 1, 2011.

⁸ World Cargo News, 2012.

example was the Kent International Gateway (KIG) application for a road-to-rail interchange. KCC and Maidstone Borough Council opposed this because of the detrimental impact on traffic movements to the south-east of Maidstone and the questionable case for the benefits at this location. However, an interchange closer to London and the M25 (therefore taking lorries off Kent's roads) is supported, including the Howbury Park facility in the Slade Green area of the London Borough of Bexley.

- 6.7 KCC intends to influence the growth of rail freight in the county by developing a Rail Freight Plan, which will encourage modal shift from road to rail. KCC maintains that wherever possible freight should travel by rail, especially between the continent and destinations beyond London and the south east, which has no need to use Kent's road network.

Air freight

- 6.8 Both Manston Airport and London Ashford Airport have freight operations. However, the majority of air freight in the UK uses the large London airports (Gatwick, Heathrow and Stansted) as well as airports near to the many distribution centres in the Midlands (Manchester Airport and Nottingham East Midlands). This is because a large amount of freight travels in the belly holds of passenger planes, long-haul services are concentrated around London, and freight aircraft use airports close to their markets. Consequently, it is unlikely that Kent will become a major centre for air freight.



Water freight

- 6.9 The transportation of goods by water has many advantages. Shipping produces significantly less carbon per tonne of freight compared to road haulage and in addition noise pollution, vibration, congestion and accidents are either eliminated or greatly reduced. For businesses, the cost benefit from aggregation of individual shipments is greatest for sea freight and furthermore the environmental benefits can be used to enhance company image⁹.
- 6.10 Kent's long coastline and proximity to the European market makes it well placed to handle maritime freight. Continental imports and exports make up the majority of business along with one-port traffic (primarily marine-dredged aggregates). UK-wide, 95% of goods by volume entering and leaving the country do so by ship¹⁰. Lorry movements are generated when taking goods to and from the ports.

⁹ Freight by water, 2011.

¹⁰ Department for Transport, 2012a.

6.11 In the January 2012 National Ports Policy Statement the Government recognises the need for growth of UK ports, stating that location of growth should be determined by commercial factors. Kent's proximity to Europe makes it a target for growth.

6.12 The River Thames and River Medway were first and second busiest major inland waterways for goods lifted in 2010, transporting 1.84 and 0.42 million tonnes of goods of internal traffic respectively (i.e. remaining on the inland waterway and not going out to sea)¹¹. There are no other navigable inland waterways in Kent that can be utilised for inland freight movements.



7.0 Kent's international gateways

7.1 Kent is one of two key UK Gateways in the south of England. This is where Trans-European Networks for Road and Rail converge. As such, the county is a major entry and exit point for the movement of international freight. This is illustrated by the fact that 87% of powered goods vehicles travelling to mainland Europe did so via the Port of Dover and Channel Tunnel in 2011¹².

7.2 Kent contains the following international gateways:

The Channel Tunnel

7.3 The Channel Tunnel caters for lorries driven directly on to the train as well as containerised freight. In addition freight trains from the continent to the UK use the Tunnel, which removes multiple lorry movements from Kent's roads by delivering aggregates and other bulk loads directly to rail terminals near their destinations. Problems here, such as industrial action, adverse weather or a fire in the tunnel can also lead to Operation Stack being implemented. However, in recent years this has been occurring less frequently and the majority of incidents leading to Operation Stack are related to the ferry ports.

7.4 Eurotunnel offers a fast crossing (35 minutes) and frequent departures. In addition, the tunnel saves 25 km compared to the Dover ferries so is an attractive option to hauliers. Due to the physical capacity of the Tunnel and the rail lines leading to it there is a limit to the amount of traffic that can use the Tunnel. However, it is currently not operating at capacity.

¹¹ Department for Transport, 2012b.

¹² Department for Transport, 2012c.

The Port of Dover

- 7.5 Over the past two decades, the number of lorries using the Port of Dover has more than doubled¹³. The ferry services are vulnerable to poor weather and industrial action that causes delays and ultimately leads to the implementation of Operation Stack. In December 2011 the Government approved the £400 million development of Terminal 2 at Dover, doubling the capacity of the port¹⁴. Although this will not be built until market conditions are favourable and the Port has agreed to make improvements to the A20, the potential future impact on freight traffic in the county is significant.
- 7.6 The Calais 2015 Port Project aims to double the size of the Port of Calais. The project also includes a new logistics centre to cater for freight between the continent and UK¹⁵. Completion is estimated at around 2016 and these capacity increases could increase the amount of HGV traffic entering the UK through Kent.

The Port of Sheerness

- 7.7 Sheerness is a deepwater port and one of the UK's largest import points for fruit, timber, paper products and vehicles¹⁶. Peel Ports, who own the facility, have plans to develop it over the next 20 years, including a 40 hectare port expansion¹⁷. It handles both containerised and conventional cargo.



The Port of London

- 7.8 The part of the Port of London situated in the Kent and Medway consists of ten wharves and terminals, which handled 4.167 million tonnes of cargo in 2011 (representing an increase of over 24% from 2010)¹⁸. The majority of cargo is aggregate and cement but the area also handles petroleum products, paper and pulp, forest products, steel and other metals. Two of the terminals are rail-linked and the Port has plans to link more.

The Port of Ramsgate

- 7.9 Ramsgate is a Ro-Ro terminal, catering for wheeled cargo (HGVs and trailers). Six ships make the crossing to Ostende in Belgium up to 20 times a day¹⁹.

¹³ Kent County Council, 2011a.

¹⁴ Kent Online, 2011.

¹⁵ Port of Calais, 2012.

¹⁶ Kent County Council, 2011a.

¹⁷ *Ibid.*

¹⁸ J. Trimmer, PLA, by email May 2012.

¹⁹ Port of Ramsgate, 2012.

- 7.10 NB: all the Ports are constrained by the maximum vessel size they can accommodate.

Kent's wharves

- 7.11 There are a number of wharves on the Kent coast, including at Northfleet, Whitstable, Dover and Ramsgate. Landings of marine dredged sand and gravel in Kent have consistently accounted for around 30% of all landings in the south east region (excluding London) between 1998 and 2008²⁰. Landings in Medway make up a further 25%. Imported materials include cement, pulverised fuel ash, slag, crushed rock and marine dredged aggregates.

Manston Airport

- 7.12 Currently the Airport caters for around 32,000 tonnes of freight each year, consisting of mainly perishable products from Africa²¹. The owners of the airport have forecast that they will accommodate 400,000 tonnes of freight by 2033²². Onward transportation from the airport is by road.

Rail-linked aggregates terminals

- 7.13 There are active railheads in Kent. Sevington (Ashford), Hothfield (Ashford) and Allington (Maidstone) imported 500,000 tonnes of aggregates between them in both 2007 and 2008²³. A fourth railhead is at East Peckham (near Maidstone), which also imports aggregates. Further, the Port of London has two aggregates terminals in north Kent that are linked to the rail network.
- 7.14 It is likely that the majority of imports to these sites are destined for Kent and Medway and some to London, mainly for construction purposes.

8.0 Other freight generators

International gateways outside of Kent

- 8.1 Additionally there are international gateways in nearby and neighbouring authorities, including the Thamesport at Medway, London Gatwick Airport in West Sussex and London Heathrow Airport in West London. Medway also has a number of wharves importing aggregates, the Hoo Junction rail terminal, and is home to Chatham Docks, which handles over a million tonnes of cargo a year. The Port of London has a number of wharves in Essex and London. All of these are centres for freight and may use KCC's road network and the motorways in Kent (particularly the M25/M26/M20/M2).
- 8.2 Currently under construction, the London Gateway container port at Thurrock, Essex, will be able to accommodate 3.5 million containers per

²⁰ Kent County Council, 2011b.

²¹ Kent International Airport - Manston, 2009.

²² Kent County Council, 2011a.

²³ Kent County Council, 2011b.

year, dramatically increasing the container capabilities of the Port of London. It also has outline planning permission for a logistics park covering over 9 million square feet. The proposals included linkages to the rail network and are based on portcentric logistics; where companies have their distribution and/or manufacturing hubs at the port. It is estimated that the facility will remove over 60 million lorry miles from the national highway network²⁴.

Logistics operators

- 8.3 There is a significant amount of warehousing around Maidstone, Aylesford, Sittingbourne, Faversham, and Dartford. Many major distributors have regional distribution centres in these areas serving south London, Kent, Surrey and Sussex due to the good motorway connectivity.

Agricultural and horticultural businesses

- 8.4 Kent is often referred to as the “Garden of England” because of the fertile land, warm and dry climate, and history of food production in the county. £20 million of strawberries are grown in Kent each year²⁵ as well as produce from extensive orchards and other farms including a growing wine industry and market gardening. All of these crops rely on transit by lorry to their respective markets and generally operate from farms where access is only by local rural roads.



Planned construction

- 8.5 Proposed development will increase demand in the region for construction aggregates and generate more HGV movements. This includes the Thames Gateway region, which is made up of some of the east London Boroughs, the southern part of Essex, Medway, and Dartford, Gravesham, and parts of Swale in Kent. Additionally proposed housing developments in districts across Kent will increase demand. The wharves in north Kent and Medway and the railheads in the Ashford area have the potential to serve the development sites. London’s Crossrail project is already having an affect as excavated material is transported by rail to Northfleet and then onward by water²⁶.

Other sites

- 8.6 There are, of course, numerous other sites across the county that generate freight. These include smaller ports and docks (such as Ridham in Swale), supermarkets and industrial estates, and London Ashford Airport (Lydd), which has a modest freight operation.

²⁴ London Gateway, 2012.

²⁵ BBC Inside Out, 2003.

²⁶ Crossrail, 2012.

9.0 Freight Action Plan for Kent objectives

Objective I: To find a long-term solution to Operation Stack.

The issues

- 9.1 When cross-Channel services from the Port of Dover or through the Channel Tunnel are disrupted, there is no additional capacity to store the waiting vehicles. To combat this, sections of the M20 are used to “stack” lorries until normal service can resume at the ports.
- 9.2 Other traffic must be diverted from the M20 to the A20 and this causes congestion, delays and unreliable journey times as well as negative impacts on business activities in East Kent. Aside from its impact on the road network, Operation Stack requires resources from Kent Police and the Highways Agency to manage and control queuing lorries.
- 9.3 Research by the Freight Transport Association (FTA) has shown that Operation Stack costs the UK economy £1 million per day and costs Kent Police £15,000 per day as well as taking up to 90 officers away from their usual place of work²⁷.
- 9.4 Although the disruption during these periods is intense, Operation Stack is a relatively rare occurrence with no simple solution and in recent years it has become less frequent.
- 9.5 As of April 2012, the HA no longer use the Quick Moveable Barrier (QMB), which was a concrete barrier designed to allow contraflow running on the M20 (see picture). KCC had urged them to retain it.



Current actions

- 9.6 KCC has been working with Kent Police, the Highways Agency and district councils to find a long-term solution to Operation Stack and has a proposal for a lorry park adjacent to the M20 between junctions 10 and 11. This will take queuing lorries off the M20 carriageway and allow the motorway to function as normal, reducing the disruption and delay to Kent residents and businesses. A low cost design is being prepared which will aim to provide 2,700 spaces.
- 9.7 Alongside this work, KCC will continue to work with partners to investigate alternative methods to alleviate the effects of Operation Stack, for example assisting with the planning process.

²⁷ Kent County Council, 2011a.

Future actions

- 9.8 KCC will continue to progress the Operation Stack lorry park design to a stage where it can be submitted for planning permission. This will include balancing issues such as environmental impacts (on habitats, landscapes, flooding, lighting etc.) impacts on the road network, safety and security, and traffic management. Methods of funding for construction and operation of this proposal will also be investigated.

Objective 2: To take appropriate steps to tackle the problem of overnight lorry parking in Kent.

The issues

- 9.9 There are currently nine official overnight lorry parking facilities in geographical county of Kent (i.e. the area covered by KCC and Medway Council):
- Medway Pavilion Motorway Service Area – M2;
£15 – 20 per night and capacity of 42 northbound and 24 southbound.
 - Maidstone Motorway Service Area – M20;
£25-30 per night and capacity of 28 spaces.
 - Stop 24 Motorway Service Area – M20;
£15-20 per night and capacity of 20 spaces.
 - Ashford International Truck Stop – A2070;
£20 – 25 per night and capacity of 275 spaces.
 - Nell's Café, Gravesend – A2;
Free to use and capacity of 30 spaces.
 - Dover Truckstop – A2;
£20 – 25 per night and capacity of 100 spaces.
 - Oakdene Café, Wrotham – A20;
£5 per night and capacity of 10 spaces.
 - Airport Café – M20
£5 – 10 per night and capacity of 17 spaces.
 - Merrychest Café – A269
Free to use and capacity of 9 spaces.
- 9.10 The November 2011 DfT study into national lorry parking supports anecdotal evidence and previous studies in finding that on-site lorry parking facilities (i.e. designated truckstops) in the county are unable to meet demand for spaces²⁸. At district level, it found that facilities in Maidstone were 100% utilised, Gravesham and Ashford were 75-100% utilised, Dartford and Dover 50-75% and Shepway and Tonbridge and Malling 25-50%. The neighbouring Medway Council area was at 75-100% utilisation. The report suggests that at peak times many of the facilities in these areas could exceed full capacity.
- 9.11 The DfT found severe off-site parking (i.e. not in truckstops) in Swale, Canterbury and Dover districts. In Swale, 83 vehicles were found parked up, which was the highest number in the whole south east region and probably

²⁸ AECOM, 2012.

due to the fact that the Borough does not have a truckstop and nor does neighbouring Canterbury District.

9.12 The study found particular hotspots along the A249 Maidstone to Sheerness, M20 Ashford to Folkestone and A2 Dover to Faversham. A hotspot is defined as more than 25 vehicles parked within 5km of one another. It was also found that UK registered lorries are slightly more likely to park off-site than non-UK registered lorries. There are other sites in the county that may not be classed as hotspots but nevertheless suffer problems as a result of persistent lorry parking.

9.13 Due to excess demand, the cost of using truckstops and sometimes unclear signing, drivers are likely to use unsuitable parking areas, such as lay-bys or industrial estates²⁹. European law restricts the number of hours drivers may work and so when they are approaching the limit they have no choice



but to stop wherever they can. It may also be that the facilities in Kent are not secure enough to make using them worthwhile as a rise in freight crimes has increased demand for safe and secure lorry parking³⁰. There is a concentration of freight crimes in the London to Dover corridor. Furthermore, the industry is trying to attract more female drivers and safe, secure, quality, affordable facilities are essential to achieving this aim.

9.14 Private sector investment in new lorry parking facilities is unlikely due to the high costs associated with construction as well as high overheads, and therefore low profit margins, associated with operating a stand-alone lorry park.

9.15 The European LABEL project produced a method for grading lorry parking facilities based on security and services offered. Truckstop owners can use a self-assessment tool to rate their site and make this information available online on the International Road Transport Union's website for registered users³¹. However, the data is incomplete for Kent.

9.16 Problems associated with parking off-site are lorry-related crime, road safety, damage to roads, kerbs and verges, environmental health issues (particularly resulting from human waste), littering, visual and noise intrusion and reduced personal safety. Refrigeration units and in-cab heaters require the engine to

²⁹ AECOM, 2012.

³⁰ Freight Transport Association, 2011(a).

³¹ International Road Transport Union, 2011.

be running and so also contribute to air and noise pollution. These issues are primarily a concern when parking is close to residential areas.

Current actions

- 9.17 KCC is currently carrying out feasibility studies for truckstops at various locations along the M20/A20 and M2/A2 corridors and will look to work in partnership with the private sector to secure and promote these sites.



- 9.18 At the same time, KCC will work with Kent Police to manage the illegal parking of lorries in lay-bys and local estate roads (where Traffic Regulation Orders are in force). When the Police receive a complaint of a lorry causing a parking problem, officers attend and assess the situation. If it is causing a danger or obstruction to other road users then the vehicle will be moved to a more appropriate location and the driver advised or dealt with, as appropriate.

- 9.19 KCC will continue to work with local councils and residents who report unsuitable and anti-social lorry parking. These matters will be investigated and if appropriate a ban on parking could be implemented. However, these will be considered in the context of the wider area so as to not simply move the problem on.

- 9.20 Kent's Vehicle Parking Standards include provision for lorry parking at developments where appropriate. These are now guidance only as the National Planning Policy Framework enables local authorities to specify what facilities are required in their area. If Kent's district councils decide that non-residential parking standards are best formulated at county level KCC will consider the resource implications and work with districts to agree on a timetable for review and adoption.

Future actions

- 9.21 KCC will update the recommended lorry route maps for Kent. These maps will show recommended overnight parking, encouraging drivers to park appropriately. They will initially be distributed online and promoted through industry bodies. If there is demand for printed copies these could be made available at service stations or to Kent Police to hand out at Stammtisch meetings.

- 9.22 Specifically for England, the Highways Agency has produced a Truckstop Guide, including a section on the South East. This document is downloadable from the HA website by region as well as having an online interactive map. It identifies lorry parking sites, gives directions and lists the facilities available, such as cash machines, CCTV and security fencing; available at

www.highways.gov.uk/knowledge/25954.aspx. The County Council will promote this guide and through dialogue with the HA ensure that it remains current and complements our own lorry route maps.

- 9.23 Where there is an appetite to do so, KCC will facilitate the formation of Freight Quality Partnerships (FQPs). A FQP is a mechanism for open discussion amongst freight operators, freight generators and community representatives. The impetus would be on the freight industry to lead any FQPs with the support of others. They are best formed around a specific issue to ensure resources are focused and used effectively.
- 9.24 KCC will investigate using an online reporting service whereby freight related issues can be highlighted. This could be part of a freight journey planner (see objective 3) or Lorry Watch scheme (see objective 4). Issues would be investigated and the informant notified of any resulting action.

Objective 3: To effectively manage the routing of HGV traffic to ensure that such movements remain on the Strategic Road Network for as much of their journey as possible.

The issues

- 9.25 It is preferable for lorries to use the Strategic Road Network because this is designed to withstand the pressure of heavier and wider vehicles, accommodate high traffic volumes, are generally segregated from housing, and facilities for lorry drivers are located with this network in mind. Therefore, the impact of freight on communities is minimised.
- 9.26 However, on occasion the movement of freight on the Strategic Road Network does present a problem, most noticeably during the implementation of Operation Stack. At other times the volume of freight traffic influences road capacity, speed and therefore congestion and air quality.
- 9.27 An important influence over whether drivers stick to the Strategic Road Network is the use of, and sometimes overreliance on, satellite navigation (sat nav) devices. Drivers sometimes pay more attention to the route advised by their device and consequently miss or ignore road signs. This is particularly the case where drivers are unfamiliar with the area, resulting in them using unsuitable roads or perhaps getting stuck or damaging buildings and street furniture. With pressures to deliver in the fastest time and with minimal fuel consumption, sat navs may be set to use the shortest distance but this is not always the most appropriate route.



- 9.28 Unfortunately, many of these devices are designed for cars and so do not consider the suitability of the route for a large vehicle and corresponding restrictions on the highway. Another contributing factor is the length of time it takes for data to get from local authorities to mapping companies resulting in out-of-date and therefore incorrect routing. In other instances, drivers are not updating their maps when a new version is released.
- 9.29 Use of the local road network generally occurs during the first and last miles of a journey, when picking up or delivering goods. The County Council acknowledges that freight vehicles need to use this network and that this supports the economic prosperity of Kent as well as the quality of life enjoyed by its residents.

Current actions

- 9.30 KCC is working to develop an online lorry journey planner. To do this, all the information held on weight, width and height restrictions, parking restrictions, loading times, and various other data will be uploaded into a routing database. This will be linked from www.kent.gov.uk so drivers and hauliers will be able to input start and finish locations as well as the physical dimensions of their vehicle to generate a suitable route. This will also be promoted on our partners' websites.
- 9.31 KCC will continue to use positive signing to direct lorries onto the most suitable roads.
- 9.32 KCC was represented at the recent sat nav summit hosted by Local Transport Minister Norman Baker. The Council will continue to contribute to this debate, using Kent's experiences to find nationwide solutions to the issues caused by sat nav systems. Further, KCC supports the sales and promotion of truck specific sat navs in the haulage industry, such as the FTA's online shop.

Future actions

- 9.33 KCC will lobby and try to work with satellite navigation manufacturers to update their mapping data so that lorry-appropriate routes can be generated. In addition, KCC will ensure that data is available to aid the development of accurate lorry satellite navigation systems.
- 9.34 Utilising the FQP model could help to develop routing solutions, particularly when working with a local haulage company. However, it is recognised that when vehicles originate from the continent it may not be possible to administer solutions through FQPs.
- 9.35 KCC will update the lorry route maps for the county from the previous version issued in 2001. These include large scale town centre maps because these are often the final destination for freight within the county. The maps

are another means by which drivers can become informed about appropriate route choices to make whilst travelling through Kent.

- 9.36 To accompany the updated route maps, a review of HGV signing across the county will be conducted to ensure that it is clear and appropriate. For example, this could include the use of the new “unsuitable for HGVs” pictorial sign to enable all drivers, whatever their language, to understand the meaning.
- 9.37 The use of lorry-specific satellite navigation systems will be encouraged, for example when working with industry representatives and haulage companies, and in KCC’s own road safety information (see 9.54).

Objective 4: To take steps to address problems caused by freight traffic to communities.

The issues

- 9.38 This objective is presented as distinct from objective 3 because of the range of issues other than routing that affect local communities. Further, in many cases lorries need to use the local road network so this objective will cover actions that can mitigate the impacts where rerouting is not possible.
- 9.39 One example of this situation is in Littlebourne, Canterbury District. The junction of Nargate Street with the A257 is particularly tight with residential properties fronting directly onto the carriageway. HGVs using the junction have damaged buildings and KCC has consequently used bollards to protect them. KCC is now working with the Parish Council to use the new pictorial sign advising HGVs not to use the road. However, it is recognised that there are a number of large agricultural businesses in the area that need to use the road. The needs of all users must be balanced in any decision and therefore a legally enforceable weight limit was not introduced.
- 9.40 Other projects KCC have been working on include the Sittingbourne and Rushenden Relief Roads, which have been designed to allow freight traffic to take a direct route to industrial parks therefore avoiding unsuitable residential areas. However, building new roads is highly unlikely to be an option in many cases.
- 9.41 On Kent’s roads (excluding Medway and HA roads) in 2010 there were 40 crashes involving goods vehicles (defined as anything from a car-based van upwards) that resulted in a killed or seriously injured (KSI) casualty, but only 4 casualties were goods vehicle KSI casualties³². This suggests that when a goods vehicle is involved in a crash it is the occupants of other vehicles or pedestrians/cyclists who are most likely to be injured.
- 9.42 The majority of foreign goods vehicles over 7.5 tonnes maximum gross weight (mgw) use the motorway and trunk roads in Kent, with the greatest

³² Jacobs and Kent County Council, 2011a.

number along the M20 corridor. It is no surprise, therefore, that 48% of HGV crashes (all severity) on the M20 involved a foreign HGV compared to 19% for Kent overall (42 out of 219 HGV crashes)³³. To some extent, this reinforces the view that it is local operators and last mile deliveries that use the local road network in Kent rather than foreign drivers who instead tend to be making long distance journeys on the Strategic Road Network.

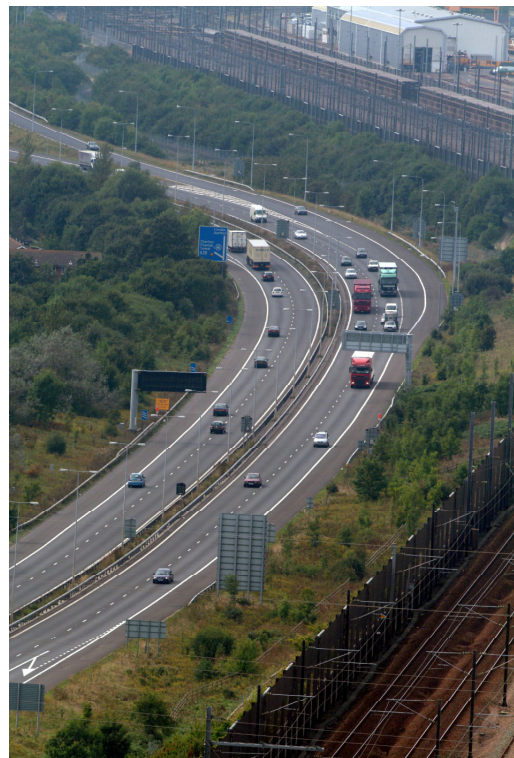
- 9.43 There are 38 Air Quality Management Areas (AQMAs) within Kent, of which 28 are on KCC roads. Freight transport makes a significant contribution to air pollution exceedances.

Current actions

- 9.44 There are a number of possible interventions the County Council can take to help minimise and prevent the negative effects of freight traffic.
- 9.45 Education and awareness can help people to become more accepting of HGV traffic as a necessary part of modern life. It can also influence people to make sustainable choices, such as getting parcels delivered to their local shop to avoid the need for redelivery if no one is at home. This can reduce freight traffic on the county's roads. The FTA is involved in educational work and the County Council will support and work with them in Kent. More information on sustainable distribution is in objective 6.
- 9.46 As stated in 9.31, Positive signing can be used to direct large freight vehicles onto suitable roads.

- 9.47 Weight restrictions take two forms – structural and environmental. Where a bridge, culvert or carriageway is structurally incapable of supporting vehicles above a certain weight a restriction can be implemented that applies to all vehicles. Alternatively, where large freight vehicles are using unsuitable roads, such as narrow residential lanes, an environmental weight restriction can be used. This would apply to vehicles over a certain weight except buses, cranes and emergency vehicles or where they need to load/unload or be garaged.

- 9.48 Width restrictions can be used in the same ways as weight restrictions. Similarly, height restrictions are used on structures



³³ *Ibid.*

such as bridges or in areas when buildings overhang the highway in order to prevent vehicles from causing damage.

- 9.49 KCC will continue to use such measures where appropriate. However, it is recognised that the effectiveness of these restrictions is largely dependent upon their enforcement, which is labour-intensive and done on a prioritisation basis by Kent Police.
- 9.50 KCC will continue to work with local councils and residents to investigate problems caused by the movement of freight through the county. In the current economic climate, critical safety schemes will be prioritised.
- 9.51 KCC is aware that public service vehicles also make up goods vehicle traffic on the road. Therefore, KCC has been working with some of the districts and boroughs currently in the procurement stage for their new waste collection contracts. This will result in more effective restrictions for waste collection along key routes, for example only collecting waste outside of peak hours. This assistance will be offered to other authorities in Kent in future.
- 9.52 KCC will work with the District and Borough Councils to work on initiatives to improve air quality across the County and particularly in the AQMAs.
- 9.53 KCC recently worked with the National Farmers' Union (NFU) to explore ways to collaborate and produced an article that was distributed to NFU members and available on KCC's website. This was targeted around springtime and covered issues regularly reported to KCC, such as mud on the road and slow moving vehicles. It also offered farmers in Kent a point of contact for any highways and other concerns that they may have. KCC will continue this partnership working.
- 9.54 Online leaflets are produced in a variety of languages and aimed at foreign drivers (commercial and tourist) to offer advice on how to drive on Kent/UK roads³⁴. Paper copies have been distributed at the Ports and Eurotunnel in conjunction with Port Police and Kent Police, and the website information is promoted through port and Eurotunnel ticket agencies. The County Council will continue to promote safer road use to HGV drivers with the aim to reduce the number of HGVs involved in road traffic collisions. This medium will also be used to promote key messages, such as using HGV specific sat navs and identifying the new pictorial signs indicating that a route is unsuitable for lorries. The website address is: <http://www.kentroadsafety.info/tourist-drivers.php>
- 9.55 KCC is investigating adapting the Lorry Watch scheme, which is usually based around a weight limit. Local volunteers record the details of vehicles contravening the weight limit and repeat offenders are contacted to ascertain why this is happening. In Kent the remit could be widened to use of inappropriate routes, even if not subject to any restrictions. Alternatively, the

³⁴ Kent County Council, 2012.

data collected could be used to plan an enforcement regime or be merged with possible work outlined in paragraph 9.56.

Future actions

- 9.56 Consistent with the localism agenda, KCC will explore working with local councils and communities to develop a methodology to show that a route is unsuitable for HGVs. This could be an extension to the Lorry Watch scheme or a standalone campaign where a sign is publicised amongst HGV drivers, for example at the ports, and then residents could display the sign on their property to inform drivers in the area.
- 9.57 As stated in objective 3, to combat the use of inappropriate routes KCC will seek to work with and lobby satellite navigation system manufacturers. The development and promotion of an online freight journey planner will also help to resolve these issues.
- 9.58 Working with freight generators, haulage companies and other interested parties either informally or by forming an FQP could help to resolve local issues. By working with the freight industry it is hoped that compromises will be reached that successfully balance the needs of industry with the needs of residents. For example, in areas with air quality problems investigating the use of Low Emission Zones, emissions standards could be agreed and adopted in an FQP.
- 9.59 To expand on the approach outlined in 9.51, the County Council will seek to work with town centre and shopping centre management companies on their delivery and servicing arrangements, such as times and routes used, to minimise the impact of HGV traffic on the road network and communities.

Objective 5: To ensure that KCC continues to make effective use of planning and development control powers to reduce the impact of freight traffic.

The issues

- 9.60 Involvement in forward planning and development management enables KCC to influence freight movements and, therefore, to reduce their impact on local communities where possible. KCC aims to ensure that this involvement is used fully and appropriately.
- 9.61 When housing, industrial or other development is proposed, KCC (as the Highway Authority for all except the motorways and trunk roads) is consulted as a statutory consultee. KCC can recommend that the district council (as the planning authority, for all except "County matters" applications) imposes conditions on planning consents and/or enters into legally binding agreements with developers. These conditions/agreements can be for the construction and/or the operational phases of the site. Such

conditions can be made with the aim to minimise any impact on the physical road network as well as the surrounding properties.

- 9.62 New developments that are deemed to have a significant impact on the surrounding transport network are required to produce a Transport Assessment that examines the extent of any impact and identifies mitigation measures.



- 9.63 KCC is also involved, in partnership with the district councils, with the forward planning of development through the preparation of Local Plans and related local transport strategies.
- 9.64 KCC is the planning authority for minerals, waste and County Council development applications (“County matters”). In such cases, the consultation and recommendations described in 9.61 above are internal to KCC.
- 9.65 It is likely that many of the developments covered by 9.61 and 9.64 above will become attractors of HGVs. However, KCC also monitors applications for Goods Vehicle Operator Licences (GVOL), which are made to the Traffic Commissioner. These licenses relate to sites at which HGVs are based and from which they operate. Involvement in this licensing is separate from, but with some relationship to, development management.

Current actions

- 9.66 The Traffic Commissioner for the South Eastern and Metropolitan Traffic Area determines applications for Operators’ Licences (or O Licences). An O Licence is the “legal authority needed to operate goods vehicles in Great Britain”³⁵. An edited version of the fortnightly “Applications and Decisions” document, retaining only items relevant to Kent, is assessed by KCC, as well as being shared with certain district partners. An O Licence determines if vehicles can be kept on the site.
- 9.67 The O Licence process grants KCC limited rights of objection, which can be made on two grounds. Firstly, based on the safety on the highway at the point of access to the site; and secondly, on environmental grounds, such as degradation of grass verges and excessive noise on approach roads for local residents. For objections on environmental grounds KCC tends to work with the relevant district or borough. All objections must be made within 21 days and must be copied to the applicants. KCC can work with applicants to negotiate a solution, if such is possible, and then withdraw the objection.

³⁵ Freight Transport Association, 2011b.

9.68 Distinct from O Licence applications, KCC also comments on planning applications for all developments proposed in Kent that will have an impact on the highway network. This enables KCC to influence, and even enter into, a legal agreement with the developer and/or recommend the imposition of conditions on the consent.

9.69 During the construction phase of any development a legal agreement or condition can be used to secure a construction management plan that designates lorry routes that construction traffic is obliged to use. KCC can also ensure that pre and post-construction surveys are carried out to assess any damage done to the surrounding roads and have it rectified by the developers. Construction Logistics Plans (CLPs) can help to manage deliveries to construction sites. These will be discussed under objective 6.



9.70 As far as is reasonably practicable, developments generating freight movements should be located where there is easy access to the Strategic Road Network, having regard for the preferred freight routing. When planning applications are submitted, developments are assessed for all reasonable access, including deliveries and collections by HGVs. If access is inappropriate, then an objection may be made, a planning condition imposed or KCC may work with the developer to reach a mutually agreeable solution. This could include, for example, upgrading a junction to accommodate large vehicles.

9.71 Opportunities to locate commercial developments next to alternative forms of transport, such as rail and waterways, are supported. However, it is recognised that such developments are very rarely on a scale large enough to warrant the necessary new rail infrastructure. Further, due to cost and time reasons road haulage is often the most attractive option.

9.72 Linking back to O Licences, when sites are the subject of applications for permission for a change of use, planning conditions can be imposed. For example, the specific area of the site to be used for the parking and manoeuvring of HGVs can be identified and safeguarded, operational hours can be limited, and access and egress in only one direction can be specified.

Future actions

9.73 Delivery times tend to be market-driven and vary between operators. Some commercial operations will use out-of-hours deliveries to avoid any impact on the customer shopping experience whereas others may depend on stock levels rather than time. In appropriate situations, KCC will investigate limiting sites to night-time deliveries in order to spread freight traffic throughout the

day. However, this would only be where there would be no disturbance to surrounding residents or to the business itself. Removing delivery vehicles out of peak traffic can reduce congestion and carbon emissions, improve air quality; and provide operational and financial benefits for businesses. KCC will encourage businesses to use alternative delivery times.

9.74 Transport for London (TfL) has produced a code of conduct for night time deliveries, highlighting ways to minimise noise and nuisance to surrounding sites³⁶. KCC will promote this code and explore possible trial sites across the county.

9.75 As discussed in 9.59, KCC will also investigate using a more informal approach by working with town or shopping centre management.

Objective 6: To encourage sustainable distribution.

The issues

9.76 Sustainable distribution involves more efficient transport and warehousing, for example using sustainably sourced building materials and insulation to reduce energy use. A full definition can be found in the glossary section. Within this Plan, only the transport side of sustainable distribution is referred to.

9.77 The 2010 Interactive Media in Retail Group consumer survey found that 75% of customers had experienced complete or first time delivery failure³⁷. This suggests that there is great potential to reduce the proportion of freight on the county's roads that is there due to redeliveries. Predominantly these are smaller vehicles, such as vans, but they still have an impact on Kent in terms of congestion, air quality and noise.

9.78 As stated in paragraph 6.7, KCC supports the expansion of the rail freight industry and the transfer of freight from road to rail. A plan will be dedicated to this and therefore this Freight Action Plan does not include any specific measures around modal shift.

9.79 KCC also supports the transfer of freight from road to waterways, as seen in the current Crossrail tunnelling where excavated materials are being shipped from London and Northfleet to Wallasea Island in Essex³⁸. The Port of London Authority (PLA) is working with major retailers to incorporate inland waterways transport into their logistics chains.

9.80 Similarly, the FTA has set up the Mode Shift Centre (<http://www.modeshiftcentre.org.uk>), which aims to “demystify rail and water freight for potential users.” Publicising alternatives to road haulage and signposting to these alternatives can produce a modal shift in supply chains. KCC supports these initiatives.

³⁶ Transport for London, 2011.

³⁷ Hampshire County Council, 2006.

³⁸ Crossrail, 2011

- 9.81 The County Council is the Minerals and Waste Planning Authority for Kent (excluding Medway). All of the aggregate wharves and railheads in the county have been studied so that they can be safeguarded through the Minerals and Waste Local Plans. The study also identified the importance of safeguarding facilities in Medway, which will be done through Medway Council's development plans.

Current actions

- 9.82 There are already alternative delivery networks that can be accessed in Kent. Many high street and online retailers offer the facility whereby parcels can be sent to local corner shops so that the customer can collect the parcel at a convenient time. This prevents the need for redelivery and reduces the mileage that freight covers.
- 9.83 Other networks use electronic lockers placed at strategic locations, such as railway stations, leisure centres, supermarkets, and petrol stations. When purchasing from an online store the customer specifies the address of the locker company who then forward the parcel on to the chosen locker location. A code is sent through to the customer and they can collect their parcel, again reducing the need for redelivery.
- 9.84 In rural locations, local businesses such as pubs and community shops may be willing to act as delivery points in a similar way.
- 9.85 In urban locations freight bicycles (also know as cargo bikes) can be a suitable means of delivering relatively small items and can be viable where an edge-of-town hub facility exists. Royal Mail once had the largest fleet of such bikes but relatively recently announced the end of bicycle post rounds countrywide.
- 9.86 Kent County Council supports the use of these alternative delivery networks and will promote their use.

Future actions

- 9.87 As explained in paragraph 9.45, KCC is has expressed an interest in working with the FTA in their educational work. This will form part of the Council's commitment to helping Kent's residents to make sustainable choices. For example, realising that when large items are ordered, such as white goods or furniture, this places another goods vehicle on the county's road network. Therefore education and awareness can help people to accept the necessity of freight traffic to maintain their current standard of living. KCC is also prepared to work with other organisations carrying out similar work.



- 9.88 Another means to reduce failed deliveries is to have parcels sent to places of work. Provided this would have a minimal impact on the business, companies should be encouraged to accept personal post for their staff members. The use of workplace deliveries will be investigated within the KCC with the potential to run a trial to assess its effectiveness.
- 9.89 As mentioned in paragraph 9.69, CLPs can be used to coordinate deliveries to building sites, for example by consolidating materials into fewer lorry loads. Once operational, developments may implement Delivery and Servicing Plans (DSPs). Similar to CLPs, these are used to assess how the business is being served so that improvements can be made, such as fewer deliveries leading to cost savings and environmental benefits (reduced congestion, improved air quality). For example, ordering items centrally rather than on a departmental basis resulting in only one weekly delivery rather than several. KCC could consider the footprint of its own buildings in order to be exemplary of the successful implementation of a DSP

10.0 The Freight Action Plan for Kent – Table of objectives and action points

- 10.1 The objectives discussed in this Plan have been collated into a table detailing their corresponding actions, targeted outcomes and identified risks.
- 10.2 The Action Plan will be monitored on an ongoing basis by the Traffic Manager.

Objective	Actions	Outcomes	Risks	Dates
<p>1. To find a long-term solution to Operation Stack.</p>	<p>1.1 To progress the Operation Stack Lorry Park proposals. 1.2 To work with partners to investigate alternative solutions to Operation Stack.</p>	<p>➤ Reduced disruption to the motorway and diversionary routes. ➤ A lessened economic impact on businesses in East Kent.</p>	<p>➤ Operation Stack Lorry Park does not receive permission. ➤ A source of funding is not secured.</p>	<p>➤ Ongoing</p>
<p>2. To take appropriate steps to tackle the problem of overnight lorry parking in Kent.</p>	<p>2.1 To continue assessing the feasibility of new truckstops and look to work with the private sector for delivery. 2.2 To continue working in partnership with Kent Police to tackle illegal lorry parking. 2.3 To continue to work with local councils and residents who report inappropriate lorry parking. 2.4 To encourage the inclusion of lorry parking at development sites, where appropriate. 2.5 To update the lorry route map for Kent and distribute it online and through partner organisations. 2.6 To work with the Highways Agency to ensure their Truckstop Guide is current and to promote the use of</p>	<p>➤ Reduction in anti-social lorry parking. ➤ Better facilities for drivers. ➤ Better informed drivers. ➤ Engaged and empowered local communities. ➤ Positive partnership working with the freight industry.</p>	<p>➤ No feasible truckstop sites are found. ➤ Private sector partners cannot be found to construct and/or run new truckstops. ➤ Pressures on KCC and Kent Police funding restrict what action can be taken on illegal lorry parking. ➤ Preventing parking in one area transfers the problem to a new location. ➤ KCC's actions do not meet the public's</p>	<p>➤ 2.1 Ongoing ➤ 2.2 Ongoing ➤ 2.3 Ongoing ➤ 2.4 Dec 12 ➤ 2.5 Dec 12 ➤ 2.6 Mar 13 ➤ 2.7 When required. ➤ 2.8 Dec 13</p>

Objective	Actions	Outcomes	Risks	Dates
	<p>the guide by lorry drivers.</p> <p>2.7 To work with partners to form a Freight Quality Partnership based around a specific issue where there is the appetite to do so.</p> <p>2.8 To investigate the development of an online reporting service where inappropriate lorry parking can be logged.</p>		<p>expectations, e.g. due to funding constraints.</p> <ul style="list-style-type: none"> ➤ The lorry route maps are not used. ➤ The Truckstop Guide is not used. 	
<p>3.</p> <p>To effectively manage the routing of HGV traffic to ensure such movements remain on the Strategic Road Network for as much of their journey as possible.</p>	<p>3.1 To continue with the development of an online lorry route planner.</p> <p>3.2 To continue to use positive signing to direct lorries onto the most suitable roads.</p> <p>3.3 To continue to contribute to the debate around sat navs.</p> <p>3.4 To lobby and work with manufacturers of satellite navigation systems to improve HGV route generation.</p> <p>3.5 To work with partners to form a Freight Quality Partnership based around a specific issue where there is the appetite to do so (also action 2.7).</p>	<ul style="list-style-type: none"> ➤ Fewer reports of freight traffic using inappropriate routes. ➤ Better informed drivers. ➤ Greater journey time reliability. ➤ Improved sat nav route generation. ➤ Positive partnership working with the freight industry. 	<ul style="list-style-type: none"> ➤ The online lorry route planner is not used by lorry drivers or haulage companies. ➤ Positive signing is ignored. ➤ Satellite navigation system manufacturers are unwilling to engage. ➤ The lorry route maps are not used. ➤ Funding constraints what restrict measures can be implemented. 	<ul style="list-style-type: none"> ➤ 3.1 Sept 12 ➤ 3.2 Sept 12 ➤ 3.3 Mar 13 ➤ 3.4 Ongoing ➤ 3.5 As required ➤ 3.6 Nov 12 ➤ 3.7 Mar 13 ➤ 3.8 Mar 13

Objective	Actions	Outcomes	Risks	Dates
	<p>3.6 To update the lorry route map for Kent and distribute it online and through partner organisations (also action 2.5).</p> <p>3.7 To review HGV signing across the county and work with the Highways Agency to consider signing to discourage diversion off the SRN.</p> <p>3.8 To encourage the use of lorry-specific satellite navigation systems.</p>			
<p>4. To take proactive steps to address problems caused by HGV traffic to communities.</p>	<p>4.1 To support the FTA's educational work around the necessity for freight as part of modern life and work with other organisations in this field.</p> <p>4.2 To use positive signing where needed to direct goods vehicles onto suitable roads (see also action 3.2).</p> <p>4.3 To implement height, width and weight restrictions where there is a clear need.</p> <p>4.4 To continue to work with local councils and communities to investigate problems caused by the movement of freight (see also action</p>	<ul style="list-style-type: none"> ➤ Greater understanding of the necessity for freight amongst the general population. ➤ Fewer reports of freight traffic using inappropriate routes. ➤ Greater journey time reliability. ➤ Engaged and empowered local communities. ➤ Positive partnership working with the 	<ul style="list-style-type: none"> ➤ Despite education, there is no behaviour change. ➤ Positive signing is ignored. ➤ Pressure on KCC funding restricts what action can be taken and community expectations are not met. ➤ Districts and Boroughs do not use KCC's input into refuse collection 	<ul style="list-style-type: none"> ➤ 4.1 Oct 13 ➤ 4.2 Mar 13 ➤ 4.3 Ongoing ➤ 4.4 Ongoing ➤ 4.5 Nov 12 ➤ 4.6 Ongoing ➤ 4.7 Ongoing ➤ 4.8 Ongoing ➤ 4.9 Nov 12 ➤ 4.10 Mar 13 ➤ 4.11 Ongoing

Objective	Actions	Outcomes	Risks	Dates
	<p>2.3).</p> <p>4.5 To continue working with boroughs and districts to ensure suitable waste collection times and routes are used and to roll this out to other Kent authorities.</p> <p>4.6 To support District and Borough air quality initiatives, particularly in the AQMAs.</p> <p>4.7 To continue working in partnership to manage the highway network, such as the recent work with the NFU.</p> <p>4.8 To promote road safety amongst HGV drivers and update the leaflets to take account of new signs and promote lorry-specific sat navs.</p> <p>4.9 To investigate adapting the Lorry Watch scheme for Kent.</p> <p>4.10 To explore the use of localised campaigning and signing to advise HGV drivers of unsuitable roads, potentially as an extension to Lorry Watch.</p> <p>4.11 To lobby and work with</p>	<p>freight industry.</p> <ul style="list-style-type: none"> ➤ Smaller proportion of accidents involving HGVs. ➤ Improved evidence base of lorry issues. ➤ Improved sat nav route generation. 	<p>route restrictions.</p> <ul style="list-style-type: none"> ➤ Districts and Boroughs whose contracts are not up for renewal cannot use alter their restricted routes. ➤ Foreign lorry drivers do not look at the leaflets. ➤ The leaflets are not available in enough languages. ➤ The adapted Lorry Watch scheme has poor adoption rates in Kent or has little impact. ➤ Signing may be ignored or unrecognised by drivers; or it could distract road users ➤ Sat nav map are manufacturers are 	<ul style="list-style-type: none"> ➤ 4.12 As required ➤ 4.13 Jan 13 ➤

Objective	Actions	Outcomes	Risks	Dates
	<p>manufacturers of satellite navigation systems to improve HGV route generation (see also action 3.4).</p> <p>4.12 To work with partners to form a Freight Quality Partnership based around a specific issue where there is the appetite to do so (see also actions 2.7 and 3.5).</p> <p>4.13 To seek to work with town and shopping centre management on their delivery and servicing arrangements to minimise lorries on the local road network during peak hours.</p>		<p>unwilling to engage.</p> <ul style="list-style-type: none"> ➤ Businesses, town and shopping centre management are unwilling to engage. 	
<p>5. To ensure the Council continues to make effective use of planning and development control powers to limit the</p>	<p>5.1 To continue to comment on Operator Licences and work with districts and boroughs in doing so.</p> <p>5.2 To recommend that necessary planning conditions are placed on development sites to minimise any lorry related impacts on the road network and local communities.</p> <p>5.3 As far as is reasonably practicable, to encourage the siting of developments that will generate freight movements</p>	<ul style="list-style-type: none"> ➤ Appropriate use of the existing road network by lorries. ➤ Minimal lorry-related impacts on local residents from new development that generate freight movements. ➤ Developments generating freight 	<ul style="list-style-type: none"> ➤ Planning conditions may not be conducive to commercial success. ➤ Businesses, town and shopping centre management are unwilling to engage. ➤ Costs may be prohibitive to siting development close to 	<ul style="list-style-type: none"> ➤ 5.1 Ongoing ➤ 5.2 Ongoing ➤ 5.3 Ongoing ➤ 5.4 Ongoing ➤ 5.6 Oct 13 ➤ 5.7 Oct 13 ➤ 5.8 Mar 13 ➤ 5.9 Oct 13

Objective	Actions	Outcomes	Risks	Dates
<p>impact of HGV traffic.</p>	<p>where there is easy access to the Strategic Road Network.</p> <p>5.4 To support the location of commercial developments next to alternative forms of transport, such as rail and water.</p> <p>5.5 To investigate limiting sites to night time or out-of-hours delivery.</p> <p>5.6 To promote the Transport for London code of practice for out-of-hours deliveries.</p> <p>5.7 To seek to work with town and shopping centre management on their delivery and servicing arrangements to minimise lorries on the local road network during peak hours (see also 4.13).</p> <p>5.8 To consider if routes are reaching capacity in terms of HGV movements and how this can influence planning decisions.</p>	<p>located where the Strategic Road Network is accessible.</p> <ul style="list-style-type: none"> ➤ Fewer delivery and servicing activities using lorries in peak hours. 	<p>alternative transport or the Strategic Road Network.</p> <ul style="list-style-type: none"> ➤ Delivery and servicing plans may affect commercial success and so businesses may be unwilling to adopt them. ➤ Out-of-hours delivery may cause more disturbance in residential areas where the TfL code is not adhered to. 	
<p>6. To encourage sustainable</p>	<p>6.1 To continue to support the transfer of freight from road to rail and water and initiatives that encourage this.</p> <p>6.2 To support and promote the use of</p>	<ul style="list-style-type: none"> ➤ Increased use of alternative delivery networks. ➤ Greater understanding 	<ul style="list-style-type: none"> ➤ KCC accused of advertising or promoting a specific delivery company. 	<ul style="list-style-type: none"> ➤ 6.1 Ongoing ➤ 6.2 Ongoing ➤ 6.3 Ongoing

Objective	Actions	Outcomes	Risks	Dates
freight distribution.	<p>alternative delivery networks.</p> <p>6.3 To support the FTA's educational work around the necessity for freight as part of modern life and work with other organisations in this field (see also action 4.1).</p> <p>6.4 To investigate the use of workplace deliveries within KCC and conduct a trial to assess the effectiveness of this scheme.</p> <p>6.5 To implement delivery and servicing plans for new developments in appropriate situations and explore their use for KCC itself.</p>	<p>of the necessity for freight amongst the general population.</p> <p>Evidence to support the use of workplace deliveries.</p>	<p>Despite education, there is no behaviour change.</p> <p>KCC is unable to accept large amounts of personal post due to increased workload and security concerns.</p>	<p>6.4 Oct 13</p> <p>6.5 Ongoing</p>

11.0 Glossary

Air Quality Management Area (AQMA): Where air quality objectives are unlikely to be met, a district authority must declare an AQMA. Following this a Local Air Quality Action Plan must be developed to meet the objectives.

Department for Transport (DfT): The Government department with responsibility for transport strategy across England and some matters in Scotland, Wales and Northern Ireland that have not been devolved.

Freight: Goods or produce when being transported by road, rail, air, water or pipeline.

Freight Transport Association (FTA): A trade association representing the transport interests of companies transporting goods by road, rail, sea and air.

Freight Quality Partnership (FQP): A partnership between the freight industry, local government, local residents, local businesses and others with an interest in freight. They exist to promote understanding of freight issues and to develop solutions.

Heavy Goods Vehicle (HGV): A general term used to refer to lorries both articulated and rigid over 7.5 tonnes maximum gross weight. The term does not apply to buses, coaches or agricultural vehicles.

Highways Agency (HA): An executive agency of the Department for Transport responsible for motorway and trunk roads in England.

Highway Authority: An organisation responsible for the roads, including the maintenance thereof and regulation of development affecting the highway network.

High Speed 1 (HS1): The first high speed rail line, officially called the Channel Tunnel Rail Link, connecting London St Pancras with the Channel Tunnel and onwards to Brussels and Paris.

High Speed 2 (HS2): The second high speed rail line connecting London to the West Midlands and in the future to Leeds, Manchester and further north.

Kent County Council (KCC): Responsible for many local services throughout Kent. KCC is the Highway Authority for all roads in Kent except the motorway and trunk roads.

LABEL: A European project to develop a truck parking certification system. The full title is *Creating a Label for (Secured) Truck Parking Areas along the Trans-European Road Network and Defining a Certification Process. Including Online Information Facility.*

Large Goods Vehicle (LGV): An alternative term for *Heavy Goods Vehicle*.

Local road network: All roads excluded from the Strategic Road Network and managed by the highway authority; in Kent this is Kent County Council. This includes some “A” classed roads (sometimes called the primary network), “B” classed roads and all other local roads.

Logistics: This encompasses transport and distribution of goods as well as purchasing and supplier management, manufacturing, inventory management, and other processes.

Lorry Watch: A scheme originally intended to identify the contravention of weight limits using local volunteers to record vehicles entering the restricted area. The scheme is flexible enough that it could be extended to lorry parking and other lorry issues.

Maximum gross weight (mgw): The maximum weight of a vehicle including the maximum load it can carry safely on the highway.

National Farmers’ Union (NFU): An industry body representing the interests of British farmers and growers nationally and at a European level.

Off-site lorry parking: This includes parking in lay-bys and industrial estates (not on operator premises), i.e. areas that are not designated truckstops.

On-site lorry parking: Designated lorry parking in truckstops.

One-port: Domestic traffic using only one port. Usually this is aggregates (e.g. sand dredged at sea and taken to the port) and traffic to and from UK offshore oil and gas rigs.

Operator Licence (O licence): Applications for Goods Vehicle Operator Licences are made to the Traffic Commissioner. These relate to sites from which HGVs operate and are based.

Operation Stack: This is the name given to the processes of parking, or “stacking,” lorries along stretches of the M20 when disruption at the Port of Dover or Channel Tunnel prevents them crossing the channel.

Quick Moveable Barrier (QMB): The flexible concrete barrier that can be moved into position on the M20 during phases 1a and 1b of Operation Stack to enable contraflow running and therefore keep non-port traffic moving,

Peak hours: These are the times at which the road network is busiest due to commuter and school traffic; roughly 07:00 to 09:00 and 16:00 to 18:00.

Road haulage: The transportation of goods by road.

Road Haulage Association (RHA): The industry body representing the interests of road hauliers (i.e. those transporting goods by road) and associated businesses.

Satellite navigation (sat nav): A system whereby satellites provide time signals to enable small receiver devices to pinpoint their position (latitude, longitude and altitude), usually accurate to within 15 metres. A route is calculated based on a navigable map, which includes attributes such as speed and weight restrictions and gives roads a weighting based on these attributes. The map can either be stored on the device or remotely, in which case mobile phone reception is required.

Strategic Road Network: Motorway and major “A” classed roads (trunk roads) that are the responsibility of the Secretary of State for Transport and managed by the Highways Agency. These roads are recommended routes for road haulage.

Sustainable: The most widely used definition of ‘sustainable’ is in the context of sustainable development as defined by the Brundtland Commission of the United Nations in 1987: “sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.” The three pillars of sustainability are the environment, economy and social equity.

Sustainable distribution: This is about getting goods from the producer to the customer with the lowest possible impact on the environment and people. It includes activities such as minimising congestion, reducing noise and disturbance from freight movements, as well as other elements of the supply chain such as efficient warehousing and order processing. Initiatives should also result in economic benefits.

Transport for London (TfL): The organisation responsible for the majority of London’s transport services and delivering the Mayor’s transport strategy.

Trunk road: A major road, often a dual carriageway at motorway that is maintained by the Highways Agency. With motorways they make up the Strategic Road Network that is recommended for long-distance travel and freight; see “Strategic Road Network.”

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KENT COUNTY COUNCIL
EQUALITY IMPACT ASSESSMENT

Please read the EqIA GUIDANCE and the EqIA flow chart available on KNet.

Directorate:

Environment and Enterprise

Name of policy, procedure, project or service

The Freight Action Plan for Kent

What is being assessed?

Policy

N.B. This Assessment will focus on the Freight Action Plan for Kent document itself rather than detailing the impact of individual action points because these will be subject to their own Equalities Impact Assessment.

Responsible Owner/ Senior Officer

Andrew Westwood

Katie Pettitt

Date of Initial Screening

28th March 2012

Updated 5th April 2012

Updated and signed off 18th April 2012

Updated action table 11th May 2012



Screening Grid

Characteristic	Could this policy, procedure, project or service affect this group less favourably than others in Kent? YES/NO If yes how?	Assessment of potential impact HIGH/MEDIUM LOW/NONE UNKNOWN		Provide details: a) Is internal action required? If yes what? b) Is further assessment required? If yes, why?	Could this policy, procedure, project or service promote equal opportunities for this group? YES/NO - Explain how good practice can promote equal opportunities
		Positive	Negative		
Age	Yes		LOW	Elderly people may find it difficult to access information on the Plan, for example because elderly people are less likely to be internet-literate and therefore may have difficulty if consultation is just online. In working with local councils, young people may be less engaged and therefore not able to contribute to discussions through the consultation process.	Actions within the policy, specifically Lorry Watch, have the potential to promote equal opportunities by being made available to a variety of community groups, which may include a youth group or a group that typically features older members (such as the WI). However, these individual actions will be the subject of their own EqIA.
Disability	Yes		LOW	People with learning difficulties or visual impairments may find it difficult to access information on the Plan.	
Gender	No			N/A	
Gender identity	No			N/A	
Race	Yes		LOW	Foreign lorry drivers may find it difficult to access information on the Plan, particularly if they do not understand English. BME groups may be less involved in local councils and therefore not able to contribute to these discussions through the consultation process. Road safety leaflets targeted at foreign lorry drivers are not accessible to those who do not	Again, some of the actions within the policy may promote equal opportunities. For example, the production of road safety leaflets in foreign languages will inform those who do not speak English of road legislation and signage and therefore help to remove any disadvantage. The foreign languages have been chosen

				speaking the selected languages.	based on data for what nationalities of lorry drivers head through the Ports.
Religion or belief	No			N/A	
Sexual orientation	No			N/A	
Pregnancy and maternity	No			N/A	
Marriage and Civil Partnerships	No			N/A	

Part 1: INITIAL SCREENING

Context

The Freight Action Plan for Kent sits within the suite of transport policies comprised of the third Local Transport Plan for Kent (March 2011), Growth without Gridlock (December 2010) and the Rail Action Plan for Kent (April 2011). The Delivering a Sustainable Transport System: London to Dover/Channel Tunnel Study was commissioned by KCC in 2009. It found that the sustainable, efficient and expeditious movement of international freight via the strategic road network needs to be safeguarded and also that Kent's gateway function has a detrimental impact on residents. This is backed up by the frequent complaints and enquiries related to road haulage, for example requests for weight limits.

Growth without Gridlock dealt with the large strategic schemes to address these challenges, such as a third Thames crossing. The Freight Action Plan sets out the smaller scale interventions that KCC, working with communities and partner organisations, can make to mitigate the impact of road haulage on our communities and environment.

Aims and Objectives

The Freight Action Plan aims to mitigate the impact of road haulage on Kent. It is divided into six objectives:

- Objective 1: To find a long-term solution to Operation Stack.
- Objective 2: To take appropriate steps to tackle the problem of overnight lorry parking in Kent.
- Objective 3: To effectively manage the routing of HGV traffic to ensure that such movements remain on the strategic road network for as much of their journey as possible.
- Objective 4: To take steps to address problems caused by freight traffic to communities.
- Objective 5: To ensure that KCC continues to make effective use of planning and development control powers to reduce the impact of freight traffic.
- Objective 6: To encourage sustainable freight distribution.

The objectives will be achieved by completing the individual action points assigned to them, e.g. to adapt the Lorry Watch scheme to Kent, to set up a Kent lorry journey planner on the kent.gov.uk website, and to progress the plans for an Operation Stack Lorry Park.

Beneficiaries

All residents, workers and visitors in Kent, including commercial vehicle drivers who will benefit from clearer routing and signing.

Consultation and data

The equality and diversity profiles for Kent (March 2012) have been used, and Akua Agyepong (Corporate Lead on Equality and Diversity) and Clive Lever (Equality and Diversity Officer) consulted on the process.

The equality and diversity profiles show that:

- Kent has an aging population, with 18.1% of the population being 65 years or older
- Life expectancy information shows that West Kent is higher for both males and females, suggesting that the population will be older in the west of the county
- The highest proportion of people with a limiting long-term illness (LLTI – a measure of disability) live in East Kent and the coastal areas
- A greater proportion of females than males have an LLTI and that a greater proportion of both males and females with an LLTI are aged over 65
- BME groups are distributed across Kent but with particular concentrations in Canterbury, Gravesham and Dartford, with Indians making up the biggest minority group

Further, from knowledge of the industry, foreign lorry drivers making the crossing into Kent from Europe tend to be of Eastern European (particularly Polish and Czech), Spanish and French origin.

The FAP has been consulted on internally within Highways to ensure that the content is complete in terms of the relevant work currently underway and planned within individual teams. This also collected comments on the action points and wording to form the final draft document.

The FAP has also appeared on the agenda of several Joint Transportation Boards as an information item (i.e. the full document was not presented) and has been well received by Councillors.

The list of proposed consultees can be found in the accompanying spreadsheet, including industry bodies, Districts and Boroughs, and those that have been identified as a result of this EqIA (groups representing a range of ages, disabilities and races).

Potential Impact

The initial screening has indicated that the Freight Action Plan may impact on three groups – age, disability and race.

Actions within the plan will have their own implications from an EqIA perspective and as such will have their own assessment carried out to ensure that no protected characteristics are adversely impacted.

Adverse Impact:

Affecting all three identified groups is the ease of access to information on the Plan.

People who do not understand English may be adversely impacted because they may not be able to access the Plan. Similarly, elderly people are less likely to be computer literate and therefore may not have access to online consultation if this is singularly used.

In addition, those with visual impairments may not be able to access the consultation if the website does not take into account the use of text-to-speech software and if alternative formats are not available.

It is possible that young people and BME groups are less involved in local government, including Parish and District/Borough Councils that the Plan will be consulted through.

Positive Impact:

Overall reduced impact from road haulage in Kent, including empowered and informed citizens, fewer incidents of lorries using inappropriate routes, better satellite navigation routing and reduced pressure on the local road network from freight movements.

In terms of positive impacts on groups with protected characteristics, it is possible that some of the actions within the plan will promote equal opportunities (as detailed in the screening table). However, as discussed, these actions will have their own EqIA.

JUDGEMENT

Option 2 – Internal Action Required YES

There is potential for adverse impact on particular groups and we have found scope to improve the proposal. Please see the completed Action Plan.

Equality and Diversity Team Comments

The Equality and Diversity Team to make any comments following their review.

Sign Off

I have noted the content of the equality impact assessment and agree the actions to mitigate the adverse impact(s) that have been identified.

Senior Officer

Signed:

Name:

Job Title:

Date:

DMT Member

Signed:

Name:

Job Title:

Date:

Equality Impact Assessment Action Plan

Protected Characteristic	Issues identified	Action to be taken	Expected outcomes	Owner	Timescale	Cost implications
Age	Elderly people may find it difficult to access information on the plan.	Publicity will be issued promoting the consultation using multiple channels as per the advice of the Consultation Team. The document will also be available in other formats and this will be clearly stated both within the FAP and on the consultation webpage. Rather than using hard copies, representative groups will be contacted and asked to respond or distribute the document to their members.	The strategy is fully accessible to all.	KP/AW	Consultation period.	Money should be allocated to provide alternative formats and to print hard copies.
Age	Young people may be less engaged with local government and therefore find it difficult to	Publicity will be issued promoting the consultation using multiple channels as per the advice of the Consultation Team. The document will also be	The strategy is fully accessible to all.	KP/AW	Consultation period.	As above.

	access information on the plan.	available in other formats.				
Disability	People with learning difficulties may find it difficult to access information on the plan.	Publicity will be issued promoting the consultation using multiple channels as per the advice of the Consultation Team. The document will also be available in other formats, including EasyRead. The document will be sent to groups representative of a number of disabilities, such as the Kent Association for the Blind (KAP) and Avante Partnership.	The strategy is fully accessible to all.	KP/AW	Consultation period.	As above.
Disability	People with visual impairments may find it difficult to access information on the plan.	As above. Consideration will be given for text-to-speech software and a MS Word copy will be made available online with graphics removed for this purpose.	The strategy is fully accessible and usable to all.	KP/AW	Consultation period.	As above.
Race	People who do not read English may find it difficult to access	Publicity will be issued promoting the consultation using multiple channels as per the advice of the	The strategy is fully accessible and usable to all.	KP/AW	Consultation period.	As above.

	information on the plan.	Consultation Team. The document will also be available in other formats. The document will be sent to specific groups, such as the Kent Equality Cohesion Partnership.				
Race	BME groups may be less involved in local government and therefore find it difficult to access information on the plan.	As above.	The strategy is fully accessible to all.	KP/AW	Consultation period.	As above.

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FREIGHT ACTION PLAN FOR KENT

ONLINE PUBLIC CONSULTATION RESPONSES

This report sets out the responses to the online public consultation for the Freight Action Plan for Kent and consequent amendments to the Plan. The consultation period was open from 28th May 2012 until 23rd July 2012.

1. Introduction

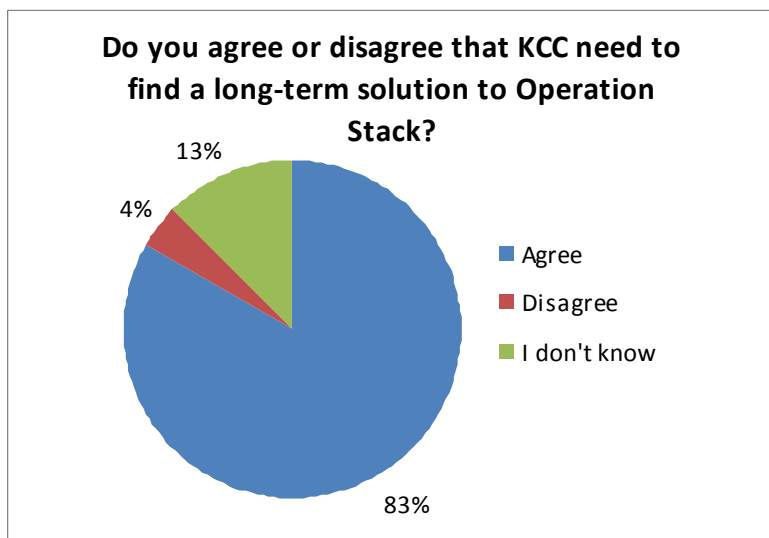
The public consultation was available online from Monday 28th May to Monday 23rd July 2012. 25 responses were received online and a further 25 written representations were sent to officers. On closer inspection, one of the online submissions had also made a written representation so the analysis below discounts their online submission as it refers to their written statement.

Although percentages are used below please note the small sample size.

2. Online consultation responses

The online consultation was structured to ask respondents if they agreed or disagreed with each of the FAP objectives. If they disagreed respondents were asked to explain why. All respondents had the opportunity to write any further comments about each objective and finally about the FAP in general.

Objective 1



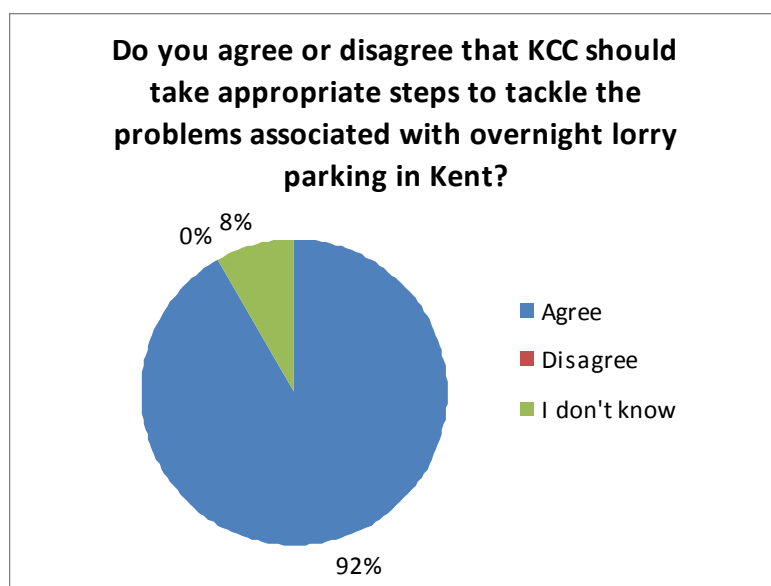
One person disagreed with objective 1 and commented that “this should be undertaken by central government in conjunction with KCC.” Three suggestions were made:

- On entering the UK mobile phone numbers should be registered so that an auto dialler can ring them to tell them not to travel to the ports.
- A lorry park should be built between Dover and the M26 or Dover and the M2.
- Samphire Hoe should be used as a lorry park.

Three other people expressed that the need for action is urgent, although conversely two said that the reduction in frequency of Operation Stack means it is no longer such a priority. Like the responded who disagreed with the objective, another commented that the solution would benefit the wider South East region and so should not be left to Kent alone. Another stated that if the docks helped one another there would be no disruption.

Finding a long-term solution to Operation Stack is a priority for KCC and it is considered that a lorry park is the only feasible solution. Work on finding a suitable location is underway and then the necessary steps will be taken to achieve planning permission.

Objective 2



The main group of comments received in response to this objective was to emphasise the need for new parking facilities, including:

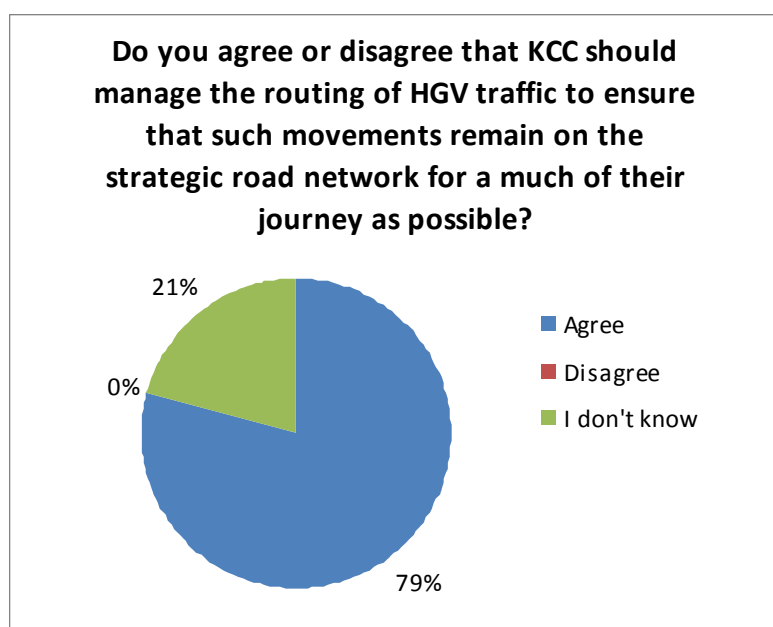
- “we need more FREE parking in and around kent”
- “not enough lorry parks”
- “the A20 from Folkestone to Dover is a disgrace...its an 8 mile stretch...and not one toilet”

One respondent commented on the negative affect of lorry parking – that lay-bys aren't available for short breaks for fatigued drivers, and another emphasised the need to take steps now. As for objective 1, a respondent said this is not for KCC alone to solve.

In terms of the objective itself, a comment was received that “the word appropriate needs to be defined.”

Finding new parking facilities is an action in the Plan; however, it cannot be the only means of tackling the problems caused by overnight lorry parking. “Appropriate steps” refers to this and the need to act but not just move the problems somewhere else. Equally, the objective would stand without the word “appropriate” but the decision has been made to keep it to show that KCC will take reasonable action.

Objective 3



21% of respondents answered “I don't know” in response to this question on objective 3, representing 5 responses in total. Support and suggestions for this objective included:

- “HGVs on minor roads and in towns constitute a major hazard to pedestrians and cyclists, and make a major contribution to noise and atmospheric pollution.”
- “There should be no HGV traffic on B roads or smaller unless access needed.”
- “Restrictions for HGV to remain in slow lane on two lane/dual carriage way.”
- “KCC need to be aware that drivers may have no understanding of our county system in the UK for them to access information.”
- “the french have restrictions so should we the problem is enforcing them [sic].”

Despite no respondents disagreeing with the objective there were a number of negative comments, including:

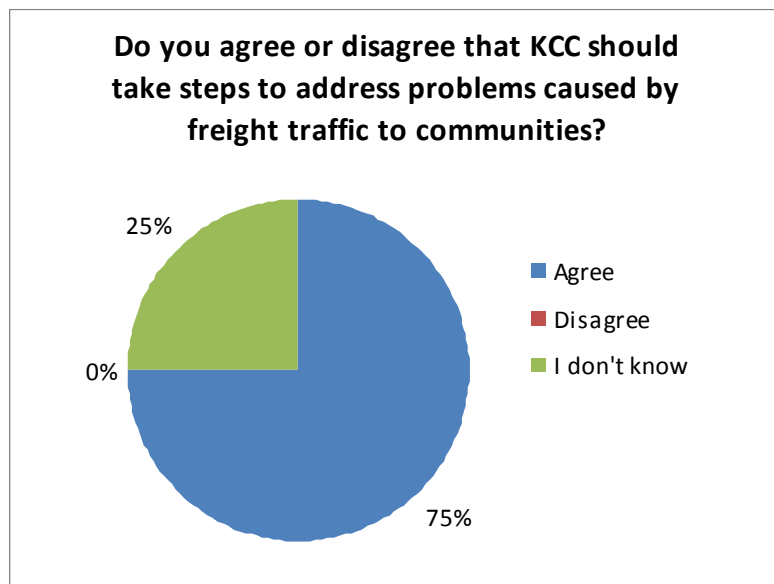
- HGVs should be able to use any road as they pay their taxes.
- Bifurcation will only work if traffic density on the A2/M2 will allow and “we understand that this is currently not the case.”
- HGVs stick to the Strategic Road Network (SRN) as much as they can now. Forbidding access off it might well strangle the SRN anyway.”

Again, the need to “get on with it” was expressed.

Lane restrictions are outside the scope of the FAP because this would be central government legislation. The actions under this objective, including the online freight journey planner, may sometimes be hosted on our website but they will be advertised externally by liaising with partner organisations such as Kent Police and the Ports.

The FAP does not propose to forbid HGVs from using roads other than the SRN but to encourage it to stick to it rather than using inappropriate and sometimes restricted routes (such as B class roads) as shortcuts, for example. It is unreasonable to allow HGVs to use any road because some are plainly unsuitable and use of others may adversely impact on communities living there. Like the Operation Stack Lorry Park, bifurcation would be subject to further assessment. It is not an action in the FAP but has been referred to because it is a priority set out in Growth without Gridlock.

Objective 4



Support and suggestions included:

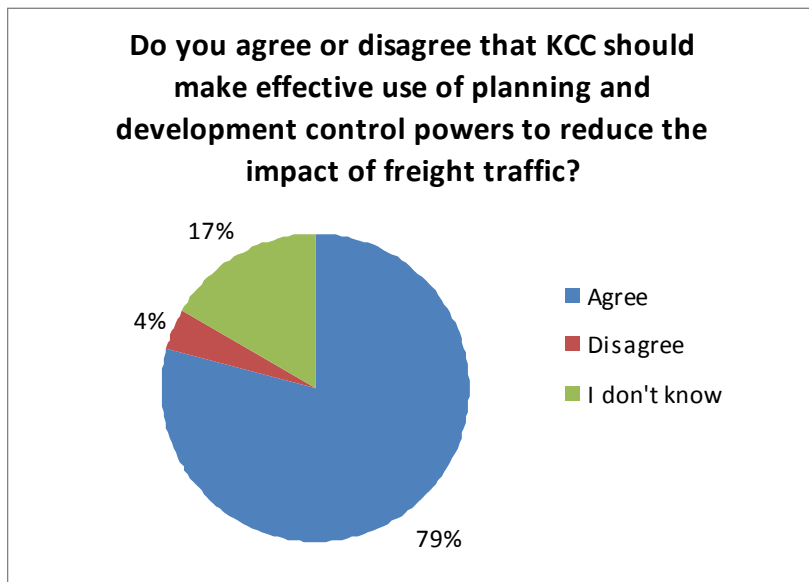
- “The introduction of the new pictorial unsuitable for HGV sign needs to be rolled out as soon as possible.”

- “We would ask that consideration be given to the use of cameras to monitor and enforce width-restrictions.”
- “Prevent parking where they damage and block pavements.”

Two respondents seemed confused about the actions proposed in the Plan and both had answered “I don’t know” to the initial question. Another respondent said conflicts will arise as communities also need jobs.

The new sign is being used across the county already and the first Lorry Watch is being set up. Rather than using cameras we are working with volunteers to record details of lorries using inappropriate routes, such as areas with weight restrictions. We will then work together with Kent Police, drivers and operators to resolve these problems. As enforcement is a Police responsibility operation of enforcement cameras would also come under their remit, due to the resources required to run this it is unlikely to be feasible – in staff time and cost and equipment cost.

Objective 5

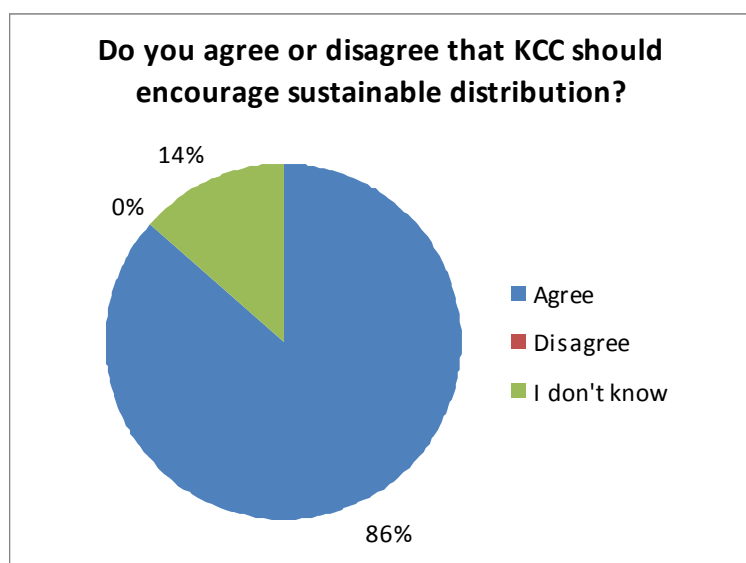


One person disagreed with this objective stating that “with out hg’s kent county council would not operate as them selfs would not get their supplies and with out truck england would not move [sic].” Comments included:

- “Delivery and Servicing Plans should be obligatory...”
- “it would depend on the effect on the business of any anti-freight actions.”
- One suggestion was that lorry parks will have to be free to use, although this is not directly relevant to the objective.
- “KCC would have to convince stakeholders that such powers can reduce adverse impacts rather than merely redistribute them.”

No comments in relation to this objective are particularly controversial and no changes are required in the FAP.

Objective 6



Three people responded with “I don’t know” for this objective. There was general support for sustainable modes of freight, in particular the use of trains. However, one responded was disappointed “to find no mention of the contribution that cargo bikes can make.” They asked that the Plan encourage the promotion of edge-of-city hubs using cargo bikes to serve city centres.

Two responses asked for clarification, one on the definition of “sustainable” and the other on the conflict between increasing high volume low weight traffic and the unsuitability of rail to these goods.

Another responded with “objective 6 is a great idea but I would like to think that KCC would see this as added benefit.”

This objective and the Plan generally, have not been designed to prescribe what is and is not a sustainable mode of freight distribution. However, cargo bikes have now been included in the Plan as another possible mode. A definition of “sustainable” has also been included in the glossary section. The Plan has purposefully had minimal actions on increasing the use of rail freight and any conflicts will be picked up in the Rail Freight Action Plan.

Two respondents left this question blank so the sample size is 22. This might suggest that objective 6 is of less interest to people compared to the other objectives.

General comments

A number of comments were received that did not pertain to a particular objective but to the FAP more generally. Suggestions included:

- “Modal shift should be thought of as a commercial as well as transport issue. Currently, rail relies on extensive subsidies...”

- “Freight traffic from abroad should be charged for using our roads...”
- “Provision of facilities can be paid for the by charging of foreign vehicles entering the Channel ports.”
- “the plan needs to be of a scale that is sufficient for future needs...[sic]”
- “EU legislation permitting large lorries is very damaging to small country lanes such as those in Selling. A change to these laws to limit size in these areas would be a benefit.”
- Another responded emphasised that KCC should use all existing powers now whilst the Plan is under development.

A couple of people had concerns about the Plan:

- “You make no mention of the possibility of encouraging freight in the air via Manston airport. Having a 747 fly over your house at 600 feet is equally if not more disturbing than having a lorry park at the end of your road.”
- In relation to educational work, “It seems to imply that the public should accept ever-increasing congestion and pollution rather than tackling the source of the problems.”
- “The plan...seems to offer little that is concrete.”

Road user charging has been left out of the Plan because it would be central government that implements it, although KCC does lobby for a charge on foreign vehicles and for a proportion to be given to KCC to mitigate their impacts. The FAP does not deal with air freight and operation of Manston Airport is subject to its planning consents.

In order to maintain our current standard of living, including shopping at supermarkets and in town centres, delivery of online shopping, construction, etc., freight will be on our road network. Education can help people to accept this and to think about how they are generating freight, which in turn can have an impact in reducing the amount of freight on the road network. Accompanied with measures to reduce the impact of these necessary lorries and vans then the Plan can have a tangible impact.

5. Conclusion

The FAP online consultation has been largely positive with the majority of respondents supporting the objectives in the Plan. No significant omissions have been highlighted and as a result minimal amendments to the document have been made.

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FREIGHT ACTION PLAN FOR KENT

WRITTEN REPRESENTATIONS

This report sets out the written representations made to the public consultation for the Freight Action Plan for Kent and consequent amendments to the Plan. The consultation period was open from 28th May 2012 until 23rd July 2012 although there were some late submissions up until 10th August 2012 that have been included.

1. Introduction

The public consultation was available online from Monday 28th May to Monday 23rd July 2012. 25 responses were received online and a further 25 written representations were sent to officers. On closer inspection, one of the online submissions had also made a written representation so this is included in the analysis below.

Notification of the consultation was sent to a number of stakeholders, including the Districts and Boroughs, Kent Association of Local Councils and Kent Police. A draft copy of the Plan had been sent to this group of stakeholders during April and May in order to receive and resolve their comments before the Plan became a public document.

The analysis below will detail common themes and any concerns expressed. The full list of consultation comments and the FAP response to them is available on request.

2. Responses

The online consultation was structured to ask respondents if they agreed or disagreed with each of the FAP objectives. If they disagreed respondents were asked to explain why. All respondents had the opportunity to write any further comments about each objective and finally about the FAP in general.

Welcoming action from KCC

Many of the written representations made to KCC have welcomed the FAP and the positive steps being taken to tackle problems caused by freight within the county. There has been much support for the actions and offers of assistance in implementing them, such as involving Parishes in future reviews of lorry signing.

Habitats Regulation Assessment

Kent Wildlife Trust and Dover District Council both asked if a Habitats Regulations Assessment (HRA) had been carried out on the Plan. Natural England stated that:

Natural England does not wish to make any further comments other than those in our email dated 15 May. We do not consider that this document poses any likely or significant risk to those features of the natural environment for which NE would otherwise provide a more detailed consultation response and so does not wish to make specific comments on the details of this consultation.

With their email of 15 May stating:

Many of the actions in the plan are around the management of existing systems and assets, and they may have some impact on the natural environment. A few, such as the Operation Stack Lorry Park (Action 1.2) and the routing of lorries (Action 3.2, inter alia) may have an environmental impact, and some preliminary assessment of the plan and/or key proposals in terms SA/SEA/HRA may be necessary and would be helpful in finalising matters.

It is considered that an HRA or other environmental/sustainability assessments are not necessary at this stage as the Plan is an outline of what KCC will work towards. As the actions become projects and schemes further assessment will be carried out.

Rail freight

Some organisations consider that rail freight should feature more prominently in the Plan. For example, Dartford Borough Council asked that developing rail heads at or near to the Kent ports should feature, and Lyminge Parish Council asked if transferring as much freight off the roads and onto rail remained a KCC policy.

The references to rail freight and its benefits have been increased in the Plan and support for this mode emphasised compared to the previous draft that was subject to stakeholder consultation in April/May. Consequently there have been far fewer requests for additions to actions supporting rail freight. Therefore, objective 6 and other sections of the Plan will not be amended further.

Local issues

As might be expected, many of the written comments make references to problems in specific areas of the county that respondents want formally acknowledged in the FAP. The decision has been taken to not include further local examples to prevent the Plan becoming cumbersome. It is an outline and actions will be tailored to specific areas as it comes into effect. Several Parish Councils replied regarding the busy A25 and poor connectivity to the

motorways, supporting the Junction 5 slips campaign. This was added to the Plan in the introductory sections rather than as an action because it is a wider strategic issue that is already included in Growth without Gridlock.

Detailed suggestions

Other respondents offered detailed suggestions of measures that could be listed in the FAP, including:

- 1.Designing out interactions between lorries and vulnerable road users (e.g. segregated cycle routes);
- 2.More mirrors, sensors and cameras on lorries;
- 3.Encouraging parking in prescribed industrial estates in preference to lay-bys;
- 4.Assessing when a route is reaching its capacity of HGV movements; and
- 5.Use of signs on the HA network to prevent HGVs diverting on the local road network.

Some of these are outside the scope of the Plan (1 and 2) and others may develop as a result of existing actions. Numbers 4 and 5 have been added to the action table as a result of suggestions made in the consultation.

Other matters

Comments were also received on matters outside the scope of the Plan, such as returning the Dartford International Freight Terminal (DIFT) to use, the school selection system creating unnecessary car and bus use, investigating why freight traffic enters via Dover and not the east coast ports, and construction of a link road between the A2 and M2 in the Ospringe area. These have been excluded from the Plan and referred to the relevant team where appropriate.

5. Conclusion

Like the online consultation, written responses to the FAP have been largely positive. A few corrections have been made, some detail added and the action table updated as a result of the responses received.

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Decision No: 12/01935

From: Bryan Sweetland, Cabinet Member – Environment, Highways & Waste
John Burr, Director of Highways & Transportation

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: Technical & Environmental Service Contract (TESC)

Classification: Unrestricted

Summary: This paper is the latest in a series of Member updates on the TESC procurement process and follows on from previous Policy Overview and Scrutiny Committee (POSC) updates, Informal Members Group (IMG) discussions and recent verbal briefings to the EHW Cabinet Committee.

Recommendations: Members are asked to note the recent procurement progress and to approve the next steps that will identify the preferred bidder, prior to Cabinet Member sign-off and contract award.

1. Introduction

Some Members may recall the previous 'restricted' Highways and Transportation (H&T) Consultancy Services Reports discussed on both 12 January 2012 and 14 March 2012 at the now decommissioned Policy Overview and Scrutiny Committee (POSC). On 14 March 2012 the decision was taken not to extend the current Jacobs contract beyond 31 March 2013. Members agreed that 'in house' expertise will be supported by a new core contract where general commissions are secured. In addition, a competitive 'framework' of specialist suppliers will be procured.

2. Progress to Date

Market Engagement

On 16 May 2012, the Leader of the Council welcomed senior representatives from over 40 local, national and global organisations to Kent. Presentations by both the Leader and the Director of Highways and Transportation, gave an overview of KCC's requirements including the procurement strategy and desired solution, including key aspects of the contract. Then on 24 and 25 May 2012, Enterprise & Environment (E&E) held a Market Engagement event with the following randomly selected industry representatives:

WSP, URS, Amey, Halcrow, AECOM, Atkins, DHA Transport, Peter Brett Associates, Jacobs, CTP LLP, Mouchel, Evans & Langford LLP, Ramboll, Parsons Brinckerhoff, Waterman Group.

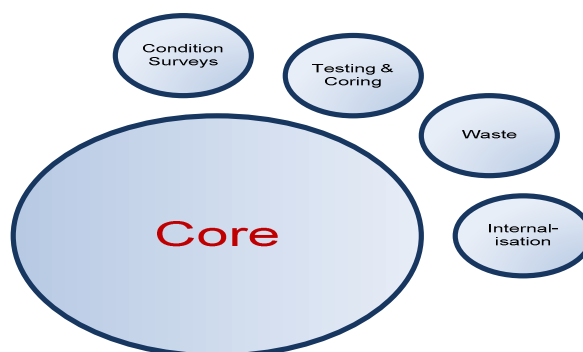
This was an opportunity to identify and discuss solutions to deliver Technical and Environmental services for Enterprise and Environment. Sharing information in this way has helped to develop the scope and framework for the best way forward.

Commissioning and Procurement Board

On 25 June 2012, the KCC Commissioning and Procurement Board approved the recommendation that the Council should procure a Core Contract plus specialised Lots. This would allow a core contract worth about 80% of the annual £4m - £5m budget to attract suitable companies whilst also delivering the Council some economies of scale. The TESC will be developed to allow other KCC Directorates and District Councils in Kent to commission services.

3. The “Paw-Print” Model

The Paw-Print detailed below, is used to illustrate how the Technical and Environmental Services Contract (TESC) will be comprised of a Core Services contract for the majority of the professional services, with some smaller specialist contracts (“toes”) and internalised services. The Paw-Print approach gives better flexibility in the procurement of services and greater choices without significant additional procurement costs.



The core represents about 80% of the contract value. The “toes” represent three smaller specialist contracts and internalisation as listed below:

1. Road Condition Surveys
2. Materials Testing and Coring
3. Waste Management
4. Internalisation of various H&T functions (including Arboriculture and Structures).

The Council does not want the risk of having a number of different suppliers and therefore inter-dependencies within a process - the management of this would be complex – particularly if there are disputes as this would increase contractual liability upon KCC. To mitigate this, only specialist work is being split out, for example work that is undertaken either at the beginning or the end of a process, or work that is an independent, standalone function.

4. Next Steps

Core Contract

1. *Pre-Qualification*: An Official Journal of the European Union (OJEU) notice and Pre Qualification Questionnaire (PQQ) were published on 13 July 2012. The closing date for bidders to return PQQ's was 22 August 2012. At the time of drafting this paper, the completed PQQ's are being evaluated to short-list between five to eight bidders. There will be a verbal update to the EHW Cabinet Committee on 20 September.
2. *Invitation to Tender (ITT)*: In mid-September, an Invitation to Tender (ITT) will be issued to shortlisted bidders and the unsuccessful applicants will be notified. The five to eight shortlisted bidders have until 1 November 2012 to submit their final tenders. During this period there will be a Bidders Clarification Day where potential providers meet KCC representatives (Officers and Members) to discuss the TESC requirements in more detail.
3. *Tender Presentations*: Tender presentations take place between 16 – 22 November. Historically, Members have played a key role in this process and are invited to volunteer themselves on this occasion too. This will be discussed further at the EHW Cabinet Committee on 20 September.
4. *Preferred Bidder Identified*: By the end of November, the preferred bidder will be identified and a report prepared for the Commissioning and Procurement Board. The Board will meet on 12 December to approve the preferred bidder. Once approved, there will be a mandatory standstill period of at least ten calendar days (this is a requirement for all contracts tendered via the OJEU) before the Cabinet Member signs off the award of the contract.
5. *Mobilisation*: Mobilisation must have commenced by early January 2013 to allow both KCC and the new provider sufficient time to start the new contract on 1 April 2013.

The Smaller ("Toe") Contracts

The "Road Condition Surveys" and "Materials Testing & Coring" contracts will both be procured separately, with support from the Corporate Procurement Team, under "Spending the Council's Money". These contracts will commence on 1 April 2013, in line with the start of the TESC Core Contract.

H&T Internalisation

The on-going series of changes and adjustments to service structure and design continues through the internalisation of certain functions previously provided by Jacobs. This currently includes bringing Structures and Arboriculture back in house.

Waste Management – Waste lead the procurement of a stand-alone contract.

5. Financial Implications

The proposed contract spend by KCC will be approximately £4m - £5m per year for an initial period of up to 5 years, with possible extension(s) for a further 5 years. This is a significant potential reduction on historic spend through the “Jacobs” contract which was worth around £12m – £13m per year in 2010/11.

6. Bold Steps for Kent and Policy Framework

The TESC aims to encourage the use of local Kent supply chains and employment of a % of Kent apprentices in a similar way to the Enterprise Term Maintenance contract. The Materials Testing and Coring contract is one that may suit the local labour market. The contract will use key indicators to drive performance with financial penalties if standards are not met.

At the PQQ stage, applicants have been assessed on their experience at attracting inward investment/funding for successful transport schemes and strategies. H&T will look to utilise this knowledge through the new contract.

7. Conclusions

In collaboration with the KCC Procurement Team, a robust and focussed procurement process continues to progress as outlined in this paper.

8. Recommendations

Members are asked to:

- Note the contents of this report.
- Agree the Next Steps as detailed in Section 5 of this paper, thereby authorising the Cabinet Member to sign and award the future contract.
- Select a small Member group to help with both the Bidders Clarification Day and assessment of the Tender Presentations.

9. Background Documents

See EHW Policy Overview and Scrutiny Committee meetings:

12 January 2012

<https://democracy.kent.gov.uk/ieListDocuments.aspx?CId=529&MId=3968&Ver=4>

14 March 2012

<https://democracy.kent.gov.uk/ieListDocuments.aspx?CId=529&MId=3969&Ver=4>

10. Contact details

Name: John Burr

Title: Director; Highways & Transportation

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This Edition of the Forward Plan Supersedes ALL Previous Editions

Deputy Leader of the County Council – Alex King
Published by Democratic Services

This Forward Plan lists “Key Decisions” which Kent County Council intends to take over the next six months. It gives information on the projects that will be coming forward and who will be involved with them. The Plan also contains reference to other proposed decisions, which although not Key Decisions are nonetheless significant in terms of their outcomes.

Please use the contact details given to let us know your views.

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Environment, Highways & Waste – Current Forward Plan Entries

September by Individual Cabinet Member

Policy for the use of mirrors on the Highway in Kent - 12/01931

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: Not before 3rd Sep 2012

Originally due: 2 Jul 2012

Lead officer: Andy Corcoran

Coldharbour Traveller Site – New Pitch Fee - 12/01957

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: October 2012

Originally due: 3 Sep 2012

Lead officer: Bill Forrester

Freight Action Plan - 12/01930

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: October 2012

Originally due: 3 Sep 2012

Lead officer: Andrew Westwood

Hadlow Road Link, Tonbridge - 12/01952

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: October 2012

Originally due: 28 Sep 2012

Lead officer: John Farmer

Speeding up of procedures for Traffic Regulation Orders - 12/01927

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: October 2012

Originally due: 2 Jul 2012

Lead officer: Andy Corcoran

Maidstone Borough Council: 'Preparation' consultation on strategic site allocations (Regulation 18) - 12/01919

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: October 2012

Originally due: 3 Sep 2012

Lead officer: Katherine Dove

Managing Roadworks, Kent Lane Rental Scheme - 12/01932

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: October 2012

Originally due: 3 Sep 2012

Lead officer: David Latham

Winter Service Policy 2012-13 - 12/01921

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: October 2012

Originally due: 3 Sep 2012

Lead officer: Carol Valentine

October by Cabinet

Kent Thameside Strategic Transport (Homes & Roads) Programme - 12/01953

Decision maker: Cabinet

Decision due: 15 Oct 2012

Lead officer: Stephen Dukes

November by Individual Cabinet Member

Canterbury Transport Strategy - 12/01923

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: November 2012

Lead officer: Ruth Goudie

Gravesham Transport Strategy - 12/01925

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: November 2012

Originally due: 1 Nov 2012

Lead officer: Peter Rosevear

Maidstone Integrated Transport Strategy - 12/01926

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: November 2012

Originally due: 1 Nov 2012

Lead officer: Paul Lulham

Swale Transport Strategy - 12/01928

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: November 2012

Originally due: 1 Nov 2012

Lead officer: Ruth Goudie

December by Individual Cabinet Member

A20 Corridor Statutory Quality Bus Partnership Scheme - 12/01924

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: December 2012

Originally due: 3 Dec 2012

Lead officer: Paul Lulham

Technical And Environmental Services Contract (Tesc) - 12/01935

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: December 2012

Originally due: 3 Dec 2012

Lead officer: Paul Denman

Tonbridge Town Centre Revised Transport Strategy - 12/01933

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: December 2012

Originally due: 3 Dec 2012

Lead officer: Chad Nwanosike

January 2013 by Individual Cabinet Member

Kent Minerals and Waste Development Framework (MWDF) Core Strategy at Pre-Submission (Draft Plan) Stage - 12/01879

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: January 2013

Originally due: 3 Sep 2012

Lead officer: Lillian Harrison

Maidstone Borough Council Core Strategy Submission (Regulation 27) consultation - 12/01828

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: January 2013

Originally due: 1 Mar 2012

Lead officer: Katherine Dove

February 2013 by Individual Cabinet Member

Thanet Transport Strategy - 12/01929

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: Not before 1st Feb 2013

Originally due: 2 Jul 2012

Lead officer: Sally Benge

March 2013 by Cabinet

Kent Local Flood Risk Management Strategy (local strategy) - 12/01945

Decision maker: Cabinet

Decision due: 18 Mar 2013

Lead officer: Max Tant

Withdrawn

A Standard Palette of Materials for use in Public Realm Schemes - 12/01922

Decision maker: Cabinet Member for Environment, Highways and Waste

Decision due: Between 1 Aug 2012 and 3 Dec 2012

Originally due: 3 Dec 2012

Lead officer: Bob White

Decision status: **Abandoned**

From: Bryan Sweetland, Cabinet Member – Environment, Highways & Waste
Mike Austerberry, Corporate Director of Enterprise & Environment

To: Environment, Highways and Waste Cabinet Committee

Date: 20 September 2012

Subject: Budget Consultation 2013/14

Classification: Unrestricted

Summary: To update the Committee on the 2013/14 budget consultation launched on 6th September.

Recommendation: Members are asked to note the launch of consultation and that feedback will be provided in the November round of meetings.

FOR INFORMATION

1. Introduction

1.1 Consultation on the draft budget proposals for 2013/14 was launched on 6th September. The consultation will run for 8 weeks up to 1st November 2012. The consultation has been launched much earlier than in previous years. This allows more time for consideration of the options and more time for Cabinet and Cabinet Committees to consider consultation responses.

1.2 The consultation is accompanied by a brief paper which outlines the challenge the council faces in addressing additional spending demands while at the same time Government grants are reducing and a proposal to freeze Council Tax for the third successive year. This combination means £60m of savings need to be found next year.

1.3 The package of savings includes some which are the full year impact of savings we have made as part of 2012/13 budget. For example within the Environment Highways and Waste Portfolio we are making a saving of £630k in 2012/13 on HWRC which has a full year effect of £840k in 2013/14. We are not specifically seeking views on these full year amounts as decisions have already been taken following full consultation.

1.4 The consultation focuses on £42m of savings which are the key new proposals. This includes proposals to address the £28m of savings that were not identified at the time the current Medium Term Financial Plan (MTFP) was agreed, as well some items which were included in the current plan but not in detail as there was no impact in 2012/13.

2. Current Medium Term Financial Plan

2.1 The starting point for the budget proposals is the current MTFP. We have updated all the estimates in the original plan, including estimates for forecast inflation and demographic pressures as well as the latest on timing for delivery of savings. Launching consultation early inevitably means these estimates are less robust than they would be later in the year. In particular we have had to estimate the amounts we are likely to get in Government grant as we do not even have provisional grant figures to work from. We have had to estimate the likely number of domestic households for Council Tax purposes as districts will not make the formal assessment until later in the year.

2.2 At this stage for consultation purposes we have not produced individual portfolio plans. Instead we have produced an overall summary for the whole council showing how the net expenditure (gross expenditure less service income) is proposed to reduce from £1.78bn in 2012/13 to £1.71bn for 2013/14. Cabinet Members feel it important to consult about the broad principles and direction of travel at this stage and consultation on detailed implementation can follow at a later date once the overall strategy has been agreed. The key issues for the Environment, Highways & Waste portfolio will be considered at the meeting.

2.3 For simplicity Cabinet Members agreed that we should consult about net expenditure i.e. before Government grant income, rather than net spend after specific grants (as previously quoted in budget plans). Cabinet Members felt that distinguishing between specific and un-ring-fenced grants was unnecessarily complex and distracted from the main message of additional spending demands + reduced grants + freeze Council Tax = need for significant savings.

3. Engagement with Cabinet Committees

3.1 Cabinet Committees have already been asked to establish an Informal Member Group (IMG) to consider the specific budget issues for each portfolio. The Chair wrote accordingly on 4th September asking members to express their interest in joining this group. The IMG will meet throughout the autumn. There are no specific terms of reference for the IMG and each group will agree their own working arrangements and which officers should be invited to provide evidence.

3.2 It is intended that the IMG will report its findings to the November meeting together with any specific issues for the Environment Highways & Waste portfolio arising from the consultation. This should provide the Cabinet Committee with sufficient information and evidence to make recommendations to the Cabinet Member. These recommendations can then be considered by Cabinet in December prior to issuing any changes to the final draft budget. This will provide Cabinet Committees the opportunity to scrutinise the response to consultation prior to the final budget being presented to County Council in February.

3.3 In light of this process Cabinet Committee's need to decide whether they want to debate about the proposals in the consultation paper at this meeting, or whether this should be deferred until November after the IMG has undertaken detailed examination.

4. Recommendation

4.1 Members are asked to

- (i) note the consultation launched on 6th September
- (ii) note the proposed engagement with Cabinet Committees
- (iii) decide at which meeting(s) they wish to debate the consultation

Contact

Name: Anthony Kamps
Title: Finance Business Partner, Enterprise & Environment
Tel No: 01622 694035
Email: anthony.kamps@kent.gov.uk

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From : Bryan Sweetland, Cabinet Member for Environment, Highways & Waste
Mike Austerberry, Corporate Director for Enterprise & Environment

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: Enterprise & Environment Performance Dashboard

Classification: Unrestricted

Summary: The Enterprise & Environment performance dashboard provides members with progress against targets set in business plans for key performance and activity indicators.

Recommendation: Members are asked to REVIEW the Enterprise & Environment performance dashboard, including reviewing the appropriateness and relevance of the indicators currently included in the dashboard.

Introduction

1. Appendix 2 Part 4 of the Kent County Council Constitution states that:

“Cabinet Committees shall review the performance of the functions of the Council that fall within the remit of the Cabinet Committee in relation to its policy objectives, performance targets and the customer experience.”

2. To this end, each Cabinet Committee is receiving a performance dashboard.

Enterprise & Environment performance dashboard

3. At the last meeting of this Cabinet Committee, it was agreed that the Performance Dashboard would contain a focussed sub-set of key performance and activity indicators, drawn from this year’s Divisional business plans for the Enterprise & Environment Directorate.

4. The Enterprise & Environment performance dashboard, attached at Appendix 1, includes latest available results for the agreed set of key performance and activity indicators drawn from this year’s Divisional business plans.

5. Following review of the dashboard by this Committee in July and the request made by Members, separate tables have also been included in the Dashboard to provide the raw data/denominator used to calculate the performance indicator results.

6. Where frequent data is available for indicators the results in the dashboard are shown with the latest available month (July) and a year to date figure. For Waste Management, where data is more appropriately monitored with a rolling 12 month figure to remove seasonality, the data is provided with quarterly updates.

Recommendations

7. Members are asked to REVIEW the Enterprise & Environment performance dashboard.

Background Documents: E&E Divisional Business Plans

Contact Information

Name: Richard Fitzgerald
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Enterprise & Environment Performance Dashboard

July 2012

Produced by Business Intelligence, Business Strategy

Publication Date: 29 August 2012



Guidance Notes

RAG RATINGS

GREEN	Performance has met or exceeded the current target
AMBER	Performance is below the target but above the floor standard
RED	Performance is below the floor standard

Floor standards are pre-defined minimum standards set in Business Plans and represent levels of performance where management action should be taken.

DOT (Direction of Travel)

↑	Performance has improved in the latest month
↓	Performance has fallen in the latest month
↔	Performance is unchanged this month

Please note:

For some indicators where improvement is expected to be delivered steadily over the course of the year, this has been reflected in phased targets. Year End Targets are shown in this dashboard, but full details of the phasing of targets where appropriate can be found in the Cabinet approved business plans.

Separate tables have been provided showing the raw data (denominator) used to calculate the percentages for the Performance Indicators.

Performance Indicators reported monthly

All data for Highways and Transportation relates to month of July

Performance Indicator	Latest Month Result	Month RAG	DOT	Year to date Result	Year to date RAG	Year end Target	Floor Standard	Previous year
Highways & Transportation								
Average number of calendar days to repair a pothole	10.8	GREEN	↑	11.3	GREEN	28	35	20
Percentage of routine enquiries reported by the public, which were completed within 28 calendar days	96%	GREEN	↔	95.4%	GREEN	90%	80%	90%
Percentage of potholes due to be repaired in the month, which were completed within 28 calendar days	97.6%	GREEN	↑	98.2%	GREEN	90%	80%	89%
Percentage of streetlights repaired in 28 calendar days (KCC Control)	83.6%	AMBER	↓	87.2%	AMBER	90%	80%	84%
Percentage of streetlights working	98.8%	GREEN	↓	98.9%	GREEN	98%	90%	98%

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Activity (supporting figures for Performance Indicator results above)	Monthly Result	Year to date Result
Number of pothole repairs completed	727	3,228
Number of routine enquiries reported by the public which have reached completion due date (28 calendar days after initial enquiry)	2,894	9,380
Number of potholes repairs which have reached completion due date (28 calendar days after initial enquiry)	755	3,565
Number of streetlight repairs which have reached completion due date (28 calendar days after initial enquiry) (KCC Control)	2,646	12,244
Number of streetlights	126,169	N/A

Performance Indicators reported with rolling 12 month, to remove seasonality

All data for Waste Management relates to quarter ending June

Performance Indicator	Latest result	RAG	DOT	Year end Target	Floor Standard	Previous year
Waste Management						
Percentage of municipal waste recycled or converted to energy and not taken to landfill	76.9%	GREEN	↓	75.4%	72.8%	78.1%
Percentage of household waste recycled and composted	42.4%	AMBER	↑	43.5%	40.0%	41.9%
Percentage of waste recycled and composted at Household Waste Recycling Centres (HWRC) including soil and hardcore	71.9%	GREEN	↑	70.0%	68.1%	71.8%

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Activity (supporting figures for Performance Indicator results above)	Rolling 12 month Result
Municipal waste tonnage collected	709,156
Household waste tonnage collected	662,620
HWRC waste tonnage collected	186,726

The difference between Municipal waste and Household waste is accounted for by beach cleansing, fly-tipping and hardcore which are including in Municipal waste but are not included in Household waste.

FROM: Bryan Sweetland, Cabinet Member for Environment, Highways & Waste
Mike Austerberry, Corporate Director – Enterprise & Environment

TO: Environment, Highways & Waste Cabinet Committee – 20th September 2012

SUBJECT: Enterprise & Environment Directorate (Environment, Highways and Waste Portfolio) Financial Monitoring 2012/13

Classification: Unrestricted

Summary:

Members of the Cabinet Committee are asked to note the first quarter's full budget monitoring report for 2012/13 reported to Cabinet on 17 September 2012.

FOR INFORMATION

1. Introduction:

1.1 This is a regular report to this Committee on the forecast outturn for Enterprise & Environment Directorate (Environment, Highways and Waste Portfolio).

2. Background:

2.1 A detailed quarterly monitoring report is presented to Cabinet, usually in September, December and March and a draft final outturn report in either June or July. These reports outline the full financial position for each portfolio and will be reported to Cabinet Committees after they have been considered by Cabinet. In the intervening months an exception report is made to Cabinet outlining any significant variations from the quarterly report. The Enterprise & Environment directorate annex from the first quarter's monitoring report for 2012/13 is attached.

3. Enterprise & Environment Directorate 2012/13 Financial Forecast - Revenue

3.1 There are no exceptional revenue changes since the writing of the attached quarter 1 report.

4. Enterprise & Environment Directorate 2012/13 Financial Forecast - Capital

4.1 There are no exceptional capital changes since the writing of the attached quarter 1 report.

5. Recommendations

- 5.1 Members of the Environment, Highways and Waste Cabinet Committee are asked to note the revenue and capital forecast variances from budget for 2012/13 for the Enterprise & Environment Directorate (Environment, Highways and Waste Portfolio) based on the first quarter's full monitoring to Cabinet.

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ENTERPRISE & ENVIRONMENT DIRECTORATE SUMMARY JUNE 2012-13 FULL MONITORING REPORT

1. FINANCE

1.1 REVENUE

1.1.1 The cash limits that the Directorate is working to, **and upon which the variances in this report are based**, include adjustments for both formal virement and technical adjustments, the latter being where there is no change in policy. The Directorate would like to request formal virement through this report to reflect adjustments to cash limits required for the following changes required in respect of the allocation of previously unallocated budgets where further information regarding allocations and spending plans has become available since the budget setting process. This primarily relates to transfers between A-Z lines to reflect the agreed contract with Enterprise. In addition, Highways and Transportation gross and income budgets have been realigned in the light of 2011-12 outturn. These adjustments have had an impact on the gross and income budgets which has reduced them both by £0.605m. Within Environment Management gross and income budgets have reduced by £1.304m reflecting realignment in respect of Kent Downs Area of Outstanding Natural Beauty that was not included in the original budget.

A reduction to gross and income budgets has also been made within Public Transport of £0.915m, which predominantly reflects a revision to the income and costs related to the Freedom pass. Changes to the gross and income budgets within Waste Management and Waste Disposal have also been reflected, as a result of revisions to contract prices affecting both spend and income levels and the use of new waste processing outlets for managing various recycle waste streams, all of which were not known when the budget was set. These amount to an increase of £0.042m in the gross budget and a similar increase in the income budget.

Within the Regeneration and Economic Development portfolio there have been revisions to the Development Staff and Projects budget to reflect changes in the external funding of a number of projects. This has decreased gross by £0.606m and income by £0.568m; the difference of -£0.038m affects the element of this budget that sits within the Business Strategy and Support Directorate hence a corresponding increase is shown within Annex 6 of this report.

There have also been a number of corporate adjustments to cash limit to reflect the allocation of £6m roll forward from 2011-12 as approved by Cabinet in June and a further £0.188m roll forward from 2011-12 as approved by Cabinet on 9 July, together with the transfer of responsibilities between units where the effects of the Council restructure are still being refined. These adjustments total -£0.429m against the gross budget.

Therefore the overall movement in cash limits shown in table 1a below is an increase in the gross expenditure budget of £2.371m (-£0.605m - £1.304m - £0.915m + £0.042m + £6.188m - £0.606m - £0.429m from above) and a reduction in the income budget of £3.350m (+£0.605m + £1.304m + £0.915m - £0.042m + £0.568m from above).

Table 1a shows:

- the published budget,
- the proposed budget following adjustments for both formal virement and technical adjustments, together with roll forward from 2011-12 as approved by Cabinet in June and July and the inclusion of 100% grants (ie grants which fully fund the additional costs) awarded since the budget was set. These are detailed in Appendix 1 to the executive summary of the 17th September Cabinet report,
- the total value of the adjustments applied to each A-Z budget line.

Cabinet is asked to approve these revised cash limits

Table 1b shows the latest monitoring position against these revised cash limits.

1.1.2.1 **Table 1a** below details the change in cash limits by A-Z budget since the published budget:

Budget Book Heading	Original Cash Limit			Revised Cash Limit			Movement		
	G	I	N	G	I	N	G	I	N
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Environment, Highways & Waste portfolio									
E&E Strategic Management & Directorate Support Budgets	8,136	-407	7,729	8,420	-408	8,012	284	-1	283
<u>Environment:</u>									
- Environment Management	5,258	-2,830	2,428	4,142	-1,526	2,616	-1,116	1,304	188
<u>Highways:</u>									
<i>Highways Maintenance:</i>									
- Adverse Weather	3,238		3,238	3,238	0	3,238	0	0	0
- Bridges & Other Structures	2,666	-259	2,407	2,685	-239	2,446	19	20	39
- General maintenance & emergency response	14,392	-486	13,906	13,131	-487	12,644	-1,261	-1	-1,262
- Highway drainage	3,188	-82	3,106	3,244	-82	3,162	56	0	56
- Streetlight maintenance	3,768	-167	3,601	3,974	-167	3,807	206	0	206
	27,252	-994	26,258	26,272	-975	25,297	-980	19	-961
<i>Highways Safety & Management:</i>									
- Development Planning	2,159	-1,283	876	2,135	-1,283	852	-24	0	-24
- Highways Improvements	1,611	-120	1,491	7,718	-50	7,668	6,107	70	6,177
- Road Safety	3,703	-2,720	983	3,264	-2,234	1,030	-439	486	47
- Streetlight energy	5,845		5,845	5,845	0	5,845	0	0	0
- Traffic management	5,589	-2,653	2,936	5,643	-2,622	3,021	54	31	85
- Tree maintenance, grass cutting & weed control	3,360	-170	3,190	3,331	-170	3,161	-29	0	-29
	22,267	-6,946	15,321	27,936	-6,359	21,577	5,669	587	6,256
<u>Planning & Transport Strategy:</u>									
- Planning & Transport Policy	1,253	-15	1,238	1,253	-15	1,238	0	0	0
- Planning Applications	1,129	-550	579	1,129	-550	579	0	0	0
	2,382	-565	1,817	2,382	-565	1,817	0	0	0
<u>Transport Services:</u>									
- Concessionary Fares	16,307	-27	16,280	16,307	-27	16,280	0	0	0
- Freedom Pass	13,648	-2,459	11,189	13,648	-2,459	11,189	0	0	0
- Subsidised Bus Routes	10,030	-2,370	7,660	9,115	-1,454	7,661	-915	916	1
- Transport Planning	464	-218	246	457	-219	238	-7	-1	-8
	40,449	-5,074	35,375	39,527	-4,159	35,368	-922	915	-7
<u>Waste Management</u>									
<i>Recycling & Diversion from Landfill:</i>									
- Household Waste Recycling Centres	8,235	-1,109	7,126	8,620	-1,482	7,138	385	-373	12
- Partnership & Waste Co-ordination	715	-126	589	722	-168	554	7	-42	-35
- Payments to Waste Collection Authorities (DCs)	5,333	-102	5,231	5,473	-102	5,371	140	0	140
- Recycling Contracts & Composting	10,976	-614	10,362	10,516	-601	9,915	-460	13	-447
	25,259	-1,951	23,308	25,331	-2,353	22,978	72	-402	-330
<i>Waste Disposal:</i>									
- Closed Landfill Sites & Abandoned Vehicles	749	-266	483	764	-180	584	15	86	101
- Disposal Contracts	28,853	-430	28,423	29,297	-156	29,141	444	274	718
- Haulage & Transfer Stations	8,686	-75	8,611	8,575	-75	8,500	-111	0	-111
- Landfill Tax	7,543		7,543	7,165	0	7,165	-378	0	-378
	45,831	-771	45,060	45,801	-411	45,390	-30	360	330
Commercial Services		-7,761	-7,761	0	-7,761	-7,761	0	0	0
Total E, H & W portfolio	176,834	-27,299	149,535	179,811	-24,517	155,294	2,977	2,782	5,759
Regeneration & Economic Development portfolio									
Development Staff & Projects	1,277	-1,239	38	671	-671	0	-606	568	-38
Total E&E controllable	178,111	-28,538	149,573	180,482	-25,188	155,294	2,371	3,350	5,721

1.1.2.2 **Table 1b** below details the revenue position by A-Z budget against adjusted cash limits as shown in table 1a:

Budget Book Heading	Cash Limit			Variance			Comment
	G	I	N	G	I	N	
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	
Environment, Highways & Waste portfolio							
E&E Strategic Management & Directorate Support Budgets	8,420	-408	8,012	-284	0	-284	Underspend on pension costs
<u>Environment:</u>							
- Environment Management	4,142	-1,526	2,616	0	0	0	
<u>Highways:</u>							
<u>Highways Maintenance:</u>							
- Adverse Weather	3,238	0	3,238	-4	0	-4	
- Bridges & Other Structures	2,685	-239	2,446	-53	53	0	
- General maintenance & emergency response	13,131	-487	12,644	243	0	243	Dual carriageway maintenance
- Highway drainage	3,244	-82	3,162	0	0	0	
- Streetlight maintenance	3,974	-167	3,807	-7	11	4	
	26,272	-975	25,297	179	64	243	
<u>Highways Safety & Management:</u>							
- Development Planning	2,135	-1,283	852	-44	0	-44	
- Highways Improvements	7,718	-50	7,668	-66	-15	-81	
- Road Safety	3,264	-2,234	1,030	-4	2	-2	
- Streetlight energy	5,845	0	5,845	0	0	0	
- Traffic management	5,643	-2,622	3,021	111	-364	-253	Lane rental scheme development costs; s74 fees and permit scheme
- Tree maintenance, grass cutting & weed control	3,331	-170	3,161	100	0	100	Increased weed control activity
	27,936	-6,359	21,577	97	-377	-280	
<u>Planning & Transport Strategy:</u>							
- Planning & Transport Policy	1,253	-15	1,238	0	0	0	
- Planning Applications	1,129	-550	579	0	0	0	
	2,382	-565	1,817	0	0	0	
<u>Transport Services:</u>							
- Concessionary Fares	16,307	-27	16,280	0	0	0	
- Freedom Pass	13,648	-2,459	11,189	0	0	0	
- Subsidised Bus Routes	9,115	-1,454	7,661	-139	119	-20	Retendering/changing of contracts
- Transport Planning	457	-219	238	1	0	1	
	39,527	-4,159	35,368	-138	119	-19	
<u>Waste Management</u>							
<u>Recycling & Diversion from Landfill:</u>							
- Household Waste Recycling Centres	8,620	-1,482	7,138	-66	-513	-579	Reduced waste tonnage; income from recyclables
- Partnership & Waste Co-ordination	722	-168	554	0	0	0	
- Payments to Waste Collection Authorities (DCs)	5,473	-102	5,371	-350	0	-350	Reduced waste tonnage
- Recycling Contracts & Composting	10,516	-601	9,915	-211	0	-211	Reduced waste tonnage
	25,331	-2,353	22,978	-627	-513	-1,140	
<u>Waste Disposal:</u>							
- Closed Landfill Sites & Abandoned Vehicles	764	-180	584	0	0	0	

Budget Book Heading	Cash Limit			Variance			Comment
	G	I	N	G	I	N	
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	
- Disposal Contracts	29,297	-156	29,141	-440	0	-440	Waste tonnage lower than budgeted resulting in less waste processed
- Haulage & Transfer Stations	8,575	-75	8,500	-67	0	-67	Reduced waste tonnage
- Landfill Tax	7,165	0	7,165	-241	0	-241	Reduced waste tonnage
	45,801	-411	45,390	-748	0	-748	
Commercial Services	0	-7,761	-7,761			0	
Total E, H & W portfolio	179,811	-24,517	155,294	-1,521	-707	-2,228	
Regeneration & Economic Development portfolio							
Development Staff & Projects	671	-671	0	0	0	0	
Total E&E controllable	180,482	-25,188	155,294	-1,521	-707	-2,228	
Assumed Management Action							
- EHW portfolio						0	
- R&ED portfolio						0	
Forecast after Mgmt Action				-1,521	-707	-2,228	

The Commercial Services and Development Staff & Projects lines are shaded out as these are within the remit of the Policy and Resources Cabinet Committee and Economic Development Cabinet Committee respectively and not the Environment, Highways and Waste Cabinet Committee

1.1.3 Major Reasons for Variance: [provides an explanation of the 'headings' in table 2]

Table 2, at the end of this section, details all forecast revenue variances over £100k. Each of these variances is explained further below:

Environment, Highways & Waste portfolio:

1.1.3.1 E&E Strategic Management & Directorate Support Budgets: Gross -£284k, Income Nil, Net -£284k

Additional budget was allocated in 2012-13 for an anticipated increase in pension costs. However the current forecast suggests that costs will not be as high as expected and an underspend of £227k is forecast on this budget line. There are other minor underspends totalling £57k.

1.1.3.2 **Highways:**

Overall the Highways Division is forecasting a small underspend of £37k but within this position there are some offsetting larger variances. Those over £100k are detailed below:

1.1.3.2.1 **Highways Maintenance**

a. General Maintenance & Emergency Response: Gross +£243k, Income Nil, Net +£243k

The £243k gross pressure on this budget includes a forecast pressure of £232k for dual carriageway maintenance.

1.1.3.2.2 **Highways Safety & Management**

a. Traffic Management: Gross +£111k, Income -£364k, Net -£253k

The gross pressure of £111k includes a £145k pressure for development costs in respect of a new lane rental scheme where companies will pay to rent lanes whilst undertaking work. This is a one-off cost for 2012-13 and the scheme will yield income in future years. The forecast increase in income of -£364k has resulted from a combination of section 74 fees (-£38k) and

income from the Permit Scheme (-£326k). Section 74 fees are recovered from works promoters (utility companies etc) who have taken an unreasonably prolonged occupation of the highway and the additional Permit Fee income reflects the recovery of the full costs incurred, including Directorate and Corporate overheads, which are not charged directly to this budget line.

- b. Tree maintenance, grass cutting & weed control: Gross +£100k, Income £0, Net +£100k
The forecast pressure of £100k on this budget reflects the additional activity on weed control that has arisen as a result of the particularly rainy spring and summer months.

1.1.3.3 **Transport Services:**

Subsidised Bus routes: Gross -£139k, Income +£119k, Net -£20k

The gross underspend of £139k and similar corresponding shortfall in income comprises of a number of small variances all under £100k including reduced costs and income due to the re-tendering of local bus services, reduced costs and income following the transfer of services to a voluntary organisation and reduced costs and income due to the number of entitled scholars using the subsidised bus network.

1.1.3.4 **Waste Management:**

The waste tonnage for the first four months of 2012-13 is 6,338 tonnes under the affordable level to the end of July. This indicates that waste tonnage will again be below the affordable level for the year and an estimated overall tonnage of 715,000 tonnes is predicted, which is 15,000 tonnes below the affordable level. This contributes to an overall forecast underspend on the waste budgets of £1.888m. The levels of waste tonnage will continue to be carefully reviewed as part of the regular monitoring process to Cabinet. Details of activity are shown in section 2.4 of this annex.

1.1.3.4.1 **Recycling & Diversion from Landfill**

- a. Household Waste Recycling Centres: Gross -£66k, Income -£513k, Net -£579k
The reduced tonnage has resulted in a small underspend of -£66k on gross expenditure, however there is a significant over-recovery in income of £513k. The new contract for textiles agreed last December, is generating an additional £313k, and income on lead acid batteries is adding a further £120k. There are also small over-recoveries in income from glass, paper and card, and metal. However there is some concern that the prices paid for recycled metals may begin to reduce and the impact on the income forecast will need to be re-assessed in future monitoring reports.
- b. Payments to Waste Collection Authorities (District Councils): Gross -£350k, Income Nil, Net -£350k
A gross underspend of £350k is forecast due to the amount of recycled waste being approximately 5,500 tonnes below budget, which has reduced the amount paid to District Councils.
- c. Recycling Contracts & Composting: Gross -£211k, Income Nil, Net -£211k
The tonnage for recycling and composting is approximately 4,600 tonnes under budget, and this is anticipated to deliver an underspend of £211k in this financial year.

1.1.3.4.2 **Waste Disposal**

- a. Disposal Contracts: Gross -£440k, Income Nil, Net -£440k
A gross underspend of £440k is forecast for this budget due to reduced residual waste tonnage. Overall the final tonnage figure is expected to be 4,900 tonnes under the affordable level.
- b. Landfill Tax: Gross -£241k, Income Nil, Net -£241k
The reduced level of waste sent for landfill referred to above generates a forecast underspend of £241k.

Table 2: REVENUE VARIANCES OVER £100K IN SIZE ORDER

(shading denotes that a pressure has an offsetting saving, which is directly related, or vice versa)

Pressures (+)			Underspends (-)		
portfolio		£000's	portfolio		£000's
EHW	Highways:General maintenance and emergency response - dual carriageway maintenance	+232	EHW	Disposal Contracts - reduced level of residual waste being processed	-440
EHW	Highways:Traffic Management - Lane rental scheme development costs	+145	EHW	Payments to Waste Collection Authorities (District Councils) - reduced tonnage	-350
EHW	Highways:Tree Maintenance, grass cutting and weed control - Additional weed control activity	+100	EHW	Highways:Traffic Management - Permit Scheme income	-326
			EHW	Household Waste Recycling Centres - additional income from textiles contract	-313
			EHW	Landfill Tax - level of waste below affordable level	-241
			EHW	Strategic Management & Directorate support budgets - pensions	-227
			EHW	Recycling Contracts and Composting - reduced level of waste	-211
			EHW	Household Waste Recycling Centres - income from lead acid batteries	-120
		+477			-2,228

1.1.4 Actions required to achieve this position:

None

1.1.5 Implications for MTFP:

The waste tonnage will continue to be carefully reviewed as part of the regular monitoring process to Cabinet. If future monitoring continues to support the forecast level of 715,000 then potentially further savings could be reflected in the MTFP.

1.1.6 Details of re-phasing of revenue projects:

None

1.1.7 Details of proposals for residual variance: [eg roll forward proposals; mgmt action outstanding]

None

1.2 CAPITAL

1.2.1 All changes to cash limits are in accordance with the virement rules contained within the constitution and have received the appropriate approval via the Leader, or relevant delegated authority.

1.2.2 The Enterprise & Environment Directorate has an approved budget for 2012-15 of £174.000m (see table 1 below). The forecast outturn against this budget is £177.291m, giving a variance of £3.291m. After adjustments for funded variances and reductions in funding, the revised variance comes to -£3.817m (see table 3).

1.2.3 Tables 1 to 3 summaries the Directorate's approved budget and forecast.

1.2.4 Table 1 – Revised approved budget

	£m	
Approved budget last reported to Cabinet	173.654	
Approvals made since last reported to Cabinet	0.346	
Revised approved budget	174.000	

1.2.5 Table 2 – Further changes to budget for Cabinet to approve

Scheme	Portfolio	Amount £m	Reason
Integrated Transport Schemes	E,H&W	0.130	Additional grant
Integrated Transport Schemes	E,H&W	0.118	Additional developer contributions
Integrated Transport Schemes	E,H&W	0.287	Additional external funding
Coldharbour Gypsy Site	E,H&W	0.240	Additional external funding
Sittingbourne Northern Relief Rd	E,H&W	0.037	Additional developer contributions
Energy Water Investment Fund *	E,H&W	0.296	Fully funded by repayments within the scheme
Total		1.108	

* Cabinet are asked to note that the apparent overspend on this project is fully funded from payments within the Scheme, however, cash limits will not be changed.

1.2.6 Table 3 – Summary of Variance

	Amount £m
Unfunded variance	1.203
Funded variance (from table 2)	1.108
Variance funded from revenue *	6.000
Underspend	-0.900
Rephasing (beyond 2012-15)	-4.120
Total variance	3.291

* Reported to Cabinet 11 June 2012

Main reasons for variance

1.2.7 Table 4 below details each scheme, indicating all variances and the status of the scheme. Each scheme with a Red or Amber status will be explained including what is being done to get the scheme back to budget/on time.

1.2.8 Table 4 – Scheme Progress

Scheme name	Total cost	Previous spend	2012-15 approved budget	Later Years approved budget	2012-15 Forecast spend	Later Years Forecast spend	2012-15 Variance	Total project variance	Status Red/amber/green
	£m	£m	£m	£m	£m	£m	£m	£m	
	(a) = b+c+d	(b)	(c)	(d)	(e)	(f)	(g) = (e-c)	(h)=(b+e+f)-a	
Major Scheme- Preliminary Design Fees	0.905	0.005	0.900	0.000	0.900	0.000	0.000	0.000	
Highway Major Maintenance	181.794	31.971	90.157	59.666	96.157	59.666	6.000	6.000	
Member Highway Fund	8.797	1.899	6.898	0.000	6.880	0.000	-0.018	-0.018	
Integrated Transport Scheme	20.517	3.745	10.656	6.116	11.191	6.116	0.535	0.535	
A2 slip Road	1.655	1.599	0.056	0.000	0.056	0.000	0.000	0.000	
Commercial Services Vehicle Plant & Equipment	6.231	1.131	3.800	1.300	3.800	1.300	0.000	0.000	
Non TSG Land ,Compensation Claims and Blight	3.822	0.855	2.967	0.000	2.967	0.000	0.000	0.000	
Energy & Water Investment Funds-External	0.502	0.387	0.115	0.000	0.788	0.000	0.673	0.673	
Energy and Water Efficiency Investment	2.046	1.230	0.736	0.080	0.359	0.012	-0.377	-0.445	
Archaeological Resource Centre	0.900	0.000	0.900	0.000	0.000	0.000	-0.900	-0.900	* see 1.9
Coldharbour Gypsy site	1.621	0.314	1.307	0.000	1.547	0.000	0.240	0.240	
Sandwich Sea Defences	3.640	0.000	3.640	0.000	3.640	0.000	0.000	0.000	
Hernebay Site Improvement	1.595	0.306	1.289	0.000	1.289	0.000	0.000	0.000	
East Kent Waste Facilities	4.597	3.021	1.576	0.000	1.576	0.000	0.000	0.000	
East Kent Waste Facilities-Ashford TS	0.750	0.287	0.463	0.000	0.463	0.000	0.000	0.000	
LTP- A228 Leybourne and West Malling Imp	28.579	28.560	0.019	0.000	0.019	0.000	0.000	0.000	
Ashford Ring Road	15.554	15.457	0.097	0.000	0.097	0.000	0.000	0.000	
Sittingbourne Northern Relief Road	31.668	28.356	3.312	0.000	3.245	0.104	-0.067	0.037	rephasing
East Kent Access PH2	87.001	81.317	5.684	0.000	2.508	3.176	-3.176	0.000	rephasing
Rushenden Link Road	11.467	10.654	0.813	0.000	0.813	0.000	0.000	0.000	
Re-shaping Kent Highways Accommodation	22.074	21.929	0.145	0.000	0.145	0.000	0.000	0.000	
A2 Cyclo Park	8.583	7.569	1.014	0.000	1.032	0.000	0.018	0.018	
Victoria Way Ph 1	18.551	17.842	0.709	0.000	0.709	0.000	0.000	0.000	
Ashford-Drover's Roundabout junct.	20.543	20.393	0.150	0.000	1.353	0.000	1.203	1.203	overspend
Swale Transfer Station	3.630	0.000	3.630	0.000	3.630	0.000	0.000	0.000	
Ashford Transfer Station	4.250	0.000	4.250	0.000	4.250	0.000	0.000	0.000	

Scheme name	Total cost	Previous spend	2012-15 approved budget	Later Years approved budget	2012-15 Forecast spend	Later Years Forecast spend	2012-15 Variance	Total project variance	Status Red/amber/green
	£m	£m	£m	£m	£m	£m	£m	£m	
	(a) = b+c+d	(b)	(c)	(d)	(e)	(f)	(g) = (e-c)	(h)=(b+e+f)-a	
HWRC-Ton & Malling	2.300	0.000	2.300	0.000	0.500	1.800	-1.800	0.000	rephasing
HWRC-West Kent	2.600	0.000	0.000	2.600	0.000	2.600	0.000	0.000	
Mid Kent Joint Waste Project	4.440	0.000	4.440	0.000	4.440	0.000	0.000	0.000	
Growth without Gridlock	10.000	0.000	10.000	0.000	10.000	0.000	0.000	0.000	
Kent Thameside Strategic Transport Programme	145.331	0.670	9.071	135.590	10.032	134.629	0.961	0.000	rephasing
Street Lighting Timing	2.906	0.000	2.906	0.000	2.906	0.000	0.000	0.000	
Orchard Way Railway Bridge	15.000	0.000	0.000	15.000	0.000	15.000	0.000	0.000	
A28 Chart Road	15.000	0.000	0.000	15.000	0.000	15.000	0.000	0.000	
A228 Colts Hill Strategic Link	25.000	0.000	0.000	25.000	0.000	25.000	0.000	0.000	
South East Maidstone Strategic Route	35.000	0.000	0.000	35.000	0.000	35.000	0.000	0.000	
TOTAL	658.849	279.497	174.000	205.352	177.291	209.403	3.291	7.342	

1.2.9 Status:

Green – Projects on time and budget

Amber – Projects either delayed or over budget

Red – Projects both delayed and over budget

1.2.10 Assignment of Green/Amber/Red Status

1.2.11 As this is the first of the new capital monitoring formats, the red/amber/green statuses are assigned from the current position. A project will not show as amber or red if they have been delayed or over budget in the past but this has now been resolved. Any such issues would have been reported on in previous monitoring reports to Cabinet.

1.2.12 Projects with variances to budget will only show as amber if the variance is unfunded, i.e. there is no additional grant, external or other funding available to fund.

1.2.13 Projects are deemed to be delayed if the forecast completion date is later than what is in the current project plan.

Amber and Red Projects – variances to cost/delivery date and why.

- Sittingbourne Northern Relief Road: (Re-phased to later years)

1.2.14 Construction of the Relief Road was completed in December 2011. Landscaping, operational and remedial works are to be completed during this financial year. The remainder of the forecast spend relates to Land Compensation Act Part 1 claims. This expenditure has been re-phased because of the inherent uncertainty in the timing and settlement of claims. Claims can be made at anytime up to 7 years after scheme opening although most are received within the first 2 years. Progress on settling claims is dependent on the attitude of claimants' agents and past experience has shown that full closure of all claims can take several years.

- East Kent Access Road Phase 2: (Re-phased to later years)

1.2.15 Construction of the scheme was completed in May 2012. Good progress is being made on the commercial aspects and it is expected that the final contract cost will be agreed in this financial year. Initial traffic management works on bypassed roads are underway and it is expected that full completion of such measures will also be completed during this financial year. However, it is likely that settlement of Land Compensation Act Part 1 claims will take longer than originally envisaged and so this expenditure has been re-phased.

- Drovers Roundabout-M20 /J9 (+£1.203m)

1.2.16 Construction of the scheme was completed in October 2011 with the opening of the feature bridge over the M20. Several significant claims remain to be agreed with the contractor. The forecast overspend of £1.203m is based on the current estimated cost of the final settlement and is expected to be funded by additional grant..

- HWRC – Tonbridge & Malling (re-phased to later years)

1.2.17 This project is in the early planning stages and is now expected to be completed in future years.

- Kent Thameside Strategic Transport Programme (re-phasing brought forward into 12-15)

1.2.18 Some projects within the programme have been accelerated and funding for these has been brought forward from future years.

Key issues and Risks

- Archaeological Resource Centre (ARC): (-£0.900m; project not going ahead)

1.2.19 The funding of £0.900m identified in the capital programme was KCC's contribution to English Heritage towards the construction of an ARC in Kent. Overall the project did not have sufficient funding and so KCC attempted to secure Heritage Lottery Fund (HLF) to help meet the shortfall.

1.2.20 The bid was submitted in autumn 2011 and HLF has now turned down the application due to the high cost. As this project will not be going ahead at the present time it is proposed to remove it from the capital programme.

- Drovers Roundabout - M20J9 and Victoria Way.

1.2.21 On both schemes the contractors have submitted significant claims although they are of more significance and quantum for Drovers Roundabout - M20 J9. The assessment and negotiation of the claims is complex but good progress is being made.

- Kent Thameside Strategic Transport Programme

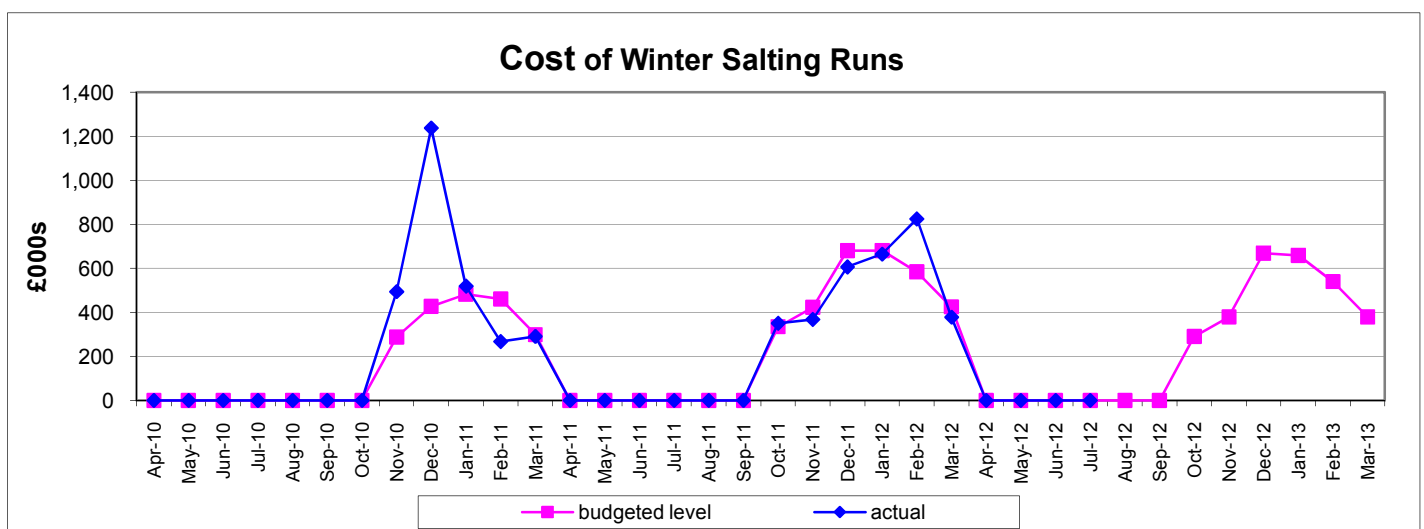
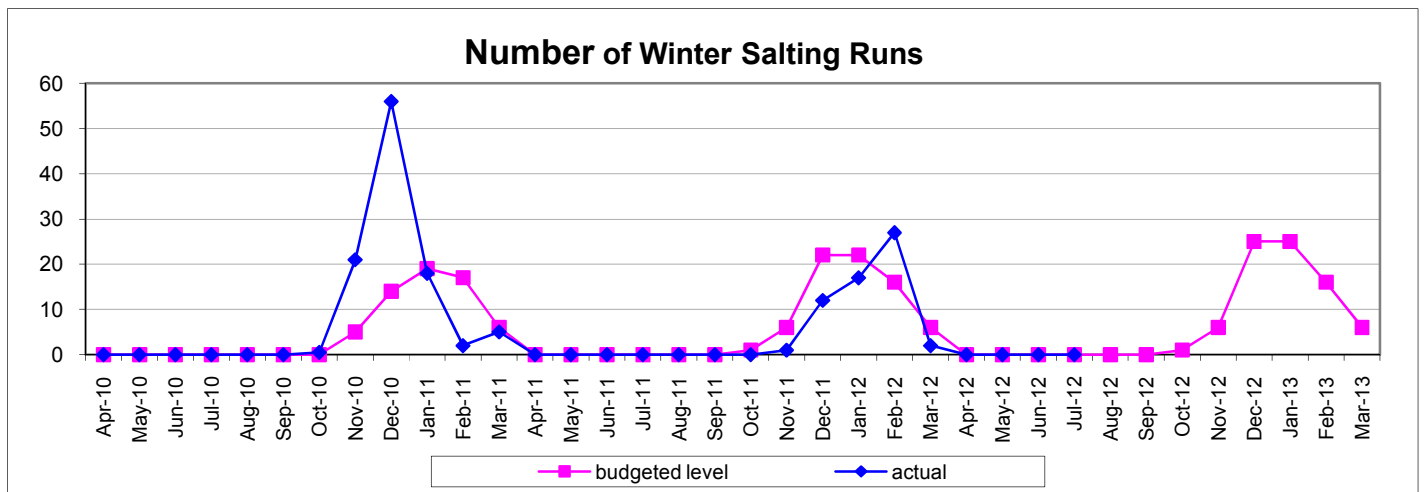
1.2.22 This Strategic Transport Programme is a package of schemes to improve the transport infrastructure in Dartford and Gravesham to be implemented over the next 15-20 years. Funding of the programme is a combination of grant and developer contributions. There are inherent risks with the delivery of the programme over such a long period with one of the key issues being the uncertainty over future funding.

1.2.23 At present the delivery of the programme is being managed within the level of funding available. This will continue whilst further funding is secured from either development, through agreement or the adoption of CIL, on-going discussion with Government regarding further public sector funding or identifying alternative sources of funding.

2. KEY ACTIVITY INDICATORS AND BUDGET RISK ASSESSMENT MONITORING

2.1 Number and Cost of winter salting runs:

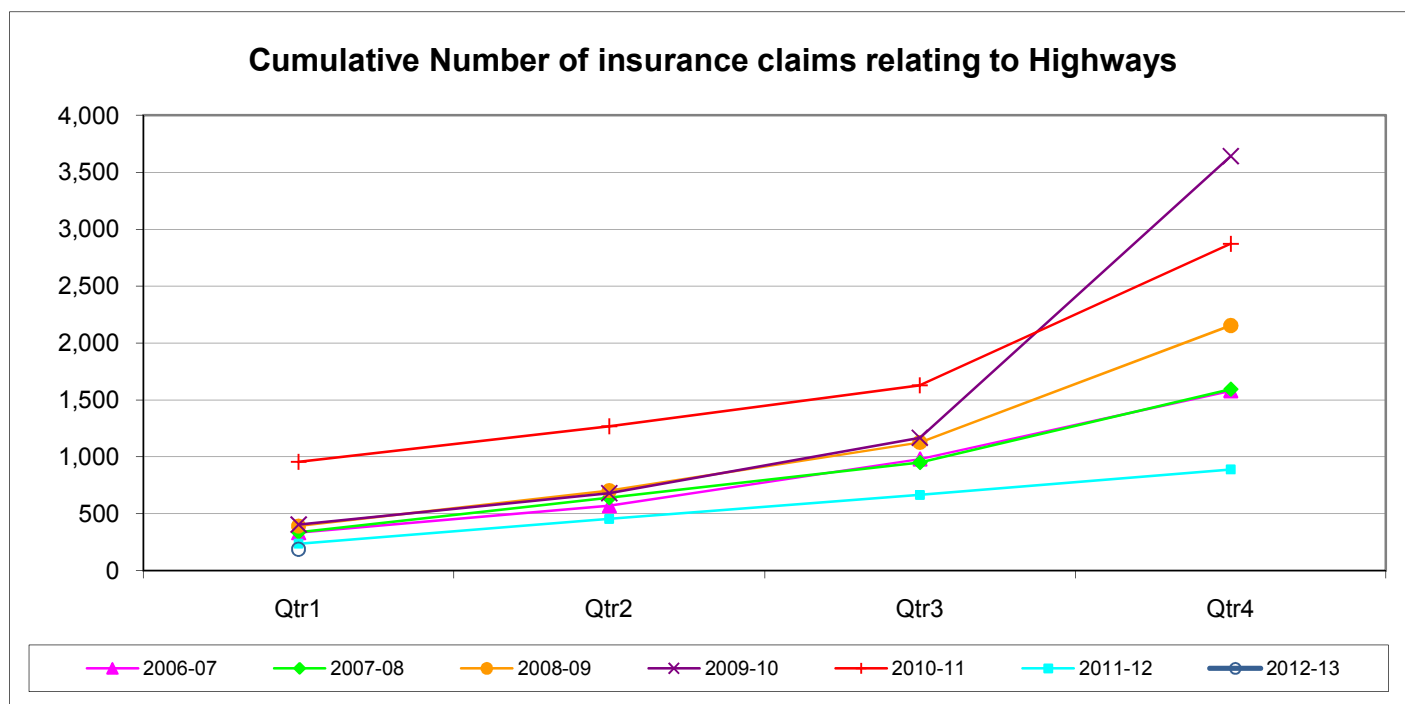
	2010-11				2011-12				2012-13			
	Number of salting runs		Cost of salting runs		Number of salting runs		Cost of salting runs		Number of salting runs		Cost of salting runs	
	Actual	Budgeted Level	Actual £000s	Budgeted Level £000s	Actual	Budgeted Level	Actual £000s	Budgeted Level £000s	Actual	Budgeted level	Actual £000s	Budgeted Level £000s
April	-	-	-	-	-	-	-	-	-	-	-	-
May	-	-	-	-	-	-	-	-	-	-	-	-
June	-	-	-	-	-	-	-	-	-	-	-	-
July	-	-	-	-	-	-	-	-	-	-	-	-
August	-	-	-	-	-	-	-	-	-	-	-	-
September	-	-	-	-	-	-	-	-	-	-	-	-
October	0.5	-	6	-	0	1	351	335	1	-	291	-
November	21	5	494	288	1	6	368	423	6	-	379	-
December	56	14	1,238	427	12	22	607	682	25	-	670	-
January	18	19	519	482	17	22	665	682	25	-	660	-
February	2	17	268	461	27	16	825	584	16	-	540	-
March	5	6	291	299	2	6	378	425	6	-	379	-
TOTAL	102.5	61	2,816	1,957	59	73	3,194	3,131	-	79	-	2,919



- Under the old Ringway contract, local and specific overheads, plus depot charges were budgeted for and dealt with separately, these costs were therefore not included in the winter service expenditure figures, whereas the new Enterprise contract is an all inclusive price so these costs are now included in the graph, hence the apparent increase in the budgeted cost in 2011-12 and 2012-13 compared to previous years.
- Although the budgeted number of salting runs is higher in 2012-13 than in 2011-12, the budgeted cost is lower because 2011-12 was a transition year due to the change in contractor from Ringway to Enterprise and in 2012-13 the full year efficiency savings will be realised, hence the reduction in the budgeted costs.
- It had been anticipated that the generally mild winter in 2011-12 would mean that the number and cost of salting runs would be below budget. However, the snow emergency in February 2012 required emergency salting runs, which were more expensive than the routine salting runs due to a higher rate of spread of salt than originally budgeted. Also, additional costs were incurred as part of the new Winter Policy introduced for 2011-12, as smaller vehicles needed to be leased in order to service parts of the routes that were inaccessible to the larger vehicles (approx £140k) and some of the salting routes were extended in order to meet local needs. This resulted in outturn expenditure of £3.194m against a budget of £3.131m, despite the number of salting runs being below the budgeted level.

2.2 Number of insurance claims arising related to Highways:

	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims
April-June	335	337	393	407	957	237	189
July-Sept	570	640	704	679	1,270	457	
Oct-Dec	982	950	1,128	1,168	1,631	674	
Jan- Mar	1,581	1,595	2,155	3,642	2,877	936	



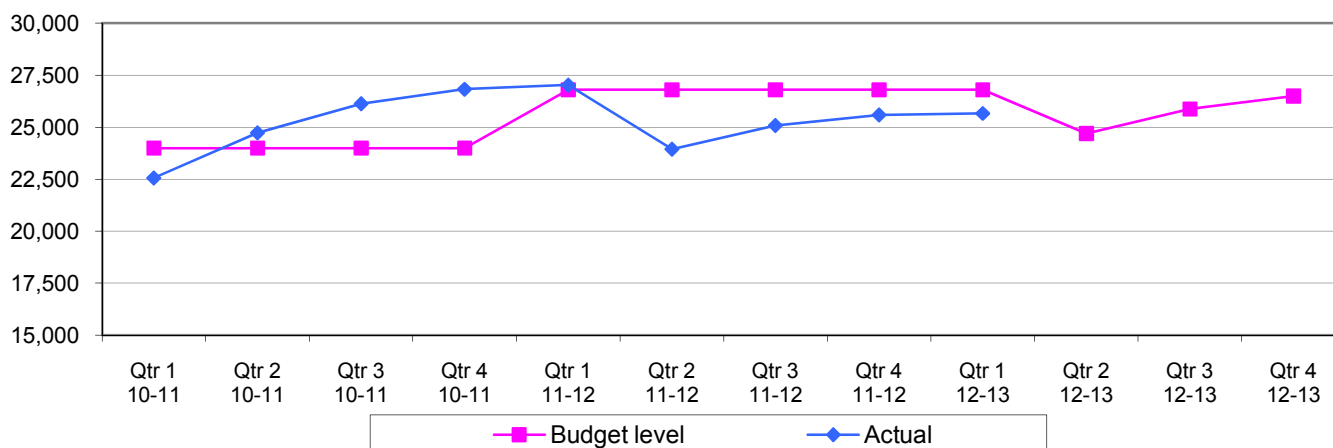
Comments:

- Numbers of claims will continually change as new claims are received relating to incidents occurring in previous quarters. Claimants have 3 years to pursue an injury claim and 6 years for damage claims. The data previously reported has been updated to reflect claims logged with Insurance as at 30 June 2012.
- Claims were high in the three years from 2008-09 to 2010-11 largely due to the particularly adverse weather conditions and the consequent damage to the highway along with some possible effect from the economic downturn. These claim numbers are likely to increase further as more claims are received for incidents which occurred during the period of the bad weather.
- Claims were lower in 2011-12 than in recent years. This could be due to many factors including: an improved state of the highway following the find and fix programmes of repair, an increased rejection rate on claims, and a mild winter. Also, it is likely that these claim numbers will increase as new claims are received relating to incidents occurring in previous years as explained in the first bullet point above.
- The Insurance section continues to work closely with Highways to try to reduce the number of claims and currently the Authority is managing to achieve a rejection rate on 2012-13 claims where it is considered that we do not have any liability, of about 87%.

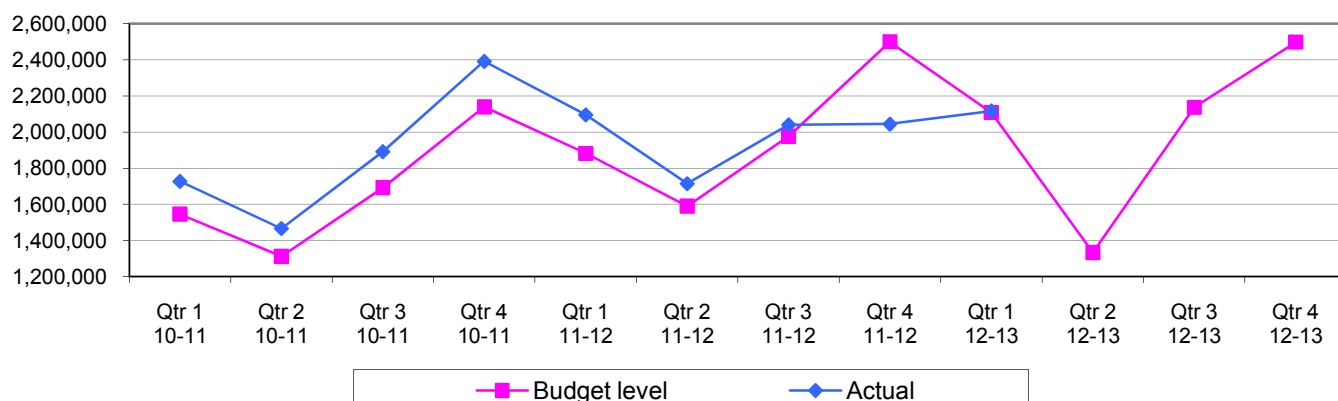
2.3 Freedom Pass - Number of Passes issued and Journeys travelled:

	2010-11				2011-12				2012-13			
	Passes		Journeys travelled		Passes		Journeys travelled		Passes		Journeys travelled	
	Budget level	actual	Budget level	actual	Budget level	actual	Budget level	actual	Budget level	actual	Budget level	actual
Qtr 1 April - June	24,000	22,565	1,544,389	1,726,884	26,800	27,031	1,882,098	2,095,980	26,800	25,668	2,108,385	2,116,536
Qtr 2 July - Sept	24,000	24,736	1,310,776	1,465,666	26,800	23,952	1,588,616	1,714,315	24,703		1,332,935	
Qtr 3 Oct - Dec	24,000	26,136	1,691,828	1,891,746	26,800	25,092	1,976,884	2,040,713	25,877		2,136,769	
Qtr 4 Jan - Mar	24,000	26,836	2,139,053	2,391,818	26,800	25,593	2,499,462	2,045,000	26,500		2,497,561	
			6,686,046	7,476,114			7,947,060	7,896,008			8,075,650	2,116,536

Number of Freedom Passes issued



Number of Journeys travelled



Comments:

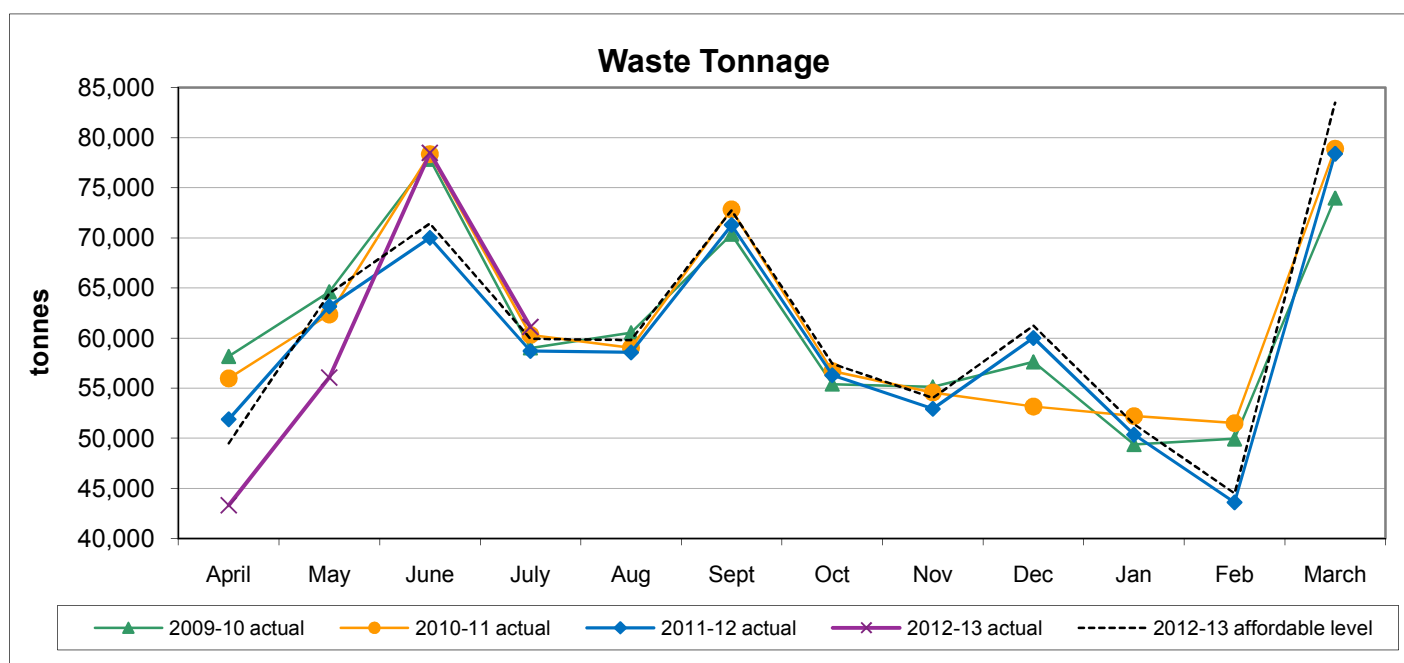
- As predicted the number of Kent Freedom Passes has fallen slightly since the fee increase in 2011-12, but those who possess a pass are frequent/heavy users of the scheme. Applications are now being received for the new school year and this data will be used to review future expenditure against budget for the next quarterly review.

- The above figures do not include journeys travelled relating to home to school transport as these costs are met from the Education, Learning & Skills portfolio budget and not from the Kent Freedom Pass budget.

2.4 Waste Tonnage:

	2009-10	2010-11	2011-12	2012-13	
	Waste Tonnage	Waste Tonnage	Waste Tonnage	Waste Tonnage *	Affordable Level
April	58,164	55,975	51,901	43,301	49,499
May	64,618	62,354	63,168	56,082	64,467
June	77,842	78,375	70,006	78,496	71,446
July	59,012	60,310	58,711	61,114	59,919
August	60,522	59,042	58,581		59,787
September	70,367	72,831	71,296		72,763
October	55,401	56,690	56,296		57,454
November	55,138	54,576	52,942		54,031
December	57,615	53,151	60,009		61,244
January	49,368	52,211	50,366		51,403
February	49,930	51,517	43,607		44,504
March	73,959	78,902	79,469		83,483
TOTAL	731,936	735,934	716,351	238,993	730,000

* Note: waste tonnages are subject to slight variations between quarterly reports as figures are refined and confirmed with Districts



Comments:

- The March 2012 actual figure has been adjusted to take account of revised data received from districts.
- It has been necessary to revise the affordable tonnage levels for April and March to reflect the actual number of days in each accounting period. Historically contracts with service providers have been on the basis of a four/four/five week cycle of accounting periods (with weeks ending on a Sunday), rather than on calendar months, and reported waste tonnages have reflected this. It is expected that by April 2013 all service providers will have transferred to a calendar month basis.
- These waste tonnage figures include waste processed either through Allington Waste to Energy plant or landfill, recycled waste and composting.
- To date, the cumulative tonnage activity for the first four months is approximately 6,338 tonnes less than the affordable level for the same period, and this reduction is reflected in the current forecast in section 1.1.3.4 of this annex which assumes waste volumes will be approximately 15,000 tonnes below budget by year end.

- Although it is too early to say whether this reduced level of tonnage will continue throughout the year, waste tonnages will continue to be carefully reviewed as part of the regular monitoring process to Cabinet.

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From: Bryan Sweetland, Cabinet Member – Environment, Highways & Waste
Paul Crick, Director of Planning and Environment

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: KCC Response to the DfT draft Aviation Policy Framework Consultation

Classification: Unrestricted

Summary:

This report puts forward a proposed response to the Department for Transport's (DfT) current consultation on a draft Aviation Policy Framework. The draft response draws on the principles set out in the Council's discussion document *Bold Steps for Aviation*.

Recommendations:

That Members note the proposed response to the DfT's draft Aviation Policy Framework consultation and provide comment for consideration by the Cabinet Member for Environment, Highways and Waste in finalising the KCC response to DfT by 31 October.

1. Introduction

- 1.1 The Department for Transport (DfT) is currently consulting on its draft Aviation Policy Framework. This has been informed by the feedback received during the scoping exercise Government conducted in March 2011. The document sets out Government's overall objectives for aviation, discusses how existing policies and additional policy options can achieve those objectives, and seeks responses to specific policy questions. It is underpinned by the two core principles of collaboration and transparency.
- 1.2 The final Aviation Policy Framework shaped by the current consultation will be a high level strategy that sets out Government's overall objectives for aviation and the policies to achieve those objectives. It will be within this policy framework therefore, that the means of addressing the question of how to ensure retention of UK's aviation hub status will lie. The draft consultation indicated that there would be a call for evidence from Government with regard to this specific question due later this year, however following the recent Cabinet reshuffle there has been an announcement that the Government will set up a cross party Independent Commission to look at the issue of hub status. At this time it is not known whether there will be a call for evidence

associated with the work of the Commission or not. Indications are the Commission is unlikely to report until late 2014 or even post election in 2015. Whatever the eventual solution the Commission recommends in terms of hub status, it must align with the policies set out in the Aviation Policy Framework.

2. Financial Implications

- 2.1 There are no revenue or capital financial implications arising from this report as it constitutes input to Government policy formation.

3 Bold Steps for Kent and Policy Framework

- 3.1 (1) The proposed response to this DfT consultation supports the Council's Medium Term Financial plan by contributing to the objective of helping the Kent economy to grow. It does this by supporting aviation growth in a sustainable manner that will provide most benefit to Kent and draws on the position set out in the Council's discussion document *Bold Steps for Aviation*.
- 3.2 (2) The proposed response is aligned to the Council's Local Transport Plan and accords with the 20 year transport delivery plan *Growth without Gridlock*.

4. Summary of draft Aviation Policy Framework

- 4.1 The consultation document states that its aim is to establish the objectives for UK aviation and the policies to achieve those objectives. It states that the final framework will be a high level strategy. Despite this however, the consultation spends much time dwelling on a number of technical issues such as appropriate noise levels for monitoring. The consultation deals with the following topics:

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

- 4.2 Four main objectives for aviation relating to these topics are proposed within the consultation document as follows and highlighted in bold text.

4.3 Benefits of Aviation

In terms of the benefits of aviation this objective is to **ensure that the UK's air links continue to make it one of the best connected countries in the world. This includes increasing our links to emerging markets so that the UK can compete successfully for economic growth opportunities.**

The consultation suggests that to achieve this it is important to maintain the UK's aviation hub capacity and develop links from airports which provide point-to-point services in a sustainable way.

- 4.4 It is suggested that in the short term, to around 2020, a key priority is to make better use of existing runway capacity at all UK airports and to ease the

pressure on our hub airport [Heathrow]. This includes making best use of existing capacity to improve performance, resilience and the passenger experience; encouraging new routes and services; supporting [regional] airports outside of the South East; and better integrating airports into the wider transport network. Proposals for expansion of regional airports would be judged on individual merit taking into account economic and environmental impacts.

- 4.5 Given that, the five London airports were at 78% capacity in 2010, forecast to be 91% full in 2020 and totally full by around 2030, in the medium term and long term, beyond 2020, it is recognised that there will be a capacity challenge at the biggest airports in the South East. There needs to be a strong evidence base before decisions can be made on specific solutions. Solutions will be explored through the work of the Independent Commission the Government have indicated they are setting up later this year.
- 4.6 National strategies for aviation and high speed rail will be aligned so that they can complement one another and provide improved connectivity. There will be encouragement for domestic and short haul European journeys to be made by train instead of air transport. The development of HS2 will help to ease the pressure on our hub airport [Heathrow], although it is acknowledged that even with HS2, beyond 2020, there will be a capacity challenge at the biggest airports in the South East.
- 4.7 Managing aviation's environmental impacts
To address the environmental impacts the stated objectives are:
- **To ensure that the aviation sector makes a significant and cost effective contribution towards reducing global emissions and;**
 - **To aim to limit and where possible reduce the number of people in the UK significantly affected by aircraft noise.**
- 4.8 To achieve these it is proposed that in the absence of any global emissions trading agreement the UK continues to work with the EU to ensure the inclusion of aviation in the EU Emissions Trading System (ETS). In addition, in the context of the Climate Change Act (2008), based on advice from the Committee on Climate Change (CCC), it is stated that delivery of objectives in the policy framework will be consistent with the UK's existing international legal obligations on climate change.
- 4.9 The objective on noise will be achieved by incentivising noise reduction and mitigation with realistic noise limits linked to penalties which reflect the severity of noise disturbance; and the effective use of differential landing fees with independent and transparent monitoring and enforcement. It is recognised that there is also a need for better engagement between airports and communities with transparency to inform debate.
- 4.10 The consultation proposes that other than at the three largest London airports, consistent with the Government's localism policy, noise controls should continue to be agreed locally and in the absence of any conclusive evidence,

views are sought on the most appropriate noise contour measurement marking the approximate onset of significant community annoyance.

4.11 Working together

The stated objective for this aspect is **to encourage the aviation industry and local stakeholders to strengthen and streamline the way in which they work together**. The proposals around this objective involve reviewing Airport Consultative Committees (ACCs), airport master plans, airport surface access strategies (ASASs) and Airport Transport Forums (ATFs) to ensure that there is no duplication of activity and to improve existing arrangements.

4.12 The Executive Summary of the consultation document is attached as Appendix A and the full consultation can be viewed at <http://www.dft.gov.uk/consultations/dft-2012-35/>

5. Summary of Draft response

5.1 The following provides a summary of the key points made in response to the set consultation questions. The full response is attached as Appendix B.

5.2 Key consultation proposals that KCC would support:

5.2.1 KCC agrees that the number of destinations and frequency of flights constitute an appropriate definition of connectivity. KCC does however request an additional weighting to be added to this in recognition of the value of a particular connection to the UK economy.

5.2.2 KCC agrees with the objective of continuing to make the UK one of the best connected countries in the world and believes this can be achieved by encouraging better utilisation of existing under used regional airports supported by improved surface connections, particularly high speed rail links.

5.2.3 KCC supports expansion of the UK's fifth freedom policy (allowing airlines from one country to land in the UK and pick up passengers to carry them onto a third country. This currently operates at airports outside London) to Gatwick, Stansted and Luton.

5.2.4 KCC agrees that Government should offer bilateral partners (rights to fly into UK on basis of reciprocal rights for UK airlines to fly to that country) unilateral open access (no reciprocal agreement required). The draft Framework proposes this is applied to airports outside the South East. KCC strongly advocates that this should be amended to "airports outside the London system" thus allowing airports such as Manston and Lydd to enjoy the potential benefits.

5.2.5 KCC welcomes the Government's support for Local Enterprise Partnerships to develop local strategies to maximise the catalytic effects of airports to attract businesses and support growth. KCC

however again advocates that the definition of other airports “outside the South East” should be changed to “outside the London system”.

- 5.2.6 KCC welcomes the Draft Aviation Policy Framework’s emphasis on rail access to airports. In this respect KCC would like to see a direct connection between Ashford International and Gatwick Airport and a new Thanet Parkway station at Manston.
- 5.2.7 KCC welcomes the Government’s intention to ensure that its national strategies for aviation and high speed rail are aligned so that the two modes can complement each other.
- 5.2.8 Kent County Council fully supports all Government initiatives to incentivise the aviation and aerospace sectors to improve the performance of aircraft with the aim of reducing emissions, but not without appropriate investment.
- 5.2.9 KCC supports tax relief for research and development (R&D) relating to the development of cleaner engines acknowledging that Discovery Park Enterprise Zone in Kent would welcome further incentives for inward investment on low emission aviation engine R&D.
- 5.2.10 KCC strongly advocates the better use of airspace in the London system to reduce stacking and proposes investigation of a potential environmental tax linked to stacking to help incentivise efficiency in this respect.
- 5.2.11 KCC supports continuing to designate the 3 largest London airports for noise management purposes but goes on to request a more consistent approach to designation is taken (for example, all airports with over 50,000 annual air transport movements). This will result in a total of 12 airports being noise designated.
- 5.2.12 KCC supports the Government’s objective on noise of limiting and where possible, reducing the number of people exposed to aircraft noise.
- 5.2.13 KCC supports the retention of the 57dB LAeq as the level indicating the onset of significant community annoyance, however goes on to request more research into this.
- 5.2.14 KCC recommends Government should map noise around noise designated airports to 54 dBA level reduced from the existing 57 dBA.
- 5.2.15 KCC supports the use of differential landing fees to improve the noise environment around airports, particularly at night and proposes that fees during the night time period should not be less than the lowest day time charge.

5.2.16 KCC agrees that the Civil Aviation Authority (CAA) should have a role in providing independent oversight of airports' noise management.

5.3 Key consultation proposals that KCC would reject:

5.3.1 KCC disagrees that noise should be given particular weight when balanced against other environmental factors affecting communities living near airports, however goes on to state that where there is no conflict with mandatory EU air quality targets, this could indeed be the case.

5.4 Other KCC comments on the consultation document:

5.4.1 KCC puts forward the view that due to technology advances, the traditional hub and spoke model for aviation could change over the medium to long term. The implications of such a scenario are that the need to have one national airport operating as a hub is less likely to be the key factor critical to ensuring excellent connectivity. Instead we could see a number of airports across the country offering a wide range of flight type and operating to significant numbers of destinations providing the level of connectivity we would expect a 'hub' airport to provide.

5.4.2 The draft Framework proposes measures that will both relieve existing capacity issues as well as generate aviation growth. KCC makes the point that the measures to facilitate aviation growth need to be focused on airports that can cater for this growth over the short to medium term in order to ensure that capacity issues at Heathrow are not exacerbated and the UK's global competitiveness eroded.

5.4.3 KCC advocates a transparent market based approach to slot allocation at Heathrow. This could operate to better distribute flights across the UK.

5.4.4 While KCC supports inclusion of aviation in the European Emissions Trading System (EU ETS), a likely impact of this will be higher costs for passengers. KCC therefore requests that Air Passenger Duty, currently the highest in the world, is fully reviewed as to how it will work in combination with the EU ETS to ensure UK passengers are not unfairly penalised whilst ensuring airlines are incentivised to reduce emissions.

5.4.5 KCC puts forward that climate change adaptation is not fully evidenced in the consultation and asks Government to undertake further research. We also request stronger links to the national adaptation programme, national climate change risk assessment and for elaboration on how reporting power will be implemented to ensure actions to build resilience.

- 5.4.6 KCC proposes that a penalty scheme should be mandatory for all noise designated airports.
- 5.4.7 KCC expresses disappointment that the impact of aviation on the natural environment is given little more than a passing reference and requests that the protection of the environment is adequately catered for.
- 5.4.8 KCC advocates a stronger role for Airport Consultative Committees (ACC) and makes some suggestions on how this could be achieved. KCC also supports revising the airports required to have an ACC to those over a specified threshold for air transport movements.
- 5.4.9 The consultation document highlights that the National Planning Policy Framework states that local planning authorities should 'identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen choice'. This could apply to airport infrastructure. KCC points out that safeguarding potential sites for new or expanded airports could lead to considerable property blight and suggests that this is not realistic until Government has decided where new runway capacity will be provided.
- 5.4.10 In relation to surface access, KCC urges that there is consideration of public funding for a Thanet Parkway rail station to connect Manston Airport to the rail network for high speed services to London.

6. Conclusions

- 6.1 This report summarises KCC's suggested response to DfT's Draft Aviation Policy Framework consultation which will form the policy context under which future decisions on UK aviation capacity and how this is provided for will be taken. The full response is attached as Appendix B.

7. Recommendations

- 7.1 That Members note the proposed response to the DfT's draft Aviation Policy Framework consultation and provide comment for consideration by the Cabinet Member for Environment, Highways and Waste in finalising the KCC response to DfT by 31 October.

8. Background Documents

DfT Draft Aviation Policy Framework, July 2012

Bold Steps for Aviation discussion document May 2012

9. Contact details

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Chapter 1: Executive summary

A sustainable approach to aviation

- 1.1 The Government's primary objective is to achieve long term economic growth. The aviation sector is a major contributor to the economy and we support its growth within a framework which maintains a balance between the benefits of aviation and its costs, particularly climate change and noise.
- 1.2 This is especially important for those who live close to airports and bear a particular burden of the costs. We therefore want to strengthen the arrangements for involving communities near airports in decisions which affect them.
- 1.3 It is equally important that the aviation industry has confidence that the framework is sufficiently stable to underpin long term planning and investment in aircraft and infrastructure.
- 1.4 This consultation document is the Government's draft sustainable framework for UK aviation (referred to as the Aviation Policy Framework). It has been informed by the over 600 responses we received to our scoping document.¹ It sets out our overall objectives for aviation, discusses how existing policies and additional policy options can achieve those objectives and seeks responses to specific policy questions. It is underpinned by two core principles:
 - Collaboration: By working together with industry, regulators, experts, local communities and others at all levels: international, national and local. We believe we will be better able to identify workable solutions to challenges and share the benefits of aviation in a fairer way than in the past.
 - Transparency: To facilitate improved collaboration, it is crucial to have clear and independent information and processes in place. Those involved in and affected by aviation need to have a clearer understanding of the facts and the confidence that proportionate action will be taken at the international, national or local level.

<http://assets.dft.gov.uk/consultations/dft-2011-09/consultationdocument.pdf>

Developing a sustainable framework for UK aviation: Scoping document, DfT, March 2011,

6

- 1.5 The final Aviation Policy Framework will be a high-level strategy that sets out our overall objectives for aviation and the policies we will use to achieve those objectives.
- 1.6 We summarise below the main elements of our Aviation Policy Framework which are covered in more detail in individual chapters.

The benefits of aviation

- 1.7 Chapter 2 of this document summarises aviation's benefits, particularly in helping to deliver connectivity. The UK is an outward looking nation: an island economy that for centuries has owed its prosperity to the transport and trade routes linking it with the rest of the world. With the increasing globalisation of our economy and society, the future of the UK will continue to be shaped by the effectiveness of its international transport networks.
- 1.8 Aviation benefits the UK economy through its direct contribution to Gross Domestic Product (GDP) and employment, and by facilitating trade and investment, manufacturing supply chains, skills development and tourism. The whole UK aviation sector's turnover in 2009 was around £49 billion and it generated around £17 billion of economic output. The sector employs over 220,000 workers directly and supports many more indirectly. Aviation also brings many wider benefits to society and individuals, including travel for leisure and visiting family and friends.
- 1.9 Aviation in the UK is largely privatised and operates in a competitive international market. The Government supports competition as an effective way to meet the interests of air passengers and other users. We also welcome the continued significant levels of private sector investment in airport infrastructure across the country and the establishment of new routes to developed and emerging markets. For example, a new Air China service between Gatwick and Beijing began in May 2012 and a China Southern service between Heathrow and Guangzhou began in June 2012: very important developments which clearly show that there is the potential for UK airports to attract new routes.
- 1.10 **One of our main objectives is to ensure that the UK's air links continue to make it one of the best connected countries in the world. This includes increasing our links to emerging markets so that the UK can compete successfully for economic growth opportunities.** To achieve this objective, we believe that it is important both to maintain the UK's aviation hub capability and develop links from airports which provide point-to-point services (i.e. carrying no or very few transfer passengers). This must be done in a sustainable way, consistent with the high-level policies set out in this document.

- 1.11** In the short term, to around 2020, a key priority is to work with the aviation industry and other stakeholders to make much better use of existing runway capacity at all UK airports. We are pursuing a suite of measures to improve performance, resilience and the passenger experience; encourage new routes and services; support airports in Northern Ireland, Scotland, Wales and regional airports in England; and ensure that airports are better integrated into our wider transport network.
- 1.12** In the medium and long term beyond 2020 we recognise that there will be a capacity challenge at the biggest airports in the South East of England. Responses to the scoping document demonstrate a broad consensus on the importance of maintaining the UK's excellent connectivity, over the long term, but there was no agreement on how to do this. Although it was not the purpose of the scoping document, some respondents put forward airport-specific suggestions for addressing their view of the capacity challenge. However, these suggestions were not supported by sufficient details on key factors such as environmental sustainability and commercial viability. We need a strong basis of evidence before we can make decisions on specific solutions.
- 1.13** That is why we stated last November² that we would explore the options for maintaining the UK's aviation hub status. We intend to explore this through a Call for Evidence on maintaining the UK's international aviation connectivity with a focus on the medium and longer term. We intend to publish this later this year once stakeholders have had a chance to consider this draft framework.

² *National Infrastructure Plan*, HM Treasury - Infrastructure UK, November 2011, http://cdn.hmtreasury.gov.uk/national_infrastructure_plan291111.pdf

Managing aviation's environmental impacts

- 1.14** Aviation's environmental impacts are both global (climate change) and local (primarily noise, as well as air pollution and congestion). Chapter 3 covers aviation's climate change impacts. **Our objective is to ensure that the aviation sector makes a significant and cost effective contribution towards reducing global emissions.**
- 1.15** Aviation is an international sector, and global action to address a global challenge is therefore essential if we are to achieve progress on reducing its climate change impacts while avoiding competitive disadvantage to the UK. National governments have a particularly important role in pushing for effective international action. We are therefore committed to making progress through the International Civil Aviation Organisation (ICAO), the specialised agency of the United Nations which regulates international civil aviation, on a global emissions deal and more ambitious technology standards. We also

continue to work hard with our European Union (EU) partners to ensure the success of the inclusion of aviation in the EU Emissions Trading System (ETS).

- 1.16** At the national level, particularly in the context of the Climate Change Act,³ we will consider, based on advice from the Committee on Climate Change (CCC) and the best available evidence, taking unilateral action to deliver our objectives, where such action is consistent with our existing international legal obligations.
- 1.17** Chapter 4 covers noise and other local environmental impacts. **Our overall objective is to aim to limit and where possible reduce the number of people in the UK significantly affected by aircraft noise.** To achieve this, we want to incentivise noise reduction and mitigation, and we also want to encourage better engagement between airports and local communities and greater transparency to facilitate an informed debate. In particular, we want independent and transparent monitoring and enforcement, realistic noise limits linked to penalties which incentivise noise reduction and reflect the severity of noise disturbance and effective use of non-regulatory instruments such as differential landing fees.
- 1.18** For aviation's other local environmental impacts, such as air pollution, our overall objective is to ensure appropriate health protection by focusing on meeting relevant legal obligations.
- 1.19** Chapter 5 focuses on the theme of working in partnership, particularly at a local level. It covers Airport Consultative Committees (ACCs), airport master plans and Airport Transport Forums (ATFs). **Our objective is to encourage the aviation industry and local stakeholders to strengthen and streamline the way in which they work together.**

³ Climate Change Act 2008: <http://www.legislation.gov.uk/ukpga/2008/27/contents>

Other aviation objectives

- 1.20** This Aviation Policy Framework focuses on the benefits of aviation and its environmental impacts, as responses to the scoping document confirmed that these were the priority areas that needed to be addressed. The following paragraphs summarise the Government's other high-level policy objectives for aviation, which support and are consistent with this Framework but are being taken forward separately.

Competition and regulation policy

- 1.21** We believe that the role of the Government should be largely confined to facilitating a competitive aviation market within a proportionate

international and domestic regulatory framework to ensure a level playing field and the maintenance of high standards of safety and security. We will continue to work with the EU on regulatory proposals to promote and protect UK interests. We are also committed to reducing unnecessary domestic regulation, and recently launched the *Red Tape Challenge* for aviation.⁴

- 1.22** The Civil Aviation Bill currently going through Parliament will modernise the economic regulatory regime for airports and replace the current economic regulation duties of the Civil Aviation Authority (CAA) with a single primary duty to promote the interests of users of air transport services (i.e. current and future passengers and owners of cargo). It will also give the CAA more flexibility to regulate airports deemed to have substantial market power, encourage investment in airport facilities and provide passengers and other airport users with more information about airline and airport performance. The Bill also proposes to confer certain aviation security functions on the CAA, and would allow reform of the Air Travel Organisers' Licensing (ATOL) scheme to provide greater clarity for consumers and a more consistent regulatory framework for businesses.

⁴The *Red Tape Challenge* for aviation started on 21 June 2012. The *Red Tape Challenge* is an initiative

Airspace

- 1.23** The Government remains a strong supporter of the Single European Sky (SES) initiative, which has the potential to deliver real benefits in terms of tackling delays and reducing fuel consumption and emissions, therefore contributing directly to our aviation objectives. We also support the development of the CAA's Future Airspace Strategy (FAS),⁵ which is considering strategic airspace issues for the UK over the medium and long term with the overall aim of modernising the UK's airspace system in the context of SES objectives. The implementation of the FAS can also play a significant role in delivering our economic and environmental objectives in relation to aviation, for example by improving our use of capacity and providing opportunities to improve fuel efficiency.

<http://www.redtapechallenge.cabinetoffice.gov.uk/home/index>

Safety

- 1.24** Air transport is one of the safest forms of travel and the UK is a world leader in aviation safety. Maintaining and improving that record, while ensuring that regulation is proportionate and cost-effective, remains of primary importance to the UK. Since 2003, rules and standards for aviation safety in Europe have increasingly been set by the European Aviation Safety Agency (EASA). The UK will continue to work closely

to open up regulation to public and stakeholder scrutiny, and consider which regulations should be retained, amended or abolished. More information can be found at ⁵*Future Airspace Strategy*, CAA, June 2011, <http://www.caa.co.uk/docs/2065/20110630FAS.pdf>

with EASA to ensure that a high and uniform level of civil aviation safety is maintained across Europe. In 2009, the UK was one of the first countries to publish a State Safety Programme, in line with new ICAO standards. The CAA published its own Safety Plan⁶ in 2011 outlining the additional action it will be taking to improve UK aviation safety performance out to 2013.

⁶ *Safety Plan 2011-2013*, CAA, 2011, http://www.caa.co.uk/docs/978/CAA_Safety_Plan_2011.pdf

Security

- 1.25** The threat to UK aviation remains high. To keep pace with the rapidly changing nature of the threat, the Government is seeking to move to an outcome-focused, risk-based regime for aviation security regulation, modelled on the Safety Management System approach already in widespread use by the aviation industry and its safety regulators. We believe this will provide even better aviation security by enabling more responsive and flexible approaches to new and emerging threats. It should also provide the industry with greater scope for innovation and efficiency in delivering security processes, potentially enabling security outcomes to be delivered in more passenger-friendly way.

Timings and process

- 1.26** We recognise the importance of setting out a clear and structured approach to developing this Aviation Policy Framework. Following this consultation, we intend to adopt the Framework by March 2013. More details on how to respond to this consultation are set out below.
- 1.27** Alongside this consultation, we are publishing a summary of responses to the scoping document and a draft impact assessment of the Aviation Policy Framework, which will be developed further in the light of responses to this consultation.

How to respond to this consultation

- 1.28** The deadline for responses to this consultation is 31 October 2012. Response forms are available on the Department for Transport (DfT) website at <http://www.dft.gov.uk/consultations/dft-2012-35> and any inquiries should be sent to aviation.policyframework@dft.gov.uk or Aviation Policy Framework Department for Transport Great Minster House (1/24) 33 Horseferry Road London SW1P 4DR.

- 1.29** We will be holding consultation events in the coming months. Details will be posted on the DfT website.
- 1.30** Please note that we will make every effort to ensure that late responses and responses that fall outside the scope of this consultation are read, but these responses may not be taken into account in the publication of results and any final decisions.

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APPENDIX B

DRAFT: Kent County Council's Response to the Draft Aviation Policy Framework

Kent County Council (KCC) welcomes the opportunity to respond to the Department for Transport (DfT)'s consultation on the 'Draft Aviation Policy Framework'. Below are KCC's responses to the consultation questions. We would be pleased to supply further detail on any aspect either in writing or as oral evidence if required.

General Comments

It is noted that the majority of the proposals put forward in this consultation will do one of two things:

1. Increase aviation capacity in the UK thus relieving the pressure currently experienced at Heathrow and other key UK airports; and
2. Create aviation growth in the UK and demand for services.

KCC urges Government to clearly specify the likely outcome of each measure and prioritise, particularly in the short term, those measures likely to increase capacity. It would seem entirely counterproductive to increase demand in the short term without simultaneously providing the additional capacity to facilitate this demand. The Government needs to ensure this increasing demand should occur at the airports most able to accommodate it. In the longer term, overall capacity needs to be addressed. The risk of not appropriately prioritising measures for implementation could lead to loss of hub status and diminished UK connectivity.

Chapter 2: The benefits of aviation

Connectivity:

Do you agree with our analysis of the meaning and value of connectivity set out in Chapter 2?

Connectivity is vital to the UK economy and therefore its value is of utmost importance, especially in terms of keeping the UK ahead of its European competitors through being the best connected to both the established and the emerging markets of the world economy. The draft policy framework sets out connectivity as being the number of destinations served as well as the frequency of flights to those destinations¹.

KCC agrees in principle with these factors, however feels that in applying this definition, an additional element should be taken into consideration: that of weighting based on a relative value of the connection to the UK economy.

¹ In this regard, it would be helpful to have more international benchmarking information based on the metric of airline seat kilometres.

This is particularly important in the short term when slots to Heathrow are under extreme pressure. KCC would also make the following comments regarding connectivity.

Paragraph 2.19 states that London is an exceptionally well connected capital city with its five airports together serving more routes than any other European city. However, when considering the UK's only hub airport on its own, the 183 routes served directly from Heathrow in 2011 are far exceeded by its European competitors, e.g. Paris Charles De Gaulle (258), Frankfurt am Main (296) and Amsterdam Schiphol (301)². Heathrow is severely constrained in its ability to service new and emerging markets of the BRIC countries (Brazil, Russia, India and China) and next generation emerging economies.

KCC acknowledges the role of Heathrow as the UK's only international hub airport and the unique role it plays in supporting London's and the UK's connectivity as described in paragraph 2.20. However KCC believes that this may be a short to medium term position. The latest technological advances in the aviation industry point to the fact that the shape of aviation operations could change in the future. The traditional hub and spoke aviation model may become less dominant with more point to point long haul services being provided by other airports. Such a scenario could operate to ensure UK connectivity remains amongst the highest in the world but without reliance on only one airport to provide this.

It is the development of the next generation aircraft, such as the Boeing 787, a smaller plane (200-250 passengers) capable of operating on long range routes, which means that regional airports will be able to start to offer a full range of destinations that could enable international connectivity to be provided across the country.

Paragraph 2.23 describes how Heathrow compares favourably with its main EU competitors in terms of destinations served in the BRIC countries. Whilst this is the case now, with the capacity constraints at Heathrow, it will become increasingly difficult to compete with Paris, Frankfurt and Amsterdam, all of which will increase the number of destinations served and frequency of flights as demand to these emerging markets continues to grow.

We support the objective of ensuring that the UK's air links continue to make it one of the best connected countries in the world, including increasing links to emerging markets so that the UK can compete successfully for economic growth opportunities. Kent County Council welcomes that this objective will be achieved through both maintaining the UK's aviation hub capability and developing links from airports which provide point to point services.

KCC believes that these twin goals can be achieved by encouraging better utilisation of existing under used regional airports; and through improved surface connections, particularly high speed rail links, between Heathrow and

² Parsons Brinckerhoff (2012) *Greater South East Airport Capacity* research study for the South East Local Enterprise Partnership

Gatwick airports to link them operationally and create a “virtual hub” airport with scope to increase long haul routes, and regional linkages. KCC urges that there is a full evaluation in the short term of a new rail link between Heathrow and Gatwick to enable the complementary operation of Heathrow and Gatwick as an expanded “virtual hub” before any decision on new runway capacity is taken.

KCC welcomed the opportunity outlined in the Draft Aviation Policy Framework to contribute to the Call for Evidence on maintaining the UK’s aviation hub status. While the announcement in September 2012 that the Government will set up an independent cross-party commission to address this issue puts into question whether a Call for Evidence will now take place, KCC would still welcome an opportunity to contribute to the commission in order to help inform the debate. It is essential that the correct conditions for the most sustainable solution are firmly established in the high level policies set out in this Aviation Policy Framework.

Kent County Council welcomes the emphasis not just on hub airports, but also on the important role that regional airports play in UK connectivity. Good air connectivity is frequently cited as an important factor in business location decisions and companies’ ability to attract highly skilled labour from abroad. The growth of regional airport services across Europe has helped to attract inward investment and, together with complementary road and rail improvements, has enabled the integration of many previously peripheral cities and regions into the global economy. The ongoing expansion of these services in the UK can play a significant role in rebalancing regional economies in favour of the private sector.

Regional airports within the South East that are not considered part of the London multi-airport system, e.g. Manston and Lydd airports, should also be considered alongside other regional airports in England. Expansion of air services in East Kent will bring both regional economic benefits and play a role in improving air connectivity for the South East and the UK as a whole.

Fifth freedoms:

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

Kent County Council supports in principle the proposal to extend the UK’s fifth freedom policy to Gatwick, Stansted and Luton. We agree that allowing an airline from one country to land at these airports to pick up passengers and then carry them onto a third country will improve international connectivity and help make better use of existing infrastructure at London’s congested airports, however it will do little to address overall capacity issues.

Stansted currently has spare capacity and it seems sensible that a policy which was intended to encourage growth at regional airports outside of the London system should also be extended to these London airports so that they are better able to assist in accommodating demand, make better use of the existing capacity and contribute towards improved international connectivity.

Wider application of the fifth freedom policy should attract new services and encourage long haul flights and possibly hub operations at these airports, the market for which has, thus far, remained dominated by Heathrow which is near to full capacity. It should facilitate increased competition between Heathrow and Gatwick, Stansted and Luton, and encourage airlines to transfer operations from Heathrow to those other London and regional airports, thus freeing up capacity at the most congested airport.

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

In addition to the conditions outlined in the Draft Aviation Policy Framework, the operation of routes by airlines under the Fifth Freedom policy should also have conditions on the rights to arrival/departure slots. This should eliminate any “grandfather” rights to the slots which would then prevent the airline from switching the slots to more lucrative routes at some future date.

Airports outside the South East:

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

Kent County Council while agreeing with the wider principle of offering bilateral partners unilateral open access to UK airports, disagrees that this should only be applicable to airports outside the South East. Kent County Council strongly urges the Government to revise this to cover all airports “outside the London system” namely all airports excluding Heathrow, Gatwick, Stansted, Luton and London City.

There are many “regional” airports within the South East, such as Manston and Lydd, which are not part of the London system that can have a significant role to play in supporting both the London multi-airport system and UK aviation as a whole. This has been recently demonstrated by the significant growth of Southend Airport. We also believe that this would send a strong positive signal to incentivise the launch of new services and increase airline competition with airports less likely to be reliant on UK airlines to provide connectivity to international destinations. This would also help facilitate inward investment in regional economies.

Any other comments:

Do you have any other comments on the approach and evidence set out in Chapter 2?

Making Best Use of Existing Capacity

The Government’s suggestion of supporting airports outside the South East is welcomed as there is potential for regional airports to expand and relieve the pressure on London’s main airports, especially Birmingham with the advent of HS2 (31 minutes to Oakwood and Crossrail connections and 38 minutes to Euston). Heathrow, Stansted and Luton, through a combination of their location and destinations served, draw on a catchment beyond the South East

which could be served by other regional airports. The Government's support should, however, also extend to smaller airports within the South East as airports such as Southampton, Manston, Southend, Lydd all have, to different degrees, a potential role to play in meeting the demand for aviation in the South East.

Slot Allocations

Kent County Council supports the Government's work building on the recommendations of the European Commission's *Better Airports Package* (2011) to ensure that slots at our congested airports are used in the most economically beneficial way for the UK.

The issue of slot allocations, particularly at Heathrow airport, is a key issue that has played a role in the reduction in domestic services at London's main airports and the in the case of Heathrow the reduction in the number of destinations served. This is alluded to in the Draft Framework although in the context of EU slot regulation (para 2.50 to 2.52). What is evident is that the commercial interest of airlines cannot be relied on to produce a better, more effective use of arrival and departure slots particularly when an airport is reaching capacity. There is a 3-way interest in slot allocations: airlines/airport/government. The Government's role is to balance public interest with the commercial interests of the airlines and airports.

With regards to the scarcity of slots at Heathrow, if airlines had to pay the market value, rather than the current system of "grandfather" rights and secondary trading, some airlines may be encouraged to operate from alternative airports, therefore spreading demand around whilst freeing up capacity at Heathrow. KCC therefore urges that the Government explores options for a transparent market based approach to encourage the more efficient use of scarce capacity at Heathrow.

Start-up Aid

Kent County Council supports the Government to continue to push the European Commission for more flexibility in the application of start-up aid (Route Development Funds) that will help with the establishment of new services at regional airports. Although this should also include South East "regional" airports, i.e. those outside of the London airport system, so that connectivity and economic benefits can be brought to the most peripheral and often economically disadvantaged parts of the South East, for example East Kent.

Planning Process

Kent County Council welcomes the support for the growth of regional airports and fully endorses the Government's intention to see best use of existing airport capacity but also the recognition that the development of airports can have negative, as well as positive, local impacts including on noise levels. We agree that proposals for expansion at these airports should be judged on their individual merits, taking careful account of all relevant considerations, particularly economic and environmental impacts. Local planning decisions on airport development must be underpinned by the principles in this Aviation

Policy Framework to ensure that decisions are made for the greater benefit of the local area, county, region and country as a whole.

Role of Local Enterprise Partnerships

KCC welcomes the Government's support for Local Enterprise Partnerships (LEPs) to develop local strategies to maximise the catalytic effects of airports to attract businesses and support growth as described in paragraph 2.71; although again, the definition of other airports 'outside the South East' should be changed to "outside of the London system". The South East LEP can help support businesses in the vicinity of Stansted, Southend, Manston and Lydd airports and in partnership with the local authorities of Essex, Southend and Kent, can feed into those airports' plans for improved surface access, especially by public transport. The South East LEP is fully supportive of airport and airport related growth within its area.

Rail Access to Airports and Role of High Speed Rail

KCC welcomes the Draft Aviation Policy Framework's emphasis on rail access to airports, especially the commitment in paragraph 2.86, which states that improving rail access to airports is an important part of the Government's offer in encouraging airlines to use airports which are less capacity constrained. KCC is particularly pleased to note Government's commitment to work with the rail industry and the largest UK airports to identify further opportunities to improve rail access. In this respect KCC would like to see a direct connection between Ashford International and Gatwick Airport. This proposal is endorsed by Gatwick Airport, the Gatwick Airport Consultative Committee (GATCOM) and the train operator and is a key objective of the Rail Action Plan for Kent.

It is important that there are fast rail connections between airports, as well as to city centres, so that airports can work better as a system rather than in a bespoke way. London has developed a multi-airport system with five main airports. If these multiple airports could work better as a system, through both segmentation of the market that each airport serves, and through interconnectivity between them by high speed rail connections allowing passengers to transfer from one airport to another, there is adequate capacity in the system as a whole to meet the UK's aviation needs.

The development of high speed rail presents opportunities for airports that were once deemed too far away from the generators of demand to be included in the London multi-airport system. For example, with HS2 Birmingham Airport will be within 40 minutes of central London which is comparable with the current journey times to Stansted and Gatwick today. Similarly, a HS2 connection to Manchester airports (70 mins to London) will also provide the potential for international passengers to access London thus supporting the introduction of new routes benefiting the regions they serve. The proposed spur on HS2 to Heathrow will also connect Birmingham Airport to Heathrow, thus facilitating the potential for these airports to work in a coordinated way as part of a systems approach.

KCC therefore welcomes the Government's intention to ensure that its national strategies for aviation and high speed rail are aligned so that the two modes can complement each other; and specifically the commitment to work with Birmingham Airport as described in paragraph 2.94.

Rail connections between centres of population and airports, and between airports, should also be expanded to take advantage of the available capacity at secondary and regional airports in the South East. This will then help to alleviate the capacity constraints within the existing London airport system. There is evidence of this already being a successful approach with the growth of Southend Airport, now described as London's 6th International Airport. There is also the potential for Kent's two airports, Manston and Lydd, to act in a similar way, facilitated by HS1 to Ashford, bringing these airports within about an hour of central London.

Kent County Council has worked hard to secure funds for the first phase of the Ashford to Ramsgate rail line speed enhancement programme through a successful second round bid to the Regional Growth Fund (RGF) to reduce journey times by rail to Manston Airport, as mentioned in paragraph 2.81. It is vital that funding is secured for the second phase of this project either through Network Rail's budget for infrastructure improvements, or through other central Government funding sources, so that the full benefits of reducing journey times to the airport can be realised. This journey time improvement scheme, in combination with a new Thanet Parkway Station to serve Manston Airport, for which investment is still being sought, would be a step change in access to the airport.

Sustainable Surface Access

Investment in sustainable surface access infrastructure would help make regional airports more attractive to airlines and passengers and help support the growth of those airports. This has been demonstrated by the investment in Southend Airport with its new integrated rail station and terminal providing direct rail access to London which has helped attract airlines. The airport and the regional economy are now reaping the rewards with growing passenger numbers. This type of investment also helps to minimise the negative consequences of growth, i.e. road congestion and pollution caused by passengers and staff travelling by car to the airport.

As set out in the Draft Aviation Policy Framework, specific schemes to address the airport capacity challenge were to be invited in the Call for Evidence later in the year and Kent County Council planned to submit evidence for the proposals outlined in its own discussion document *Bold Steps for Aviation*. Following the announcement in September 2012 that the Government will now set up an independent cross-party commission to address the hub issue, KCC would still welcome an opportunity to contribute evidence to the commission to help inform the debate.

Implementation Prioritisation

It is noted that the measures identified and supported through this section, if implemented, would operate to do one of two things, namely: increase

aviation capacity in the UK or create new demand for services. The biggest issue for aviation in the short term will be to ensure the UK's hub status is retained and its level of connectivity is not diminished. Therefore it would be prudent to allocate some form of prioritisation to implementation measures to ensure those measures creating new demand are put in place where they can be adequately catered for, rather than increasing pressure on already congested airports; and are implemented in conjunction with the vital measures to create additional capacity.

Chapter 3: Climate change impacts

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

Kent County Council fully supports all Government initiatives to incentivise the aviation and aerospace sectors to improve the performance of aircraft with the aim of reducing emissions as it is innovation and improvement in aircraft design and technology which can deliver savings of up to 1.5% improvements in fuel efficiency per annum, but not without investment. We support providing tax relief for research and development (R&D) activities relating to the development of cleaner engines as stated in paragraph 3.33.

These initiatives should be further incentivised and linked with developing these types of R&D industries in the recently established Enterprise Zones. This would encourage green technologies to be developed to help reduce greenhouse gas emissions from aviation, whilst at the same time encouraging economic growth and facilitating high-skilled job creation in areas of economic disadvantage. The Discovery Park Enterprise Zone near Sandwich in Kent, the former site of a multinational pharmaceutical R&D facility would welcome further incentives for companies to locate and grow businesses that develop low emission aviation engines.

KCC strongly advocates the better use of airspace in the London system to reduce stacking. We would encourage the investigation of an environmental tax for stacking linked to both time in stack and aircraft emission levels. This could help incentivise maximum efficiency in air traffic control and improved aircraft technology as well as encouraging airlines to fly to airports other than the busiest London airports.

Any other comments:

Do you have any other comments on the approach and evidence set out in Chapter 3?

Tackling Emissions and APD

Kent County Council supports all initiatives that will reduce greenhouse gas emissions from aviation and therefore allow growth in the aviation sector whilst also allowing the UK to meet its commitments on climate change. We support the Government's objective to ensure that the aviation sector makes a significant and cost effective contribution towards reducing global emissions.

In the current absence of a global agreement to tackle aviation emissions inclusion of aviation in the European Emissions Trading System (EU ETS) seems the most effective way for transnational action, at least within Europe, and a potential step towards wider international agreement. However, as airlines are expected to be the net purchasers of emissions allowances, at least in the short to the medium term, it is inevitable that costs will be passed onto passengers in the form of higher airline ticket prices. Whilst this is likely to be fairly uniform across all airlines operating within the EU, if not the world, in combination with the UK's Air Passenger Duty (APD), it does put UK aviation at a competitive disadvantage. APD in the UK is the highest in the world and is estimated to be costing the UK economy some 91,000 job losses a year and removing ADP could result in £4.2billion added to the economy in 12 months³.

We therefore urge that APD is fully reviewed as to how it will work in combination with the EU-ETS to ensure that UK passengers are not unfairly penalised whilst ensuring airlines are incentivised to reduce emissions. This also needs to be considered in relation to the disproportionate financial burden the APD currently imposes on smaller regional airports trying to establish new routes and directly impacts on their ability to provide a greater role in meeting the demand for aviation.

This will ensure that the aviation sector makes a significant contribution towards reducing emissions with the 'polluter pays' principle across all EU countries; whilst not disadvantaging the UK aviation sector's ability to compete or unfairly penalising the smaller regional airports.

The role of Air Traffic Management

There is a gap in this chapter highlighting the links between better air traffic management and reduction in emissions. Aircraft circling prior to landing in the UK are responsible for around 2% of emissions (¾ of which are from Heathrow which is operating at 99% capacity) and so improved management of air traffic, airport capacity and resources can also play a role in the reduction of emissions in the UK. In this respect, KCC advocates the investigation of a potential environmental tax on stacking as outlined earlier in this response.

Emission Reduction Targets

The UK's position with respect to the targets set in the Climate Change Act (2008) and how aviation is included within this is yet to be defined. This will need form a part of any framework and so the timings are not ideal with a statement from Government on the Committee on Climate Change recommendations expected post-consultation. We would seek re-assurances that any position on this would be balanced so as to send a strong message to incentivise a reduction in emissions whilst not adding a further layer of complexity.

³ Parsons Brinckerhoff (2012) *Greater South East Airport Capacity* research study for the South East Local Enterprise Partnership

Climate Change Adaptation

We note that climate change adaptation is not fully evidenced within this chapter and further research is needed. We would urge that this is strengthened with a greater understanding of risks to the sector including the impacts from increases in severe weather events and the significant economic implications for individual airports and across the UK. There needs to be a stronger link to the national adaptation programme, national climate change risk assessment (CCRA) and, importantly, how the reporting power will continue to be implemented to ensure actions are progressing to build resilience across the sector.

Chapter 4: Noise and other local environmental impacts

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

The Government argues that noise and other environmental impacts (other than climate change) are local issues that should be determined through engagement between the airport and the local community. This is spelt out in more detail in Chapter 5. KCC however believes that given the significant community issues generated by aircraft noise, that in some instances, independent oversight is required. In this respect, KCC supports continuing to designate the largest London airports for noise management purposes. However, KCC believes that this designation is somewhat inconsistent, for example, Stansted has fewer passenger and air transport movements than Manchester and is also in a less urbanised area yet Manchester is not designated.

The European Environmental Noise Directive 2002/49 (END) requires airports to prepare strategic Noise Action Plans and applies to civil airports with over 50,000 annual air transport movements. Based on the CAA statistics for 2011 this would cover 12 airports across the UK including Heathrow, Gatwick and Stansted. KCC advocates that it would seem more appropriate for the Government to determine designated airports on the basis of the END and stipulate the environmental framework within which these airports would need to operate.

Do you agree with the Government's overall objective on aviation noise?

Kent County Council fully supports the Government's overall objective to limit and, where possible, reduce the number of people in the UK significantly affected by aircraft noise. Clearly this indicates that it would not be acceptable for new populations to be exposed to significant levels of aircraft noise that would arise from building a new nationally significant hub airport.

Do you agree that the Government should retain the 57 dB LAeq,16h contour as the average level of daytime aircraft noise marking the approximate onset of significant community annoyance?

Retaining the 57 dB LAeq,16h contour as the average level of daytime aircraft noise marking the approximate onset of significant community annoyance is the logical decision given that 'there is no conclusive evidence on which to base a new level' as stated in paragraph 4.27. However, given that research studies do show that people are becoming more sensitive to aircraft noise and that the Government acknowledges that the balance of probability is that people are now relatively more sensitive to aircraft noise than in the past; KCC urges that conclusive evidence, either way, is sought before policy decisions are made and set in this Aviation Policy Framework.

The complexity of this is highlighted in paragraph 4.26, where there is recognition that that people living outside of the 57 dB LAeq,16h contour are also affected by aircraft noise, and for some, the annoyance may be significant, as demonstrated by complaints from outside the 57 dB LAeq,16h contour. This reflects the fact that frequency of movements can be a source of annoyance for some people living in areas exposed to lower than average levels of noise across the whole day.

Paragraph 4.56 states that aircraft noise in the countryside is relatively more annoying than in urban areas, due to lower background noise levels. For example, KCC is aware of many complaints from residents to the east of Gatwick, outside of the 57 dB LAeq,16h contour, who are affected by aircraft noise. Single Event Noise exposure, and the frequency of that exposure, can cause significant community annoyance even if does not exceed the 'average level of daytime aircraft noise' due to the tranquillity of this rural area.

It is important that the Aviation Policy Framework gives adequate consideration of noise impacts on sensitive receptors or areas designated for high environmental value. Over-flying is likely to reduce the tranquillity of the countryside and coast, notably in the South East in AONB and designated Heritage Coastline, which are important for recreation. Although this is acknowledged in paragraphs 4.56 to 4.59, and states that the CAA has legal duties to have regard to the purposes of National Parks and AONB; it is surprising that this overarching Aviation Policy Framework makes no clear position on protecting rural areas from aircraft noise. Instead, a final policy on airspace, respite and rural areas is postponed until a later separate consultation on new guidance to the CAA on environmental objectives relating to its air navigation functions in the regulation of National Air Traffic Services (NATS). KCC looks forward to the consultation on this new guidance as it essential that rural areas are given adequate protection from aircraft noise arising from existing and future airport development.

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

Kent County Council agrees that the Government should map noise exposure around the noise designated airports to a lower level than 57 dB(A) because of the reasons expressed in the response to the previous consultation question, i.e. that people living outside of the 57 dB LAeq,16h contour are also affected by aircraft noise. Although as already stated, the Government is not planning to lower this level that defines the 'onset of significant community annoyance'; information about the extent of exposure to lower levels of noise would be useful in addressing community concerns.

We believe that the most appropriate option is to map noise contours to the 54 dB LAeq,16h contour with concurrent production of night noise contours (LAeq,8h). Although airports are required to use the alternative metric of 55 dB(A) Lden for five yearly mapping of noise under the obligations of the EU Environmental Noise Directive (END), we feel that it is important for consistency that the currently used LAeq,16h system used to map the 57 dB contour should be extended to map the lower 54 dB level; rather than switch to a different metric to show lower levels of noise exposure.

Maintaining the use of the LAeq,16h metric also ensures that there is no dilution of noise impact over the year by averaging out annual data as is the case with the alternative Lden method. LAeq,16h is based on summer day movements which is when most airports experience their busiest period. Also it does not average out noise over 24 hours and artificially dilute the impact in the way that the alternative Lden system does, albeit with a system of weightings to take account of evening and night noise to reflect the way people are affected by noise at different times of the day. In contrast, the preferred LAeq,16h metric is a direct measure of average daytime noise over a 16 hour summer day (0700-2300), with separate LAeq,8h noise contours produced to map night time noise (2300-0700). This allows a more accurate picture of the extent of noise exposure for both the day and night, which varies depending on airports' hours of operation.

Continuing with the use of the LAeq system also allows retrospective noise contours to be plotted much further back in time to allow analysis of the extent of the noise contour changes over time. In terms of cost, even with additional night noise contours, maintaining the use of the LAeq metric to map the additional 54 dB contour, the extra costs are negligible compared to switching to the 55 dB(A) Lden system which is currently only required for five yearly mapping of noise under EU law.

KCC believes that continuing the use of the LAeq measure provides a more consistent approach to map noise contours to a lower level than 57 dB(A); and with both day and night noise contour maps produced at the 54 dB LAeq level provides a more sensitive measure than using the average 55 dB(A) Lden measure that is required for the EU noise directive.

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

Kent County Council welcomes the proposed principles to which the Government would have regard when setting a noise envelope at any new national hub airport or any other airport development which is a nationally significant infrastructure project. This could be incorporated within the environmental framework for any airport in the UK that is designated under the END.

The key factor in determining the noise envelope in the National Policy Statement (NPS) is 'the Government's overall noise policy to limit and, where possible, reduce the number of people significantly affected by aircraft noise' as stated in paragraph 4.41. This infers that new populations will not be brought within noise contours by building a new nationally significant airport or airport development where they would be significantly affected by aircraft noise. This is strongly welcomed by KCC.

Clearly paragraphs 4.35 to 4.40 indicate that further evidence is required on how exactly a noise envelope is to be defined. A simple cap on movements or passenger numbers is a blunt instrument and does not really reflect the level of exposure to noise. By contrast measuring the area of exposure will create a dividing line between those regarded as being affected and those who are not, which in practice would seem arbitrary. It would seem, therefore, that defining a noise envelope requires a combination of metrics involving the level of exposure, based on whatever new noise threshold is adopted, and air transport movements probably based on a form of quotient count. This would allow airports to expand but with an incentive to encourage airlines to use quieter aircraft and should reassure local communities that the impact of the airport would remain within a set limit.

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

Kent County Council does not agree that noise should be given particular weight when balanced against other environmental factors affecting communities living near airports as described in paragraph 4.48. While noise is often the most significant annoyance to local communities in the vicinity of airports, it is arguable that emissions can have a more severe and longer lasting impact, particularly in terms of pollutants impacting on the health of local residents. However, we agree with the Government that where there is no conflict with obligations to meet mandatory EU air quality targets, at the local level, individual airports working with air traffic service providers, could give particular weight to the management and mitigation of noise.

We agree that any resulting airspace changes should still include a thorough assessment of all environmental impacts, although any negative impacts on greenhouse gas emissions that result, e.g. changes to Noise Preferential

Routes (NPRs) or the use of continuous climb approaches; should be tackled as part of the overall emissions reduction strategy through the EU ETS.

What factors should the Government consider when deciding how to balance the benefits of respite with other environmental benefits?

The issue of respite is complex and difficult to resolve. The merits of either concentrating noise along a few specified routes, or spreading the burden to give respite to those most affected but in doing so exposing more people to noise and so conflicting with the overall policy objective to limit, or if possible reduce, the number of people affected by aircraft noise, are difficult to balance.

The KCC view is that noise impacts should be dealt with by each airport in consultation with the local community. This will inevitably mean a trade-off between communities around the airport, for example, the provision of respite to an urban area that would result in noise impacts on a rural area instead would have specific local issues as the perception of the noise impact could be significantly different between the two communities. Respite is, in essence, an operational issue for airports that could be incorporated within the concept of establishing noise envelopes and balancing the wider environmental issues.

KCC welcomes the second initiative described in paragraph 4.53. This is concerned with varying the point where aircraft join final approach before landing, because as stated, this could address the problem of approach noise for which there are no preferential routes (unlike with departures) and where the problem is as much about frequency as it is about overall noise levels.

Do you agree with the Government's proposals in paragraph 4.68 on noise limits, monitoring and penalties?

Kent County Council agrees with the Government's proposals in paragraph 4.68 on noise limits, monitoring and penalties. We agree that there should be a review of departure noise limits and that approach noise should also be included in this review as outlined in paragraph 4.73, with a penalty scheme considered where there are no clear overriding safety limits for failure to comply with Continuous Decent Approach (CDA) requirements; and the requirement to maintain a minimum height when joining the final approach.

Significantly higher penalties for a breach of limits are needed. While we agree with the principle that these should be set to reflect the cost to local communities of the noise disturbance from breaching the limits, it is difficult to envisage how this value will be determined in reality. Guidelines on this should be provided by the independent monitoring body. The Draft Framework suggests that the proposals would apply to all airports regardless of the scale of the airport. This could have a severe impact on smaller regional airports and the Government needs to consider how many of the proposals put forward by the Draft Framework should be applied in a manner

proportionate to the scale of the airport. The fines should be spent on local community benefits and not retained by the airport operator.

We also agree that more transparency and independence is needed in the enforcement of noise limits as described in paragraph 4.72, as there is a clear conflict of interest when an airport is responsible for enforcing the regime which affects its own customers.

There is a need for an independent body and we support the proposed new role of the Civil Aviation Authority (CAA) in providing independent oversight of airports' noise management as described later in this consultation response. We also agree that more comprehensive monitoring data should be publically available. We would also advocate that the approach taken in this matter is clearly consistent nationally in order to provide the communities affected with some reassurance that they are being treated fairly and equitably. We would want assurance that reviews would be carried out and monitored regularly by the appointed independent body.

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

Kent County Council's view is that a penalty scheme should be mandatory for all noise designated airports. Without this, these airports are in effect self regulating in terms of noise with little incentive to impose penalty fines on their own customers. We support the intention to ensure that the airport cannot retain the money raised by the penalty scheme and that money raised should benefit the local community. We support the Government's intention to consider a penalty scheme for approach noise in addition to departure noise as described in the previous question's response.

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

It would be appropriate for the Government to make an order requiring designated airports to maintain and operate noise monitors and produce noise monitoring reports if there is not sufficient evidence of the designated airports already doing this satisfactorily. The Airport Consultative Committee (ACC) should ensure that noise monitoring reports are being produced and are publically available.

If ACCs are independent of the airport operator, as supported in the response to subsequent consultation questions, this may require less direct Government intervention. The proposed new role for the CAA in providing independent oversight of airports' noise management strategies, should also include oversight of compliance with noise monitoring and measurement reports by the airport operator.

How could differential landing fees be better utilised to improve the noise environment around airports, particularly at night?

Kent County Council fully supports the use of differential landing fees to improve the noise environment around airports, particularly at night. Although it requires further refinement, in principle, use of the Quota Count (QC) system used to classify aircraft by their noise level for the purpose of the night flight regime at designated, and some non-designated airports, seems most appropriate.

With differential landing fees, airlines will have a financial incentive to operate quieter, albeit smaller, aircraft and the noisiest aircraft will be the most expensive to land. This will complement the existing QC system of restricting the noisiest aircraft at night by means of the quota and the outright ban of the highest QC rated aircraft during the night time period. In addition, there should be a stipulation that landing fees during the night-time period (23:00hrs to 07:00hrs) should not be less than the lowest daytime landing charge. This would prevent airports actively encouraging airlines to use their airport at night when noise disturbance to the local community would have a significantly greater impact.

Do you think airport compensation schemes are reasonable and proportionate?

KCC has no reason to disagree that the current airport compensation schemes are reasonable and proportionate. There is however, further scope to improve these with the Government's proposal to reconsider the threshold that is set as the recognised level at which aviation noise has a disturbance affect particularly if this is accompanied by further research as previously suggested. We also agree with the Government that there is scope for ACCs to have a greater role in this area and for the CAA to share good practice and act as an independent body in relation to the question of what is reasonable and proportionate compensation.

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

No comment.

What other measures might be considered that would improve the management of noise from these sources?

Many of the proposals that have been put forward for airports could equally apply to aerodromes/airfields that handle solely general aviation and/or helicopters. However, in practical terms there is significantly less ability to establish the level of monitoring or air traffic control that would be needed to manage such measures. The basic requirement of any such aerodrome/airfield should be to engage with the local community so that it is aware of the impacts its operations have and the community understands what can be practically done to mitigate these impacts.

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

Similar to the response for incentivising aircraft to be more efficient in terms of lower emissions, the Government could incentivise by providing tax relief for research and development (R&D) of quieter aircraft.

Do you believe that the regime for the regulation of other local environmental impacts at airports is effective?

Kent County Council supports the existing regulation of air quality at airports as this is dependent on meeting existing legal obligations including satisfying EU legislation that sets legally binding air quality limits. The existing legal obligations are an effective tool in local planning decisions concerning airport development proposals. Planning obligations for sustainable surface access provision help to mitigate the increase in air pollutants from increased demand for surface access transport; and air transport movement caps limit the increase in air pollutants (and noise) direct from aviation; thus deeming expansion of existing airports acceptable. We welcome the expansion of existing airports provided that relevant standards are met and the existing legal obligations for air quality are supported for the sustainable development of aviation within this policy framework.

Understandably, noise is given significant attention in the Draft Aviation Policy Framework; however it is disappointing that the impact of aviation on the natural environment is given little more than a passing reference under paragraphs 4.102 to 4.104 and appears almost as a footnote within the environmental impacts chapter.

The Draft Aviation Policy Framework made it clear that a subsequent Call for Evidence would address maintaining the UK's international aviation connectivity, and we welcomed that environmental sustainability, including protection of habitats, wildlife species, landscape and built heritage are factors among those on which airport capacity options will be assessed. KCC strongly advocates that the new independent cross-party commission considering the hub issue, as announced in September 2012, will still include consideration of all of these factors before arriving at its preferred solution. KCC supports the policy aim of looking for the least environmentally damaging solutions to maintaining sufficient airport capacity.

However, given this policy framework will underpin any decisions made about future airport capacity, it is imperative that the protection of the natural environment is adequately catered for. In the subsequent Call for Evidence KCC had intended to demonstrate that there are practical and feasible alternatives to a new hub airport that will still meet the economic and aviation objectives of a hub airport; and urges that it still has this opportunity through the independent cross-party commission.

Any expansion of capacity is likely to require some land take and suitable protection must be afforded to ensure that this land is not of significant value ecologically, on a national, European or international level. The loose statements under 4.103 that loss of habitats and significant impacts would only be advocated where no feasible alternatives exist and benefits outweigh impacts does not sufficiently define how this would be determined.

It also states that any unavoidable impacts would be mitigated or compensated for, but does not define what would happen should mitigation or compensation not be feasible. If truly advocating sustainable development, any such airport development should not be allowed to progress and the framework should make this clear. More attention to protection of the natural environment from airport expansion and/or development is required within this framework.

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

Given that the other environmental impacts from airports are already satisfied by their own individual regulatory frameworks, it would be logical that noise from airports has its own regulatory framework, through the wider role of the CAA, as given support in the responses to subsequent consultation questions.

Chapter 5: Working together

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

Kent County Council fully supports a stronger role for Airport Consultative Committees (ACCs) in a way that allows local residents to be engaged and consulted with on issues that affect them the most, which is usually the issue of noise. ACCs should be completely independent of the airport operators, and should constitute a separate body consisting of elected members of local planning authorities; representatives of the LEP; parish councils representing local communities; users of the airport; local interest groups and representatives from business; along with the airport operator in an equal partnership.

We agree that the chairmanship should be advertised externally and appointments should be for a fixed term in accordance with good practice of public appointments. ACCs should therefore be able to challenge airport operators on issues of noise monitoring and mitigation and any environmental impacts, so as to work jointly with the community and the operator in the decision making process and improve the quality of life for people who are affected by the airport. Clear defined Terms of Reference are required to ensure that Consultative Committees did not act in a manner that would impact directly on the commercial activities of the airport (e.g. it could not determine landing fees) or infringe any statutory duties that are the responsibility of local authorities or Government agencies. To be fully effective

however, ACCs will also need to be given the appropriate powers to hold airport operators to account.

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

Kent County Council believes that there is a case for changing the list of airports currently designated to provide consultative facilities to airports over a certain threshold of air traffic movements. This ensures that the busy airports do have consultative committees whilst relieving the burden on very small airports and aerodromes that have no ambition to significantly grow their aviation activity. There are currently some designated airports and aerodromes that are very small and low in activity (e.g Biggin Hill, Rochester and Headcorn) on the same list as some of the largest airports in the country and indeed the world. This does not seem appropriate. There are also some notable exceptions such as Newquay, Doncaster/Sheffield and Dundee.

However, a new system would need to ensure that a growing airport, once it reaches a certain threshold of air traffic movements, would be required to put in place a consultative committee. The threshold needs to be set at an appropriate level so that at the onset of an airport's growth, community engagement is possible and airports' decision making processes can be influenced.

Do you agree that the Civil Aviation Authority should have a role in providing independent oversight of airports' noise management?

We agree that the Civil Aviation Authority (CAA) should have a role in providing independent oversight of airports' noise management. Local communities often feel aggrieved about noise and argue that airports effectively monitor themselves; therefore independent and consistent oversight of airports' noise management by the CAA would be welcomed.

We agree with all of the suggestions that independent oversight by the CAA could include, as described in paragraph 5.22, i.e. liaising with ACCs to share good practice and advising Ministers on the extent to which an airport has complied with good practice; publishing noise data to inform the public; assisting ACCs in monitoring and implementation of commitments made under Noise Action Plans (NAPs); and assessing the implementation of noise penalty schemes and acting as arbiter in the case of disputes. This would improve airports' accountability on noise management and provide transparency for local communities aggrieved by noise impacts as well as giving some reassurance that they are being treated reasonably and fairly.

It also makes sense for this new role of the CAA to include acting as the competent authority under the proposed EU noise regulation, responsible for assessing the process to be followed when operating restrictions may be required to address the noise problem at UK airports within the scope of EU regulation.

It is important that this new role for the CAA is in addition to its current role, not in place of it. It is also important that any additional role does not come at a cost to the public purse; therefore the cost of regulating noise generated by the aviation industry should be borne by the industry. KCC therefore urges that the Government does introduce legislation to give the CAA powers to charge industry for its work.

Do you agree with the Government's overall objective on working together?

Kent County Council does agree with the Government's overall objective on working together and to strengthen and streamline the way in which this is done. Aviation is important at the national and local level in terms of its economic benefit, but most of its negative effects are felt by local communities, therefore collaboration and transparency are important at every level. However, this must be done in an effective way so as not to increase the burden on all concerned.

The Draft Framework puts forward proposals for strengthening airport consultative committees, combining consultative committees with airport transport forums, involving the LEP's and greater involvement of the CAA. There hardly seems to be any sense of streamlining and there is a danger that in strengthening the working relations between local stakeholders and the aviation sector a complex bureaucratic system could result.

The Government assumes that all airport committees work in a structured manor but experience shows that this is not necessarily the case. In order for the Government's objective to be achieved it will need to set out in clear terms the expected role of these joint working partnerships. At the local level this would cover the airport consultative committees (including the incorporation of airport transport forums). At a regional level the LEP's could establish broader aviation working groups that would set the economic framework within which the airports in its region would develop and include representation from the ACC's. The LEP aviation working groups would be established within the context of the Government's aviation policy framework.

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

We agree that the high-level guidance provided in Annex E is sufficient to allow airports to develop local solutions with local partners in as far as it goes. Annex E gives enough guidance to provide a skeletal structure and provides recommendations of best practice for master plans, airport transport forums and airport surface access strategies, without being too prescriptive and therefore allowing them to be tailored to local circumstances.

KCC does advocate however that for master plans the guidance is clear that they must be fully aligned to the aviation policy framework and that for air transport forums a clear objective and terms of reference, again fully aligned to the aviation policy framework, needs to be included. It is essential, that while interpreting aviation policy at the local level, master plans and airport

surface access strategies developed through the air transport forums adhere to strategic aviation objectives aimed at regional and national objectives rather than being solely focused on local matters.

The guidance also does not cover the role of Airport Consultative Committees which, according to the Draft Framework, would be a fundamental part of the process. What are the expected roles of the ATF's and ACC's? Is one to be subordinate to the other or are they both to be independent? The logical assumption to meet the Government's objective is that ATF's should be subordinate to the ACC's as transport is only one element of the management of an airport's impacts. This should be clarified in the guidance.

Do you agree that master plans should incorporate airport surface access strategies?

Yes. Master plans need to incorporate surface access strategies as the future development plans of the airport need to be clearly supported by adequate provision for surface access to enable those plans to be realised. For example, a planned increase in air passengers needs to be accompanied by a strategy to deal with the increase in surface transport trips to and from the airport that will occur as a result of the increased passenger through put. The surface access strategy must mitigate for the increased surface trips so that increased congestion, reduced local air quality and increased greenhouse gas emissions do not result as a consequence of the airports' growth. They must set clear and challenging targets, including mode split targets, for these measures with a system of monitoring progress.

Therefore, master plans, alongside outlining their development plans for aviation growth, must also outline how the corresponding growth in demand for surface access will be accommodated within the existing transport system through modal shift to public transport; the improvements needed to public transport services to accommodate the growth; and the investment required for both improved public transport systems and highway infrastructure. It should also be recognised that the level of detail that can be provided through the master plan is dependent on the timescale for growth and that planned improvements to surface access beyond the short term (5 years) will need to be subject to review as the circumstances at the airport and its surrounding area are likely to change.

Ways of funding the required schemes also need to be addressed. It is therefore essential that master plans and airport surface access strategies are aligned, although a master plan should be a streamlined high level document supported by technical appendices, of which a detailed surface access strategy should be one of those component documents. The surface access strategy is therefore both part of the master plan's suite of supporting technical documents, with high level outputs clearly stated in the overview master plan document, and a separate strategy document in its own right.

Do you agree that, where appropriate, the periods covered by master plans and noise action plans should be aligned?

We agree that it makes sense that, where appropriate, the periods covered by master plans, airport surface access strategies and noise action plans should be aligned. Where possible, these airport planning documents should also be aligned with Local Transport Plans (LTPs) and Local Development Frameworks (LDFs) / Local Plans, or at least take account of these statutory planning documents.

Chapter 6: Planning

General comments on safeguarding:

Paragraph 6.6 states that the National Planning Policy Framework (NPPF) makes it clear that local planning authorities should 'identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen choice' and that this could apply to airport infrastructure. This is effectively a reminder to local planning authorities to safeguard potential sites for new or expanded airports. KCC would like to point out that this could lead to very considerable property blight and in turn further stagnation in the property sector transactions, and that it is not realistic for this to be applied until the Government has decided where new runway capacity will be provided.

General comments on surface access:

Paragraph 6.10 states that the general position is that developers, i.e. airport operators, pay for the cost of upgrading transport networks to cope with additional passengers travelling to or from expanded or growing airports; although where a scheme has a wider range of beneficiaries, the Government will consider, along with other relevant stakeholders, the need for additional public funding on a case by case basis.

KCC welcomes this and urges that there is consideration of public funding for a Thanet Parkway rail station to connect Manston Airport to the rail network for high speed services to London. This scheme would connect an underused regional airport with adequate capacity to the rail network and therefore enhance its case for being part of the solution to runway capacity constraints in the South East, whilst also having wider economic benefits in terms of rail connectivity for this economically disadvantaged area of East Kent.

I trust that the views expressed in this submission will be given full consideration as the Government finalises its new Aviation Policy Framework. In light of the Government's recent announcement to set up an independent cross-party commission, Kent County Council trusts there will be an opportunity to input evidence on the issue of maintaining the UK's aviation hub connectivity. Kent County Council strongly welcomes the opportunity to have an ongoing and open dialogue with Government on this critical issue.

Kent County Council

From: Bryan Sweetland, Cabinet Member – Environment, Highways & Waste
John Burr - Director of Highways & Transportation

To: Environment, Highways & Waste Cabinet Committee

Date: 20 September 2012

Subject: Member Highway Fund – Progress Report

Classification: Unrestricted

Summary:

Good progress has been made since the last report to this committee, the outstanding work from the previous 3 year programme has been significantly reduced.

New applications for the 2012/13 year have been arriving at an encouraging rate, however just over a third of this year's anticipated MHF applications have yet to be received by the Member Highway Fund Team.

The turnaround time from receipt of the application to an order being placed is now circa 15 weeks. This is a 70% improvement on last years performance.

Due to the need to complete all of this year's programme within the current financial year, certain work/scheme types can no longer be applied for. This is mainly due to two issues, the first is the seasonal nature of certain types of works (eg. Surface dressing, anti skid surfacing, etc), the second is the time required for certain consultations and publishing traffic regulation orders (eg. Traffic calming, speed limits).

The new web based system is to provide instant access for County Members to their progress reports will be available at the end of October.

1. Progress Report 2012 / 2013 applications

1.1 Applications

To date, 216 applications for 2012/13 Member Highway Fund have been received. Assuming that 4 applications will be received per member (336 total) this constitutes 64% of anticipated applications.

To date 19 (23%) of County Members have submitted no applications for the 2012/13 Member Highway Fund. 49 County Members (58%) have submitted applications for less than half their budget.

To date 24 applications above the 4 free applications have been received, an estimated fee cost to County Members of £23,880.

1.2 Turn around of applications

The current average turn around of initial applications to a proposal being sent to the County Member by the area engineer is 5.8 weeks.

The current average time taken for Members to return signed proposal forms to the area engineer for approval is 3.5 weeks. The current average turn around from approval of a detailed scheme by John Burr to an order being placed with the contractor is 5.9 weeks.

The total average turnaround from receipt of the application to an order being placed is 15.2 weeks. This is a significant reduction on the average turnaround last year of 52 weeks.

1.3 Scheme Timescales

It was agreed at Cabinet Committee on 11 May 2012 that, in light of the upcoming elections, all 2012/13 Member Highway Fund shall be spent by the end of the current financial year, no rollover of monies will be permitted.

In order to ensure that schemes are installed before the end of this financial year, to allow reasonable programming and avoid installing schemes during inclement weather, orders need to be placed with both Enterprise and external suppliers before mid December.

With this in mind, it is now no longer possible for the following types of scheme applications to be processed by the team for implementation this financial year:

Seasonal work

- Surface Dressing
- High Friction surfacing (except patches at gateways)
- Micro-surfacing
- Full depth carriageway construction

Traffic regulation order and consultation

- Installation of a zebra crossing
- Installation of a pelican or Toucan crossing
- Installation of road humps or sets of speed cushions
- Installation of any parking restrictions
- Installation of School Keep Clear markings
- Installation of weight limit
- Installation of new speed limit

2. Outstanding works from 2011/12

There remains £405,740 of works from last financial year to be ordered. 14 of the outstanding applications for 2009 to 2012 remain unapproved, and have not been closed by the County Member. The majority of these schemes were late applications,

or have complex stakeholder/consultation issues. There remains a number of schemes which are being progressed by the Borough and District Councils which have been subject to local batching of schemes.

3. New web-based Member Highway Fund system

The new web based Member Highway Fund system, will go live on 10 September for scheme data. The County Member access is being developed and instant access to update reports will be available to all County Member by the end of October 2012.

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