

**ENVIRONMENT & TRANSPORT  
CABINET COMMITTEE**

**Tuesday, 22nd July, 2014**

**10.00 am**

**Darent Room, Sessions House, County Hall,  
Maidstone**





## AGENDA

### ENVIRONMENT & TRANSPORT CABINET COMMITTEE

Tuesday, 22 July 2014 at 10.00 am

Ask for: **Angela Evans**

Darent Room, Sessions House, County Hall, Maidstone

Telephone: **01622 221876**

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

#### **Membership (14)**

- Conservative (8): Mrs P A V Stockell (Chairman), Mr M A C Balfour (Vice-Chairman), Mr A H T Bowles, Mr M J Harrison, Mrs S V Hohler, Mr J M Ozog, Mr C Simkins and Mr M A Wickham
- UKIP (2) Mr M Baldock and Mr B E MacDowall
- Labour (2) Mr C W Caller and Dr M R Eddy
- Liberal Democrat (1): Mr I S Chittenden
- Independents (1) Mr M E Whybrow

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#### UNRESTRICTED ITEMS

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

#### **A - Committee Business**

##### A1 Membership

Members were asked to note that Mr Andrew Bowles had been appointed to the Cabinet Committee to fill the Conservative vacancy.

##### A2 Apologies and Substitutes

To receive apologies for absence and notification of any substitutes present

##### A3 Declarations of Interest by Members in items on the Agenda

To receive any declarations of interest made by Members in relation to any matter on the agenda. Members are reminded to specify the agenda item number to which it refers and the nature of the interest being declared.

A4 Minutes of the meeting held on 24 April 2014 (Pages 7 - 22)

To consider and approve the minutes as a correct record

A5 Verbal updates

To receive verbal updates from the Cabinet Members for Commercial & Traded Services, Community Services and Environment & Transport and the Corporate Director for Growth, Environment & Transport on the following:

- Community Safety including Conference
- Kent & Medway Police & Crime Panel
- KCC's 6th Annual Rail Summit
- Road repair update
- Major Projects update (Poorhole Lane, North Farm, M20 J10a)
- Trading Standards and convictions
- Eco2Mobility
- Coroners
- Waste Management update (Procurement, Church Marshes facility, tonnages and fly-tipping)
- Single Local Growth Fund

**B - Key or Significant Cabinet/Cabinet Member Decision(s) for Recommendation or Endorsement**

B1 13/00025 Facing the Aviation Challenge (Pages 23 - 68)

To receive the report from the Cabinet Member for Environment & Transport and the Corporate Director for Growth, Environment & Transport and to consider and endorse or make recommendations to the Cabinet Member.

B2 14/00076 Position Statement on Development of Large Scale Solar Arrays (Pages 69 - 90)

To receive the report from the Cabinet Member for Environment & Transport and the Corporate Director for Growth, Environment & Transport and to consider and endorse or make recommendations to the Cabinet Member.

B3 14/00056 Thanet Parkway Station – Project Progress (Pages 91 - 108)

To receive the report from the Cabinet Member for Environment & Transport and the Corporate Director for Growth, Environment & Transport and to consider and endorse or make recommendations to the Cabinet Member.

B4 14/00035 Management and Operation of Household Waste Recycling Centres and Transfer Stations contracts (Pages 109 - 114)

To receive the report from the Cabinet Member for Environment & Transport and the Corporate Director for Growth, Environment & Transport and to consider and endorse or make recommendations to the Cabinet Member.

**B5 14/00085 Highway Resurfacing Contract (Pages 115 - 120)**

To receive the report from the Cabinet Member for Environment & Transport and the Corporate Director for Growth, Environment & Transport and to consider and endorse or make recommendations to the Cabinet Member.

**C - Other items for comment/recommendation to the Leader/Cabinet Member/Cabinet or officers**

**C1 Christmas & New Year 2013-14 Storms & Floods (Pages 121 - 150)**

To receive a report from the Cabinet Member for Community Services and the Corporate Director for Growth, Environment & Transport on the lessons learnt during the severe weather and flooding over Christmas and New Year 2013-14.

**C2 Environment and Transport Work Programme 2014-15 (Pages 151 - 156)**

To receive an update on the Committee's proposed work programme.

**D - Monitoring of Performance**

**D1 Performance Dashboard (Pages 157 - 168)**

The Environment and Transport Performance Dashboard shows progress made against targets set for Key Performance Indicators.

**D2 Risk Management – Strategic Risk Register (Pages 169 - 184)**

To receive a report of the risks which have been registered in relation to Environment and Transport.

**E - FOR INFORMATION ONLY - Key or significant Cabinet Member Decisions taken under the Urgency Procedures - NONE**

Members are asked to note that the following decisions were taken under the urgency procedures as the decisions could not reasonably be deferred to the next scheduled meeting of the Environment & Transport Cabinet Committee. The Chairman and group spokesmen of the Environment & Transport Cabinet Committee and the Scrutiny Committee were consulted prior to the decision being made in accordance with the urgency procedures set out in paragraph 7.18 of Appendix 4 Part 7 of the Council's Constitution and any views expressed were taken into account by the Cabinet Member when making this decision.

**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

**Tuesday, 15 July 2014**

*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.*



**KENT COUNTY COUNCIL****ENVIRONMENT & TRANSPORT CABINET COMMITTEE**

MINUTES of a meeting of the Environment & Transport Cabinet Committee held in the Darent Room, Sessions House, County Hall, Maidstone on Thursday, 24 April 2014.

PRESENT: Mrs P A V Stockell (Chairman), Mr M Baldock, Mr A H T Bowles (Substitute for Mr C Simkins), Mr C W Caller, Mr I S Chittenden, Dr M R Eddy, Mr P M Harman (Substitute for Mr M E Whybrow), Mr M J Harrison, Mrs S V Hohler, Mr B E MacDowall, Mr C R Pearman (Substitute for Mr M A C Balfour), Mr J M Ozog and Mr M A Wickham

ALSO PRESENT: Mr D L Brazier and Mr B J Sweetland

IN ATTENDANCE: Mr M Austerberry (Interim Corporate Director, Growth, Environment & Transport), Mr J Burr (Director Highways, Transportation & Waste and Principal Director of Transformation), Mr P Crick (Director Environment, Planning & Enforcement), Mr R Fitzgerald (Performance Manager), Mr D Hall (Future Highways Manager), Mr D Joyner (Transport & Safety Policy Manager), Mr A Kamps (Finance Business Partner), Mr M Overbeke (Head of Regulatory Services), Mr T Read (Head of Highway Transport), Mr R Wilkin (Waste Manager), Ms T Smith (Local Bus Team Manager), Mrs L Whitaker (Democratic Services Manager (Executive)) and Ms A Evans (Democratic Services Officer)

**UNRESTRICTED ITEMS****1. Apologies and Substitutes**

*(Item A1)*

Apologies were received from Mr Balfour, Mr Simkins and Mr Whybrow who were substituted by Mr Pearman, Mr Bowles and Mr Harman respectively.

**2. Declarations of Interest by Members in items on the Agenda**

*(Item A2)*

Mr MacDowall informed the Committee that he was a director of the Alliance of British Drivers but stated that he had no financial interest and therefore no disclosable pecuniary interest or other significant interest to declare.

**3. Minutes of the meeting held on 21 January 2014**

*(Item A3)*

(1) The Chairman explained that the Minutes before her for signing were the Minutes of the Environment, Highways and Waste Cabinet Committee, now re-named as the Environment & Transport Cabinet Committee.

(2) Mr Harrison requested further information on an enforcement issue previously raised which he felt was not adequately reflected in the Minutes. Mr Austerberry agreed to investigate and ensure a response was sent to Members.

(3) Mr Baldock expressed concern that opposition to the Member Grant scheme voiced at the meeting had not been fully reflected in the in the Minutes but no amendment was proposed.

(4) The Chairman noted both points and the Minutes were agreed accordingly.

#### **4. Verbal updates**

*(Item A4)*

Mr Brazier, Cabinet Member for Environment & Transport, gave a verbal update as follows:

##### *Highway Operations*

(1) The extremely wet weather through January and February had caused severe damage to the road network. Between January and March over 7200 emergency jobs were raised with Enterprise compared to a little over 4000 for the same period last year, with the highest weekly pothole enquiry rate of 1339 recorded in mid-February. The wet conditions hampered initial repair work meaning it was not always possible to undertake first time permanent repairs on all potholes, however progress has been made on the latest Find and Fix campaign as drier weather returned throughout March and now April.

(2) Government had granted a total of £8.6m at the end of March towards costs incurred. £7.025m would be allocated directly to highway repairs, with £1.5m funding the 2013/14 emergency response, and £75k allocated to Public Rights of Way (PRoW).

##### *Safe and Sensible Street Lighting*

(3) The County Council was responsible for the maintenance of approximately 118,000 street lights and has implemented its Safe and Sensible Street Lighting policy to reduce the annual energy bill, carbon emission and light pollution. Implementation of Phase 1 of the initiative, the trial switch-off of approximately 2,500 street lights, has been completed.

(4) Phase 2 of the scheme would consist of conversion of around 70,000 street lights to part-night lighting which involved installing a sensor in each street light that would switch them off at midnight and back on again at 5:30am (1am and 6.30am during BST).

(5) Work on conversion to part-night lighting began in early December 2013 and suitable street lights in Tunbridge Wells, Tonbridge & Malling, Sevenoaks, Ashford, Dartford and Gravesham have been completed. Work in Swale, Shepway and Dover began in mid-April and work in the remaining districts, Maidstone, Canterbury and Thanet, would begin in May. The entire programme would be completed by the end of the summer.

(6) These measures when fully implemented would deliver an annual saving of around £900k.



## *Annual Resurfacing Programme (Repair & Renewal) 2014/15*

(7) This year KCC would invest around £18m in the resurfacing programme focusing on three main programmes of works; Machine Resurfacing, Surface Treatments and Footway Improvements.

(8) Data collected from a range of sources was being used to develop a priority list of sites for inclusion in the Annual Maintenance Programme. Given the available funds and to achieve value for money prioritisation was largely based on economic ranking to ensure that sites that would need costly repairs in the future were treated sooner, before they deteriorate further.

[A table showing the spend for each activity is attached as an appendix to these minutes.]

## *Highway Drainage Infrastructure*

(9) In recent years there had been an increase in prolonged and heavy rainfall events, the most recent being this winter. Between December and February there were a succession of storms bringing 340mm rain; double what would normally be expected. The ground was already highly saturated prior to these storms and as the highway drainage system was also running at full capacity, widespread flooding occurred. Customer enquiries increased accordingly, with around 10,000 enquiries related to drainage and flooding during the year, twice that of 2009.

(10) Much of the highway drainage system was reliant on soakaways with an estimated 8,000 across the county. These large perforated or deep bored chambers collected the water from the road drains and allow it to disperse into the surrounding ground. KCC had allocated an additional £3m to this and are in the process of developing a list of priority schemes to protect areas that frequently flood, especially residential and business properties.

Mike Austerberry, Corporate Director Growth, Environment & Transport, gave a verbal update as follows:

## *Flooding and Emergency Planning*

(11) The new Growth, Environment and Transport (GET) directorate, and the Environment & Transport Cabinet Committee, had within their remit the Emergency Planning function which played a prominent role in dealing with the immediate consequences of the extremely severe weather over Christmas and which had continued well into January and February.

(12) An integrated Kent Resilience Team comprising emergency planning staff from Kent Police, Kent Fire and Rescue Service (KFRS) and KCC, based at the KFRS HQ in Tovil, came into operation on 14th April.

(13) There were clear lessons to be learnt from the events of the last winter, although answers would not be quick nor inexpensive in relation to the worst incidents. The capital costs of dealing with flooding in Yalding and other highly vulnerable communities were considerable, and beyond the resources of local government. The Chief Secretary to the Treasury, Danny Alexander, on his visit to

Yalding, had pledged that government funding would be available. Until this funding was confirmed feasibility planning for capital schemes led by the Environment Agency would be proceeding.

(14) As the lead local flood authority KCC would continue to promote improved management of local flood risks which arose from surface water, groundwater and ordinary watercourses, and which have a part to play in mitigating the worst impacts of the kind of flooding seen this year, and in delivering local flood risk improvements.

(15) Later this year KCC would inherit a new role as the drainage approval body for new developments in Kent and was working with partners in the southeast to deliver guidance for planners on the integration of sustainable drainage into those developments. KCC's flood risk management work would be informed by the experience of recent months and the local vulnerabilities that had been exposed.

### *Transport Strategy*

(16) Kent and Medway, as part of the South East Local Enterprise Partnership (LEP), has submitted its transport funding infrastructure bid from the Single Local Growth Fund for the period 2015-21. The transport bid for Kent and Medway for this period is £359.5 million with a total scheme cost of £709.5 million. The outcome was expected to be announced by Government in July.

(17) The EU RoCK project; an important rail scheme to improve the signalling system to enable continued longer term operation of international services at Ashford had been granted 50% funding from the EU towards the planning & design stage, with the balance provided by KCC, Ashford Borough Council, High Speed 1 & Eurostar. This was an important milestone towards project implementation.

(18) The rail scheme to improve journey times from Ashford to Ramsgate via Canterbury West had also progressed with receipt of Regional Growth Fund funding from the Department of Business, Innovation & Skills.

(19) Finally, from the Environment side of the directorate, Low Carbon Plus is an integrated programme of financial assistance and business support to increase demand for low carbon technology, increase efficiency and grow businesses in the low carbon and environmental goods and services sector was currently being progressed via Cabinet Member Decision.

(20) The proposed decision sought to approve the delivery of the Low Carbon Plus project and included the acceptance of the funding agreement from the Department of Communities and Local Government. The project would be 50% funded by the European Regional Development Fund with further financial input from the private sector and KCC. KCC had secured a £2million grant pot to be administered before June 2015 and should the decision be agreed KCC would become the accountable body for the dispersal of grants up to the value of £20,000 to small and medium-sized enterprises (SME) in the low carbon and environmental goods and services sector across Kent and Medway.

(21) The project supported both the Kent Environment Strategy and Unlocking the Potential: Kent and Medway's Growth Plan which highlighted the low carbon sector as an opportunity for growth and jobs creation, and it was hoped that the decision

would receive the support of Members as it was currently published online for comment.

(22) Members raised the following points in response to the verbal updates and received assurances as follows:

- That where plans to reduce street lighting in particular localities had caused concern for residents, particularly in relation to the potential for increased criminal activity, all complaints and correspondence were logged and responded to. Mr Brazier assured Members that there was no evidence to support the assertion that reduced lighting would have any impact on crime.
- That the Police had been consulted on all proposals to switch off street lights and proposals only progressed where no concerns were expressed.
- That areas selected for switch off were generally in residential streets with low traffic use. If an area had traffic calming measures in place it would not be part of the programme of reduced use.
- That a report would be brought back to the Committee in the future reviewing the reduced street lighting programme to ensure that crime or road traffic accidents (RTAs) had not increased as a result of the new policy
- That work continued towards the objective of switching the light stock to LED; the cost of switching 50,000 lights to LED was £20m and the cost of switching all the stock over was £40m. EU funding sources were being investigated to facilitate the switch.
- That some of the recent issues with flooding had been the result of field run caused by failure of farmers to maintain land drains on their land.
- The Cabinet Member agreed that run off from agricultural land had been a large contributing factor. KCC would work with farmers to try to ensure that any issues were resolved but had the power to enforce against those that would not amend bad practice should this become necessary.
- Frustration was expressed by one Member of the Committee that dams could not be maintained at capacity for longer in order to ensure that water use in the summer was not restricted. Further information on the matter was requested and officers agreed it would be provided.

(23) RESOLVED that the Cabinet Member's and Corporate Director's verbal updates be noted.

## **5. 14/00024 - Road Casualty Reduction Strategy for Kent 2014-2020**

*(Item B1)*

(1) The Cabinet Committee received a report of the Cabinet Member for Environment and Transport and the Corporate Director of Growth, Environment and Transport which contained the draft strategy for Road Casualty Reduction for Kent 2014-2020 for the consideration of the Committee. David Joyner, Transport and Safety Policy Manager, and Tim Read, Head of Highway Transport, were in attendance to introduce the report and in particular referred to the following:

(2) That the strategy had been developed following a workshop involving key stakeholder groups and representative organisations and had been subject to a full public consultation.

(3) That there had been 66 responses to the public consultation, the majority of which had been positive. Comments received had been incorporated into the Strategy.

(4) In Kent the number of people killed or seriously injured in road crashes had fallen by 50% between 2000 and 2010. KCC had a target to deliver a further 33% reduction by 2020.

(5) In response to questions raised and comments made the Committee received the following further information from officers:

(6) 'Licence to Kill' was an educational theatre event set round a staged, filmed road traffic accident (RTA) and involving appearances from emergency services personnel and a young person injured in a RTA. The film had been viewed by approximately 6,000 students a year to date. Members who had seen the production praised it and suggested that newer Members take up opportunities in the future to attend performances.

(7) 'Highway factors' identified as potential causes or contributory factors were derived from data collected by the first responding police officer at an RTA. Factors included signage, lighting, surfacing, visibility and road markings. Engineering work was then concentrated on those areas identified.

(8) Tim Read agreed with Members to expand the issues which had arisen during the debate on the Strategy. It was agreed that one of the regular Tuesday afternoon Member Briefing slots be utilised for that purpose.

(9) That police enforcement and communication was a key factor in reducing road casualties and a meeting was being arranged between the Cabinet Member, Kent Police, Kent & Medway Fire and Rescue Authority (KMFRA) and Medway Council to discuss this.

(10) RESOLVED that the Cabinet Committee recommend that the Cabinet Member for Transport & Environment adopts the Road Casualty Reduction Strategy for Kent 2014-2020 and the policies and actions contained therein.

## **6. 14/00049 - Food Waste Processing Contracts**

*(Item B2)*

(1) The Cabinet Committee received a report of the Cabinet Member for Environment and Transport and the Corporate Director of Growth, Environment and Transport detailing the proposed award of tenders for Food Waste Processing in Kent. Roger Wilkin, Waste Manager, was in attendance to introduce the report and in particular referred to the following:

(2) That a number of the Council's current waste collection partners now also carried out separate food waste collection. As the waste disposal authority KCC had a duty to take household waste from those collection partners and dispose of it appropriately.

(3) That the forthcoming procurement and award of Food Waste Processing Contracts would be undertaken in accordance with the chosen evaluation

methodology and this would be included in the published Food Waste Invitation to Tender. The evaluation would be undertaken by KCC Waste Management Officers, who would identify providers to receive, handle, store and process approximately 19,000 tonnes of household food waste per annum.

(4) The tendering process would be open to existing and new suppliers and the contract would be for a period of 6 years. This timeframe had been agreed to reflect the likelihood of investment being required by a successful tenderer and the need for this to be viable and attractive to bidders.

(5) Concern was expressed that Members were being asked to make comment without sufficient information being provided or at a time when comments could not be acted upon by officers.

(6) Members were advised that all tenders were published online prior to engaging in the democratic decision making process and that this particular procurement had been included in the Directorate Business Plan.

(7) RESOLVED that the Cabinet Committee agree the completion of a procurement process for the provision of Food Waste Processing as follows:

a) Lot 1: indicative tonnage of 14,000 p.a.

b) Lot 2: indicative tonnage of 5,000 p.a.

**7. 13/00095/2 Young Person's Travel Pass and Petitions to extend the Young Person's Travel Pass to 16-19 year olds and reduce the cost from £100 to £50 for pupils entitled to free school meals**  
(Item B3)

(Items B3 and B3a)

(1) The Cabinet Committee received a report of the Cabinet Member for Environment and Transport and the Corporate Director for Growth, Environment and Transport which sought endorsement of the proposed Cabinet Member decision to introduce a Young Person's Travel Pass for 11-16 year olds for the academic year 2014/15 providing free bus travel in Kent from 6am to 7pm on Monday to Friday and to reducing the cost of the Kent 16+ Travel Card from £520 to £400. In addition a petition had been received and had met the number of signatures required for a debate.

(2) The Chairman clarified that she would be taking Item B3 and Item B3a together.

(3) David Hall stated that two major influences on the proposals before the Committee were the Medium Term Financial Plan, which required savings in the current financial year, and a petition, signed by approximately 16,000, people to extend the 11-16 pass to 16-19 year olds.

(4) Following a report to the December 2013 meeting of the Environment, Highways & Waste Cabinet Committee comments and feedback were received to which the Council listened carefully and devised a revised scheme called the Young Persons Travel Pass for 11-16 year olds.

(5) This scheme retained the basic principle of the Freedom Pass and would provide free travel during the academic year on Kent bus services but limited to term time, Monday to Friday and between the hours of 6am to 7pm.

(6) The initial cost to the recipient had been raised to £200, now payable in two instalments. In order to assist those in receipt of free school meals, a reduced price of £100 will be charged and young carers and looked after children would continue to receive the pass free of charge.

(7) The proposal for the 16+ Pass was that the price be reduced from £520 to £400 and that it would continue to offer unlimited bus travel in Kent.

(8) The key findings of the review and responses received from nearly 4,000 people were included in the papers.

(9) In order that the points made by the petitioners could also be considered a statement was read out by the clerk from the lead petitioner, Lynne Miller.

(10) It was proposed and seconded that the recommendations be agreed. Mr Caller raised a point of order that he had submitted an amendment to the Chairman and that this should be debated before any vote on the recommendations within the report.

(11) The Chairman agreed and read out the recommendations contained within the report as follows:

- Introduce a new young person's travel pass for 11 – 16 year olds providing free bus travel from 6am to 7pm Monday to Friday commencing at the start of the academic year through to the 31 July
- The pass will cost £200 but charged at £100 for those entitled to free school meals and free to young carers and looked after children.
- An option of two 6 monthly payments will be offered
- The 16+ pass be reduced from £520 to £400 and will continue to offer unlimited bus travel in Kent

The amendment was read as follows:

- An urgent review of the proposed 16+ Pass is undertaken to examine the cost variance between the proposal to continue with unlimited bus travel in Kent and the alternative proposal suggested by petitioners to extend the young person's travel pass scheme to 16 – 19 year olds.

It was suggested that bullet point 4 of the paper's recommendations be deleted and replaced with the above.

Mr Eddy seconded the amendment.

(12) Mr Chittenden asked, if debate was to be curtailed, could the two items be debated separately.

(13) Clarification was given that as a proposal had been put that the recommendations be agreed and an amendment had been proposed and seconded

the debate was now on the amendment. It was at the Chairman's discretion as to whether the two items, B3 and B3a, be debated separately and any Member could request that this was the case.

(14) Detailed debate followed regarding the benefits and disbenefits of a discussion on the petition and whether it were possible for the Committee to do so.

(15) The Democratic Services Manager (Executive) read out the Petition Debate Scheme from the Constitution Appendix 4 Part 1 as follows:

### **Petition Debate Scheme**

*1.22 (1) The petition organiser, or a named representative, will be given the opportunity to present the petition at the meeting and speak for up to 5 minutes.*

*(2) If the lead petitioner, or their named representative, does not attend the County Council meeting then the petition may be considered in their absence.*

*(3) Local Members will be given the opportunity to speak for up to three minutes each.*

*(4) If the Petition relates to an executive matter then the Cabinet Member will be given the opportunity to respond at the end of the debate for up to 5 minutes*

*(5) All other speakers will speak for up to three minutes each.*

*(6) Debate on the petition shall not exceed 45 minutes. The Chairman has discretion to hold a combined debate on more than one petition if the subject matters are similar.*

*(7) In responding to the petition, the County Council may decide to:*

*(a) take the action the petition requests*

*(b) not to take the action requested for reasons put forward in the debate*

*(c) to commission further investigation into the matter, for example by a relevant committee or*

*(d) where the issue is one on which the Cabinet is required to make the final decision, to make recommendations to inform that decision.*

(16) Mr Caller stated that, as per paragraph (7)(c) of the Petition Debate Scheme, the amendment requested a further review of the proposed 16+ Pass to examine the cost variances between the proposed scheme and the alternative proposal suggested by petitioners. Some of the proposals and suggestions made at the December meeting were now included in the proposed decision and he suspected that some of the suggestions and proposals from the 3,563 responses were also incorporated but as the responses were not given this could not be quantified.

(17) Dr Eddy stated that the petition highlighted a whole series of changes coming into Education including the extension of the school leaving age to 18. The

amendment was a request to review the potential impact and cost implications of these changes in a democratic way openly and transparently.

(18) The Cabinet Member stated that costs were quantified in the report as follows:

If the County Council were to further halve the cost of the Kent 16+ Travel Card to £200 this would require the authority having to find an additional £1,500,000 to cover lost income. There would also be greater additional costs associated with an anticipated increase in pass holders, journeys made and therefore the reimbursement due to bus companies. A halving in the cost of the Young Persons' Travel Pass to £50 for those entitled to free school meals would require an additional £100,000. There is no provision for these additional costs within the budgets allocated for these schemes.

(19) Mr Baldock stated that the response to the consultation, 500 times more than the response to a consultation on one the earlier items, showed that this was an issue that meant a lot to a great deal of people. The amendment would go some way to KCC giving the petition support.

(21) John Burr stated that the budget approved by County Council in January 2014 for 2014-15 had reduced the Freedom Pass budget by £3.9m. Mr Burr explained that if the recommendations were not agreed there would be an impact on the ability to issue passes for the new academic year.

(22) Mr Bowles proposed, Mr Harrison seconded that the question be put and a vote should be called. Following some debate over procedural correctness a vote was taken on the question being put and the result was as follows:

For (7)

Mr A Bowles, Mr M Harrison, Mrs S Hohler, Mr J Ozog, Mr C Pearman and Mrs P Stockell

Against (4)

Mr M Baldock, Mr C Caller, Dr M Eddy and Mr B MacDowall

Abstain (2)

Mr I Chittenden, Mr P Harman

*Carried*

(23) Mr Caller stated that the amendment asked only for a review in order to consider the input of thousands of people.

(24) The Chairman then put the amendment to the vote and the result was as follows:

For (6)

Mr M Baldock, Mr C Caller, Mr I Chittenden, Dr M Eddy, Mr P Harman and Mr B MacDowall



Against (7)

Mr A Bowles, Mr M Harrison, Mrs S Hohler, Mr J Ozog, Mr C Pearman and Mrs P Stockell

*Lost*

(25) Following the vote on the amendment being lost the original recommendations as proposed by Mrs Hohler and seconded by Mr Pearman were put to the vote and the result was as follows:

For (7)

Mr A Bowles, Mr M Harrison, Mrs S Hohler, Mr J Ozog, Mr C Pearman and Mrs P Stockell

Against (3)

Mr M Baldock, Mr P Harman and Mr B MacDowall

Abstain (3)

Mr C Caller, Mr I Chittenden and Dr M Eddy

*Carried*

(26) RESOLVED that the Cabinet Committee recommend that the Cabinet Member for Environment and Transport agrees for Kent County Council to introduce;

- A Young Person's Travel Pass for 11-16 year olds providing free bus travel from 6am to 7pm on Monday to Friday commencing at the start of the academic year through to 31st July.
- The pass will cost £200 but charged at £100 for those entitled to free school meals and free to young carers and looked after children.
- An option of two six monthly payments will be offered.
- The 16+ Pass be reduced from £520 to £400 and will continue to offer unlimited bus travel in Kent.

A response would be issued by the Cabinet Member to the Lead Petitioner as the agreement of the recommendations in the report was also a refusal to act on the request of the petition.

## **8. Draft 2014-15 Growth, Environment and Transport Directorate Business Plan (Strategic Priority Statement)**

*(Item C1)*

(1) The Cabinet Committee received a report of the Cabinet Member for Environment and Transport and the Corporate Director of Growth, Environment and

Transport which presented for consideration the draft Strategic Priority Statement for the Growth, Environment and Transport directorate, the directorate level business plan for 2014-15.

(2) Mike Austerberry introduced the draft Strategic Priority Statement (SPS) for the new Growth, Environment and Transport directorate. It embraced all of the services within the directorate which fell within the remit of two Cabinet Committees, Environment & Transport (E&T) and Growth, Economic Development and Communities (GEDC).

(3) The covering report set out the new business planning approach for 2014-15 and explained the role and aim of the new directorate business plans which were designed to provide summaries of the key priorities for each directorate, along with high level resourcing, risk and performance management information.

(4) The document covers five key areas of strategic priority;

- Finance;
- Transformation;
- Meeting customer needs;
- Maximising partnerships; and
- Recognising the value of the environment to the Kent economy.

(5) In response to comments made and questions raised the Committee received the following additional information from officers:

- That the key performance indicator measuring responses to routine faults included all routine complaints including pothole repair and street lighting which were also recorded separately owing to the level of public interest in these particular matters;
- That improving responses to emergencies such as the recent flooding experience in Kent would remain a priority for the directorate but that preventative measures would also be taken to try to avoid negative consequences of such occurrences;
- That congestion information was collated in a number of ways and local information in particular came from different sources such as Joint Transportation Boards (JTBs), KCC Officers, Kent Association of Local Councils (KALC). The most efficient method by which Members could feed into local information or find out information was to maintain close relationships with the District Managers and Highway Stewards at KCC;
- That tidal power was supported within the Kent Environment Strategy but that currently it was expensive to capture. However, KCC continued to work with businesses in Kent to promote good environmental practices;
- That comments pertaining to work placements and community services would be referred to the appropriate Cabinet Committee Chairman; and
- That the performance priority relating to 11-16 years transport would be amended to include 16+ transport.

(6) RESOLVED that the report be noted.

## **9. Environment and Transport Cabinet Committee Draft Programme of Work** *(Item C2)*

(1) Members were assured that the following decisions; Facing the Aviation Challenge decision number 13/00025 and Household Waste Recycling Centres and Transfer Station Contract decision number 14/00035 would be considered by the Cabinet Committee before being taken by the Cabinet Member.

(2) RESOLVED that the draft programme of work of the Environment and Transport Cabinet Committee be noted.

## **10. Environment and Transport Performance Dashboard**

*(Item D1)*

(1) The Cabinet Committee received a report of the Cabinet Member for Environment and Transport and the Corporate Director of Growth, Environment and Transport which detailed progress made against Environment and Transport targets set for Key Performance Indicators for the consideration of the Committee. Richard Fitzgerald, Performance Manager, was in attendance to introduce the report and reported that positive results had been recorded in most areas.

(2) In response to questions raised and comments made the Committee received the following further information:

(3) That although figures relating to waste were down on the last reporting period they were up against the same period last year. Some fluctuation was due to seasonal impact; less green waste was generally recorded in the last quarter of the year, and in particular this year due to the heavy rainfall. Municipal waste to energy figures had suffered as a result of extended closure of the plant at Allington for maintenance but Members were assured that this would lead to better performance in the future.

(4) RESOLVED that the report be noted.

## **11. Financial Monitoring 2013/14**

*(Item D2)*

(1) The Cabinet Committee received a report of the Cabinet Member for Environment and Transport and the Corporate Director of Growth, Environment and Transport which the third quarter's full budget monitoring report for 2013-14 as reported to Cabinet on 24 March 2014. Anthony Kamps, Principal Accountant, was in attendance to introduce the report and in particular referred to the following:

(2) That this was the report for the third financial quarter and contained the main items of variance for this Committee. For those budget responsibilities which had previously fallen within the Customer and Communities portfolio a forecast quarter 3 net underspend of £145,000 was reported. For the budget responsibilities which had previously fallen within the Environment, Highways and Waste portfolio a net overspend of £1.17m was reported.

(3) In response to comments made and questions raised the Committee received the following additional information from officers:

(4) That overspends within the report were offset by underspends elsewhere in the Growth, Environment & Transport portfolio resulting in a final forecast of a £1.1m net overspend.

(5) That the £8.6m from government was not included in this report as this report predated the announcement. Mike Austerberry confirmed that this was the case and added that the bad weather which the Find and Fix referred to within the report had occurred in April 2013 and was not the 'Christmas flooding' to which the £8.6m related.

(6) RESOLVED that the report be noted.

## **12. 14/00044 & 14/00047 - Waste Processing Contracts**

*(Item E1)*

(1) The Cabinet Committee received a report of the Cabinet Member for Environment and Transport and the Corporate Director of Growth, Environment and Transport which contained information concerning two procurement processes and associated contracts to manage:

- a) Organic Waste (garden waste) – subject of Decision Number 14/00044
- b) Dry Recyclate – subject of Decision Number 14/00047

Provision was required to receive, handle, store and process household waste arising from district council kerbside collections and KCC Household Waste Recycling Centres.

(2) Questions were raised that the length of these contracts, an initial period of up to 6 years with a possible extension of up to 6 years based on performance, would reduce the opportunity for change in a competitive market. In addition Members were critical of the decision being taken under the 'Urgency Procedure'.

(3) In relation to the issue of the Urgency Procedure Members were reassured that in both tenders the procurement processes had been carried out in line with all KCC procedures as well as national and EU legislation. There had been some misunderstanding about the mechanism for reporting contract awards to Members but officers were confident that the procurement process had been entirely proper and elicited the best value for the Council.

(4) In response to the comments regarding the length of contracts Members were informed that in the handling of waste material a substantial investment in plant (equipment) was required by the contractors. The natural lifetime of a plant was between five and seven years and so this was reflected in the length of the contracts in order to achieve best value for the Council.

(5) Members acknowledged that on occasion decisions needed to be taken before a Cabinet Committee could consider it and asked that more frequent meetings be considered.

(6) RESOLVED that the report be noted.

### **13. 14/00046 Authorisation of Trading Standards Officers**

*(Item E2)*

(1) The Cabinet Committee received a report of the Cabinet Member for Commercial and Traded Services and the Director of Environment, Planning & Enforcement and the Head of Regulatory Services Group which updated Members on the process undertaken to seek authority to delegate legal authorisation for Trading Standards Officers to use the powers contained in various legislation to carry out statutory duties and to commence legal proceedings if appropriate. The Cabinet Member introduced the report explaining that previously delegation had been granted and annually renewed under the business planning process but, due to changes to that process, this governance route was no longer available.

(2) It had been agreed that the decision to grant delegated authority to continue operational activity within the legislative framework could not reasonably be deferred in order to conform to the normal statutory procedures. The respective spokespersons of the Cabinet Committee and Scrutiny Committee were consulted and no comments were received.

(3) RESOLVED that the report be noted.

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From: David Brazier, Cabinet Member – Environment and Transport  
Mike Austerberry, Corporate Director – Growth, Environment and Transport

To: Cabinet Committee – Environment and Transport

Subject: 13/00025 - Facing the Aviation Challenge – Kent County Council's Discussion Document on Aviation

Key decision: *Affects more than 2 Electoral Divisions*

Classification: Unrestricted

Past Pathway of Paper: Cabinet Member for Environment and Transport

Future Pathway of Paper: Cabinet Member decision to adopt Kent County Council's discussion document on aviation.

Electoral Division: Countywide

**Summary:**

The attached draft discussion document (Appendix B) sets out Kent County Council's (KCC) proposed view on how the UK can meet its aviation needs. It clarifies reasons for opposing a Thames Estuary Airport, which could be shortlisted for appraisal and national consultation in September 2014 by the Airports Commission, as part of the process for recommending to Government on the options for additional airport capacity in the longer term; and presents a realistic and deliverable alternative solution to meeting future aviation growth.

The content of the draft discussion document has taken account of KCC's earlier discussion document 'Bold Steps for Aviation' (May 2012, with revisions in July 2012) and is consistent with KCC's submissions to the Airports Commission between March 2013 and May 2014. This includes proposals for expansion of some existing airports, better utilisation of regional airports, improved accessibility to airports by rail and reform of Air Passenger Duty; as an alternative to a new hub airport in the Thames Estuary, which is strongly opposed. Improvements to the noise environment around airports also forms part of the proposed discussion document.

**Recommendations:**

The Cabinet Committee is asked to consider and endorse or make recommendations to the Cabinet Member for Environment and Transport on the proposed decision to adopt Kent County Council's discussion document on aviation in 'Facing the Aviation Challenge' (July 2014) as attached at Appendix A (proposed decision sheet).

## **1. Introduction**

1.1 This report sets out an overview of the proposed content of Kent County Council's (KCC) discussion document on aviation in 'Facing the Aviation Challenge' (July 2014). It is proposed that this will be adopted as KCC's view on aviation with the proposed Cabinet Member decision, following consideration and endorsement or recommendations from this Cabinet Committee. See Appendix A for the proposed decision sheet. **The full draft discussion document 'Facing the Aviation Challenge' (July 2014) is attached in Appendix B to this report.**

1.2 'Facing the Aviation Challenge' (July 2014) sets out KCC's reasons for opposing a new airport in the Thames Estuary which could be shortlisted for appraisal and national consultation in September 2014 by the Airports Commission, as part of the process for recommending to Government on the options for additional airport capacity in the longer term. 'Facing the Aviation Challenge' (July 2014) will clearly set out KCC's position in the airport capacity debate and can be used in the event that an Estuary Airport is shortlisted by the Airports Commission.

1.3 The content of the proposed new discussion document has taken account of KCC's earlier discussion document 'Bold Steps for Aviation' (May 2012, with revisions in July 2012) and is consistent with KCC's submissions to the Airports Commission between March 2013 and May 2014 (see section 8 'Background Documents'). This includes proposals for expansion of some existing airports, better utilisation of regional airports, improved accessibility to airports by rail and reform of Air Passenger Duty (APD); as an alternative to a new hub airport in the Thames Estuary, which is strongly opposed. Improvements to the noise environment around airports also forms part of the proposed discussion document.

1.4 Cabinet Committee is asked to consider and endorse or make recommendations to the Cabinet Member for Environment and Transport on the proposed decision to adopt Kent County Council's discussion document on aviation in 'Facing the Aviation Challenge' (July 2014).

## **2. Financial Implications**

N/A

## **3. Bold Steps for Kent and Policy Framework**

The proposed discussion document on aviation links with the 'Bold Steps for Kent' theme of helping the Kent economy to grow. 'Bold Steps for Transport' in 'Bold Steps for Kent: progress to date and next steps' (December 2012) states that we will explore options to deliver radical transport solutions for East Kent to support vital regeneration through robustly opposing the proposals for a new hub airport in the Thames Estuary by producing 'Bold Steps for Aviation' (now renamed 'Facing the Aviation Challenge'). This clearly sets out the position that maximising use of existing regional airport capacity along with some airport expansion will cater for the UK's growing demand for aviation.



## **4. Background**

4.1 The Airports Commission, chaired by Sir Howard Davies, released its interim report in December 2013, which identified the need for one net additional runway in the South East by 2030, with likely demand for a second additional runway by 2050. The Commission's interim report shortlisted three feasible options for long term solutions, along with short and medium term measures for how to make the best use of existing airport capacity. The three shortlisted options of a new third runway at Heathrow, an extension of one of Heathrow's two runways (to then effectively operate as two separate runways, i.e. provide three runways in total) and a new second runway at Gatwick, are all being appraised in 2014 and will be subjected to a national public consultation. A final report and recommendation to Government is due by the summer of 2015. It is then anticipated that by 2016, if the Government accepts the Commission's recommendation, it will produce a National Policy Statement (NPS) for airports which will give government policy support for the chosen option.

4.2 Proposals for a new hub airport in or around the Thames Estuary were not shortlisted in the Airports Commission's interim report. However, the Commission is conducting further feasibility work for an airport on the Isle of Grain and will make a decision as to whether to add this option to the shortlist by September 2014. If shortlisted, the Isle of Grain airport proposal will then be appraised and consulted on in a similar way to the Heathrow and Gatwick options, before the Commission publishes its final report and recommendation to Government in summer 2015.

4.3 Prior to the possibility of a new airport on the Isle of Grain being added to the Airports Commission's shortlist in September 2014, and subsequent national public consultation (anticipated in early 2015); KCC has the opportunity to reaffirm its support for expansion of existing airports and opposition to a new airport in the Thames Estuary through a new discussion document on aviation entitled 'Facing the Aviation Challenge' (July 2014).

4.4 KCC has fully engaged with the Airports Commission through every stage of its process by responding to each consultation (see section 8 'Background Documents' for a list of all KCC responses). KCC submitted proposals on measures to make the best use of existing capacity in the short and medium term, and a proposal for providing additional airport capacity in the longer term, in response to the Commission's call for evidence. These submissions were discussed at Cabinet Committee on 19 June 2013, prior to a Cabinet Member decision that was noted at Cabinet on 15 July 2013.

4.5 Submissions to the Airports Commission were aligned with KCC's earlier discussion document 'Bold Steps for Aviation' (May 2012, with revisions July 2012) which was discussed at Cabinet Committee on 4 July 2012. This set out the need for growth in aviation, a means of achieving that growth through better utilisation of regional airports and expansion of some major airports, combined with improved surface access by rail; alongside the arguments against a new hub airport in the Thames Estuary.

4.6 Retention of this original 'Bold Steps for Aviation' discussion document as KCC's view on aviation is not considered appropriate as it is out of date given the

remit of the Airports Commission which was set up in December 2012, after this original discussion document was published. Importantly, the views of Members, the public and expert analysis has shaped Kent County Council's view on aviation since the publication of 'Bold Steps for Aviation', which has informed this new discussion document. A significant part of this updated view on aviation is the importance of reducing aircraft noise impacts for the county's residents affected by over-flight.

4.7 A revised 'Bold Steps for Aviation', now entitled 'Facing the Aviation Challenge' (July 2014), in the form of a discussion document setting out KCC's view on aviation, following work submitted to the Airports Commission, is now brought to Cabinet Committee to consider and endorse or make recommendations to the Cabinet Member for Environment and Transport on the proposed decision to adopt Kent County Council's updated discussion document on aviation.

## **5. Summary of the proposed 'Facing the Aviation Challenge' (July 2014) – KCC Discussion Document on Aviation**

5.1 The full draft document 'Facing the Aviation Challenge' (July 2014) is attached in Appendix B to this report. In 'Facing the Aviation Challenge' (July 2014), KCC sets out its support for growth in aviation in order to improve the UK's connectivity and competitiveness, thus supporting economic growth and job creation. KCC advocates that the best solution to the UK's aviation hub needs is to utilise, improve and expand existing airports, together with improved surface access by rail.

5.2 'Facing the Aviation Challenge', describes KCC's position on how the UK can meet the need for growth in aviation through expansion of existing airports - Heathrow or Gatwick (as shortlisted by the Airports Commission in its interim report in December 2013) and better utilisation of regional airports including London Ashford Airport (Lydd) and London Southend Airport, combined with improved surface access by rail. This is a far more affordable and deliverable solution than building a new hub airport in the Thames Estuary; and 'Facing the Aviation Challenge' sets out the reasons for KCC's robust opposition to the proposals for an airport on the Isle of Grain, which the Airports Commission is investigating further in 2014.

5.3 'Facing the Aviation Challenge' describes how KCC is of the belief that there is no sound evidence for a new hub airport in the Thames Estuary. There are many economic, social and environmental reasons against such a development; one of which would be the forced closure of Heathrow and the devastating impact this would have on the west of London economy. This would be harmful to the UK's global connectivity and be to the detriment of the national economy. KCC is therefore robustly opposed to a new airport in the Thames Estuary.

5.4 Expanding existing airports will allow the UK to compete with other European hub airports, although the UK's current competitive disadvantage with high rates of Air Passenger Duty (APD) also needs to be addressed.

5.5 'Facing the Aviation Challenge' acknowledges that the benefits of aviation growth need to be balanced against the adverse impacts, such as noise. Therefore

measures need to be put in place to minimise noise impacts and protect people living near airports.

5.6 Therefore, in 'Facing the Aviation Challenge', KCC recommends to Government:

- The need for correction of the UK's competitive disadvantage in terms of APD.
- The creation of a National Policy Statement (NPS) for airports that supports the growth of existing airports with one net additional runway added in the South East by 2030.
- The NPS should not however, support the development of new airports.
- The NPS should support a phased approach to adding runway capacity to keep pace with demand, therefore allowing existing airports to add additional runway capacity when the need arises, most likely a second net additional runway in the South East by 2050.
- The need for better utilisation of regional airports, especially in the short and medium terms, as this will provide much needed capacity across the South East and bring significant economic benefits to regional economies.
- Investment is needed to improve surface access to airports; especially rail access and the development of an integrated air-rail transport system that will be beneficial to London and the South East's connectivity to global markets.
- An independent noise authority should be set up (as recommended by the Airports Commission) and measures taken to properly measure, minimise and mitigate the noise impacts of existing airport operations and airport expansion.
- Proposals for a new hub airport must not be progressed any further. Action is needed now and this can only be achieved by building on the UK's existing airport infrastructure.
- In the interests of the national economy, action on these issues is needed now.

## **6. Conclusions**

Given that the Airports Commission is currently considering whether an Estuary Airport option should be shortlisted as a possible means of addressing future UK aviation demand, now is an opportune time for KCC to review and clearly set out its view on aviation. The Cabinet Committee is asked to consider and endorse or make recommendations to the Cabinet Member for Environment and Transport on the proposed decision to adopt Kent County Council's discussion document on aviation – 'Facing the Aviation Challenge' (July 2014) as summarised in Section 5 of this report and attached at Appendix B. The proposed decision sheet is attached at Appendix A.

## **7. Recommendations**

The Environment and Transport Cabinet Committee is asked to consider and endorse or make recommendations to the Cabinet Member for Environment and Transport on the proposed decision to adopt Kent County Council's discussion

document on aviation in 'Facing the Aviation Challenge' (July 2014) as attached at Appendix A (proposed decision sheet).

## 8. Background Documents

Bold Steps for Aviation, Discussion Document, Kent County Council, May 2012 with revisions July 2012

<https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Bold%20Steps%20for%20Aviation%20May%202012%20revised%20July%202012.pdf>

Airports Commission, Proposals for making the best use of existing airport capacity in the short and medium term, Response by Kent County Council, 23 May 2013

<https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20County%20Council%20-%20submission%20on%20making%20the%20best%20use%20of%20existing%20airport%20capacity%20in%20the%20short%20to%20medium%20term.pdf>

Airports Commission, Proposal for providing additional airport capacity in the longer term, Response by Kent County Council endorsed by Medway Council, 19 July 2013

<https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20County%20Council%20-%20proposal%20for%20additional%20airport%20capacity%20in%20the%20longer%20term.pdf>

Kent County Council's response to long term option proposals submitted to the Airports Commission, 27 September 2013

<https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Comments%20on%20long%20term%20proposals%20submitted%20to%20the%20Airports%20Commission.pdf>

Airports Commission, Discussion Paper 01: Aviation Demand Forecasting, Response from Kent County Council and Medway Council, 18 March 2013

<http://www.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20and%20Medway%20Councils%20Aviation%20Demand%20Forecasting.pdf>

Airports Commission, Discussion Paper 02: Aviation Connectivity and the Economy, Response from Kent County Council, 19 April 2013

<http://www.kent.gov.uk/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20Country%20Council%20Connectivity%20and%20Economy.pdf>

Airports Commission, Discussion Paper 03: Aviation and Climate Change, Response from Kent County Council, 17 May 2013

<https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20Country%20Council%20Climate%20Change%20Response.pdf>

[plans/plans/Aviation%20strategy/Kent%20County%20Council%20Aviation%20and%20Climate%20Change.pdf](#)

Airports Commission, Discussion Paper 04: Airport Operational Models, Response from Kent County Council, 11 July 2013

<https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20County%20Council%20Airport%20Operation%20Models.pdf>

Airports Commission, Discussion Paper 05: Aviation Noise, Response from Kent County Council, 6 September 2013

<https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20County%20Council%20Aviation%20Noise.pdf>

Airports Commission, Sifting Criteria to identify long term options for additional airport capacity, Kent County Council and Medway Council's suggested criteria

<http://www.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20and%20Medway%20Councils%20Criteria%20for%20long%20term%20options.pdf>

Airports Commission – Call for Evidence: Inner Thames Estuary Feasibility Studies – Socio-economic impacts (Study 3), Response from Kent County Council and Medway Council, 23 May 2014

Airports Commission – Call for Evidence: Inner Thames Estuary Feasibility Studies – Surface Access Impacts (Study 4), Response from Kent County Council and Medway Council, 23 May 2014

## **9. Contact details**

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# KENT COUNTY COUNCIL – PROPOSED RECORD OF DECISION

**DECISION TO BE TAKEN BY:**

Cabinet Member for Environment and Transport

**DECISION NO:**

13/00025

**For publication****Subject:**

**Facing the Aviation Challenge - Kent County Council's Discussion Document on Aviation**

**Decision:**

As Cabinet Member for Environment and Transport, I agree to adopt Kent County Council's discussion document on aviation in 'Facing the Aviation Challenge' (July 2014).

**Reason(s) for decision:**

Following the publication of the Airports Commission's interim report in December 2013, a new airport on the Isle of Grain could be added to the shortlist of potential long term options that could be recommended to Government in its final report in summer 2015. The Airports Commission will make this decision in September 2014, following feasibility studies conducted by the Commission. If shortlisted, there would be a national public consultation (anticipated in early 2015). KCC should reaffirm its support for expansion of existing airports and opposition to a new airport in the Thames Estuary through a new discussion document on aviation in 'Facing the Aviation Challenge' (July 2014).

**Cabinet Committee recommendations and other consultation:**

*To be entered after the meeting and considered by the Cabinet Member when taking the decision.*

**Any alternatives considered:**

Retention of the of the original 'Bold Steps for Aviation' discussion document (May 2012, with revisions July 2012) as Kent County Council's view on aviation. However, this document is not fit for purpose as it is out of date given the remit of the Airports Commission which was set up in December 2012, after this original discussion document was written; and the views of Members, the public and expert analysis has shaped Kent County Council's view on aviation since the publication of 'Bold Steps for Aviation', which has informed this new discussion document.

**Any interest declared when the decision was taken and any dispensation granted by the Proper Officer:**

.....  
signed

.....  
date

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# Facing the Aviation Challenge

Discussion Document

Kent County Council

DRAFT

July 2014



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DRAFT

## Executive summary

In **Facing the Aviation Challenge** Kent County Council sets out its recognition of the growth in aviation and its position on how the UK can meet this need through expansion of existing airports - Heathrow or Gatwick (as shortlisted by the Airports Commission in its interim report in December 2013) and better utilisation of regional airports including London Ashford Airport (Lydd) and London Southend Airport, combined with improved surface access by rail. This is a far more affordable and deliverable solution than building a new hub airport in the Thames Estuary; and this document sets out the reasons for Kent County Council's robust opposition to the proposals for an airport on the Isle of Grain, which the Airports Commission is investigating further in 2014.

Expanding existing airports will allow the UK to compete with other European hub airports, although the UK's current competitive disadvantage with high rates of Air Passenger Duty (APD) also needs to be addressed.

However, aviation growth needs to be balanced against the adverse impacts, such as noise. Therefore measures need to be put in place to minimise noise impacts and protect people living near airports.

Kent County Council recommends to Government:

- The need for correction of the UK's competitive disadvantage in terms of APD.
- The creation of a National Policy Statement (NPS) for airports that supports the growth of existing airports with one net additional runway added in the South East by 2030.
- The NPS should not, however, support the development of new airports.
- The NPS should support a phased approach to adding runway capacity to keep pace with demand, therefore allowing existing airports to add additional runway capacity when the need arises, most likely a second net additional runway in the South East by 2050.
- The need for better utilisation of regional airports, especially in the short and medium terms, as this will provide much needed capacity across the South East and bring significant economic benefits to regional economies.
- Investment is needed to improve surface access to airports; especially rail access and the development of an integrated air-rail transport system that will be beneficial to London and the South East's connectivity to global markets.
- An independent noise authority should be set up (as recommended by the Airports Commission) and measures taken to properly measure, minimise and mitigate the noise impacts of existing airport operations and airport expansion.
- Proposals for a new hub airport must not be progressed any further. Action is needed now and this can only be achieved by building on the UK's existing airport infrastructure.
- In the interests of the national economy, action on these issues is needed now.

# 1 Introduction

The UK's position as a premier world aviation hub is threatened by its inability to meet increasing capacity demands. Heathrow is operating at 98.5% of its capacity and there is a significant lack of available peak runway capacity at the major London airports, meaning that the UK economy is losing an estimated £1.2 billion a year to the Netherlands, France and Germany, as each has hub airports with significant spare capacity<sup>1</sup>.

In May 2010, the newly elected Coalition Government sought to replace the existing Air Transport White Paper (2003) which gave policy support for an additional runway at both Heathrow and Stansted. Without Government policy support, the planning applications for new runways at both airports were abandoned by the then owner, BAA. The replacement Aviation Policy Framework which was adopted by Government in March 2013, did not address the issue of airport capacity.

In late 2012, the Government appointed the independent Airports Commission chaired by Sir Howard Davies to report on whether there is a need for additional airport capacity; and the nature, scale and timing of that need. The need for one net additional runway by 2030 was identified in the Commission's interim report in December 2013, with likely demand for a second additional runway by 2050; and shortlisted three feasible options for long term solutions, along with short and medium term measures for how to make the best use of existing airport capacity. The three shortlisted options of a new third runway at Heathrow, an extension of one of Heathrow's two runways (to then effectively operate as two separate runways, i.e. provide three runways in total) and a new second runway at Gatwick, are all being appraised in 2014 and will be subjected to a national public consultation. A final report and recommendation to Government is due by the summer of 2015. It is then anticipated that by 2016, if the Government accepts the Commission's recommendation, it will produce a National Policy Statement (NPS) for airports which will give government policy support for the chosen option.

Proposals for a new hub airport in or around the Thames Estuary were not shortlisted in the Airports Commission's interim report (December 2013). However, the Commission is conducting further feasibility work for an airport on the Isle of Grain and will make a decision as to whether to add this option to the shortlist by September 2014. If shortlisted, the Isle of Grain airport proposal will then be appraised and consulted on in a similar way to the Heathrow and Gatwick options, before the Commission publishes its final report and recommendation to Government in summer 2015.

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<sup>1</sup> Frontier Economics, Connecting for growth: the role of Britain's hub airport in economic recovery, September 2011

Kent County Council (KCC) is of the view that the UK needs to be able to connect with emerging markets now, in time to stop the UK's continued slide against its competitors, and the quickest way of addressing this is to build on our current aviation infrastructure, rather than building a new multi runway hub airport in the Thames Estuary.

This discussion document presents Kent County Council's view on UK aviation.

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## 2 Background to aviation in the UK

### 2.1 The importance of aviation to the UK economy

A healthy and dynamic aviation sector is vital to the UK economy. According to a 2011 study, aviation contributes £49.6 billion to the economy, 3.6% of UK GDP<sup>2</sup>. The aviation sector employs over 220,000 workers directly and many more indirectly throughout the supply chain<sup>3</sup>. The value added by employees in the sector is around one-and-a-half times the economy-wide average, amounting to 2% of Gross Value Added (GVA)<sup>4</sup>. Economically, the aviation industry is pivotal to the UK's growth and employment opportunities.

The UK has the sixth highest number of international visitors in the world. In 2011, 73% of the total visits made to the UK by overseas residents were by air, generating some £15,132 million of annual expenditure across the economy<sup>5</sup>. Tourism directly provides 1.5 million jobs in the UK, representing 5% of employment nationally. Aviation also provides social benefits with people travelling to visit family and friends and it was the most common purpose of travel at Heathrow in 2011 (36% of trips)<sup>6</sup>.

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.

### 2.2 The demand for air travel

Overall, global aviation is expected to grow at an average compound annual growth rate of 5.6% for the period to 2025<sup>7</sup>. Rising incomes in the UK and internationally will result in higher rates of business and tourist travel to and from Britain, while the emergence of greater wealth in China, India, Russia and Brazil (BRIC economies) will further increase worldwide demand for aviation. The Department for Transport's (DfT) 2013 aviation

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<sup>2</sup> Oxford Economics (2011), 'Economic Benefits from Air Transport in the UK'

<sup>3</sup> Aviation Policy Framework, March 2013

<sup>4</sup> HM Treasury, Reform of Air Passenger Duty: a consultation, 2011

<sup>5</sup> Office for National Statistics, 'Travel Trends', 2011

<sup>6</sup> Aviation Policy Framework, March 2013

<sup>7</sup> Greater London Authority, A New Airport for London, 2011

passenger demand forecasts indicated that, in a scenario without capacity constraints, UK-wide demand for air travel is likely to increase between 2011 and 2030, from 219 million passengers per annum (mppa) to approximately 320 mppa; and up to 480 million passengers a year by 2050<sup>8</sup>. Civil Aviation Authority (CAA) statistics show that in 2013, UK airports handled a total of 228 million passengers, an increase of 3.5% on 2012, showing the continuing recovery that started in 2011 after three years of falling passenger numbers, although current air passengers are still 4.8% below 2007's peak of 240 million<sup>9</sup>. The Airports Commission's own forecasts, although 7% lower than the 2013 DfT projections, due to improved modelling of overseas hub airports and updated GDP forecasts, still predict growth in annual demand to 450 million passengers by 2050<sup>10</sup>.

## 2.3 UK airport capacity

Existing runway capacity at London's airports acts as the primary constraint on their ability to accommodate future demand for air travel. No new runways have been added since 1987 with the short runway for the new London City Airport as part of the London Docklands regeneration. Heathrow is effectively at capacity throughout the day and Gatwick operates close to capacity during the day's peak periods. London's airports collectively accommodate more passengers than those of any other city in the world and this, along with the lack of excess capacity, means that they are particularly susceptible to disruption and delays. With forecast growth, the major South East airports will be full sometime between 2025 and 2040, and Heathrow is effectively already at full capacity<sup>11</sup>. The Airports Commission in its interim report concludes that there is a clear case for at least one net additional runway in the South East by 2030, and there is likely to be a demand case for a second additional runway by 2050<sup>12</sup>.

Heathrow's runways operate at 98.5% capacity, compared to 70-75% at other European hub airports and during busy periods, aircraft can be held in one of its four stacks for 30 to 45 minutes awaiting a landing slot. Heathrow also suffers from lengthy queues for take-off slots. These delays have environmental and financial costs to both airlines and passengers.

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<sup>8</sup> DfT, UK Aviation Forecasts, 2013

<sup>9</sup> Airport World: The Magazine of the Airports Council International (ACI) [http://www.airport-world.com/home/general-news/item/3779-uk-airport-passenger-numbers-rise-3-5-in-2013?utm\\_source=MASTER+EMAIL+LIST&utm\\_campaign=3b7a97b2de-Airport+and+Regions+32&utm\\_medium=email&utm\\_term=0\\_b8d5a5ddc7-3b7a97b2de-101756901](http://www.airport-world.com/home/general-news/item/3779-uk-airport-passenger-numbers-rise-3-5-in-2013?utm_source=MASTER+EMAIL+LIST&utm_campaign=3b7a97b2de-Airport+and+Regions+32&utm_medium=email&utm_term=0_b8d5a5ddc7-3b7a97b2de-101756901) accessed 18/03/14

<sup>10</sup> Airports Commission, Interim Report, December 2013

<sup>11</sup> DfT, UK Aviation Forecasts, 2013

<sup>12</sup> Airports Commission, Interim Report, December 2013

## 2.4 European competitor airports

By the late 1980s London's five main airports (Heathrow, Gatwick, Stansted, Luton and London City) had 6 runways, and today nothing has changed. However, in that time, Amsterdam Schiphol has increased from 4 to 6 runways, Frankfurt from 3 to 4 and Paris Charles de Gaulle (CDG) from 2 to 4. Overall this means our main competitors have added 50% runway capacity<sup>13</sup>.

**Table 1 – Illustration of Heathrow capacity in comparison to other Northern European hub airports in 2012**

Airport	Total Air Traffic Movements (2012)	Total passenger traffic (mppa) (2012)	Runways	Destinations served	Percentage of capacity used
Heathrow	471, 791	69.9	2	193	98.5%
Frankfurt	487, 162	56.4	4	296	74.2%
Paris CDG	514, 059	60.9	4	258	73.5%
Amsterdam Schiphol	437, 074	49.7	6	313	70.0%

Table 1 shows that Heathrow currently handles the largest proportion of passenger numbers out of Europe's major hub airports and is Europe's busiest airport. However, by 2021 it is predicted to fall to third place behind Frankfurt and Paris CDG<sup>14</sup>. As demand increases, with Heathrow already full, it has little room to accommodate additional passengers; whereas Frankfurt, Paris CDG and Amsterdam Schiphol have sufficient available capacity (between 25-30%) to continue to take advantage of this growing market. This severely disadvantages Heathrow in supporting UK businesses to trade with growing markets.

A report commissioned by Heathrow, found that UK businesses trade 20 times as much with emerging market countries that have direct daily flights to the UK; and Paris and Frankfurt already have 1,000 more annual flights to the three largest cities in China than Heathrow<sup>15</sup>. Heathrow has five flights per day to China serving two destinations, whilst Paris has 11 serving four destinations and Frankfurt ten serving 6 destinations<sup>16</sup>. These startling comparisons clearly illustrate the difficulties the UK is facing right now in remaining competitive and taking advantage of emerging markets.

<sup>13</sup> Parsons Brinckerhoff, Airport Study for the South East Local Enterprise Partnership: Research Study – Greater South East Airport Capacity, May 2012

<sup>14</sup> Victoria Borwick, Protecting London's position as a world city: creating the first "virtual hub airport", March 2012

<sup>15</sup> Frontier Economics, Connecting for growth: the role of Britain's hub airport in economic recovery, September 2011

<sup>16</sup> Greater London Authority, A new Airport for London, 2011



This lack of capacity does not only affect UK passengers wishing to connect with these new markets but also overseas customers who cannot directly access the UK. A similar situation will soon exist at Gatwick with the airport approaching its capacity limit for a single runway airport.

## 2.5 The UK's competitive disadvantage with Air Passenger Duty (APD)

Table 2 shows the difference between Air Passenger Duty (APD) for flights from the UK from 1 April 2014, as compared to other airports in Germany and the Netherlands.

**Table 2 – Comparison of APD – UK, Germany and the Netherlands**

From	To Band A destinations - up to 2,000 miles, e.g. Europe		To Band B destinations - 2,001 to 4,000 miles, e.g. northern Africa, Middle East, North America		To Band C destinations - 4,001 to 6,000 miles, e.g. southern Africa, Caribbean, South America, India, Far East – India, China		To Band D destinations - over 6,000 miles, e.g. Australia, New Zealand	
	Reduced rate (lowest class)	Standard rate (any other class)	Reduced rate (lowest class)	Standard rate (any other class)	Reduced rate (lowest class)	Standard rate (any other class)	Reduced rate (lowest class)	Standard rate (any other class)
UK*	£13	£26	£69*	£138*	£85*	£170*	£97*	£194*
Germany**	To Europe, Russia, parts of northern Africa		To northern and central Africa, Middle East		To the rest of the world			
	€7.50 (£6.41)		€23.43 (£20.03)		€43.18 (£36.91)			
Netherlands***	Abolished APD							

\*source: ABTA Travel Association <http://abta.com/news-and-views/policy-zone/more/air-passenger-duty> (accessed 25/03/14). Note: From 01 April 2015, Bands C and D will be abolished and all long haul flights will be included in Band B which will increase to £71 (reduced rate) and £142 (standard rate).

\*\*source: [http://en.wikipedia.org/wiki/German\\_air\\_passenger\\_taxes](http://en.wikipedia.org/wiki/German_air_passenger_taxes) (accessed 22/05/13) and converted to £sterling at XE Currency Converter ([www.xe.com](http://www.xe.com)) on 23/05/13

\*\*\*source: ABTA Travel Association <http://www.atab.org.uk/our-campaigns/air-passenger-duty/> (accessed 22/05/13)

Table 2 shows that APD in Germany is considerably lower than in the UK. The Netherlands after a period of APD increases decided to abolish the tax. The result is that with significantly lower taxation; flights to and from Amsterdam and Frankfurt are more attractive to business and leisure passengers than Heathrow. It is especially the case to and from long haul destinations where the difference in APD is most pronounced. Many of the world's emerging economies are long haul and UK needs to improve its connectivity to these destinations. The net result is that UK business and tourism are negatively impacted, with inbound passengers lost to other European countries and outbound passengers either paying higher air fares or being deterred from travel.

A report by Parsons Brinckerhoff (2012) into 'Greater South East Airport Capacity' for the South East Local Enterprise Partnership (SELEP) states that according to World Travel Tourism Council, 91,000 jobs are being lost in the UK each year due to high APD and argue that by removing the tax it would result in £4.2 billion added to the economy within twelve months. Parsons Brinckerhoff agree that by reducing or removing the tax it would put the UK back on an even footing with our European competitors and lead to a rise in seat availability<sup>17</sup>.

Correcting the UK's competitive disadvantage compared to its European competitor airports in regards to APD is needed so that we do not continue to lose business to our European rivals. This issue, which significantly impacts on the cost of air travel, needs to be addressed along with the UK's airport capacity disadvantage compared European hub airports.

In addition to changes in APD at a national level, reductions in APD at regional airports would provide them with a competitive advantage and could lead to relocation of some short haul leisure flights from congested airports. This would free up capacity at Heathrow and Gatwick for more long haul flights, improving the UK's global connectivity, while at the same time improving the viability of regional airports and providing connectivity and economic growth in the regions. Although the Airports Commission ruled out this type of action in its interim report (December 2013), Kent County Council urges that Government look into this issue again.

## **2.6 Summary - The need for action**

If additional runway capacity is not provided in anticipation of forecast demand growth, then delays and disruption at London's airports will steadily worsen and there is no room for connectivity growth to new markets. As a result, the UK will become less accessible than its rivals to strategically important locations in the world economy and the UK's future economic prosperity will be threatened. With the current UK economic situation, it is all the

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<sup>17</sup> Parsons Brinckerhoff, Airport Study for the South East Local Enterprise Partnership: Research Study – Greater South East Airport Capacity, May 2012

more important that this industry, so vital to our country's economy, is invested in, protected and expanded to meet growing needs.

In the interests of the national economy the need to act is now.

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## **3 Facing the Aviation Challenge proposals**

### **3.1 Support for aviation growth**

Kent County Council (KCC) fully supports growth in UK aviation in order to improve the UK's connectivity and competitiveness, thus supporting economic growth and job creation.

### **3.2 The right solution**

KCC advocates that the best solution to the UK's aviation hub needs in the longer term is to utilise, improve and expand existing airports. Provision of additional capacity at some existing airports, together with improved surface access by rail will facilitate better strategic use of the London/South East multi-airport system.

Heathrow and Gatwick airports have both put forward a credible and deliverable solution to the problem of airport capacity constraints in the South East and an additional runway at either airport are the options shortlisted by the Airports Commission in its interim report in December 2013. KCC gives support in principle to expansion at either airport as the right solution to the UK's aviation needs.

This approach will deliver the UK's connectivity requirements, provide much needed suitable capacity and could be delivered within the shortest possible timescale. Better utilisation of regional airports such as London Ashford Airport at Lydd in Kent and London Southend Airport, for point to point flights, will also release extra capacity and complement the main London airports that provide 'hub' operations. This also provides a solution to the capacity problem in the short and medium term while new runways are constructed at the main London airports over the longer term.

### **3.3 The wrong solution**

KCC is of the belief that there is no sound evidence for a new hub airport in the Thames Estuary. There are many economic, social and environmental reasons against such a development; one of which would be the forced closure of Heathrow and the devastating impact this would have on the west of London economy. This would be harmful to the UK's global connectivity and be to the detriment of the national economy. The reasons for opposing a new hub airport are explained in Chapter 4.

### 3.4 Better utilisation of existing airports

Delivery of new runways will take at least a decade or longer, therefore in the short to medium term, aviation demand could be met by better utilisation of existing airports. Table 3 shows the available capacity at the London airports excluding Heathrow.

**Table 3 – available capacity at London airports excluding Heathrow in 2012**

	<b>Total Air Traffic Movements (2012)</b>	<b>Total passenger traffic (mppa) (2012)</b>	<b>Runways</b>	<b>Destinations served</b>	<b>Percentage of capacity used</b>
<b>Gatwick</b>	240,494	34.2	1	200	86%
<b>Stansted</b>	132,920	17.5	1	150	50%
<b>Luton</b>	75,783	9.6	1	104	53% *
<b>London City</b>	69,902	3.0	1	44	38% **
<b>Southend</b>	8,086	0.6	1	16	30%

\* if planning application for 18mppa is approved

\*\* based on 2006 Master Plan accommodating up to 8 mppa

Table 3 shows that, with the exception of Gatwick which is approaching its capacity limit, the other London airports have available capacity. Stansted, London's third airport (the 4<sup>th</sup> largest airport in the UK) has around 50% spare capacity, therefore has significant scope to alleviate the capacity issues at Heathrow and Gatwick in the short to medium term before new runways at those airports could be delivered.

Regional airports also have a role, as demonstrated by the available capacity at Southend Airport (see Table 3). Significant private sector investment has already taken place at Southend Airport to extend the runway, build a new passenger terminal and extension to the new terminal, along with a new control tower, road access improvements and a new railway station so that the airport can handle up to two million passengers per year. Development of a new Lower Thames Crossing to the east of Gravesend will expand Southend Airport's catchment area, including improved access from Kent, and will further enhance the airport's prospects. Similarly, at Lydd Airport in Kent, private investment is forthcoming to extend the runway and build a new passenger terminal capable of accommodating up to 500,000 passengers per year for which planning approval by the Secretary of State has been granted.

Following its closure as a commercial airport in May 2014, a financially viable and sustainable future must be found for Manston. This should include use of the site for

aviation related services and other businesses that can bring jobs and economic growth to East Kent.

Differential charging of APD at regional airports, as explained in Chapter 2, will also help to make new routes from regional airports more attractive, therefore encourage growth at regional airports and free up capacity at the congested London airports.

### **3.5 Expansion of existing London airports**

In the longer term, adding new runways at existing airports will provide enough capacity to meet demand whilst providing opportunities for competition between airports. The Airports Commission's analysis suggests that one net additional runway in the South East is needed by 2030, and a likely demand case for a second additional runway by 2050<sup>18</sup>. The decision on where to add capacity needs to ensure that each market segment is addressed, i.e. low cost and network carriers, and should not only benefit hub airlines. A range of connectivity needs must be provided, i.e. short haul and long haul to existing and emerging market destinations.

Building on the success of existing airports will enhance the UK's status as Europe's most important aviation hub; without the risk of this being lost while a new hub airport is being built and no investment takes place at existing airports given that they would be closed or significantly downsized. This solution can also be delivered in a much shorter timescale than building an entirely new hub airport.

### **3.6 Economic benefits**

Expanding existing airports will bring economic benefits to London, the South East and the whole of the UK. Benefits will also be spread to regional economies with growth at regional airports. This will help the Government's objective to re-balance the economy both geographically and towards the private sector.

Jobs will be created directly and indirectly at each airport. Induced and catalytic jobs will be created through agglomeration as businesses locate near to the airports. This approach builds on the existing success of airport development in the South East, such as the agglomeration of businesses around Heathrow and Gatwick, rather than risk losing them if a new hub airport was built elsewhere.

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<sup>18</sup> Airports Commission, Interim Report, December 2013

Passengers have a choice as to which airport they use and competition between the airports, as they are in separate ownership, should result in a competitive industry. This will be beneficial to the UK economy rather than all aviation activity being based at a single new hub airport. The cost of building a new runway at either Heathrow or Gatwick is far less than for building a new four runway airport, therefore will result in lower fare increases for passengers as airport charges to recoup the investment will be lower. The Airports Commission estimates that in order to repay the debt required to finance an Estuary airport, aircraft landing charges would need to be around three times the Heathrow level set by the CAA<sup>19</sup>.

Overall the national economy will benefit as London will continue to be the best connected city in Europe and one of the best connected in the world. The London multi-airport system will be able to compete with the hub airports at Amsterdam, Paris and Frankfurt. It is also essential that the UK has a level playing field with Europe in regards to Air Passenger Duty (APD) as explained in Chapter 2. Therefore action is also needed to correct this competitive disadvantage to ensure that UK airports are able to compete with their European rivals.

### **3.7 Cost implications**

A second runway at Gatwick could be delivered for around £5 billion - £9 billion or a third runway at Heathrow for between £14bn and £18bn. These investments would be financed by the private sector with public subsidy to support the required surface access improvements.

Investment at regional airports, where significant capacity exists already, is minimal in comparison as the runways already exist. Terminal improvements may be needed but these would come online incrementally as the airports grow.

Development of existing airports and the required surface access infrastructure is of far lower cost, more deliverable and more reliant on private sector rather than public sector funding, compared to a new hub airport in the Thames Estuary. The costs of a new hub airport are discussed in Chapter 4.

### **3.8 Surface access – an integrated air-rail transport system**

Key to proposals to expand existing airports is improved surface access by rail. Investment is needed in existing infrastructure and alterations to service patterns in combination with planned new infrastructure, e.g. HS2 and CrossRail, to provide good connectivity to airports

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<sup>19</sup> Airports Commission, Interim Report, December 2013

to create an integrated air-rail transport system. This will improve journey times from major business and population centres for users of aviation services and enhances existing transport corridors.

Although rail improvements will help to facilitate sustainable surface access to airports, and help to mitigate the effects of increased road congestion from access traffic as the airports grow; improvements to road access will also be needed. As with the rail investment, improvements to the highway network, both strategic and local, will also provide significant wider economic benefits to regional and national economies, in addition to directly enhancing accessibility to the South East's airports.

### **3.9 Noise and environmental impacts**

There will be additional greenhouse gas emissions, air quality and noise issues for new runways at all airports, therefore it is essential that the proposed airport expansions are only permitted with appropriate restraints, adequate mitigation measures and substantial compensation.

The proposed expansion of existing airports does far less environmental damage than constructing a new hub airport with new surface access infrastructure in the Thames Estuary, which would impact on many designated sites of local, national, European and international significance. These impacts are explained in Chapter 4.

However, although KCC is generally supportive of growth in aviation, it must not come at the expense of people's health and wellbeing. Therefore steps must be taken to safeguard against pollution from aviation, including noise. KCC urges that there are improvements to the noise environment around all airports.

KCC welcomes technological advances in aircraft design that reduce noise and expects the aviation industry to continue the trend of manufacturing quieter aircraft. KCC supports the implementation of noise mitigation measures including rotating respite, where appropriate, and following consultation with the communities affected. Further investigation by the aviation industry is needed into noise abating operational procedures, for example, increasing the angle of descent so that the area affected by arrivals noise is reduced with aircraft at higher altitudes on approach.

Continuous over flight of arriving aircraft into Gatwick causes significant detrimental impact for residents of West Kent and impacts on the tranquillity of the countryside, including Areas of Outstanding Natural Beauty (AONB); where the CAA discourages over flight, if



practical, below 7,000ft<sup>20</sup>. KCC urges that aircraft avoid flying over the major tourist attractions that are of significant national heritage value in West Kent.

Night flights at Gatwick are also very frequent due to a lower quota set by the DfT compared to Heathrow, and sleep disturbance has detrimental effects on the health of people living under flight paths. KCC has made the case to Government for a reduction in night flights at Gatwick so that the number of permitted night movements is more comparable with the quota set by the DfT for Heathrow. KCC is against night flights that disturb residents; however, KCC recognises the economic arguments for allowing limited night flights in the shoulder periods, particularly long haul flights from emerging economies, which bring economic benefits to the UK. KCC's views on noise have been submitted to the Airports Commission in response to the discussion paper on aviation noise (September 2013)<sup>21</sup>.

Expansion of capacity with additional runways will lead to an increase in air traffic movements and that will inevitably mean that more people will be affected by noise, or the same people who are affected now, will be subjected to more noise or more frequent noise. It is therefore imperative that measures are taken to minimise and mitigate this impact. Where this is not possible, compensation should be given to those affected and this must be applicable to noise impacts generated by both arriving and departing aircraft and not limited to the 57 dB LA<sub>eq</sub> noise contour. Noise must be measured in a way that takes account of how people experience noise, rather than the current system of 'average' noise contours measured by the LA<sub>eq</sub> metric.

KCC supports the principle of establishing an independent aircraft noise authority as recommended by the Airports Commission in its interim report in December 2013. The body should provide expert and impartial advice about the noise impacts of aviation and facilitate the delivery of future improvements to airspace operations<sup>22</sup>.

Although KCC supports the Government policy to limit and, where possible reduce the number of people in the UK significantly affected by aircraft noise<sup>23</sup>, this should not be achieved by moving the problem to other parts of the South East, as this would expose new populations to noise who were not previously affected. This would be the case with a new hub airport to the east of London in the Thames Estuary, which is resolutely opposed by KCC.

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<sup>20</sup> DfT, Guidance to the Civil Aviation Authority on Environmental Objectives Relating to the Exercise of its Air Navigation Functions, January 2014

<sup>21</sup> Airports Commission, Discussion Paper 05: Aviation Noise, Response from Kent County Council, 6 September 2013

<https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20County%20Council%20Aviation%20Noise.pdf>

<sup>22</sup> Airports Commission, Interim Report, December 2013

<sup>23</sup> Aviation Policy Framework, March 2013

### **3.10 Benefits to people**

The passenger experience in terms of choice, cost and accessibility will be improved as passengers will be able to choose which airport to use based on convenience for them, rather than having to use a new hub airport on the Isle of Grain; and through the enhanced competition that this model will create, lower fares should result.

The social impacts of airport expansion will be both positive, in terms of job creation and economic prosperity, and negative in terms of noise and health. It is vital that communities feel the benefits with adequate new community facilities, schools, hospitals etc that will be needed for the increased population that will grow around the expanded airports. This will put pressure on local housing stock and create a significant need for new development. However, this would be less than that required for a new hub airport built in an area that does not already experience these demands, such as a new airport in the Thames Estuary. The potential impacts of a new hub airport are fully explained in Chapter 4.

### **3.11 Operational viability**

Although there would be some requirement to redesign airspace to accommodate the additional air traffic movements arising from new runways, these existing airports are already part of the UK airspace system and the London Terminal Control Area. A new airport in the Thames Estuary would require a complete re-design of UK and Northern European airspace.

Operational resilience would be enhanced with multiple airports capable of handling the traffic rather than relying on one new principal hub, therefore maintaining the UK's connectivity in the event of disruption from bad weather or other unforeseen events.

### **3.12 Deliverability**

Gatwick Airport Ltd is likely to be able to deliver a second runway by the mid 2020s and Heathrow Airport Ltd state that they are able to deliver a third runway between 2025 and 2029<sup>24</sup>. Risk of non-delivery is low as both airport operators are keen to expand their businesses.

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<sup>24</sup> Gatwick Airport Ltd: Airports Commission: Proposals for providing Additional Runway Capacity in the Longer Term, Gatwick Airport Ltd response, Airports Commission: London Gatwick 008, 19 July 2013; and Heathrow Airport Ltd: Airports Commission: Long-term hub capacity options, Heathrow Airport Ltd response, 17 July 2013.

Regional airports e.g. Lydd and Southend are already in a position to accommodate extra passengers and could take flights that are currently using congested airports; therefore easing capacity constraints in the short and medium term while new runway capacity at the main London airports is developed over the longer term.

The majority of the surface access improvements for rail schemes are already planned and funded, therefore negating the risk of non-delivery. The further improvements that are needed can also be justified on the benefits that they will bring for rail passengers, or road users, and their wider economic impacts in addition to supporting growth at existing airports; providing the backbone of the UK's transport infrastructure.

### **3.13 Summary**

Expanding the existing main London airports, better utilisation of regional airports and improved surface access by rail, is a solution which is far more deliverable, affordable, less environmentally damaging and more economically beneficial than building a new hub airport in the Thames Estuary, and will satisfy the UK's long term aviation needs.

KCC advocates the following approach to providing the UK's aviation connectivity needs:

- Immediate action to keep UK airports competitive with European airports in terms of Air Passenger Duty (APD). This currently has a negative impact on the UK's global connectivity and is therefore damaging UK business and tourism; especially to long haul and emerging economies as the UK loses out to its European competitors.
- Expansion of existing London airports, as this provides an affordable and mainly privately financed solution which can be delivered within the required timescale, i.e. by 2030 when the Airports Commission recommends that one net additional runway in the South East is needed. Heathrow and Gatwick airports have both put forward credible options for expansion which have been shortlisted for appraisal by the Airports Commission.
- Better utilisation of regional airport capacity in the South East, such as at Southend and Lydd Airport in Kent, for point to point flights, complementing the main London airports that provide 'hub' operations.
- Improved rail connectivity to airports to create an integrated air-rail transport system for London and the South East that facilitates sustainable surface access to the growing airports; and provides the potential for better integration of the London/South East multi-airport system.
- A National Policy Statement (NPS) needs to be created by Government following the work of the Airports Commission to give policy support for existing airport expansion (as outlined above) and also preventing the development of a new hub airport so that the UK can resolve the airport capacity issue within the required timescale.

- An independent noise authority should be set up by Government (as recommended by the Airports Commission) and measures taken to properly measure, minimise and mitigate the noise impacts of existing airport operations and airport expansion.

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## 4 Reasons for opposing a new hub airport

### 4.1 The Airports Commission's Interim Report (December 2013)

In December 2013 the Airports Commission, chaired by Sir Howard Davies, released its Interim Report which did not shortlist any options for a new airport in the Thames Estuary as a solution to the long term additional aviation capacity needs of the UK. However, at the same time, it did not rule out an inner Thames Estuary Airport situated on the Isle of Grain, stating that there was not sufficient conclusive evidence to either shortlist or discard it as an option. Therefore, the Commission is conducting further feasibility work for an airport on the Isle of Grain and will make a decision as to whether to add this option to the shortlist by September 2014. If shortlisted, the Isle of Grain airport proposal will then be appraised and undergo a national public consultation before the Commission publishes its final report and recommendation to Government in summer 2015.

Kent County Council's position remains, in that it does not consider the development of a new hub airport on the Isle of Grain, or anywhere within the wider Thames Estuary, a viable solution and resolutely opposes any such development.

### 4.2 Affordability and deliverability

Of key concern is the cost of a new hub airport and the likelihood of raising the investment required for its development. For similar proposals for the development of an airport on the Isle of Grain there are wide discrepancies between the cost estimates, which questions their legitimacy. Both Foster & Partners and Transport for London (TfL) propose a four runway hub airport on the Isle of Grain, however their estimated costs differ by over £23bn (£24bn compared to £47.3bn respectively).

The accuracy of even the higher cost figure estimated by TfL is debatable. The Parsons Brinckerhoff study for the South East Local Enterprise Partnership<sup>25</sup> stated that the upper limit of the £40bn-£70bn range of estimated costs being discussed for an Estuary hub airport in May 2012 was a conservative figure. The study also reminded us that large UK infrastructure projects, much less technically complex than this, have suffered considerable cost overruns. The Airports Commission agrees with these higher costs estimates as its own

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<sup>25</sup> Parsons Brinckerhoff, Airport Study for the South East Local Enterprise Partnership: Research Study – Greater South East Airport Capacity, May 2012

analysis suggests that the overall cost could be as high as £82-112 billion, including surface access costs and allowances for risk and optimum bias<sup>26</sup>.

Aside from issues of whether the estimates are accurate, is the question of affordability, as the airport development assumes that private investment will be forthcoming, which is by no means guaranteed. Recent analysis by Oxera for the Transport Select Committee suggests that a new hub airport would not be commercially viable, representing 'a risky investment project', and that substantial public support/subsidy in the range of £10-30bn would be needed<sup>27</sup>.

In contrast, alternatives to an Estuary airport are more affordable and require less public investment. A second runway at Gatwick is estimated to cost between £5 billion and £9 billion, depending on the runway option selected. According to Gatwick Airport Ltd, initial estimates indicate that a new runway and airport facilities could be funded privately, has a viable business case and the airport would share with Government a proportion of the cost of improved rail and road infrastructure<sup>28</sup>. Heathrow Airport Ltd state that the cost of a third runway and associated terminal and apron infrastructure is between £14bn and £18bn, depending on the runway option selected, and estimate that £4-6bn might be more appropriately funded by Government<sup>29</sup>.

Capacity issues need to be addressed now if London is to retain its premier position as a global aviation hub. Improvements in operational procedures and lifting of restrictions will provide some extra capacity but will not ensure that the UK remains competitive with other major European airports in the longer term. However a new hub airport would not enable that competitiveness either. Estimates for delivery of a new hub airport range between 7 and 16 years but this is for construction alone. Before this, the proposals will have to overcome a number of planning obstacles, as well as raising the aforementioned capital. It is therefore reasonable to estimate that a new hub airport would take at least 20 years to be delivered, by this time the UK will have lost too much ground to our European competitors. A more immediate solution is presented by Gatwick or Heathrow, where an additional runway at either airport could realistically be opened as early as 2025/26, providing that the Government accepts the recommendation of the Airports Commission in 2015 and swiftly adopts a National Policy Statement (NPS) in 2015/16 leading to a Development Consent Order in 2018/19<sup>30</sup>.

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<sup>26</sup> Airports Commission, Interim Report, December 2013

<sup>27</sup> Oxera, Would a new hub airport be commercially viable? A report prepared for the Transport Committee, January 2013

<sup>28</sup> Gatwick Airport Ltd: Airports Commission: Proposals for providing Additional Runway Capacity in the Longer Term, Gatwick Airport Ltd response, Airports Commission: London Gatwick 008, 19 July 2013

<sup>29</sup> Heathrow Airport Ltd: Airports Commission: Long-term hub capacity options, Heathrow Airport Ltd response, 17 July 2013.

<sup>30</sup> Gatwick Airport Ltd: Airports Commission: Proposals for providing Additional Runway Capacity in the Longer Term, Gatwick Airport Ltd response, Airports Commission: London Gatwick 008, 19 July 2013; and Heathrow

Considering cost, affordability, deliverability and timescales, a new hub airport in the Estuary would appear to be too big a risk on which to stake the future of the UK economy.

### 4.3 Impact on community, housing, employment and deprivation

#### 4.3.1 Impact on local community and development land availability

An airport development on the Isle of Grain would require a significant land take and the removal of whole communities. There has not been such a sweeping demolition since the Second World War.

The population of the Peninsular ward (see Figure 1), which largely mirrors the footprint of the Isle of Grain airport, is 12,882<sup>31</sup>; the majority of which would be displaced or, at a minimum, significantly affected by the proposed hub airport. In addition, the population of the Strood Rural ward (see Figure 2) has the potential to be significantly affected by an airport on the Isle of Grain – some 13,463 people. Many of those displaced by the development would need to be re-homed within the Medway area.



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Figure 1 - Peninsular Ward



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Figure 2 - Strood Rural Ward

In December 2013 there were 11,142 people claiming unemployment benefit within the North Kent region (Dartford, Gravesham, Medway and Swale) and a further 16,001

Airport Ltd: Airports Commission: Long-term hub capacity options, Heathrow Airport Ltd response, 17 July 2013.

<sup>31</sup> Based on the mid-2007 population estimates, Office for National Statistics, 2009

throughout the rest of Kent<sup>32</sup>. If the job creation figures, upwards of 100,000, associated with a new hub airport in the Estuary are correct, this will place further pressure on the housing stock within the Medway and wider North Kent area. Whilst unemployment varies over time, there will clearly be a large proportion of airport staff looking to move into the area from elsewhere in order to fill the posts that cannot be filled by the small size of the available indigenous labour market; some will commute, but this in itself places a strain on the rail and road infrastructure. The significant housing levels needed to cope with the influx of workers for the airport, are not available.

Medway and North Kent were part of the Thames Gateway Growth Area and the now revoked South East Plan (subsequently modified by Local Plans) identified a housing requirement of 52,410 dwellings in North Kent between 2011 and 2031. The South East Local Enterprise Partnership (SELEP) Strategic Economic Plan (SEP)<sup>33</sup> states that Thames Gateway Kent has the capacity to accommodate 24,000 homes by 2021. In the Thames Gateway South Essex, the SEP identifies an additional 14,427 homes in the A13 Corridor (Thurrock to Canvey Island) and a further 34,105 homes along the A127 Corridor (Basildon to Southend) by 2021. This forecast housing requirement has been predicted on existing pressures (with long term demand already exceeding supply) and does not take into account the significant housing pressure that a new airport would impose.

In addition to the economic growth locations identified within the former Thames Gateway Delivery Plan, there are now a number of new economic drivers placing further pressure on land availability in the Thames Gateway, including the development of a third Thames Crossing and the major development of a world-class leisure facility on the Swanscombe Peninsula. The announcement by the Government in March 2014 for a new 'Garden City' at Ebbsfleet, initially with 15,000 new homes, is to help meet housing demand in the South East from background growth without even considering the housing pressure arising from a national hub airport in the area. Scope for the significant development that an airport would generate is therefore likely to be more constrained than the headline brownfield land availability figures suggest.

It is therefore not appropriate to view the Thames Gateway area as a blank sheet of development land that could accommodate a new hub airport and the associated infrastructure and housing it would require.

### ***4.3.2 Unemployment and deprivation***

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<sup>32</sup> Kent County Council: Unemployment in Kent, Research & Evaluation Statistical Bulletin, January 2014 (source data: NOMIS Claimant Count)

<sup>33</sup> South East LEP: Growth Deal and Strategic Economic Plan, March 2014



Proponents of an airport in the Thames Estuary claim it brings much needed job opportunities and benefit to the area. As we have already seen, these job opportunities will actually place increased pressure on an already creaking infrastructure. Furthermore, unemployment and deprivation within North Kent is already being addressed locally.

As of December 2013, 5,204 people were claiming unemployment benefit in the Medway area, 5,938 in North Kent (Dartford, Gravesham and Swale) and a further 16,001 throughout the rest of Kent<sup>34</sup>. Although there is an issue with unemployment in North Kent, and particularly Medway, Job Seekers Allowance (JSA) claimant counts are falling; and developments at Ebbsfleet Valley, Eastern Quarry and Bluewater are predicted to see the creation of 58,000 jobs, with the proposed Paramount Park on Swanscombe Peninsular creating an additional 27,000 jobs.

The Government's Index of Multiple Deprivation (2010) shows that none of the North Kent districts (Swale, Medway, Gravesham and Dartford) are in the top quarter of the most deprived in England, with Dartford less deprived than the national average.

This is not to dismiss that North Kent does contain some very deprived communities when measured at the Local Super Output Area (LSOA) level, i.e. neighbourhood level. However whilst there are some 51 LSOAs in North Kent that are in the 20% most deprived nationally, these account for only 13.9% of the LSOAs in North Kent. Therefore, although there are pockets of significant deprivation, the overall concentration of deprivation is actually better than the national average. It is also wrong to assume that the airport would improve this deprivation. Hounslow contains 12 LSOAs in the 20% most deprived nationally despite being on Heathrow's doorstep, a higher proportion of the borough than is the case in Dartford.

#### **4.4 Transport infrastructure resilience**

The transport infrastructure that is currently in place is wholly inadequate for both passengers and staff travelling to an airport in the Thames Estuary. Poor transport links into the most extreme south eastern corner of the UK, and the extensive investment that would be required to address this, is one of the many good reasons why North Kent is not a suitable location for a national hub airport. The Airports Commission's own analysis concludes that an Isle of Grain airport would be 33 miles from central London (compared to 15 for Heathrow and 25 for Gatwick) and its easterly location makes it less convenient for the majority of UK travellers. Even with significant surface transport enhancements

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<sup>34</sup> Kent County Council: Unemployment in Kent, Research & Evaluation Statistical Bulletin, August 2013 (source data: NOMIS Claimant Count)

(estimated to cost £24 billion before any adjustment for risk and optimism bias), the population likely to be living within 45, 60 and 120 minutes travel of the airport would be lower than Heathrow and only broadly similar to Gatwick<sup>35</sup>.

The Commission also state that securing planning permission for and delivering surface transport investment on the scale to support an airport opening date prior to 2030 (the timeframe for needing additional runway capacity) would be extremely challenging, particularly given the overlap with the construction period for High Speed Two (HS2)<sup>36</sup>.

#### **4.4.1 Road infrastructure**

In terms of road transport, the A2 currently has capacity issues at key junctions that need to be significantly upgraded to cope with the planned growth in the Thames Gateway, without the additional traffic generated by an airport. Pinch points at Ebbsfleet junction and Bluewater/Bean junction need to be improved to provide access to the aforementioned new homes and jobs in the area. The A2 is not motorway standard and has many local access junctions. Within the M25 boundary, access to and from central London via the A2 is limited to a two lane dual carriageway for most of the route.

Passengers and staff commuting by road from the wider South East catchment would likely travel around London on the M25, the capacity of which is already reached in many sections. The southern section of the M25 is being upgraded as a managed motorway with permanent hard shoulder running between junctions 5 and 7 in order to alleviate the congestion that already exists. Less than 60% of journeys on this section of the M25 are 'on time' according to the latest DfT statistics<sup>37</sup>.

Access to Kent from north of the Thames is severely restricted due to the strategic bottleneck of the Dartford Crossing and this is a key inhibitor of commuting from Essex and Thurrock into Kent. The 2013 DfT consultation on corridor options for a New Lower Thames Crossing identified that a new crossing is needed now in order to deal with current and forecast traffic growth, and did not assume traffic demand from a new nationally significant hub airport. The existing crossing operates above its design capacity for an average five days in every seven and the average delay for 50% of vehicle journeys is in excess of 9 minutes. The DfT forecasts traffic growth of 41% by 2035<sup>38</sup>, which on top of existing congestion levels demonstrates the need for extra capacity before traffic growth associated with a new airport is even considered. Therefore a new Lower Thames Crossing is needed now to

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<sup>35</sup> Airports Commission, Interim Report, December 2013

<sup>36</sup> Airports Commission, Interim Report, December 2013

<sup>37</sup> DfT, Reliability of journeys on Highways Agency's motorway and 'A' road network, England: April to June 2013, Department for Transport Statistical Release, 8 August 2013.

<sup>38</sup> DfT, Road Traffic Forecasts, 2011

alleviate current and forecast traffic growth and would not be sufficient to deal with the additional capacity associated with a Thames Estuary airport located on the Isle of Grain.

#### **4.4.2 Rail infrastructure**

In terms of rail access to a new airport for staff and passengers, firstly it is questionable whether all passengers would be able to use rail services to access the airport given that passenger services on the rail network do not operate 24 hours a day. Such services would be required by those needing to arrive at the airport for early flights or needing onward transport after landing late at night; and airport staff working shift patterns around the clock.

With the exception of domestic services on High Speed One (HS1) with Ebbsfleet 17 minutes from St Pancras, Gravesend 23 minutes and Rochester 37 minutes, rail services from central London are slow – for example, Gravesend is 57 minutes and Rochester 73 minutes from Charing Cross. The estimated journey time from Central London (Bond Street) to Abbey Wood using Crossrail is 25 minutes; with Abbey Wood to the Isle of Grain a further 30 miles, journey times from Central London on an extended CrossRail would be far in excess of an hour. The journey from West London would be even longer. Therefore travel by mainline rail services to an Estuary airport would have unattractive journey time for both passengers and staff. This is similarly the case for staff wishing to commute from the Heathrow area to their relocated site of employment.

Dependence on the high speed rail line to meet the public transport demands of an Estuary airport is a mistake as there are capacity restrictions which make it inadequate for serving a new hub airport. Basic calculations of the rail demand from a new hub airport demonstrate that there is insufficient passenger capacity on HS1. Demand will exceed capacity by 78% just from air passengers using HS1 to travel to the airport before existing or future commuting passengers have been taken into account.

Considering all the limitations of the current HS1 infrastructure, at least a doubling of the capacity of HS1 is required; that being four tracking of the line and a doubling of the platform capacity at St Pancras or use of a new London terminus station. It is also important to note that a high speed rail service is not a metro and will never be able to achieve a metro frequency of a train every 2 and a half minutes (24 trains per hour).

Many of the Thames Estuary airport proposals are predicated on a high proportion of passengers and staff accessing the airport by rail, with mode share of around 60%. This is unrealistic given a comparison with other European hub airports. Schiphol has a high public transport mode share given the airport's excellent rail connectivity to the Dutch and trans-

European rail network and a journey time to the centre of Amsterdam of around only 15 minutes. Despite this, its share of passengers arriving at the airport by rail or bus was only 38.2% in 2012<sup>39</sup>. One must therefore conclude that there would be significant increased pressure on the already inadequate road infrastructure, as the majority of passengers and staff would need to drive in order to access an airport on the Isle of Grain.

## 4.5 Safety and conflicts with other Estuary industries

There is significant risk associated with locating the airport in the Thames Estuary. Richard Deakin (Chief Executive Officer of National Air Traffic Services) has stated that an airport in the Thames Estuary would be in the “very worst spot” for the south-east's crowded airspace, directly conflicting with Heathrow, Gatwick, Stansted, Luton and London City flight paths (in addition to Schiphol, Amsterdam)<sup>40</sup>. The difficulties with redesigning the whole of the south east airspace to accommodate a new airport is illustrated by Richard Deakin's statement that it would be “more cost effective to add another lane onto a motorway in the sky, (i.e. extra capacity at existing airports), than re-design the road network to accommodate, for example, an Estuary airport”<sup>41</sup>.

The Estuary airport has been assessed to have the highest risk of bird strike in the UK (twelve times higher), even with extensive management measures. This is not surprising given that around 300,000 migratory waterbirds visit the area every winter for feeding and roosting, and many thousands more pass through on migration in the autumn and spring. The RSPB believes that the size of the Estuary and the number of birds involved would make it impossible to prevent these birds from stopping in the Estuary on an annual basis. The extent of the measures necessary to reduce the risk of bird strike to acceptable levels would be highly detrimental to the Special Protection Areas (SPAs) and in conflict with the legal protection afforded to this designation for their bird populations.

An airport in the Estuary would have to contend with the weather, which is far more susceptible in this location to fog due to the local micro-climates created around coastal areas. Research carried out over a five year period by the Met Office has shown that there is three times as much fog in the Thames Estuary in comparison to Heathrow Airport.

Within the Estuary itself is the hazard of the SS Richard Montgomery, a World War II liberty ship which sank in 1944, 1km off the coast of Sheerness and is packed with approximately 1,500 tonnes of unexploded ammunitions. Various tests and examinations of the ship have

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<sup>39</sup> Schiphol Group Annual Report, 2012

<sup>40</sup> <http://www.theguardian.com/uk/2012/apr/13/thames-hub-airport-worst-spot>

<sup>41</sup> Transport Committee Oral Evidence, 10 December 2012, House of Commons Transport Committee: Aviation Strategy, First Report of Session 2013-14, Volume 2 – Oral and Written Evidence

suggested that if the wreck exploded it would likely result in one of the biggest non-nuclear blasts, creating a metre high tidal wave.

Further to these safety risks are conflicts with other industries operating within the Estuary. On the Isle of Grain is Thamesport, one of the UK's busiest container ports, a liquid natural gas plant and EON Grain power station. These would need to be relocated if an airport were developed on this peninsular, a considerable task; and if marked for closure would put added pressure on the UK's limited energy supplies.

The Grain Liquefied Natural Gas (LNG) plant has the capacity to supply up to 20% of the UK's gas demand and is the 8<sup>th</sup> largest terminal in the world. National Grid plans to expand the capacity of the facility by a third by 2018 as North Sea gas supplies decline. The LNG plant is also already in the process of expanding its operation with land set aside for future development as the coal power plant is closed. The facility, which has already had £1.1 billion of investment, would be expensive and take time to re-build elsewhere. It would also need to be relocated and the new site fully operational before the current site could close, otherwise there would be a shortfall in gas supply to the UK. In addition, finding a suitable deep water site with available land in the UK could be a significant challenge.

The recent development of the London Gateway Port and logistics park in South Essex provides 2,700 metres of quay and six deep water berths with an annual capacity of 3.5 million TEU (twenty foot equivalent units, i.e. a standard size container) and a 9 million square foot logistics park<sup>42</sup>. The London Gateway Port will create 12,000 direct jobs and generate around 20,000 indirect jobs<sup>43</sup>. This is a key part of the South East LEP's economic plan, creating jobs associated with shipping, a traditional industry around the Thames Estuary. A concern would be that a new airport in the Thames Estuary has the potential to change sedimentation and estuarine processes that could negatively impact on the port's operation.

Within the Thames Estuary there are two offshore wind farms; Kentish Flats and the London Array, the world's largest offshore wind farm which is able to generate enough electricity to power nearly half a million homes a year (two thirds of the homes in Kent) and reduce CO2 emissions by 925,000 tonnes a year. Both of these wind farms could interfere with radar activity for aircraft on both take off and final approach towards the airport. Phase 2 of the London Array wind farm development will not proceed due to environmental challenges and concerns over the impact on the habitat of the Red Throated Divers that overwinter in that part of the Thames Estuary<sup>44</sup>. This demonstrates that bird populations within this SPA

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<sup>42</sup> London Gateway Port: <http://www.londongateway.com/the-port/> accessed 06/05/14

<sup>43</sup> South East LEP: Growth Deal and Strategic Economic Plan, March 2014

<sup>44</sup> London Array to stay at 630mw <http://www.londonarray.com/2014/02/19/london-array-to-stay-at-630mw/> accessed 14/03/14

can halt this type of development and similar constraints would prevent the construction of a Thames Estuary airport.

## **4.6 Destruction of an internationally important wildlife haven and other national assets**

### **4.6.1 Natural environment**

The Estuary airport would be situated in an area of international environmental importance, which provides habitat for a wealth of internationally important bird species. The Thames Estuary has large areas designated as Special Protection Areas and Special Areas for Conservation and is covered by the Ramsar International Convention on Wetlands, recognising how important the Estuary is for birds. As the area falls under the EU Habitats Directive, any airport development would need to satisfy a number of tests in order to proceed, not least the need to maintain the favourable conservation status of the European Protected Species within their natural range.

Provision of successful, functioning compensation habitat and mitigation of the scale and nature that would be required by the airport development has never been achieved before; nor is it clear where this could be undertaken. Assuming compensatory measures can be provided; these measures must be in place and be shown to be functioning effectively for wildlife before the development starts. When this is considered, the delivery timescale for a new airport by 2030 is unrealistic.

The RSPB habitat creation project at Wallasea Island provides some indication of the costs and timescales involved in creating intertidal and grazing marsh habitat. This £50 million project is creating 670 hectares of wetland habitat and has a construction period of 10 years. An airport based on the Isle of Grain would result in the loss of 1,700 hectares which would need to be compensated for at a likely ratio of between 2:1 and 3:1. It is therefore clear that on the scale required to compensate for an Estuary airport, costs and construction times would be significantly higher than those for Wallasea Island.

Any airport built within the Estuary would have the potential to change the hydrological and sedimentary regimes of the Estuary. The intertidal habitats which support the internationally and nationally important bird populations of the area are dependent on the stability of these regimes and are crucial to the Thames Estuary ecosystem, whilst also contributing to the management of flood risk.

Building significant infrastructure such as a hub airport in an area particularly vulnerable to sea level rise and flooding will place immense burden for the maintenance of defences and restrict the manner in which flood management can be delivered.

The Thames Estuary is a significant nursery and spawning ground for many commercially important fish and hosts important shellfisheries. The health of these fisheries is important to the ecosystem as a whole, in addition to their economic and anthropogenic importance. Protected species such as short-snouted seahorses, common and grey seals and cetaceans are also known in the waters of the Thames Estuary. The significance of the marine environment has been recognised by the recommendation of Marine Conservation Zones (MCZ) for the Thames Estuary, Medway and Swale, the purpose of which is to protect nationally important marine wildlife, geology and geomorphology.

#### **4.6.2 Historic environment**

The Thames Estuary is extremely rich in archaeological remains from the Palaeolithic to the late 20th century, including many sites, monuments and buildings of national and international importance. The Estuary has formed an arterial route into the heart of England for 400,000 years and has been strategically important for defence, communication and trade throughout history; as a result it contains numerous historic fortifications and wrecks, alongside earlier buried landscapes and industrial activity such as pottery and explosives manufacture.

Because of its strategic position the Estuary has always been important for defence of the realm, with many nationally important sites from the Tudor period to the Cold War. These include the 19th century fortifications at Grain and Cliffe, the Royal Dockyards at Chatham and Sheerness, and the WWII Maunsell Sea Forts located in the Estuary on Red Sands and Shivering Sands. The north coasts of the Hoo peninsula and Sheppey are particularly important historically because of their key positions protecting access to the inner Thames Estuary, Medway Estuary and Swale sea channel respectively.

The Estuary's coastal marshes provide a rich record over the last half million years of human exploitation of a changing landscape as sea-levels have fallen and risen with alternating cold and warm periods. Over the last two thousand years there is important evidence for settlements and industrial activity, often those which made use of the remote location (monasteries and gunpowder manufacture) or rich resources (pottery, salt or cement manufacture).

Within the airport footprint on the Isle of Grain there are significant heritage assets, which includes but is not limited to two scheduled monuments, 15 listed buildings and 114

archaeological sites. Around the estuary there are also numerous nationally important archaeological sites which are currently not-designated and several are currently under consideration for designation.

## 4.7 Impact on Heathrow and on other existing airports

An Estuary hub airport would only succeed if Heathrow was closed. Redevelopment of the Heathrow site to provide housing and other commercial opportunities may go some way to addressing the loss of the 114,000 jobs<sup>45</sup> in west London associated with Heathrow but there will still be a significant detrimental effect in the areas and along the M4, M40 and M3 corridors should the airport be forced to close. If Heathrow did close, it is uncertain whether businesses would stay in their existing location, relocate to the vicinity of a new hub airport in the Thames Estuary or whether they would leave the UK entirely, which would have a devastating impact on the national economy.

Many operators currently at Heathrow are opposed, with nine of the ten major airlines currently based at Heathrow not wanting to move<sup>46</sup>. Willie Walsh, Chief Executive of International Airlines Group (IAG) which owns British Airways (BA) and Iberia, has said “Why would we move? Look at how much has been invested in Heathrow, look at the location. Heathrow is a global brand. BA won’t leave so other airlines won’t leave either. The level of investment required, the capital commitment and the return that would be required would make the operating costs of the [Estuary] airport so high that nobody would want to fly there”<sup>47</sup>.

Should Heathrow be forced to close, compensation would be required for the existing airport owners and users, estimated by the Oxera report<sup>48</sup> to potentially be as high as £20bn. Despite the significant cost, this has not been adequately considered by the promoters of a new hub airport and calls into question further the cost estimates associated with their proposals.

An Isle of Grain airport would also result in the closure of London City and London Southend airports due to conflicting airspace operational requirements. Both of these airports have invested significantly in their infrastructure in recent years and closure would inflict damage on regional economies.

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<sup>45</sup> Optimal Economics, Heathrow Related Employment, 2011

<sup>46</sup> Survey by Medway Council, 2010

<sup>47</sup> The Telegraph, 18 January 2012

<http://www.telegraph.co.uk/finance/newsbysector/transport/9023843/BAs-Willie-Walsh-says-he-will-not-be-checking-in-at-Boris-Island.html>

<sup>48</sup> Oxera, Would a new hub airport be commercially viable? A report prepared for the Transport Committee, January 2013



## 4.8 Summary

Given all the above, it is clear that an Estuary airport is not a viable option. If the UK is to act quickly in order to address current issues and meet future aviation demand in order to retain its premier position as a world aviation hub, a more realistic and affordable solution needs to be delivered within the timeframe identified by the Airports Commission, i.e. by 2030. KCC does not consider that any more time should be spent considering a new airport proposal that clearly cannot proceed and re-affirms its opposition on the basis of facts and arguments presented in this chapter.

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## 5 Conclusion and recommendations to Government

To conclude, Kent County Council (KCC) supports growth in UK aviation in order to improve the UK's connectivity and competitiveness, thus supporting economic growth and job creation. KCC advocates that the best solution to the UK's aviation hub needs is to utilise, improve and expand existing airports, together with improved surface access by rail.

KCC is of the belief that there is no sound evidence for a new hub airport in the Thames Estuary. There are many economic, social and environmental reasons against such a development; one of which would be the forced closure of Heathrow and the devastating impact this would have on the west of London economy. This would be harmful to the UK's global connectivity and be to the detriment of the national economy. KCC is therefore robustly opposed to a new airport in the Thames Estuary.

Kent County Council commends the following recommendations to Government:

- The need for correction of the UK's competitive disadvantage in terms of APD.
- The creation of a National Policy Statement (NPS) for airports that supports the growth of existing airports with one net additional runway added in the South East by 2030.
- The NPS should not, however, support the development of new airports.
- The NPS should support a phased approach to adding runway capacity to keep pace with demand, therefore allowing existing airports to add additional runway capacity when the need arises, most likely a second net additional runway in the South East by 2050.
- The need for better utilisation of regional airports, especially in the short and medium terms, as this will provide much needed capacity across the South East and bring significant economic benefits to regional economies.
- Investment is needed to improve surface access to airports; especially rail access and the development of an integrated air-rail transport system that will be beneficial to London and the South East's connectivity to global markets.
- An independent noise authority should be set up (as recommended by the Airports Commission) and measures taken to properly measure, minimise and mitigate the noise impacts of existing airport operations and airport expansion.
- Proposals for a new hub airport must not be progressed any further. Action is needed now and this can only be achieved by building on the UK's existing airport infrastructure.

In the interests of the national economy, action on these issues is needed now.

## 6 Background documents

Bold Steps for Aviation, Discussion Document, Kent County Council, May 2012 with revisions July 2012 <https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Bold%20Steps%20for%20Aviation%20May%202012%20revised%20July%202012.pdf>

Airports Commission, Proposals for making the best use of existing airport capacity in the short and medium term, Response by Kent County Council, 23 May 2013 <https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20County%20Council%20-%20submission%20on%20making%20the%20best%20use%20of%20existing%20airport%20capacity%20in%20the%20short%20to%20medium%20term.pdf>

Airports Commission, Proposal for providing additional airport capacity in the longer term, Response by Kent County Council endorsed by Medway Council, 19 July 2013 <https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20County%20Council%20-%20proposal%20for%20additional%20airport%20capacity%20in%20the%20longer%20term.pdf>

Kent County Council's response to long term option proposals submitted to the Airports Commission, 27 September 2013 <https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Comments%20on%20long%20term%20proposals%20submitted%20to%20the%20Airports%20Commission.pdf>

Airports Commission, Discussion Paper 01: Aviation Demand Forecasting, Response from Kent County Council and Medway Council, 18 March 2013 <http://www.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20and%20Medway%20Councils%20Aviation%20Demand%20Forecasting.pdf>

Airports Commission, Discussion Paper 02: Aviation Connectivity and the Economy, Response from Kent County Council, 19 April 2013 <http://www.kent.gov.uk/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20Country%20Council%20Connectivity%20and%20Economy.pdf>

Airports Commission, Discussion Paper 03: Aviation and Climate Change, Response from Kent County Council, 17 May 2013 <https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20County%20Council%20Aviation%20and%20Climate%20Change.pdf>

Airports Commission, Discussion Paper 04: Airport Operational Models, Response from Kent County Council, 11 July 2013 <https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20County%20Council%20Airport%20Operation%20Models.pdf>

Airports Commission, Discussion Paper 05: Aviation Noise, Response from Kent County Council, 6 September 2013 <https://shareweb.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20County%20Council%20Aviation%20Noise.pdf>

Airports Commission, Sifting Criteria to identify long term options for additional airport capacity, Kent County Council and Medway Council's suggested criteria <http://www.kent.gov.uk/Documents/council-and-democracy/policies-procedures-and-plans/plans/Aviation%20strategy/Kent%20and%20Medway%20Councils%20Criteria%20for%20long%20term%20options.pdf>

Airports Commission – Call for Evidence: Inner Thames Estuary Feasibility Studies – Socio-economic impacts (Study 3), Response from Kent County Council and Medway Council, 23 May 2014

Airports Commission – Call for Evidence: Inner Thames Estuary Feasibility Studies – Surface Access Impacts (Study 4), Response from Kent County Council and Medway Council, 23 May 2014

From: David Brazier, Cabinet Member for Environment & Transport  
Paul Crick, Director of Environment, Planning & Enforcement

To: Environment and Transport Cabinet Committee – 22 July 2014

Subject: 14/00076 - Position Statement on Development of Large Scale Solar Arrays

Classification: Unrestricted

Past Pathway of Paper: n/a

Future Pathway of Paper: Kent Planning Officers Group (for consideration by districts)

Electoral Division: n/a

Summary: A position statement has been prepared to provide guidance on the consideration of impacts for large scale solar arrays ('solar panel farms'). To ensure consistency across the County, a number of guiding principles have been set out in a Statement to form the basis of KCC views on these applications.

Recommendations:

The Cabinet Committee is asked to comment and make recommendations to the Cabinet Member for Environment & Transport on the proposed decision to support the approach taken in the position statement and endorse the document as setting the position of KCC in the assessment of solar arrays and provision of comments to districts and, in addition, that support is sought from the Kent Planning Officers Group (KPOG) for the adoption of the document across the districts.

## 1. Introduction

1.1 A position statement has been prepared to provide guidance on the consideration of impacts for large scale solar arrays ('solar panel farms'). The Districts Councils are the determining authorities for planning applications, but KCC is a formal consultee and provides advice on matters including the landscape/visual, ecological, historical and agricultural impacts of these schemes. To ensure consistency across the County, a number of guiding principles have been set out in the Statement to form the basis of KCC views on these applications. It is the intention that the position statement will be raised at the Kent Planning Officers Group (KPOG) in order to achieve ownership from Districts to these key principles and consistent evaluation of impacts across Kent.

## 2. Financial Implications

There are no financial implications with regard to this position statement. However, having an adopted position statement is likely to assist in more efficient and consistent evaluation of impacts from solar array applications.

### **3. Bold Steps for Kent and Policy Framework**

3.1 KCC's *Unlocking Kent's Potential (2009)* a framework for regeneration in the County has a cross cutting theme which includes 'Meeting the climate challenge'. This makes reference to the delivery of themes and priorities set out in the Kent Environment Strategy.

3.2 The *Kent Environment Strategy* focuses on making the most of the environmental opportunities we have in Kent especially through clean technologies, tapping into a global market for low carbon goods and services. The Environment Strategy sets out 10 priorities based around three key themes including:

- Living within our environmental limits, leading to Kent consuming resources more efficiently, eliminating waste and maximising opportunities from the green economy
- Meeting the climate change challenge and working towards a low carbon economy that is prepared for and resilient to climate change
- Valuing our natural and historic living environment

3.3 The position statement aims to meet these themes by supporting low carbon energy generation farms but ensuring that they are located in the right place, avoiding adverse planning and environmental impacts.

### **4. The Report**

#### *Relevant History*

4.1 The UK has set itself challenging and binding targets for the reduction of greenhouse gas emissions. These targets are set out in the Climate Change Act 2008 and require an 80% reduction on 1990 levels by 2050 and at least 34% by 2020. The UK is also bound by the EU Renewable Energy Directive whereby the UK must source 15% of its total energy requirement from renewable resources by 2020.

4.2 Planning has an important role to play in the delivery of new renewable and low carbon energy infrastructure in locations where the local environmental impact is acceptable. The DCLG published detailed guidance '*Planning Practice for Renewable and Low Carbon Energy*' in July 2013, which should be read alongside the NPPF and sets out factors that will need to be considered when determining applications for large scale solar farms.

4.3 Kent is currently experiencing an unprecedented number of planning applications for large scale solar farms. Concerns have been raised at the scale and potential cumulative impact these solar farms are having on the Kent countryside particularly in terms of the visual, ecological, historical and agricultural impacts, which is why this guidance has been produced.

4.4 Solar farms are relatively new in the county and due to their scale and land coverage, potential developments can have a variety of impacts. It is therefore important for KCC to set out its position on their development.

4.5 Significant impacts are generally considered to include the effects on the following receptors:

- Landscape and visual impacts
- Green Belt
- Biodiversity
- Agricultural Land
- The Historic Environment
- Flood Risk
- Communities

4.6 Guidance is provided in the position statement on each of these receptors.

*The Key Principles set out in the Position Statement*

4.7 The position statement suggests a number of principles that need to be considered when determining an application. These are as follows;

- In principle the installation of renewable and low carbon energy generation technologies is supported, particularly where it will increase security of supply, provide community and economic benefits and contribute to tackling climate change.
- Development should be appropriate to the locality and avoid adverse planning and environmental impacts. The need for renewables should not automatically override environmental protections and an application will only be supported if the impact is or can be made acceptable.
- Solar arrays mounted on existing roofs or integrated into new roofs/buildings will be supported as a preference. Developments on previously developed and/or contaminated and industrial land are also preferable (particularly where such schemes can be integrated as part of an over-arching development). The development of large scale Solar PV arrays in open countryside areas, particularly locations identified for their special character or other importance, will not normally be supported. Proposals will not normally be supported in the Green Belt and landscapes designated for their natural beauty (Kent Downs and High Weald AONBs) and areas which contribute to their setting. The assessment of landscape and visual impacts will be fundamental to determining the acceptability of proposals.
- Large scale solar PV arrays on sites with ecological importance, archaeological or historic interest, or classified as the best and most versatile grades of agricultural land (1, 2, and 3a) will not normally be supported.
- For greenfield proposals outside of protected areas, proposals will be expected to demonstrate the landscape's suitability to receive such a development. Proposals should also show how the design of the scheme has accounted for landscape character. Developments should avoid both landscape and visual impacts, or demonstrate appropriate mitigation. In addition land management around panels should allow for continued agricultural use and/or encourage biodiversity improvements.
- When formulating views on proposals, regard will need to be given to cumulative impacts of multiple solar arrays on landscape character and visual amenity. The impact from a single development may not be significant on its own, but when combined with other impacts from similar developments could become significant.

- Solar farms can impact on nearby residents and the wider local community hosting the development. Concerns about loss of amenity, visual impact including glint and glare from panels and linked to this road safety will need to be considered as part of determining the acceptability of developments. Community involvement should be an integral part of the development process. The local community should be consulted by the developer at the conceptual stage, utilising local exhibitions and presentations where community views can be sought and recorded. Opportunities for community gain are encouraged.
- When development proposals are supported, planning conditions should be imposed to ensure solar PV arrays are removed at the end of their permitted period and the land restored to its previous use.

#### *Legal implications*

4.8 The District Councils are the determining authority for these planning applications but with KCC as a consultee providing advice to assist the District Councils. In particular KCC provides formal comments to district councils on matters such as landscape and visual impact, ecology, historical and agricultural impacts. In addition, highways comments are often relevant where such proposals will lead to impacts on the highways network or increased vehicle movements.

#### *Equalities implications*

There are no equality implications.

#### *Implication for the council's property portfolio*

There are no implications for the council property portfolio.

## **5. Conclusions**

The County Council in principle will support the development of renewable energy production including solar panels, where it will increase security of supply, provide community and economic benefits and contribute to tackling climate change. It is important that development should be appropriate to the locality and avoid adverse planning and environmental impacts. The County Council does not consider that the need for renewables should automatically override environmental protections and an application will only be supported if the impact is or can be made acceptable.

## **6. Recommendations**

The Cabinet Committee is asked to comment and make recommendations to the Cabinet Member for Environment & Transport on the proposed decision to support the approach taken in the position statement and endorse the document as setting the position of KCC in the assessment of solar arrays and provision of comments to districts and, in addition, that support is sought from the Kent Planning Officers Group (KPOG) for the adoption of the document across the districts.



## **7. Background Documents**

Planning Guidance for the development of large scale ground mounted solar PV systems BRE National Solar Centre

[http://www.bre.co.uk/filelibrary/pdf/other\\_pdfs/KN5524\\_Planning\\_Guidance\\_reduced.pdf](http://www.bre.co.uk/filelibrary/pdf/other_pdfs/KN5524_Planning_Guidance_reduced.pdf)

Planning Practice Guidance for Renewable and Low Carbon Energy DCLG July 2013

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/225689/Planning\\_Practice\\_Guidance\\_for\\_Renewable\\_and\\_Low\\_Carbon\\_Energy.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/225689/Planning_Practice_Guidance_for_Renewable_and_Low_Carbon_Energy.pdf)

## **8. Contact details**

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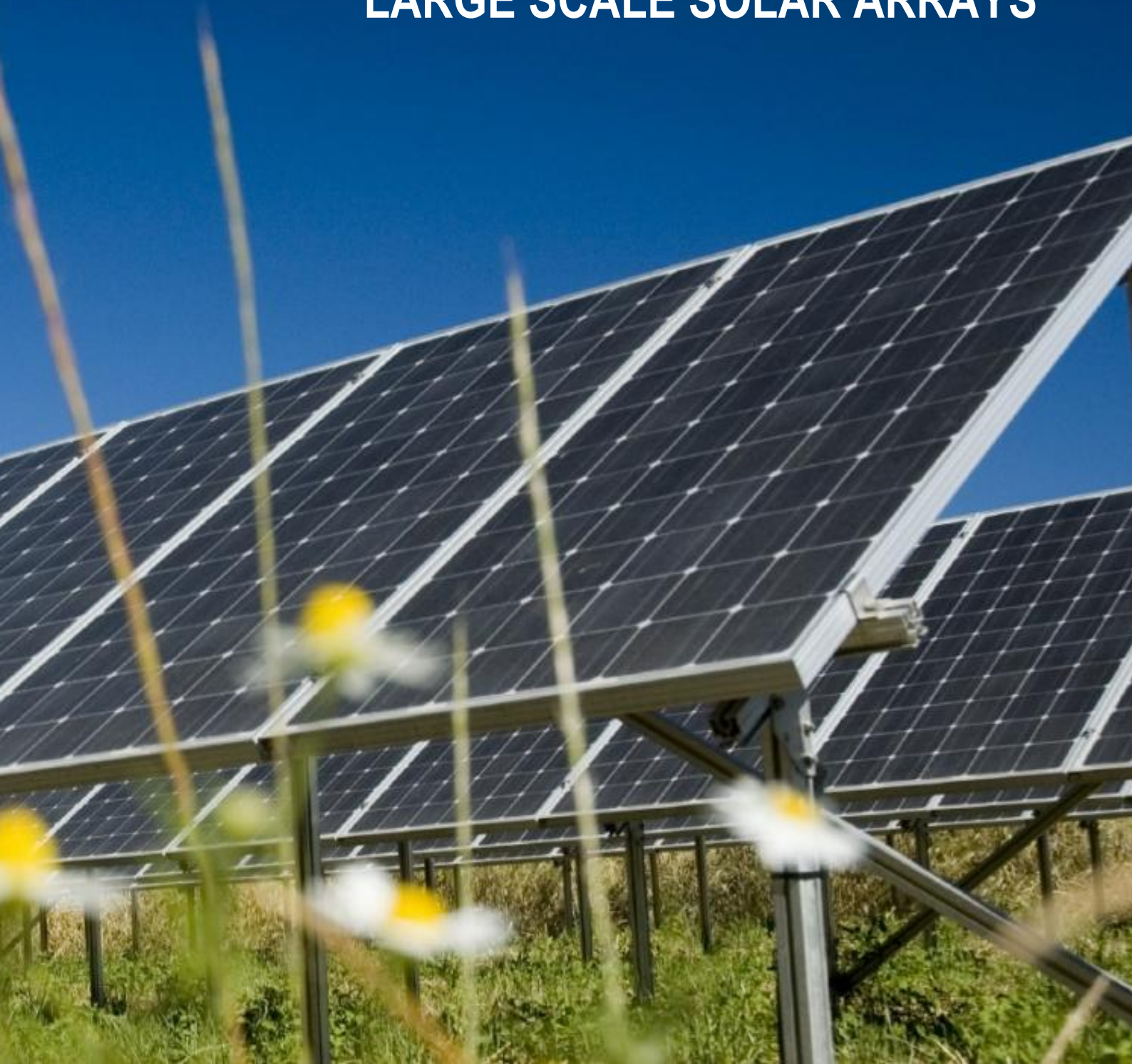
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# LARGE SCALE SOLAR ARRAYS



## Position Statement on Development Large Scale Solar Arrays

May, 2014

# SUMMARY OF KCC POSITION

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- KCC is in principle supportive of the installation of renewable and low carbon energy generation technologies, particularly where it will increase security of supply, provide community and economic benefits and contribute to tackling climate change.
- Development should be appropriate to the locality and avoid adverse planning and environmental impacts. KCC does not consider that the need for renewables should automatically override environmental protections and an application will only be supported if the impact is or can be made acceptable.
- As a preference, KCC will support solar arrays mounted on existing roofs or integrated into new roofs/buildings. Developments on previously developed and/or contaminated and industrial land are also preferable. Community owned projects would be particularly welcomed. KCC will not support the development of large scale Solar PV arrays in areas identified for their special character or other importance. KCC will not support large scale solar PV arrays in the Green Belt and landscapes designated for their natural beauty (Kent Downs and High Weald AONBs) and areas which contribute to their setting.
- KCC will not support large scale solar PV arrays on sites with ecological importance, archaeological or historic interest, or classified as the best and most versatile grades of agricultural land (1, 2, and 3a).
- For greenfield proposals outside of protected areas, KCC expect proposals to demonstrate the landscape's suitability to receive such a development. Proposals must show how the design of the scheme has accounted for landscape character. Developments should avoid both landscape and visual impacts, or demonstrate appropriate mitigation. In addition, land management around panels should allow for continued agricultural use and/or encourage biodiversity improvements.
- In formulating its views on proposals, KCC will have regard to cumulative impacts of multiple solar arrays on landscape character and visual amenity. The impact from a single development may not be significant on its own, but when combined with other impacts from similar developments could become significant.
- The consultation and involvement of local communities should be an integral part of the development process.
- Where supportive of development proposals KCC will request planning conditions to be imposed to ensure solar PV arrays are removed at the end of their permitted period and the land restored to its previous use.

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# INTRODUCTION

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Kent is currently experiencing an unprecedented number of planning applications for large scale solar farms. This reflects the County's southerly position and good solar resource and the availability of attractive Government support through the Feed-in-Tariff and Renewables Obligation. Concerns have been raised at the scale and potential cumulative impact these solar farms are having on the Kent countryside particularly in terms of the visual, ecological, historical and agricultural impacts.

## 1 Renewable Energy Policy

- 1.1 The UK has set itself challenging and binding targets for the reduction of greenhouse gas emissions. These targets are set out in the Climate Change Act 2008 and require an 80% reduction on 1990 levels by 2050 and at least 34% by 2020. The UK is also bound by the EU Renewable Energy Directive whereby the UK must source 15% of its total energy requirement from renewable resources by 2020. Achieving the EU target is going to mean at least 30% of our electricity demand being generated renewably. Kent has endorsed the National target of 15% in the Kent Environment Strategy and is working towards achieving this.
- 1.2 The National Planning Policy Framework 2012 (NPPF) sets out policy to support the development of renewable and low carbon energy, stating that local planning authorities should recognise the responsibility on all communities to contribute to energy generation from these sources.
- 1.3 Planning has an important role to play in the delivery of new renewable and low carbon energy infrastructure in locations where the local environmental impact is acceptable. The DCLG has published detailed guidance 'Planning practice for renewable and low carbon energy' in July 2013 which should be read alongside the NPPF and sets out factors that will need to be considered when determining applications for large scale solar farms. The County Council has had regard to these factors in the development of this position statement.
- 1.4 Kent has a wealth of different renewable energy sources available on land and around its coastline including:
  - Onshore wind
  - Offshore wind
  - Large scale solar
  - Wood fuel
  - Other biofuels (including green waste)
  - Anaerobic digestion
  - Micro generation (solar thermal, air and ground source heat pumps)
  - Hydro
  - Tidal and wave energy

- 1.5 These sources can be utilised at different scales and can have different spatial impacts. Developing the available resource must take account of wider issues such as affordability, community acceptance, security of supply and planning and environmental issues including the impact on landscape character, biodiversity, heritage, land use, residential amenity, air quality, public health and safety.
- 1.6 The County Council will support the development of renewable energy production where it will increase security of supply, provide community and economic benefits and contribute to tackling climate change. However, development must be appropriate to the locality and avoid adverse planning and environmental impacts. The County Council does not consider that the need for renewables should automatically override environmental protections and an application will only be supported if the impact is (or can be made) acceptable.

# PLANNING CONSIDERATIONS

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Solar farms are relatively new in the County and due to their scale and land coverage, potential developments can have a variety of impacts. It is therefore important for us to set out our position on their development. For purpose of this position statement a large solar array is defined as an installation greater than 100kWp.

Significant impacts are generally considered to include the effects on the following receptors:

- Landscape and visual impacts
- Green Belt
- Biodiversity
- Agricultural Land
- The Historic Environment
- Flood Risk
- Communities

## 2 Landscape and Visual Impacts

- 2.1 The landscape and visual impacts of large scale solar PV arrays is likely to be one of the most significant impacts. The County Council will not support their development within areas designated for their natural landscape beauty including the Kent Downs AONB and High Weald AONB and the areas close to them which contribute to their setting.
- 2.2 The assessment of landscape character and visual amenity need to be considered separately and will be fundamental to determining the acceptability of proposals. Developers are encouraged to consult the County Landscape Officer at an early stage. The Landscape Institute and IEMA in April 2013 produced guidance on the preparation of Landscape and Visual Impact Assessments and Landscape Character Assessments which is helpful to this process. Further information is also provided in Appendix A.
- 2.3 The direct and indirect, temporary and permanent, and cumulative impacts on the fabric, character and quality of the landscape will need to be considered, as will the degree to which a proposed development will become a significant or defining characteristic of the landscape. The significance of the impacts should consider the sensitivity of the landscape and visual resource and the magnitude or size of the predicted change. Some landscapes may be more sensitive to certain types of change than others and it should not be assumed that a landscape character area deemed sensitive to one type of change cannot accommodate another type of change.



- 2.4 Established vegetation, including mature trees, should be retained wherever possible and protected during construction. Any buildings required in order to house electrical switchgear, inverters etc. must be designed and constructed in order to minimise their landscape and visual impact and construction materials should be selected to reflect the local landscape context. If a pre-fabricated building is used, consideration should be given to the need to screen the building with vegetation. However where a landscape is valued for its distinct feeling of openness such planting may cause additional harm.
- 2.5 Solar farms often involve the erection of features such as security fencing this can be particularly harmful to the character of the landscape and there is likely to be limited opportunity to provide screening through hedgerow planting or other landscaping as this would introduce similarly alien visual interruption. In these instances where impacts cannot be appropriately mitigated, KCC will not support these developments. In historic landscapes the wrong or insensitive landscape mitigation could have an equally harmful impact as the scheme itself.
- 2.6 The site design should also be informed by landscape character; Solar PV should fit into field patterns rather than be imposed upon the landscape. Limiting density allows for additional land use increasing the benefits derived from a single site and therefore making it more sustainable.

### **3 Green Belt**

- 3.1 The NPPF states that when located in the Green Belt, elements of many renewable energy projects will comprise inappropriate development. The County Council will not support the development of large scale solar PV arrays in the Green Belt by virtue of their impact on openness and on the purposes of the Green Belt.
- 3.2 Very special circumstances will need to be demonstrated before such proposals can be supported and arguments in favour will need to be weighed against the harm to the Green Belt. Redevelopment or infilling on previously developed land may be considered acceptable where it has an equal or lesser impact than the existing development.

### **4 Biodiversity**

- 4.1 The County Council will not support large scale solar PV arrays on sites with high ecological importance). Solar PV arrays could have implications for habitat loss, fragmentation and modification and for displacement of species. The NPPF sets out the approach to ecology in the planning process through a number of guiding principles. The potential impact from all stages of the development, including construction, operation and decommissioning stages, will need to be addressed.

- 4.2 Ecological impact assessments, including specific protected species surveys, may need to be submitted to inform planning decisions. These should follow best practice guidelines and refer to the Natural England Standing Advice. They should also inform and influence the design to ensure potential adverse impacts are mitigated and to maximise biodiversity enhancement opportunities.
- 4.3 Where there are ecological receptors present, the key activities with potential ecological impacts (positive or negative) are set out in Table 1 (below).
- 4.4 The implementation of an ecological mitigation/management/monitoring plan can result in Solar PV arrays delivering environmental gains such as the creation of enhanced wildlife habitats including wildflower meadows, hedgerows and woodland buffers. However these may not always be appropriate in terms of landscape character and advice should be sought from the County Landscape Officer when preparing these plans.

Activity	Potential impacts without mitigation
Vegetation clearance	Risk of killing/injuring protected species (e.g. nesting birds, dormice, reptiles, great crested newts, water voles); loss of foraging and sheltering habitat
Creation of access tracks	Fragmentation and loss of habitats
Creation of construction compound	Damage to or loss of habitats
Erection of fencing	Risk of killing or injuring and/or disturbance to protected species, where fencing prevents access
Construction traffic	Risk of killing, injuring and/or disturbance to protected species
Underground cabling	Damage to or (temporary) loss of habitat; risk of killing/injuring protected species
Foundations	Damage to or loss of habitats
Lighting (during construction and operation)	Disturbance effect on nocturnal wildlife (e.g. bats and badgers)
Site management during operation of solar panels	When in close proximity to boundary features, 'over-management' leads to reduction in ecological value of hedgerows, trees and buffer habitat;

**Table 1:** potential ecological impacts

## **5 Agricultural Land**

- 5.1 The County Council will not support large scale solar PV arrays on sites which are classified as the best and most versatile grades of agricultural land (1, 2, and 3a). The NPPF requires the presence of such land to be taken into account alongside other ecological considerations in the location of proposed projects.
- 5.2 Development may be appropriate on land outside of this classification (3b, 4 and 5) and it may be possible to continue the use of the land for animal grazing in conjunction with the installation of solar arrays. Managing ecological interests including their improvement will be an important consideration.

## 6 Historic Environment

- 6.1 Solar PV developments may affect heritage assets (archaeological sites, monuments, buildings, conservation areas and historic landscapes) both above and below ground. The County Council will not support the development of large scale solar PV arrays where this would have a detrimental impact on Kent's heritage assets.
- 6.2 Development may impact the setting of World Heritage Sites, Listed Buildings, Conservation Areas, Registered Parks and Gardens, Scheduled Monuments or undesignated heritage assets. Such effects would generally be visual, but in certain circumstances other factors such as the disturbance of archaeological interests may also need to be considered. Developers should also consider the impact on Historic Landscape Character and this will require careful liaison between heritage and LVIA specialists. In respect of archaeological deposits direct impacts could include ground disturbance associated with trenching, foundations, fencing, temporary haul routes etc. Equally finds may be protected by solar farms if the site is removed from regular cultivation.
- 6.3 NPPF requires that all proposals should be informed by a consultation with the Historic Environment Record (HER). The County Council should be approached for this. Where there is potentially archaeological interest, developers should submit an appropriate desk-based assessment and, where necessary, a field evaluation. KCC will be able to provide a brief for the required expert assessment or evaluation work<sup>1</sup>.
- 6.4 Development proposals should be sensitively planned and designed to take into account the results of the historic environment assessment. Any opportunities to introduce better management of affected assets, or to improve the settings of designated sites, should be identified.

## 7 Flood Risk

- 7.1 A Flood Risk Assessment (including drainage) may be needed to inform the planning approval process. Freestanding solar panels will drain to the existing ground. Access tracks should therefore be permeable, and localised Sustainable Urban Drainage works, such as swales and infiltration trenches, should be used to control any run-off and to avoid unnecessary concentration of surface run-off.
- 7.2 Sites should avoid the need to impact on existing drainage systems and watercourses. Culverting existing watercourses or drainage ditches should be avoided. Where this is unavoidable, it should be demonstrated that no reasonable alternatives exist and where necessary only temporarily for the construction period.

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<sup>1</sup> Based on the work by Cornwall Council 'Modelling Sensitivity'  
[http://helm.org.uk/content/docs/EH\\_Cornwall\\_Solar\\_Farm\\_sensitivity\\_HELM\\_Final\\_1609.pdf](http://helm.org.uk/content/docs/EH_Cornwall_Solar_Farm_sensitivity_HELM_Final_1609.pdf)

## **8 Communities**

- 8.1 Solar farms can impact on nearby residents and the wider local community hosting the development. Concerns about loss of amenity, visual impact including glint and glare from panels and linked to this road safety will need to be considered as part of determining the acceptability of developments.
- 8.2 The County Council considers that community involvement should be an integral part of the development process. The local community should be consulted by the developer at the conceptual stage, ideally utilising local exhibitions and presentations where community views can be sought and recorded.
- 8.3 The opportunities for community gain are encouraged and should be explored as part of developing projects wherever practical. Such opportunities can include:
- Establishing a Community Benefits Trust with funds being contributed annually by the developer for local projects.
  - Local or community ownership of panels.
  - Local share issue.
  - Investment in green infrastructure provision and management.

## **9 Planning Conditions**

- 9.1 Where the County Council is supportive of development proposals it will ask for planning conditions to be imposed to ensure solar PV arrays are removed at the end of their permitted period and the land restored to its previous use.

# Appendix A: Information to Accompany a Planning Application

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## ***Landscape and Visual Impact Assessments (LVIA)***

Landscape advice should be sought at the pre-application stage. A LVIA should be carried out for all planning applications, whether part of an EIA or not and should inform the scheme, site choice and design.

A thorough LVIA should include:

- Baseline evidence, recognising existing land uses and character, topography and the constraints these deliver. Scheme design and mitigation should be informed by this evidence.
- The integrated nature of landscape should be included especially historic landscape.
- A management plan for the life of the site which will be informed by the evidence gathered in the LVIA including a restoration plan.
- Existing and potential solar farms should be identified and Cumulative Impact Assessments included as part of the LVIA with a plan showing cumulative 'zones of visual influence'.

## ***Biodiversity***

Ecological Impact Assessment should consider all development activities, e.g. construction, cabling, construction compound, traffic, site operation and decommissioning of scheme, and incorporating:

- preliminary ecological appraisal;
- specific species surveys (where necessary);
- Ecological impact assessment of development activities on ecological receptors and considering potential for cumulative impacts; Mitigation measures (where necessary) in accordance with the mitigation hierarchy (avoid – mitigate – compensate);
- Ecological enhancement measures, ensuring delivery time frame is compatible with development;
- Outline of long-term ecological management plan measures

The implementation of an ecological management plan, including monitoring of the site would ensure that mitigation and enhancement measures are retained and are effective. A detailed plan would be required by planning condition/obligation.

## ***Historic Environment***

- Heritage Statement describing the impact of the proposed development on the historic environment. As a minimum the Kent Historic Environment Record should have been consulted.

- Where the Heritage Statement has identified an impact on the historic environment a desk-based assessment should be carried out based on a specification supplied by the Heritage Conservation team at Kent County Council. If appropriate the assessment may be accompanied by field evaluation.
- Where the desk-based assessment and any fieldwork has identified impacts on significant heritage assets, a description of how these will be mitigated.

English Heritage has published guidance on the factors that should be considered when assessing impacts on the setting of heritage assets ('Setting of Heritage Assets', 2011). Where historic environment assessment is being undertaken as part of an EIA the guidance in the Interreg IIIB funded Planarch 2 document 'Guiding Principles for Cultural Heritage in Environmental Impact Assessment (EIA)' should be followed.

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# KENT COUNTY COUNCIL – PROPOSED RECORD OF DECISION

**DECISION TO BE TAKEN BY:**

Mr David Brazier, Cabinet Member for Environment & Transport

**DECISION NO:**

14/00076

**For publication**

**Subject:** Position Statement on Development of Large Scale Solar Arrays

**Decision:**

As Cabinet Member for Environment and Transport for the Council, I agree to support the approach taken in the position statement and endorse the document as setting out the position of KCC in the assessment of solar arrays and provision of comments to districts. In addition, I agree that support should be sought from the Kent Planning Officers Group (KPOG) for the adoption of the document across the districts.

**Reason(s) for decision:**

The District Councils are the determining authorities for planning applications for large scale solar arrays, but KCC is a formal consultee and provides advice on matters including the landscape/visual, ecological, historical and agricultural impacts of these schemes. A decision is required to enable the position statement to be adopted by KCC which will ensure consistency across the County when being consulted by District Councils for planning applications on large scale solar arrays.

**Cabinet Committee recommendations and other consultation:**

*To be entered after the meeting and considered by the Cabinet Member when taking the decision.*

**Any alternatives considered:**

Alternatives considered include not producing a KCC Position Statement and responding to planning applications for large scale solar arrays as and when they are submitted to the District Councils.

Kent is currently experiencing an unprecedented number of planning applications for large scale solar farms. This reflects the county's southerly position and good solar resource and the availability of attractive government support. There is concern about the scale and potential cumulative impact these solar farms could have on the Kent countryside particularly in terms of visual, ecological, historical and agricultural impacts. It would not be possible for KCC to achieve a consistent evaluation of solar farm impacts across Kent without the adoption of a KCC Position Statement.

**Any interest declared when the decision was taken and any dispensation granted by the Proper Officer:**

.....  
signed

.....  
date

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**From:** David Brazier, Cabinet Member for Environment and Transport  
Mike Austerberry, Corporate Director for Growth, Environment and Transport

**To:** Environment and Transport Cabinet Committee – 22 July 2014

**Subject:** 14/00056 - Thanet Parkway Station – Project Progress

**Key decision:** Expenditure of greater than £1 million

**Classification:** Unrestricted

**Past Pathway of Paper:** N/A

**Future Pathway of Paper:** Future Cabinet Committee Meetings

**Electoral Division:** Ramsgate/Birchington and Villages

**Summary:**

This report sets out the preliminary work carried out to date identifying an engineering feasible site to deliver a Thanet Parkway Station and outlines the key milestones in taking this project forward.

**Recommendations:**

The Cabinet Committee is asked to note the content of this report and make recommendations to the Cabinet Member for Environment and Transport on the proposed decision (as attached decision sheet at Appendix A) to take forward the delivery of Thanet Parkway Station in the location to the west of Cliffsend by:

- a) Commencing land acquisition work;
- b) Undertaking public consultations to support the project development process, and;
- c) Undertaking project development work to enable the submission of a planning application and design work for the scheme.

**1. Introduction**

Kent County Council has for a number of years had an aspiration to deliver a parkway station and associated car park in Thanet to operate as a park and ride facility. A parkway station, in conjunction with the rail journey time improvements being implemented between Ashford and Ramsgate, will boost inward investment in Thanet by making it a more attractive location to do business. The connection to London in around an hour as well as the expanded employment catchment area for Thanet residents will provide a significant economic boost to East Kent. This report sets out the preliminary work carried out to date and seeks comment to the Cabinet Member on the proposed next steps in delivering this scheme.

## **2. Financial Implications**

2.1 To date the development work on this project has been funded through the Transport Strategy revenue budget. £2.65 million capital has provisionally been allocated within the Growth without Gridlock element of the Council's Medium Term Financial Plan. The draw down of this capital will be subject to further financial approval.

2.2 In addition to this, to deliver the parkway station a funding bid has been made for £10 million to the Single Local Growth Fund, the outcome of which should be known this month (July 2014). Investigation of funding any gap given that the preliminary project cost is £14 million, is being explored with key partners such as Network Rail and Southeastern Railway Ltd.

## **3. Bold Steps for Kent and Policy Framework**

3.1 The delivery of Thanet Parkway Station forms a key element of Bold Steps for Transport within Bold Steps for Kent. A parkway station will directly contribute to two of the three core themes within Bold Steps for Kent.

3.2 A parkway station will *help the Kent economy grow*. The improved journey time and faster access to London will increase the attractiveness of Discovery Park Enterprise Zone, and a number of business locations in the immediate vicinity of the station including EuroKent and Manston Business Park. This will support investment in these locations. The improved connectivity for Thanet residents to surrounding employment areas such as Ashford will help *to tackle disadvantage* in this particularly deprived area of Kent. Thanet has an unemployment rate of 5.3% compared to a Kent figure of 2.5% and a national average of 3.0%<sup>1</sup>.

3.3 Providing a Thanet Parkway Station is also a component of KCC's statutory Local Transport Plan and the Council's 20 year transport delivery plan, Growth without Gridlock.

## **4. Station Location**

4.1 Preliminary development work has been carried out to establish the engineering feasibility of delivering a Thanet Parkway Station. This work has included an assessment of the optimum location for such a station as well as an outline business case to establish the commercial viability of a new station.

4.2 Technical work was carried out (January 2011) which considered the best location for a parkway station between Minster and Ramsgate stations on the Ashford to Ramsgate line. The objective of the station at that time was to serve Manston Airport and the various business park sites in the vicinity while taking advantage of improved access to the new East Kent Access Road. While the future of the airport is currently uncertain, the demand modelling work carried out shows that even with no activity at the airport site, there is still sufficient demand for a new station in this location to make it commercially viable. This is covered in more detail in section 6 below.

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<sup>1</sup> KCC Research and Evaluation Statistical Bulletin February 2014

4.3 This technical study considered a number of key elements in selecting a preferred site including station design requirements, rail operating implications, road access and potential property disturbance issues. Key constraints in terms of rail operation include the presence of auto half barrier level crossings (AHB). There are two which affect a station location on this section of line. These are the AHBs at Cliffsend and Sevenscore (see Appendix B). Another key determinant of station location is track gradient. For the section of line between Sevenscore and the A229 overbridge the gradient ranges from 1:330 at Sevenscore to 1:100 in the east at the A229 overbridge. This indicates that the further west the station can be sited on this section of rail, the better due to the shallower gradient. The curvature of 1520 yards to the west of the section of rail is within acceptable standards for a new station.

4.4 The remaining key operational constraint is signalling which on this line are located at 1 mile intervals. Locating the station to the east of the signal A99 (in the vicinity of the A299 overbridge) in the Ashford bound direction means all trains departing Ramsgate will be under caution (amber light) until the train departs Thanet Parkway. While this will have no impact in the off peak, it will impact performance during the peak. The optimum location for the station is therefore west of signal A99 and before the next signal (A101) a mile further to the east.

4.5 For the Ramsgate bound direction the optimum location is to the east of the Sevenscore AHB. This avoids the need for significant changes to the signalling for Cliffsend AHB. Taking the constraints of both directions in terms of signalling as well as gradient, curvature and location of AHBs, the optimum location for the station is immediately to the east of the Cottington Road underbridge (see Appendix B). While this site is on embankment and will require lifts to platform level, in terms of rail operating constraints, this location is considered the most technically feasible on this section of line.

## **5. Draft Business Case**

5.1 An outline business case assessment has been carried out to establish the commercial viability of a parkway station. This work considered the following factors:

- Existing passenger and car parking demand
- Passenger demand forecasting
- Economic appraisal to establish if the proposal will represent a good return on investment and therefore value for money. This takes into account rail fares income, capital and operating costs of station and car park, user benefits and disbenefits and non user benefits such as impact on congestion, air quality, accidents.
- Commercial viability to establish if income will exceed cost of operation and maintenance of facility and therefore is affordable.

The findings of the draft business case work are presented below.

## **6. Demand Assessment**

6.1 In terms of the demand assessment, given the uncertainty around Manston Airport, the analysis does not include any activity at the airport site. This could therefore be considered a worse case scenario and any future activity at the airport

site will further boost the case for a parkway station. The demand model uses a number of rail trips at each station per thousand of population derived from census data and augmented with local survey data to validate this. These interview and count surveys were carried out at Ramsgate station. In addition, future committed growth was included in the model. Table 1 below sets out the demand Thanet Parkway will generate over time under the scenarios of the car parking being charged and not charged. This shows that for example in 2021 with parking charged there will be a total of 106,000 trips annually at the Parkway station of which just over 40,000 are new trips and just under 66,000 abstracted trips from other stations. With no parking charge the figure would be 123,147 trips annually at the Parkway.

**Table 1**

	Annual Demand - 2021 With Parking Charge	Annual Demand - 2021 No Parking Charge	Annual Demand - 2031 With Parking Charge	Annual Demand - 2031 No Parking Charge
To London – Abstracted	29,298	36,098	31,396	38,811
To London –New	14,686	15,916	15,916	17,146
To Other – Abstracted	36,849	43,972	39,597	47,588
To Other - New	25,534	27,161	27,776	29,150
<i>Abstracted – Total</i>	<i>65,894</i>	<i>80,070</i>	<i>70,993</i>	<i>86,399</i>
<i>New - Total</i>	<i>40,220</i>	<i>43,077</i>	<i>43,439</i>	<i>46,549</i>
<b>TOTAL TRIPS</b>	<b>106,114</b>	<b>123,147</b>	<b>114,432</b>	<b>132,948</b>

6.2 In terms of where the abstracted trips come from, Tables 2 and 3 below provide more detailed information. The “lost” trips are those that no longer choose to travel by train at all which may be due to the slightly increased journey time to Ramsgate.

**Table 2 Abstracted Trips with Parking Charge at Thanet Parkway (2021)**

	Abstracted	Lost	Total	Trips with Thanet Parkway Operational	% Reduction in Trips
Ramsgate	46,094	15,155	61,249	393,357	15.35
Minster	3,893	-	3,893	26,092	12.98
Sandwich	15,960	-	15,960	127,370	12.53
Margate	665	3,626	4,291	180,240	2.38
Broadstairs	1,224	2,709	3,933	143,655	2.78

**Table 3 Abstracted Trips with No Parking Charge at Thanet Parkway (2021)**

	Abstracted	Lost	Total	Trips with Thanet Parkway Operational	% Reduction in Trips
Ramsgate	58,200	14,749	72,949	381,250	16.06
Minster	3,893	-	3,893	26,092	12.98
Sandwich	18,054	-	18,054	125,274	14.41
Margate	665	3,626	4,291	180,240	2.38
Broadstairs	1,224	2,709	3,933	143,655	2.78

6.3 While the tables above show that there is abstraction across all the stations within reasonable distance of Thanet Parkway, they also demonstrate that after

abstraction there is still an addition of over 40,000 new rail trips on the network in 2021 with the Parkway in operation. It also helps give confidence about the stations at which abstraction occurs. With the parkway station in operation Ramsgate still serves nearly 400,000 journeys each year in 2021 and at the other end of the spectrum, Minster caters for 26,000. Appendix C shows patronage across a number of other quieter stations in Kent that Southeastern serve as a comparison providing reassurance that the future of Minster and stations in Dover would not be in doubt as a result of the operation of Thanet Parkway.

## **7. Economic and Commercial Appraisal**

7.1 The economic appraisal carried out follows the Department for Transport's (DfT) appraisal processes. The results are that the station with parking charges of £3.50 per day has a benefit cost ratio to 2.12. If parking is free of charge, the benefit cost ratio is 2.20. This can be interpreted that for every £1 of cost there will be a return of £2.12 or £2.20 depending on whether parking is charged or not. According to DfT's guidance, any project with a benefit cost ratio of over 2.0 is considered as high value for money. A summary of these assessments are provided in Appendix F.

7.2 The commercial assessment considers the operating costs of both the station and the car park (with and without a parking charge of £3.50 per day). The purpose of this assessment is to demonstrate to the train operating company (TOC) that the additional revenue achieved from calling at the station will exceed the cost the TOC requires to pay to the station operator (Network Rail) in order to call at the station. This additional revenue comes from passengers who would not otherwise have used the railway. This assessment has also taken into account the loss of revenue from any existing passengers who no longer use rail.

7.3 The outcome of this preliminary commercial assessment shows that for both parking charge scenarios, the generated income from the station significantly exceeds the costs. When considering the car park operation, if KCC was to be the operator and with a charge of £3.50, the operation would be commercially viable. If parking was not charged and therefore there is no income stream, there would be a loss of around £270k over a 30 year period. Alternatively, if the car park was operated by the TOC, this operating cost would be more than offset by the increased rail fares income the TOC would receive from serving the Parkway station.

7.4 There are a number of options for operation of the station and car park. These range from KCC retaining the station and car park with agreement included in the franchise for the TOC to serve the parkway station to KCC selling station and car park to Network Rail or TOC. While this latter option removes risk from KCC, it also removes possibility of an income stream (from car parking). A mid range option would be for Network Rail or the TOC to operate the station and KCC to retain ownership of the car park element of the proposal. All options will be considered further in discussion with the relevant parties and implications of each assessed within the commercial case as the project progresses.

## **8. Implications for Ramsgate Station**

8.1 Throughout this preliminary development work for the parkway station, concern has been voiced about potential impacts on Ramsgate station and in particular whether an enhanced Ramsgate station could provide the benefits a new Parkway

station would deliver. Additional work has been carried out to assess this. The findings are as follows.

8.2 To consider if Ramsgate station would be able to adequately cater for future growth in rail travel our study work first considered likely parking demand. By 2021 it is anticipated that there will be the demand for 289 parking spaces at Ramsgate station. The demand forecast however does not consider the future employment development in Thanet and Dover (including Discovery Park Enterprise Zone). The implication of this is that even if the 289 parking spaces could be provided, it is likely that this would not represent a long term solution. At present there are 44 spaces at the station car park with many rail users opting to park on surrounding residential streets.

8.3 Various options to accommodate this additional parking have been considered. These include:

- Decking the existing station car park;
- Building a multi storey car park at the Network Rail Maintenance Depot;
- Building a car park at Warre Recreation Ground; and,
- Acquiring industrial land on Princess Road to construct a car park.

8.4 For the first option of decking the existing station car park, while physically possible, what it does do is route additional traffic through the residential area to access the rail network. The well-being and privacy of the local residents will be greatly affected by decking the existing car park. An estimated cost figure would be £6-10 million for what could be considered as short to medium term fix only.

8.5 Building a multi storey car park on Network Rail's existing car park in its maintenance depot has a number of challenges. Firstly, Network Rail requires their existing car parking capacity to be maintained for their own use in addition to the numbers required for public parking. Secondly, they require HGV access to the ground floor of the car park and secure access for their own element. This puts the estimated cost figure at £7-10 million. In addition to this there would be a 7 – 10 minute walk from the car park along Newington Road and the path to the northern boundary of Warre Recreation Ground. This walk is unlikely to make the parking facility attractive to station users who may be tempted to park on street in the residential area instead.

8.6 The option of building on Warre Recreation Ground was considered and while physically possible, the main challenge in relation to this option is likely to be the lack of public support for this option due to loss of green space and recreation area in the urban environment. Again it will mean additional traffic on residential streets to access the station.

8.7 Lastly, the option of acquiring some of the existing industrial land off Princess Road which was suggested by Thanet District Members was considered. This land lies within 8 separate land holdings of which 5 have operational businesses and 2 are used for warehousing and storage. One plot of 0.46acres is currently vacant. This size would be insufficient to accommodate the number of parking spaces needed. As with the above options, it would also mean additional traffic using residential streets in order to access the rail network.



8.8 From the above, it is evident that there is no straight forward option for expanding car parking at Ramsgate that does not have significant disbenefits. All options will increase traffic in the residential area with the attendant congestion, safety and pollution issues and none of these options will provide a long term solution to predicted rail passenger growth.

## **9. Manston Green**

9.1 The promoters of the Manston Green development (800 houses, community facilities, school and associated road infrastructure) have been in discussion with KCC to understand the feasibility of delivering a parkway station on an adjacent site to their development proposal which is under their control. A planning application for the housing development as described above was submitted to Thanet District Council in late 2013 and is expected to be presented to their Planning Committee in September.

9.2 The location of the Manston Green site would mean a parkway station would be located only 1 minute from Ramsgate station (the KCC proposed location would have a 2 minute headway from Ramsgate). This means it is likely there would be implications for service performance, and therefore the timetable, particularly for trains departing Ramsgate towards Ashford. KCC has requested information from the Manston Green promoter to evidence that the proposed station location would be technically feasible at this location on the rail network. This evidence is awaited and we understand that to date the promoter has not entered into the necessary agreement with Network Rail to enable an assessment of whether a station in this location is technically feasible to take place.

9.3 A recent meeting with the promoter at the end of June clarified that their planning application does not include anything in relation to the provision of a parkway station or associated infrastructure. We understand that the developer is willing to work with KCC to explore the delivery of a parkway station on the site adjacent to the planning application site and would be willing to pay for the construction of an access and car park and provide the necessary land for the station. There may also be the possibility of a financial contribution depending on the detail of such factors as percentage affordable housing required as part of their current planning application.

9.4 At present KCC has no more detail regarding this proposal including on key factors such as development build-out rate and hence the trigger points for releasing the land for the station or how such a S106 agreement would operate when it is attached to the planning permission for an adjacent site and the proposed development it pertains to does not have planning permission. In addition, the provision of the land for the station would not add significant financial support to the project as land costs in relation to total project costs tend to be small.

9.5 Overall, with the information we have to date including the technical work we carried out assessing the optimum location for a station on this stretch of railway, and informal discussions with Network Rail, the proposed Manston Green site has more uncertainties associated with it and could potentially therefore be more problematic to deliver than the KCC proposed site. In addition, given the stage the Thanet Local Plan review is at and the complexity that the Manston Airport closure has added to

this review, it is likely there will be uncertainty over the planning context for this housing site for a considerable time. The land is currently unallocated.

## **10. Stakeholder Engagement**

10.1 The completion of the business case assessment has enabled KCC to begin to undertake stakeholder engagement in relation to this project. The result of this investigatory work has been presented informally to KCC Local Members, Thanet District Council Cabinet and will be discussed in the near future with Dover District Council. A project board involving the Cabinet Member for Environment and Transport been established and has met twice. Also represented on the project board are Southeastern Railway Ltd, Network Rail, DfT, Thanet and Dover district councils as well as various KCC representatives such as Property Services and Finance.

## **11. Future Work Programme**

11.1 Subject to Cabinet Member approval to move forward with this project, the next steps in the work programme are as below. It should be noted that much of this programme and associated timescales is dictated by the Network Rail GRIP (Governance for Railway Investment Projects) process. Being a project that results in new infrastructure on the railway network, it is essential we comply with this process if a new parkway station is to be delivered.

11.2 Indicative future milestones are:

- Public consultation on selected site – early 2015
- Feasibility design - Summer 2015
- Land acquisition and planning application – end 2015
- Construction contractor procurement commences - Autumn 2016
- Detailed scheme design – end 2017
- Construction complete - end 2018.

## **12. Conclusions**

12.1 Significant preliminary work has been carried out to establish if Thanet Parkway Station is deliverable in terms of rail operation and a robust business case. Work to date concludes that the optimum location for a new station would be just to the west of Cliffsend and also that on current information, it would be commercially viable.

12.2 Consideration has also been given to providing an enhanced Ramsgate Station option. While there are a number of possible options that could be provided, our investigation has concluded that none of these are without significant challenges and disbenefits, and none provide a long term solution. Finally, continuing dialogue has been ongoing with the promoters of Manston Green development who have put forward an option of an alternative site for a parkway station. To date however we do not have evidence to demonstrate that this site would be technically feasible for a new station and the ongoing planning situation places a considerable element of uncertainty over the deliverability of the proposal.

### **13. Recommendation:**

**The Environment and Transport Cabinet Committee** is asked to note the content of this report and make recommendations to the Cabinet Member for Environment and Transport on the proposed decision (as attached decision sheet at Appendix A) to take forward the delivery of Thanet Parkway Station in the location to the west of Cliffsend by:

- a) Commencing land acquisition work;
- b) Undertaking public consultations to support the project development process; and
- c) Undertaking project development work to enable the submission of a planning application and design work for the scheme.

### **14. Background Documents**

Thanet Parkway Station – Proposed Station Technical Note, Steer Davies Gleave, January 2011

Draft Thanet Parkway Station Business Case, Peter Brett Associates, March 2014

### **15. Contact details**

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**Appendix A: Decision Sheet**

**Appendix B: Location of Automatic Half Barriers and optimum station location**

**Appendix C: Low Demand Stations in Kent Served by Southeastern**

**Appendix D: Summary of Benefit Cost Calculations for Thanet Parkway**

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# KENT COUNTY COUNCIL – PROPOSED RECORD OF DECISION

**DECISION TO BE TAKEN BY:**

Cabinet Member for Transport and Environment

**DECISION NO:**

14/00056

**For publication**

**Subject:**

**Thanet Parkway Station – Project Progress**

**Decision:**

As Cabinet Member for Transport and Environment, I agree to take forward the delivery of Thanet Parkway Station in the location to the west of Cliffsend by:

- a) Commencing land acquisition work;
- b) Undertaking public consultations in 2015 and 2016, and;
- c) Undertaking project development work to enable the submission of the planning application and design work for the scheme.

**Reason(s) for decision:**

Decision required to enable project delivery to progress to next phase of work including land acquisition, public consultations, feasibility and detailed design, and further development work to produce a planning application for proposed parkway station.

**Cabinet Committee recommendations and other consultation:**

*To be entered after the meeting and considered by the Cabinet Member when taking the decision.*

**Any alternatives considered:**

Alternatives considered include an enhanced Ramsgate Station option and early consideration of a parkway station at the Manston Green development site.

For Ramsgate Station while there are a number of possible options that could be provided in terms of increasing car parking provision to cater for greater station usage, our investigation has concluded that none of these are without significant challenges and disbenefits, and none provide a long term solution. The issues include increasing traffic through residential streets with associated safety, pollution and congestion, as well as loss of recreation grounds or impacting on existing employment sites.

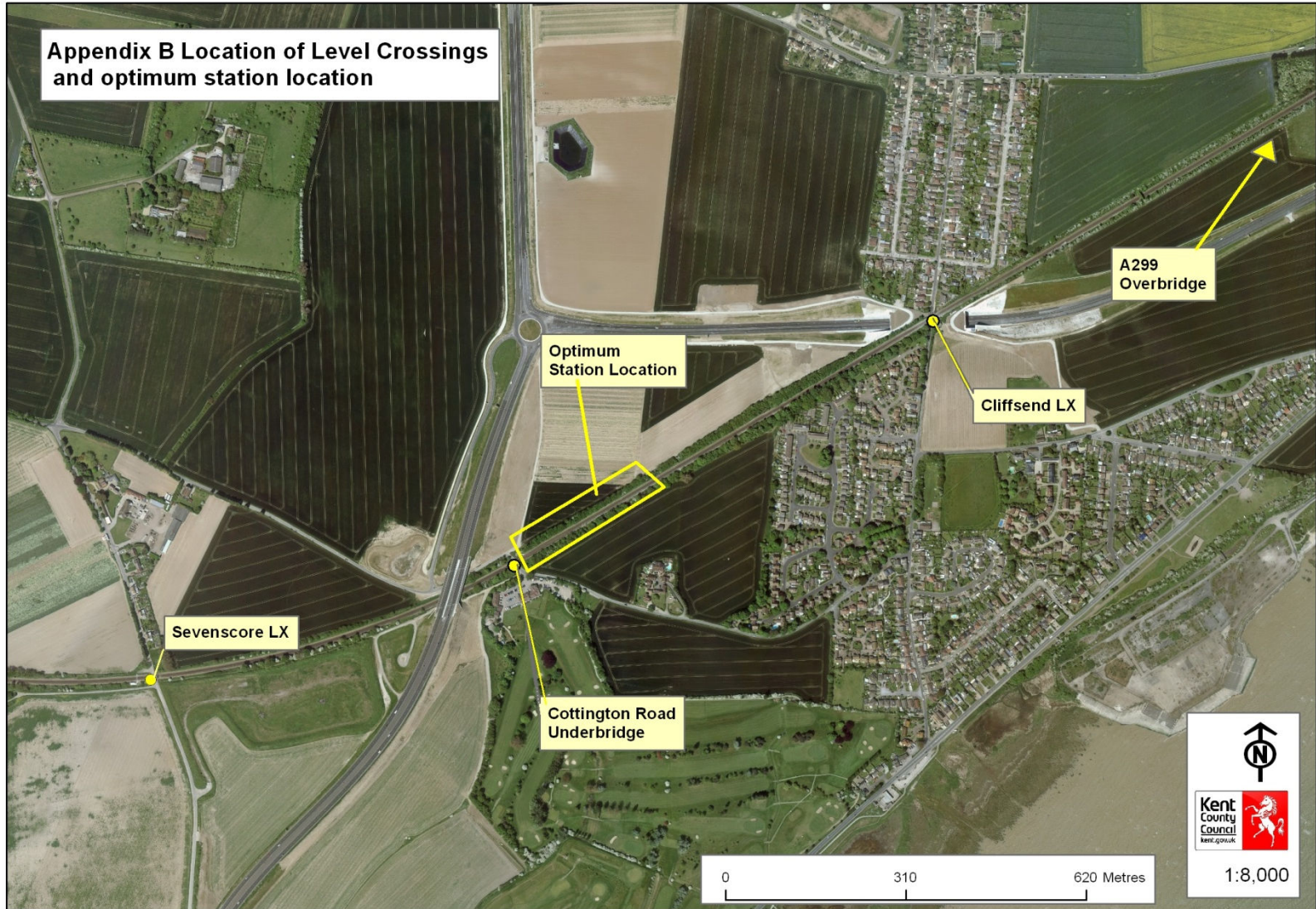
Regarding the Manston Green site, to date no evidence has been provided to demonstrate that this site would be technically feasible for a new station and the ongoing planning situation places a considerable element of uncertainty over the deliverability of the proposal.

**Any interest declared when the decision was taken and any dispensation granted by the Proper Officer:**

signed

date

**Appendix B Location of Level Crossings and optimum station location**



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## Appendix C

### Low Demand Stations in Kent Served by Southeastern

Railway Station	Local Authority	Entries 2012/13	Exits 2012/13	Total demand 2012/13
Ashurst	Tunbridge Wells	12,488	12,488	24,976
Bekesbourne	Canterbury	16,483	16,483	32,966
Beltring	Maidstone	6,576	6,576	13,152
Chilham	Ashford	18,661	18,661	37,322
Dumpton Park	Thanet	14,099	14,099	28,198
East Farleigh	Maidstone	14,897	14,897	29,794
Kearsney	Dover	16,198	16,198	32,396
Kemsing	Sevenoaks	10,012	10,012	20,024
Martin Mill	Dover	15,127	15,127	30,254
Snowdown	Dover	5,332	5,332	10,664
Swale	Swale	1,686	1,686	3,372
Yalding	Maidstone	12,043	12,043	24,086

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## Appendix D:

### Summary of Benefit Cost Calculations for Thanet Parkway

#### Economic appraisal with Parking Charge

Economic Appraisal Summary Table – With Parking Charge	£m PV, 2010 prices and values
<b>Costs - 60 year appraisal period</b>	
Station Capital Costs	15.7
Station Operating Costs	2.1
Car park Operating Costs	2.5
Total Costs (PVC)	20.3
<b>Benefits - 60 year appraisal period</b>	
Additional Rail Revenue	31.7
Parking Revenue	6.2
Kiosk Income	0.8
User Benefits	2.4
Non-User Benefits	2.1
Total Benefits (PVB)	43.1
Indirect Taxation	-1.3
Economic Net Present Value (NPV)	22.8
<b>Benefit: Cost Ratio (BCR)</b>	<b>2.12</b>

#### Economic appraisal without Parking Charge

Economic Appraisal Summary Table – Without Parking Charge	£m PV, 2010 prices and values
<b>Costs - 60 year appraisal period</b>	
Station Capital Costs	15.7
Station Operating Costs	2.1
Car park Operating Costs	0.3
Total Costs (PVC)	18.1
<b>Benefits - 60 year appraisal period</b>	
Additional Rail Revenue	34.4
Parking Revenue	0
Kiosk Income	0.8
User Benefits	2.6
Non-User Benefits	2.2
Total Benefits (PVB)	39.8
Indirect Taxation	-1.3
Economic Net Present Value (NPV)	21.7
<b>Benefit: Cost Ratio (BCR)</b>	<b>2.20</b>

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From: David Brazier, Cabinet Member – Environment & Transport  
John Burr, Director – Highways, Transportation & Waste

To: Environment and Transport Cabinet Committee – 22 July 2014

Subject: 14/00035 - Management and Operation of Household Waste Recycling Centres and Transfer Stations contracts

Classification: Unrestricted

Past Pathway of Paper: None

Future Pathway of Paper: Cabinet Member for decision

Electoral Division: All

**Summary:**

To seek Cabinet Committee endorsement for the award of contracts for the Management and Operation of Household Waste Recycling Centres and Transfer Stations in Kent following a competitive tender process and in accordance with chosen evaluation methodology stated in the published Invitation to Tender.

**Recommendations:**

That the Environment & Transport Cabinet Committee endorse the award of contracts to the preferred tenderers following completion of the procurement process for the provision of the Management and Operation of Household Waste Recycling Centres (HWRC) and Transfer Stations (TS) to ensure service continuity.

- a) Lot 2: Mid Kent facilities – 5 HWRCs; 2 TS
- b) Lot 3: East Kent facilities – 7 HWRCs; 1 TS

**1. Introduction**

1.1 This report provides information concerning a procurement undertaken by KCC Waste Management to identify providers for the management and operation of Household Waste Recycling Centres and Transfer Stations in Kent.

- a) Lot 2: Mid Kent facilities – 5 HWRCs; 2 TSs
- b) Lot 3: East Kent facilities – 7 HWRCs; 1 TS

1.2 It should be noted that Lot 1 West Kent facilities (2 HWRCs; 2 TS) was removed from scope and is operated by CSKL from 1 April 2014. The Council made this business decision for two significant reasons:

- a) KCC was unable to secure a lease arrangement for the Dunbrik HWRC/TS in accordance with the procurement timetable

- b) KCC A21road improvements - significant difficulties have been identified for vehicular access for approximately two years to the North Farm HWRC/TS.

This service provision decision will be regularly reviewed and it is possible, although not certain, that these facilities may be subject to a future, separate procurement process.

1.3 The proposed contracts are required to fulfil the Council's statutory duty as a Waste Disposal Authority for waste arising from district council kerbside collections and waste deposited at HWRCs by Kent householders.

1.4 The proposed contracts for Lots 2 and 3 would be required to commence on 1<sup>st</sup> November 2014 for an initial term of six years.

## **2. Financial Implications**

2.1 The proposed contract spend by KCC will be approximately £7.8m per year for an initial period of up to six years, with a possible extension of up to six years based on performance.

2.2 There is potential to secure financial savings through these new contracts.

## **3. The Report**

3.1 The proposed contracts are required to prevent extension of existing contracts which would be in breach of Procurement Regulations.

3.2 A transparent and accountable procurement process has been used to select providers.

3.3 KCC has a statutory responsibility as the Waste Disposal Authority for the disposal of household waste and as such the contracts subject to this report are a fundamental requirement to ensure waste can be managed cost-effectively and via environmentally sound methods.

3.4 Equality Impact Assessments (EqIAs) have been undertaken to inform the contract specification and assess the impacts of the procurement process. Resulting action plans have been implemented to ensure equitable access for Kent householders with regard to Protected Characteristics. The EqIAs informed the inclusion of equality related mandatory requirements within the tender documents including:

- Designated staff as 'equality champions' for customer care at each facility.
- Ensuring facility signage is clear and appropriate for customers where language and literacy may present as barrier to using the service
- All HWRCs are managed in line with KCC's policies including the Disability Access Scheme.

3.5 HWRC and TS facilities will be leased / licenced to the selected providers through KCC Property.

3.6 Approval for the Cabinet Member for Environment and Transport (Mr David Brazier) to award contracts for the provision of the Management and Operation of Household Waste Recycling Centres (HWRC) and Transfer Stations (TS) following the completion of a competitive tendering process. Contracts will be signed and sealed by Kent County Council's Legal Department.

#### **4. Conclusions**

Robust procurement processes have been undertaken to identify providers. There may be potential to secure financial savings through the new contracts and ensure service continuity to meet the Council's statutory obligation as a Waste Disposal Authority.

#### **5. Recommendations:**

That the Environment & Transport Cabinet Committee endorse the award of contracts to the preferred tenderers following completion of the procurement process for the provision of the Management and Operation of Household Waste Recycling Centres (HWRC) and Transfer Stations (TS) to ensure service continuity.

a) Lot 2: Mid Kent facilities – 5 HWRCs; 2 TS

b) Lot 3: East Kent facilities – 7 HWRCs; 1 TS

#### **6. Background Documents**

6.1 FED list submission 14/00035

<https://democracy.kent.gov.uk/mglIssueHistoryHome.aspx?Ild=29405&PlanId=234>

6.2 Proposed Record of Decision 14/00035

6.3 OJEU Notice

#### **7. Contact details**

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# KENT COUNTY COUNCIL – PROPOSED RECORD OF DECISION

**DECISION TO BE TAKEN BY:**

Mr David Brazier, Cabinet Member for Environment & Transport

**DECISION NO:**

14/00035

**For publication****Subject:**

Award of the Management and Operation of Household Waste Recycling Centres and Transfer Stations contract(s).

**Decision:**

As Cabinet Member for Environment and Transport for the Council, I agree for Kent County Council to proceed to award contracts to the preferred tenderers following completion of the procurement process for the provision of the Management and Operation of Household Waste Recycling Centres (HWRC) and Transfer Stations (TS) to ensure service continuity:

- a) Lot 2: Mid Kent facilities – 5 HWRCs; 2 TS
- b) Lot 3: East Kent facilities – 7 HWRCs; 1 TS

**Reason(s) for decision:**

These are contracts to support waste services to the Growth, Environment and Transport Directorate. These contracts will provide the management and operation of Household Waste Recycling Centres and Transfer Stations. These contracts ensure service continuity for householders to dispose of their waste at HWRCs and support the needs of the district councils as the Waste Collection Authorities for the onward processing / disposal of kerbside collected waste.

A procurement process is underway for transparency and accountable and is supported by budget allocation and stated in 2013-14 and 2014-14 business plans.

**Cabinet Committee recommendations and other consultation:**

A competitive tendering process has been conducted through the Kent Business Portal and with support from KCC Corporate Procurement.

Key consultee groups (including district councils, Corporate Procurement, Legal, Finance, H&S, Corporate Director, Waste officers) have been engaged with to inform contract requirements and tender and evaluation processes, to ensure robust procurement and inform the Cabinet Member's decision to approve the procurement outcome.

**Any alternatives considered:**

A transparent and accountable procurement process has been completed. Continued extension of existing contracts would be in breach of Procurement Regulations.

**Any interest declared when the decision was taken and any dispensation granted by the Proper Officer:**

.....  
signed

.....  
date

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**From:** David Brazier, Cabinet Member for Environment and Transport  
John Burr, Director of Highways, Transportation and Waste

**To:** Environment and Transport Cabinet Committee – 22 July 2014

**Subject:** 14/00085 Highway Resurfacing Contract

**Key decision:** The financial criteria has been exceeded; award of a two year contract for resurfacing works across the whole county which has a minimum annual value of £5 million.

**Classification:** Unrestricted

**Past Pathway of Paper:** This is the first time this matter has been considered by the Cabinet Committee.

**Future Pathway of Paper:** To the Cabinet Member for Environment and Transport for decision.

**Electoral Division:** All

**Summary:** This report sets out details of the countywide Highway Resurfacing Contract which is set out in the 2014/15 Strategic Priority Statements for the Highways, Transportation & Waste Division and follows the established process of market testing this element of highway works on a periodic basis.

**Recommendations:**

That the Cabinet Committee endorse and recommend to the Cabinet Member for Environment and Transport the approval and award of the Highway Resurfacing Contract 2014-16 to Eurovia Infrastructure Ltd; and

That the Cabinet Member for Environment and Transport approves the award of the Highway Resurfacing Contract 2014-2016 to Eurovia Infrastructure Ltd.

**1. Introduction**

A significant part of the annual capital highway works budget is set aside for the delivery of carriageway resurfacing schemes. The principle of procuring the delivery of the Countywide Highway Resurfacing Programme through competitive tendering process was established in 2008 to ensure the maximum benefits from a competitive market's prices. Since then this service has been procured through the market on a regular basis.

**2. Financial Implications**

This ensures that the allocated capital budget for this activity is spent efficiently.

**3. Policy Framework**

This fulfils the principle of achieving value for money.

**4. The Report**

4.1 Annually around 35-40km of the highway network is resurfaced. This generally consists of removing the top layer of the carriageway surface and replacing it with a new one. This protects the lower construction layers of the carriageway from the elements, reinstates carriageway strength and prolongs its life.

4.2 Procurement advice was sought and followed regarding the procurement of a single contract to replace the existing two contracts (North and South Kent) to benefit from the economy of scales. The duration of the new contract is two years with an option for extension by a further two years, on a one year at a time basis (2 + 1 + 1).

4.3 Given the value of the contract an OJEU compliant procurement process was followed, twelve potential tenderers expressed an interest and four submitted priced tenders. The tender evaluation process consisted of three elements; initial assessment (Mandatory Questions), quality and price.

Criteria	Weighting
Mandatory Questions	Yes/No
Price	750
Quality Questions	250

4.4 The initial element consisted of a set of five questions that the tenderers were required to pass before their tender could be progressed to the next stage. One tenderer failed at this stage. Quality and Price accounted for 25% and 75% of the weighting respectively.

4.5 The quality evaluation was based on the assessment of responses to six questions that each tenderer had to provide. The questions were on the topics of; approach to the works, utilisation of the works, new schemes, mobilisation, asphalt plants and approach to construction of the works.

4.6 The price was based on schedule of rates for various sizes of schemes recently delivered. The spread of schemes were based on small, medium and large projects. These reflect different quantity banding in relation to the various schemes anticipated to be delivered through the new contract. These were supplemented with bills of quantities, drawings and traffic restriction/management arrangements that allowed tenderers to price accordingly using detailed and quality information provided by the County Council, which maintains quality of works and ensures cost certainty. The table below shows detail of the outcome of the evaluation process.

Tenderer	Price Score	Quality Score	Total Score
Eurovia Infrastructure Ltd	750.00	177.50	927.50
Contractor A	592.48	185.00	777.48
Contractor B	458.74	71.25	529.99

4.7 Overall the Eurovia Infrastructure Ltd submission represents best value, comparing like for like the cost of delivering the schemes referred to above through the new contract would result in significant savings.

## 5. Conclusions

This exercise has shown that a considered and careful approach to market testing can deliver significant savings whilst maintaining quality and vindicates the decision to market test this element of the highway works. Each year we provide Members with details of the annual programme of schemes in their own Divisions and this is well received. The additional savings made through the award to Eurovia will be utilised to resurface additional road schemes throughout the County. This is good news, especially in light of the severe winter which has caused significant damage to the highway network.

## 6. Recommendations

That the Cabinet Committee endorse and recommend to the Cabinet Member for Environment and Transport the approval and award of the Highway Resurfacing Contract 2014-16 to Eurovia Infrastructure Ltd; and

That the Cabinet Member for Environment and Transport approves the award of the Highway Resurfacing Contract 2014-2016 to Eurovia Infrastructure Ltd.

## 7. Background Documents

Proposed Record of Decision 14/00085 (attached as Appendix A)

## 8. Contact details

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# KENT COUNTY COUNCIL – PROPOSED RECORD OF DECISION

**DECISION TO BE TAKEN BY:**

Mr David Brazier, Cabinet Member for Environment & Transport

**DECISION NO:**

**14/00085**

**For publication**

**Subject: Highway Resurfacing Contract**

**Decision:**

As Cabinet Member for Transport and Environment I agree to award the Highway Resurfacing Contract 2014 – 2016 to Eurovia Infrastructure Ltd.

**Reason(s) for decision:**

Overall Eurovia Infrastructure Ltd's tender represents best value and will result in significant savings in the delivery of resurfacing schemes.

**Cabinet Committee recommendations and other consultation:**

**Any alternatives considered:**

None

**Any interest declared when the decision was taken and any dispensation granted by the Proper Officer:**

.....  
signed

.....  
date

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From: Mike Hill, Cabinet Member, Community Services  
 To: Environment & Transport Cabinet Committee – 22 July 2014  
 Subject: Christmas & New Year 2013-14 Storms & Floods – Final Report

Classification: Unrestricted

Past Pathway of Paper: Cabinet – 7 July 2014  
 Growth, Economic Development & Communities Cabinet Committee – 8 July 2014

Future Pathway of Paper: N/A

Electoral Division: N/A

**Summary:** This report provides the Cabinet Committee with a full review of lessons learned from the Christmas & New Year 2013-14 storms & flooding (and previous severe weather events) and makes recommendations for how the County Council, in collaboration with its partners, can be better prepared to manage such future events and flood risk.

**Recommendations:** The Cabinet Committee is asked to

- a) note and endorse the recommendations outlined in the Action Plan in **Annex 1**; and
- b) once approved, receive further options papers/progress reports on delivery against the Action Plan.

## 1. Introduction

1.1 Members will be aware that the extreme severe weather experienced over Christmas and New Year was unprecedented and presented an exceptionally challenging time for all concerned.

1.2 Indeed, in the Government's 'Flood Support Schemes Guide' sent to Local Authority Chief Executives in flood affected areas by Sir Bob Kerslake, Permanent Secretary, Department for Communities & Local Government (DCLG) and Head of the Civil Service stated:

*'On 5th and 6th December 2013, the worst tidal surges in 60 years struck the east coast of England, leaving a trail of destruction and flooded properties. In addition to the December tidal surges, the country has experienced the wettest winter in over 250 years. This has resulted in many areas of the country remaining on high alert for extended periods as the emergency services, supported by local authorities, statutory agencies and local residents have battled to protect communities'.*

1.3 Notwithstanding that the initial severe storms and rainfall occurred during the Christmas Bank Holiday with many staff on leave and out of county, KCC deployed all its available staff throughout this period to support those communities across the County that were affected, not only by flooding, but by storm damage and power outages.

1.4 Kent was one of the most severely affected areas in the country with some 28,500 properties without power on Christmas Eve and 929 homes and business flooded over the following 8 week period. See **supporting Appendix 1 sections A1 and A2** for a detailed breakdown of properties flooded and other key facts and statistics.

1.5 It is recognised that these unprecedented severe weather events strained not only KCC resources but all other emergency and public services and priority decisions had to be made in order to ensure support to those communities, residents and businesses affected by these events.

1.6 This report provides:

- A summary of the storms & floods that affected Kent between December 2013 and February 2014 & the actions taken by KCC & its multi-agency partners in response;
- Good practice and lessons learned to inform how KCC and its partners can better respond to such emergencies in the future;
- A review of options for managing flood risk in the long-term; and
- Draft Action Plan for taking forward proposed recommendations – see **Annex 1**.

1.7 Whilst this report will focus on the events from 23 December 2013 onwards, to provide further background and context, reference is also made to the preceding severe weather events on 28 October (St Jude storm) and 5 & 6 December (east coast tidal surge).

1.8 Contributions from the following have been used to inform the content of this report:

- Internal KCC and multi-agency debriefs;
- Key internal departments & partner agencies e.g. KCC Flood Risk Management, Environment Agency (EA) and Kent Police;
- Individual responses from residents, businesses and elected representatives; and
- Public consultation meetings and ‘flood fairs’ in affected communities<sup>1</sup>.

1.9 Details of key meetings & event dates are provided in **Appendix 1 section A3**.

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<sup>1</sup> Public meetings with residents / businesses were co-ordinated by the EA via the Parish / Town Councils & the Tonbridge Forum, with attendance from elected members and officers from KCC, District / Borough Councils, Kent Police and Southern Water. Flood fairs are a joint initiative between District / Borough Councils, EA, KCC, Parish / Town Councils & the National Flood Forum - a charity that raises awareness of flood risk & helps communities to protect themselves & recover from flooding.

## 2. Managing Emergencies

2.1 The Civil Contingencies Act 2004 establishes a clear set of roles & responsibilities for those involved in emergency preparedness & response at the local level. The Act divides local responders into 2 categories, imposing a different set of duties on each.

2.2 'Category 1 Responders' are organisations at the core of the response to most emergencies (e.g. the emergency services, local authorities, NHS bodies and the EA) and have statutory responsibilities for the ensuring plans are in place to deal with a range of emergency situations, including flooding. 'Category 2 Responders' (e.g. the Health & Safety Executive, transport and utility companies) are 'co-operating bodies'. They are less likely to be involved in the heart of planning work, but are heavily involved in incidents that affect their own sector. Category 2 Responders have a lesser set of duties - co-operating and sharing relevant information with other Category 1 & 2 Responders.

2.3 Category 1 & 2 Responders come together to form 'Local Resilience Forums' (based on police force areas) which helps co-ordination and co-operation between responders at the local level. In Kent, this is known as the Kent Resilience Forum (KRF), which is chaired by Kent Police who adopt the lead organisation role in most emergency situations.

## 3. Management of the Emergency

3.1 Kent Police undertook the role of lead organisation in the 'emergency response' phases, with each declared emergency given an operational name - see **Appendix 1 section A4** for details.

3.2 During the 'emergency response' phases, a multi-agency 'Gold' Strategic Co-ordinating Group (SCG) and 'Silver' Tactical Co-ordinating Group (TCG) were hosted and chaired by Kent Police at Kent Police Headquarters and Medway Police Station respectively.

3.3 Multi-agency 'Bronze' Operational teams were deployed across the County in specific affected communities (e.g. Yalding, Bridge and the Brishing Dam) and undertook work such as door-knocking, evacuations, sandbagging and public reassurance.

3.4 Led by the Kent Police Gold Commander, the SCG agreed upon a Gold Strategy to guide the response, with the central aim of:

*'Saving and protecting life and property risks to people in Kent and Medway by coordinating multi-agency activity to maintain the safety and security of the public'.*

3.5 The core roles undertaken by KCC were as follows:

- Supporting and, at times, leading multi-agency co-ordination;
- Responding to the effects on the highway network throughout the period dealing with fallen trees, damaged roads, surface water flooding, blocked gullies and more;

- On-scene liaison with partners and affected communities;
- Working with District / Borough Councils to provide temporary accommodation to those who were flooded, with transport arranged to take people from flooded areas to safety;
- Provision of welfare support to those evacuated or in their own homes<sup>2</sup>;
- Co-ordinating support from the voluntary sector<sup>3</sup>; and
- Logistics management of countywide resources such as sandbags.

#### 4. Recovery Management

4.1 As of 18 February, KCC has been the lead organisation in managing the long-term recovery process and has developed a Gold Recovery Strategy with the central aim of:

*'Ensuring partnership working to support the affected individuals, communities and organisations to recover from the floods and return to a state of normality'.*

4.2 To manage the recovery, five task-focused teams have been established with representatives from all appropriate authorities and organisations involved

- Health, Welfare & Communities: KCC Public Health led;
- Environment & Infrastructure: EA led;
- Business & Economy: KCC Business Engagement & Economic Development led;
- Finance, Insurance & Legal: KCC Finance led; and
- Media & Communications: KCC Communications led.

4.3 Central Government are taking a keen interest in progress and key issues, with regular reporting to DCLG and the office of Greg Clark MP, the Flood Recovery Minister for Kent.

#### 5. Lessons Learned

5.1 The following are the main points raised during the relevant debriefs, meetings & individual responses received, which have been used to inform a set of recommendations which are summarised in the Draft Action Plan in **Annex 1**.

5.2 For reference, the draft lessons learned from the KRF multi-agency debrief held on 21st March 2014 can be found at **Appendix 1 section A5**.

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<sup>2</sup> This included vulnerable person checks and provision of food, clothing and other practical support, such as arranging electrical contractors to ensure safety within people's flooded homes and hiring dehumidifiers to support the clear up.

<sup>3</sup> This included undertaking community liaison roles and provision of equipment, practical support (such as first aid, transportation, or provisions for responders) and psycho-social support.

## Pre-Planning & Resilience

### *Identified Successes*

5.3 Overall, KCC and its KRF partners, with joint planning for responding to and management of emergencies, were able to deliver support and assistance to the many communities, individuals and businesses in Kent affected by the severe weather events.

5.4 Staff, systems & procedures coped well when one considers the unprecedented scale, complexity and protracted nature of the events that took place

5.5 There were numerous examples of the commitment & resourcefulness of staff, partners, volunteers and communities to help others in need and to provide practical solutions to real problems for those affected.

### *Areas for Improvement*

5.6 In the early stages of the response, staffing levels were affected by the timing of the emergencies, which occurred over the Christmas Bank Holiday period. Coupled with the sustained and complex nature of the emergency, on occasions considerable demands were placed upon a small number of individuals & teams undertaking crucial emergency response roles. Increased resilience should be established across KCC to be better prepared in the future.

5.7 Although there is no legal obligation on any organisation to provide sandbags and other practical support (e.g. pumps, dehumidifiers), public expectation was, understandably, to the contrary. This was exacerbated throughout the response by a general lack of awareness, mis-communications & inconsistency of approaches adopted.

5.8 Linked to this last point, it has been observed and reported of a general lack of flood awareness and individual / community resilience. For example, in some parts of Kent, 40-50% of the homes and businesses at risk of flooding in Kent are not signed-up to the EA's Floodline Warnings Direct (FWD) Service and so are unlikely to receive any prior warning of flooding – see **Appendix 1 section A6** for more details.

### *Recommendations*

REC1: Undertake a fundamental review & update of key KCC and partnership plans to ensure they are fit-for-purpose for even the most complex and protracted of incidents.

REC2: Provide Cabinet with an options paper for enhancing KCC's resilience, including training a cadre of 'emergency reservists'. Once approved, implement a programme to train, equip & support relevant personnel in readiness for Winter 2014.

REC3: Develop a consistent countywide policy & plans for maintaining & providing sandbags and other practical support to individuals & communities at risk of flooding.

**REC4:** Implement a strategy to encourage greater flood awareness & individual / community resilience, including improving sign-up for the EA's Floodline Warnings Direct (FWD) Service and training local volunteers as Flood Wardens.

### Command, Control, Co-ordination & Communications

#### *Identified Successes*

5.9 Actions by KCC and our partners undoubtedly saved and protected life, livestock and properties.

5.10 As the emergency progressed, joint plans, procedures and working arrangements matured, informed by the experiences of previous events.

5.11 When established, multi-agency co-ordination was effective, particularly when this was co-located. Specifically, Bronze / Operational teams deployed on the ground provided an effective and invaluable link into affected communities, particularly when communication and transport links were disrupted.

5.12 Throughout the sequence of events, the voluntary sector provided extremely valuable support, demonstrating a high level of professionalism, dedication and capability.

#### *Areas for Improvement*

5.13 Feedback from debriefs, public consultations & flood fairs suggest that the EA's flood warnings were not always received or there was difficulty in receiving warnings, particularly as power supplies were disrupted. Additionally, many residents received conflicting warnings, were unsure of the level of risk & therefore the relevant actions they should take.

5.14 KCC and its partners responded to emergency calls throughout Christmas Eve, Christmas Day & Boxing Day. However, pressure on staffing levels due to the Bank Holiday & sheer volume / complexity of incidents that were being reported led to delays in establishing co-ordinated multi-agency support structures in key affected communities (e.g. Tonbridge, Hildenborough, East Peckham, Yalding & Maidstone) until the following weekend which, understandably, has angered many residents & businesses.

5.15 Additionally, partner agencies, residents & businesses alike all suffered from a lack of / poor quality engagement & support from the utilities companies, particularly the power, water & sewerage providers.

5.16 Information management was a continual challenge – difficulties in obtaining critical information when it was need and, vice versa, information overload at times of intense pressure.

#### *Recommendations*

**REC5:** Undertake a fundamental review & update of the EA's Floodline Warnings Direct (FWD) Service for communities with high / complex flood risk.

REC6: Develop enhanced arrangements for warning & informing the public in flooding / severe weather scenarios, including contingency arrangements in the event of power outages and greater usage of social media.

REC7: Develop multi-agency arrangements to provide critical 'on scene' liaison & support to affected communities e.g. via multi-agency 'Bronze' / Operational teams.

REC8: Work with DCLG and the Flood Recovery Minister for Kent to bring pressure to bear on utilities companies to improve their arrangements for engaging with & supporting partners & customers.

REC9: Streamline & enhance existing multi-agency information management protocols & systems for sharing critical data in the planning for & management of emergencies.

### Escalation, De-Escalation & Recovery

#### *Identified Successes*

5.17 Central Government colleagues have commended KCC and our partners for our approach in a number of key areas, and are promoting these as good practice e.g. early identification & monitoring of warnings / developing situations and a flexible / proportionate approach; and recovery management arrangements developed during Operation Sunrise 4.

#### *Areas for Improvement*

5.18 Some partners felt that, at times, there were delays in 'standing up' the co-located multi-agency emergency response co-ordination arrangements and, conversely, that these were occasionally stood-down too soon, declaring the 'emergency' over and handing-over to the 'recovery' phase.

5.19 Delays in involvement / support from Central Government caused difficulties for partners and the public over Christmas / New Year period. Conversely, once Central Government command & control was put in place, requests for detailed information at very short notice placed an additional burden on local responders.

5.20 The financial support schemes brought in by Central Government have also been difficult to interpret and implement at the local level, and do not adequately reflect the significant burdens placed on County Councils e.g. most schemes are focussed towards the Districts / Borough Councils, with significant cost incurred by KCC currently unlikely to qualify for central support.

#### *Recommendations*

REC10: Formalise the recovery management structures developed during Operation Sunrise 4 and adopt these as good practice.

REC11: Develop protocols to support emergency responders in deciding when to escalate / de-escalate to / from the 'emergency response' & 'recovery' phases.

REC12: Influence Central Government to secure additional financial support in recognition of the severe burden that these incidents have placed on KCC.

## 6. Flood Risk Management

6.1 As well as lessons learned to improve how KCC prepares for and manages flooding emergencies in the future, consideration must also be given to roles of each organisation and the broader flood risk management options available for preventing or reducing the likelihood and / or impacts of flooding occurring.

### Roles & Responsibilities

6.2 EA: Responsible for taking a strategic overview of the management of all sources of flooding and coastal erosion. This includes, for example, setting the direction for managing the risks through strategic plans; working collaboratively to support the development of risk management and providing a framework to support local delivery including the administration of Flood Defence Grant in Aid (FDGiA). The Agency also has operational responsibility for managing the risk of flooding from main rivers, reservoirs, estuaries and the sea, as well as being a coastal erosion risk management authority.

6.3 KCC: Lead Local Flood Authority (LLFA) for Kent as defined by the Flood and Water Management Act (2010) and has a role to provide strategic overview of local flooding, which is defined as flooding from surface water, groundwater and ordinary watercourses (watercourses that are not main rivers). As part of its role as LLFA KCC has prepared and adopted the Kent Local Flood Risk Management Strategy, which sets out the objectives for managing local flood risks in Kent. All risk management authorities must act consistently with the local strategy.

Highway Authority for Kent - has a role to maintain safe conditions on the roads by taking appropriate actions that may include the provision of temporary flood warning signs, clearance of flood water, reactive cleansing of the highway drainage system and the organisation of road closures and traffic diversions when roads become flooded.

6.4 District / Borough Councils: Key partners in planning local flood risk management and can carry out flood risk management works on minor watercourses, working with LLFA and others, including through taking decisions on development in their area which ensure that risks are effectively managed. Districts / Boroughs and Unitary Authorities in coastal areas also act as coastal erosion risk management authorities.

6.5 Internal Drainage Boards: Independent public bodies responsible for water level management in low lying areas, also play an important role in the areas they cover (approximately 10% of England at present), working in partnership with other authorities to actively manage and reduce the risk of flooding.

6.6 Water and Sewerage Companies: Responsible for managing the risks of flooding from water and foul or combined sewer systems, providing drainage from buildings and yards.



## Effectiveness of River & Flood Management Assets

6.7 Partners, residents & businesses alike have raised a number of queries & concerns regarding the effectiveness of river & flood management systems / assets operated by the EA and Southern Water, including:

- EA: dredging of rivers and the operation of the Leigh Barrier and sluice gates at Yalding & Allington; and
- Southern Water: lack / effectiveness of non-return valves in preventing sewage flooding, particularly in the Tonbridge area.

### *Recommendations*

REC13: EA / Southern Water to respond to queries / concerns regarding the perceived lack / effectiveness of their management of rivers & flood management systems / assets.

## Potential Flood Defence Schemes – information supplied by the EA

6.8 Approximately 65,000 homes and businesses are at risk of fluvial or coastal flooding in Kent, of which 38,000 currently benefit from flood defences with 27,000 not benefitting from defences. The EA has identified a further £194m of investment which would protect an additional 17,000 properties, between now and 2021. It has also identified further schemes identified for 2021 and beyond through its pipeline development programme.

6.9 The EA has worked successfully in the past with KCC and the private sector to implement flood risk management schemes such as the Sandwich Town Tidal Defence Scheme. It has also attracted additional partnership funding from a range of contributors including private businesses, developers and other government departments. There is a need to continue to work together to secure funding for priority schemes.

6.10 The recent flooding across the County has reinforced the need to accelerate this investment to reduce the risk of flooding. The EA in Kent & South London has secured £27.4m FDGiA for 2014-15. This will allow the EA to progress schemes including:

- Broomhill Sands Sea Defences
- Sandwich Town Tidal Defences
- Leigh Barrier Mechanical / Electrical Improvements
- Study into Yalding Storage on the Beult
- Denge shingle re-nourishment
- East Peckham (Medway) Flood Alleviation Scheme (FAS)
- Aylesford Property-Level Protection Scheme (£50k contribution from KCC)
- Repairing assets damaged in the recent coastal surge and fluvial floods

### *Flood Defence Grant in Aid (FDGiA)*

6.11 In order to protect areas at Kent at risk of flooding investment is required in flood defences. The government will contribute to flood defences through FDGiA. However, current rules mean that schemes are rarely fully funded through this grant.

Additional contributions or partnership funding is required to make up the shortfall. Without partnership funding flood defence schemes cannot be delivered.

6.12 The Government's partnership funding mechanism means that each scheme must have a minimum cost benefit of 8 – 1 and a partnership funding score of more than 100% in order to achieve Government allocated FDGiA. The EA has identified priority locations for accelerating flood defence projects based on people at risk and economic development including Yalding and Tonbridge that do not currently meet FDGiA criteria.

6.13 Areas that require investment to deliver flood defences in Kent include:

- The Leigh Flood Storage Area (FSA) and Lower Beult;
- East Peckham;
- Five Oak Green;
- South Ashford;
- Dover;
- Whitstable & Herne Bay;
- Folkestone; and
- Canterbury.

6.14 See **Appendix 1 section A7.4** for a detailed financial breakdown of each scheme.

### *Recommendations*

**REC14:** Explore all possible opportunities with partners and beneficiaries to contribute to the priority flood defence schemes required in Kent, including influencing the EA, Defra & HM Treasury to secure funding to deliver the schemes that do not currently receive sufficient FDGiA funding even with substantial partnership contributions.

### Highway Drainage Improvements

6.15 The County Council is responsible for the maintenance of 5,400 miles of public highway including 250,000 roadside drains and associated drainage systems. The weather this winter highlighted numerous pinch points in the drainage network. Some of these are being addressed by the implementation of an enhanced cleansing regime however in a large number of cases work is required to improve the functionality of the system.

In response, the County Council is investing an additional £3m to enable the delivery of 120 drainage improvement schemes in 2014/15. Renewals and improvements are being prioritised on the basis of the frequency of flooding and the risk posed to highway safety, properties adjacent to the highway and network disruption.

### Other Flood Risk Management Options

6.16 Work is also currently on-going in the county by the EA and KCC to improve our understanding of flood risk and investigate options to provide protection. These include:

- Spatial & land-use planning & drainage;
- Personal flood resilience;
- High / complex flood risk communities; and

- Surface water management.

In most of the above areas, existing strategies and programmes of work are maintained by the relevant authorities. However, in light of recent events and the issues / opportunities highlighted in **Appendix 1 section A8** the following recommendations are made.

### *Recommendations*

**REC15:** Ensure the consequences of flood risk are fully considered before promoting development in flood risk areas by consulting all organisations with a role in flood risk management and emergency management.

**REC16:** Implement a strategy to encourage greater awareness & take-up of individual & community flood protection measures e.g. property-level protection, sandbags.

**REC17:** Support awareness & implementation of key initiatives to support communities with high / complex flood risk, particularly e.g. Surface Water Management Plans (SWMPs), Multi-Agency Flood Alleviation Technical Working Groups

**7. Recommendations:** The Cabinet Committee is asked to a) note and endorse the recommendations outlined in the Action Plan in **Annex 1**; and b) once approved, receive further options papers / progress reports on delivery against the Action Plan.

## **8. Supporting Information**

### 8.1 Annex 1. Draft Action Plan

### 8.2 Appendix 1 – Christmas & New Year 2013-14 Storms & Floods Final Report Sections as follows:

- A1. Numbers of Properties Flooded;
- A2. Key Facts & Statistics;
- A3. Key Meeting & Event Dates
- A4. Summary of Emergency Response Operations;
- A5. Kent Resilience Forum (KRF) Multi-Agency Debrief - Draft Lessons Learned;
- A6. Floodline Warnings Direct (FWD) Service;
- A7. Potential Future Flood Defence Schemes; and
- A8. Other Flood Risk Management Options.

### 8.3 Background Documents

*Christmas / New Year Storms & Floods Update Report to KCC Cabinet (22 January 2014)*

<https://democracy.kent.gov.uk/mgConvert2PDF.aspx?ID=44733> (Report & <https://democracy.kent.gov.uk/mgConvert2PDF.aspx?ID=44762> Appendices)

*Kent Local Flood Risk Management Strategy*

<http://www.kent.gov.uk/about-the-council/strategies-and-policies/environment-waste-and-planning-policies/flooding-and-drainage-policies/kent-flood-risk-management-plan>

*Local Surface Water Management Plans*

<http://www.kent.gov.uk/about-the-council/strategies-and-policies/environment-waste-and-planning-policies/flooding-and-drainage-policies/surface-water-management-plans>

*Revenue & Capital Budget Monitoring Report to KCC Cabinet (28<sup>th</sup> April 2014)*

<https://democracy.kent.gov.uk/mgConvert2PDF.aspx?ID=46275>

*Flood Support Schemes – Funding Available from Central Government*

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/304805/Flood\\_Recovery\\_-\\_Summary\\_of\\_Support\\_Guide.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/304805/Flood_Recovery_-_Summary_of_Support_Guide.pdf)

*DfT Pothole Challenge Fund*

<https://www.gov.uk/government/news/councils-urged-to-apply-for-168-million-pothole-repair-fund>

*Severe Weather Impacts Monitoring System (SWIMS)*

<http://www.kent.gov.uk/business/Business-and-the-environment/severe-weather-impacts-monitoring-system-swims>

## **9. Contact Details**

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## Draft Action Plan

No.	Recommendation	Lead / Supporting Action Owner(s)	Start Date	End Date
REC1	Undertake a <b>fundamental review &amp; update of key KCC and partnership plans</b> to ensure they are fit-for-purpose for even the most complex and protracted of incidents.	KCC / KRT	Jun 2014	Nov 2014
REC2	Provide Cabinet with an <b>options paper for enhancing KCC's resilience</b> , including training a cadre of 'emergency reservists'. Once approved, implement a programme to train, equip & support relevant personnel in readiness for Winter 2014.	KCC	Aug 2014	Nov 2014
REC3	Develop a <b>consistent countywide policy &amp; plans for maintaining &amp; providing sandbags and other practical support</b> to individuals & communities at risk of flooding.	KRT / Districts & Boroughs / EA	July 2014	Nov 2014
REC4	Implement a <b>strategy to encourage greater flood awareness &amp; individual / community resilience</b> , including improving sign-up for the EA's Floodline Warnings Direct (FWD) Service and training local volunteers as Flood Wardens.		Apr 2014	Nov 2014
REC5	Undertake a <b>fundamental review &amp; update of the Floodline Warnings Direct (FWD) Service</b> for communities with high / complex flood risk.	EA / KRT	July 2014	Nov 2014
REC6	Develop <b>enhanced arrangements for warning &amp; informing the public in flooding / severe weather scenarios</b> , including contingency arrangements in the event of power outages and greater usage of social media.			
REC7	Develop <b>multi-agency arrangements to provide critical 'on scene' liaison &amp; support</b> to affected communities e.g. via multi-agency 'Bronze' / Operational teams.	KRT	July 2014	Nov 2014
REC8	Work with DCLG and the Flood Recovery Minister for Kent to <b>bring pressure to bear on utilities companies</b> to improve their arrangements for engaging & supporting partners & customers.	KRT / KCC / EA	Ongoing	
REC9	Streamline & enhance existing <b>multi-agency information management protocols &amp;</b>	KRT	July 2014	Nov 2014

No.	Recommendation	Lead / Supporting Action Owner(s)	Start Date	End Date
	<b>systems</b> for sharing critical data in the planning for & management of emergencies.			
REC10	<b>Formalise the recovery management structures</b> developed during Operation Sunrise 4 and adopt these as good practice.			
REC11	Develop <b>protocols to support emergency responders in deciding when to escalate / de-escalate</b> to / from the 'emergency response' & 'recovery' phases.	KRT	July 2014	Nov 2014
REC12	<b>Influence Central Government to secure additional financial support</b> in recognition of the severe burden that these incidents have placed on KCC.	KCC	Ongoing	
REC13	EA / Southern Water to respond to queries / concerns regarding the <b>perceived lack of / effectiveness of their rivers &amp; flood management systems / assets</b>	EA / Southern Water	July 2014	Sept 2014
REC14	<b>Explore all possible opportunities with partners and beneficiaries to contribute to the priority flood defence schemes required in Kent</b> , including influencing the EA, Defra & HM Treasury to secure funding to deliver the schemes that do not currently receive sufficient FDGiA funding even with substantial partnership contributions.	KCC & Districts & Boroughs	Ongoing	
REC15	Ensure the <b>consequences of flood risk are fully considered before promoting development in flood risk areas</b> by consulting all organisations with a role in flood risk management and emergency management.	Districts / Boroughs / KCC, EA & KRT	Apr 2014	Mar 2015
REC16	Implement a <b>strategy to encourage greater awareness &amp; take-up of individual &amp; community flood protection measures</b> e.g. property-level protection, sandbags.	KRT / Districts / Boroughs / EA		
REC17	<b>Support awareness &amp; implementation of key initiatives to support communities with high / complex flood risk, particularly</b> e.g. Surface Water Management Plans (SWMPs), Multi-Agency Flood Alleviation Technical Working Groups	Various leads, determined by nature of flood risk	Ongoing	

\* Action Owners listed here are illustrative and these lists are not exhaustive. Work will need to involve a broader range of organisations with flood risk management responsibilities.

## Christmas & New Year 2013-14 Storms & Floods Final Report

### A1. Numbers of Properties Flooded

A1.1 As of 15<sup>th</sup> May 2014, the following are the latest figures provided by the EA and Districts / Boroughs to the Department of Communities & Local Government (DCLG).

County	Residential	Commercial	Total
Surrey	1,971	342	2,313
Thames Valley	635	295	930
<b>Kent</b>	<b>731</b>	<b>198</b>	<b>929</b>
Lincolnshire	662	106	768
Wiltshire	484	56	540
Cornwall (incl. the Isles of Scilly)	267	144	411
North Lincolnshire	339	70	409
Dorset	252	81	333
Norfolk	215	69	284
Devon	121	85	206
West Sussex	112	18	130
East Sussex	81	16	97

A1.2 Detailed breakdown of properties flooded in Kent.

Authority Area	Residential	Commercial	Total
Ashford	-	1	1
Canterbury	40	4	44
Dartford	10	3	13
Dover	30	6	36
Gravesham	2	-	2
Maidstone	207	55	262
Medway	3	2	5
Sevenoaks	30	6	36
Shepway	8	1	9
Swale	36	17	53
Thanet	-	-	0
Tonbridge & Malling	335	101	436
Tunbridge Wells	30	2	32
<b>Total</b>	<b>731</b>	<b>198</b>	<b>929</b>

Important Note: These figures presented are likely to be an underestimate as they mainly consist of properties known to have been flooded by rivers, groundwater or groundwater-fed rivers. Information on numbers of properties flooded by surface water or sewage is less certain. Additionally, many hundreds more properties were indirectly affected by flooding (loss of utilities, access etc.) e.g. Tonbridge & Malling Borough Council (TMBC) estimate 720 businesses indirectly affected in their area.

## A2. Key Facts & Statistics

A2.1 The following is a snapshot of key facts & statistics from Operation Vivaldi and Operations Sunrise 2, 3 & 4.

A2.2 A comprehensive report into the key facts & statistics, costs & demands (collated using the Severe Weather Impact Monitoring System - SWIMS) from all the severe weather events experienced over Winter 2013-14, will be tabled by KCC Sustainability & Climate Change Team later in the coming months.

- **4.7m** – peak sea levels in Dover on 5<sup>th</sup> & 6<sup>th</sup> December, the highest recorded since 1905. The Environment Agency (EA) estimates that the tidal impacts in Sandwich were equal to a 1 in 200 year event and the biggest tidal event to impact Kent since the devastating event of 1953.
- **120mm** of rainfall falling between 19<sup>th</sup> to 25<sup>th</sup> December on already saturated ground on the Upper Medway catchment. December 2013 was the wettest December for 79 years.
- **342m<sup>3</sup> / second** – the highest ever peak flows upstream of Leigh Barrier Flood Storage Area (FSA) were recorded on Christmas Eve.
- **91** x Flood Alerts, **73** x Flood Warnings and **5** x Severe Flood Warnings issued by the EA for Kent since December.
- **28,500** properties without power in Kent on Christmas Eve.
- **929** properties flooded in Kent since Christmas Eve. In the 2000 floods, approximately 1000 properties were flooded in Kent.
- **50,000** sandbags provided by KCC, District / Borough Councils and the EA to help protect at risk communities.
- **6,400** hours worked by KCC Emergency Planning staff since 20<sup>th</sup> December in response to the storms & floods, including 1,300 out-of-hours and sustained periods where the County Emergency Centre (CEC) was operating 24 hours a day.
- **88** flood victims supported by Kent Support & Assistance Service (KSAS) with essential cash, goods and services.
- **32,000** calls received by KCC Highways & Transportation in January, a 150% increase in normal call volumes.
- **6km** of public rights of way in need of repair.
- **£8.6m** central government grant received by KCC under the 'Severe Weather Recovery Scheme' to help repair damaged highways infrastructure<sup>1</sup>.
- **£3m** new investment by KCC Highways & Transportation into significant drainage schemes to improve existing infrastructure that was impacted by the floods.

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<sup>1</sup> KCC Finance is exploring the potential for additional central funding being progressed by KCC Finance, under the Bellwin Scheme and the 'Pothole Challenge Fund'.



### A3. Key Meeting & Event Dates

A3.1 The following is a summary of key debriefs, public consultation meetings and flood fairs, feedback from which has been used to inform this report.

Date	Details	Location
3 <sup>rd</sup> December 2013	Kent Resilience Forum (KRF) multi-agency debrief for Op. Sunrise 1	Kent Police HQ
4 <sup>th</sup> February 2014	Public consultation meeting	Hildenborough
	Public consultation meeting	Faversham
5 <sup>th</sup> February 2014	Public consultation meeting	Danvers Road, Tonbridge
12 <sup>th</sup> February 2014	Public consultation meeting	East Peckham
17 <sup>th</sup> February 2014	Public consultation meeting	Tonbridge Forum
19 <sup>th</sup> March 2014	Public consultation meeting	Collier Street
21 <sup>st</sup> March 2014	KRF multi-agency debrief for Op. Vivaldi and Ops. Sunrise 2, 3 & 4	Kent Police HQ
28 <sup>th</sup> March 2014	KCC internal debrief for Op. Vivaldi and Ops. Sunrise 2, 3 & 4	KCC
5 <sup>th</sup> April 2014	Flood fair	East Peckham
12 <sup>th</sup> April 2014	Flood fair	Hildenborough
8 <sup>th</sup> , 13 <sup>th</sup> & 19 <sup>th</sup> April 2014	Flood fair	Yalding
26 <sup>th</sup> April 2014	Flood fair	Little Venice Caravan Park & Tovil
27 <sup>th</sup> April 2014	Flood fair	Maidstone
3 <sup>rd</sup> May 2014	Flood fair	Tovil & East Farleigh
4 <sup>th</sup> May 2014	Flood fair	Clifford Way, Maidstone
10 <sup>th</sup> May 2014	Flood fair	Yalding
11 <sup>th</sup> May 2014	Flood fair	Little Venice Caravan Park

### A4. Summary of Emergency Response Operations

#### A4.1 Important Notes

- The sequence of severe weather events, which necessitated complex & protracted multi-agency emergency operations are summarised below.
- The date ranges and operational names outlined above refer specifically to the 'emergency phase' of these events, where the situation is deemed to present a risk to life. For several days and weeks preceding and superseding each event, a significant multi-agency effort in the pre-planning for, and recovery from, each incident was put in place throughout and beyond these periods.
- Indeed, to date the recovery operations are still ongoing for the Christmas / New Year events, some 4 months later.
- A range of additional complex and challenging events also occurred during this period, including:

- Significant operations to prevent flooding from Brishing Dam at Boughton Monchelsea;
- Widespread surface water flooding in Eynsford (17<sup>th</sup> to 19<sup>th</sup> January);
- A 'mini tornado' on 27<sup>th</sup> January; and
- A number of sink-holes causing disruption, including a 15ft deep hole on the M2 central reservation (11<sup>th</sup> February).

#### A4.2 'Operation Sunrise 1': 28<sup>th</sup> October 2013

- St Jude Storm – Winds speeds in excess of 90mph hit the County causing widespread disruption to travel & power supplies and, tragically, one fatality.

#### A4.3 'Operation Vivaldi': 5<sup>th</sup> & 6<sup>th</sup> December 2013

- Spring tides combined with a tidal surge caused flooding along the East and South UK coastline impacting much of Kent coastline. The EA issued 5 x Severe Flood Warnings, 3 x Flood Warnings & 6 x Flood Alerts to homes and businesses. 41,000 properties were protected by flood walls, banks and other flood risk management assets along the Kent coast and estuaries. 58 properties were flooded.

#### A4.4 'Operation Sunrise 2': 23<sup>rd</sup> to 27<sup>th</sup> December 2013

- Storm force winds (60-70mph) leave 28,500 properties without power. Heavy rainfall on already saturated catchments causes river, surface water and sewage flooding across Kent, particularly in the north and west of the county. Numerous communities suffered flooding, with hundreds of homes and many businesses affected. Edenbridge, Tonbridge and Hildenborough, East Peckham, Yalding, Collier Street and surrounding communities, Maidstone, and South Darenth, amongst other locations, were all significantly affected.

#### A4.5 'Operation Sunrise 3': 4<sup>th</sup> to 6<sup>th</sup> January 2014

- A sudden deterioration in weather conditions threatened to bring further flooding of severity akin to that experienced over Christmas to already affected communities, and elsewhere. A significant multi-agency operation was put in place (including Military assistance) to provide thousands of sandbags for communities at risk.

#### A4.6 'Operation Sunrise 4': 6<sup>th</sup> to 18<sup>th</sup> February 2014

- Heavy rainfall continued into February 2014. As the rainfall soaked into the ground we experienced extremely high groundwater levels. In some locations groundwater flooding exceeded previously recorded levels by over 1 metre. The peak of the event was experienced towards the end of February and communities were subject to both groundwater flooding and flooding from groundwater fed rivers. The impacts of groundwater flooding in Kent were widespread with particular concentration along the Elham Valley. A multi-agency response to the groundwater flooding and pre-planned measures were deployed to reduce the damage to communities vulnerable to groundwater flooding, including over-pumping of sewage by Southern Water and a significant sand-bagging operation.

## **A5. Kent Resilience Forum (KRF) Multi-Agency Debrief – Draft Lessons Learned**

### A5.1 Important Note

- The following are initial draft lessons identified through the KRF multi-agency debrief process hosted by Kent Police on 21st March 2014.
- At time of writing these have yet to be agreed with partners, but Kent Police will shortly be circulating a draft debrief report to all partners for consultation.

### A5.2 Pre-Planning & Resilience

- Kent Resilience Team (KRT) to develop guidance for the public in a range of situations advising them of which agencies are responsible for which issues within their areas, and who will provide what information.
- Pan-Kent flood response plans to be reviewed to ensure they are cognisant of arrangements and contingencies across all levels, including Parish, District / Borough and County.
- Review of emergency plans to ensure use of social media for warning and informing purposes is included.
- A number of respondents cited the benefit of taking part in Training & Exercising programmes at National and Regional level which left us better placed than in previous flooding events.
- It was suggested that adoption a similar programme focussed at district level would have eased some of the more local issues and built working relationships. The KRT should work with local partners to deliver a number of District / Borough based exercises focussed on civil emergency type scenarios.
- KRF to maximise training & exercising opportunities for staff attending the multi-agency Tactical Co-ordination Centre (TCC) / Strategic Co-ordination Centre (SCC), including the College of Policing's Multi-Agency Gold Incident Command (MAGIC) training course.
- Resilience in a number of partner agencies was stretched, particularly Category 2 responders and those with regional responsibilities.
- This impacted on maintaining a physical presence at the TCC and participation in the TCG process.
- Some agencies not present on the ground outside normal working hours.
- Bank holiday staffing particularly over Christmas period was lacking.
- Sustained nature of the operation presented problems for maintaining staffing at TCC / SCC.

### A5.3 Command, Control, Co-ordination & Communications

- The operation was acknowledged as being tactically led, those Districts / Boroughs which involved an Operational Coordination Group at Bronze level reported a higher level of multi-agency understanding and coordination at ground level.
- Commonly Recognised Information Picture (CRIP) template to include location maps in future.
- Teleconferencing facilities in the SCC have now been upgraded to allow a greater volume of dial-in from partner agencies.

- The multi-agency room within the TCC at Medway has also been upgraded to allow hardwiring of partners IT systems, to allow a quicker transfer of information.
- It was considered that Airwave radio interoperability was not used to full effect on ground.
- Single countywide Silver control was acknowledged as being fit for purpose, non-blue light agencies would not have been able to cope with multiple TCCs.
- Decision to locate the Scientific & Technical Advice Cell (STAC) at TCC was considered sound, in view of the operation being tactically driven.
- Confusion about who the key decision maker should be for ordering evacuation.
- Clearer command protocols need to be developed between responsibilities of County / District / Parish councils e.g. evacuation, sandbag distribution.
- KRT to develop clear guidance for partner agencies to understand decision making process and responsibilities of each agency in a range of civil emergency situations.

#### A5.4 Escalation, De-Escalation & Recovery

- Escalation from Severe Weather Advisory Group (SWAG) with a proportionate Silver Control, set-up to flex into a functional TCC was identified as good practice.
- Need to ensure understanding of status of incident to each agency.
- Clear and distinct lines of communication are needed to ensure dissemination of escalation / de-escalation of operations. It is not sufficient to only include this in CRIP or minutes from meetings.
- KRT to develop protocols for establishing tipping points at which point an event or situation escalates into an emergency and when the 'response' phase may be safely de-escalated into the 'recovery' phase.
- The relationship between the Recovery Working Group (RWG) and the SCG during the 'emergency' phase was unclear. However, recovery structures subsequently developed during Operation Sunrise 4 to be formalised and adopted by KRT as best practice.
- Menu of capabilities of agencies / organisations to be developed by KRT for assets available for on-going deployment during 'recovery' phase.

#### **A6. Floodline Warnings Direct Service (FWD) – information supplied by the EA**

- The EA will be working with affected communities, KCC and other partners, to learn the lessons of the flooding and how it can make its FWD service even more effective. This will include providing warnings to communities that were not able to receive a warning, making warnings more focussed on particular communities, and developing Flood Warden schemes in at risk communities.
- One of the challenges during the flooding was providing consistent and trusted information to communities prompting appropriate action. Where Flood Wardens or community leaders were able to be involved in this activity it proved effective. The EA is working with Parish Councils, District / Borough Councils and KCC to establish Flood Warden Schemes in communities, especially those with a complex flood risk where the benefit can be greatest. Amongst others, the communities of central Tonbridge and Hildenborough are communities where we are supporting flood wardens.

- Registering with FWD allows customers to register multiple contact details (mobile, e-mail etc) and manage which messages they receive e.g. Flood Alerts, Flood Warning no-longer in force etc. This increases our ability to get a message through, and provide a good level of service. In areas of relatively low take-up e.g. where fewer people have registered) the EA has automatically registered properties. This is a positive step because it allows the EA to provide a service and warning to those who wouldn't otherwise have received one. However, it only uses home landline contact details (provided by BT). This therefore has a higher message failure rate, and because people haven't chosen to register, there is a lower level of engagement with the service
- The importance of receiving Flood Warnings means that a partnership effort is needed to encourage people to:
  - Sign-up:  
In some parts of Kent, take-up is as low as 51% of those properties for whom the EA is able to alert via the FWD Service.
  - Keep their details up to date and provide multiple contact numbers:  
The most common reason for warning messages not being received is out of date contact details. 1 in 4 people have been automatically signed-up to receive Flood Warnings, meaning that only basic contact details are available e.g. landline telephone.
  - Act: When they receive a Flood Warning: we have received some feedback that people were waiting for a Severe Flood Warning to be issued before acting, when a Flood Warning indicates immediate action required.

#### *Take-Up of the FWD Service Across Kent<sup>2</sup>*

Percentage of 'at risk' properties offered the FWD Service	91%
Percentage of Flood Zone 2 properties registered	76%
Percentage of Flood Warning Area properties registered	84%

#### *Take-up of the FWD Service by District / Borough Council Area*

<b>Authority Area</b>	<b>Nos. of Properties Offered FWD Service</b>	<b>Take-up of FWD Service (Fully Registered)</b>	<b>Take-up of FWD Service (Automatically Registered)</b>	<b>% Take-up of Properties (Fully or Automatically Registered)</b>
Ashford	2,360	1,459	1,012	104.70%
Canterbury	7,770	4,728	1,850	84.66%
Dartford	3,198	844	1,365	69.07%
Dover	7,591	5,424	1,241	87.80%
Gravesham	2,125	554	808	64.09%
Maidstone	2,966	1,440	917	79.47%
Sevenoaks	1,738	1487	467	112.43%
Shepway	133,80	8,741	3,092	88.44%
Swale	9,981	3,686	3,788	74.88%
Thanet	671	133	215	51.86%
Tonbridge &	3,715	2,200	972	85.38%

<sup>2</sup> Data correct as of 31/03/14

Authority Area	Nos. of Properties Offered FWD Service	Take-up of FWD Service (Fully Registered)	Take-up of FWD Service (Automatically Registered)	% Take-up of Properties (Fully or Automatically Registered)
Malling				
Tunbridge Wells	542	276	149	78.41%

## **A7. Potential Future Flood Defence Schemes in Kent – information supplied by the EA**

### A7.1 Leigh Flood Storage Area (FSA)

- The EA is working hard to communicate better the purpose of the Leigh FSA and its operation<sup>3</sup>. On 24<sup>th</sup> December, 5.5million cubic metres of water were stored at the Leigh FSA. By operating the Leigh FSA the EA was able to reduce the 342m<sup>3</sup> / second of water entering the FSA reservoir down to 160m<sup>3</sup> / second flowing downstream and continued to moderate the persistently high water levels during 25<sup>th</sup> and 26<sup>th</sup> December.

### A7.2 East Peckham

- The EA will use its analysis of the event to test the proposed River Medway and Bourne East Peckham Flood Alleviation Scheme (FAS). It discussed this proposed scheme with East Peckham Parish Council in summer 2012 and, if constructed, it would protect all developed areas of East Peckham and Little Mill. The EA hopes to start the scheme design in November 2014.
- The EA's review of the event will also cover the operation of its existing assets (including the Coult Stream FSA), to see if there is anything more can be done to maximise their performance.

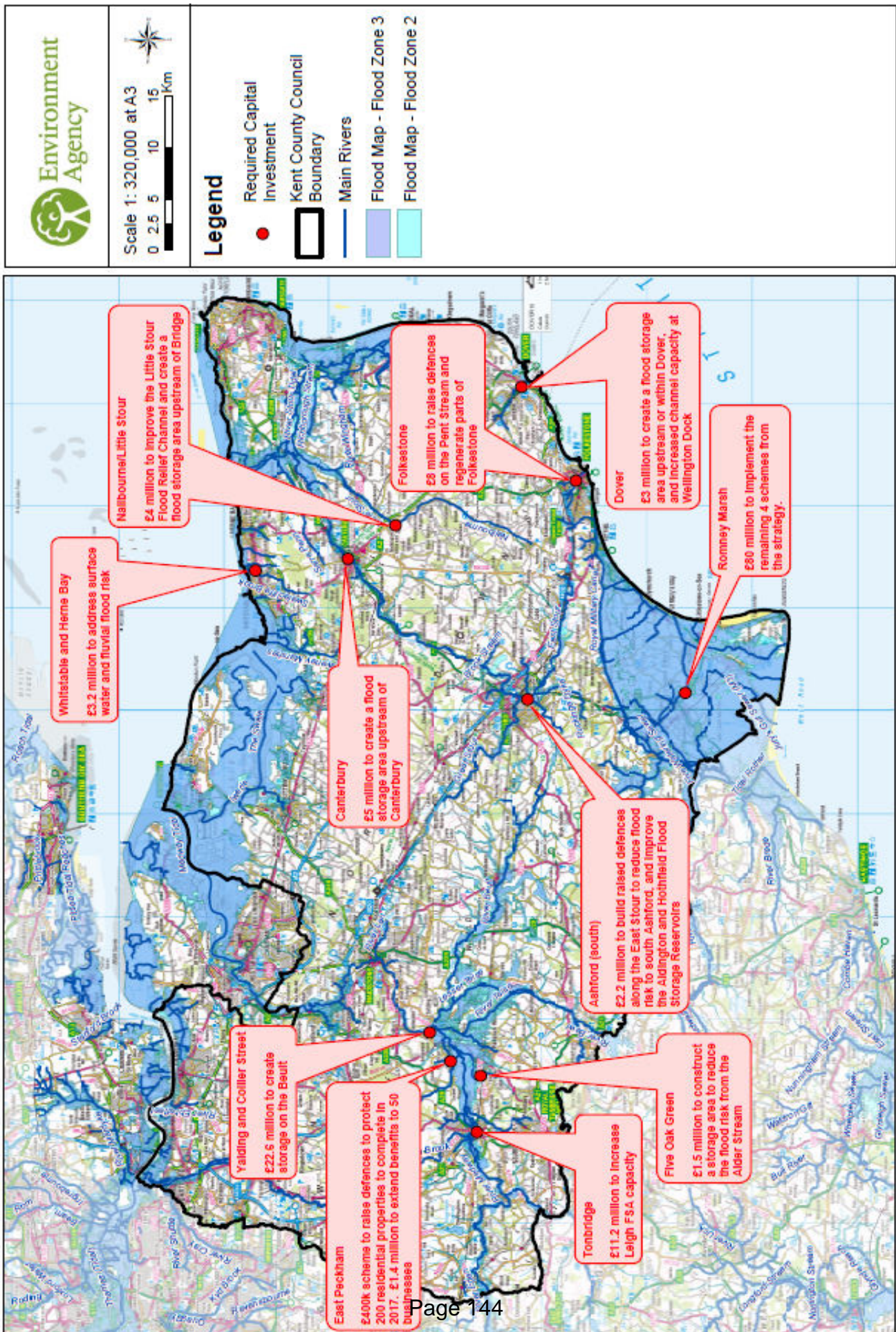
### A7.3 Yalding

- Yalding is a particularly vulnerable location. 197 properties were flooded when river levels peaked on 24<sup>th</sup> December 2013. This flooding was comparable to the 1968 flood and worse than in 2000, when 119 properties flooded.
- The EA is urgently investigating whether it can accelerate projects to reduce the risk of flooding in Yalding. There is no single solution that will benefit the whole community because of the way the homes and businesses are spread out. It is using the data it has collected from the recent flooding to review our understanding of the way floods happen in the catchment. This will help present the best case to gain funding for future schemes.
- The EA is investigating if it can further localise the current Floodline Warnings Direct (FWD) Service for Yalding. The data it is currently collecting from a project to improve the flood risk modelling for the River Medway will help the EA to improve further its forecasting and flood warning.

<sup>3</sup> <http://m.youtube.com/watch?v=336-6IN-J2I>

- Future works to reduce the risk of flooding are set out in the Middle Medway Strategy which was developed in 2005 and updated in 2010. The EA has considered a number of potential schemes to reduce flooding in Yalding.
- An option that residents are keen to progress is to find a suitable location to store water on the lower reaches of the River Beult.
- The Middle Medway Strategy also recommended that the Leigh FSA be raised by 1m giving an additional 30 per cent storage capacity.
- However, under Government funding rules, most of the schemes will need substantial contributions from external partners in order to proceed – see A6.4 and A6.5 for details.
- The EA has secured funding to progress a feasibility study into both options. It is anticipated this work will be completed by summer 2015. KCC has offered to part fund an additional FSA on the River Beult at Stile Bridge and an increase in the capacity at the Leigh FSA. The EA has submitted its funding bid to secure the additional £17.6m needed to complete both schemes. If this is successful, the earliest construction could start would be in the financial year 2017-2018.
- The EA will continue to work with KCC, Maidstone Borough Council (MBC), Tonbridge & Malling Borough Council (TMBC) and other professional partners to identify partnership funding opportunities which will increase the likelihood of the above works going ahead.

## A7.4 Future Capital Investment Requirements for Potential Future Flood Defence Schemes





A7.5 Priority Schemes Currently Not Qualifying for FDGiA Without Partnership Contributions

Scheme	Estimated cost	Nos. of properties to which flood risk would be reduced	Raw partnership funding score	Required partnership contribution	Final partnership funding score (including contribution)	Planned completion
Lower Beult Storage	£22.6m	1,151	36%	£16m	125%	2020
Increased Storage at Leigh	£11.2m	2,151	74%	£5m	130%	2019
Five Oak Green Flood Alleviation Scheme	£1.5m	266	46%	£900k	100%	2018 (only achievable with contributions)
South Ashford Flood Alleviation Scheme	£2.2m	282	24%	£1.7m	100%	2019 (only achievable with contributions)
Canterbury	£5m	1364	144%	N/A	N/A	2020 (dependant on investigations and consultations)
Romney Marsh	£80m	14,500	119%	£3m	N/A	2022
Whitstable & Herne Bay	£3.2m					
Dover	£3m					
Folkestone	£8m					
East Peckham	£400k	200 domestic	165%	N/A		2017
	£1.4m	50 businesses	50%	£1m	100%	This scheme will currently only defend homes in East Peckham. Additional funding required for an extension of the protection to businesses.
Projects in early stages of development						

## **A8. Other Flood Risk Management Options – information supplied by EA and KCC**

### A8.1 Summary of Ongoing EA Work

- The EA is keen to learn with communities, and gain a clearer understanding of the impacts of these events on people, its assets and the environment. Also to discuss how, collectively, it can improve its preparations for and response to future events.
- The EA has worked with partners to visit affected communities and attended public meetings across the County. These meetings were an opportunity for people to learn about the risks associated with flooding, to share their experiences and to find out what they can do to better prepare themselves for flooding.
- It was also an opportunity to discuss how flood protection assets, such as the Leigh Flood Storage Area (FSA), are operated to reduce the impact of flooding.
- Attending community events, including flood fairs, hosted by Parish and District/Borough Councils taking place in communities impacted by the recent flooding.
- Holding one-to-one meetings with residents.
- Planning to give residents the opportunity to visit the Leigh FSA.
- A review of the Flood Warnings issued will help the EA to understand if their warnings were timely, appropriate and relevant to those who were affected.
- Identify that new or improved warning areas are required in Hildenborough and Yalding and are investigate how the EA can localise the current Flood Warning Service.
- Work with partners to set up and support a number of Flood Warden schemes.
- Distribute questionnaires to affected communities to find out more about the extent and impact of the flooding to improve EA flood maps and Flood Warning areas.

### A8.2 Spatial & Land-Use Planning & Drainage

- The EA's role as a statutory planning consultee is to provide advice to local planning authorities to manage flood and environmental risks and enable sustainable growth. We do not receive government funding to protect development built after 2012. It is therefore vital that flood risk is managed within the planning system. The EA works with partners to seek solutions to overcome these risks. Where risks cannot be overcome and development is contrary to the National Planning Policy Framework (NPPF), the EA recommends planning authorities refuse applications.
- In line with the NPPF we recommend that development is outside the flood plain. If this is not feasible the EA provides advice to Local Planning Authorities (LPAs) to ensure that people are not put at risk and that flood risk is not passed downstream.
- LPAs must ensure that Emergency Plans are fit for purpose to ensure that access and egress is still possible in flood conditions. In all circumstances where warning and emergency response is fundamental to managing flood risk, the EA advise LPAs to formally consider the emergency planning and search & rescue implications of new development in making their decisions.

- It is Local authority responsibility to ensure that flood resilience measures are incorporated into building design. The EA still advise on surface drainage at sites over 1 hectare. The future implementation of Sustainable Drainage Systems (SuDS) Approving Bodies (SABs) will mean that KCC and Local authorities will need to manage surface water risks, groundwater flooding and access and egress within the planning process.

### A8.3 Personal Flood Resilience

- A 'Property-Level Protection Scheme' is already in place in Lamberhurst. In response to Flood Warnings these measures were deployed by residents, and greatly reduced the flood impact. Funding is also now in place to adopt similar measures in Aylesford.
- District/Borough Councils have been proactively promoting the Central Government 'Repair & Renew Grant'<sup>4</sup> but take-up across the County has been patchy. However, as at 10<sup>th</sup> April 2014, T&MBC had received 49 requests for further information, 20% from businesses.
- The EA and KCC have also been supporting flood fairs in various locations around the County (see **section A3 of this appendix** for further details) where residents have been investigating their personal flood resilience options.

### A8.4 Investigating & Improving Support to Communities with High / Complex Flood Risk Profiles

- The EA has heard from affected communities that there are often multiple sources of flooding and that the appropriate flood risk management options required are complex to determine.
- The EA has therefore promoted the formation of Multi-Agency Flood Alleviation Technical Working Groups across the County to explore future options.
- Groups that have already met (including existing groups):
 

<ul style="list-style-type: none"> <li>○ Tonbridge &amp; Malling (Hildenborough, Tonbridge &amp; East Peckham)</li> <li>○ Five Oak Green</li> <li>○ Aylesford</li> <li>○ Edenbridge</li> <li>○ Yalding</li> <li>○ Collier Street</li> <li>○ Canterbury – Nailbourne</li> </ul>	<ul style="list-style-type: none"> <li>○ Forest Row</li> <li>○ Lamberhurst</li> <li>○ Staplehurst</li> <li>○ Headcorn</li> <li>○ Faversham</li> <li>○ Westerham</li> <li>○ Sundridge &amp; Brasted</li> </ul>
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- New groups still to meet:
 

<ul style="list-style-type: none"> <li>○ Maidstone</li> <li>○ Eynsford*</li> <li>○ South Darent &amp; Horton Kirby*</li> </ul>	<p><b>Key:</b> * Still to be established if wider group needed</p>
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### A8.5 Surface Water Management Plans (SWMPs)

- In order to understand the risks from local flooding KCC has undertaken a number of studies across the county to collect and map data on these floods.

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<sup>4</sup> A scheme providing up to £5,000 per flood-affected home or business to contribute to the costs of additional flood resilience or resistance measures.

These studies are known as Surface Water Management Plans (SWMPs). These documents vary in their nature, some are high-level assessments of the risks, while others are in-depth studies of the causes and potential solutions to local flooding. SWMPs can be found on the KCC website.

- During 2014-15 KCC will continue to develop SWMPs, and will undertake studies in Marden, Staplehurst, Headcorn and Paddock Wood (all areas impacted by varying degrees of local flooding during the winter). KCC will also be exploring the opportunities to manage local flooding identified by the recently completed SWMPs in Folkestone, Margate and Dartford. SWMPs include an Action Plan of measures that can be used to manage local flooding identified by the study. However, many options require funding in order to be delivered, this funding is drawn from the same Defra fund, which is administered by the EA, as all other flood risk management investment, and each scheme must compete for funding.
- Additionally, KCC is currently co-ordinating the development of local flood risk documents that provide local communities with a simple overview of the range of flood risks in their area. KCC is working with the EA, Internal Drainage Boards (IDBs), Local authorities and water companies to prepare a pilot document. The document will show what the main flood risks are, where significant assets are, which authorities exercise risk management functions in the area, any plans or strategies they may have in hand to manage flood risks in the future and who to get in touch with for more information. Initially, the pilot will focus on the Canterbury City Council (CCC) area. If this proves successful it will be rolled out across the County, with TMBC and MBC areas likely to be considered next.

#### A8.6 Little Stour, Nailbourne & Petham Bourne Flood Management Group

- The EA, KCC, CCC, Shepway District Council, Southern Water, and representatives from key Parish Councils are investigating the causes and effects of the flooding experienced during the winter of 2013/14 in the Nailbourne, Little Stour and Petham Bourne valleys. These partners are working together to assess the options to manage this winter's flooding, and are seeking to reduce the potential for disruption in the future.
- The Nailbourne, Petham Bourne and parts of the Little Stour are groundwater fed watercourses. This means that they are dry for long periods of time. However, following periods of prolonged rainfall groundwater levels in the underlying aquifers rise to a point where water emerges through springs throughout the length of these valleys, and the streams begin to flow.
- The Nailbourne has been flowing since mid-January and has approached near-record levels. There has been extensive flooding of farmland, with internal property flooding reported in Bridge, Patixbourne, Bishopsbourne and Barham. The Petham Bourne, which typically flows less frequently than the Nailbourne, has also been active over the winter causing flooding and disruption. The Little Stour has burst its banks in a number of locations, also flooding farmland properties and roads.
- Owing to the high flows experienced this winter, many culverts have been overwhelmed in these valleys. At its peak, portable pumps were used to help move water over the culverts in some places, and sandbags were used extensively to protect many properties.
- The group will be undertaking three main activities:

1. Survey the measures put in place over the course of this winter to manage and reduce flooding. This will provide a blueprint for future events, and will help enable us to mobilise and deploy necessary equipment in time if the groundwater levels rise again.
2. Identify any opportunities that can be delivered as quickly as possible to reduce the impact of flooding should these watercourses flow again next winter.
3. Identify opportunities to reduce the impact of flooding that can be delivered over a longer timeframe. These measures will require further investigation, more detailed design work and an application for additional funding.

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From: Peter Sass, Head of Democratic Services

To: Environment & Transport Cabinet Committee – 22 July 2014

Subject: Work Programme 2014/15

Classification: Unrestricted

Past Pathway of Paper: None

Future Pathway of Paper: Standard item

**Summary:** This report gives details of the proposed work programme for the Environment & Transport Cabinet Committee.

**Recommendation:**

The Environment & Transport Cabinet Committee is asked to consider and agree its work programme for 2014/15 as set out in Appendix A to this report.

## 1. Introduction

(1) The proposed Work Programme has been compiled from items on the Forthcoming Executive Decision List; from actions arising from previous meetings, and from topics identified at agenda setting meetings, held 6 weeks before each Cabinet Committee meeting in accordance with the Constitution and attended by the Chairman, the Vice Chairman and 3 Group Spokesmen, Mr Baldock, Mr Caller and Mr Chittenden and Mr Brazier and Mr Hill.

(2) Whilst the Chairman, in consultation with the Cabinet Member, is responsible for the final selection of items for the agenda, this item gives all Members of the Cabinet Committee the opportunity to suggest amendments and additional agenda items where appropriate.

## 2. Terms of Reference

(1) At its meeting held on 27 March 2014, the County Council agreed the following terms of reference for the Environment & Transport Cabinet Committee:

‘To be responsible for the majority of the functions that fall within the responsibilities of the Director of Highways, Transportation and Waste and Director of Environment Planning and Enforcement and which sit within the Growth, Environment and Transport Directorate’.

The functions within the remit of this Cabinet Committee are:

### **Highways Transportation & Waste**

Highway Operations  
Programmed Works  
Transportation  
Public Transport  
Future Service Improvement  
Contract Management  
Waste Resource Management  
Road Safety including Road Crossing Patrols

### **Environment, Planning & Enforcement**

Sustainability and Climate Change  
Heritage Conservation  
Country Parks  
Strategic Transport Planning  
Regulatory Services-Including Public Rights of Way & Access  
Trading Standards  
Coroners  
Kent Scientific Services & Countryside Management Partnerships  
Flood Risk and Natural Environment  
Environment programmes  
Community Safety & Emergency Planning including Community Wardens  
Gypsy and Traveller Unit  
Local Development Plans

(2) Further terms of reference can be found in the Constitution at Appendix 2 Part 4 paragraph 21 and these should also inform the suggestions made by members for appropriate matters for consideration.

### **3. Work Programme 2014/15**

(1) An agenda setting meeting was held on 19 June 2014, when Mrs Stockell, Mr Balfour and Mr Chittenden were present and at which items for this meeting's agenda were agreed. The Cabinet Committee is requested to consider and note the items within the proposed Work Programme, set out in Appendix A to this report, and to suggest any additional topics that they wish to be considered for inclusion to the agenda of future meetings.

(2) When selecting future items the Cabinet Committee should give consideration to the contents of performance monitoring reports. Any 'for information' or briefing items will be sent to Members of the Cabinet Committee separately to the agenda or separate member briefings will be arranged where appropriate.

### **4. Conclusion**

It is vital for the Cabinet Committee process that the Committee takes ownership of its work programme to help the Cabinet Member to deliver informed and considered decisions. A regular report will be submitted to each meeting of the Cabinet Committee to give updates of requested topics and to seek suggestions for future items to be considered. This does not preclude Members making requests to the Chairman or the Democratic Services Officer between meetings for consideration.



## **5. Recommendation**

The Environment & Transport Cabinet Committee is asked to consider and agree its work programme for 2014/15 as set out in Appendix A to this report.

## **6. Background Documents**

None.

## **7. Contact details**

Lead Officer:  
Peter Sass  
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Report Author:  
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Democratic Services Officer  
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**ENVIRONMENT & TRANSPORT CABINET COMMITTEE WORK PROGRAMME**

Forthcoming Executive Decisions					
Decision		Lead officer		Report to Meeting on	
<a href="#">Joint Transportation Boards - Agreement and Governance</a>  <b>Decision Number:</b> 13/00038		David Hall, Future Highways Manager <a href="mailto:david.hall@kent.gov.uk">david.hall@kent.gov.uk</a> 01622 22108		17 September 2014	
<a href="#">Growth Without Gridlock</a>  <b>Decision Number:</b> 14/00020  19/05/2014 - Decision due date changed from 10/02/2014 to 17/09/2014.  REASON: The strategic position relating to Highways and Transportation projects was set out as part of the LEP Strategic Economic Plan submitted via KMEP and the LEP to the Secretary of State at the end of March 2014, you can view the decision to submit and the document submitted <a href="https://democracy.kent.gov.uk/ieDecisionDetails.aspx?ID=577">here</a> <a href="https://democracy.kent.gov.uk/ieDecisionDetails.aspx?ID=577">https://democracy.kent.gov.uk/ieDecisionDetails.aspx?ID=577</a>  Based on Government Funding allocations the prioritisation of projects for inclusion in Growth without Gridlock will take place and the strategy will be the subject of a Cabinet Member decision.		Ann Carruthers, Transport Strategy - Delivery Manager <a href="mailto:ann.carruthers@kent.gov.uk">ann.carruthers@kent.gov.uk</a> 01622 221615  Paul Crick, Director Environment, Planning & Enforcement <a href="mailto:paul.crick@kent.gov.uk">paul.crick@kent.gov.uk</a> 01622 221527		17 September 2014	
<a href="#">Local Transport Strategies - Various</a>  <b>Decision Number:</b> 12/01923, 12/01925, 12/01926, 12/01928, 12/01929, 12/01933, 12/01969		Tim Read Head of Transportation <a href="mailto:tim.read@kent.gov.uk">tim.read@kent.gov.uk</a> 03000 411662		Date to be confirmed	
Lorry Park Network (Phase 1)  Decision Number: 14/00055		Ann Carruthers Transport Strategy Delivery Manager <a href="mailto:ann.carruthers@kent.gov.uk">ann.carruthers@kent.gov.uk</a> 01622 221615		Date to be confirmed	
PROPOSED ITEMS					
Agenda Item	Date requested	Purpose of item/requirements of the report	Report Author Contact	Cabinet Committee Submitted to	Further updates?
None					

<b>PRESENTATIONS</b>				
None				
<b>STANDARD ITEMS</b>				
<b>Item</b>	<b>Purpose of item</b>	<b>Report author/main contact</b>	<b>Date Cabinet Committee to receive item</b>	
Verbal updates by the Directors and Cabinet Members	To enable the Director and Cabinet Members to update the Committee on current topics not on the agenda.	Directors and Cabinet Members	Each meeting	
Portfolio Dashboard	To show progress made against key performance indicators	Richard Fitzpatrick	Each meeting	
Budget Consultation	For the Cabinet Committee to comment on the forthcoming budget for the year ahead and find out details of planned expenditure	Dave Shipton	Annually (November/ December meetings)	
Business Plan Outturn Monitoring			Half yearly (November/ June meetings)	
Final Draft Budget	For the Cabinet Committee to comment on the forthcoming budget for the year ahead and find out details of planned expenditure		Annually (January meeting)	
Work Programme	For the Cabinet Committee to request topics and make suggestions for future items		Each meeting	

From: David Brazier, Cabinet Member for Transport and Environment  
Bryan Sweetland, Cabinet Member for Commercial and Traded Services  
Mike Austerberry, Corporate Director for Growth, Environment and Transport

To: Environment and Transport Cabinet Committee – 22 July 2014

Subject: Performance Dashboard

Classification: Unrestricted

**Summary:**

The Environment and Transport Performance Dashboard shows progress made against targets set for Key Performance Indicators.

**Recommendation(s):**

The Environment and Transport Cabinet Committee is asked to note the report.

**1. Introduction**

1.1. Part of the role of the Committee is to review the performance of services which the Committee has oversight of.

1.2. Performance Dashboards are regularly reported to the Cabinet Committee throughout the year, and the current report includes data up to the end of May 2014.

**2. Performance Dashboard**

2.1. The Environment and Transport Performance Dashboard for May 2014 is attached at Appendix 1.

2.2. The Dashboard provides a progress report on performance against target up to the end of May 2014 for the Key Performance Indicators (KPIs) included in this year's Strategic Priority Statement.

2.3. The Dashboard also includes a range of activity indicators which help give context to the Key Performance Indicators.

2.4. Key Performance Indicators are presented with RAG (Red/Amber/Green) alerts to show progress against targets. Details of how the alerts are generated are outlined in the Guidance Notes, included with the Dashboard in Appendix 1.

**3. Recommendation(s):**

The Environment and Transport Cabinet Committee is asked to note this report.

#### **4. Background Documents**

The Council's Strategic Priority Statements

<http://www.kent.gov.uk/about-the-council/strategies-and-policies/corporate-policies/strategic-priority-statements>

#### **5. Contact details**

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# **Environment and Transport Performance Dashboard**

## **Financial Year 2014/15**

### **May 2014**

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**Produced by Business Intelligence**

**Publication Date: 2 July 2014**



## Contents

<b>Guidance Notes</b>	<b>3</b>
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## Guidance Notes

Data is provided with monthly frequency except for Waste Management where indicators are reported with quarterly frequency and on the basis of rolling 12 month figures, to remove seasonality.

### RAG RATINGS

<b>GREEN</b>	Performance has met or exceeded the current target
<b>AMBER</b>	Performance is below the target but above the floor standard
<b>RED</b>	Performance is below the floor standard

Floor standards are pre-defined minimum standards set in Strategic Priority Statements and represent levels of performance where management action should be taken.

### DOT (Direction of Travel)

↑	Performance has improved in the latest month/quarter
↓	Performance has fallen in the latest month/quarter
↔	Performance is unchanged this month/quarter

### Activity Indicators

Activity Indicators representing demand levels are also included in the report. They are not given a RAG rating or Direction of Travel alert. Instead they are tracked within an expected range represented by Upper and Lower Thresholds. The Alert provided for Activity Indicators is whether they are in expected range or not. Results can either be in expected range (**Yes**) or they could be **High** or **Low**.

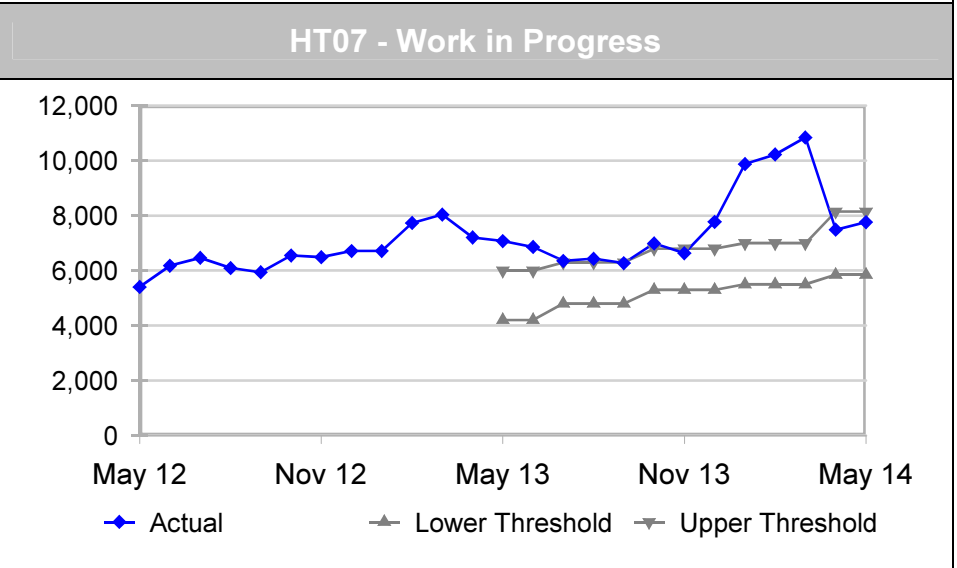
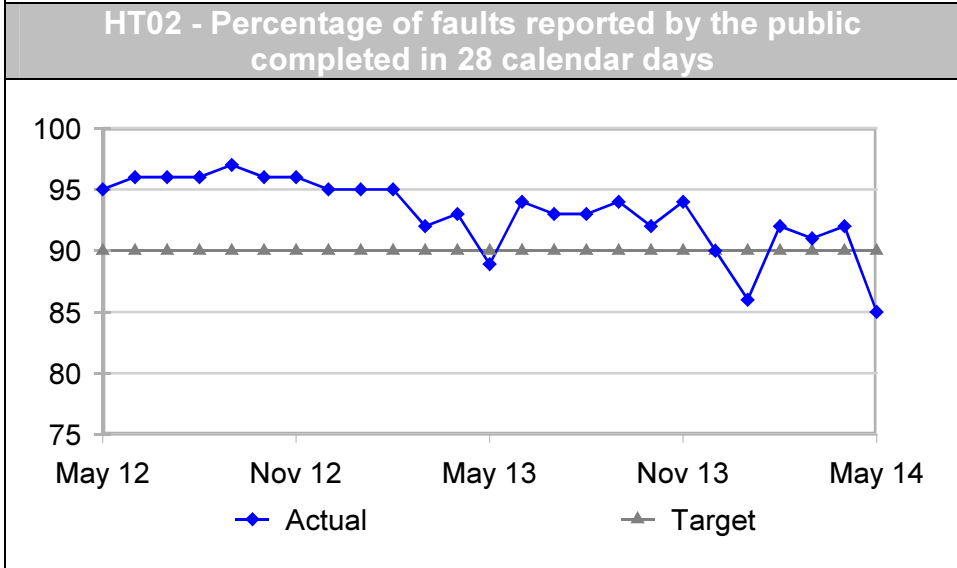
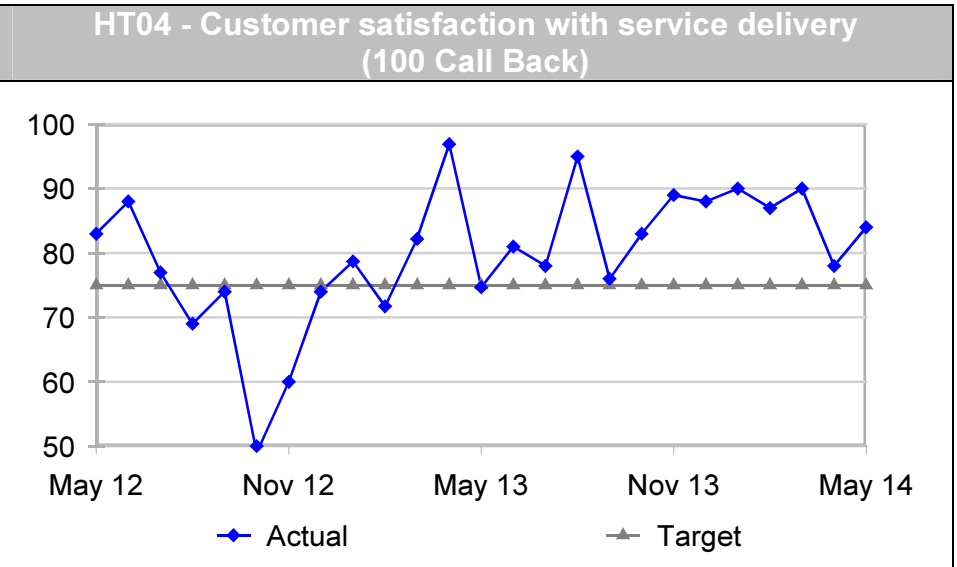
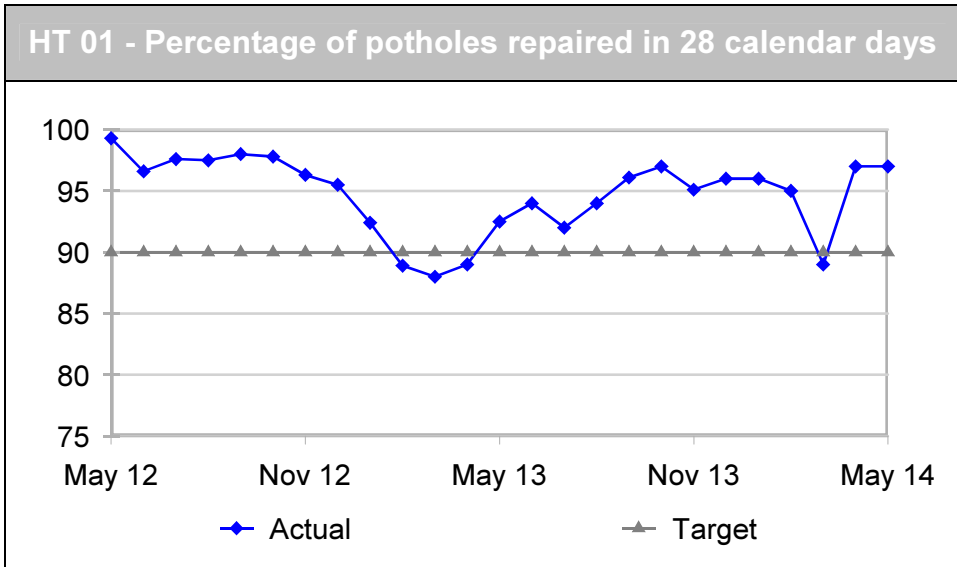
Service Area	Director	Cabinet Member
Highways & Transportation	John Burr	David Brazier

Results are for the month of May 2014.

Ref	Performance Indicators	Latest Month	Month RAG	DOT	Year to Date	YTD RAG	Target	Floor	Previous Year
HT01	Potholes repaired in 28 calendar days (routine works not programmed)	97%	GREEN	↔	97%	GREEN	90%	80%	93%
HT02	Faults reported by the public completed in 28 calendar days	85%	AMBER	↓	89%	AMBER	90%	80%	92%
HT03	Streetlights repaired in 28 calendar days	93%	GREEN	↓	94%	GREEN	90%	80%	90%
HT04	Customer satisfaction with service delivery (100 Call Back)	84%	GREEN	↑	81%	GREEN	75%	60%	86%

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Ref	Activity Indicators	Year to date	In expected range?	Expected Range		Prev. Yr YTD
				Upper	Lower	
HT05	Contacts received from the public	39,500	High	36,670	26,670	29,600
HT06	Number of enquiries requiring further action(work to complete)	16,000	Yes	16,670	13,300	15,900
HT07	Work in Progress	7,760	Yes	8,150	5,850	7,070
HT01d	Potholes repaired (as routine works and not programmed)	3,588	No expectations for activity set at this level			3,394
HT02d	Routine faults reported by the public	10,848				5,754
HT03d	Streetlights repaired	5,065				4,345



Service Area	Director	Cabinet Member
Waste Management	John Burr	David Brazier

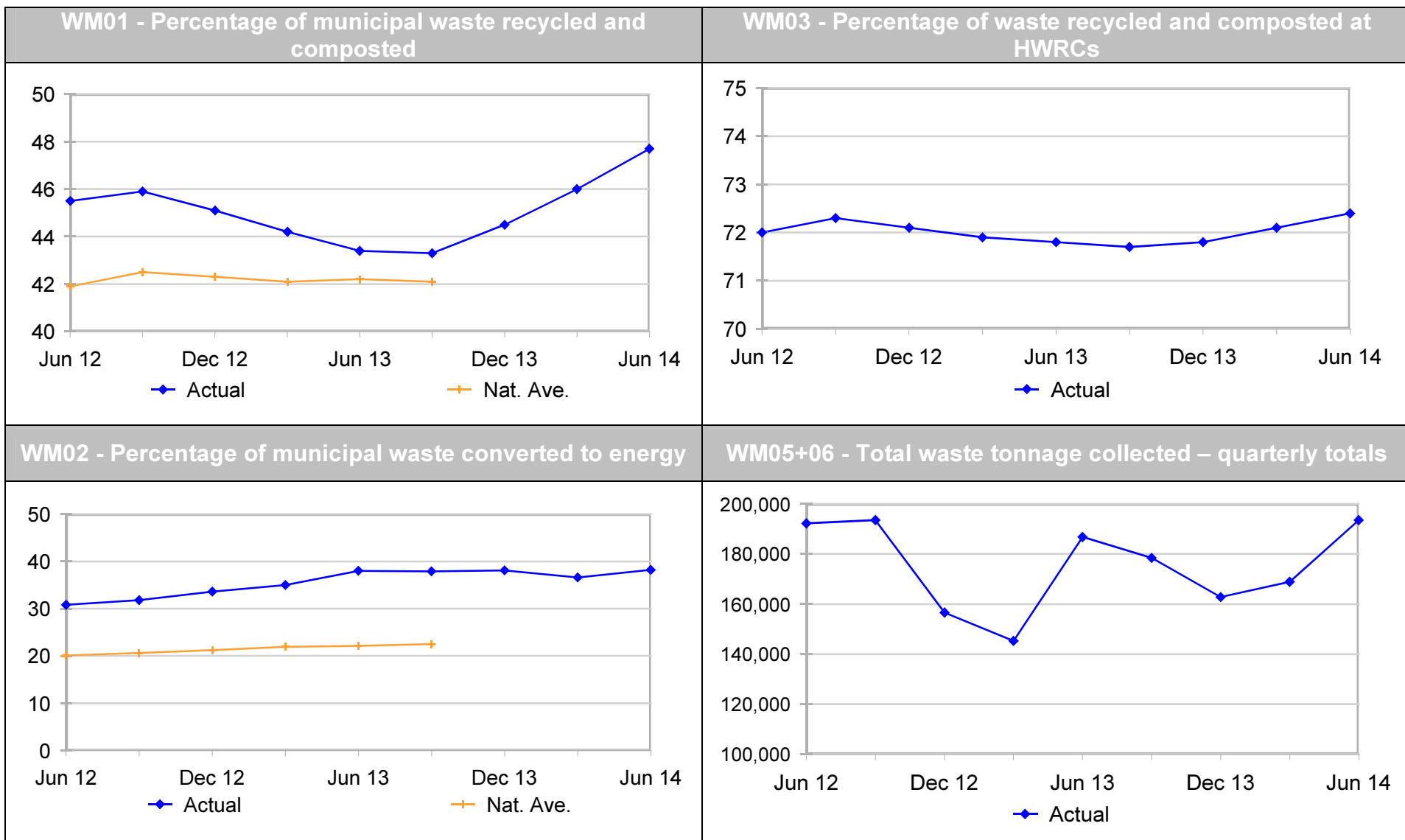
The Latest Quarter figures are forecasts for the 12 months to June 2014 which are based on actual data to end of May.

Ref	Performance Indicators	Latest Quarter	RAG	DOT	Previous Quarter	Target	Floor	Previous Year
WM01	Municipal waste recycled and composted	47.7%	GREEN	↑	46.0%	46.1%	44.1%	46.0%
WM02	Municipal waste converted to energy	38.2%	GREEN	↑	36.5%	37.3%	34.8%	36.5%
01+02	Municipal waste diverted from landfill	85.9%	GREEN	↑	82.5%	83.4%	81.1%	82.5%
WM03	Waste recycled and composted at HWRCs	72.4%	GREEN	↑	72.1%	71.8%	70.3%	72.1%

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Ref	Activity Indicators	Latest Quarter	In expected range?	Expected Range		Previous Year
				Upper	Lower	
WM05	Waste tonnage collected by District Councils	536,000	Yes	537,000	507,000	534,000
WM06	Waste tonnage collected at HWRCs	167,000	High	163,000	143,000	163,000
05+06	Total waste tonnage collected	704,000	High	700,000	650,000	697,000

The expected range was based on the 12 months to December 2013 where total tonnage was 675,000 tonnes. There has been a significant increase in waste generated collected from January 2014. It is currently assumed in the forecast that this increase will be sustained in future months.



Division	Director	Cabinet Member
Environment, Planning and Enforcement	Paul Crick	David Brazier

Results are for the month of May 2014.

Ref	Performance Indicators	Latest Month	Month RAG	DOT	Year to Date	YTD RAG	Target YTD	Floor YTD	Prev. Yr. YTD
EPE05	PROW – average fault resolution time in days	49	GREEN	↑	49	GREEN	50	60	52
EPE07	Country Parks - Income generated (£000s)	103	GREEN	↓	223	GREEN	128	117	137
EPE08	Country Parks - Volunteer hours	726	AMBER	↑	1,445	AMBER	1,734	1,200	New indicator

EPE05 - PROW = Public Rights of Way

The following indicator is reported a quarter in arrears so data shown below relates to the quarter ending March 2014.

Ref	Performance Indicators	Latest Quarter	Quarter RAG	DOT	Year to Date	YTD RAG	Target YTD	Floor YTD	Prev. Yr. YTD
EPE01	Business mileage per FTE member of staff – whole of KCC	407	RED	↓	1,595	RED	1,390	1,411	1,463

The annual target is for a 5% reduction in business mileage. This was previously applied at the total mileage level, but for 2014/15 the target is now being applied across the County Council at the per FTE level. In the year there was a 9% increase at the FTE level which was a 0.8% increase at the total level. There was a significant increase in business mileage during the financial year 2013/14 both on a total basis and on an FTE basis with the increase accelerating each quarter. Reasons for the increase include, ICT staff engaged on Unified Communication project, Finance staff providing an increase in services sold to schools, increases due to Public Health staff transferring in from the NHS, increases due to the winter storms and flooding affecting Highways, emergency planning, community safety and social care. In the final quarter business mileage per FTE was 14% higher than the same time last year.

Division	Director	Cabinet Member
Environment, Planning and Enforcement	Paul Crick	Bryan Sweetland

Results are for the month of May 2014.

Ref	Performance Indicators	Latest Month	Month RAG	DOT	Year to Date	YTD RAG	Target YTD	Floor YTD	Prev. Yr. YTD
EPE02	Trading Standards - Rogue traders disrupted	0	RED	↓	2	RED	5	3	6
EPE03	Trading Standards - Hazardous products removed from market	100		↑	124		New indicator		New indicator
EPE04	Trading Standards - Businesses provided with advice/support	126	GREEN	↑	246	GREEN	208	125	191
EPE06	Kent Scientific Services - External income (£000s)	28.4	RED	↓	96.5	RED	115	103	150

EPE02 and EPE06 – We would not expect an even flow of activity for either indicator during the year and although results are low for the first two months, we expect to see this pick up in due course.

Work is underway to widen the scope of EPE02 to include other enforcement action across the Directorate, including against Fly Tippers. “Disruption” is a wide term and includes physical disruption at the scene of a crime, arrest, prosecution, injunctive proceeding, seizure of illicit property, retrieval of proceeds of crime, return of ill-gotten gains to victims and prevention of victims handing over money resulting from fraud or other rogue trading.

EPE03 – This is reported as number of individual items, and not number of product types or number of instances of a product being removed. This is to show the number of potential consumers who might have been impacted.

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From: David Brazier, Cabinet Member for Environment & Transport  
Mike Austerberry, Corporate Director for Growth, Environment & Transport

To: Environment & Transport Cabinet Committee – 22 July 2014

Subject: Risk Management – Strategic Risk Register

Classification: Unrestricted

Past Pathway of Paper: None

Future Pathway of Paper: None

Electoral Division: All

**Summary:** This paper presents the strategic risks of relevance to the Environment and Transport Cabinet Committee. The paper also explains the management process for review of key risks.

**Recommendation:**

The Environment & Transport Cabinet Committee is asked to consider and comment on the strategic risks outlined in Appendix 1.

## 1. Introduction

- 1.1 Directorate business plans (known as Strategic Priorities Statements) were reported to Cabinet Committees in March/April as part of the new business planning process introduced for 2014/15. The Strategic Priorities Statement included a high-level section relating to key directorate risks. These risks are set out in more detail in this paper.
- 1.2 Risk management is a key element of the Council's Internal Control Framework and the requirement to maintain risk registers ensures that potential risks that may prevent the Authority from achieving its objectives are identified and controlled. The process of developing the registers is therefore important in underpinning business planning, performance management and service procedures. Risks outlined in risk registers are taken into account in the development of the Internal Audit programme for the year.
- 1.3 Directorate risk registers are reported to Cabinet Committees annually, and contain strategic or cross-cutting risks that potentially affect several functions across the Growth, Environment & Transport directorate, and often have wider potential interdependencies with other services across the Council and external parties.

1.4 Corporate Directors also lead or coordinate mitigating actions in conjunction with other Directors across the organisation to manage risks featuring on the Corporate Risk Register.

1.5 For information and awareness, the corporate risk profile as at June 2014 is outlined below:

	Low = 1-6	Medium = 8-15	High =16-25	
Risk No. 1*	Risk Title		Current Risk Rating	Target Risk Rating
CRR 1	Data and Information Management		9	9
CRR 2	Safeguarding		15	10
CRR 3	Access to resources to aid economic growth and enabling infrastructure		12	8
CRR 4	Civil Contingencies and Resilience		12	8
CRR 7	Governance & Internal Control		12	8
CRR 9	Health & Social Care integration (Better Care Fund)		12	8
CRR 10(a)	Management of Adult Social Care Demand		20	12
CRR 10(b)	Management of Demand – Specialist Children's Services		20	12
CRR 12	Welfare Reform changes		12	9
CRR 13	Delivery of 2014/15 savings		12	4
CRR 14	Procurement		9	6
CRR 17	Future operating environment for local government		20	10
CRR 18	Public Services Network – compliance with Code of Connection security standards		8	4
CRR 19	Implementation of the Care Act 2014		15	6

1.6 A standard reporting format is used to facilitate the gathering of consistent risk information and a 5x5 matrix is used to rank the scale of risk in terms of likelihood of occurrence and impact. Firstly the current level of risk is assessed, taking into account any controls already in place to mitigate the risk. If the current level of risk is deemed unacceptable, a 'target' risk level is set and further mitigating actions introduced with the aim of reducing the risk to a tolerable and realistic level.

1.7 The numeric score in itself is less significant than its importance in enabling categorisation of risks and prioritisation of any management action. Further information on KCC risk management methodologies can be found in the risk management guide on the KNet intranet site.

## 2. Financial Implications

Many of the strategic risks outlined have financial consequences, which highlight the importance of effective identification, assessment, evaluation and management of risk to ensure optimum value for money.

<sup>1</sup> \*Each risk is allocated a unique code, which is retained even if a risk is transferred off the Corporate Register. Therefore there will be some 'gaps' between risk IDs.

### **3. Strategic Priorities and Policy Framework**

- 3.1 Risks highlighted in the risk registers relate to strategic priorities of the *Facing the Challenge* KCC transformation agenda, as well as the delivery of statutory responsibilities.
- 3.2 The presentation of risk registers to Cabinet Committees is a requirement of the County Council's Risk Management Policy.

### **4. Risks relating to the Environment & Transport Committee**

- 4.1 There are currently 5 strategic risks all of which are relevant to the Environment and Transport Committee, and feature on the Growth, Environment & Transport Risk Register (Appendix 1). All risks are of "Medium" priority with the exception of one risk which is a low level. All risks have mitigations in place to manage them. Members will be familiar with a number of these risks as part of regular items presented to the Committee.
- 4.2 It is likely that the risk profile will continue to evolve during the coming months as KCC's transformation agenda progresses.
- 4.3 Inclusion of risks on this register does not necessarily mean there is a problem. On the contrary, it can give reassurance that they have been properly identified and are being managed proactively.
- 4.4 Monitoring & Review – risk registers should be regarded as 'living' documents to reflect the dynamic nature of risk management. Directorate Management Teams formally review their risks, including progress against mitigating actions, on a quarterly basis as a minimum, although individual risks can be identified and added to the register at any time. Key questions to be asked when reviewing risks are:
  - Are the key risks still relevant?
  - Have some risks become issues?
  - Has anything occurred which could impact upon them?
  - Have the risk appetite or tolerance levels changed?
  - Are any related performance / early warning indicators appropriate?
  - Are the controls in place effective?
  - Has the current risk level changed and if so is it decreasing or increasing?
  - Has the "target" level of risk been achieved?
  - If risk profiles are increasing what further actions might be needed?
  - If risk profiles are decreasing can controls be relaxed?
  - Are there risks that need to be discussed with or communicated to other functions across the Council or with other stakeholders?

### **5. Recommendation**

The Environment & Transport Cabinet Committee is asked to consider and comment on the strategic risks outlined in Appendix 1.

## **6. Background Documents**

KCC Risk Management Policy on KNet intranet site.

## **7. Contact details**

Report Author

- Mark Scrivener, Corporate Risk Manager
- 01622 696055
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Relevant Corporate Director:

- Mike Austerberry
- 01622 694130
- [mike.austerberry@kent.gov.uk](mailto:mike.austerberry@kent.gov.uk)



# Environment and Transport related risks

JULY 2014

## Growth, Environment and Transport Directorate Summary Risk Profile

Low = 1-6
Medium = 8-15
High =16-25

Risk No.*	Risk Title	Current Risk Rating	Target Risk Rating
GET 01	Delivery of budget targets	15	10
GET 02	Health & Safety considerations	10	10
GET 03	Partner organisations/contractors not offering the required service	6	6
GET 04	Ash Dieback	12	9
GET 05	Severe weather	8	8

\*Each risk is allocated a unique code, which is retained even if a risk is transferred off the Corporate Register. Therefore there will be some 'gaps' between risk IDs.

NB: Current & Target risk ratings: The 'current' risk rating refers to the current level of risk taking into account any mitigating controls already in place. The 'target residual' rating represents what is deemed to be a realistic level of risk to be achieved once any additional actions have been put in place. On some occasions the aim will be to contain risk at current level.

Likelihood & Impact Scales					
<b>Likelihood</b>	Very Unlikely (1)	Unlikely (2)	Possible (3)	Likely (4)	Very Likely (5)
<b>Impact</b>	Minor (1)	Moderate (2)	Significant (3)	Serious (4)	Major (5)

<b>Risk ID</b>	<b>GET 01</b>	<b>Risk Title</b>	<b>Delivery of budget targets</b>				
<b>Source / Cause of risk</b>	<b>Risk Event</b>	<b>Consequence</b>	<b>Risk Owner</b>	<b>Current Likelihood</b>	<b>Current Impact</b>	<b>Target Residual Likelihood</b>	<b>Target Residual Impact</b>
Financial challenges facing services across the directorate. For example there are several legal challenges being disputed by KCC relating to past major highway projects and a number of services across the directorate rely on significant external funding, grants and partner contributions in order to provide their services. Demand for some services can also fluctuate.	There is a risk that budget targets are not met, including the risk of greater than planned for reduction or cessation of external funding and grants, or reduced income.	Insufficient budget or an overspend.  Lack of funding to deliver key transport and waste improvements.  Reputational damage. Overspend could impact on other parts of the Authority	Growth, Environment and Transport (GET) Directorate Management Team	Possible (3)	Major (5)	Unlikely (2)	Major (5)
<b>Control Title</b>			<b>Control Owner</b>				
Full participation in KCC Medium Term Financial Plan and financial monitoring processes.			Growth, Environment & Transport Directorate Management Team				
A 3-5 year forecast to incorporate future contracts and accepted various waste tonnage scenarios has been completed.			Roger Wilkin, Head of Waste Services				
Collaborative Planning is used for financial monitoring within services. DMT receive regular financial monitoring updates			GET Directorate Management Team				
External funding team in place to support KCC officers in exploring funding opportunities			Kevin Tilson, Finance Business Partner				
Financial forecasting and intelligence analysis through pre-application liaison and operator discussions by the planning applications group to gauge possible income levels			Sharon Thompson, Head of Planning Applications				
KCC officers regularly review progress of cases and monitor fee expenditure relating to major			John Farmer, Major Projects				

projects	Manager
Regular monitoring of fees through budget monitoring process	GET Directorate Management Team
<b>Action Title</b>	<b>Action Owner</b>
Ensure robust PIDs are in place for budget savings. Continuous monitoring to take place at DMTs	GET Management Team
Investigate innovative financial models to pay for key projects transport infrastructure	Paul Crick, Director of Environment, Planning and Enforcement:
<b>Risk ID</b>	<b>Risk Title</b>
GET 01	Delivery of budget targets continued;
<b>Action Title</b>	<b>Action Owner</b>
Monitoring and comparison of tonnages at Household Waste Recycling Centres following policy change	Roger Wilkin, Head of Waste Services:
Review to examine further ways of raising additional income e.g. through selling services, raising external funding etc.	Growth, Environment & Transport Divisional Management Teams



<b>Risk ID</b>	<b>GET 02</b>	<b>Risk Title Health and Safety considerations</b>				
<b>Source / Cause of risk</b>	<b>Risk Event</b>	<b>Consequence</b>	<b>Risk Owner</b>	<b>Current Likelihood</b>	<b>Current Impact</b>	
Services across the directorate need to pay due regard to potential Health and Safety issues due to the nature of the work they undertake	Risk of death or serious injury to the public, KCC staff or contractors where KCC fails to take all reasonable steps to prevent such an incident.	Distress to families concerned, legal action against the authority and reputational impact	Growth, Environment and Transport Directorate Management Team	Unlikely (2)	Major (5)	
				<b>Target Residual Likelihood</b>	<b>Target Residual Impact</b>	
				Unlikely (2)	Major (5)	
<b>Control Title</b>			<b>Control Owner</b>			
Highways – Crash remedial sites are identified and rectified			Tim Read, Head of Transportation:			
Environment Planning and Enforcement (EPE) Divisional Health and Safety group in place and meets quarterly and reports to Divisional Management Team			Environment, Planning and Enforcement Divisional Management Team			
To ensure recommendations of the independent Health and Safety review are monitored and improved as required			Roger Wilkin, Head of Waste Services			
Killed and Seriously injured (KSI) on roads data regularly analysed by the Highways Team and Education. Publicity and training campaigns delivered			Tim Read, Head of Transportation			
Lone working system operated by contact centre staff			GET Directorate Management Team and Chris Smith, Operations Manager Contact Point			

Regular testing for hazards e.g. tree surveys	GET Directorate Management Team
Regular reporting of accident data and H&S updates to Senior Managers	GET Directorate Management Team
Regular risk assessments of all Directorate sites and hazards	GET Directorate Management Team
<b>Risk ID</b> GET 02	<b>Risk Title</b> Health and Safety considerations continued;
<b>Control Title</b>	<b>Control Owner</b>
Maintain sound Health and Safety systems at waste sites including reviewing accidents and near-misses	Roger Wilkin, Head of Waste Services
Staff to follow Health and Safety legislation and guidance	GET Directorate Management Team
Systems in place in Highways division to facilitate the agreed joint procedures through the CaRE and Kent Police partnerships.	Tim Read, Head of Transportation
<b>Action Title</b>	<b>Action Owner</b>
Ensure appropriate risk transfer through site management contracts that are due to commence on 1/11/2014	Roger Wilkin, Head of Waste Services
Further H&S training planned through the KRP	Roger Wilkin, Head of Waste Services
	Planned Completion Date
	November 2014
	July 2014

<b>Risk ID</b>	<b>GET 03</b>	<b>Risk Title</b>	<b>Partner organisations/contractors not offering the required level of service</b>			
<b>Source / Cause of risk</b>	<b>Risk Event</b>	<b>Consequence</b>	<b>Risk Owner</b>	<b>Current Likelihood</b>	<b>Current Impact</b>	<b>Target Residual Impact</b>
KCC – including services across the GET directorate work closely with partners and contractors to provide its services to the people of Kent	Partner organisations or contractors do not provide the required level of service to the public.	Efficient/good value for money/high quality services are not provided	Growth, Environment and Transport Directorate Management Team	Unlikely (2)	Significant (3)	Significant (3)
				<b>Target Residual Likelihood</b>		
				Unlikely (2)		
<b>Control Title</b>			<b>Control Owner</b>			
Enterprise to produce a monthly performance report showing QPM results			John Burr, Director Highways, Transportation and Waste			
All key partners have Business Continuity Plans, risk registers, performance management and governance arrangements in place.			John Burr, Director Highways, Transportation and Waste			
Service Level Agreements are put in place where services are provided by a third party			David Beaver, Commercial Manager			
Waste Management – robust contract management and client function			Roger Wilkin, Head of Waste Services			
Waste Management – Rigorous programme of pre-qualification checks on potential contractors to assure ability to deliver			Roger Wilkin, Head of Waste Services			
Home to School Transport – risk analyses conducted as part of individual contract arrangements with 3 <sup>rd</sup> parties			Stephen Pay, Transport Integration Manager			

Monitoring of outcomes from grants		Barbara Cooper, Director of Economic & Spatial Devt
<b>Action Title</b>	<b>Action Owner</b>	<b>Planned Completion Date</b>
Work closely with bus-operators to ensure delivery of the new Young Persons Travel Pass for 11-16 year olds.	David Hall, Deputy Director Highways and Transportation	September 2014
Monitoring of outcomes from grants	Barbara Cooper, Director Economic Development	September 2014

<b>Risk ID</b>	<b>GET 04</b>	<b>Risk Title</b>	<b>Ash Dieback</b>			
<b>Source / Cause of risk</b>	<b>Risk Event</b>	<b>Consequence</b>	<b>Risk Owner</b>	<b>Current Likelihood</b>	<b>Current Impact</b>	
Instances of Ash Dieback (Chalara fraxinea) disease have been discovered within the county. The outbreak is not widespread and research during the last 12 months indicates that although it is still prevalent in certain parts of the County, the disease is not spreading at a rate that was anticipated.	There is a risk that significant numbers of ash trees may be affected by this disease in Kent.	Large areas of woodland and individual trees may become infected, but as the rate of spread is much slower than anticipated the impact on budgets and services is likely to be much less severe than originally anticipated.	Paul Crick, Director of Environment, Planning & Enforcement	Likely (4)	Significant (3)	
				<b>Target Residual Likelihood</b>	<b>Target Residual Impact</b>	
				Possible (3)	Significant (3)	
<b>Control Title</b>			<b>Control Owner</b>			
Communication strategy presented to Strategic Co-ordination Group and published. In line with national plan.			Steve Terry, Kent Resilience Team Manager			
Ash Dieback summit held in Kent featuring national and International experts and other interested parties			Paul Crick, Director Environment, Planning and Enforcement			
Direct link set up between KCC, DEFRA, the Food and Environment Research Agency (FERA), Forestry Commission and local partners in Kent to ensure a consistent approach in dealing with the outbreak.			Paul Crick, Director Environment, Planning and Enforcement			
Interim bio-security precautions established and ratified by UK Chief Plant Health Officer			Paul Crick, Director Environment, Planning and Enforcement			
Interim chalera control plan published by DEFRA			Steve Terry, Kent Resilience Team Manager			
Local Strategic Co-ordinating Group established			Paul Crick, Director			

	Environment, Planning and Enforcement
"Managing Chalara Ash Dieback in Kent" guidance published and circulated/made available in web based format	Tony Harwood , Senior Resilience Officer
Multi agency "Gold" strategy developed to manage the response in Kent, agreed by all parties and published.	Paul Crick, Director Environment, Planning and Enforcement
Local multi-agency plan developed to implement the key actions in the local gold strategy and the Defra interim Chalara Control Plan.	Steve Terry, Kent Resilience Team Manager

<b>Risk ID</b>	<b>GET 04</b>	<b>Risk Title</b>	<b>Ash Dieback continued;</b>
<b>Action Title</b>	<b>Action Owner</b>	<b>Planned Completion Date</b>	
Dynamic monitoring of Ash in prominent locations to take place to establish if there are any other current infections and identify early new cases	Steve Terry, Kent Resilience Team Manager	July 2014	
Public Rights of Way staff and their network of Countryside Access wardens to look out for outbreaks on the footpath network	Kate Phillips, Countryside Partnerships Manager	July 2014	
Further briefings anticipated to be delivered to Senior Managers and Members during 2014	Tony Harwood, Senior Resilience Officer:	October 2014	

<b>Risk ID</b>	<b>GET 05</b>	<b>Risk Title</b>	<b>Severe Weather</b>				
<b>Source / Cause of risk</b>	<b>Risk Event</b>	<b>Consequence</b>	<b>Risk Owner</b>	<b>Current Likelihood</b>	<b>Current Impact</b>	<b>Target Residual Likelihood</b>	<b>Target Residual Impact</b>
Severe weather events. There have been more in the past few years	There is a risk that severe weather will have a significant impact on all Growth, Environment & Transport services, businesses and the Kent community.	Excessive damage/congestion/ closed roads following severe weather leading to disruption to the public of Kent including KCC staff. This in turn would impact on key services being delivered by KCC.	John Burr, Director Highways, Transportation and Waste and Paul Crick, Director Environment, Planning and Enforcement	Likely (4)	Moderate (2)	Likely (4)	Moderate (2)
<b>Control Title</b>			<b>Control Owner</b>				
Carry out a lessons learnt review after each winter			Andrew Loosemore, Head of Highway Operations				
Find and Fix programme now in place			Andrew Loosemore, Head of Highway Operations				
Support gained from the local community who undertake snow ploughing			Andrew Loosemore, Head of Highway Operations				
Local Emergency Plans agreed and published with districts/borough councils			Andrew Loosemore, Head of Highway Operations				
Priority salting routes agreed and published and plan to ensure salt bins are provided and filled			Andrew Loosemore, Head of Highway Operations				
Winter policy in place each year			Andrew Loosemore, Head of Highway Operations				

Working in partnership to deliver our Flood risk Management Plan	Liz Milne, Flood Risk & Natural Environment Manager
Specific events are monitored and reported on.	Carol Valentine, Highway Manager
Growth, Environment & Transport services are involved in the recovery efforts relating to the Christmas and New Year floods. The multi-agency Tactical Coordinating Group that oversees the management of recovery operations is chaired by the Flood Recovery Manager.	Jim Parris, Flood Recovery Manager

<b>Risk ID</b>	<b>GET 05</b>	<b>Risk Title</b>	<b>Severe Weather continued;</b>
<b>Action Title</b>		<b>Action Owner</b>	<b>Planned Completion Date</b>
Reviewing Business Continuity Plans		Growth, Environment & Transport Directorate Management Team	September 2014
Use Severe Weather Impacts Monitoring System (SWIMS) to support the Authority with its response to extreme events.		Sarah Anderson, Climate Change Programme Manager	September 2014
New severe weather policy to be introduced, including additional funds for repair to the highway network due to previous flood related damage.		Andrew Loosemore, Head of Highway Operations	July 2014