

HSPG Position Paper: Transport Strategy for Heathrow

Third Draft for Discussion

08 November 2018

This paper has been drafted in response to a request from the HSPG Transport Sub Group to develop a position paper on Surface Access Transport Strategy for an expanded Heathrow. The first draft was circulated on 7th August 2018 as a starting point for discussion with the HSPG Core Group and Members. This revision incorporates comments from subsequent discussions and feedback from HSPG Members.

This paper is still in development. HSPG's position on some of the issues and questions around transport strategy as identified in this paper are likely to evolve and refine as further information is presented and further discussion undertaken.

Surface access and air quality strategies are intrinsically linked and need to be considered holistically. This report should therefore be read alongside the accompanying Low Emissions Strategy Position Paper that has also been produced by HSPG.

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1. Introduction

- 1.1 Heathrow Airport Limited (HAL) are currently developing a preferred masterplan option for the expansion of Heathrow Airport in line with the Airports National Policy Statement (ANPS) published by Government in June 2018¹. These proposals will ultimately be submitted to the Planning Inspectorate and Secretary of State as part of a Development Consent Order (DCO). Alongside detailed plans for the airport design, the DCO will also have to provide a detailed description of the Surface Access Strategy that will be required to deliver the commitments set out in the ANPS. Much of the detail of this surface access strategy is expected to be presented in Transport Assessment (TA) document.
- 1.2 This position paper represents the views of the Heathrow Strategic Planning Group (HSPG) on how best HAL's surface access strategy might be delivered. It builds on HSPG's overarching principles described in HSPG's June 2016 "Vision and Development Principles Document", and should also be read alongside HSPG's October 2018 response to HAL's revised masterplan options.
- 1.3 This position paper uses as a main point of reference the May 2018 "Transport Assessment Scoping Report". (TASR) and the alternative assembly options and supporting deep dive presentations provided in September 2018.
- 1.4 The document aims are to set out;
 - the policy context and objectives that the surface access strategy needs to meet;
 - HSPG's position in terms of key elements of the transport strategy (such as car parking);
 - comments and observations on the TASR; and
 - areas where HSPG would like further information and engagement with HAL.

¹ <https://www.gov.uk/government/publications/airports-national-policy-statement>

2. ANPS Surface Access Requirements

- 2.1 The Airports National Policy Statement (ANPS) requires HAL to deliver a surface access strategy that:
- *“contain specific targets for maximising the proportion of journeys by public transport, cycling or walking, and also contain actions, policies and defined performance indicators for delivering against targets”* (para 5.9);
 - *“seeks to deliver improvements or mitigation measures that reduce community severance and improve accessibility”* (para 5.14);
 - *“set out the mitigation measures that it considers are required to minimise and mitigate the effect of expansion on existing surface access arrangements”* (para 5.15) and that the *“proposed surface access strategy will support the additional transport demands generated by airport expansion”*;
 - *“achieve a public transport mode share of at least 50% by 2030, and at least 55% by 2040 for passengers”, and “from a 2013 baseline level, it will achieve a 25% reduction of all staff car trips by 2030, and a reduction of 50% by 2040”* (para 5.17);
 - *“where the proposed mitigation measures are insufficient to effectively offset or reduce the impact on the transport network, arising from expansion, of additional passengers, freight operators and airport workers, the Secretary of State will impose requirements on the applicant to accept requirements and / or obligations to fund infrastructure or implement other measures to mitigate the adverse impacts, including air quality”* (para 5.21)
 - *“Heathrow Airport should continue to strive to meet its public pledge to have landside airport-related traffic no greater than today”.²* (para 5.38)
- 2.2 Whether Heathrow Airports Limited (HAL) are able to demonstrate they have met these requirements will be a critical element of Secretary of State’s scrutiny of the Development Consent Order (DCO).

² Clarification may be required as to what date “today” refers to.

3. Principles of a Surface Access Strategy as proposed by HAL

- 3.1 As one would expect, all the transport requirements specified in the ANPS are also recognised in the introductory section of HAL’s Transport Assessment Scoping Report (TASR). A full set of comments and questions on the TASR are provided in Appendix A, although of course comments pertinent to the TASR are considered throughout this position paper. Appendix B provides a review of the mode share targets mandated by the ANPS, which HAL’s surface access strategy as proposed in the TASR will have to deliver.
- 3.2 Section 3.5.6 of the TASR sets out the following components of an emerging Transport Strategy. Further detail on these is provided in table 1 below:
- A. Putting Heathrow at the heart of the rail network (measures A1-A4 below)
 - B. Creating a public transport focused airport (measures B1 and B2 below)
 - C. Providing a resilient and reliable road network (measures C1 to C3 below)
 - D. Strengthening the coach hub at Heathrow (measures D1 to D3 below)
 - E. Investing in local transport solutions (measures E1 to E4 below)
 - F. Making public transport easier to use (measures F1-F4 below)
 - G. Enabling more efficient and responsible use of the road network (measures G1-G5 below)
 - H. Building on the Success of our Commuter Programme (measures H1-H4 below)
- 3.3 Each outcome has been given a reference number as follows:
- Outcome 1. No increase in airport related road traffic to/from the airport campus above the 2013 baseline.
 - Outcome 2. Mode share requirements for passengers and staff
 - Outcome 3. Western and Southern rail access to Heathrow as an essential requirement for opening
 - Outcome 4. Strategy for a ‘bold’ bus network
 - Outcome 5. Pedestrian/cycle network as an essential requirement
 - Outcome 6. Obligations to be part of HAL’s operator requirements
 - Outcome 7. A sustainable freight strategy (as part of the no net increase requirement)
- 3.4 Table 1 reviews the components of the TASR and identifies where HSPG require further information

Table 1 – Review of HAL’s Proposed Components of a Surface Access Strategy

HALs Transport Strategy component	What we know to date	Issues and questions on which we would like further engagement
Putting Heathrow at the heart of the rail network		
A1 optimising the Elizabeth Line	Broad concepts with some detail around operating parameters and services for Elizabeth Line and WRLtH. Various high level options for the of a Southern Rail Link but at this	Further detail needed with respect to all of these schemes. In particular: <ul style="list-style-type: none"> • service patterns and frequencies (including whether Crossrail services to T5 will be enhanced); • specific proposals for Hatton Cross; • ticketing / fares (in particular for Crossrail and WRLtH); • operating hours • resilience • Commercial case/funding arrangements.
A2 Support delivery of the Western Rail Link		
A3 Support development of the new Southern Rail Link		
A4 Making the most of Hatton Cross		

	<p>stage it is not clear how HAL and Government will support development.</p>	<p>Modelling and sensitivity testing to show the impact of these schemes:</p> <ul style="list-style-type: none"> • connectivity/journey times for airport and non-airport users; • modal shift; • demand/capacity relationships and crowding. <p>Need to understand the exact commitment at DCO (from HAL and Government) to Southern and Western Rail Access including timescales and funding</p> <p>Discussion as to whether HAL would be prepared to accept a Grampian style condition in relation to the provision of these schemes.</p>
<p>Creating a public transport focused airport</p>		
<p>B1 Upgrading rail, bus and coach facilities at the airport</p>	<p>Upgrades presented in conceptual terms only</p>	<p>Further detail needed on:</p> <ul style="list-style-type: none"> • service patterns/operating parameters; • plans for ticketing and fares - sin particular the potential scope and operation of a free travel zone • resilience <p>Specific proposals required to provide adequate capacity for bus and rail interchange and proposals to provide improve interchange between modes including public transport information and wayfinding.</p> <p>Specific proposals for integrating public transport and land-use as part of masterplanning proposals.</p> <p>Specific proposals on public transport connectivity across the Airport (routes, journey times, linkages to external highway network. Proposals for much greater bus/coach permeability into the airport from all directions, especially the south.</p> <p>Modelling and sensitivity tests of above on: connectivity/journey times for airport and non-airport users; modal shift; demand/capacity relationships and crowding.</p> <p>Commercial case/funding arrangements</p>
<p>B2 Integrating employment and public transport</p>		
<p>Providing a resilient and reliable road network</p>		
<p>C1 Changes to the M25 to accommodate runway expansion</p>	<p>Alternative options for M25, M25 junctions and local roads set out in consultation material and master planning options</p>	<p>Establish for both construction and operation:</p> <ul style="list-style-type: none"> • Emerging preferred options. • Journey time impacts on airport and non-airport traffic; • Connectivity and accessibility for HSPG communities, including severance; • Resilience of airport access and arrangements at times of incident; • Ability to cater for priority movements – e.g. buses; • Bus service arrangements on relocated local roads; • Traffic distribution impacts of new, relocated roads (including Southern Access tunnel) and any wider network performance impacts.
<p>C2 Changes to the local roads to accommodate runway expansion</p>		
<p>C3 New Southern Access Tunnel and associated changes to the Southern Perimeter Road</p>		

		<p>Understand what mitigation measures will be applied during construction impact on access to bus services, and capitalise on opportunities to improve access.</p> <p>Understand what permanent mitigation will be proposed on local road network to address final bullet point above– eg Crooked Billet junction</p>
Strengthening the coach hub at Heathrow		
D1 Strengthening existing routes	Upgrades presented in conceptual terms	<p>Detail needed on:</p> <ul style="list-style-type: none"> • key corridors/routes of enhancement; • demand forecast and contribution to modal shift; • Any specific coach infrastructure to be provided within the airport • Any specific coach infrastructure to be provided outside the airport (including depots, coach lanes etc) • Arrangements for providing an attractive, reliable and resilient offer, minimising exposure to congestion; • Proposals for much greater coach permeability into the airport from all directions, especially the south • Commercial case/funding arrangements.
D2 New routes and operators		
D3 Expanding the role of the Heathrow Coach Hub		
Investing in local transport solutions		
E1 Enhance existing bus services	Upgrades presented in conceptual terms	<p>Detail needed on:</p> <ul style="list-style-type: none"> • Key corridors/routes of enhancement; • Bus infrastructure (bus stops and bus lanes) to be provided both within the airport and outside the airport. • Demand forecast and contribution to modal shift; • Arrangements for providing an attractive, reliable and resilient offer, minimising exposure to congestion; • Arrangements to ensure access at shift change times; • Arrangements to ensure services are durable; • Arrangements for ticketing, fares, information, technology; • Proposals for governance arrangements; • Working definition of local bus service or local public transport in view of role of DRT / shared taxis and HAL’s ambiguity on the definition of public transport; • Proposals for bus priority and bus circulation within the Airport; • Commercial case/funding arrangements. <p>Process for evaluating demand response trials to understand scope for wider application.</p> <p>Develop new medium-distance bus services that can be attractive to both passengers and staff.</p> <p>Detail needed on how permeability will be created through the airport perimeter into all employment/passenger areas.</p>
E2 Work with local bus operators to establish new bus routes		
E3 Bus priority measures		
E4 Upgrading walking and cycling infrastructure	Upgrades presented in conceptual terms	<p>Detail needed on key corridors/routes of enhancement. Need to understand the demand forecasts for this type of access and contribution to modal shift</p>

Making public transport easier to use		
F1 Building on the success of the Free Travel zone	Initiatives presented in conceptual terms	Detail needed on all these proposals including: <ul style="list-style-type: none"> Fares policy including how affordable fares will be promoted and maintained (across all modes). What funding will HAL provide?; Enhancements to the free travel zone, or equivalent; How public transport will provide access during overnight gaps when the rail services don't run; Opportunities to promote affordable travel outside the scope of travel to the Airport itself; Evidence of operator engagement/buy-in; Commercial case/funding arrangements, including understanding that whatever funding subsidy might be required is provided for perpetuity (with appropriate mechanism for delivery of that perpetual funding stream)
F2 Promoting affordable fares		
F3 Encourage airlines and operators to offer seamless and easy ticketing		
F4 Aligning public transport connectivity with airport operating hours		
Enabling more efficient and responsible use of the road network		
G1 Efficient use of taxis	Initiatives presented in conceptual terms	Detail needed on all these proposals including: <ul style="list-style-type: none"> Demand/mode shift impacts; Highway network impacts; Connectivity and accessibility for HSPG communities, including severance; Commercial/funding arrangements; Specific propositions and potential impact on local authority highway networks and amenity surrounding the Heathrow campus; Local and wider highway network performance impacts.
G2 Reducing emissions through vehicle charging		
G3 Intelligent Mobility		
G4 Consolidation and prioritisation of parking		
G5 Measures to influence freight vehicles and delivery behaviour	Initiatives presented in conceptual terms	Detail needed on all these proposals including: <ul style="list-style-type: none"> Future level and pattern of freight demand; Local and wider highway network performance impacts; Connectivity and accessibility for HSPG communities, including severance; Resilience and reliability of freight operations; Commercial/funding arrangements.
Building on the Success of our Commuter Programme		
H1 Targeted personalised travel planning for colleagues	Initiatives presented in conceptual terms	Detail needed on all these proposals including: <ul style="list-style-type: none"> The provision and publicising Heathrow Travelcard, including its availability on the wider bus network as appropriate. Consideration needs to be given to a more widely accessible form of ticketing/marketing that's useable by all, not only those employed at certain sites; Demand/mode split forecasts; Commitment to reduction and prioritisation of colleague parking for British Airways as well as all others. Impacts on local highway network of alternative parking arrangements.
H2 Support discounted colleague public transport travel		
H3 Reduction and prioritisation of colleague parking		
H4 Creating a culture of active travel		

4. HSPG Requirements for a Surface Access Strategy

Overarching Principles

5.1 HSPG have developed their own set of high level principles on how we would like to see the surface access strategy delivered. These were first summarised in the June 2016 “HSPG Vision and Development Principles” document which outlined the following principles in terms of a transport strategy.

- Integrated network of transport hubs
 - A. Maximise benefits of new transport links and hubs
 - B. Integration of hubs to maximise sequential connectivity
 - C. Improving local and sub-regional connectivity to existing and future rail and coach networks
 - D. Ease of movement for pedestrians and cyclists
- Coordinated public transport connectivity for all modes and users
 - E. Smooth interchange, reduced journey times
 - F. Information and ticketing
- Improved Local Connectivity
 - G. North-south connectivity to match east-west provision and reduce journey times
 - H. Modal shift to reduce traffic flows on strategic road network and rat running
- Reliable and Resilient network
 - I. Provide reliable and dependable public transport services
 - J. Resilience to provide continuity of service
 - K. Provide digital connectivity

5.2 These principles have been developed further in our October 2019 “HSPG Masterplan Principles v2.2” document. In summary this additionally identifies in terms of transport the following principles;

- G: Sustainable Surface Access should drive the master planning
 - The assembly options should maximise opportunity for use of buses and rapid transit walking and cycling for the last part of the journey
 - Utilise Southern Access Tunnel
 - Deliver traffic, modal and air quality targets
 - Transformative sustainable transport modes provided to surrounding communities
 - Widespread bus advantage measure and ticketing regimes
- H: Resilient and appropriate access to the M25
 - Resilient solution required
 - Provision for access to Poyle
 - Enhancing connectivity across the motorway
- I&J: Airport Parking
 - Agreement needed on quantum of parking required
 - Provision of consolidated parking in two locations to the north and south west
 - Restricted access to the local road network
 - Parkways linked to all terminals
- K: Park and Ride
 - Particular provision during construction
- L: A4 and A3044 Diversions

- HSPG do not have a position
- Q: Freight Strategy and facilities
 - Requirement for a freight strategy

5.3 These themes are developed further in the following sections.

Car Parking

5.4 The quantum and location of passenger and employee and car parking is of key concern to HSPG members. The chosen car parking strategy is likely to impact modal shares, local traffic, air quality, noise and the development of land use for both ARD and ASF. As discussed in Appendix B, the provision of car parking is likely to significantly impact the ANPS mode split targets and 'no more traffic on the road' pledges.

Quantum of Provision

- 5.5 HSPG understand that all the various masterplan option proposed by HAL are based around increasing the total number of car park spaces by c2.5% compared to present (which include 3000 spaces still to come on stream from T5 consent). We understand this balance includes the closure of some significant off campus parking sites such as Southall and the assumption that such facilities are not replaced.
- 5.6 Within this overall number is a significant reallocation of parking away from airport colleagues towards passengers. There is therefore a significant increase in absolute quantum of customer parking though we understand that, given increased flows from expansion, this also represents a net decrease in space/passenger against the current situation.
- 5.7 Assuming that evidence supports the statements made by HAL on the required number of spaces it is acknowledged that the proposal represents a relatively modest expansion of total car parking provision. However, HSPG do not have a full understanding of the expected level of car park provision. It is therefore important for HAL to set out the quantum of proposed car parking provision more clearly, in particular how the forecast number of car parking spaces breaks down across different categories (including ARD and ASF), both in absolute terms, and also in percentage terms against the total number of forecast passengers and employees - which are of course forecast to significantly increase under the expanded airport. It would be particularly helpful to better understand the figures sitting behind the two graphs on slide 18 of the car parking deep dive presentation. Likewise, HSPG would like further information on current car occupancy numbers for kiss and fly, private hire and park & fly passengers.
- 5.8 At this point in the DCO process proposed parking levels for passengers is something that is almost entirely in control of the DCO promoter. The number of parking spaces provided will clearly have an impact on mode share and provides an important tool in managing demand to the site immediately. Careful well evidenced justification is therefore needed for any level of parking, as policy tools and behavioural prompts around kiss and fly and private hire may not by themselves achieve the ANPS targets.
- 5.9 The overprovision of parking spaces therefore provides a risk to achieving the ANPS targets. This can be mitigated if the provision of car parking spaces could flex in relation to progress in achieving the NPS targets. Delivering parking via a phased approach that would allow the interplay between kiss and fly, private hire, and park and fly space availability to be tested without necessarily locking the airport in to providing huge numbers of customer car parking spaces from commencement.
- 5.10 HSPG would like the DCO to make clear that parkway provision should be;

- Subject to an absolute cap, which is only granted by the DCO if agreed thresholds of incremental parking levels have been justified and implemented following rigorous testing and assessment against the APNS targets, or other agreed tests; and,
- only brought online as utilisation reaches a specific point over a particular period? i.e. unless parkway 1 is at xx% utilisation for xx months further parkway provision should not be provided. This should be captured within the DCO, so as the DCO does not provide the totality of provision from the outset.
- linked to the achievement of NPS targets – i.e. if targets have not been achieved xx spaces need to be removed or taken off-line? To take this idea further if Kiss and fly and private hire do not decline despite the number of park and fly spaces provided (i.e. the strategy has failed) then could there be a mechanism for these spaces to be mothballed or removed?

Further data

- 5.11 As well as further information justifying the number of spaces to be provided, it would be helpful for the car park space provision to be benchmarked across all the different user categories (as a proportion of airport users/workers) against other airports elsewhere both in the UK and worldwide. What research has been done to date on the influencers of mode choice made by passengers to Heathrow?
- 5.12 It would also be useful to understand if any research has been undertaken to understand passengers preferences for parking, including the sensitivity of price and availability/transfer time to mode choice. What are the factors that make park and fly spaces an attractive option against private hire, kiss & fly or private hire. The key question we would like to better understand is whether provision of park and fly spaces makes any difference in whether people choose that mode over kiss & fly or private hire?
- 5.13 For the existing parking stock for passengers, we would like to understand any intelligence HAL may have about who is using each site by origin postcode.

Location of Parkways

- 5.14 In general HSPG support the principle of a consolidating the parking into a minimum number of well connected parkway locations. Our preference, given the existing masterplan options, is for two well designed parkways - one in the north accessed from the M4 and one in the south west accessed from the M25. We do not support the provision of any large parkways on the eastern or southeastern edges of the airport (specifically near T4) as these locations cannot be so easily have their access limited to only the motorway network.
- 5.15 Support for the consolidation of parking into two sites is conditional on the basis that these parkways would be;
- managed carefully to ensure that they do not provide parking for local trips (including staff);
 - primarily connected to the strategic road network (ie they would not allow car access from the local road network) although there should be connections for local bus and cycle access;
 - a designated a public transport hub with a wide range of bus connections to destinations across the local areas;
 - implemented on a phased basis as and when there is a demonstrable case for the need to provide spaces, and as and when it can be proven that this provision will influence passengers to park and fly and not undertake additional kiss and fly or private hire (PH);

- connected to both the airport western and CTA terminals by an expressly designed high quality, high frequency, high capacity and high speed mass transit system, that connects across the airport such that a passenger in the northern carpark can directly reach both the CTA and western campus and a passenger in the southwestern car park can reach the CTA and western campus. HSPG are deeply sceptical that a bus transit solution would provide the required capacity, quality and speed to meet these objectives and attract people away from Kiss and fly and private hire.
 - of an appropriate quantum necessary to facilitate the targets in the NPS, but no larger than the minimum necessary.
- 5.16 Please note that although the two parkway solution has the broad support of HSPG members, Spelthorne in particular have serious concerns over the quantum of car parking proposed for the south west parkway and the consequential massing of the necessary structures. Until such time as they receive more information on the other aspects of the parking strategy they remain unconvinced of the benefits of such a concentrated distribution of the car parking requirements compared with the potential detrimental impacts, the additional traffic and air quality issues in the immediate area and the extent of mitigation that would be required.
- 5.17 Having a better understanding where current users of the airport parking are originating from will allow HSPG to understand whether the provision of parking to the south and east (notably around T4) in particular would encourage utilisation by residents who come from areas where public transport is a more realistic mode of accessing the airport. If the proposed southwestern and northern parkways can only be accessed from the motorway network, both become more difficult for residents from the east to access. However, these residents have much better public transport options available to them than residents living west of the airport, and the more limited provision of parking from these locations could therefore help drive a shift towards public transport. We accept that this could also lead to more private hire trips but the impact of these could potentially be mitigated by more stringent measures to encourage backfill (see below).

Kiss and fly and private hire

- 5.18 HSPG members accept the argument about the need to reduce kiss & fly given this generates double the number of trips compared to parking. We note that introducing access charging for pick up and drop off charges/ access charges will help in that respect.
- 5.19 Key to private hire vehicles is ensuring they are backfilled, as in these circumstances it is no worse than a passenger parking and flying. Indeed, the benefit of private hire is that the need for land take to provide as many car parking spaces is reduced while the private hire fleet may also be less polluting. Whilst a shift to public transport is therefore the priority, the strategic approach for the remaining car users should not necessarily be to support park and fly against both kiss and fly and private hire but actually to maximise passenger occupancy of cars accessing the site. This may lead to more stringent measures for taxi-backfilling rather than provision of thousands of park and fly spaces.
- 5.20 We would also expect the provision of car hire facilities to be provided at the parkway locations.

Employee parking

- 5.21 We do not have sufficient information on how employee parking is to be allocated (e.g. linked to shift, linked to distance etc) and whether there will be a charge for such parking. It will be necessary to ensure that local employees are not incentivised to drive short distances and use the parkway to access the airport. There is little detail in where employee parking will be situated, in particular whether consolidated parking can meet the different needs of different types of airport workers who may well need to access worksites across and around the airport away from the main terminal areas.

Key conclusions

- 5.22 While in general supporting a two parkway solution, the main fears of authorities surrounding the airport in respect of car parking levels are as follows;
- that if the proposed parking levels for customers or employees are provided from commencement, then that will create a huge reservoir of parking for use by them in perpetuity that could frustrate attempts to support future modal shift to public transport and so drive congestion and pollution;
 - that the size of these facilities could create adverse noise, air quality, light and visual impacts. More generally it could also take land away from being used for other more productive land uses and may cause localised blight/loss of green belt. It is therefore essential that the need for such facilities and their size is very carefully justified;
 - that the strategy relies very much on off-airport sites being prevented from coming forward for development otherwise the NPS targets are likely to be undermined. It would be helpful to understand how the DCO help local planning authorities in refusing such applications that come forward after determination? For instance what sanctions are available to HAL to disincentivise such operations – options worth considering might be to introduce higher access charges to mini buses accessing the terminal from ‘non-authorized’ sites? The important point is that Local Planning Authorities have no control over levels of parking for associated land uses, other than perhaps in town centres where they may be able to justify in policy terms, a maximum parking standard. In all other locations, the NPPF makes it clear that maximum parking standards cannot now be applied. Therefore, there is danger that all the less commercially valuable land-uses that HAL do not want “cluttering up” their valuable airport land, end up in the surrounding boroughs with demand led parking. The DCO has no role in assisting local planning authorities in refusing these applications.
 - that there has been no information presented on parking or drop charges and tariffs for customers. In particular tariffs to support/incentivise low emission vehicles will be necessary, or indeed EV only bays provided in significant numbers to facilitate that shift. The number of parking bays/charging points for EVs are also to be determined. This should match or exceed new draft London Plan standards at a minimum.
 - that if the level of passenger parking proposed is provided, then the assumption must be that this is used and filled. If the interventions to tackle kiss and fly and private hire backfilling are unsuccessful then mode share for passengers accessing the airport by car will remain high and the options left for reducing this mode share are much reduced.
 - That the maximum parking provision granted in the DCO will not be required until the expanded runway and terminal facilities reaches full capacity and passenger and employee numbers increase to their maximum level. Until then parking levels should be increased in a phased approach based on demonstrable need. This should be captured within the DCO, so as the DCO does not provide the totality of provision from the outset.

Roads

- 5.23 The need for attention in the masterplan and transport strategy does not stop at the boundary of any airport traffic management zone and must also address the effects of displaced traffic movement around the airport area.
- 5.24 As a general comment HSPG would welcome further engagement from HAL in developing a roads strategy that looks to both best serve the needs of the airport and local communities.

Strategic Roads

- 5.25 HSPG do not have a preferred solution to the number of junctions provided on the M25. While it might be that the use of two junctions might provide greater resilience and capacity, a well designed one junction solution might also provide similar levels of resilience and capacity while requiring less land take and visual intrusion.
- 5.26 As well as providing access to the airport and parkways for airport users, any solution also needs to provide access to the Poyle industrial area. Local connectivity to the East of the M25 need not be provided, local traffic from within the M25 could instead use junction 13. It is important that communities west of the M25 such as Colnbrook do not suffer any severance that that connectivity is maintained across the M25. HSPG is open to discussion about whether access is required from these communities is provided to the motorway itself. It is important to note that any solution should avoid through traffic routing through Colnbrook, but to instead provide Colnbrook good public transport and cycle routes

Local Roads

- 5.27 HSPG members strongly support the provision of a southern road tunnel to the CTA area in order to provide for improved public transport access to the south. This tunnel should not be open to cars as it is likely to result in increased congestion to the local road network, although there may be a case for allowing those with permitted parking in the CTA who live to the south of the airport to use it.
- 5.28 Without further information, HSPG do not have a preferred solution to the diversion of the A4 and A3044. In establishing a preferred solution consideration needs to be given to the role of each road and the kind of function it is intended to serve. Any design needs to ensure that through non airport through traffic is using the motorway.

Rail Access

- 5.29 HSPG support both Western and Southern Rail Access, although noting that Colne Valley Park do have some reservations about the cumulative impact of both schemes and n the greenbelt. HSPG's position on these schemes has been previously is provided in letters to HAL and via a response to the recent NR consultation, copies of which are provided in Appendices C and D.
- 5.30 Although outside the scope of the DCO HSPG would also like to see the Chiltern line linked to Old Oak Common which would then provide easy access to Heathrow from large parts of the West Midlands and M40 corridor. We would like HAL to take an active role in the promotion of this scheme.
- 5.31 HSPG welcome the principle of maximising the use of rail freight, both during construction and long term operation of the airport. While HSPG are therefore pleased to see the development of a rail freight facility as part of all the masterplan options, we do however have some serious reservations about the scale of such a facility with the Colne Valley Park and greenbelt area, and in particular whether such a facility could end up serving as a wider freight hub beyond serving the needs of the airport. HSPG would welcome further engagement from HAL on this issue so that we might better understand;
- the current use of the railhead and understanding if fuel could be better delivered via pipeline.;
 - the expected use of the railhead during construction;
 - the expected use of the railhead post construction;
 - the size of the rail head;

- impact on GWML operations and requirements for any associated rail infrastructure;
- access arrangements to the railhead; and
- what alternative locations for the railhead have been considered.

Bus Access

- 5.32 Local bus access proposals should be to be developed serving Parkways, terminals, key employment sites around the campus. Further thoughts on local bus provision are provided in Appendix C.
- 5.33 HSPG welcome the development of a 'Green Loop' around the airport that allows permeability for cycling and walking. This needs to be developed to ensure integration into surrounding multifunctional network / Heathrow Landscape Framework including M25 crossings.

Freight

- 5.34 HSPG would advocate a strategy that consolidates freight facilities into appropriate locations that are provided with direct motorway access. In developing a freight strategy HAL need to take into consideration the long term maintenance costs of local roads that are required to support high tonnage vehicles.

Construction

- 5.35 HSPG have yet to see a transport strategy for the construction for the expanded airport – either for construction workers or construction materials. With a workforce in excess of 15,000 daily workers and huge quantities of construction materials required to be brought into the area this needs to be developed in some detail prior to DCO.
- 5.36 In principle HSPG welcome the maximum utilisation of a rail transshipment served construction site for bulk materials and construction materials, and minimal use of public roads for construction traffic. Where construction materials are required to brought by road this should be via direct access from motorway junctions.
- 5.37 HSPG are open to the suggestions of park and ride facilities for construction workers with Slough Borough Council have some specific suggestions around the use of such sites.

5. Assessment Methods

A.1 Further, more detailed information is required from HAL regarding assessment methods. In particular a summary of the key methodologies and assumptions that are used by the modelling suite. Some of these documents may be combined or titled differently but would be expected to include:

- **Model Development Report** – which describes the methodological approach of the modelling, and describes how this conceptual approach has been implemented;
- **Model Validation Reports** - which describes how well the modelling tools replicate current demand;
- **Assumptions Report** – which includes details of input assumptions and parameters for all components of the modelling suite. This needs to be closely linked to the JEBIS report and the assumptions developed within this;
- **Forecasting Report** – which details how future year forecasts (excluding an expanded airport) have been developed and tested; and
- **Appraisal Specification Report**- how options have been appraised to monetise the impact of their benefits and disbenefits.

A.2 The Table below sets out some specific areas where further information is required from HAL in order to inform a better understanding of the outputs and possible areas of uncertainty/risk. (Note that our expectation is that many of these questions will be addressed as more reporting is forthcoming).

Table 2 – Information sought from HAL

Item	Further information required
'Airport-related' demand	How is this defined, and how much 'secondary' impact is allowed for in the assessment?
Flight profiles impact on SA demand	Which flight profiles are assumed? How does this translate into surface access demand? How sensitive is the level and pattern of surface access demand (especially in the peak) to alternative assumptions?
Airport ATM/MPPA profile over time and associated SA demand	Greater clarity on how airport throughput over time converts to surface access demand, including the split between surface access and transfer passengers. How sensitive is the level and pattern of surface access demand (especially in the peak) to alternative assumptions
Active modes	How are impacts assessed?
Staff numbers over time and impacts on SA demand	How are staff numbers required over time assessed, what is assumed about the number arriving on any particular day, the times they travel, and therefore the modal level of service available to them and the corresponding impacts on the transport system.
Staff travel	Choice of base year for staff travel forecasts, given that NPPF refers to 2013, but the 2013 staff travel survey results appear anomalous compared to the trend including the 2017 survey.
Survey data on current demand/modal choices	How are SA behaviour sampling balances allowed for?
Area of Detailed Modelling	Further detail and justification on why/how selected. Does it also apply for testing of peak construction impact?

Freight model	How is the model specified, what are the data sources, and what impacts are measured
Screening thresholds	What values are applied? Scope for HSPG involvement in the definitions
No traffic increase 'pledge'	How is this being measured/presented/monitored? (time periods, geographical extent?)
Taxis	Base data sources, how assessed in the model
Observed and modelled demand data sources by mode	Extent of cross-referencing to alternative data sources e.g. TfL BODS, oyster data? Models – e.g. Slough Saturn and VISSIM models
Engagement with HE	How are Project Control Framework requirements being met? What PCF documentation will be available?

Appendix A – HSPG comments on the Transport Assessment Scoping Report

- A.1 The HSPG core team have reviewed Heathrow Airport Limited's (HAL) Transport Assessment (TA) Scoping Report dated 14/05/2018. This document provides a summary of their comments for discussion with HSPG members.

Overarching Comments

- A.2 The purpose of the TA Scoping Report is to set out the proposed scope of the Transport Assessment that will accompany the Development Consent Order (DCO). By its nature it is therefore a fairly high-level summary of the approach to assessing transport – it does not at this stage provide detail on any individual transport schemes that might be included in the final expansion design or any detail on how such schemes will be assessed, although of course such detail would be expected in the final TA.
- A.3 The proposed scope of the TA as set out in the Scoping Report does appear to provide an appropriate technical framework for delivering the TA needed for DCO, although of course, the devil will be in the emerging detail.

Detailed Comments

- A.4 The report has identified a number of areas where HSPG will wish to closely engage with HAL. Some of these comments are less a comment on the specific drafting of the TA scoping report and more of a question to HAL about certain aspects of the expansion design that HSPG have not understood or been sighted on.
- A.5 In no particular order the following comments, observations and questions are made:
- a. Buses/coaches. There are ambitious plans for a significantly increased mode share. These additional public transport vehicles will have an associated impact on the highway network in terms of congestion and air quality that will need to be modelled and understood. It is important to understand the impact of congestion more generally on the provision of bus services and the capability of these services to deliver modal shift;
 - b. The report acknowledges the difficulty of defining 'airport related' traffic in terms of primary and secondary demand. This links closely with the land use strategy and the development of airport related development. It will be important to understand how much of the 'secondary' demand generation will be included in the modelling and the assumptions by which this is generated;
 - c. The TA report provides a summary of various data sources. It does not seem to provide a source for freight data (other than from traffic counts);
 - d. There is still a lack of clarity around what the 'pledge' means in practice – 'no traffic increases over 2017'. Over what geographic area and time period is this applicable. And how does it take into account of secondary airport or non airport demand?;
 - e. There will need to be sensitivity testing to consider the impact of alternative flight arrival/departure profiles. These may change significantly from now (e.g. less very early

- flight arrivals) which will impact on how much and what sort of demands are generated at which times of day, in particular during the prevailing background peak periods;
- f. The 'parkways' concept to consolidate car parks into a few large sites requires further detail as depending on where they are and how they operate they could massively impact the distribution of traffic around the airport. They do however provide an opportunity to provide off airport local public transport hubs serving both airport and non-airport users;
 - g. The proposed sensitivity testing will need to examine decremental as well as incremental testing – i.e. what happens if some of the key schemes are not delivered;
 - h. It will be important to understand how the proposed changes to M25 junctions and the strategic road network impact local connectivity – e.g. at Stanwell Moor?;
 - i. Paragraphs 2.3.3 and 2.3.6 are inconsistent in describing the breakdown of transfer passengers and hence the number of trips needing to access the airport via surface transport;
 - j. It is not clear what the difference is between tables 2.1 and 2.2. Either way it is worth noting the current high mode share of taxi – it would be useful to understand the trip distribution of these taxis to assess how public transport might be able to provide an attractive alternative. It would also be helpful to better distinguish between local bus and longer distance coach as they are very different modes serving different markets;
 - k. Para 2.3.10 refers to the main model of transport being that which is used for the longest leg of the journey. In terms of the surface access strategy it might be better to use the mode that passengers are using when they arrive at the airport as this might better reflect the impact on the network;
 - l. There should be consideration of the potential for the charter coach market to make a larger contribution to carrying surface access passengers;
 - m. The Area of Detailed Modelling (AoDM) described in Figure 5.3, seems to be much closer to the airport on the south and east side compared with the north and west. It is not clear why given that the provision of public transport from these areas is going to be crucial for HAL to meet their surface access requirements;
 - n. It is notable that only 29% of airport staff use public transport to access the airport compared to pax 39%. And 61% of staff are in single occupant cars. It would seem that an important area of Heathrow's surface access strategy will be to introduce incentives to reduce staff journeys by car such as higher parking fees perhaps in relation to vehicle occupancy. Currently HAL's strategy appears to place a very high reliance on the provision of alternatives to car travel rather than reducing the attractiveness of car travel. This needs to be critically tested in the light of the influence of generalised cost on mode choice. This comments applies both to staff and passenger surface access;
 - o. Paragraphs 2.4.20 and 3.4.1 states that parking spaces will increase from 39k to 61.5k for passengers and staff, a 58% increase. It is unclear how this sits against T5 planning approval of limiting staff parking to 17.5k and total parking to 42k? More generally it doesn't explain how the future parking is split amongst passengers and staff, or how the numbers of staff and passengers accessing the airport by car is expected to change, either in absolute or percentage terms, and the impact this will have on the Airport's ability to achieve its mode share requirements;
 - p. It is worth noting that 8 initiatives outlined in Figure 3.2 do NOT include anything on freight. This seems a serious omission given the increase in both air cargo as well as freight movements generated by airport related development;

- q. Worth noting that the baseline for staff and passengers are different years – 2013 and 2016 respectively, especially when para 5.2.1 and 5.3.3 states there 2017 survey data available and that the model uses 2017 data;
- r. TA scope considers peak construction in addition to operation. It does mention sensitivity testing but unclear what this covers;
- s. Walking and cycling are in ANPS (1.2.7) and 1.4.8, but it's unclear whether these are included in the HAL models or how this will be quantitatively assessed;
- t. LHR is now running 98% capacity [2.2.3] with 473k ATM, R3 allows capacity to increase to 740k ATM a 49% increase. Passengers increase from 77 mppa to 134 mppa which is a 74% increase. It is unclear how this will be delivered – is it all through larger planes;
- u. Currently 62% of staff are on-site on any given day [2.2.4]. The TA should consider what mechanisms and incentives might be available to reduce this;
- v. Note that the CAA passenger survey to determine mode shares is 55k of 75mppa which is <1:1000. There are also two other datasets – Heathrow Database System and Heathrow Profiler Survey [5.2.1]. It will be useful to understand how the 3 sets compare and consider if these surveys are sufficient to assess the stringent planning threshold on mode share; and
- w. 3.5.6 provides a summary of the components of the surface access strategy. HSPG would want to understand what specific elements and options are expected to be assessed. For instance component E3 refers to bus priority measures although it is unclear where these are proposed and whether they are expected on the local roads or the strategic highway network such as the M25.

Appendix B – Review of Mode Shift Target

Introduction

- B.1 This note reviews Heathrow Airport’s mode shift targets, tries to put some dimension on them and comments on Heathrow Airport Limited’s strategy to deliver them.

Surface Access Passengers

- B.2 HAL is required to deliver a mode shift in accordance with the Airports National Policy Statement:

“...increase the proportion of journeys made to the airport by public transport, cycling and walking to achieve a public transport mode share of at least 50% by 2030, and at least 55% by 2040 for passengers”³

- B.3 The mode share of passengers using each mode is taken from the CAA passenger survey, and is then re-based using HAL’s own estimate of the split between transfer and surface access passengers, which, as it taken from returns by airlines, HAL regards as more robust.
- B.4 Current usage of the Airport is split 54.3m by surface access and 22.7m transfer. Table B-1 below assumes that the same split is maintained in future years and that with a total of 134m passengers, 94.5m are by surface access. It is acknowledged that this level of growth is envisaged by 2035, so the figures in Table 1 will overstate the volume of passengers in 2030.

Table B-1: Surface Access Passenger Mode Share

mode	2017 CAA Survey factored by HAL estimate of surface access / transfer split (TA Scoping Rpt, Tab 2.2)		2030 / 2040: no change in mode share	PT + active modes 2030 50%			PT + active modes 2040 55%			change in volume 2040 (2017)	change in mode share 2040 (2017)
	mppa	mode share		increase	mppa	mode share	increase	mppa	mode share		
	bus & coach	6.1	11.2%	10.6	127%	13.5	14.3%	140%	14.9	15.7%	143.7%
rail	15.1	27.8%	26.3	127%	33.5	35.4%	140%	36.8	38.9%	143.7%	40.0%
car & taxi	33	60.8%	57.4		47.2	50.0%		42.6	45.1%	29.1%	-25.8%
active	0.1	0.2%	0.2	127%	0.2	0.2%	140%	0.2	0.3%	143.7%	40.0%
total	54.3		94.5	94.5	94.5		94.5	94.5			

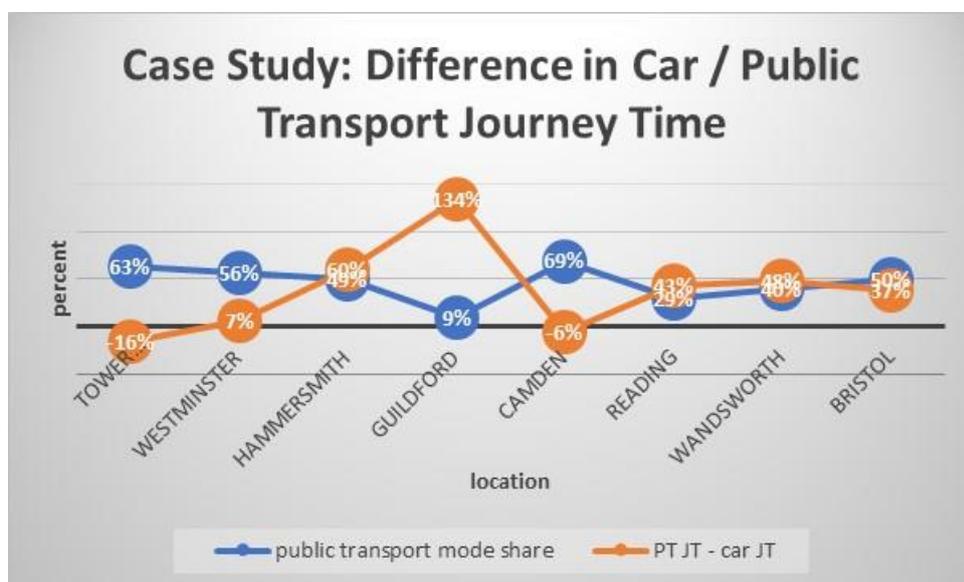
- B.5 The table also assumes that bus and coach, rail and active modes increase in the same proportion to achieve the combined percentage mode splits of 50% and 55%. This being the case, bus and coach has to increase from 6.1m passengers per annum in 2017 to 10.6m in 2030 or 2040 to keep the same mode share. Further increases to 13.5m (2030) and 14.9m passengers (2040) are needed to increase mode share. For 2040 this is a 144% increase in journeys, and a 40% increase in mode share.
- B.6 However, Figure 14.1 of HAL’s ‘Our Approach to Developing a Surface Access Strategy’ (OATDASAS), January 2018, considers the contribution to the 55% public transport mode share to be taken from:

- Putting Heathrow at the heart of the rail network (50%);
- Enabling more efficient and responsible use of road network (30%), which in turn refers to the following themes – making more efficient use of taxis, road user charging, intelligent mobility, parking management;
- Making public transport easier to use (7%);
- Strengthening the coach hub (13%).

³ Airports National Policy Statement, June 2018

- B.7 In other words, HAL’s own assessment is that the major contribution to the increase in passengers by public transport will be by rail (Crossrail, GW rail access – note that para. 6.2.11 OATDASAS does not believe a southern rail link is necessary).
- B.8 Only 30% of the contribution is made by measures to manage the demand by highway users. This underlines a theme in OATDASAS that public transport supply promotes demand and by implication mode shift, and the natural corollary of this is to then place reliance on developing public transport supply. This is the message of the OATDASAS case study in section 2.2.1, which compares public transport mode share against public transport and car journey times.
- B.9 Figure B-1 below re-interprets the data in the case study to show that the driver in most cases is the difference in public transport journey time compared to car. Where public transport is quicker than car (Tower Hamlets, Camden) PT mode share is higher. Where it is slower (Guildford) PT mode share is lower.

Figure B-1: Difference in Car / Public Transport Journey Time⁴



- B.10 Another issue is the definition of public transport. OATDASAS states (paragraph 4.2.2):
“...we would expect the definition of public transport to change over time to include these [on-demand] sustainable forms of transport that will be shared by different users, most likely using low or zero emission vehicles”.
- B.11 Table B-1 assumes that taxis do not constitute public transport. Legally, they are not Public Service Vehicles unless they are being utilised on a local bus service using a restricted PSV Operator’s Licence.
- B.12 However, the distinction between taxi and bus as a means of delivering collective transport is becoming blurred, and is likely to become more so in future. In the establishment of ‘on-demand’ or demand-responsive bus services, some service providers have chosen the taxi licensing route because it is cheaper and more flexible than the licensing regime for bus. The taxi sharing legislation stipulates that to legally share a taxi, the passengers and operator must have made the arrangement to do so in advance. It does not stipulate how long in advance. Hence a provider like Uberpool can provide a comprehensive shared taxi service using private hire vehicles and an

⁴ Case Study: OATDASAS, para. 2.2.1

app allowing almost instant travel, so long as there are no more than eight passengers sharing the vehicle.

- B.13 It does not seem a given, therefore, that demand-responsive services operating to Heathrow will operate under the PSV legislation. In the case of, say, a service geared towards transporting workers from Colnbrook, we would naturally call that ‘public transport’ whether it is being provided by bus or shared taxi. But the same vehicle, driver and operator could equally be providing taxi services from the Airport for passengers’ onward travel. OATDASAS indicates that a major part of HAL’s strategy will be to make better use of taxis, achieving higher levels of occupancy as well as more movements with on both inward and outward journeys.
- B.14 To do this, the product (vehicles, drivers, operators, booking software) could be identical to that providing staff-based DRT. If classified as public transport, passenger-facing DRT operating as shared taxis could enable HAL to deliver fewer interventions on rail, coach and bus networks to deliver its targets. So HSPG will wish to be clear on what forms of transport could be counted as public transport and in what circumstances.

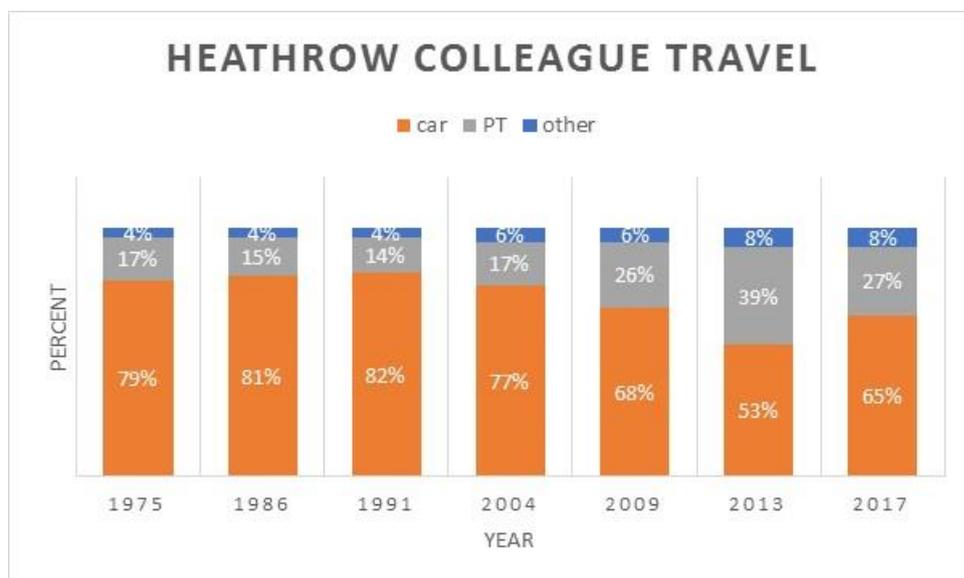
Staff Travel

- B.15 HAL is required to deliver a staff mode shift in accordance with the Airports National Policy Statement:

“The applicant should also include details of how, from a 2013 baseline level, it will achieve a 25% reduction of all staff car trips by 2030, and reduction of 50% by 2040.”⁵

- B.16 The mode share for staff is estimated by means of a survey conducted every five years or so, with the most recent surveys conducted in 2013 and 2017. The choice of baseline year has significant implications for the target. This is because, looking at the trend, the 2013 survey looks as though it may have over-estimated public transport mode share. Figure 2 illustrates this, with 53% car mode share estimated in 2013 against 68% in 2009 and 65% in 2017.

Figure B-2: Heathrow Staff Travel⁶



⁵ Airports National Policy Statement, June 2018

⁶ OATDASAS, Figure 2.6 and Transport Assessment Scoping Report, Table 2.3

- B.17 This has significant implications for the assessment of mode shift required, since clearly both percentage and absolute change needed to meet the mode shift target are significantly lower with the 2013 survey results.
- B.18 The Transport Assessment Scoping Report refers only to the 2017 staff travel survey results (Table 2.3).
- B.19 OATDASAS appears to base its calculations on the results of the 2017 staff survey (Figure 14.2), though it labels 2013 as the reference case year. It shows that a reduction of 12,000 colleagues travelling by car is required to meet the target in 2030, and 24,000 in 2040. By contrast, reductions of less than 10,000 and 20,000 would be needed if the 2013 base year were used.
- B.20 This tallies with the table below, which estimates the change in colleague mode needed to meet the target. It assumes that the number of staff increases in line with the forecast increase in passengers – so from around 73,000 staff in 2017 to 127,000 in 2030 / 2040.

Table B-2: Staff Travel Mode Share

mode	2017		2030: staff car reduction -25%		2040: staff car reduction -50%		change in mode
	current employees	mode share	employees	mode share	employees	mode share	2040 (2017)
Rail + Underground	6,028	8%	22,626	18%	25,689	20%	145%
Coach + Bus	13,748	19%	51,602	41%	58,589	46%	145%
Shuttle Bus	1,046	1%	3,926	3%	4,458	4%	145%
car	48,738	67%	36,554	29%	24,369	19%	-71%
active	1,367	2%	5,131	4%	5,826	5%	145%
other	1,785	2%	6,700	5%	7,607	6%	145%
total	72,712		126,538		126,538		

- B.21 Taking account of the growth in staff journeys, a halving of the absolute number of staff travelling by car is accompanied by a massive increase in the use of other modes. Assuming that the reduction in car journeys is spread pro-rata to other modes, then the number of users of bus and coach increases around 4.5 times from around 14,000 employees to 59,000, and bus and coach mode share increases from 19% in 2017 to 46% in 2040, an increase in mode share of 145%.
- B.22 Figure 14.2 of HAL's OATDASAS attributes the 50% reduction car usage to:
- Putting Heathrow at the heart of the rail network;
 - Enabling more efficient and responsible use of road network – making more efficient use of taxis, road-user charging, intelligent mobility, parking management;
 - Making public transport easier to use;
 - Creating a public transport-focused airport;
 - Investing in local transport solutions; and
 - Building on the success of commuter programme
- B.23 Each one contributes around 17% to the total. That means that less than 17% of the behavioural change is attributed to 'stick' measures. This is consistent with the theme elsewhere in OATDASAS. Chapter 7 includes a case study where public transport mode share at 7 locations around the Airport is compared to the PTAL score, the message being that public transport mode share increases with PTAL score. However, it could well be that a similar correlation could be derived if the percentage of staff without a parking space were substituted for the PTAL score.
- B.24 Experience suggests that the delivery of carrot measures goes hand-in-hand with stick. HSPG will wish to satisfy itself that the emerging strategy has an appropriate mix of carrot and stick measures to achieve the very demanding mode shift targets.

- B.25 This is reinforced by the following analysis. Overall, car parking provision is capped at 42,000 parking spaces, of which 28,000 are for staff. According to the TASR, para. 2.2.4, of the 73,000 staff employed about 45,000 are on site on any given day. With a car mode share of 65% this suggests demand for car parking spaces of 29,250 – so very close to the current staff parking provision.
- B.26 By 2040, around 127,000 staff employed suggests 78,000 on site on any one day. The same level of parking provision could accommodate a staff car mode share of 37% instead of the 19% required to meet the 2040 target for reduction in car journeys. However, paragraph 12.1.19 of OATDASAS states: “With expansion, it is proposed to keep the number of spaces [passengers and staff] at a similar level to today” and whilst it states that staff car parking provision will reduce, it does not state by how much.
- B.27 Table 1 possibly gives a clue, as with the mode share targets fulfilled car and taxi volumes will increase from 33 million to 43 million. If taxi movements stay constant at 18 mppa, (as envisaged in OATDASAS, para 12.1.6), this suggests an increase in car journeys from 15m to 25m – a 67% increase. An equivalent increase in passenger parking would take it from 14,000 to 23,000 spaces, suggesting that 9,000 spaces would need to transfer from staff parking to passenger parking. The remaining spaces could accommodate 24% staff mode share by car, instead of the 19% needed to achieve the car reduction target. This suggests that HSPG will wish to scrutinise HAL’s strategy for reducing the number of staff car trips, with potentially more reliance on ‘stick’.

Appendix C – Development of a local bus strategy

- C.1 This appendix provides some thoughts on some of the policy and implementation issues that may need to be considered in delivering a bus strategy within the airport surface access strategy.

Background

- C.2 In terms of providing bus services Heathrow Airport fringes between two distinct jurisdictions:
- Transport for London secures the London bus network and is responsible for designing the bus network, setting fares and providing passenger information; and
 - Outside London, the bus market is deregulated, with routes provided according to what the market thinks it can operate profitably, with fares set accordingly. Local Transport Authorities have the power (but decreasing budgets) to secure unprofitable but socially necessary bus services. Information to passengers is usually a joint effort between authorities and bus operators but at bus stops controlled by TfL, TfL currently provides information.
- C.3 Heathrow Airport intervenes by providing specific network support, and information at some bus stations.
- C.4 The result of this is that the product presented to passengers is inconsistent (vehicles, standards, information). It also means that there is an unwillingness to cross boundaries – TfL secures bus services to locations immediately outside London such as Slough or Denham, but not beyond, while commercial operators do not penetrate beyond Heathrow.
- C.5 Issues are compounded by HAL's approach which tends to be tactical, responding to issues as they arise, and with limited attention to detail.

Infrastructure and Information

- C.6 HAL provides and maintains bus and coach stations at CTA, T5 and Hatton Cross. Concerns from operators (from both charter coaches as well as scheduled services) include inadequate capacity and an unwillingness on the part of Heathrow to engage on this.
- C.7 There is no real-time passenger information for local bus because of the difficulties in integrating TfL, Bucks, Slough and Surrey systems, and printed information at bus stations is poor – TfL are often late in changing roadsides while HAL's 'where to catch your bus' panel at T5 has been out of date since September 2016!
- C.8 Bus infrastructure and information measures that HSPG may want to see in the Surface Access Strategy include ensuring:
- adequate capacity is provided at bus station facilities for both scheduled and charter services;
 - adequate wayfinding and other measures are provided to promote interchange;
 - consistent standards of infrastructure and information provision off the Heathrow campus as well as on it; and
 - integration between currently disparate sources of bus information to provide a single source of information in a consistent style and with robust processes for updating and dissemination.

Bus Network Provision

- C.9 TfL provides comprehensive services to CTA and T5, although not from all directions of the compass; in particular communities south of the airport. TfL provides much more limited services to T4 / Cargo, and instead focuses on serving Hatton Cross where passengers can change onto the Piccadilly line. Hatton Cross is also the focus of most bus services south of the airport.
- C.10 Commercial bus services serve Heathrow but not beyond with the focus on CTA and T5, with most services focusing on short-distance trips (exceptions – 703 Bracknell, 724 Harlow). Service provision is reasonably comprehensive from west (Slough); less so from south and south-west (Surrey, RBWM). Focus over last few years has been to secure services to meet all shift change times. HAL has been proactive in this.
- C.11 The result is bus provides a reasonable mode share to T5 and CTA, but a much poorer mode share to T4 and Cargo where PT accessibility is lower (although there are likely to be other influences such as staff car park provision).
- C.12 Four recent developments have impacted the bus network:
- Abellio withdrawal of its commercial network in Surrey meant that SCC had to secure what services it could with HAL’s assistance. Only non-TfL services from Surrey to Airport now 8, 442 and 555 (best frequency half-hourly, though services do now meet all shift change times, 7 days / week);
 - Carousel withdrew this year services from High Wycombe and Gerrards Cross. A contributing factor is likely to have been that the route ran through TfL territory between Uxbridge and Heathrow, where TfL’s higher frequencies and lower fares are likely to have reduced the route’s ability to earn revenue;
 - oldFirst reduced service levels from Windsor and Slough in Jan 2018, including the loss of a 24-hour service from Slough, and night-time connections between CTA and Cargo / T4 (to substitute for rail when rail not operating); and
 - Reading Buses introduced a Bracknell – Windsor – Slough – T5 link in 2018, widening opportunities for travel to the Airport.
- C.13 Bus provision measures that HSPG may want to see in the Surface Access Strategy include:
- Improve ability of bus services to penetrate the Airport, serving multiple destinations as part of a direct, progressive routeing e.g. from north through CTA to Cargo / T4 via proposed southern tunnel;
 - Consider potential for improving access to T5 from west (currently very good but plan of third runway appears to show access from southern perimeter road);
 - Consider access between T5 and CTA – likely to be acceptable from north and east but less so from south and west – within context of arrangements for travel within the campus;
 - Consider opportunities for Demand Responsive Transit from e.g. Colnbrook – and a process for review for network design;
 - Develop bus priority where required on the Heathrow campus and on the local road network. For example, include upgrading current bus priority from partial weekday only to 24-7 where appropriate;
 - More structured approach on the part of HAL and local authorities to securing bus services, including funding arrangements between them. This could range from franchising to Quality Partnerships (Bus Services Act 2017). This would aim to set out

objectives for the network, the services required to meet those objectives, quality standards required, obligations on HAL and authorities, and some form of stability pact;

- Develop more regional services (TfL now more sympathetic and 726 to Croydon is reported to be doing well), Reading Buses 703. With a new southern tunnel consider opportunity for regional bus services to operate across the Airport to meet wider regional accessibility and mode shift objectives;
- Consider potential for Park and Ride to intercept car-borne trips from outside the Airport;
- Consider means of extending bus service reach – e.g. provision of Slough services to Britwell, or ensuring key connecting services operate during all shift change times;
- Campus shuttle buses – consider in light of objectives and extent to which these are already met by Free Travel Zone; and
- Secure bus services to meet shift change times on Christmas Day, Boxing Day and New Years Day (when few if any services generally operate).
- Provision of “turn up and go” level of frequencies on core bus services from all residential areas providing main employee resources

Fares

- C.14 There is currently a big disparity on bus fares to the airport. Fares on TfL services controlled by the Mayor’s fares policy are generally much cheaper than those for commercial providers who are required to achieve the best possible revenue:cost profile. TfL services also benefit from being cashless with Oyster and CPAY integration.
- C.15 There is no fares integration between TfL and other operators. This contributes to the barrier between TfL / commercial operators (e.g. Carousel’s withdrawal between Uxbridge and Heathrow). Within the campus this does not matter because of the free travel zone. However, it is worth noting that the Surface Access Strategy does not commit to maintaining the free travel zone in its current format, only to keep its advantages.
- C.16 The free travel zone is more effective during the day when rail services operating, but less so at night. The First route 7 night-time extension to T4 / Cargo was an attempt to mitigate this and anecdotally was well-used but did not survive First’s withdrawal of overnight services.
- C.17 Heathrow Travelcard provides discounts for people working on the campus. These are very good value (e.g. £25 / month from Slough) but would benefit from improved marketing. For instance, it is not clear from HAL’s publicity whether Heathrow Travelcard can only be used on direct services, or whether it can be used on any or all connecting services.
- C.18 The franchising or Quality Partnership approach could include provisions on maximum fare and / or multi-operator ticketing, so that (for instance) a passenger travelling between Slough and Heathrow can use either First or Reading Buses’ services.
- C.19 Fare measures that HSPG may want to see in the Surface Access Strategy include:
- Maintain current functionality of Free Travel Zone, and potentially extend it where appropriate
 - Improved promotion of the Heathrow Travelcard
 - Provision of multi-operator ticketing schemes

Coach Network

- C.20 As already noted the provision of coach services is impacted by constraints around terminal capacity. Additionally, the time it takes to circulate the Airport is also a constraint on offering coach services to both T5 and the CTA. E.G. Reading Railair calls first at T5, then calls at T1, T3

and CBS before leaving T5 on the return 40 minutes later (including an estimated 10 – 12 minutes layover). Simplifying the routings or improving bus coach access between T5 and CTA could deliver efficiencies enabling higher frequency, noting that the third runway and diversion of roads is going to going to make this a challenge.

- C.21 Coaches are able to provide access to the airport on Christmas and Boxing day when national rail services are severely curtailed.
- C.22 Coach measures HSPG may want to see in the Surface Access Strategy include the provision of terminal facilities, off site coach depot facilities, routings, integration with other modes and operator insentivisations.

Appendix D – HSPG Position on Western Rail Access

D.1 The following letter was provided to Network Rail in response to their 2018 consultation on Western Rail Link to Heathrow:

Brendon Walsh
Heathrow Strategic Planning Group
St Martins Place,
51 Bath Rd,
Slough
SL1 3UF

22nd June 2018

By email only to: westernrailinktoheathrow@networkrail.co.uk

Dear Sir or Madam,

Re: Public Consultation on the Western Rail Link to Heathrow (WRLtH)

I am writing to you in response to your consultation on the Western Rail Link to Heathrow (WRLtH) in my capacity as Chairman of the Heathrow Strategic Planning Group (HSPG). HSPG⁷ is a group of currently 9 authorities, Colne Valley Park Community Interest Company (CIC) and 3 Local Enterprise Partnerships (LEPs) located around the airport. The group was formed in late 2015 to work together regardless of individual organisations' stances on a Heathrow third runway, to ensure that should the airport expansion be approved by Government that the scheme is planned well and sustainably, and that benefits are maximised and negative impacts minimised and mitigated against.

With the exception of Colne Valley Park CIC, HSPG is strongly in favour of the Western Rail Link to Heathrow.

While we do not offer a view on the detailed alignment choices that you are currently assessing, we do want to take this opportunity to offer some high-level principles we think should guide the further development of this scheme.

- 1) We believe there is a strong case for the scheme regardless of whether or not Heathrow is expanded. The delivery of WRLtH scheme should therefore not become dependent on the development of a third runway, and it should be delivered independently to the airport expansion programme.
- 2) The third runway is however dependent on the delivery of WRLtH. Without WRLtH, an expanded Heathrow will not be able to meet the surface access requirements specified in the Government's Airports National Policy Statement (ANPS) We view it as essential that WRLtH is delivered and operational prior to the opening of a third runway.
- 3) While we do not offer detailed comments on the alignment, it is essential that the final choice of alignment and scheme design does not preclude any of the third runway Masterplan options currently being developed confidentially by Heathrow Airport Limited (HAL). HSPG therefore

⁷ HSPG members include: London Borough of Hounslow, Slough Borough Council, South Bucks District Council, Buckinghamshire County Council, London Borough of Ealing, Spelthorne Borough Council, Runnymede Borough Council, Surrey County Council, Thames Valley Berkshire LEP, Buckinghamshire Thames Valley LEP, Enterprise M3 LEP, Royal Borough of Windsor and Maidenhead and Colne Valley Park CIC.

strongly advises close liaison between Network Rail and HAL to ensure compatibility in the design of WRLtH and the various Masterplan options. At this stage HSPG does not have a preference on the various masterplan options being considered, but as the Masterplan evolves HSPG may well recommend variants that need to be considered, and WRLtH should remain compatible with these.

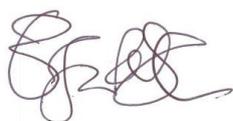
- 4) We consider that an expanded airport not only requires WRLtH, but also the delivery of the Southern Rail Access to Heathrow scheme, for which we are equally supportive. It is therefore essential that the design of WRLtH is compatible with all options being considered for Southern Rail Access.
- 5) It is important that WRLtH directly serves both the T5 Western Campus and the T2/T3 Central Campus, so as to allow passengers from the west to directly access both terminals without having to make a change of train.
- 6) As well as providing improved access to the airport for both air passengers and airport workers, WRLtH can also have a significant role in supporting improved public transport across the wider region by offering connections to other modes and services available at Heathrow.
- 7) It is important that the Western Rail Link is able to provide improved airport accessibility to as wide a range of communities as possible. It is important therefore that at least some services are able to call at Langley Station.
- 8) It is important that the fares for WRLtH are consistent with other local rail fares in the region. We would oppose any kind of premium pricing on WRLtH services to the airport, such has been imposed on Heathrow Express, Heathrow Connect and Crossrail.
- 9) The provision of rail services on WRLtH should not have an adverse impact on non-airport passengers. For instance, the established provision of existing services on the Great Western Main Line should remain broadly unchanged.
- 10) We are particularly concerned that the permanent closure of Hollow Hill Lane will have a significantly determinantal impact on local traffic and sever local communities. It is important that in partnership with local authorities, alternative solutions to the currently proposed closure are sought.

The Western Rail Link to Heathrow is a very significant project for the economy and transport infrastructure of the HSPG area. It is important that any investment supports and enhances the HSPG area's strategic transport objectives. In essence we wish to deliver a high quality, sustainable and integrated transport system that improves productivity to grow our economy and compete in the global marketplace.

Please note that this response from HSPG does not preclude individual Councils and bodies individually or collectively requesting a comprehensive package of mitigation measures to address the schemes effects including cumulative impacts with other developments. HSPG recommends that Network Rail continues to work closely with our member organisations on such a package of mitigation measures prior to the submission of the DCO application.

HSPG remains ready and willing to work with you on the future development of this scheme.

Yours faithfully,



Brendon Walsh
Chair of the Heathrow Strategic Planning Group

Appendix E – HSPG Position on Southern Rail Access

- E.1 The following letter was provided to Secretary of State in response to DfT 2018 call for ideas on a Southern Rail Link to Heathrow:

Brendon Walsh
Heathrow Strategic Planning Group
St Martins Place,
51 Bath Rd,
Slough
SL1 3UF

Date: 20th June 2018

Rt Hon Chris Grayling MP
Secretary of State for Transport
Department for Transport
Great Minster House
76 Marsham Street
LONDON
SW1P 4DR

Dear Chris,

A CALL FOR IDEAS FOR MARKET LED PROPOSALS FOR RAIL ENHANCEMENTS: SOUTHERN RAIL ACCESS TO HEATHROW AIRPORT

I am writing to you in my role as Chairman of the Heathrow Strategic Planning Group (HSPG)⁸. HSPG was established in 2015 to enable the local planning authorities and other responsible organisations in the area surrounding Heathrow, to coordinate and where appropriate to align Local Plans and strategic or ‘sub regional’ development and infrastructure planning and governance. Your recent call for market-led proposal for rail enhancements is therefore of great interest to HSPG in regard to a potential southern rail access to Heathrow Airport.

HSPG welcome the commitment and recognition of the essential need for Southern Rail Access introduced into the latest draft ANPS, and is broadly supportive of the principle of assessing and stimulating interest from the commercial market to bring forward new rail proposals⁹. Heathrow Airport is fundamentally important to the economy of the so-called “Western Wedge” spreading from West London along the M40, M4, M3 and A3 corridors out of London. Many observers, including the Airports Commission, have concluded that improved rail connections to the airport, including western and southern rail access, are justified on the basis of the future success of a 2-runway airport.

⁸ HSPG members include: London Borough of Hounslow, Slough Borough Council, South Bucks District Council, Buckinghamshire County Council, London Borough of Ealing, Spelthorne Borough Council, Runnymede Borough Council, Surrey County Council, Thames Valley Berkshire LEP, Bucks and Thames Valley LEP, Enterprise M3 LEP, Royal Borough of Windsor and Maidenhead and Colne Valley Park CIC.

⁹ The Colne Valley Park CIC are opposed to some options for Southern Rail Access that impact on the regional park.

Organisations such as Thames Valley Berkshire and the Enterprise EM3 Local Economic Partnerships have taken the position that new rail connections should not be seen as mitigation for airport expansion. Indeed, government has explicitly stated at recent events that neither southern nor western access were dependent on another runway.

Therefore, in considering a response to your call for ideas for a southern rail access to Heathrow, HSPG's focus is on encouraging government to favour proposals which meet the needs of the

wider sub-regional economy, not only the far narrower needs of access to Heathrow Airport but also the wider need for orbital movement and improved connectivity and accessibility to opportunity locations for growth and intensification. Moreover, the airport acts one of the major public transport interchange serving the area to the west of London. The HSPG as a group does not favour any particular one of the several alternative schemes for southern access whilst individual members may support certain schemes.

I would also like to reference your department's sponsoring, via Highways England, of the M25 South West Quadrant Study. Within this study one of the options for accommodating demands for travel is to promote Heathrow Airport as a hub for public transport travel throughout the sub- region. Therefore, HSPG encourages government to favour proposals that properly take account of the findings of this important study.

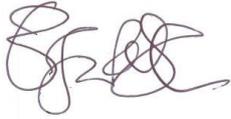
To help you and your department in its deliberations on this important matter, HSPG has drafted the following principles that we ask to be applied when sifting responses to the call for southern rail access to Heathrow market led proposals. The HSPG principles are:

1. Any market led proposals should serve to improve public transport options across the sub-region as well as specifically to and from the airport. Moreover, the proposals should provide a comprehensive solution for improving access to and from the airport for passengers and airport colleagues from both the London and wider south of England market.
2. The proposals should improve connectivity to existing and potential economic hubs.
3. The proposals should specifically embrace the findings of the M25 South West Quadrant study.
4. The proposals should acknowledge national schemes for pricing of journeys and not seek to charge premium fares for airport access.
5. The proposals should respect national and regional ticketing arrangements.
6. The proposals should be coordinated with off-airport development sites for housing and/or employment.
7. That proposals encourage modal shift and reduce congestion and that reduce environmental impacts not be at the expense of other (non-airport) passengers.
8. That key stakeholder groups form part of the assessment process for evaluating the market led proposal. HSPG request to be part of this process.
9. Government explain in detail how the risks that these objectives are not assessed consistently for all proposals be managed.
10. Enhanced rail connectivity must be in place prior to the utilisation of a third runway at Heathrow Airport for any additional Air Traffic Movements.

A potential southern rail access to Heathrow is a very significant project for the economy and transport infrastructure of the HSPG area. It is important that any investment supports and enhances the HSPG area's strategic transport objectives. In essence we wish to deliver a high quality, sustainable and integrated transport system that improves productivity to grow our economy and compete in the global marketplace.

HSPG remains ready and willing to work with you and your department on the future assessment and development of a southern rail access to Heathrow airport.

Yours sincerely,



Brendon Walsh
Chair of the Heathrow Strategic Planning Group