

OUTCOMES FRAMEWORK – DRAFT FINAL

October 2025

Introduction

This statement sets out the outcomes that the members of the HSPG agree should be secured in respect of the operation of Heathrow airport to maximise benefits and minimise adverse impacts for the HSPG area. It specifically addresses changes at, or the expansion of, the airport but does not adopt or imply a position on their merits nor fetter the discretion of each HSPG member authority to adopt their own position on changes, including expansion, at Heathrow.

The statement is intended to also provide the basis for further collaboration with Government, the airport operator and others, on:

- Supporting the catalytic impacts of the airport for delivering economic growth locally and nationally
- The revision of the HSPG Joint Spatial Planning Framework (JSPF) to provide a clear statement of the land use planning implications of change at the airport
- A new prospectus for economic development in the area which updates and expands the existing Economic Development Vision & Action Plan (EDVAP) and fully explores the opportunity for increasing inward investment into the region
- The development of an infrastructure and investment statement which identifies the requirements for the HSPG area and how they can be funded, including the scope for a sub-regional sustainable growth fund.

The statement seeks a new compact between HSPG members and the airport; including a comprehensive and integrated approach to managing and funding the range of compensation and mitigation measures that would be required if there is an increase in airport operations.

Accordingly, it will steer the work that is undertaken through HSPG on three levels of development and potential development at the airport:

- (a) The existing airport campus footprint: addressing requirements for operation of the current two runway airport and the latest policy on airport operations and airport related development.
- (b) Development of the existing campus: addressing requirements for the operation of a two-runway airport with redevelopment of the existing terminals and other measures to allow growth in operations. This would reflect significant growth in passengers and cargo and in other airport related activities, including the demand across the sub-region for employment land.

- (c) Expansion: addressing requirements for a three-runway airport and exponential change in the scale and nature of airport operations.

Most of the outcomes set out below will need to be considered spatially, on two geographical levels:

- (a) The Heathrow ‘campus’ – land, buildings and associated development related to the airport, including the area comprised within a Development Consent Order or other planning application required for airport campus development
- (b) The wider ‘area of influence’ subject to growth directly and indirectly impacted by changes at Heathrow including expansion and over which Member organisations have a Local Plan making role and on which new spatial plans will apply

The outcomes framework reflects recent and anticipated changes in law and policy, nationally, including in national planning policy statements, and locally and will guide the HSPG input and responses to:

- The development of an initial proposal by HAL or other potential developers for expansion to be submitted to Government
- Any revision of the Airports National Policy Statement (ANPS)
- The development of strategic spatial plans by new combined authorities.
- Any revision by the CAA of the economic regulation regime for Heathrow
- Any pre-application, Development Consent or other planning processes including submission of a compliant planning application
- Enabling works and main construction phase for any consented works
- The future operation and development of the airport in line with the revised ANPS.

As well as:

- the London Plan particularly as regards land uses and development sites
- implementation of the London Growth Plan including West Tech London
- Government’s industrial strategy.

The following sections sets out the detail of the outcomes sought, in five themes:

- Place Making
- Infrastructure and Networks
- Net Zero
- Health & Wellbeing
- Economic & Social

Place Making

Pattern of Development

Capitalise on the airport and the unique identity of the area as a catalyst for economic development, regeneration and inward investment to support a sustainably planned network of complementary urban and economic centres characterised by high quality placemaking - locating the right development in the right place.

Development Sites

Agree the priority opportunities for collaboration with the airport on infrastructure enhancements and broader place making activity with a focus on intensification sites, growth corridors, and town centre schemes.

Specifically, identify opportunities arising from re-purposing of existing development on or near the airport campus, such as hotels, freight or logistics sites, for nearby town centres and identified intensification sites.

Land Uses

Employment land, particularly unconstrained land, to be safeguarded to provide for the growth of aviation-related industrial development, for wider job-creating employment developments and for necessary supporting infrastructure -particularly in priority sectors, growth corridors and business and service clusters.

Employment land necessary (a) for growth or expansion of the airport, (b) to meet additional induced demand associated with growth or expansion and (c) to replace existing employment floorspace that is displaced, to be clearly identified along with related development and infrastructure including surface transport investment.

A strategic approach to CPO and land use swaps that supports the achievement of outcomes being sought for employment and other land.

Habitat

Designated sites for nature conservation are protected and enhanced within an Environment Delivery Plan which sets out obligations on the developer for their maintenance and management or for offsetting and compensating measures. These obligations should reflect the views of local stakeholders and are to be fully funded either directly or through an associated levy.

All proposals for changes on the airport campus should deliver biodiversity net gain and any biodiversity credits should be used in the HSPG area to contribute directly to positive outcomes.

Negative impacts arising from ineffective management, resulting in insufficient protection of wildlife, displacement of local communities, economic disadvantage, and/or unintended ecological consequences and impacts on tranquillity, should be avoided for all designated landscapes, including the relevant Special Areas of Conservation.

Flood risk

No increase in flood risk. Minimise disruptive impact on waterway systems and water levels and provide additional water storage capacity for run off, including through blue and green infrastructure. Ensure effective engagement and collaboration with the River Thames Scheme DCO.

Heritage

Conserve and enhance the significance of designated and non-designated heritage assets, including any contribution made by their settings in accordance with statutory requirements.

The significance of heritage assets and wider historic environment to be conserved and enhanced and opportunities taken to investigate, better understand, enhance and celebrate local assets, including encouraging tourism to the area.

Increased Operations (including expansion)

Specific strategies for the protection of designated assets in locations which are significantly impacted by new development.

Landscape and Design

A landscape and place led approach towards high quality design for new development on the campus that both reflects the status of a major international hub airport and respects and responds to the setting of the surrounding local design context and character, taking opportunities to enhance any features or qualities that contribute to character. This should be shaped through collaboration with local communities.

Protection and enhancement to visual amenity of the surrounding areas through a holistic approach to mitigation, which is landscape led, and is based on a clear landscape strategy, which includes a package of site-specific and wider mitigation and enhancement measures, including where impacting the setting of surrounding public open spaces, green belt and National Landscapes.

A coherent strategy to enhance connections and minimise severance between surrounding areas and the airport campus, integrating and enhancing walking and cycling links, ensuring places are easy and pleasant to get to and through and are easy to understand and navigate.

Infrastructure and Networks

Transport

A transport plan to address increases in airport operations and a vision-led transport statement or transport assessment against which the impacts can be assessed and monitored including for the purposes of specifying a controlled growth regime.

Promote the airport as an integrated surface transport hub to be an exemplar interchange facility providing seamless travel options for the HSPG area through the development of a comprehensive coach strategy, full delivery of an ambitious Bus Service Improvement Plan (BSIP) and Local Cycling Walking Infrastructure Plan (LCWIP).

Specifically:

Surface access commitments reflecting ambitious mode share targets for passenger and employee travel, and a maximum percentage of specific types of journeys by private car (particularly drop-off and pick-up journeys). The starting point for such targets should be to avoid any increase in traffic and to respect the cap on T5 parking numbers.

Required measures for achieving targets, defining some specific sticks (how to deter car usage) and the carrots (enhancing public transport and active travel). The measures to include:

- Enhanced rail links: Delivering Southern Rail access and the Western Rail Link and improvements to Piccadilly line capacity and reliability.
- Southern road tunnel: Providing bus and cycle-first access to the Central Terminal Area from the south.
- Demand management: Progressive parking and drop off charge policies that help incentivise use of sustainable modes and cleaner vehicles.
- Direct public transport connectivity between Heathrow and the HS2 station at Old Oak Common.

Obligations for HAL to address possible consequential or displacement effects e.g. making sure that the on-site parking and drop off regime does not lead to an increase in off-site parking and waiting. This may include the development of a comprehensive “Airport Parking Zone” where the use of the local highway network by airport users is actively restricted and controlled.

Stringent controls on the traffic impacts of the construction phase developed in partnership with Local Highway Authorities to minimise impacts on local communities and mitigate the residual effects. These controls should include provisions to monitor and to minimise air quality impacts including through construction vehicle route planning.

Establishment of a Sustainable Transport Fund (STF) to invest in measures around the airport campus that support mode share targets. This should be funded through a levy

on income from parking and drop-off charges, jointly managed by the airport and impacted neighbouring local authorities.

Increased Operations (including Expansion)

Controlled growth regime to ensure that mode share and other targets are met, with binding restrictions on intensity of airport operations if they are not.

Energy

Action taken at the systems level (transmission and distribution) to deliver timely and appropriate increases in power into the sub-region to support ambitious decarbonisation and growth plans across local authorities and businesses in and around West London. This infrastructure needs to be sufficient to accommodate the demand forecasts in the relevant Local Area Energy Plans and the additional requirements associated with the energy transition and an increase in operations at Heathrow.

Adequate provision made in relevant investment plans (National Grid and SSE) to provide the cumulative additional supply via high voltage transmission needed by constrained Grid Supply Points in and around West London. Given current and forecast constraints this is likely to require significant acceleration of planned projects.

Actions to address recovery and resilience issues for the networks in the HSPG area addressing the lessons learned from North Hyde GSP fire.

Other measures to enhance local power generation, storage and distribution including infrastructure for local solar power generation, grid feed-in and storage and a more systematic approach to utilising surplus heat from Data Processing Centres.

Digital Connectivity

Opportunities for enhanced and resilient connectivity, including delivery of further spine infrastructure, maximised for the benefit of the broader HSPG area.

Green and Blue infrastructure

Infrastructure should be developed to enhance green and blue assets as a strategic network for multi-functional uses supporting more abundant, high quality and well-connected assets which are well managed and maintained and which also provide capacity for flood water alleviation.

A specific strategy for the maintenance and enhancement of the Colne Valley Park and Crane Valley Corridor which respects the connectivity and function of the rivers and waterbodies of these areas, including consideration of re-opening culverted rivers where appropriate.

Improve public access to the countryside and to local opportunities for sport and recreation.

Minimise land take from green space or, where there are exceptional circumstances, Green Belt and compensate and mitigate any losses or harm.

Support the development of the West London Regional Park.

Net Zero

Strengthen the interfaces between local authority commitments to Net Zero and Heathrow's obligations to reduce and eliminate carbon emissions including:

- Full and timely information exchange between Heathrow and local authorities on current and future Scope 1, 2 and 3 emissions (including relevant airline emissions), their potential impact on relevant targets and the need for additional action to be taken.
- A collaborative approach to local production of Sustainable Aviation Fuel via LA waste streams
- A collaborative approach on plans for hydrogen fuels so that these support both aviation and local users (HGVs etc). This should include the power supply necessary for liquification of hydrogen so that it does not adversely impact wider development activity
- Support beneficial uses of surplus heat from airport operations for local heat networks and low carbon energy systems.

Commitments to being an exemplar in the development and implementation of science-based reductions to minimise Scope 3 emissions. Where it is not possible to further reduce emissions (rather than to create headroom to allow future increases in emissions arising from additional activity at the airport), a defined approach to offsetting residual emissions moving towards a joint position on high integrity 'insetting' which achieves significant additionality to focus on changes in the HSPG area itself such as:

- agreement that HAL will utilise any local renewable energy supplies and an associated stimulus package
- commitment to dovetailing noise insulation with carbon and energy reduction retrofit.
- Proactive work to develop a Local Carbon Offset market of local decarbonisation opportunities

Critical infrastructure changes to achieve net zero as set out in other sections of this statement particularly on upgrades to sustainable transport modes and energy grid upgrades to deliver electrification.

Increased Operations (including expansion)

GHG Emissions Controlled Growth

A controlled growth regime covering GHG emissions from (a) general airport operations, (b) surface access and (c) airport related development so that progressively tighter limits are set for different stages of growth up to full capacity. These limits would be reviewed to achieve the requirements for a 2040 Zero Emissions Airport and Jet Zero targets.

The expectation is that limits would be set for:

- Scope 1 and Scope 2 GHG emissions to include generation of consumed electricity; combustion of consumed gas, vehicle fuel, electricity generation for EV; de-icing.
- Scope 3 to include third party consumption of electricity, fuel, aircraft engine tests, aircraft taxiing, processing of waste and surface access.

The expectation is that a controlled growth regime would cover gross Scope 1 and Scope 2 emissions (i.e. with no offsetting) and net Scope 3 emissions (allowing offsetting where emission reduction is not possible).

Health and Wellbeing

Wellbeing

Prioritise interventions which will help to boost median incomes for households across the HSPG area, enhance amenity, particularly the availability and quality of open space, and minimise the adverse impacts of airport operations on health, particularly for those residents most directly affected by environmental impacts from airport and airline operations.

Noise

Current Operations

- Predictable respite for all affected communities through alternation of the two runways in single-mode operational use by day. The use of runways for multi-mode operations should be prohibited in anything but defined special or exceptional emergency circumstances.
- Rapid phasing out of all scheduled flights in the period 04.30-06.00 with reallocation of these slots prioritised in the daytime period.

All other scheduled night flights should also be phased out and reallocated to the daytime period, unless the case for their continuation is clearly demonstrated through a collaborative assessment with stakeholders reflecting the balance of operational requirements, economic benefits and noise impacts.

- Further measures to deliver benefits for the most significantly impacted populations nearest the departure and arrival routes (e.g. airspace design and air traffic movements, predictable respite, runway alternation, ground noise controls, procedures for steeper departures and descent etc).
- Further measures to deliver benefits for other communities with observed noise impact and those that are overflown e.g. design of airspace and air traffic movements, quieter planes and their treatment within the nighttime quota, alternation of a spread of Performance Based Navigation flightpaths to avoid concentration and ‘noise sewers’, support for Quiet and Green track monitoring with clear and enforceable consequences for infringing airlines.
- Commitments to examine additional operational changes to further reduce disturbance including continuous periods of at least 7 hours respite for all communities each night in the period 22.00 to 7.00 and the timing and duration of alternation and flightpath related respite periods.
- Transparent enforcement regime, including scrutiny of monitoring data, through an organisation independent of both the CAA and HAL.
- Mitigation measures including a noise insulation programme plus a community compensation package for residential and other sensitive uses (buildings and open areas), with associated regular reporting. Eligibility for both existing and new premises. This should include an accelerated programme to invest in the 2024 Quieter Neighbourhood Support scheme for

100% cost of insulations to 20,000 homes and other sensitive buildings, and to compensate public open spaces.

Increased Operations (including expansion)

- Noise envelope for all operations which is managed through a controlled growth regime to ensure noise targets (including compensation and enhanced insulation programmes) are delivered before further increases in ATM.
- Further runway and flightpath alternation and respite mechanisms so that as a minimum there is no increase in the most significantly affected population and no additional impact for other communities which have an observed noise impact.
- A package of enhanced noise insulation measures for populations that are newly affected or overflowed which is at least as good as the existing Quieter Neighbourhood Scheme.

Air Quality

Development and implementation of an ambitious air quality strategy which addresses emission from airport operations defined as (a) surface access, (b) aircraft engine ground running and testing, (c) airside vehicles, (d) energy and fixed plant, (e) other defined sources. The strategy should also include provisions for the assessment of emerging categories of emission for which reduction and mitigation measures may be required, such as ultra fine particulates.

Development and implementation of an Air Quality Action Plan agreed with local stakeholders for the construction phase.

Compliance with National Air Quality Objectives with periodic reviews of pollution levels, a binding requirement to assess the cause of any exceedances and for the airport to take action to reduce concentrations where these arise from airport operations.

Introduction of credible interventions that can be scaled e.g. enhanced airport Clean Air Zone and/or Zero Emission Zones.

Progressive reductions in concentration levels of pollutants to improve air quality, including in areas which are below relevant thresholds (reflecting limits or targets that have been set by local or regional enforcement bodies).

Water Quality

Quality of surface and ground waters protected including measures to control surface water run off

Safeguarding for Future Delivery of Advanced Air Mobility (AAM)

Licensing regime to reflect agreed use cases for the operation of vertical take-off and landing (VTOL) craft in and around the airport. These use cases must reflect the level of societal acceptance of impacts, particularly intrusion relating to noise, surveillance and amenity which will vary between use cases and environmental and health impacts, including on air quality.

A coherent strategy for the use of low-level airspace (below 4,000 feet) around the airport expressed through an airspace design using routes that minimise intrusion and reflect Local Transport Authority input (particularly relating to multi modal access to the airport, existing access corridors and the siting of take-off and landing points).

Power supply requirements of increased use of advanced air mobility craft fully assessed and factored into future energy planning scenarios.

Implications of Airspace Usage for Land Use Planning

Timely and transparent information exchange, including with the CAA in respect of licensing decisions particularly for AAM, allowing local planning to proceed with confidence, including new AAM facilities.

Economic and Social

Priority Sectors

Collaborate on opportunities to strengthen priority business sectors which benefit from proximity to the airport, including those which have been identified as national or regional priorities, particularly where there are schemes to facilitate their further development such as growth corridors and support for innovation.

Employment

Maximise direct employment opportunities, training opportunities and apprenticeships for residents reflecting a strategy developed in collaboration with relevant local stakeholders; and extend the range of indirect employment opportunities in the wider airport ecosystem which are made available through initiatives such as the Heathrow Academy. Work to further objectives in Local Economic Strategies.

Skills

Increase employment and promote opportunity for residents through the careers and skills opportunities to be created through an increase in operations and any expansion at the airport. Work to further objectives in Local Skills Improvement Plans.

Supply Chain

Maximise the opportunities within the supply chain, with a particular focus on supporting SMEs, particularly in developing the skills needed to meet procurement requirements. This should begin with the construction phase when associated with growth or expansion of the airport.

Maximise the scope for collaboration to support net zero in airport or airline operations, particularly through supply chains in the area which could build on the existing Lift Off programme.

Research and Development

Develop existing and new research collaborations between the airport and local HE and other institutions and the scope for technology transfer and diffusion.

Leverage support and funding from central Government budgets for innovation, including in the green economy, particularly in the context of implementation of the Government's industrial strategy

Inward Investment

Capitalise on the airport as a catalyst for inward investment, supporting more businesses to locate in major employment sites across the HSPG area.

Develop place branding, such as a Heathrow Economic Zone, reflecting best practice from elsewhere focused on the unique identity of the wider area characterised by the relationship with Heathrow and the role of the airport as an arrival 'shop window' that celebrates the local, regional and national economy and inspires investors. This should be developed through collaboration with a wide range of stakeholders including London and Partners, WLA, WLB, strategic authorities and chambers of commerce.

Develop the airport's landside offer as a location for business-to-business meetings.

Cargo

Collaboration with the airport on the implications of changes in cargo volumes and the development of freight and logistics operations at the airport for:

- employment land and industrial space across the HSPG area, particularly the siting of distribution centres
- The traffic movements associated with these operations and their implications, particularly the degree to which they may constrain the scope for other employment and housing developments in the HSPG area.

Collaboration on decarbonising the logistics sector.

Housing and Social Infrastructure

Identify the implications for the local and wider housing market and social infrastructure (including schools and health sector) of new jobs associated with the airport and related development, including travel to work implications. This should be analysed through a study specification agreed with HSPG including the impacts on the objectively assessed need for housing and employment land and across all sectors of housing including market, private rented sector and affordable housing, over all the phases of growth and the scope for the developer to contribute directly to enhancing the available supply through providing dedicated employment related accommodation.

Development of a joint strategy to address distortions to local housing markets. e.g. Programme of Article 4 Directions to manage the conversion of family houses to HMO.

Housing for construction workers sited in the most sustainable locations in respect of direct environmental impacts, accessibility to areas of construction, and opportunities to re-use empty or new homes.

Compensation and Mitigation

A comprehensive and integrated scheme for compensation and mitigation which is proportionate in scale to the impact of change and expansion at the airport.

Such a scheme should commence with the construction phase and would continue into the operational phase ensuring that there are funds available to meet the ongoing impacts of airport and airline operations.

The scheme would be set out in a new compact agreed between the airport and local authorities which would establish joint governance arrangements and agree the contributions to be made from various sources of funding.

The scheme should, for example, include provision for:

- fair compensation to residents whose homes will be compulsorily acquired
- mitigation measures for health, community facilities, public realm enhancements and support for training and skills.
- mitigation measures for noise related impacts, including a noise insulation programme and a compensation package for residential and other sensitive uses (buildings and open areas).
- A sustainable transport fund to cover mitigation measures for local impacts and to achieve secure mode split targets
- Agreements with the airport operator to support local authority activity to give effect to other provisions in the outcomes statement such as those relating to net zero and energy

It would also identify funding sources for these measures including, for example:

- direct contributions agreed as requirements of planning permission
- passenger levies.
- a top slice on parking/ drop off fees.
- enhanced business rate retention and a more proportionate distribution of funding across impacted authorities.

Investment or funding required to address trigger mechanisms within environmentally controlled growth regimes would be determined in accordance with the relevant provisions established in the planning consent or related documents.