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Date: 12 November 2018

## **Notice of meeting**

### **Overview and Scrutiny Committee**

**Date:** Tuesday, 20 November 2018

**Time:** 7.30 pm

**Place:** Council Chamber, Council Offices, Knowle Green, Staines-upon-Thames

#### **To: Members of the Overview and Scrutiny Committee**

Councillors:

S.C. Mooney (Chairman)	A.L. Griffiths	J.R. Sexton
J.G. Kavanagh (Vice-Chairman)	A.T. Jones	R.A. Smith-Ainsley
S. Capes	V.J. Leighton	B.B. Spoor
R. Chandler	D. Saliagopoulos	
A.E. Friday	A. Sapunovas	

**Spelthorne Borough Council, Council Offices, Knowle Green**

**Staines-upon-Thames TW18 1XB**

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## AGENDA

Description	Lead	Timings	Page Number.
<p><b>1. Apologies</b></p> <p>To receive any apologies for non-attendance.</p>	Chairman	7.30pm	
<p><b>2. Minutes</b></p> <p>To confirm the minutes of the meeting held on 11 September 2018 as a correct record. (copy attached).</p>	Chairman		5 - 10
<p><b>3. Disclosures of Interest</b></p> <p>To receive any disclosures of interest from councillors in accordance with the Council's Code of Conduct for members.</p>	Chairman		
<p><b>4. Call-in of Cabinet decisions</b></p> <p>No Cabinet decisions have been called in.</p>	Chairman		
<p><b>5. Cabinet Forward Plan</b></p> <p>A copy of the latest Forward Plan is attached.</p> <p>If any members of the Committee have any issues they want to raise in relation to the Cabinet Forward Plan, please inform Terry Collier, Deputy Chief Executive, 24 hours in advance of the meeting with reasons for the request.</p>	Chairman		11 - 16
<p><b>6. Air Quality</b></p> <p>To consider the current impact of air quality on health in the Borough and the potential future impact from the Eco Park and Heathrow airport.</p>	Olivia Flint/ Cllr Patel	7.35pm	17 - 38
<p><b>7. Capital Monitoring Q2</b></p> <p>To receive and note the current Capital spend position.</p>	Laurence Woolven/ Cllr Williams	8.25pm	39 - 46
<p><b>8. Revenue Monitoring Q2</b></p> <p>To receive and note the current Revenue spend position.</p>	Laurence Woolven/ Cllr Williams	8.30pm	47 - 58

Description	Lead	Timings	Page Number.
<b>9. Capital Strategy</b> To receive a presentation on the draft Capital Strategy and make recommendations to Cabinet.	Terry Collier/ Cllr Williams	8.35pm	
<b>10. Budget Issues 2019/20 - 2020/21</b> To consider the issues for the Budget 2019/20 to 2020/21.	Terry Collier/ Cllr Williams	9.00pm	
<b>11. Houses in Multiple Occupation – Article 4 Direction</b> To consider a report on the use of Article 4 Directions to manage conversions to Houses in Multiple Occupation.	Esme Spinks/ Cllr Barnard	9.25pm	59 - 86
<b>12. Task Groups</b> To discuss the role of Task Groups in undertaking in-depth reviews to enhance the impact of Overview and Scrutiny.	Chairman	9.55pm	
<b>13. Work Programme</b> To note the work programme and consider issues on the Cabinet Forward Plan which may be suitable for pre-decision scrutiny.	Chairman	10.15pm	87 - 90

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**Minutes of the Overview and Scrutiny Committee  
11 September 2018**

**Present:**

Councillor S.C. Mooney (Chairman)  
Councillor J.G. Kavanagh (Vice-Chairman)

**Councillors:**

S. Capes	A.L. Griffiths	J.R. Sexton
R. Chandler	V.J. Leighton	R.A. Smith-Ainsley
A.E. Friday	D. Patel	B.B. Spoor

**Apologies:** Councillors K. Flurry, D. Saliagopoulos and A. Sapunovas

**In Attendance:** Councillor Ian Harvey, Leader of the Council

**207/18 Minutes**

The minutes of the meeting held on 10 July 2018 were approved as a correct record.

**208/18 Disclosures of Interest**

There were none.

**209/18 Call-in of Cabinet decisions**

No Cabinet decisions had been called in for review.

**210/18 Cabinet Forward Plan**

The Cabinet Forward Plan was noted.

**211/18 Treasury Management Strategy Annual report**

The Committee received the Treasury Management Strategy Annual Report on treasury performance for 2017/18, covering the Council's activities in the borrowing and investment market and the associated monitoring and control of risk.

Members asked about the Council's investment strategy and whether there was a target income or limit on borrowing. The Chief Finance Officer explained that the Council has reviewed and updated its borrowing limits and that the level of borrowing was based on the principle that it was prudent and financially sustainable. He explained that the strategy was driven by the need to offset the loss of grants from central government, the loss of services delivered by Surrey County Council and to fund housing delivery.

The Chief Finance Officer advised the Committee that a new requirement had been introduced for the Council to approve a Capital Strategy giving an overarching narrative on its financial assets, how they were managed, risk

mitigation and the rationale for the Strategy. The new Capital Strategy had to be in place by March 2019.

The Chairman suggested the Committee could have a role in pre-decision scrutiny of the Capital Strategy, to which members agreed.

The Leader, Councillor Ian Harvey, added that the purpose of the Council's property acquisitions strategy was to maintain and enhance the level of service the Council gave to residents and deliver housing. He confirmed that as long as cuts to funding or County Council services continued to be made, the Council would continue to look for further property acquisitions.

Resolved to:

- 1) Note the report; and
- 2) Include the Capital Strategy on the Overview and Scrutiny Committee work programme for consideration at its November 2018 meeting, or the meeting prior to its consideration at Council if this is later.

### **212/18 Update from Environment Agency on Temporary Flood Defence Schemes**

Tina Donaldson, Community Resilience Advisor with the Environment Agency (EA), gave a presentation (attached to these minutes) to update the Committee on the progress being made with temporary flood defence schemes for Spelthorne.

She explained the background and use of Temporary Defence Deployment Plans (TDDPs) which were now more sophisticated than those used in the floods of 2014. TDDPs were used where there was no permanent flood defence in place.

She detailed the work that had been done to identify the right locations for the barriers and then to prepare those areas to be ready to take the temporary defences when the need arose.

In identifying the three alignments in Spelthorne at Thameside (Littleton Lane), Chertsey Road (Shepperton Mead Farm) and Staines, the EA had undertaken modelling for the defences to ensure each alignment was effective and did not make flooding for other communities worse. They had consulted with relevant landowners and made residents aware where there was a direct impact on them from the barriers.

Ms Donaldson also updated the Committee on other EA work in Spelthorne involving management of floating Pennywort and maintenance work to weirs.

**Resolved** to note the update from the Environment Agency on Temporary Defence Deployment Plans and thank Tina Donaldson for attending.

### **213/18 Review of Community Safety**

The Group Head for Neighbourhood Services presented her report on a review of Community Safety for 2017-18 which covered the key issues facing the Spelthorne Safer Stronger Partnership in reducing crime and combatting anti-social behaviour. The report provided police data on specific crimes and highlighted the actions being taken to address the priorities of the Partnership covering: serious and organised crime, Closed Circuit Television, community engagement and water safety.

Temporary Borough Inspector Maxine Cilia gave an update on policing in Spelthorne since she took the post in February 2018 including: a dedicated police officer for Stanwell, resources allocated to safeguarding those at risk from high harm of 'cuckooing', working on the key priorities of dwelling burglary, high harm, domestic abuse, and making sure victims of crime are cared for properly.

Dawn Whiteman, Director of Housing and Lilian Buttle, anti-social behaviour manager at A2Dominion spoke about their initiatives in Stanwell to address anti-social behaviour and improve community engagement. These included: problem individuals referred to meet support needs; improving victim reporting of ASB via face-to-face opportunities through door-knocking and drop-in centre. Ms Whiteman gave an overview of activities and events held at the Stanwell Rose Community Centre around youth development, health and well-being and community cohesion and provided a pack for members with detail about these activities (attached to these minutes).

Surrey Police and Crime Commissioner David Munro gave a presentation (attached to these minutes) outlining his role, the structure of the police force in Spelthorne and his main concerns which included:

- Anti-social behaviour (Most residents do not come into contact with high impact crime)
- Burglary – this has gone up in Surrey and nationally, partly due to changes in categorisation. A lot of offenders had been arrested, charged and were in prison due to 'old fashioned' police work.
- Child Exploitation (CE)
- Domestic Abuse – still under reported and not taken seriously enough.
- Drugs/Alcohol offences - Running a campaign this autumn to remind people who is affected by users use of drugs
- Fraud
- Modern Slavery
- Unauthorised Encampments – police will treat criminality wherever it occurs but need evidence to charge any individual. The police think there is a serious gap in Surrey as there are no transit camps. This would give somewhere for the Travellers to go and it would enable the police to move unauthorised encampments on to such a site.

Members of the Committee asked questions about the crime data, community engagement, the 101 service and problems caused by the use of nitrous oxide gas cartridges.

Inspector Cilia offered to clarify some of the crime data, following the meeting. She detailed the community engagement work being done through local police panels, social media panels, initiating a cadet scheme in Spelthorne, Partnership Action Days (PADs) with the JET (Joint Enforcement) team, Crime Stoppers bus and promotion of police information by their Volunteer section.

Mr Munro stated that the 101 service was now working well following a lot of effort in making improvements. The number of calls had increased and in order that the service was sustainable into the future he wanted people to go online to report wherever possible.

He promised to take up the matter of youths using nitrous oxide canisters and the fact that these have not been included in recent legislation on psychoactive substances, which meant the police had no powers to deal with the problems caused by its use other than anti-social behaviour.

The Leader, Councillor Ian Harvey, commented that Surrey Leaders and Chief Executives were meeting at the end of the month to address the issue of a transit site in Surrey with other stakeholders.

**Resolved to:**

- 1) Note the report on a review of Community Safety, subject to receiving clarity on some of the police data
- 2) Commend A2D on their targeted work in Stanwell and
- 3) Thanked Inspector Cilia, David Munro, Dawn Whiteman and Lilian Buttler for attending the meeting.

**214/18 Corporate Project Management**

The Group Head for Commissioning and Transformation presented an update report on progress being made with Corporate Projects and responded to members questions on specific projects.

The Committee was pleased with the improvement in the way information was presented and noted that further improvements would be made.

**Resolved** to note the Corporate Project Management update.

**215/18 Work Programme**

An updated draft Work Programme was circulated at the meeting for the Committee's consideration and is attached.

The Committee had already identified at this meeting that it wished to review the draft Capital Strategy at its November 2018 meeting.

The Committee also agreed to include an item on task groups at the November 2018 meeting and that consideration of the Leisure Centre consultation be moved to the January 2019 meeting.

**Resolved** to approve the draft Work Programme for 2018-19 subject to the inclusion of:

- a) the Capital Strategy and Task Groups at the November 2018 meeting  
and
- b) the Leisure Centre consultation at the January 2019 meeting.

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# Spelthorne Borough Council

## Cabinet Forward Plan and Key Decisions



This Forward Plan sets out the decisions which the Cabinet expects to take over the forthcoming months, and identifies those which are **Key Decisions**.

A **Key Decision** is a decision to be taken by the Cabinet which is either likely to result in significant expenditure or savings or to have significant effects on those living or working in an area comprising two or more wards in the Borough.

The members of the Cabinet and their areas of responsibility are:

Cllr I.T.E. Harvey	Leader of the Council	<a href="mailto:Cllr.harvey@spelthorne.gov.uk">Cllr.harvey@spelthorne.gov.uk</a>
Cllr A.C. Harman	Deputy Leader	<a href="mailto:Cllr.harman@spelthorne.gov.uk">Cllr.harman@spelthorne.gov.uk</a>
Cllr. M.M. Attewell	Community Wellbeing	<a href="mailto:Cllr.attewell@spelthorne.gov.uk">Cllr.attewell@spelthorne.gov.uk</a>
Cllr C. Barnard	Planning and Economic Development	<a href="mailto:Cllr.barnard@spelthorne.gov.uk">Cllr.barnard@spelthorne.gov.uk</a>
Cllr J. Boughtflower	Corporate Management	<a href="mailto:Cllr.boughtflower@spelthorne.gov.uk">Cllr.boughtflower@spelthorne.gov.uk</a>
Cllr M.P.C. Francis	Housing	<a href="mailto:Cllr.francis@spelthorne.gov.uk">Cllr.francis@spelthorne.gov.uk</a>
Cllr D. Patel	Environment and Compliance	<a href="mailto:Cllr.patel@spelthorne.gov.uk">Cllr.patel@spelthorne.gov.uk</a>
Cllr O. Rybinski	Customer Service, Estates and Transport	<a href="mailto:Cllr.rybinski@spelthorne.gov.uk">Cllr.rybinski@spelthorne.gov.uk</a>
Cllr H.R. Williams	Finance	<a href="mailto:Cllr.williams@spelthorne.gov.uk">Cllr.williams@spelthorne.gov.uk</a>

Whilst the majority of the Cabinet's business at the meetings listed in this Plan will be open to the public and press, there will inevitably be some business to be considered which contains confidential, commercially sensitive or personal information.

This is formal notice under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 that part of any of the Cabinet meetings listed below may be held in private where exempt and / or confidential information is due to be considered.

Representations regarding this should be made to [committee.services@spelthorne.gov.uk](mailto:committee.services@spelthorne.gov.uk)

Please direct any enquiries about this Plan to the Principal Committee Manager, Gillian Scott, at the Council offices on 01784 444243 or e-mail [g.scott@spelthorne.gov.uk](mailto:g.scott@spelthorne.gov.uk)

## Spelthorne Borough Council

### Cabinet Forward Plan and Key Decisions for 2 November 2018 to 31 March 2019

Date of decision and decision maker	Matter for consideration	Key or non-Key Decision	Decision to be taken in Public or Private	Lead Officer/ Cabinet Member
Cabinet 21 Nov 2018	Capital Monitoring Q2 July - September	Non-Key Decision	Public	Laurence Woolven, Chief Accountant Portfolio Holder for Finance
Cabinet 21 Nov 2018	Revenue Monitoring Q2 July - September	Non-Key Decision	Public	Laurence Woolven, Chief Accountant Portfolio Holder for Finance
Cabinet 21 Nov 2018 Council 13 Dec 2018	Calendar of Meetings 2019- 2020	Non-Key Decision	Public	Gillian Scott, Principal Committee Manager Leader of the Council
Audit Committee 1 Nov 2018  Cabinet 21 Nov 2018	Corporate Risk Management Review	Non-Key Decision	Public	Punita Talwar, Internal Audit Manager Portfolio Holder for Finance
Cabinet 21 Nov 2018	Meals on Wheels Contract Renewal	Key Decision It is likely to result in the Council incurring expenditure above or making savings of up to £164,000	Public	Jayne Brownlow, Deputy Group Head, Community Wellbeing Portfolio Holder for Community Wellbeing
Cabinet 21 Nov 2018	Exempt report - West Wing, Council Offices, Knowle Green, Staines - Key Decision	Key Decision It is likely to result in the Council incurring expenditure above or making savings of up to £164,000	Private	Nick Cummings, Property and Development Manager Leader of the Council

Date of decision and decision maker	Matter for consideration	Key or non-Key Decision	Decision to be taken in Public or Private	Lead Officer/ Cabinet Member
Cabinet 21 Nov 2018	Acquisition of Property Q	Key Decision It is likely to result in the Council incurring expenditure above or making savings of up to £164,000	Private	Nick Cummings, Property and Development Manager Leader of the Council
Cabinet 21 Nov 2018	Acquisition of Property R	Key Decision It is likely to result in the Council incurring expenditure above or making savings of up to £164,000	Private	Nick Cummings, Property and Development Manager Leader of the Council
Cabinet 11 Dec 2018 Council 13 Dec 2018	Capital Strategy Report	Non-Key Decision	Public	Terry Collier, Deputy Chief Executive Portfolio Holder for Finance
Cabinet 11 Dec 2018	Public Space Protection Orders	Non-Key Decision	Public	Michael Graham, Head of Corporate Governance Portfolio Holder for Environment and Compliance
Cabinet 11 Dec 2018	Review of Polling Stations	Non-Key Decision	Public	Jayne McEwan, Electoral Services Manager Leader of the Council
Cabinet 11 Dec 2018	Staines Park as a Field in Trust	Non-Key Decision	Public	Nick Cummings, Property and Development Manager Leader of the Council
Cabinet 11 Dec 2018	Treasury Management Strategy - half yearly report	Non-Key Decision	Public	Terry Collier, Deputy Chief Executive Portfolio Holder for Finance

Date of decision and decision maker	Matter for consideration	Key or non-Key Decision	Decision to be taken in Public or Private	Lead Officer/ Cabinet Member
Cabinet 11 Dec 2018	Outline Budget 2019/20	Key Decision It is likely to result in the Council incurring expenditure above or making savings of up to £164,000	Public	Laurence Woolven, Chief Accountant Portfolio Holder for Finance
Cabinet 11 Dec 2018	Knowle Green Estates Ltd - Business Plan To decide on the strategy for the Company	Non-Key Decision	Private	Michael Graham, Head of Corporate Governance Leader of the Council
Cabinet 11 Dec 2018	Acquisition of Property S	Key Decision It is likely to result in the Council incurring expenditure above or making savings of up to £164,000	Private	Nick Cummings, Property and Development Manager Leader of the Council
Cabinet 30 Jan 2019 Council 21 Feb 2019	Pay Policy Statement	Non-Key Decision	Public	Sandy Muirhead, Group Head - Commissioning and Transformation Portfolio Holder for Corporate Management
Cabinet 30 Jan 2019 Council 21 Feb 2019	Treasury Management Strategy Statement	Non-Key Decision	Public	Terry Collier, Deputy Chief Executive Portfolio Holder for Finance
Cabinet 30 Jan 2019	Fees and Charges - 2019/20	Key Decision It is likely to result in the Council incurring expenditure above or making savings of up to £164,000	Public	Terry Collier, Deputy Chief Executive Portfolio Holder for Finance
Cabinet 20 Feb 2019	6 Month Revenue Monitoring (Q3 Oct to Dec) & Projected Outturn	Non-Key Decision	Public	Terry Collier, Deputy Chief Executive Portfolio Holder for Finance

Date of decision and decision maker	Matter for consideration	Key or non-Key Decision	Decision to be taken in Public or Private	Lead Officer/ Cabinet Member
Cabinet 20 Feb 2019	6 Month Capital Monitoring (Q3 Oct to Dec) & Projected Outturn	Non-Key Decision	Public	Terry Collier, Deputy Chief Executive Portfolio Holder for Finance
Cabinet 20 Feb 2019 Council 21 Feb 2019	Capital Programme 2019/20 (Final)	Non-Key Decision	Public	Terry Collier, Deputy Chief Executive Portfolio Holder for Finance
Cabinet 20 Feb 2019 Council 21 Feb 2019	Revenue Budget 2019/20 (Final)	Non-Key Decision	Public	Terry Collier, Deputy Chief Executive Portfolio Holder for Finance



# Overview and Scrutiny Committee

## 20 November 2018



<b>Title</b>	Review of Air Quality		
<b>Purpose of the report</b>	To note		
<b>Report Author</b>	Olivia Flint, Principal Pollution Control Officer		
<b>Cabinet Member</b>	Councillor Daxa Patel	<b>Confidential</b>	No
<b>Corporate Priority</b>	Clean and Safe Environment		
<b>Recommendations</b>	<b>To note the information contained within the report</b>		

### 1. Key Issues

#### Background

- 1.1 In England there are national air quality objectives for seven pollutants. Previous assessments of local air quality in Spelthorne have enabled the Council to conclude that concentrations of carbon monoxide, benzene, 1,3-butadiene, lead, sulphur dioxide and PM<sub>10</sub> are compliant with the relevant national and European objectives.

**Table 1 National Air Quality Objectives**

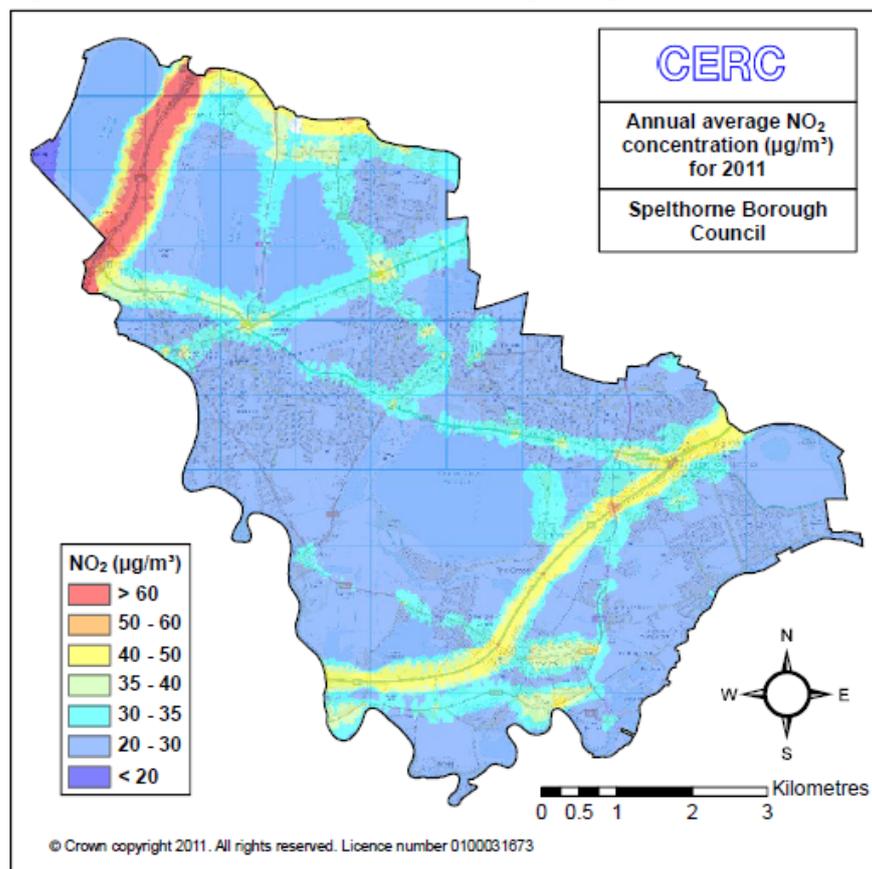
Pollutant	Air Quality Objective	
	Concentration	Measured as
<b>Nitrogen dioxide (NO<sub>2</sub>)</b>	200 µg/m <sup>3</sup> (not more than 18 times a year) 40 µg/m <sup>3</sup>	1 hour mean Annual mean
<b>Particles (PM<sub>10</sub>)</b>	50 µg/m <sup>3</sup> (not more than 35 times a year) 40 µg/m <sup>3</sup>	1 hour mean Annual mean

- 1.2 Monitoring of local air quality for levels of nitrogen dioxide, the principal pollutant of concern in Spelthorne, has been ongoing since 1996. In 2000 the Council declared the whole Borough of Spelthorne to be an air quality management area (AQMA) for both hourly and annual mean levels of nitrogen dioxide due to predicted exceedances of the national objectives. These objectives are shown in Table 1. Following further assessment in 2003 it was found that levels of hourly mean nitrogen dioxide were unlikely to result in members of the public being exposed to elevated levels of nitrogen dioxide above the objective, and so the AQMA for hourly mean nitrogen dioxide was withdrawn.
- 1.3 Since 2004 the annual levels of nitrogen dioxide have typically continued to exceed the standard at some, but not all monitoring locations around the Borough, especially alongside

major roads and busy junctions. Levels of air quality pollutants that residents are exposed to come from pollution generated within the Borough but also 'background' levels blown in from outside the area. For oxides of nitrogen up to around 25% of levels recorded at locations away from main roads can be from these background sources. The main source of nitrogen dioxide produced within the Borough is from road traffic exhaust fumes, accounting for about 80% of all oxides of nitrogen produced here. In contrast, for particulate matter up to 90% of levels monitored in the Borough actually come from background sources, produced elsewhere. Even at the busiest road junction only about a fifth of particles come from local road traffic. This presents a particular challenge for Spelthorne Borough Council to impact and influence local levels.

- 1.4 Modelling of annual nitrogen dioxide levels for 2011 is depicted in Figure 1, and shows the influence of road traffic on levels across the Borough, with major trunk routes such as the M25 and M3 motorways and A roads such as the A30, A308 and A244 being clearly demarcated with higher levels above the national air quality objective along the road corridors and junctions, and approaching the river crossings. This type of modelling is currently being repeated and the results will be published in early 2019.

**Figure 1 Modelled Annual Average NO<sub>2</sub> concentration for 2011**



### Air Quality Monitoring in Spelthorne

- 1.5 Spelthorne Borough Council undertakes non- automatic (passive) diffusion tube monitoring of NO<sub>2</sub> at 44 locations around the Borough shown in Appendix 1, Figure A1. Monthly results are used to calculate annual mean levels of nitrogen dioxide.
- 1.6 There are currently three continuous monitoring stations running in the Borough:
- Oaks Road, Stanwell – maintained by consultants from Riccardo-AEA on behalf of Heathrow Airport Ltd;

- Sunbury Cross – maintained by consultants from Riccardo-AEA and funded until December 2018 by the Council. A growth bid has been submitted to request continued funding of this monitoring site beyond December 2018;
- Haslett Road, Upper Halliford – maintained by consultants TRL and Fichtner on behalf of Suez, developers of the EcoPark incinerator.

1.7 A continuous monitoring station is a generic term for a cabinet which can contain a number of different analysers depending on which pollutants are to be monitored. Results from continuous monitoring can generate short-term averages such as 15 minute, hourly or daily averages, but also annual averages. Each of the three continuous monitoring stations in Spelthorne are set up to monitor nitrous oxides (reported as nitrogen dioxide) and particulates, as both PM<sub>10</sub> and PM<sub>2.5</sub>. There are no PM<sub>2.5</sub> monitors elsewhere in the whole of Surrey and PM<sub>10</sub> monitoring is only undertaken by Waverley at Farnham and Reigate & Banstead near Gatwick Airport.

### **Air Quality Monitoring Results in 2017**

- 1.8 In 2017, there were 4 monitoring locations where annual average nitrogen dioxide levels exceeded the national air quality objective, of 40 µg/m<sup>3</sup>. These locations were alongside busy roads and/ or near major junctions - SP8 and SP9 on the A308 Staines Road West approaching the junction with the M3 and A316 at Sunbury Cross; at SP29 on the Crooked Billet A30/A308/A3044 Staines Bypass junction; and at SP36 on Green Street, south of Sunbury Cross.
- 1.9 Nitrogen dioxide levels drop off significantly in a short distance from a road. A simple model can be used to predict air quality levels at the nearest relevant sensitive receptors to those monitoring locations in exceedance. Having done this, the level of nitrogen dioxide was estimated to drop below the 40 µg/m<sup>3</sup> objective at these locations in 2017.
- 1.10 There were four further locations, while below the objective in 2017, which were within 10% of the objective: SP5 Church Road, Ashford; SP34 School Road, Ashford; SP35 Vicarage Road, Sunbury; and SP51 Fairfield Avenue, Staines. The exceedances and these borderline locations are geographically spread across the 3 major towns of the Borough on main through roads close to major junctions.
- 1.11 Over a five year period there has been large inter-annual variations in results – in 2016 there were 13 monitoring locations where annual average nitrogen dioxide levels were in exceedance; 2015 being a good air quality year with only 4 exceedances preceded by two years that had elevated nitrogen dioxide levels, with 18 and 19 monitoring locations recording concentrations greater than the 40 µg/m<sup>3</sup> annual average objective in 2013 and 2014, respectively. For diffusion tubes, particularly roadside sites, the long term annual mean trend indicate little improvement in pollution levels for nitrogen as shown in **Appendix 2, figure A2.1**.
- 1.12 There were no recorded exceedances of the nitrogen dioxide hourly mean objective at any of the three operational continuous monitoring stations in 2017. The Oaks Road monitoring station has not recorded any exceedances of the hourly mean objective within the past 5 years.
- 1.13 Levels of annual mean PM<sub>10</sub> concentrations at each of the three continuous monitoring stations are well below the annual average air quality objective of 40µg/m<sup>3</sup>, at 33% to 52% of the air quality action level.
- 1.14 Results of monitoring over the past fifteen years indicate that there has been a noticeable trend of reducing concentrations of particulate matter (as PM<sub>10</sub>) as an annual average and in the number of days where the mean concentration is elevated above 50 µg/m<sup>3</sup> between 2003 and 2015. Since 2015 the particulate matter trend appears to have levelled out. This is shown in **Figures A2.3 and A2.4 in Appendix 2**.

- 1.15 There is no statutory obligation on councils to monitor fine particles (less than 2.5µm diameter), though it has been monitored at the Oaks Road site since 2003 with an annual average concentration of 9.21µg/m<sup>3</sup> in 2017. This result is well below the Government's proposed objective of 25µg/m<sup>3</sup>, and below the WHO guideline of 10µg/m<sup>3</sup>, albeit slightly higher than levels in 2015. Longer term levels of PM<sub>2.5</sub> at Oaks Road, like PM<sub>10</sub>, appear to show a gradual decline since 2003 as illustrated below, though this trend is less discernible over the last 5 years as shown in **Appendix 2, Figure A2.5**.
- 1.16 A full summary of monitoring results for 2017 is available on the Council's website: <https://www.spelthorne.gov.uk/article/2108/Air-quality---latest-reports> . Results of the continuous monitoring stations at Oaks Road and Sunbury Cross are reported in real-time on the Heathrow Airwatch website: <http://www.heathrowairwatch.org.uk/latest> .
- 1.17 Monitoring for 2018 at the continuous monitoring stations up to October 2018 is shown in **Appendix 2 Table A2.1** and indicates levels broadly consistent with those of 2017, though slightly worse for particulates (as PM<sub>10</sub>) at Oaks Road and Sunbury Cross. It is important to note that these figures are liable to change as seasonality of air quality means that higher levels are typically recorded over winter months, raising the final annual mean results.

## **2. How air quality impacts on health of residents.**

- 2.1 There is good evidence that nitrogen dioxide is harmful to health. The most common outcomes are respiratory symptoms such as shortness of breath and cough. Nitrogen dioxide inflames the lining of the lung and reduces immunity to lung infections such as bronchitis. Studies also suggest that the health effects are more pronounced in people with pre-existing respiratory and heart conditions such as asthma, bronchitis, and Chronic obstructive pulmonary disease (COPD), compared to healthy individuals. Symptoms are usually only observed when NO<sub>2</sub> levels are very high, usually in short-term pollution incidents where hourly mean levels exceed the 200 µg/m<sup>3</sup> objective. This objective is not exceeded in Spelthorne (from comparison of both monitoring and modelling results). Nitrogen dioxide also reacts with hydrocarbons in the presence of sunlight to create ozone, and contributes to the formation of particles.
- 2.2 Particles or particulate matter (PM) are tiny bits of solids or liquids suspended in the air. They are a complex group of pollutants that vary in size, shape, composition and origin. These properties can also vary from place to place and time to time. Particles originating from road traffic include carbon emissions from engines, small bits of metal and rubber from engine wear and braking as well as dust from road surfaces. Others sources of particulates include material from building and industry as well as wind-blown dust, sea salt, pollens and soil particles.
- 2.3 Levels of particulates (as PM<sub>10</sub>, particles smaller than 10 micrometers) in Spelthorne are typically less than half the National Air Quality Objective for annual mean PM<sub>10</sub>. However, for particulates there is no threshold concentration below which there are no adverse effects on health. These particles are too small to see and cannot be filtered by the nose and throat, settling in the airway and deep in the lungs. Therefore, locally and nationally, there remains focus on continuing to reduce particulate levels. The health effects of particle air pollution have been widely studied, and include premature death and the worsening of heart and lung disease, often increasing admissions to hospital.

### **Health Impacts at a National Scale**

- 2.4 Research from 2009 by the Committee on the Medical Effects on Air Pollutants (COMEAP), an independent governmental advisory body, estimated the mortality burden of human-made air pollution in the UK at an annual effect equivalent to nearly 29,000 deaths. In July 2018 the Committee published an updated report with the range of estimates of the annual mortality burden of human-made air pollution in the UK estimated as an effect equivalent to 28,000 to 36,000 deaths per year.
- 2.5 The total NHS and social care cost in England due to PM<sub>2.5</sub> and NO<sub>2</sub> combined in 2017 was estimated to be £42.88 million (based on data where there is more robust evidence for an

association), increasing to £157 million when diseases are included where there is currently less robust or emerging evidence for an association.

- 2.6 Between 2017 and 2025, the total cost to the NHS and social care of air pollution for where there is more robust evidence for an association, is estimated to be £1.60 billion for PM<sub>2.5</sub> and NO<sub>2</sub> combined increasing to £5.56 billion if we include other diseases for which there is currently less robust evidence for an association
- 2.7 When all diseases are included (i.e. where there is robust and less robust evidence):
- In England, an estimated 2,248 new cases of disease per 100,000 population attributable to PM<sub>2.5</sub> is predicted between 2017 and 2035.
  - In England, an estimated 1,933 new cases of disease per 100,000 population attributable to NO<sub>2</sub> is predicted between 2017 and 2035.
- 2.8 In Autumn/ Winter 2018, detailed modelling is being undertaken by specialist consultants on behalf of the Council to provide:
- new pollutant maps (as per Figure 1) for nitrogen dioxide and particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>),
  - to estimate the proportional sources of pollution; and also
  - to calculate health impacts of air pollution via calculation of the local mortality burden for each ward of the Borough.

This is a joint project of the Surrey Air Alliance, an air quality officers group of all eleven districts and borough Councils across Surrey and Surrey County Council, to provide consistent air quality information across the whole of Surrey. The health impact calculations shall comprise attributable deaths by ward; associated life-years lost by ward; and attributable health cost by pollutant.

- 2.9 Traffic modelling for the project is currently being undertaken by Surrey County Council with outputs to be provided to the specialist air quality consultant in November 2018. Outputs are anticipated to be available by Spring 2019.

### **3. What action can the Council take to raise awareness of air quality? Surrey AQ Schools Project**

- 3.1 In April 2018, Spelthorne Borough Council, as lead authority for a Surrey Air Alliance joint project, was awarded an Air Quality Grant of £145,188 by the Department of Food, Environment and Rural Affairs (defra) to implement a programme of air quality awareness within 40 schools in proximity to the Air Quality Management Areas (AQMAs) in Surrey.
- 3.2 The project will deliver a package of complimentary measures designed to raise awareness of air quality issues with primary and secondary school children (and their parents, staff and local communities around schools), encourage behaviour change and mode shift, and reduce vehicle idling particularly outside schools. Some of our measures such as the media campaign and the EcoSchools Summit on Air Quality issues will be countywide, and impact on all schools and/or all primary schools, but most will target children within the selected 40 schools with proximity to the AQMAs in the following administrative areas: Spelthorne Borough Council, Runnymede Borough Council, Elmbridge Borough Council, Woking Borough Council, Waverley Borough Council, Epsom & Ewell Borough Council, and Reigate & Banstead Borough Council.
- 3.3 The project's media campaign ran between 17 September and 14 October 2018 including
- Adverts on bus backs across Surrey;
  - Adverts at six bus stops outside schools in Spelthorne, Runnymede and Elmbridge;
  - Editorial articles in magazines such as Primary Times, Surrey Matters and other family magazines;

- Digital media including Facebook and Twitter accounts of Surrey County Council, participating schools and the Surrey districts and boroughs, including Spelthorne; and
- Radio adverts on Radio Heart, Jackie and Eagle.

3.4 In November 2018, a bespoke air quality themed Theatre in Education performing arts show will tour the participating schools to introduce the air quality issue to pupils and provide an anti-idling message. Past productions on recycling and road safety have been very effective at getting key messages to pupils and through them ('pester power') to their parents. This will be followed in January 2019 with an education package where a specialist contractor will provide education resources and deliver interactive activities and lessons, including air quality monitoring, at participating schools. There will also be additional cycle training offered to participating schools and an air quality themed Golden Boot sustainable travel to school challenge in June 2019.

**Figure 2 Photographs of Bus Stop Adshells**



3.5 All schools in Spelthorne qualify for the project, but only a handful are currently signed up. Officers continue to reach out to local schools through the Spelthorne Schools Federation to encourage our schools to participate in the project.

### **AirAlert**

3.6 Since 2015 Spelthorne has been part of the AirAlert scheme ([www.airalert.info/Surrey](http://www.airalert.info/Surrey)), a free service provided by the Council to help those with respiratory conditions manage their health when air quality is poor. On 20 to 30 days per year pollution levels are reached, usually for particulates or ozone, that are capable of causing short term health symptoms for people with pre-existing respiratory conditions. People who register for the free service receive an email, text or voicemail message, informing them the day before of an expected elevation of air pollution in their area. This enables them to make choices about what they do and how they manage their medication, so they can stay in control of their own health. Health advice in the AirAlert message is approved by UK experts and varies according to a simple air pollution index (low, moderate, high and very high).

3.7 Spelthorne currently has 98 residents signed up to the scheme. While this is the third highest total of the seven participating Surrey local authorities, further promotion of the scheme is needed. Participation in the scheme has been funded thus far by S.106 developer contributions to air quality mitigation. This funding has now been exhausted and future funding will be required from revenue budgets.

3.8 A survey of AirAlert users showed that 88% of survey respondents found AirAlert a useful or very useful service, and two thirds had recommended it to someone else. They found the service helped them manage their symptoms and reduce their exposure to air pollution. They also reported increased confidence to participate in social and recreational activities.

### Participation in National Air Quality Campaigns

- 3.9 In June 2017, Spelthorne ran an event to support the first National Clean Air Day which included promotional messages via Facebook, Twitter and the Council's electronic newsletters; free cycling maintenance for Council staff and the opportunity to test drive an electric Nissan Leaf or Nissan Van.
- 3.10 The message of the National Clean Air Day was also promoted by Council staff at a stall at the Staines-upon-Thames Day event on 25 June 2017. We estimate that we were able to engage with in excess of 150 residents during the event day.
- 3.11 In early June 2018, Spelthorne ran a staff event to support National Cycling Week, again with free cycle check-ups and the opportunity to test drive a 100% electric Nissan Leaf.
- 3.12 On Clean Air Day in 2019 we can support the campaign through promotion on our social media and electronic publications. On 21 June 2018, #cleanairday trended on Twitter for eight hours. Subject to officer resources and budgetary funding in June 2019 we could host staff and/ or public events and activities. At least 550 events happened on the day in 2018, while some 1,750 broadcasts and press items were generated by the national campaign.

**Figure 3 National Clean Air Day 2018**



**Source:** Global Action Plan, Celebrating the impact of the UK's largest air quality campaign. Available at <https://www.cleanairday.org.uk/Handlers/Download.ashx?IDMF=88367ca5-e3df-45a6-86bf-9d9f62496f3e>

### Electric Vehicle Charging

- 3.13 One of the air quality main actions by officers over the past two years has been in trying to establish a network of electric vehicle (EV) charging infrastructure around the Borough. The Government aspires that by 2040 every new car in the UK will be an ultra-low emission vehicle. Electric vehicles produce lower emissions (NOx) at the point of use (i.e. roadside) and overall carbon savings (~20%) even when electricity generation is factored in. Ultra-low emission vehicles can also reduce noise in urban areas. Spelthorne is lagging behind neighbouring authorities in statistics of new electric plug-in hybrid vehicle registrations as shown in **Appendix 3, Figure A3.1**. Published research shows that existing private EV owners rely mostly on home and workplace charging but public charging infrastructure is a key factor in purchase of EVs by both private and organisational buyers.
- 3.14 For every major new development in Spelthorne (>10 residential units and/or >1,000 sq.m. commercial floor space), Environmental Health recommend to the Local Planning Authority

that EV charging is provided in compliance with standards set out in the Surrey County Council Vehicular and Cycling Parking Guidance (January 2018). These standards are set out in **Appendix 3, Figure A3.2**.

- 3.15 Officers have been liaising with local businesses and charging installers to keep abreast of what electric charging provision is being driven by the private sector. From this work we are aware of proposals for rapid chargers at a number of petrol stations across the Borough and new fast charging at the Two Rivers Car Park in Staines-upon-Thames.
  - 3.16 There remains a role for the Council in facilitating rapid charging, providing destination charging and promoting uptake of ultra-low emission vehicles (ULEV) by local residents and businesses. Destination charging gives users an opportunity to top up whilst parked for 2-3 hours on an existing vehicle trip, such as at shopping centres, public car parks, leisure centres and supermarkets.
  - 3.17 To this end funding bids have been made to Defra's Air Quality Grant Fund (November 2016), Heathrow's Sustainable Transport Levy Fund (May 2017) and the Enterprise M3 Local Enterprise Partnership (LEP) Growth Fund (April 2018) to install fast chargers in selected Council car parks and some rapid chargers at strategic locations. Each of the applications were judged to be strong bids but were ultimately unsuccessful in over-subscribed grants.
  - 3.18 To date we have only been able to fund small scale electric vehicle charging infrastructure schemes in a piecemeal approach as and when funds have become available. In June 2017 eight public charge points were installed in the Elmsleigh and Tothill multi-storey car parks in Staines-upon-Thames. These were paid for by a small capital pot that had been allocated as match funding for the unsuccessful Defra funding application. In April 2018 a dual fast charger was installed at the main Council Offices at Knowle Green for workplace charging for Council employees. This was funded by a pooling of revenue funds from Environment Services, Environmental Health and Asset Management. As demand increases additional charging units can be connected to the new electrical infrastructure. Future funding will be needed to provide further charging units at Knowle Green and make provision at other Council buildings and operational bases.
  - 3.19 By providing a charging network in Spelthorne, businesses, visitors and residents can be confident about making an early switch to EV technology. The bid for grant funding from the Enterprise M3 LEP included a scheme to provide grants to Spelthorne businesses so that they could benefit sooner from fuel savings and achieving corporate and environmental/ low carbon aspirations. Selected low emission vehicles (vans, cars and motorcycles) are eligible for a plug-in grant from Government to reduce purchase costs. The Office of Low Emission Vehicles (OLEV) operate a workplace charging scheme with a small grant (£300) for installing EV chargers points dedicated for staff or fleet use. This though represents as little as 5-10% of costs to a business of installing charging infrastructure - making this a considerable disincentive for businesses to switch. Our scheme was to offer grants up to £4,500 towards the shortfall and help Spelthorne businesses realise a competitive edge. The bid application was match funded with money from the business rates retention fund. There is potential to explore whether the Council could proceed with the business grant scheme.
  - 3.20 Whilst officers can continue to seek external funding opportunities for development of a destination charging network, the Council may need to consider provision of EV charging in future upgrades to Council car parks to maintain attractiveness and compete with third party parking offerings.
- 4. What is the potential impact on air quality of Heathrow expansion?**
- 4.1 In the first quarter of 2018, Heathrow Airport Ltd (HAL) consulted on its proposal to expand the airport through construction of a third runway, new terminal capacity and other supporting infrastructure. At the end of June 2018, Parliament voted to pass the Airports National Policy Statement, new policy that sets out the criteria under which consent will be given for expansion of the airport. In Spring/ early Summer 2019 there will be a second

public consultation on expansion plans, ahead of HAL's application to the Planning Inspectorate for a Development Consent Order (DCO), a type of planning consent for nationally significant infrastructure, in 2020. The DCO process is expected to take about 18 months. If Heathrow is granted development consent, construction would begin in 2021 ahead of the new runway opening in 2026.

- 4.2 Aircraft make a very small to negligible contribution to local air quality once they reach a height of 1,000ft, which can occur rapidly after take-off. However, aircraft taxiing, the early stages of take-off, airport related traffic and airside vehicles and plant do contribute to local emissions.
- 4.3 Spelthorne supports, in principle, Heathrow Expansion because of the potential economic benefits and opportunities it is likely to bring to the local area. However, that support is entirely dependent on HAL making sure that any scheme comprehensively and effectively mitigates against impacts on noise, traffic, air quality, the wider environment, infrastructure and local road networks. Heathrow's consultation documents show that expansion will bring airport-related development into Spelthorne, impacting the communities of Stanwell Moor and Stanwell in particular.
- 4.4 While the new runway will be built to the north west of the existing airport boundary, some airport-related businesses currently located there (plus new supporting facilities and infrastructure required to serve an expanded airport, such as freight warehouses, hotels and offices) will be displaced to the south of the airport. Provision of taxiways and terminal capacity to the west of Terminal 5 will sever local roads and impact on the alignment and junctions of the M25. The main surface access to the expanded airport will be via Junction 14 of the M25, on the north west corner of our Borough. Airport parkway car parking for up to 25,000 cars is currently being proposed for land at Stanwell Moor in Spelthorne. Taxi feeder parks and car rental businesses (equivalent to a further 4,000 parking spaces) will also be relocated to the south of the airport. HAL have pledged that expansion will not increase airport related traffic from today's levels and that the current surface access proposals can increase the share of passengers accessing the airport via sustainable transport to at least 50% by 2030. Spelthorne is sceptical that this can be achieved, particularly without Southern Rail access. Even with no increase in overall traffic, with the main access to the airport being from J14 there will be a significant increase in traffic flows across the north of Spelthorne. The Council is concerned that there could be significant adverse impacts on local air quality and noise from this increased levels of road traffic in the north of the Borough, but also at existing air quality hotspots at key road junctions as additional vehicle journeys cut across the Borough and increase traffic congestion.
- 4.5 At this point HAL have not shared any air quality modelling or traffic flow data/ modelling. They have stated that they do not need any additional air quality monitoring to validate air quality modelling of a preferred scheme. Officers are liaising with independent air quality consultants about the need for additional air quality monitoring in Stanwell, Stanwell Moor and Staines-upon-Thames to support modelling work but also to provide monitoring throughout construction and operational phases of expansion. Officers have particular concerns about increased traffic flows through the A30 Crooked Billet roundabout junction (Staines-upon-Thames), the A30 through Ashford, and onto northern radial routes to the airport including the A3044, B378 and Long Lane/Short Lane. There is likely to be a need for additional continuous monitoring in some locations, which HAL may not recognise (nor fund). Any monitoring to inform traffic and air quality modelling will need to be in-situ as soon as possible (by early 2019). Costs to run each new continuous monitoring station would be between £10,000 – £20,000 depending on the pollutants monitored.
- 4.6 If the Development Consent Order is granted, the main construction period would commence in 2021. Some development works would occur prior to this date. Earthworks and runway construction would be on-going for 5 years, with the runway scheduled to open by the end of 2026. Construction of terminals and other ancillary sites (hotels, offices, freight warehouses, and car parks, for example) would be constructed over a 7 to 9 year period, through to at least 2030. As a consequence some off-site construction sites and contractors compounds in Spelthorne could be occupied for in excess of 9 years. As a

consequence, the Council is concerned about the potential land use and environmental impacts of the construction phase.

- 4.7 If Heathrow expansion proceeds, the Council will need to push HAL to ensure sufficient mitigation is provided to protect residents and minimise impacts from increased emissions resulting from expansion. It is likely that the Council will also need to engage with other stakeholders to introduce additional and/ or upgraded measures into its Air Quality Action Plan to further offset impacts.
- 4.8 Spelthorne is a member of the Heathrow Strategic Planning Group (HSPG), a group of public bodies and stakeholders responsible for the area most directly impacted by the future operation of Heathrow Airport. Through the HSPG and in its own right, the Council is working hard to secure the best possible outcomes for our residents and businesses. The Council's consultation responses to public consultations have been published on our dedicated Heathrow Expansion webpages: <https://www.spelthorne.gov.uk/heathrow> .
- 4.9 There are several other major schemes being proposed in the region that also have the potential to environmentally impact on Spelthorne, including:
- Western Rail Link to Heathrow – This Network Rail scheme is the new western rail access to Heathrow Airport, which involves the construction of a new 6.5km rail link between Langley Station (near Slough), on the Great Western Main Line, and Heathrow T5. One of the four construction compounds will be located at Bedfont Court – about 200m north of the Spelthorne boundary, just west of Heathrow Terminal 5. If consented, construction works here would be anticipated to start in 2022, through to the end of 2026. The new rail line and tunnelling will be entirely outside the area of Spelthorne, but some properties in the north of Stanwell Moor are within an area where they could be affected by dust if best practices are not followed. And whilst HGV routing will not pass through the Borough, there could still be traffic and air quality impacts in Spelthorne, especially as the construction works for the new rail line would overlap (in location and timeframe) with construction at Heathrow Airport if expansion for the third runway is permitted.
  - Southampton to London Pipeline – Esso are proposing to replace 56 miles of the 65 mile Southampton to London Pipeline. The existing underground pipeline crosses the River Thames at Chertsey into Spelthorne and runs north past Laleham, through Ashford and into the West London Oil Terminal at the Borough boundary with the London Borough of Hounslow. The preferred route of the new pipeline is being consulted on in autumn 2018, with a Development Consent Order application in 2019. If consented the project would start in 2021, again overlapping with proposed airport expansion.

## 5. **What is the potential impact on air quality of the EcoPark?**

- 5.1 The application for an Environmental Permit to operate the EcoPark gasification plant was accompanied by an air quality assessment based on detailed air quality modelling. This was undertaken to assess the impact of the operations of the proposed fluidised bed gasifier, gas engines and flare. The 2013 assessment included a review of baseline pollution levels, dispersion modelling of emissions from a number of sources on-site and determination of the significance of the impact of these emissions on local air quality. A review of the existing pollution levels showed that the annual mean concentrations of nitrogen dioxide are elevated in some areas close to the plant.
- 5.2 Under the conditions of the Environmental Permit, the gasification plant will have both daily and half hourly average limit values on emissions to air. The air quality assessment was undertaken on a worst case assumption that plant would continually operate at the proposed limits.
- 5.3 Emissions from the facility were not predicted to cause a breach of any assessment level for the protection of human health or ecosystems. The contribution of the gasification plant in operation was predicted to be insignificant for particulate pollution – 0.10% of the annual

mean standard for PM<sub>10</sub> and 0.16% for PM<sub>2.5</sub>. For nitrogen dioxide the process contribution was modelled to be just over 1% of the annual mean air quality objective.

- 5.4 The Environmental Permit for the EcoPark site has been granted by the Environment Agency, who will regulate compliance with pre-operational requirements and environmental conditions. The Anaerobic Digestion plant and gasifier are not operational yet and no Environment Agency required monitoring is underway.
- 5.5 A continuous monitoring station (recording levels of nitrogen dioxide, PM<sub>10</sub> and PM<sub>2.5</sub>) was installed in Upper Halliford from March 2016 to monitor ambient air quality levels downwind of the EcoPark site – a legacy of the efforts of the late Councillor Watts. This monitor will be in place throughout the ongoing construction phase, commissioning and for at least two years into the operational phase, i.e. to at least 2021.
- 5.6 Results from the continuous monitoring station at Haslett Road are higher than the Oaks Road and Sunbury Cross sites for particulates, but are still well below the annual mean objective, at 52% of the Air Quality Objective.
- 5.7 At Haslett Road there was an increase in the annual mean and number of days exceeding the daily mean in 2017 compared to 2016. A daily mean level of 50 µg/m<sup>3</sup> was exceeded on 10 days in 2017, compared to the objective requiring this level not to be exceeded more than 35 times per year.
- 5.8 Provision results at Haslett Road for the period up to the end of September 2018 indicate only three exceedances of the daily mean standard. Two of the days (2 and 3 March 2018) coincide with regionally elevated results associated with the 'Beast from the East' cold snap from the continent. The third daily exceedance (11 April 2018) also saw slightly elevated levels at Oaks Road and Sunbury Cross indicating a regional source rather than a local issue.
- 5.9 The average diurnal profiles of PM<sub>10</sub> and PM<sub>2.5</sub> indicate a peak during the overnight hours, which could be influenced by possible contributions from increased emissions from domestic heating (i.e. wood and solid fuel stoves) during the evenings.

**Background papers:** There are none

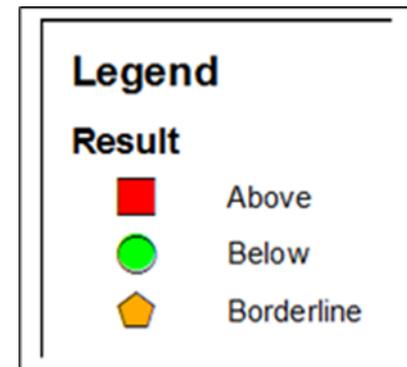
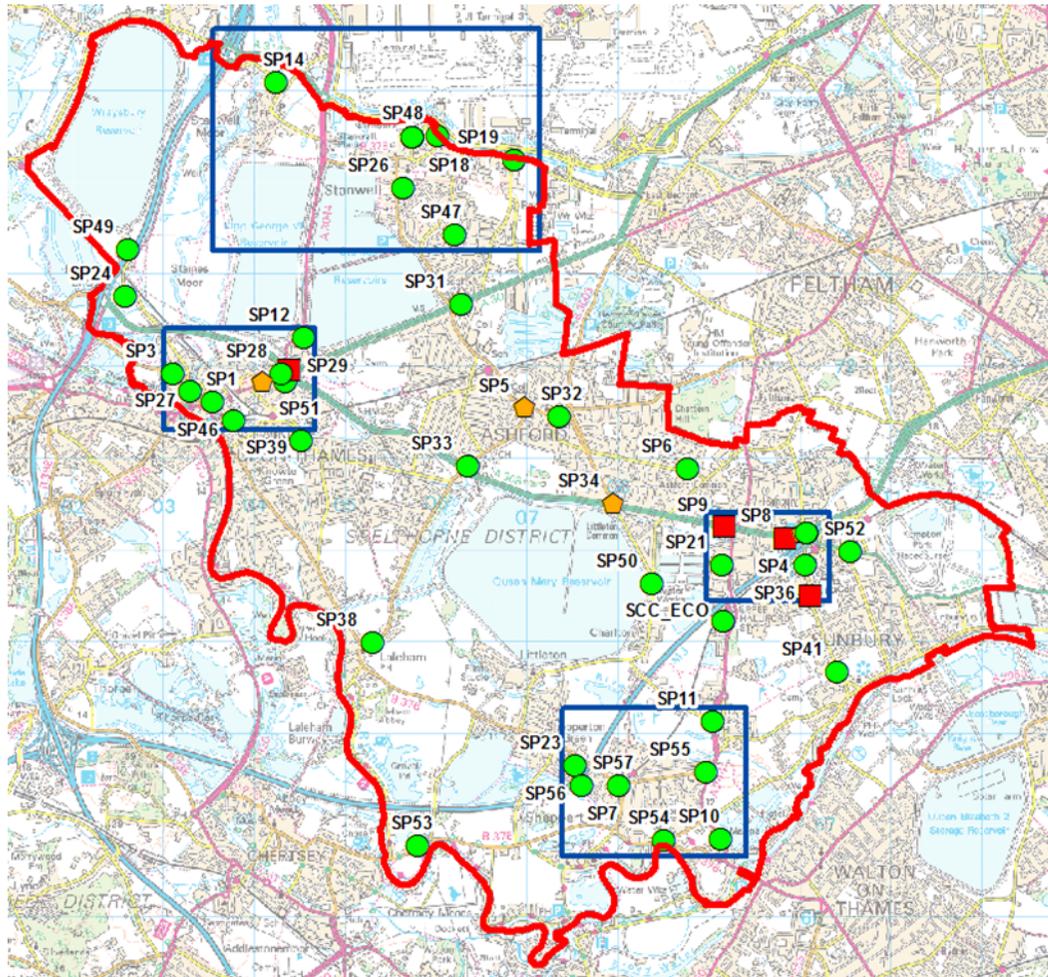
**Appendices:** Appendix 1 Plans of Air Quality Monitoring Locations

Appendix 2 Air Quality Monitoring Results Charts

Appendix 3 Electric Vehicle Figures

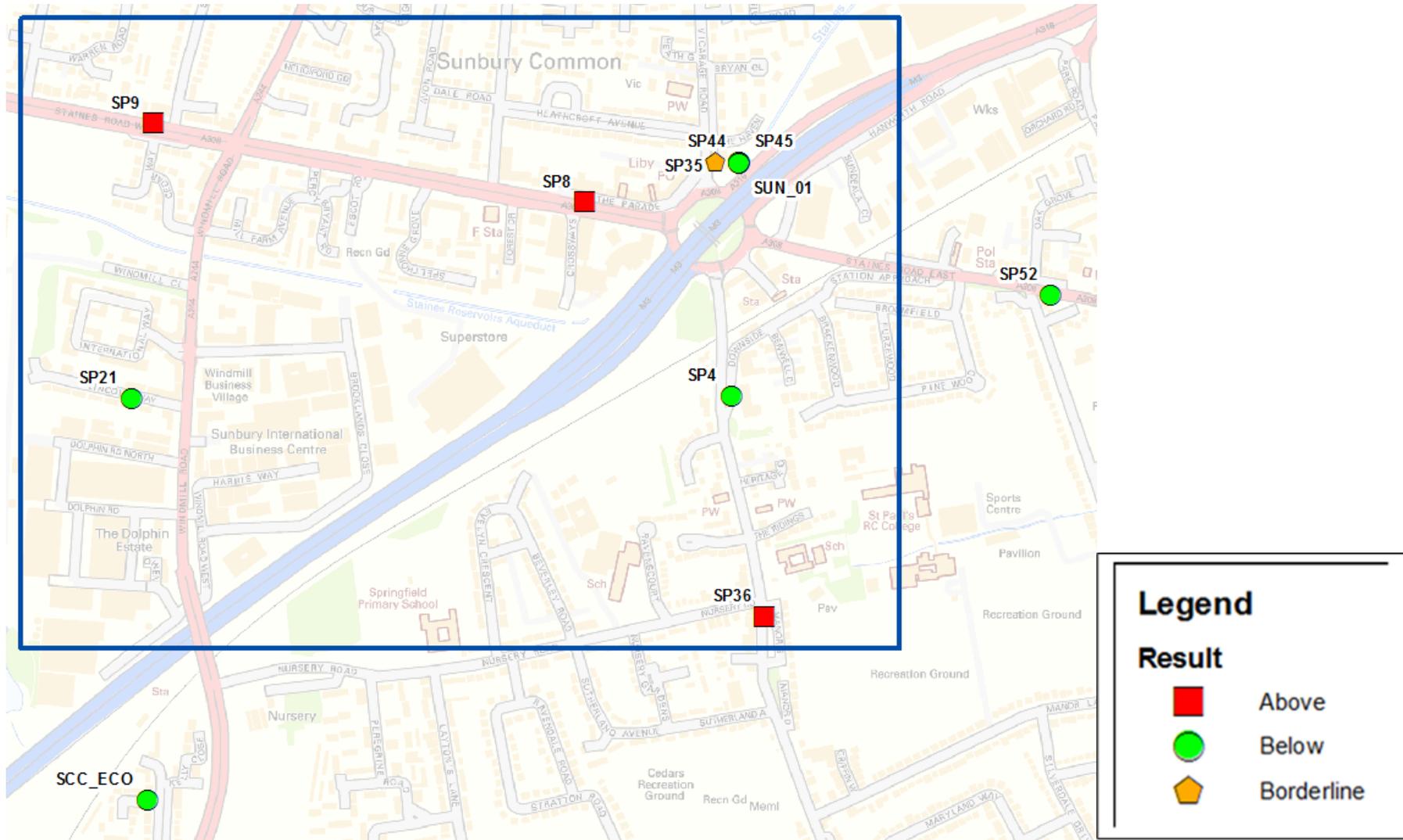
**APPENDIX 1 Plans of Air Quality Monitoring Sites in Spelthorne**

**Figure A1.1 Spelthorne wide monitoring locations**



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**Figure A1.2 Inset of Air Quality Monitoring in Sunbury**



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**Figure A1.3 Inset of Air Quality Monitoring in Shepperton**

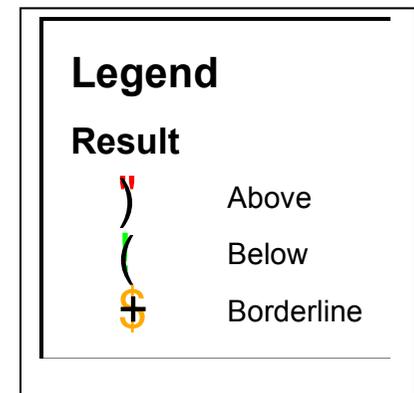
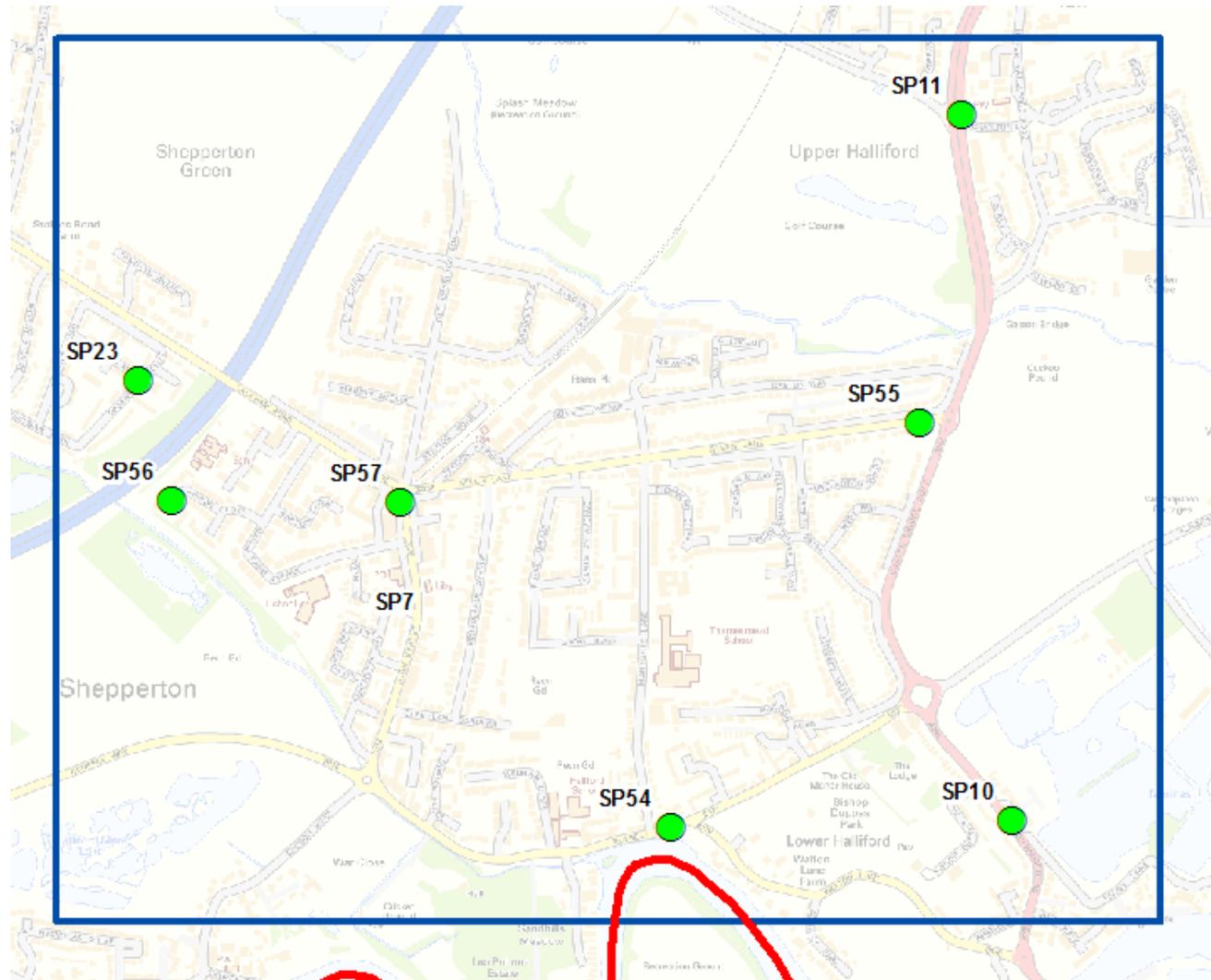
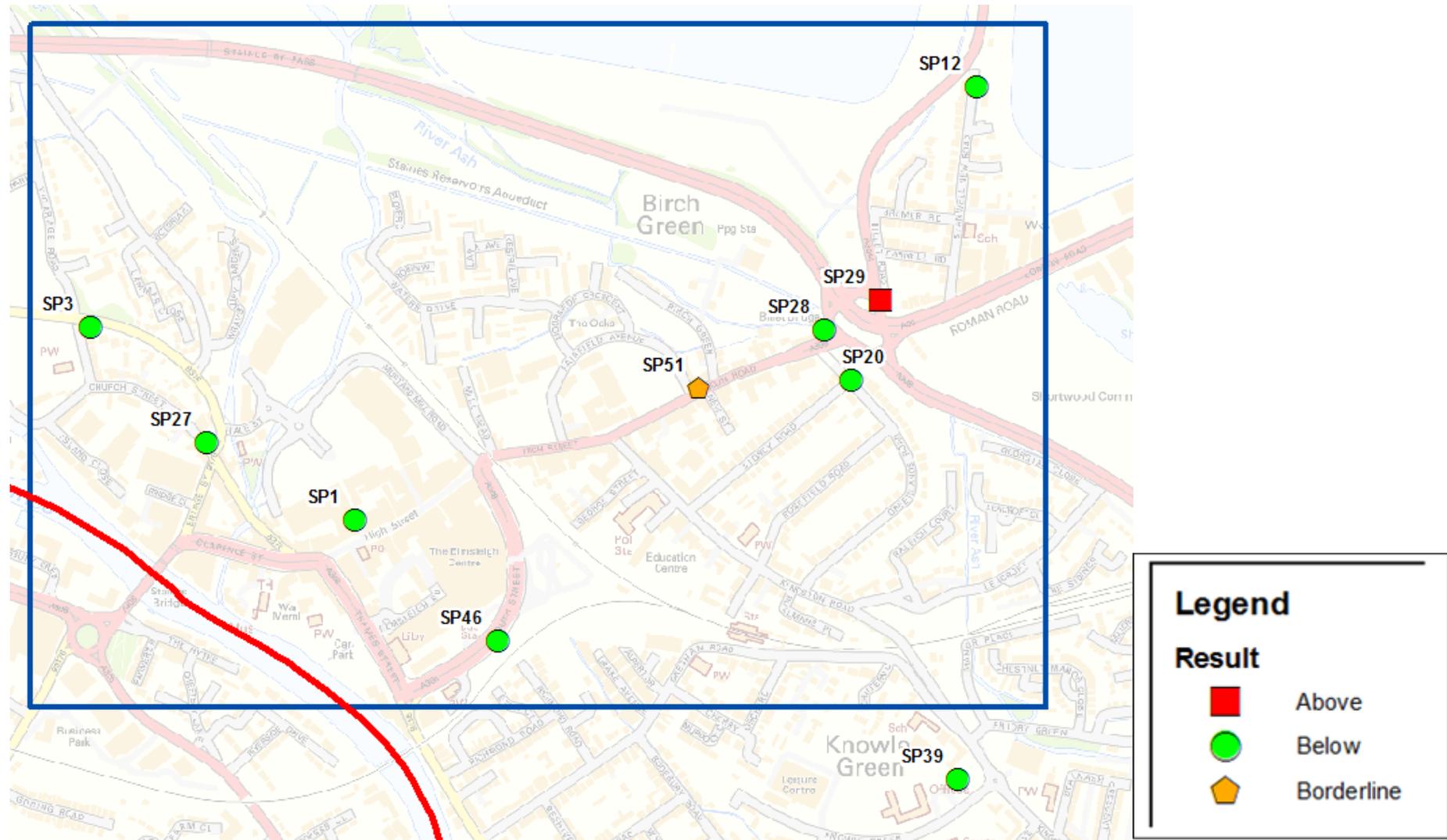
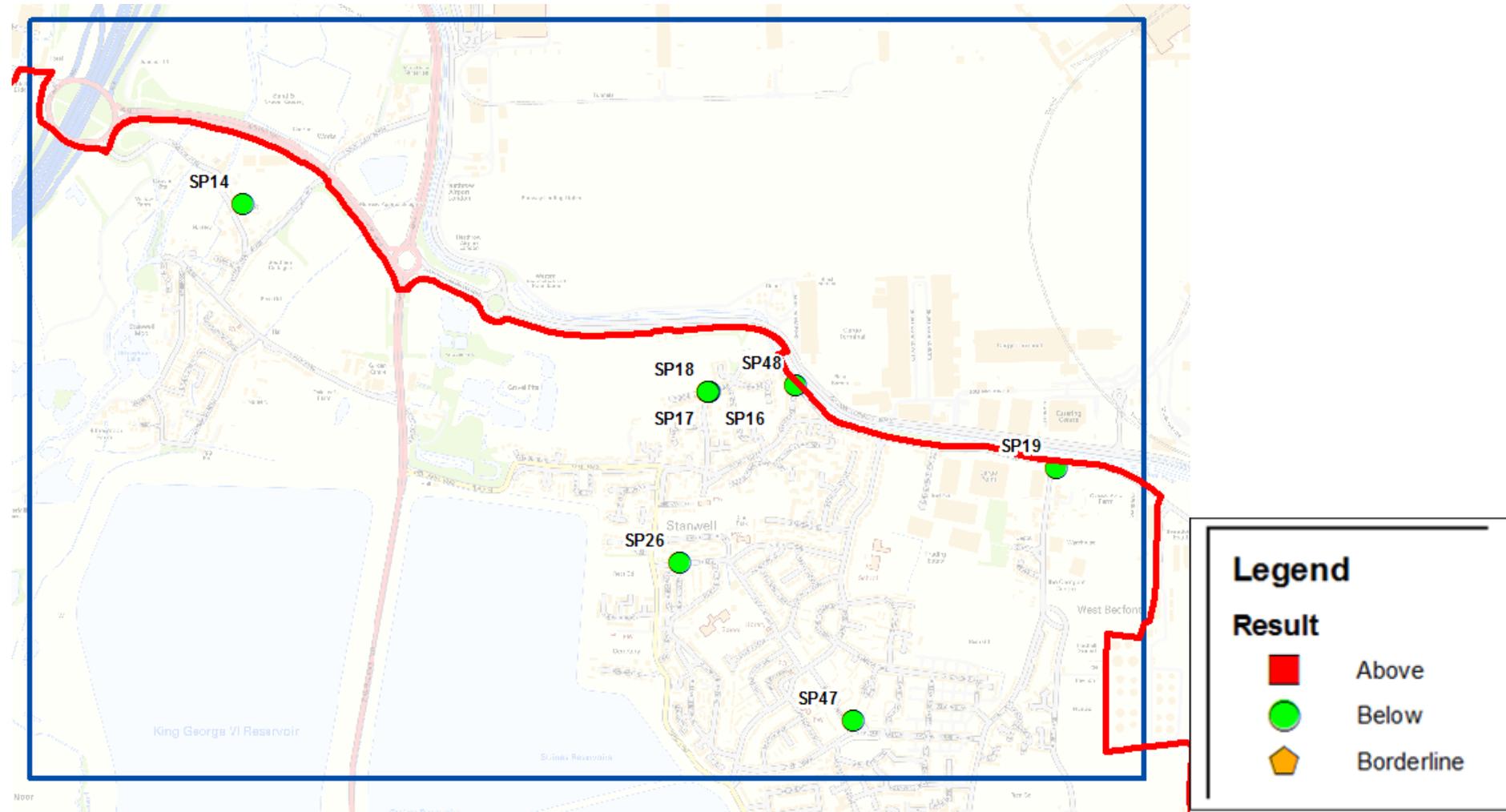


Figure A1.4 Inset of Air Quality Monitoring in Staines-upon-Thames

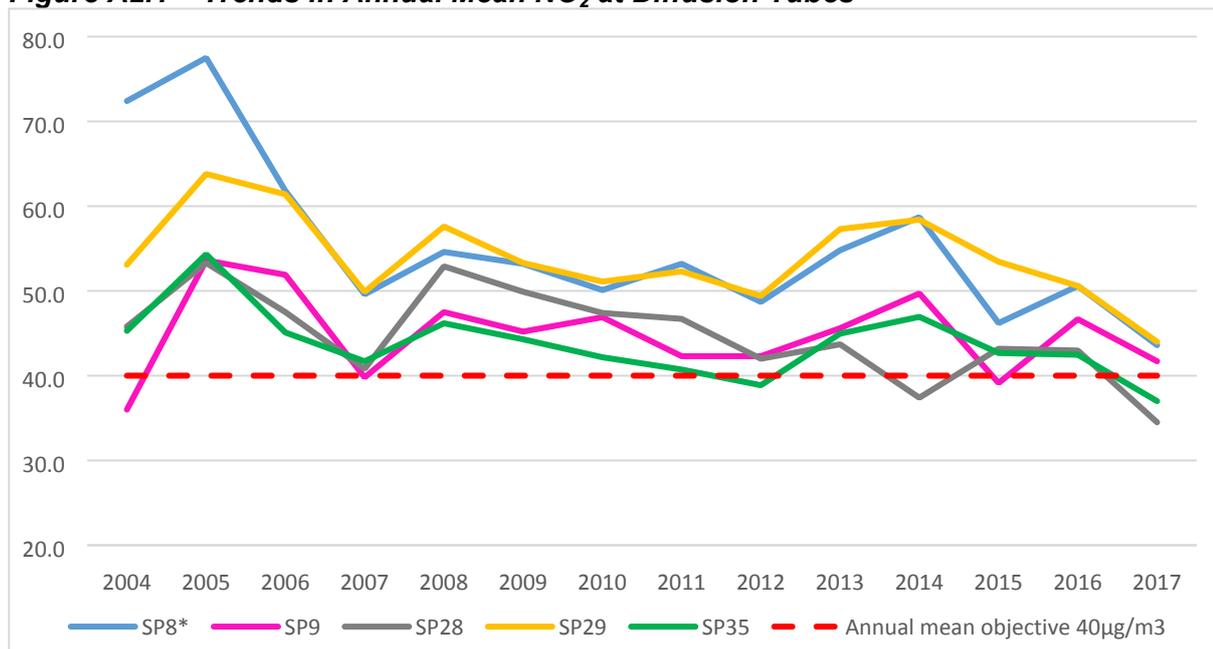


**Figure A1.5 Inset of Air Quality Monitoring in Stanwell and Stanwell Moor**



## APPENDIX 2 – Monitoring Results

**Figure A2.1 Trends in Annual Mean NO<sub>2</sub> at Diffusion Tubes**



\* Diffusion Tube SP8 was relocated in 2007 – taking it about 70m further from the Sunbury Cross junction but halving the distance from the kerb of the A308 Staines Road West

Figure A2.1 shows that after falling from a peak in 2005 annual mean nitrogen dioxide tubes in Spelthorne do not show a clear long-term trend of decreasing levels as might be expected due to a reduction in background concentrations.

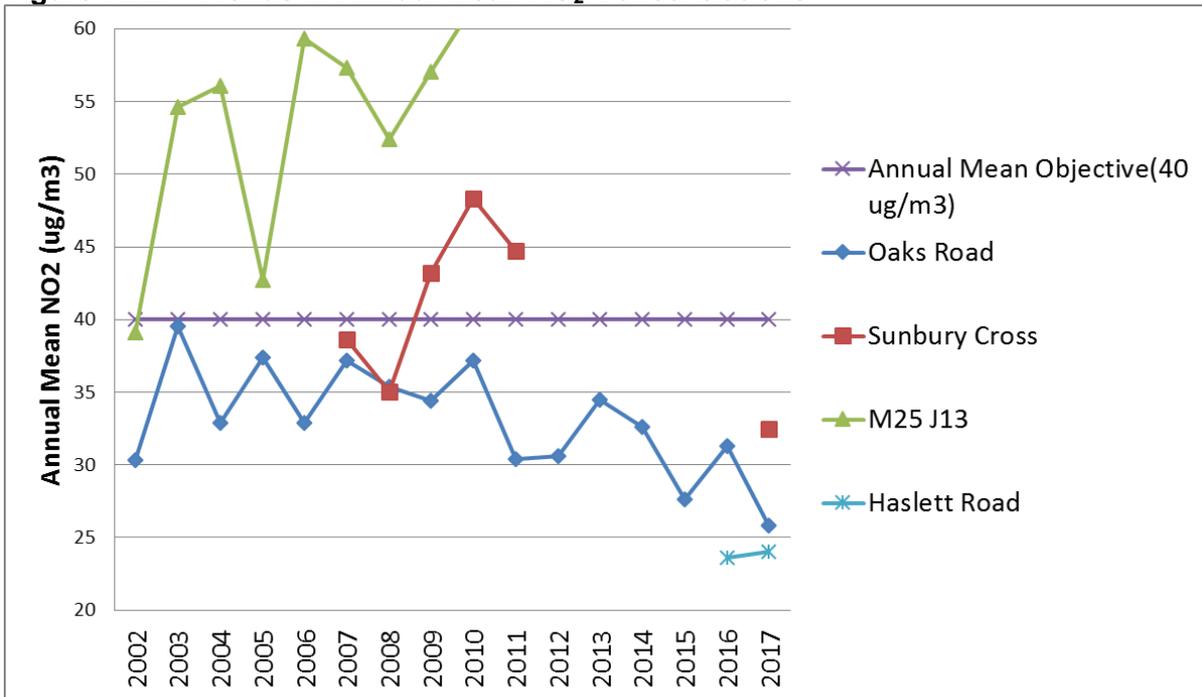
**Table A2.1 Provisional 2018 Period Mean results**

Location	NO <sub>2</sub> Annual Mean Concentrations (µg/m <sup>3</sup> )		PM10 Annual Mean Concentrations (µg/m <sup>3</sup> )		PM2.5 Annual Mean Concentrations (µg/m <sup>3</sup> )	
	2017	2018*	2017	2018*	2017	2018*
Oaks Road *	25.8	27	14.2	16	9.21	10
Sunbury Cross *	32.5	30	13.1	14	8.04	9
Haslett Road #	24.0	20.8	20.7	19.1	13.3	12.3
Objective	40	40	40	40	25	25

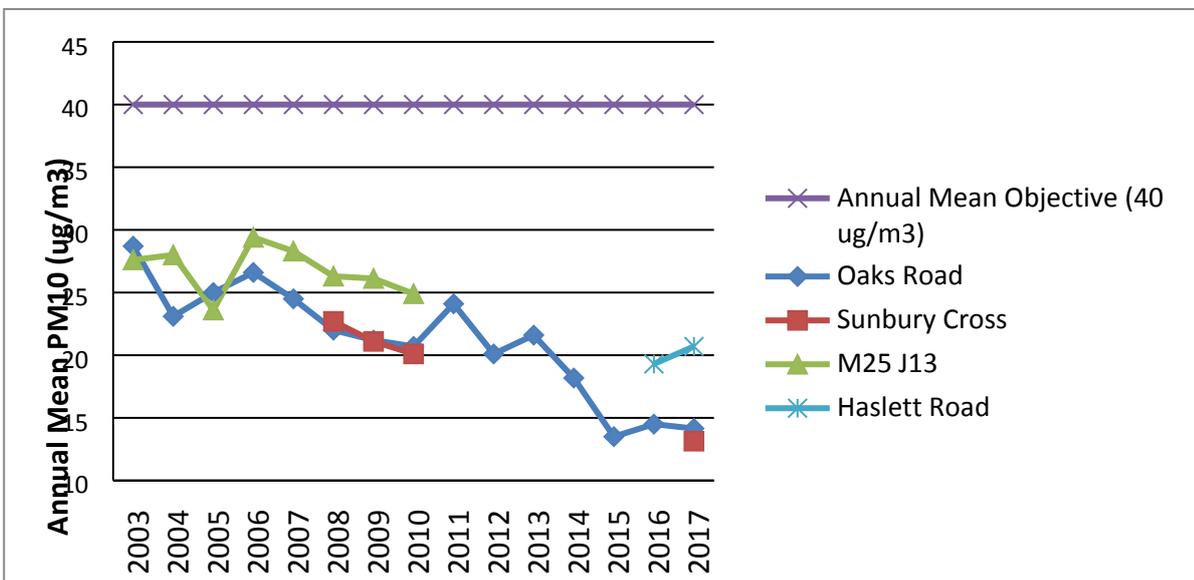
\* Provisional 2018 Period Mean for 1 January to 3 October 2018

# Provision 2018 Period Mean for 1 January to 30 September 2018

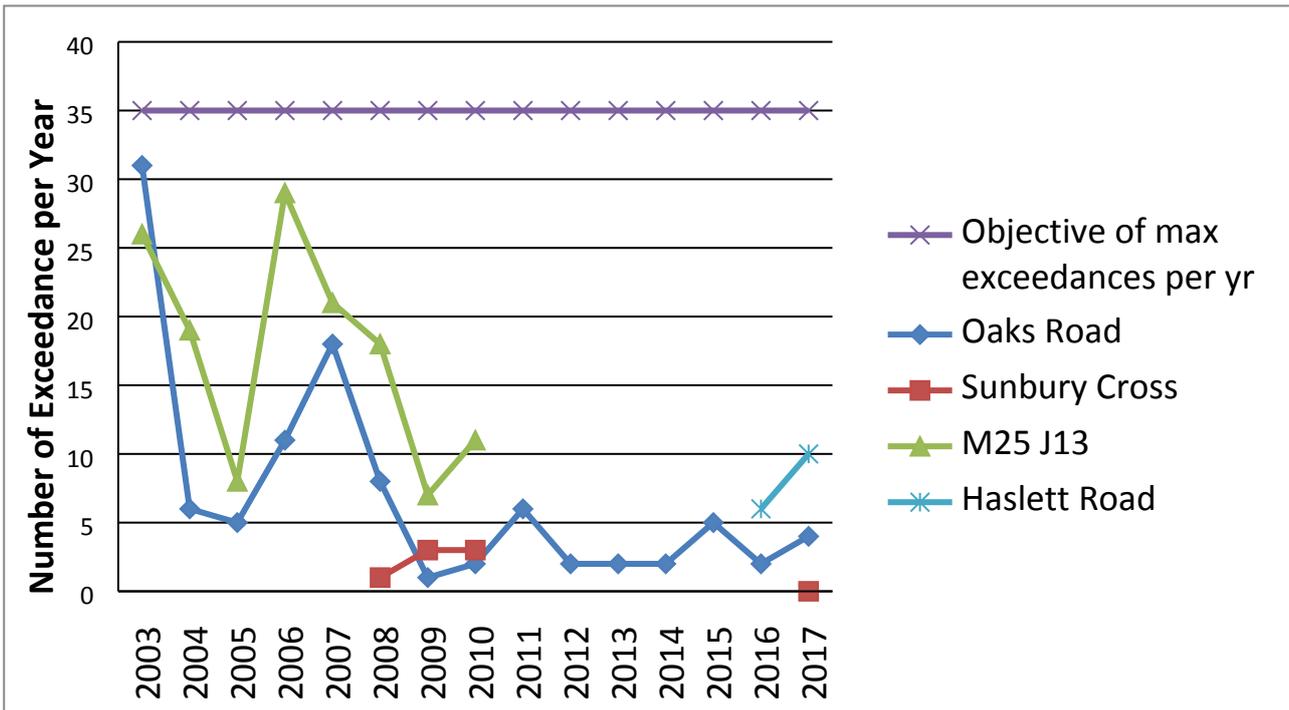
**Figure A2.2 Trends in Annual Mean NO<sub>2</sub> Concentrations**



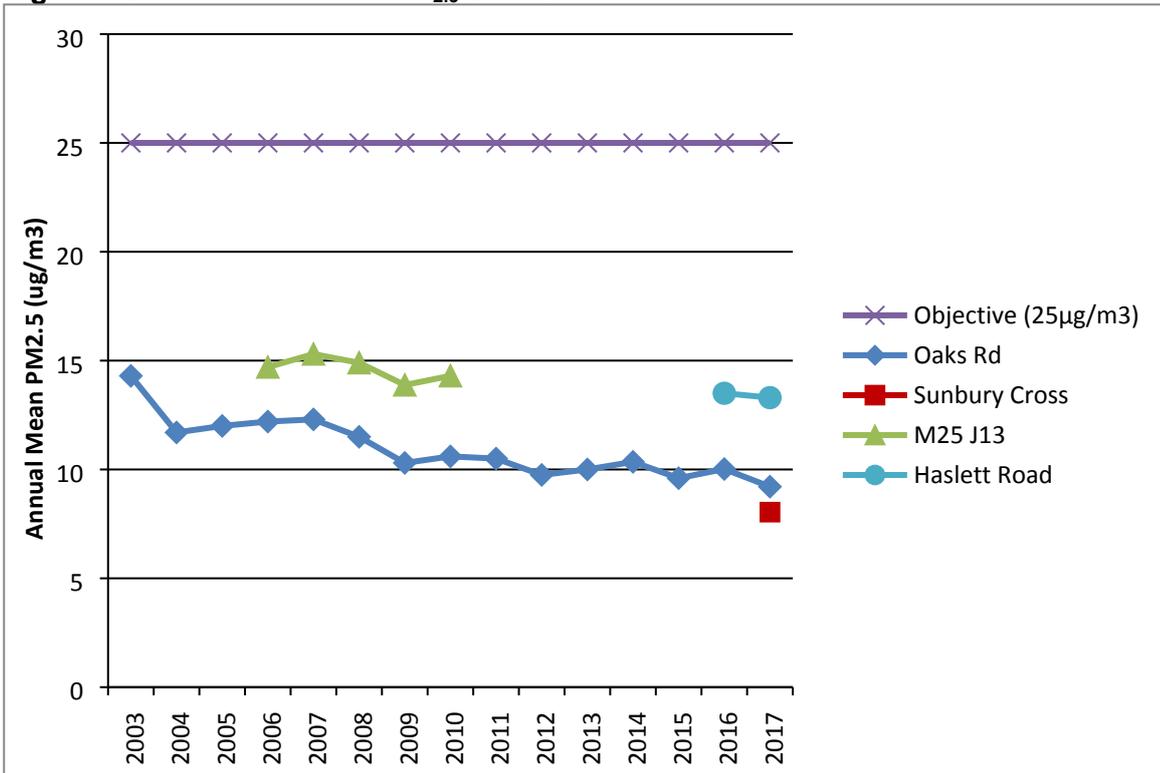
**Figure A2.3 Trends in Annual Mean PM<sub>10</sub> Concentrations**



**Figure A2.4 Trends in Number of 24-Hour Mean PM<sub>10</sub> Results >50µg/m<sup>3</sup>**

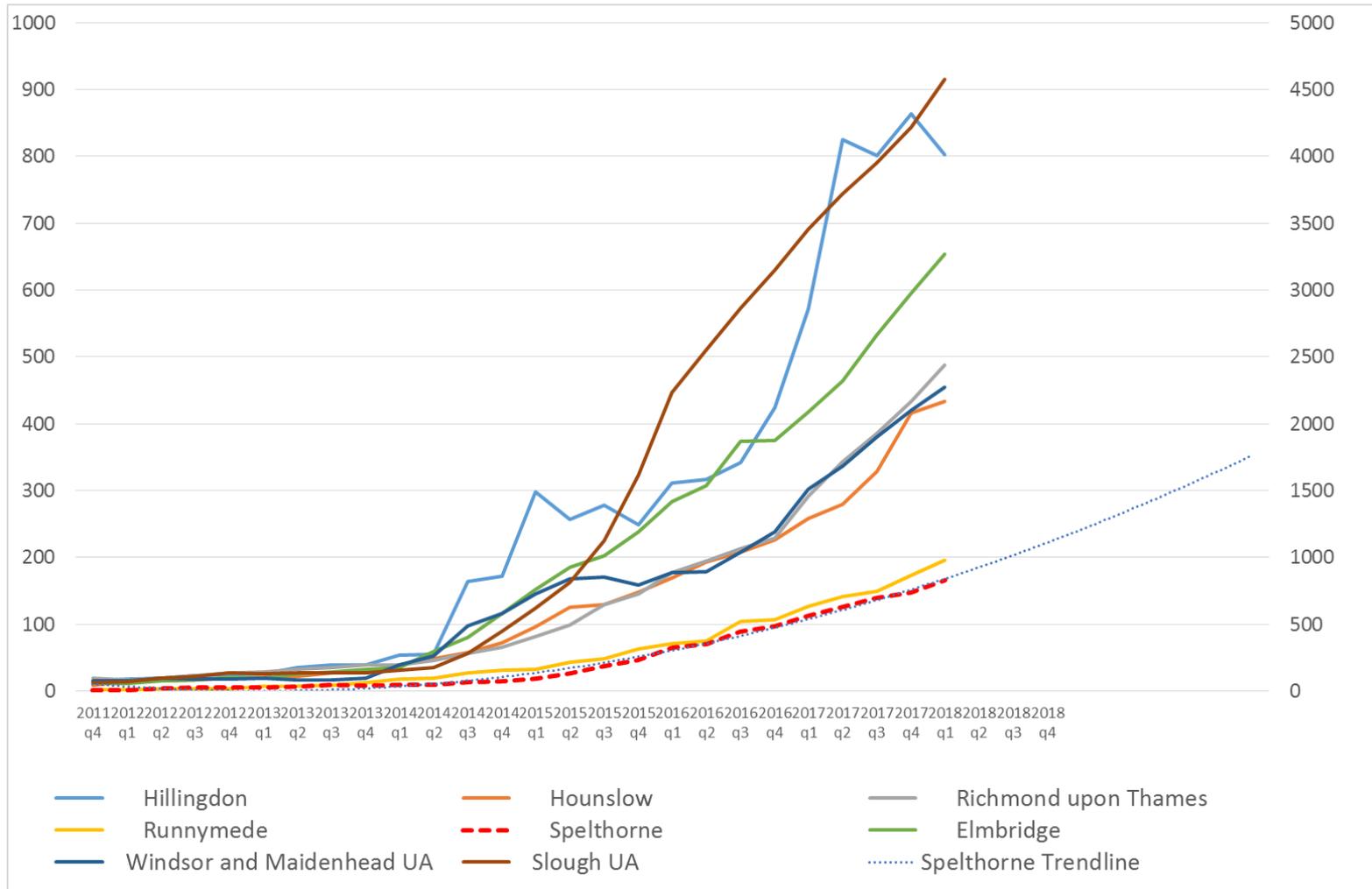


**Figure A2.5 Annual Mean PM<sub>2.5</sub> Levels**



**APPENDIX 3 – Electric Vehicle Figures**

**Figure A3.1 Vehicle Licensing Statistics for Electric Plug-in Cars, Vans and Quadricycles**



**Note:** Slough UA on secondary axis

**Source:** DfT statistics Table VEH0131, Plug-in cars, vans and quadricycles licensed at the end of the quarter, UK, by local authority of registered keeper <https://www.gov.uk/government/collections/vehicles-statistics>.

**Figure A3.2 Surrey Electric Vehicle Charging Standards for Major New Developments**

<b>Residential Development</b>	<b>EV Charging Requirement</b>	<b>Charge Point Specification</b>	<b>Power Requirement</b>
Houses:	1 fast charge socket per house.		
Flats/Apartments	20% of available spaces to be fitted with a fast charge socket	7kw Mode 3 with Type 2 Connector	230v AC 32 Amp Single Phase dedicated supply
C2 Care /Nursing Home			
C3 Elderly (Sheltered)	A further 20% of available spaces to be provided with power supply to provide additional fast charge socket	Feeder pillar or equivalent permitting future connection.	230v AC 32 Amp Single Phase dedicated supply
<b>Commercial Development (Offices / Employment Retail / Leisure Uses)</b>	<b>EV Charging Requirement</b>	<b>Charge Point Specification</b>	<b>Power Requirement</b>
B1 Offices, light Industry 500m>			
B2 General Industrial 500m>			
B8 Storage & Distribution 1000m>	10% of available spaces to be fitted with a fast charge socket	7kw Mode 3 with Type 2 Connector	230v AC 32 Amp Single Phase dedicated supply
D1 Doctors/Dentists practices			
D1 Schools/Colleges	A further 10% of available spaces to be provided with power supply to provide additional fast charge socket	Feeder pillar or equivalent permitting future connection.	230v AC 32 Amp Single Phase dedicated supply
A1 Retail 500m2>			
C1 Hotels			
D2 Sports Clubs, Health Clubs, Leisure Centres, Theatres, Cinemas, Conference Centres, 500m2>			

<b>Sui Generis Uses</b>	<b>EV Charging Requirement</b>	<b>Charge Point Specification</b>	<b>Power Requirement</b>
(Including all other uses not mentioned above).	Individual assessment / justification	Individual assessment/justification	To be determined by charge point specification
<b>High demand, Short Stay Land Uses</b>			
(Development with high demand and short stay characteristics in strategic locations (e.g. motorway service stations, large petrol filling stations).	20 % of available spaces to be fitted with a fast charge socket	7kw Mode 3 with Type 2 Connector	230v AC 32 Amp Single Phase dedicated supply
Large or major development and regeneration projects.	A further 10% of available spaces to be provided with power supply to provide additional fast charge socket	Feeder pillar or equivalent permitting future connection.	230v AC 32 Amp Single Phase dedicated supply
	1 or more rapid charge sockets	50kw Mode 4 (DC) Multi-standard charge point.	400v AC 100Amp Triple Phase dedicated supply

**Source:** Surrey County Council, January 2018, *Vehicular and Cycle Parking Guidance*. Available at: [https://www.surreycc.gov.uk/\\_data/assets/pdf\\_file/0005/155660/January-2018-Parking-Guidance-for-Development.pdf](https://www.surreycc.gov.uk/_data/assets/pdf_file/0005/155660/January-2018-Parking-Guidance-for-Development.pdf)

# Overview and Scrutiny Committee

20 November 2018



<b>Title</b>	Capital Monitoring Report		
<b>Purpose of the report</b>	To note		
<b>Report Author</b>	Laurence Woolven (Chief Accountant)		
<b>Cabinet Member</b>	Councillor Howard Williams	<b>Confidential</b>	No
<b>Corporate Priority</b>	Financial Sustainability		
<b>Recommendations</b>	Overview and Scrutiny Committee to note the current level of spend.		
<b>Reason for Recommendation</b>	Not applicable		

## 1. Expenditure to date and Estimated Outturn

- 1.1 Attached as Appendix A & B is the actual spend to date on capital covering the period April to September 2018.
- 1.2 For the period ending September 2018, capital expenditure including commitments was £326.1m, which represents 38.9% of the revised budget.
- 1.3 The projected outturn shows that we are anticipating to spend £329.8m which would be £508.7m under the revised budget of £838.5m.

### Councillor Harvey – Leader

- 1.4 The spend on the Acquisition of Assets scheme is forecast to be £497m under the revised budget. This could alter if further asset opportunities are identified.
- 1.5 To date committed expenditure in this area is £322.8m (39.4% of budget).

### Councillor Barnard – Planning and Economic Development

- 1.6 It is projected that this area could underspend by £12m, primarily as a result of works on some projects, notably the proposed Leisure Centre being deferred for further consideration.
- 1.7 Small Scale Area Regeneration is forecast to be £239k underspent, Edinburgh Drive Parade has been completed with 3 more parades still to be upgraded. Surrey County Council funding has ceased for future projects of this type.

- 1.8 To date committed expenditure in this area is £2.3m (14.5% of budget).

### **Councillor Boughtflower – Corporate Management**

- 1.9 This area is forecasting a net overspend of £24k, this is as a result of overspends on the Customer Services contact centre (£50k) and the Canon Printer (£57k) schemes being partially offset by underspends on the VDI project (£40k), Sharepoint upgrade (£35k) and the Customer Portal (£10k).
- 1.10 All other projects are expected to be completed in this financial year. It should be noted that committed expenditure to date on this area is £908.8k out of a budget of £1.474m including carry forwards (61.7%).

### **Councillor Francis – Housing**

- 1.11 The level of activity relating to disability facilities grants is higher than budget, this is partly offset by increased funding from MHCLG and A2 Dominion, however an overspend of £191.6k is currently predicted.

### **Councillor Patel – Environment and Compliance**

- 1.12 There is a small in year underspend of £14k anticipated on the Air Quality scheme, this would need to be carried forward for spending in 2019/20.
- 1.13 To date £434.3k has been committed in this portfolio (50.9% of budget).

## **2. Financial implications**

- 2.1 Any underspend on the approved Capital Programme enables the authority to invest the monies to gain additional investment income or can be used to fund additional schemes.

## **3. Timetable for implementation**

- 3.1 Bi monthly monitoring reports are prepared for Management team and incorporate revised actual figures.

**Background papers: None**

**Appendices: A&B**

## CAPITAL MONITORING REPORT AT 30 SEPTEMBER 2018

Portfolio Member	ORIGINAL BUDGET	CARRY FORWARDS	SUPPLEMENTARY ESTIMATE	REVISED BUDGET	ACTUALS YTD	COMMITMENTS	MANAGERS PROJECTED OUTTURN	MANAGERS PROJECTION TO REVISED BUDGET
<b>Cllr Francis - Housing</b>	73,100	206,100	-	279,200	(348,668)	501	470,800	191,600
<b>Cllr Patel - Environment &amp; Compliance</b>	562,500	161,900	(29,800)	694,600	44,505	308,979	681,600	(13,000)
<b>Cllr Barnard - Planning and Economic Development</b>	13,625,500	-	2,882,200	16,507,700	1,114,400	1,276,586	4,516,600	(11,991,100)
<b>Cllr Harvey - Leader</b>	203,500,000	21,184,700	594,887,900	819,572,600	322,839,513	401	322,593,310	(496,979,290)
<b>Cllr Boughtflower - Corporate Management</b>	1,462,300	11,500	-	1,473,800	230,188	678,581	1,498,200	24,400
	<b>219,223,400</b>	<b>21,564,200</b>	<b>597,740,300</b>	<b>838,527,900</b>	<b>323,879,937</b>	<b>2,265,048</b>	<b>329,760,510</b>	<b>(508,767,390)</b>

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## CAPITAL MONITORING REPORT AT 30 SEPTEMBER 2018

Portfolio Member / Service Head	Cost Centre	Description	Original Budget	Carry Forwards	Supplementary Adjustments	Revised Budget	Actuals YTD	Commitments	Managers Projected Outturn	Managers Projection to Revised Budget	Comments
<b>Housing Investment Programme</b>											
<b>Cllr Francis - Housing</b>											
Deborah Ashman & K Sinclair	40203	Disabled Facilities Mandatory	707,400	138,000	-	845,400	414,232	-	1,100,000	254,600	Potential commitments due to 6 month lag
Deborah Ashman & K Sinclair	40204	Disabled Facilities Discretion	29,600	-	-	29,600	5,000	501	29,600	-	Expenditure expected in the latter part of the financial year
		Less Specified Capital Grant	(707,400)	-	-	(707,400)	(770,400)	-	(770,400)	(63,000)	Increased grant
		<b>Net Cost of Disabled Facilities Grants</b>	<b>29,600</b>	<b>138,000</b>	<b>-</b>	<b>167,600</b>	<b>(351,168)</b>	<b>501</b>	<b>359,200</b>	<b>191,600</b>	
Deborah Ashman & K Sinclair	40209	Home Improvement Agency grant	83,000	-	-	83,000	-	-	83,000	-	Expenditure expected in the latter part of the financial year
		HIA Funding	(39,500)	-	-	(39,500)	-	-	(39,500)	-	
		<b>Total</b>	<b>43,500</b>	<b>-</b>	<b>-</b>	<b>43,500</b>	<b>-</b>	<b>-</b>	<b>43,500</b>	<b>-</b>	
<b>Total For HIP</b>			<b>73,100</b>	<b>138,000</b>	<b>-</b>	<b>211,100</b>	<b>(351,168)</b>	<b>501</b>	<b>402,700</b>	<b>191,600</b>	
<b>Other Capital Programme</b>											
<b>Cllr Francis - Housing</b>											
Deborah Ashman & K Sinclair	42044	CommunityBuildingsGrantScheme	-	3,100	-	3,100	2,500	-	3,100	-	
		<b>Total</b>	<b>-</b>	<b>3,100</b>	<b>-</b>	<b>3,100</b>	<b>2,500</b>	<b>-</b>	<b>3,100</b>	<b>-</b>	
Sandy Muirhead	42015	Landlord Guarantee Scheme	-	65,000	-	65,000	-	-	65,000	-	This project is expected to be completed by end of this financial year
		<b>Total</b>	<b>-</b>	<b>65,000</b>	<b>-</b>	<b>65,000</b>	<b>-</b>	<b>-</b>	<b>65,000</b>	<b>-</b>	
<b>Cllr Patel - Environment &amp; Compliance</b>											
Jackie Taylor	41025	Tennis Court Refurbishment	27,500	-	-	27,500	9,400	4,600	27,500	-	This project is underway and expected to be completed by end of this financial year
Jackie Taylor	41026	Laleham Park Upgrade	200,000	-	-	200,000	-	-	200,000	-	A way forward has been agreed by ward members, and officers are proceeding with build options. Build is expected to start late spring 2019.
Jackie Taylor	41030	Hengrove Park Improvement	-	11,900	-	11,900	-	-	11,900	-	Park's upgrade of equipment is expected during this financial year
Jackie Taylor	41505	GroundsMaintenanceProject	-	55,900	-	55,900	-	55,930	55,900	-	Delivery of Tractor is delayed and expected during this financial year.
Jackie Taylor	41609	Replacement Multi Use Vehicle	-	80,000	-	80,000	-	80,000	80,000	-	Delivery of Vehicle is expected by November 2018
Jackie Taylor	41620	Wheelie Bins	50,000	-	-	50,000	22,169	16,529	50,000	-	Bins will be ordered throughout the financial year depending on need as & when identified
Jackie Taylor	41624	InstallElecVehicleChargePoints	-	1,900	-	1,900	1,320	-	1,900	-	Electric Vehicle charging point is expected to be installed by end of October 2018
Jackie Taylor	41627	Solar PV For Staines Comm Cent	25,000	12,200	(29,800)	7,400	6,454	-	7,400	-	Currently work is in progress on the specifications. Project is expected to be completed by end of the financial year
Jackie Taylor	42027	Domestic Home Energy	30,000	-	-	30,000	417	4,920	30,000	-	Project is underway and expected to be completed by end of this financial year
Jackie Taylor	42043	Renewal of Toilet Facilities	60,000	-	-	60,000	4,745	-	60,000	-	Project is underway and expected to be completed by end of this financial year
Jackie Taylor	41621	CCTV Enhancement	145,500	-	-	145,500	-	147,000	147,000	1,500	Contract has been awarded to Runnymede BC and expected to be completed by end of this financial year. Overspent against this project is to be funded through other projects within Neighbourhood Services
		<b>Total</b>	<b>538,000</b>	<b>161,900</b>	<b>(29,800)</b>	<b>670,100</b>	<b>44,505</b>	<b>308,979</b>	<b>671,600</b>	<b>1,500</b>	
Lee O'Neil	41314	Air Quality	24,500	-	-	24,500	-	-	10,000	(14,500)	The project is in progress and Air quality data is expected by end of December 2018. Some work is expected in this financial year and remainder to be completed in next financial year.
		<b>Total</b>	<b>24,500</b>	<b>-</b>	<b>-</b>	<b>24,500</b>	<b>-</b>	<b>-</b>	<b>10,000</b>	<b>(14,500)</b>	
								<b>50.9%</b>			
<b>Cllr Barnard - Planning and Economic Development</b>											
Heather Morgan	41007	Stanwell Skate Park	-	-	-	-	(1,249)	-	-	-	Retention payment is expected to be paid in this financial year

## CAPITAL MONITORING REPORT AT 30 SEPTEMBER 2018

Portfolio Member / Service Head	Cost Centre	Description	Original Budget	Carry Forwards	Supplementary Adjustments	Revised Budget	Actuals YTD	Commitments	Managers Projected Outturn	Managers Projection to Revised Budget	Comments
Heather Morgan	41015	Runnymede Estates	55,600	-	-	55,600	-	-	55,600	-	Capitalised Planned Maintenance expenditure to be moved here at the end of the financial year.
Heather Morgan	41024	SpelthorneLeisurCenDevelopment	1,800,000	-	-	1,800,000	61,431	-	250,000	(1,550,000)	Development work is currently on hold until 2019. Current costs relating to consultancy services.
Heather Morgan	41622	Affordable Housing Opportunity	966,000	-	(622,800)	343,200	(0)	-	-	(343,200)	We will continue to look for the other opportunities and in touch with Registered Social landlords Partners
Heather Morgan	42010	KG Car Park Improvements	100,000	-	-	100,000	50,371	-	100,000	-	Anticipated to use the full budget in 2018/19. Phase one works to rear have been completed. Phase two work out to tender.
Heather Morgan	42017	Memorial Gardens	-	-	-	-	(2,256)	-	-	-	There are some retention payments are still due to Runnymede Borough Council
Heather Morgan	42034	Community Centre projects	100,000	-	-	100,000	462	-	100,000	-	Completion due end of March 2019 using full budget allocation. Project currently out to tender for construction.
Heather Morgan	42036	Plot 12&13 Towpath Car Park	41,200	-	15,000	56,200	-	-	15,000	(41,200)	Anticipated underspend
Heather Morgan	41328	Ashford MSCP Improvements	-	-	-	-	13,100	-	-	-	MAT has agreed this project to go ahead.
Heather Morgan	42039	Bugle	1,450,000	-	-	1,450,000	373,516	-	1,457,000	7,000	Project is under development and expected to be completed by end of the financial year (likely completion date Jan 2019).
Heather Morgan	42041	Churchill	570,000	-	-	570,000	387,908	-	630,000	60,000	Construction project completed.
Heather Morgan	42042	Ceaser Court	8,000,000	-	-	8,000,000	146,787	675,566	900,000	(7,100,000)	Planning permission & designing are underway. Project is expected to be completed by end of the 2019/20 financial year.
Heather Morgan		Thameside House	-	-	2,600,000	2,600,000	3,500	601,020	605,000	(1,995,000)	Preliminary design underway for residential development
Heather Morgan	42052	Whitehouse - Affordable Housing	175,000	-	680,000	855,000	-	-	175,000	(680,000)	Demolition work has been completed. Planning permission & designing work are underway. Cabinet approval of design fees for Affordable Housing and Hostel approved in July & September. Project due to be complete in 2020/21.
Heather Morgan		Whitehouse - Hostel	-	-	210,000	210,000	-	-	100,000	(110,000)	
Keith McGroary	41619	Small Scale Area Regeneration	605,800	-	-	605,800	80,830	-	230,000	(375,800)	Contract was awarded in spring 2017. 1 shopping parade has been completed and 3 are still outstanding. 5% surcharge to be applied by contractor due to over 12 months elapsing since contract awarded due to inflation. Each of the remaining 3 shopping parades required full S278 licences from SCC. The delay in the project has been solely due to the lack of licence to proceed. As of W/C 20 August the final licence for the parades was granted. Work is already well under way at Groveley Road. The remaining 2 parades will be completed at the very latest during the course of this financial year, probably earlier subject to weather conditions. Surrey's contribution to the projects is £101k; no further funding will be available for similar projects due to the cut backs made by SCC
		External Funding	(238,100)	-	-	(238,100)	-	-	(101,000)	137,100	
		<b>Total</b>	<b>13,625,500</b>	<b>-</b>	<b>2,882,200</b>	<b>16,507,700</b>	<b>1,114,400</b>	<b>1,276,586</b>	<b>4,516,600</b>	<b>(11,991,100)</b>	
											14.5%
<b>Cllr Harvey - Leader</b>											
Deborah Ashman & K Sinclair	42045	Ward Grants	-	44,200	28,900	73,100	20,000	-	73,100	-	Project is expected to be completed by end of this financial year
Heather Morgan	42038	Acquisition of Assets	203,500,000	21,140,500	594,859,000	819,499,500	322,819,513	401	322,520,210	(496,979,290)	Forecast showing if no more acquisitions are made in the current financial year.
		<b>Total</b>	<b>203,500,000</b>	<b>21,184,700</b>	<b>594,887,900</b>	<b>819,572,600</b>	<b>322,839,513</b>	<b>401</b>	<b>322,593,310</b>	<b>(496,979,290)</b>	
											39.4%
<b>Cllr Boughtflower - Corporate Management</b>											
Alistair Corkish	43003	New Software	20,000	-	-	20,000	667	5,000	20,000	-	Expenditure on various software enhancements throughout the financial year.
Alistair Corkish	43608	Other Hardware	38,000	-	-	38,000	5,068	7,018	38,000	-	Expenditure on various hardware enhancements throughout the financial year
Alistair Corkish	43611	Mobiles and Tablets	15,000	-	-	15,000	1,248	-	15,000	-	Expenditure expected later during this financial year
Alistair Corkish	43612	Mobile Device Management	10,000	-	-	10,000	-	-	10,000	-	The System requires upgrading which is expected to be completed by end of this financial year
Alistair Corkish	43621	VDI	90,000	-	-	90,000	12,515	-	50,000	(40,000)	Project is in progress and expected to be completed by end of this financial year
Alistair Corkish	43622	ICT Network	30,000	-	-	30,000	28,605	-	30,000	-	Project is in progress and expected to be completed by end of this financial year
Alistair Corkish	43624	Council Chamber Audio	-	-	-	-	1,186	-	1,500	1,500	Project has already been approved by MAT to go ahead and the initial installation of equipment has been completed. Additional Expenditure for goosenecks and lapel mic to be incurred which can be funded through other ICT projects.
Alistair Corkish	43625	Customer Portal	10,000	-	-	10,000	-	-	-	(10,000)	Currently in touch with Suppliers about possible options

## CAPITAL MONITORING REPORT AT 30 SEPTEMBER 2018

Portfolio Member / Service Head	Cost Centre	Description	Original Budget	Carry Forwards	Supplementary Adjustments	Revised Budget	Actuals YTD	Commitments	Managers Projected Outturn	Managers Projection to Revised Budget	Comments
Alistair Corkish	43626	Customer Services Contact Cent	40,000	-	-	40,000	-	-	90,000	50,000	Various quotes have been invited which will be looked at and the decision will be taken based on specific requirements. Overspends can be funded through other projects within ICT. Project is expected to be completed by end of this financial year
Alistair Corkish	43627	Oracle Upgrade	10,000	-	-	10,000	6,360	2,375	10,000	-	Project is in progress and expected to be completed by end of this financial year
Alistair Corkish	43628	Reception Terminals	8,000	-	-	8,000	-	-	8,000	-	This is part of Lima project which is expected to start later in the year and expected to be completed by end of this financial year
Alistair Corkish	43629	Sharepoint Upgrade	35,000	-	-	35,000	-	-	-	(35,000)	It's doubtful if this project happens in this financial year. New Business case has to be completed which has to be approved in order to progress further.
Alistair Corkish	43630	SQL Server	30,000	-	-	30,000	2,940	-	30,000	-	This project is in progress and expected to be completed by end of this financial year
Alistair Corkish	43631	Canon Printer						57,947	57,900	57,900	Project is approved by MAT and expected to be completed by this financial year
		<b>Total</b>	<b>336,000</b>	<b>-</b>	<b>-</b>	<b>336,000</b>	<b>58,590</b>	<b>72,340</b>	<b>360,400</b>	<b>24,400</b>	
Sandy Muirhead	42008	Project Lima	885,000	-	-	885,000	170,927	606,241	885,000	-	This project is in progress and expected to be completed by end of the financial year
Sandy Muirhead	43503	Agile Working	27,000	-	-	27,000	671	-	27,000	-	This project is interlinked with Project Lima which is to deliver office space reorganisation and consolidation, new modern furniture and storage functions. Project Lima is incorporating the roll-out of Virtual Desktop infrastructure which will create more flexible hotdesking opportunities. The Agile Working Project is therefore running alongside Lima particularly in relation to creating collaborative working spaces and providing technology to support group working.
Sandy Muirhead	43511	ScannersCorporateEDMS Roll out	31,000	-	-	31,000	-	-	31,000	-	This project will also be subsumed into an assessment of data capture and requirements for new scanners and is linked to corporate EDMS
Sandy Muirhead	43512	Sharepoint redesign & Relaunch	90,000	-	-	90,000	-	-	90,000	-	This project is under review and will be integrated with other ICT projects. This work with the go-ahead on project lima provides more opportunities for successful implementation.
Sandy Muirhead	43515	Corporate EDMS Project	93,300	11,500	-	104,800	-	-	104,800	-	Work on Phase II is being undertaken. Currently the full analysis is being undertaken to find out Licence requirements & software set up. This project is also linked with 'Project Lima' and expected to be completed by end of the financial year.
		<b>Total</b>	<b>1,126,300</b>	<b>11,500</b>	<b>-</b>	<b>1,137,800</b>	<b>171,598</b>	<b>606,241</b>	<b>1,137,800</b>	<b>-</b>	
								61.7%			
<b>Total For Other</b>			<b>219,150,300</b>	<b>21,426,200</b>	<b>597,740,300</b>	<b>838,316,800</b>	<b>324,231,105</b>	<b>2,264,547</b>	<b>329,357,810</b>	<b>(508,958,990) #</b>	
Total Expenditure			220,208,400	21,564,200	597,740,300	839,512,900	324,650,337	2,265,048	330,671,410	(508,841,490)	
Total Funding			(985,000)	-	-	(985,000)	(770,400)	-	(910,900)	74,100	
<b>GRAND TOTAL</b>			<b>219,223,400</b>	<b>21,564,200</b>	<b>597,740,300</b>	<b>838,527,900</b>	<b>323,879,937</b>	<b>2,265,048</b>	<b>329,760,510</b>	<b>(508,767,390)</b>	

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# Overview and Scrutiny Committee

## 20 November 2018



<b>Title</b>	Revenue Monitoring Report		
<b>Purpose of the report</b>	To note		
<b>Report Author</b>	Laurence Woolven (Chief Accountant)		
<b>Cabinet Member</b>	Councillor Howard Williams	<b>Confidential</b>	No
<b>Corporate Priority</b>	Financial Sustainability		
<b>Recommendations</b>	Overview and Scrutiny Committee to note the current level of spend		
<b>Reason for Recommendation</b>	Not applicable		

### 1. Key issues

1.1 This report provides a summary of the forecast outturn position for the 2018-19 financial year, based on income and expenditure up to the end of September 2018.

1.2 The forecast outturn below shows a positive variance of £1.147m.

	Revised Budget £'000	Forecast Outturn £'000	Variance £'000
Service level Expenditure	63,032	62,618	(414)
Housing Benefit Income	(31,221)	(31,171)	50
Service level Income	(9,664)	(10,523)	(859)
Salary budget saving ( <i>actual vacancy savings are reflected in services expenditure outturn</i> )	(300)	-	300
Net Acquisition Income	(7,866)	(8,090)	(224)
Other Income	(209)	(209)	-
External Financing	(5,257)	(5,257)	-
Revenue Carry forward	(711)	(711)	-
Council Tax Income	(7,804)	(7,804)	-
Net	-	(1,147)	(1,147)

## 2. Options analysis and proposal

2.1 The following highlights variances greater than 5% or £5k of the spend area.

### Leader

<b>Spend Area</b>	<b>Variance £'000</b>	<b>Comment</b>
Elections	(10)	No further expenditure expected provided there is no by election
Electoral Registration	(5)	Vacancy saving
Legal	(16)	Higher income due to more activity
<b>Total</b>	<b>(31)</b>	

### Deputy Leader

<b>Spend Area</b>	<b>Variance £'000</b>	<b>Comment</b>
Corporate Publicity	15	Additional staffing hours for Web related work
<b>Total</b>	<b>15</b>	

### Corporate Management

<b>Spend Area</b>	<b>Variance £'000</b>	<b>Comment</b>
ICT	(18)	Vacancy and software savings offset by loss of shared partnership funding
Corporate Management	(80)	Retention allowance payments lower than anticipated
<b>Total</b>	<b>(98)</b>	

## Housing

Spend Area	Variance £'000	Comment
Homelessness	60	Floating support service contribution and other Homelessness initiatives
Housing Benefits Admin	(15)	Vacancy saving
<b>Total</b>	<b>45</b>	

## Finance

Spend Area	Variance £'000	Comment
Audit	(24)	Savings expected due to vacancy (£23k) and counter fraud budget (£14k), although partly offset by £13k deficit on partnership income
<b>Total</b>	<b>(24)</b>	

## Planning and Economic Development

Spend Area	Variance £'000	Comment
Economic Development	(673)	Gigabit project (£500k) and electric car charging (£175k) not happening in 18/19. Budget will need to be rolled forward to next year
Asset Management Administration	267	Thameside House costs partly offset by saving on Elmsleigh Lifts and by additional investment income from new acquisitions
Planning Policy	10	Training and Subscriptions
Planning Development Control	(311)	Additional resource in salary budget plus sharp increase in income from planning application fees and performance agreement
Building Control	(15)	Increased activity
Staines Town Centre Mgmt	20	Lower income from Elmsleigh Centre
<b>Total</b>	<b>(702)</b>	

## Environment & Compliance

Spend Area	Variance £'000	Comment
DS Management and Support	(21)	Additional income from shared services
Refuse Collection	(173)	Higher income expected due to increased take up on garden waste service
Waste Recycling	(194)	Contract fees no longer paid due to changes to the recycling credit system
Public Conveniences	(20)	Savings expected due to the closure of public convenience
Parks Strategy	(24)	Additional income through ward grants and use of recreation grounds
Grounds Maintenance	(36)	Additional income due to more activity
Car Parks	(100)	Higher income from increased usage of major car parks expected
Licensing	(46)	HMO License income higher than budgeted
Community Safety	12	Higher CCTV, Telephone maintenance payments to BT
<b>Total</b>	<b>(602)</b>	

## Community Well Being

Spend Area	Variance £'000	Comment
SPAN	31	Temporary staffing
Com Care Admin	35	No capital recharge of DFG work partly offset by vacancy saving
Day Centres	65	Higher cleaning, tutor and equipment expenses plus high needs income lower than anticipated
Meals on Wheels	25	Lower number of meals invoiced to date
Spelthorne Troubled Families	34	Family support funding from SCC lower, will seek additional funding from partners

SAT	(30)	Additional funding from SCC only confirmed in July 2018 and additional Spelride recharges for Fordbridge Day Centre
Leisure Administration	17	Community Care expenses
Spelthorne Leisure Centre	(15)	Increase in profit share forecast
Cemeteries	(60)	Income expected to exceed budget as a result of an increase in burials
<b>Total</b>	<b>102</b>	

### Customer Services, Estates and Transport

Spend Area	Variance £'000	Comment
Facilities Management	66	Reduced levels of income from Knowle Green
<b>Total</b>	<b>66</b>	

## 2.2 Asset Acquisitions

The table below shows the latest monitoring position for the acquired assets, the net income is used to meet additional expenditure resulting from reduced government grant, Surrey County Council funding and other pressures.

	Revised Budget £'000	Forecast Outturn £'000	Variance £'000
<b>Rental Income</b>	(31,306)	(39,831)	(8,525)
<b>Loan Interest Payable</b>	14,395	18,819	4,424
<b>Minimum Revenue Provision</b>	7,345	7,345	0
<b>Sinking Funds</b>	1,700	5,577	3,877
<b>Set Aside for specific revenue purposes</b>	335	559	(224)
<b>Net Income (used to fund Revenue budget)</b>	<b>(7,531)</b>	<b>(7,529)</b>	<b>0</b>

- 2.3 The increase in rental income is as a result of additional in year acquisitions, primarily three buildings in Reading, Slough and Uxbridge. These new acquisitions mean that the amount of loan interest payable also increases.
- 2.4 As the 2018/19 budget was already balanced, the bulk of this year's net income from these properties is able to be placed in sinking funds to cover future changes in circumstance, such as capital refurbishments or rent free periods. The sinking funds will be built up over a number of years in anticipation of when required. The sinking fund positions for the various acquisitions are as follows:

	<b>Balance 31/03/18 £'000</b>	<b>Movements 2018/19 £'000</b>	<b>Balance 31/03/19 £'000</b>
<b>BP Main Site</b>	2,690	500	3,190
<b>BP SW Corner</b>	505	150	655
<b>Elmbrook House</b>	173	50	223
<b>12 Hammersmith Grove</b>	1,308	900	2,208
<b>Stockley Park</b>	350	100	450
<b>Communications House</b>	0	536	536
<b>Thames Tower</b>	0	1,121	1,121
<b>Charter Building</b>	0	1,543	1,543
<b>Porter Building</b>	0	677	677
<b>Total</b>	<b>5,026</b>	<b>5,577</b>	<b>10,603</b>

- 2.5 £224k from the new acquisitions will be used to support the 2018/19 revenue budget and if necessary meet any additional asset management resources required to support the growing portfolio. Any unapplied resources would be carried forward and earmarked for asset management resources or the supplementing of sinking funds.
- 2.6 A review of the Council's approach to bad debt provision is under way, any impacts on the revenue budget will be reported in future monitoring reports.
- 2.7 The Outline Budget report will be presented to Cabinet in December, this report will take into account the impact of the acquisitions on future year's budgets.

### **3. Financial implications**

- 3.1 Financial implications are as set out within the report and appendices.

### **4. Other considerations**

- 4.1 There are none

## **5. Timetable for implementation**

5.1 Bi – monthly reports are produced for Management team

**Background papers: None**

**Appendices:**

**A and B**

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## APPENDIX A

### 2018/19 Net Revenue Budget Monitoring As at end of 30 SEPTEMBER 2018

	18/19	18/19	18/19	18/19
	Budget		Forecast	Variance
	Original	Revised	Outturn	to Revised
	£	£	£	£
Gross Expenditure	63,189,300	63,031,700	62,618,077	(413,623)
Less Benefits (offset by grant)				
Total Gross Expenditure excluding Benefits	63,189,300	63,031,700	62,618,077	(413,623)
Less Housing Benefit grant	(32,021,000)	(31,221,000)	(31,171,000)	50,000
Less Specific fees and charges income	(9,733,400)	(9,664,400)	(10,522,766)	(858,366)
<b>Net Expenditure - broken down as below</b>	<b>21,434,900</b>	<b>22,146,300</b>	<b>20,924,311</b>	<b>(1,221,989)</b>
Leader of the Council	1,404,000	1,408,300	1,380,210	(28,090)
Deputy Leader	563,400	573,100	588,500	15,400
Corporate Management	2,155,700	2,335,800	2,239,700	(96,100)
Housing	2,103,900	2,103,900	2,146,900	43,000
Finance and Customer Service	2,660,500	2,690,800	2,665,800	(25,000)
Planning and Economic Development	4,446,500	4,891,800	4,186,600	(705,200)
Environment and Compliance	5,691,200	5,730,700	5,137,091	(593,609)
Community Wellbeing	393,300	393,300	498,900	105,600
Transport	2,016,400	2,018,600	2,080,610	62,010
<b>NET EXPENDITURE AT SERVICE LEVEL</b>	<b>21,434,900</b>	<b>22,146,300</b>	<b>20,924,311</b>	<b>(1,221,989)</b>
Salary expenditure - vacancy monitoring	(300,000)	(300,000)	-	300,000
<b>NET EXPENDITURE</b>	<b>21,134,900</b>	<b>21,846,300</b>	<b>20,924,311</b>	<b>(921,989)</b>
<b>NET EXPENDITURE</b>	<b>21,134,900</b>	<b>21,846,300</b>	<b>20,924,311</b>	<b>(921,989)</b>
Asset Acquisition Income	(31,305,500)	(31,305,500)	(39,831,480)	(8,525,980)
Debt Interest Payable	14,395,300	14,395,300	18,819,005	4,423,705
Minimum Revenue Provision	7,344,700	7,344,700	7,344,700	-
Refurbishments Reserve Contributions	1,700,000	1,700,000	5,577,300	3,877,300
Interest earnings	(900,000)	(900,000)	(900,000)	-
Set aside for Independent Living	(56,000)	(56,000)	(56,000)	-
Revenue Contributions to Capital Outlay	747,000	747,000	747,000	-
<b>BUDGET REQUIREMENT</b>	<b>13,060,400</b>	<b>13,771,800</b>	<b>12,624,836</b>	<b>(1,146,964)</b>
Baseline NNDR Funding	(3,300,000)	(3,300,000)	(3,300,000)	-
Business Rates - Economic Development Set Aside	(1,000,000)	(1,000,000)	(1,000,000)	-
New Homes Bonus	(956,900)	(956,900)	(956,900)	-
<b>NET BUDGET REQUIREMENT</b>	<b>7,803,500</b>	<b>8,514,900</b>	<b>7,367,936</b>	<b>(1,146,964)</b>
2017/18 Revenue carry forward	0	(711,400)	(711,400)	-
Collection Fund Surplus/(deficit)	(48,100)	(48,100)	(48,100)	-
Income from Council Tax	(7,755,400)	(7,755,400)	(7,755,400)	-
<b>Net Position</b>	<b>-</b>	<b>-</b>	<b>(1,146,964)</b>	<b>(1,146,964)</b>

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<b>Appendix B</b>				
<b>REVENUE MONITORING 2018/19</b>				
<b>EXPENDITURE AND INCOME SUMMARY 30 SEPTEMBER 2018</b>				
<b>Results to 30-Sep-18</b>	<b>Budget</b>		<b>Forecast</b>	<b>Variance</b>
	<b>Original</b>	<b>Revised</b>	<b>Outturn</b>	<b>to Revised</b>
	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>
<b>Leader of the Council</b>				
Employees	982,800	982,800	976,380	(6,420)
Other Expenditure	619,700	624,000	634,520	10,520
Income	(198,500)	(198,500)	(230,690)	(32,190)
	<b>1,404,000</b>	<b>1,408,300</b>	<b>1,380,210</b>	<b>(28,090)</b>
<b>Deputy Leader</b>				
Employees	137,600	137,600	153,600	16,000
Other Expenditure	431,800	441,500	451,500	10,000
Income	(6,000)	(6,000)	(16,600)	(10,600)
	<b>563,400</b>	<b>573,100</b>	<b>588,500</b>	<b>15,400</b>
<b>Corporate Management</b>				
Employees	1,604,000	1,612,300	1,513,100	(99,200)
Other Expenditure	596,000	767,800	736,000	(31,800)
Income	(44,300)	(44,300)	(9,400)	34,900
	<b>2,155,700</b>	<b>2,335,800</b>	<b>2,239,700</b>	<b>(96,100)</b>
<b>Housing</b>				
Employees	1,630,500	1,630,500	1,620,000	(10,500)
Other Expenditure	34,291,400	33,491,400	33,766,800	275,400
Housing Benefit grant income	(32,021,000)	(31,221,000)	(31,171,000)	50,000
Income	(1,797,000)	(1,797,000)	(2,068,900)	(271,900)
	<b>2,103,900</b>	<b>2,103,900</b>	<b>2,146,900</b>	<b>43,000</b>
<b>Finance and Customer Service</b>				
Employees	2,502,300	2,502,300	2,482,600	(19,700)
Other Expenditure	171,100	201,400	183,400	(18,000)
Income	(12,900)	(12,900)	(200)	12,700
	<b>2,660,500</b>	<b>2,690,800</b>	<b>2,665,800</b>	<b>(25,000)</b>
<b>Planning and Economic Development</b>				
Employees	2,062,300	2,062,300	2,006,340	(55,960)
Other Expenditure	3,712,700	4,158,000	3,778,000	(380,000)
Income	(1,328,500)	(1,328,500)	(1,597,740)	(269,240)
	<b>4,446,500</b>	<b>4,891,800</b>	<b>4,186,600</b>	<b>(705,200)</b>
<b>Environment and Compliance</b>				
Employees	5,308,500	5,314,500	5,471,100	156,600
Other Expenditure	4,272,700	4,237,200	3,888,247	(348,953)
Income	(3,890,000)	(3,821,000)	(4,222,256)	(401,256)
	<b>5,691,200</b>	<b>5,730,700</b>	<b>5,137,091</b>	<b>(593,609)</b>
<b>Community Wellbeing</b>				
Employees	1,747,500	1,747,500	1,763,600	16,100
Other Expenditure	681,400	681,400	742,300	60,900
Income	(2,035,600)	(2,035,600)	(2,007,000)	28,600
	<b>393,300</b>	<b>393,300</b>	<b>498,900</b>	<b>105,600</b>
<b>Transport</b>				
Employees	1,046,200	1,046,200	1,002,580	(43,620)
Other Expenditure	1,390,800	1,393,000	1,448,010	55,010
Income	(420,600)	(420,600)	(369,980)	50,620
	<b>2,016,400</b>	<b>2,018,600</b>	<b>2,080,610</b>	<b>62,010</b>
<b>NET EXPENDITURE AT SERVICE LEVEL</b>	<b>21,434,900</b>	<b>22,146,300</b>	<b>20,924,311</b>	<b>(1,221,989)</b>

REVENUE MONITORING 2018/19				
EXPENDITURE AND INCOME SUMMARY 30 SEPTEMBER 2018				
	Budget		Forecast	Variance
<i>Results to</i>	Original	Revised	Outturn	to Revised
<i>30-Sep-18</i>	£	£	£	£
Total Employees	17,021,700	17,036,000	16,989,300	(46,700)
Total Other Expenditure	46,167,600	45,995,700	45,628,777	(366,923)
Housing Benefit grant income	(32,021,000)	(31,221,000)	(31,171,000)	50,000
Total Income	(9,733,400)	(9,664,400)	(10,522,766)	(858,366)
	21,434,900	22,146,300	20,924,311	(1,221,989)
<b>Total Expenditure</b>	<b>63,189,300</b>	<b>63,031,700</b>	<b>62,618,077</b>	<b>(413,623)</b>
<b>Total Income</b>	<b>(41,754,400)</b>	<b>(40,885,400)</b>	<b>(41,693,766)</b>	<b>(808,366)</b>
<b>Net</b>	<b>21,434,900</b>	<b>22,146,300</b>	<b>20,924,311</b>	<b>(1,221,989)</b>

# Overview and Scrutiny Committee

20 November 2018



<b>Title</b>	Houses in Multiple Occupation – Article 4 Direction		
<b>Purpose of the report</b>	To note.		
<b>Report Author</b>	Esmé Spinks, Planning Development Manager		
<b>Cabinet Member</b>	Councillor Colin Barnard	Confidential	No
<b>Executive Summary</b>	<p>Under current planning legislation, permission is not required to convert a dwelling to a house in multiple occupation (HMO) providing it is occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.</p> <p>However, it is possible to make an Article 4 Direction under the Town &amp; Country Planning General Permitted Development Order to remove Permitted Development Rights for HMOs (which would mean that permission would be required for any HMO regardless of the number of occupants) in certain areas. Article 4 Directions do not stop development; they simply mean that planning permission is required for the specified development which, without the Article 4 Direction, would be permitted development (i.e. does not require planning permission). Article 4 Directions are intended for use in exceptional circumstances where evidence suggests that development under Permitted Development rights, such as the spread of HMOs, harms local amenity or the proper planning of an area.</p> <p>This report uses Planning and Environmental Health data to undertake a spatial analysis by ward of the numbers and types of HMOs which exist and the extent of the complaints received in Spelthorne. At present there appears to be a higher level of activity in the two wards of Ashford Town and Ashford North &amp; Stanwell South. Both wards have had five complaints received by Planning Enforcement over the past eight years where planning permission was not required and hence there were no planning controls.</p> <p>New licencing legislation came into effect on 1 October 2018. This will be the responsibility of Environmental Health. It is expected that this this will bring about improvements to the management and safety standards</p>		

	<p>in a high proportion of residential properties in the private rental sector within Spelthorne.</p> <p>It is considered that given the available data, evidence is insufficient at this stage to justify the introduction of an Article 4 Direction. Given the major recent changes to the EH legislation, it is recommended that HMOs continue to be monitored by the Planning Enforcement team and an updated report is brought to the Overview and Scrutiny Committee at the end of 2019.</p>
<p><b>Recommended Decision</b></p>	<p>It is recommended that the Committee notes:</p> <ul style="list-style-type: none"> <li>• The contents of this report,</li> <li>• That HMOs will be continued to be monitored by the Planning Enforcement team, and</li> <li>• That an updated report will be brought to the Overview and Scrutiny Committee at the end of 2019.</li> </ul>

## MAIN REPORT

### 1.0 Background

- 1.1 Under planning legislation, the Town and Country Planning Use Classes Order (UCO) 1987 as amended, sets land use activities into various use classes. Uses are grouped into classes A, B, C and D and *sui generis* (a use class like no other and not within a specified class). Within each group, there are further subdivisions of use classes; some 16 in total. Planning permission is normally required to change from one use class to another although there are exceptions where the legislation does allow some changes between uses (the Town and Country Planning General Permitted Development Order 2015, as amended).
- 1.2 Dwellings fall within use class C3 of the UCO. Houses in multiple occupation (HMOs) are contained within both Use Class C4 or *sui generis*. Class C4 defines an HMO as:
- Small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.*
- 1.3 A HMO larger than this (i.e. with 7 or more unrelated people) is classed as a *sui generis* use and planning permission is always required for this.
- 1.4 Use Class C4 was introduced in April 2010. This change was made in response to concerns around the impact of concentrations of HMOs in certain areas in terms of anti-social behaviour, crime, parking and pressure on facilities particularly in university and coastal towns.

- 1.5 However in October 2010, further measures were introduced to allow changes of use between family houses (Class C3) and small shared houses (Class C4) to take place freely without the need for planning permission.
- 1.6 Consequently it is currently permitted to change from a Class C3 dwelling house to Class C4 HMO property without planning permission. It is also permitted to change a Class C4 HMO property back to a Class C3 dwelling house without planning permission.
- 1.7 However, converting dwellings to an HMO, when classed as sui generis (i.e. seven or more occupants) will require planning permission. Likewise a conversion from a large HMO to any other use will also require planning permission.
- 1.8 When the planning restrictions were freed up in October 2010, it was made clear by the government that *"in those areas experiencing problems with uncontrolled HMO development, local authorities will be able to use their existing direction making powers to restrict this freedom of movement by requiring planning applications."*
- 1.9 In 2013 the Communities and Local Government Select Committee considered the issue of high concentrations of HMOs as part of its inquiry into the private rented sector. The Committee concluded that controlling the spread of HMOs should be a matter for local determination and supported the use of Article 4 Directions to manage conversions to HMO. The Government agreed with the Committee's recommendation.
- 1.10 Directions are made under the Article 4 Direction of the Town & Country Planning General Permitted Development Order. They remove Permitted Development Rights for certain types of specified development in certain areas. Article 4 Directions do not stop development; they simply mean that planning permission is required for the specified development which, without the Article 4 Direction would be permitted development (i.e. does not require planning permission).
- 1.11 Article 4 Directions are intended for use in exceptional circumstances where evidence suggests that development under Permitted Development rights, such as the spread of HMOs, harms local amenity or the proper planning of an area.
- 1.12 The National Planning Policy Framework (NPPF) requirements for removing permitted development rights requires the planning authority to demonstrate that the removal is necessary to protect local amenity or the wellbeing of a particular geographic area (NPPF, Para 200).
- 1.13 Advice on making an Article 4 Direction is set out by Government in the Planning Practice Guidance (PPG). It states that:  
  
*"The use of article 4 directions to remove national permitted development rights should be limited to situations where this is necessary to protect local amenity or the wellbeing of the area. The potential harm that the direction is intended to address should be clearly identified"*.

The advice further states that there should be a particularly strong justification for the withdrawal of permitted development rights relating a number of different scenarios including those covering the entire area of a local planning authority.

1.14 In procedural terms there are two types of Article 4 Directions:-

- Non-Immediate Direction – permitted development rights are withdrawn 12 months from service of the direction after a period of consultation.
- Immediate Direction – permitted development rights are withdrawn immediately, but must be confirmed within six months after a period of consultation. The Council becomes liable for abortive expenditure or other loss or damage attributable to withdrawal of the permitted development rights, if a subsequent application is refused. The 'other loss or damage' would include the difference in the value of the site, and would expose the Council to potentially significant financial liability.

1.15 Consequently if the Article 4 takes effect less than one year from issue, compensation is payable to affected landowners. After one year, there is no compensation. For this reason, the use of as immediate Article 4 direction is not advocated.

## 2.0 **Assessment**

2.1 All planning enforcement complaints received relating to HMOs which did not require planning permission because they contained six residents or less have been recorded. In addition, the records of any Environmental Health (EH) complaints which planning did not receive have also been recorded. The date of April 2010 was taken as a starting point as this was when the new Use Class C4 was introduced. The combined results are shown by ward in the following table. Any ward not listed did not have any HMO complaints recorded.

Table 1 - HMO complaints by ward where Planning Permission was not required Between April 2010 and May 2018

Ward	Numbers of Complaints	Numbers of Households	Number of complaints as a % of households
Ashford Common*	2	3,324	0.06
Ashford East	4	2,959	0.135
Ashford North & Stanwell South	5	3,140	0.16
Ashford Town	5	2,703	0.185
Laleham & Shepperton Green	1	3,326	0.03
Riverside & Laleham	2	2,846	0.07
Staines	1	3,528	0.028
Staines South	2	2,899	0.069
Stanwell North	4	3,250	0.12
Sunbury Common*	3	3,163	0.095
Other Wards	0	8,374	0
<b>Grand Total</b>	<b>29</b>	<b>39,512</b>	<b>0.073</b>

\* 2 complaints in Sunbury Common and 1 complaint in Ashford Common were received by Environmental Health and not Planning Enforcement.

- 2.2 In addition, the number of planning applications for HMOs (containing seven or more residents) by ward which have been determined between April 2010 and July 2018 are set out in table 2 below:

Table 2 - Planning applications for HMOs by ward determined Between April 2010 and July 2018

Ward	Numbers of planning applications approved	Numbers of planning applications refused
Ashford Common	2	
Ashford East		1
Ashford North & Stanwell South	3	1
Ashford Town	2*	2*
Staines	1	
Stanwell North		1
Sunbury East	1*	1*
Sunbury Common	1	
<b>Grand Total</b>	<b>10</b>	<b>3</b>

\* All three applications, two in Ashford Town and one in Sunbury East were refused permission but allowed on appeal.

A full list of the site details are contained as appendix 1

2.3 The Planning Officers and Planning Enforcement Officers work closely with the Environmental Health Officers who are responsible for issuing a licence for HMOs. A licence is required from Environmental Health under the following circumstances:

- it has three or more storeys (including basements and attics);
- it is occupied by five or more people who form two or more households; and
- all or some of the occupants share bathroom, toilet or kitchen facilities

2.4 It should be noted that as from the 1 October 2018, all HMOs with five or more people must have a licence regardless of the number storeys, and includes certain types of flats.

2.5 The following table shows the number of HMOs licenced by Environmental Health, by ward. It should be noted that there is an overlap with the information in tables 1 and 2 above.

Table 3 - Number of HMOs licenced by Environmental Health, by Ward.

<b>Ward</b>	<b>Numbers of HMO licenced premises (up to 6 residents)</b>	<b>Numbers of HMO licenced premises (7 residents or more (Planning Permission required))</b>	<b>Total</b>
Ashford Common	1		1
Ashford North & Stanwell South	1	1	2
<b>Ashford Town</b>	<b>4</b>	<b>3</b>	<b>7</b>
Riverside and Laleham	1	1	2
Shepperton Town	1		1
<b>Staines</b>	<b>1</b>	<b>5</b>	<b>6</b>
Staines South	2		2
<b>Stanwell North</b>	<b>5</b>		<b>5</b>
Sunbury Common	2		2
<b>Grand Total</b>			<b>28</b>

2.6 Ward Plans depicting the information on the tables above are shown on the pages overleaf. The information shows that the highest level of activity is within the wards of Ashford Town and Ashford North & Stanwell South.

### 3.0 Issues

- 3.1 At a time when house prices remain high and access to finance limited, sharing a dwelling with others will continue to be an attractive option. HMOs do fulfil a vital role in providing accommodation for individuals and it is clear that HMOs are an essential part of the housing stock.
- 3.2 However there are concerns that as well as providing much needed affordable accommodation to residents, HMOs can also have negative effects. Impacts, either real or perceived from complaints received include the following:
- Noise and anti-social behaviour
  - Imbalanced and unsustainable communities
  - Negative impact on the physical environment
  - Pressures upon parking provision
  - Growth in private rented sector at the expense of owner-occupation
  - Increased crime, and
  - Pressure upon local community facilities.
- 3.3 A total of 10 properties have been granted planning permission for HMOs since 2010 including three allowed on appeal. A further three applications have been refused planning permission where no appeal has been lodged. There are four applications which are currently in the system and have not been determined.
- 3.4 In addition, 29 complaints were received over the same period relating to HMOs which did not require planning permission because the number of residents were six or less.

### 4.0 Options

- 4.1 There are five alternative options in relation to an Article 4 Direction which are set out below for consideration with commentary as to their appropriateness.

- (i) That the Council introduces an Article 4 Direction across the whole Borough.

#### Commentary

- 4.2 There is no evidence of any HMOs in some wards and some of the other wards have only one or two HMOs. In addition, two wards have had no complaints at all and a further five wards have only had one or two complaints over the past eight years. On this basis, imposing an Article 4 Direction across the whole Borough would be unnecessary and excessive.

- 4.3 This option is not recommended.

- (ii) That the Council introduces an Article 4 Direction across the wards of Ashford Town and Ashford North & Stanwell South (the wards with the highest number of complaints and applications) withdrawing the permitted development rights

to convert a dwellinghouse (C3) to a House in Multiple Occupation (C4) with immediate effect

Commentary

- 4.4 There would be a compensation liability if an Article 4 Direction is introduced without 12 months' notice. The right to compensation arises if an application is made for planning permission for development formerly permitted by the General Permitted Development Order and this application is refused, or granted subject to conditions.

Compensation can be claimed:-

(a) for abortive expenditure (such as expenditure incurred in the preparation of plans); and,

(b) for depreciation of land value where the loss is directly attributable to the removal of permitted development rights – this would include loss of future profit; (Exeter City Council found that there would be a premium added to the value of a HMO property compared to a dwelling and the council could be faced with significant compensation liabilities).

- 4.5 This option is not recommended.

- (iii) That the Council introduces an Article 4 Direction across the wards of Ashford Town and Ashford North & Stanwell South (the wards with the highest number of complaints and applications) withdrawing the permitted development right to convert a dwellinghouse (C3) to a House in Multiple Occupation (C4) coming into effect after 1 year of its introduction.

Commentary

- 4.6 Such an approach would need to be justified by evidence. Both wards have had five complaints received by Planning Enforcement over the past eight years where planning permission was not required and hence there were no planning controls. It is considered that evidence available to the Council is insufficient at this stage to justify the introduction of an Article 4 Direction which will require planning permission for a change of use from C3 to C4 from the date at which the Article 4 Direction comes into effect.

- 4.7 It should be noted that the introduction of an Article 4 Direction could indirectly result in a reduction in the supply of HMOs which in turn might impact on the groups who typically occupy this type of low cost accommodation. Local authorities will still be required to plan to meet the housing needs of those groups and this duty has recently increased following the Homelessness Reduction Act 2017 which came into effect in April 2018. Given the very low level of complaints received not requiring planning permission (which would be covered by an Article 4 Direction) as a proportion of the number of households (as shown in Table 1), a total of 0.073 complaints per household across the whole Borough, it is not considered that a non-imminent Article 4 Direction can be justified at present.

- 4.8 Given the available data, this option is not recommended at this stage.

- (iv) That the Council does not introduce an Article 4 Direction

Commentary

- 4.9 Not introducing an Article 4 Direction would result in the Council having no planning control over HMOs of six residents or less as is the case at present. However, the Council already has existing powers to control some of the perceived negative effects of HMOs. For example Environmental Health has powers in relation to noise, rubbish and size of bedrooms and communal areas. The Police and the Highway authority have powers to control dangerous or illegally parked vehicles and vehicles causing damage to highway verges and crime. Neighbourhood Services has powers to serve notices in relation to poor waste management.
- 4.10 Given the changes to the licencing regulations and the unknown effects, this option is not recommended at this stage.
- (v) To review the position within a year (1 October 2019) from the change in EH regulations
- Commentary
- 4.11 From 1 October 2018, all HMOs with five or more people must have a licence from Environmental Health regardless of the number storeys, and this includes certain types of flats. This is a considerable change from the previous licencing regime which only applied to buildings of three storeys or more. Currently there are 28 licensed HMOs by Environmental Health in Spelthorne.
- 4.12 A provisional licensable HMO database has been developed by Environmental Health which holds some 450 property addresses. At this time the actual properties that will be captured by the new 'licensable HMO' definition is unknown, but it is estimated that some 200 or more dwellings may require a HMO licence to operate.
- 4.13 The extended scope of the HMO definition will bring a significant increase in the number of HMOs that will require a licence by EH to operate. Overall it is expected that this this will bring about improvements to the management and safety standards in a high proportion of residential properties in the private rental sector within Spelthorne. The Environmental Health Department is seeking additional resources to cover the additional work associated with the changes.
- 4.14 As it is considered that evidence available to the Council is insufficient at this stage to justify the introduction of an Article 4 Direction and given the major imminent changes to the EH legislation, it is recommended that HMOs are continued to be monitored by the Planning Enforcement team and an updated report is brought to the Overview and Scrutiny Committee at the end of 2019.
- 4.15 This option is recommended.

## **5.0 Recommendation**

- 5.1 It is recommended that HMOs are continued to be monitored by the Planning Enforcement team and an updated report is brought to the Planning Committee at the end of 2019. This will allow for the implications of the changes to the licencing of HMOS to be assessed.

**Planning Applications for HMOs by ward determined April 2010 – May 2018**

<b>Site</b>	<b>Ward</b>	<b>Nos. of Residents /bedrooms</b>	<b>Nos. of car spaces</b>	<b>Planning App No.</b>	<b>Decision</b>
Inglewood Hall Green Street Sunbury On Thames	Sunbury East	15	6	13/00289 /FUL	Refused 23.04.13 Appeal allowed 29.10.13
13 - 15 High Street Staines-upon- Thames	Staines	10	7	14/00260 /COU	Approved 02.06.14
136A Chesterfield Road Ashford	Ashford Town	8	4	15/00248 /FUL	Refused 07.04.15 Appeal allowed 08.01.16
16 Springfield Road Ashford	Ashford Town	9	2	15/01478 /FUL	Refused 23.12.15 Appeal allowed 17.08.16
93 Stanwell Road Ashford	Ashford North and Stanwell South	13	3	16/00431 /FUL	Refused 06.05.16
1 Haven Road Ashford	Ashford East	14	4	16/01701 /FUL	Refused 06.04.17
11 Edward Way Ashford	Ashford North and Stanwell South	7	1	17/01850 /FUL	Approved 26.02.18
28 Oaks Road Stanwell	Stanwell North	9	6	18/00088 /FUL	Refused 12.03.18
496 London Road Ashford	Ashford North and Stanwell South	7	2	18/00093 /FUL	Approved 14.03.18
187 Ashridge Way Sunbury on Thames	Sunbury Common	7	3	18/00422 /FUL	Approved 04.06.18

<b>Site</b>	<b>Ward</b>	<b>Nos. of Residents /bedrooms</b>	<b>Nos. of car spaces</b>	<b>Planning App No.</b>	<b>Decision</b>
7 Maxwell Road Ashford	Ashford Common	7	3	18/00424 /FUL	Approved 31.05.18
158 Feltham Hill Ashford	Ashford Common	7	4	18/00551 /FUL	Approved 12.06.18
32 Desford Way Ashford	Ashford North and Stanwell South	7	4	18/00599 /FUL	Approved 02.07.18



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Appendix 1

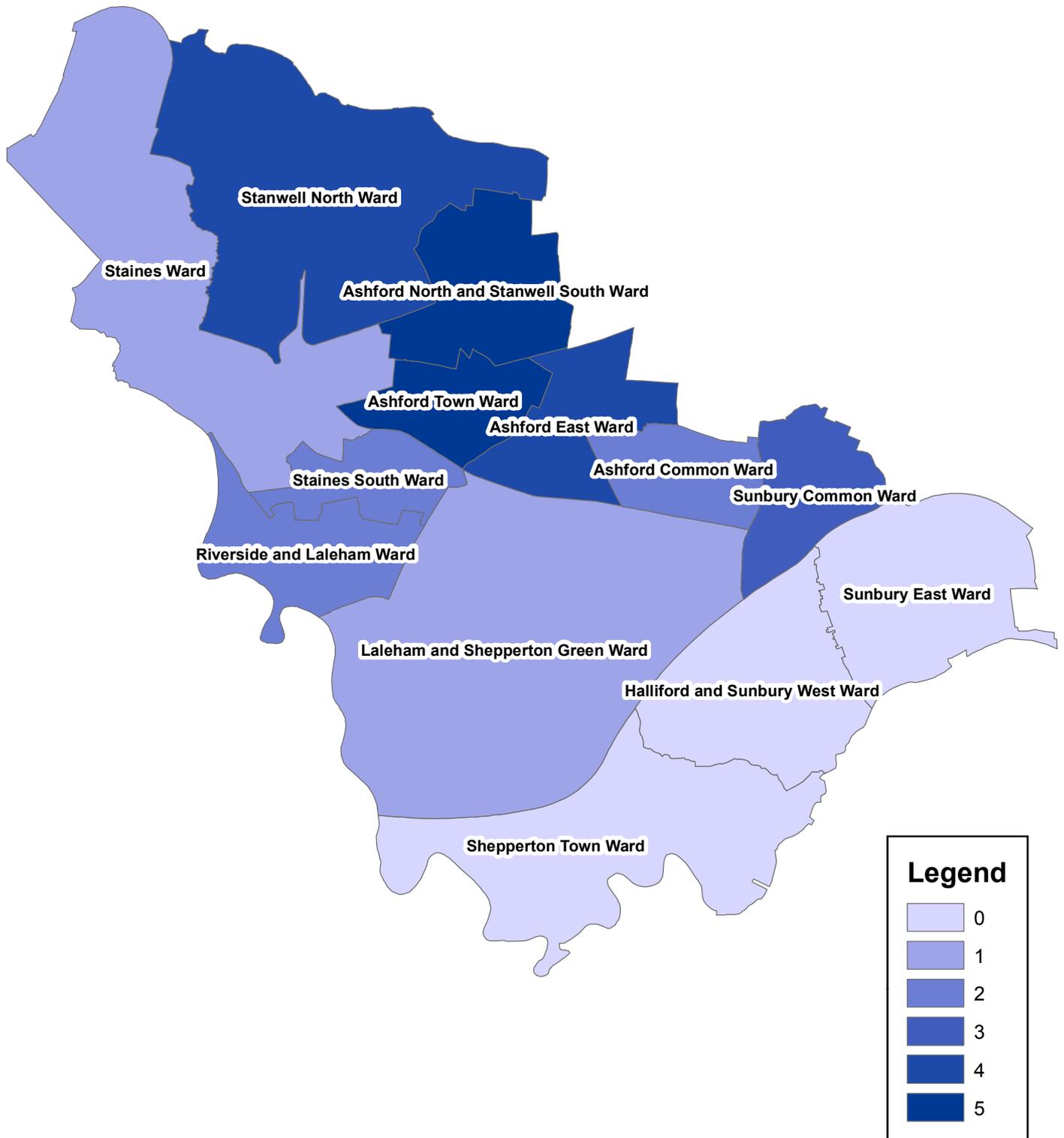
Planning Applications for HMOs by ward determined April 2010 – May 2018

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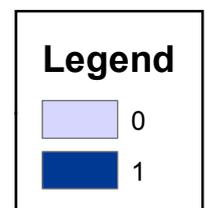
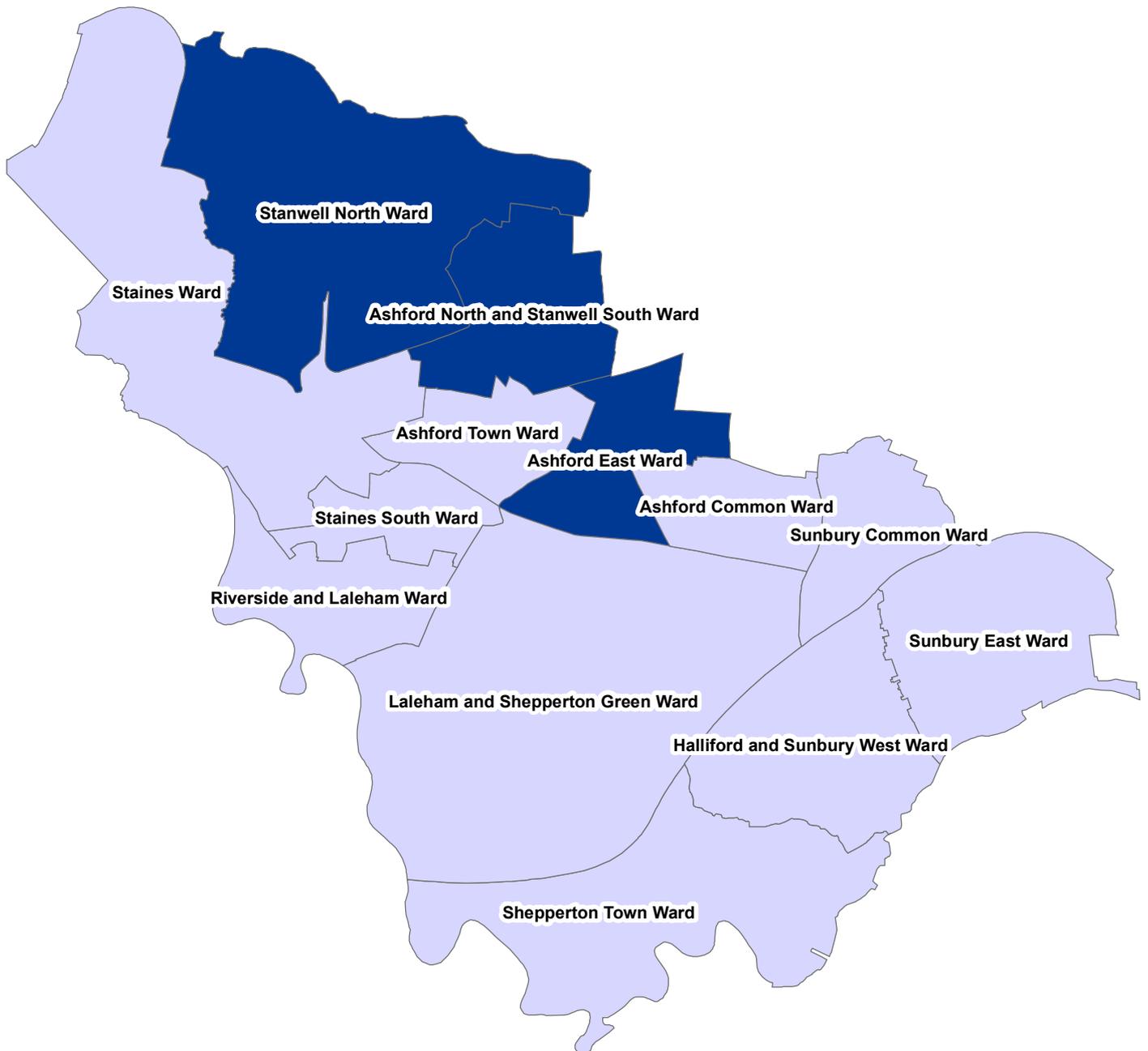
HMO complaints by ward where Planning Permission was not required (From April 2010)

Scale 1:60,000

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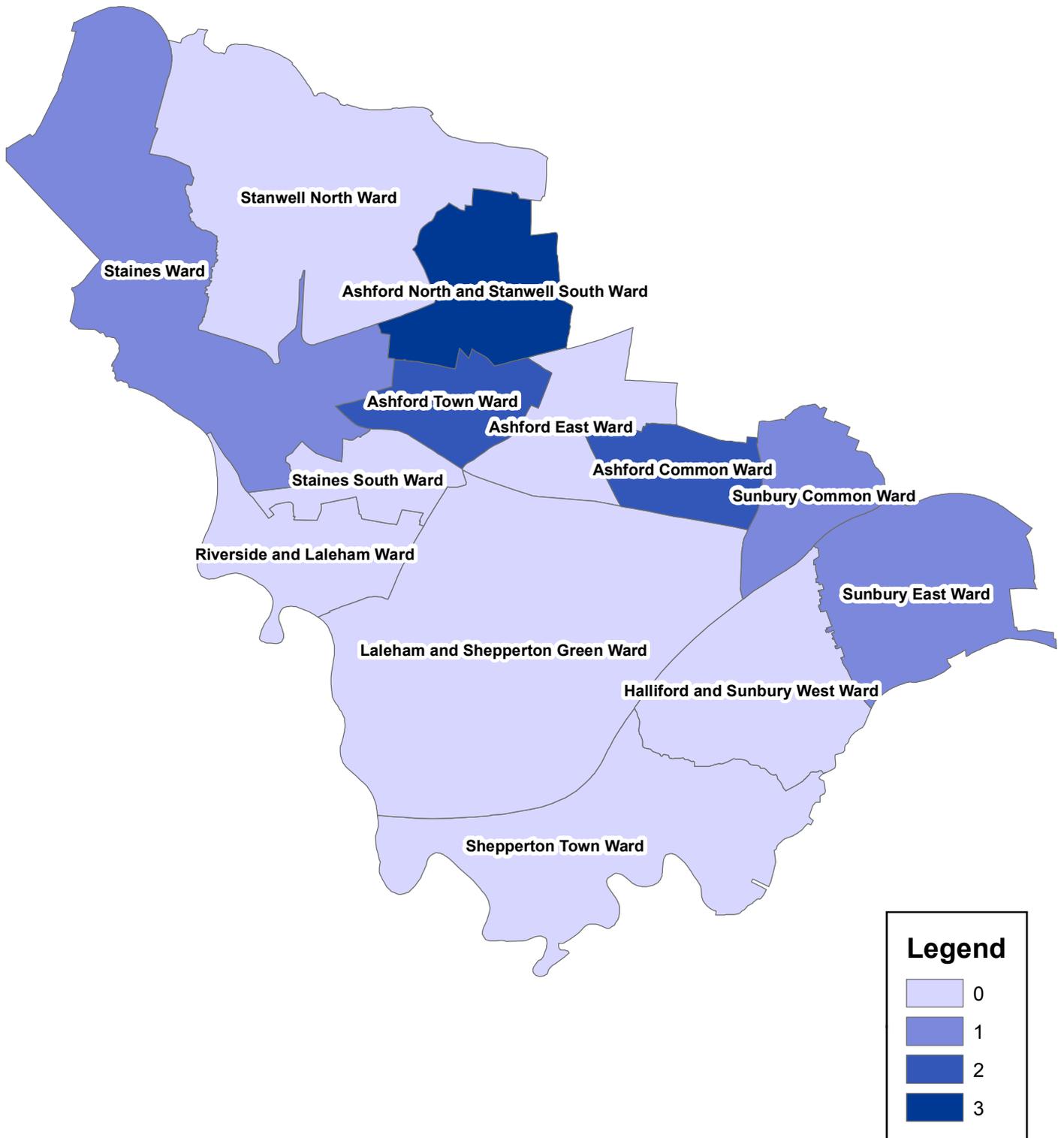
Numbers of planning applications refused

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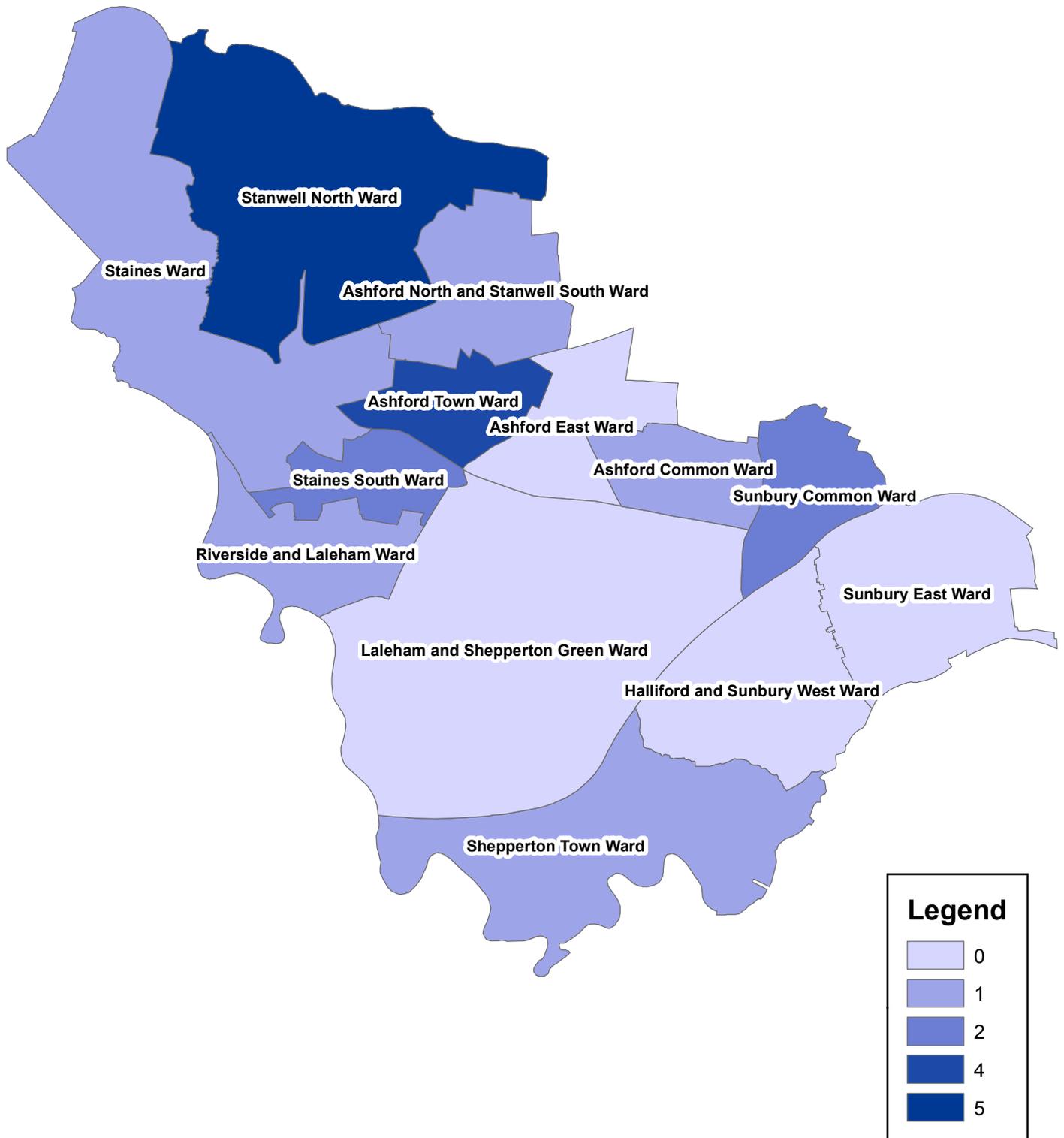
Numbers of planning applications approved

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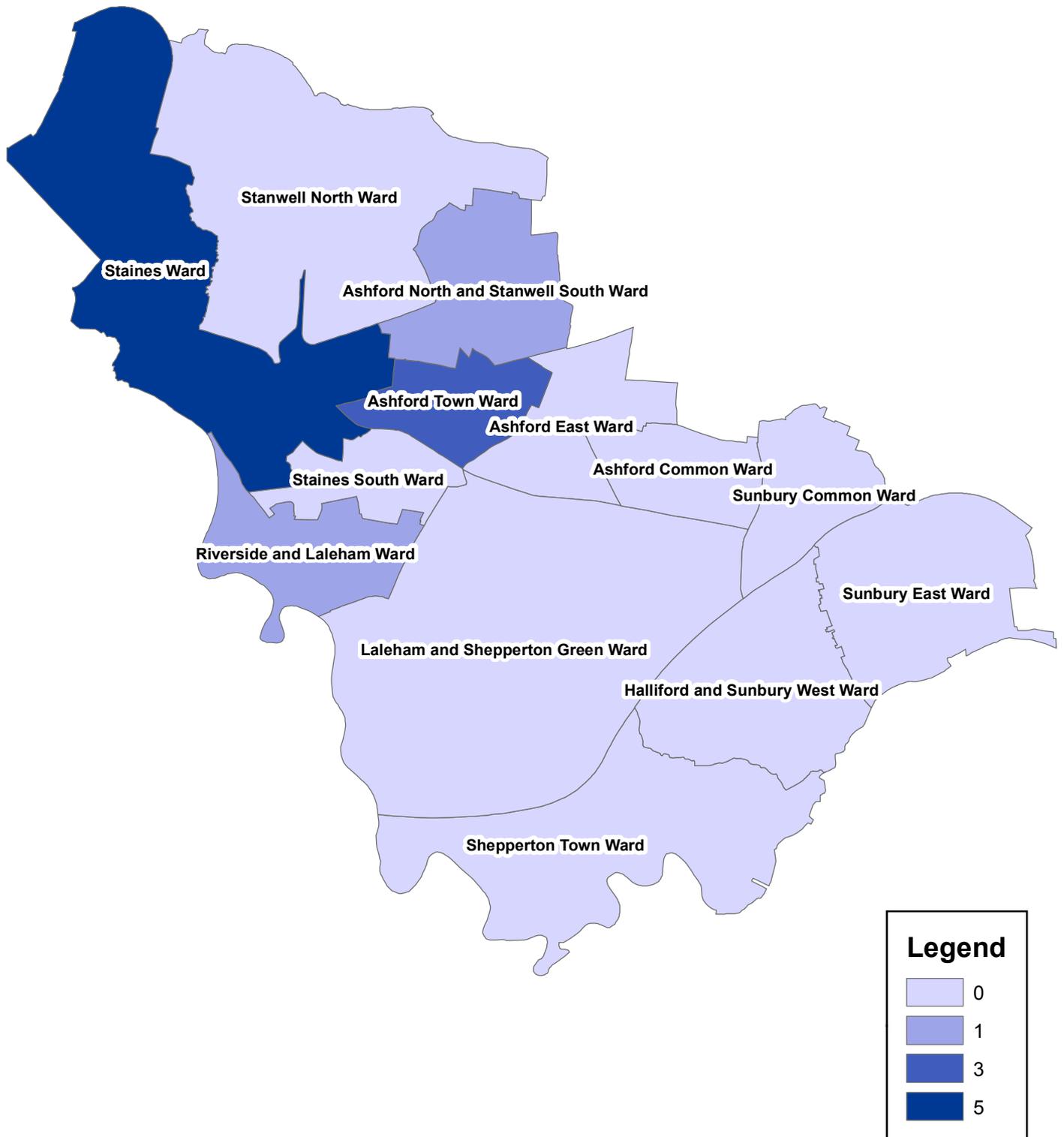
Numbers of HMO licenced premises (up to 6 residents)

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Numbers of HMO licenced premises (7 residents or more - Planning Permission required)

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Overview and Scrutiny Committee Work Programme 2018-2019

<b>Date of Meeting</b>	<b>ISSUE</b>	<b>Lead Officer</b>	<b>Outcome</b>
11 September 2018	1. Minutes	Chairman	Agreed.
	2. Update on temporary flood defences	Environment Agency	Update from the Environment Agency noted.
	3. Review of Community Safety	Jackie Taylor / Cllr Harvey	The review of community safety matters and the enforcement work of partner agencies for the period 2017/18 noted with actions for Insp. Cilia and David Munro to follow up on some matters raised by Committee.
	4. Treasury Management Annual Report	Anna Russell / Cllr Williams	Noted the outturn report on Treasury Management for 2017/18 and requested that pre-decision scrutiny of Capital Investment Strategy be added to the Committee work programme.
	5. Project Management update	Sandy Muirhead/Cllr Boughtflower	Noted an update on the status of current Council projects and Sandy Muirhead to follow up on member questions.
	6. Work Programme	Chairman / Terry Collier	Noted the work programme with the addition of pre-decision scrutiny of Capital Investment Strategy and discussion on task groups at the November meeting and inclusion of Leisure Centre consultation review at January 2019 meeting.

Overview and Scrutiny Committee Work Programme 2018-2019

<b>Date of Meeting</b>	<b>ISSUE</b>	<b>Lead Officer</b>	<b>Objectives</b>
20 November 2018	1. Minutes	Chairman	To agree the minutes of the previous meeting.
	2. Houses in Multiple Occupation – Article 4 direction	Esme Spinks / Cllr Barnard	To consider a report on the use of Article 4 Directions to manage conversions to Houses in Multiple Occupation.
	3. Air quality	Tracey Willmott-French / Cllr Patel	To consider the current impact of air quality on health in the Borough and the potential future impact from the Eco Park and Heathrow airport.
	4. Budget Issues 2019/20 to 2020/21	Terry Collier / Cllr Williams	To consider the issues for the Budget 2019/20 to 2020/21.
	5. Capital Strategy	Terry Collier / Cllr Williams	To consider the draft Capital Investment Strategy and make recommendations to Cabinet.
	6. Capital and Revenue Monitoring Report Q2	Laurence Woolven / Cllr Williams	To receive and note the current Capital and Revenue spend position.
	7. Task Groups	Chairman	To discuss the role of Task Groups in undertaking in-depth reviews to enhance the impact of Overview and Scrutiny.
	8. Work Programme and Cabinet Forward Plan	Chairman / Terry Collier	To note the work programme and consider issues on the Cabinet Forward Plan which may be suitable for pre-decision scrutiny.

Overview and Scrutiny Committee Work Programme 2018-2019

<b>Date of Meeting</b>	<b>ISSUE</b>	<b>Lead Officer</b>	<b>Objectives</b>
15 January 2019	1. Minutes	Chairman	To agree the minutes of the previous meeting.
	2. Leisure Centre consultation	Lee O'Neil / Cllr Harvey	To review lessons learned from the first round consultation.
	3. Heathrow and southern light railway	Heather Morgan / Cllr Harvey	To consider Heathrow Airport Ltd's preferred masterplan option and Spelthorne's bid for a southern light railway from Staines-upon-Thames to Heathrow Airport.
	4. Capital and Revenue Monitoring Reports and projected outturn	Laurence Woolven / Cllr Williams	To receive and note the current Capital and Revenue spend position.
	5. Treasury Management half-yearly report	Laurence Woolven / Cllr Williams	To note the Treasury Management situation.
	6. Project Management update	Sandy Muirhead/Cllr Boughtflower	To receive an update on the status of current Council projects.
	7. Housing Options	Deborah Ashman/Karen Sinclair/Cllr Francis	To review the Housing choices for applicants joining the Housing Register.
	8. Work Programme and Cabinet Forward Plan	Chairman / Terry Collier	To note the work programme and consider issues on the Cabinet Forward Plan which may be suitable for pre-decision scrutiny.

Overview and Scrutiny Committee Work Programme 2018-2019

<b>Date of Meeting</b>	<b>ISSUE</b>	<b>Lead Officer</b>	<b>Objectives</b>
19 March 2019	1. Minutes	Chairman	To agree the minutes of the previous meeting.
	2. Review of parking in Ashford	Lee O'Neil / Cllr Patel	To consider the outcomes from the survey undertaken into the parking situation in Ashford.
	3. Capital and Revenue Monitoring Q3	Laurence Woolven / Cllr Williams	To note the current Capital and Revenue spend to January 2019.
	4. Fly Tipping	Jackie Taylor/Cllr Patel	To review the impact of changes to Surrey County Council's waste services on fly tipping in the Borough
	5. Recycling and Waste collections	Jackie Taylor/Cllr Patel	To consider satisfaction rates for the Council's waste services
	6. Corporate Project Management		
	7. Work Programme and Cabinet Forward Plan	Chairman / Terry Collier	To note the work programme and consider issues on the Cabinet Forward Plan which may be suitable for pre-decision scrutiny.