

Crawley Borough Council

Report to Full Council

12 December 2018

Crawley Borough Council Response to the Gatwick Airport Draft Master Plan 2018 Consultation

Report of the Chief Executive

CEx/49

1. INTRODUCTION

- 1.1 Gatwick has published its draft master plan for ongoing development and growth at the airport for public consultation. The 12 week consultation period ends on 10 January 2019. The draft master plan explains how Gatwick intends to develop and grow into the early 2030s in order to meet the growing demand for air travel and deliver connections to global opportunities and creating the right balance between economic growth and environmental impact, across three scenarios:
 1. Using new technologies to **increase capacity on Gatwick's existing main runway**;
 2. A plan to **bring the airport's existing standby runway into routine use** alongside the main runway;
 3. Continuing to **safeguard the land for an additional runway** in the future, while not actively pursuing one today.
- 1.2 Gatwick considers that these proposals are in line with the government's policy support for making the best use of existing runways and will deliver highly-productive, incremental new capacity with minimal environmental impact, to complement expansion schemes at other airports across the South East.
- 1.3 This report outlines Government policy, summarises the proposals in the draft Gatwick Airport Master Plan and the impacts it envisages, and sets out the proposed draft Council response to the Consultation questions.
- 1.4 The proposals for use of the standby runway and for an additional third runway would be Nationally Significant Infrastructure Projects. Therefore, the Secretary of State would make the decision on planning applications, not the Council.

2. RECOMMENDATION

Full Council is recommended to:

- a) **approve the technical responses to the consultation Questions 3-11, as set out in Appendix A on pages 42-48, noting that the response to Question 3 is based on the Council's previous position that it strongly disagrees that the land be safeguarded for the future construction of an additional second runway.**

- b) **respond to Question 1 of the consultation, ‘*Given the contents of the master plan, to what extent, if at all, do you support or oppose the principle of growing Gatwick by making best use of the existing runways in line with Government policy*’, by selecting one of the following options through a recorded vote:**
- **Support**
 - **Neither Support/ Oppose**
 - **Oppose or**
 - **Abstain**
- c) **substantiate its response to Question 1 of the consultation (Recommendation 2) by submitting a copy of this item’s verbatim Minute, along with the proposed technical response to Question 2, as set out in Appendix A on pages 33 - 41, as the Council response to Question 2 of the Consultation.**

3. BACKGROUND

- 3.1 The White Paper “The Future of Air Transport”, 2003, states that Airport operators should produce master plans detailing development proposals. Master plans do not have development plan status but should contain sufficient detail to inform local planning processes and should be updated approximately every 5 years. The Department for Transport’s, (DfT), “Guidance on the Preparation of Airport Master Plans”, 2004, expects master plans to address the following core areas:-
- Forecasts of passenger, cargo and air transport movements
 - Infrastructure proposals, including explanation of how the best use of existing capacity is to be made before new proposals are set out.
 - Safeguarding and land/property take
 - Surface access initiatives
 - Impact on people and the natural environment, including noise, air quality, surface access, housing and employment implications, extent of land take
 - Proposals to mitigate and minimise impacts, for example emission controls, noise abatement measures, and surface access schemes.
- 3.2 Once the final master plan is published by the airport operator, (anticipated spring/summer 2019), Gatwick Airport Limited, (GAL), is then expected to liaise with the local planning authority to seek to ensure that the proposals in the master plan are reflected in the preparation of statutory planning documents. Gatwick’s last master plan was published in 2012 and the current draft document will replace it.
- 3.3 In 2013, the Government set up the independent Airports Commission to examine the scale and timing of any requirement for additional runway capacity in the south east. The Council considered its response to the Airports Commission consultation at an Extraordinary Council meeting on 26th January 2015, Minute 44 refers, and formally responded to the Airports Commission in February 2015 with regard to Gatwick Airport’s proposal for a second runway south of the airport. The response provided a full technical response on individual topics and concluded that *“the Full Council considers that the interests of Crawley residents, businesses and the environment are best served by the Council objecting to a second runway being developed at Gatwick”*.

- 3.4 In its Final Report in July 2015, the Airports Commission recognised the need for an additional runway in the South East by 2030, which it recommended should be at Heathrow. However, it also noted that there would be additional need to be met from other airports in making more intensive use of their existing infrastructure. The Government has set out its preferred option for a new Northwest runway at Heathrow in the “Airports National Policy Statement, (NPS): new runway capacity and infrastructure at airports in the South East of England”, adopted in June 2018. The NPS also references the Airports Commission’s findings on the need for more intensive use of existing infrastructure and states in para 1.42 that, *“the Government accepts that it may well be possible for existing airports to demonstrate sufficient need for their proposals, additional to (or different from) the need which is met by the provision of a Northwest Runway at Heathrow.....Government policy on this issue will continue to be considered in the context of developing a new Aviation Strategy”*.
- 3.5 In its document, “Beyond the Horizon: The Future of UK Aviation: Making best use of existing runways”, June 2018, the Government recognises that the DfT’s latest aviation forecasts (2017) are predicting higher levels of growth than the Airports Commission work. These forecasts reflect the accelerated growth experienced in recent years with demand at London’s main airports, (Heathrow, Gatwick, Stansted, Luton and London City), 9% higher in 2016 than the Airports Commission forecast. This is putting pressure on existing infrastructure, despite significant financial investments by airports over the past decade. “Beyond the Horizon”, para 1.29, therefore states clearly that *“the Government is supportive of airports beyond Heathrow making best use of their existing runways”*. However, it recognises that *“the development of airports can have negative as well as positive local impacts, including on noise levels”.....and therefore “consider that any proposals should be judged by the relevant planning authority taking careful account of all relevant considerations, particularly economic and environmental impacts and proposed mitigations.”* Paragraph 1.27 makes clear that schemes which would increase passenger numbers by more than 10million passengers per annum (mppa) would be considered as Nationally Significant Infrastructure Projects and would be considered by the Secretary of State. A new Aviation Strategy Green Paper is anticipated in December 2018 /early 2019.
- 3.6 Other London airports are responding to the Government policy to “Make Best of Existing Runways” with expansion at Stansted, Luton and London City already proposed, which would add a total capacity increase over 40million passengers per annum (mppa).

4. SUMMARY OF THE DRAFT MASTER PLAN SCENARIOS AND DEVELOPMENT PROPOSALS

- 4.1 The full draft Gatwick Airport Master Plan document can be accessed using the following link: <https://www.gatwickairport.com/globalassets/business--community/growing-gatwick/gatwick-draft-master-plan-final.pdf>. Also, Gatwick’s Consultation summary document, including the consultation questions can be accessed using the following link: <https://www.gatwickairport.com/globalassets/business--community/growing-gatwick/gatwick-draft-master-plan-2018---consultation-document.pdf>
- 4.2 The master plan states that Gatwick is currently handling 45.7 million passengers per annum (mppa). There are 280,790 Air Traffic Movements (ATMs) a year, 55 per

hour at peak times. This growth over recent years has occurred through a combination of: greater use of the airport in the off-peak periods, particularly different seasons but also times of the day; more intensive use of the runway at peak periods; and a shift to larger aircraft and higher load factors (more passengers per plane). The introduction of new generation long-haul aircraft and low-cost long-haul carriers has also increased passenger numbers, as well as increasing cargo traffic. The current capacity exceeds the maximum number of 45mppa anticipated in the Local Plan, Policy GAT1, but none of the changes have required infrastructure which has needed planning permission as the airport operator has considerable permitted development rights on its operational land.

4.3 0-5 years (2018 -2023): Single main runway

This is the most specific, worked-up section of the master plan. Passenger numbers are anticipated to grow to 52.8mppa over the next five years in the same way as they have in the past few years. ATMs per hour do not change with increased growth based on more consistent spread throughout the year and across the day. The majority of the development works required to support this growth, including the Pier 6 extension; works to the multi-storey car parks; and improving the railway station, are already set out in the Airport's 2018 Capital Investment Plan. Some have been submitted to the Council as consultations, others such as the railway station improvements have been submitted as planning applications, and others are already under construction. Surface traffic growth is anticipated to be met by the Smart Motorway improvements on the M23, although improvements to the North and South Terminal roundabouts are being designed to improve traffic flow.

5-15 years (to 2032) Scenarios

- 4.4 This section summarises the growth scenarios in the master plan and outlines the infrastructure developments that it considers are necessary. The master plan's assessment of how the key environmental issues of carbon emissions, air quality and air noise will vary for each of the scenarios is also summarised. However, there is limited detail on the main and standby runway scenarios as they are based on initial concept work and detailed technical work has not been undertaken. Much more information was available for the additional southern runway as part of Gatwick's submission to the Airports Commission in 2014. The master plan is clear that these three scenarios could be used either separately or in combination and that Gatwick could transition from one to another within the timeframe of the master plan.

Scenario 1: Making best use of the existing main runway

- 4.5 This scenario maximises use of the existing runway to accommodate passenger growth to between 57 and 61mppa in 2032 with an increase in ATMs to up to 340,000 per annum. A minor negative impact is anticipated when Heathrow's new runway opens, so growth will be faster if Heathrow is delayed. Growth is achieved by seasonal peak spreading, and more limited increases in peak hourly movements up to 60 per hour achieved by investment in improved air traffic technology. The proportion of ATMs doesn't increase at the same rate as passenger growth as the new generation aircraft are all slightly bigger so overall passenger loadings per aircraft are expected to increase. Cargo will more than double (102,000 – 220,000 tonnes), particularly because of an increase in long-haul flights, but the master plan anticipates this can be handled in existing facilities on the airport.
- 4.6 Infrastructure developments will be assessed through the normal planning process, including the grant of planning permission but also through permitted development rights. They include:

- Terminal and forecourt improvements including security and baggage reclaim;
- A new remote pier, or an extension to Pier 3;
- New car parks, one east of Purple Parking on the Charlwood Road southern boundary, and the other beyond the eastern edge of the current airport boundary adjacent to Balcombe Road;
- Bus and coach station improvements;
- Partial decking of surface car parking;
- Office and/or hotel development east of South Terminal;
- New hangar, close to the new Boeing hangar on the northern side of the airport, adjacent to the River Mole.

No additional road improvements are considered necessary as the completion of the Smart motorway and the improvements to the roundabouts at both the terminals are expected to accommodate 60mppa as well as non-airport traffic growth without a significant deterioration in performance.

- 4.7 Noise levels are expected to reduce by 2028 and continue to reduce by 2032 as the 3% of the aircraft fleet being the “new generation” quieter planes increases to over 80% by 2032 based on normal replacement timescales. This change in fleet mix is expected to outweigh the impact of the higher numbers of flights. The reduction in night noise will be more marked as flights in the night quota period (between 23.30 and 06.00) would remain unchanged.
- 4.8 Gatwick’s air quality modelling undertaken for Gatwick based on 2015 concentrations of pollutants predicts no exceedances in pollutants at sensitive receptors around the airport. This includes the Hazelwick roundabout Air Quality Management Area. Improvements compared to the 2015 results were predicted, primarily due to anticipated cleaner engine technology.
- 4.9 The master plan predicts a total net 3.6% increase in total greenhouse gas emission in the next 10 years, with the most significant amounts linked to the landing and take-off cycle of aircraft. Passenger surface access emissions are also significant. Much smaller amounts are attributable to direct fuel and gas use at the airport and emissions from the generation of electricity purchased by the airport, with these predicted to fall considerably. The master plan states that the aircraft emissions do not include likely improvements arising from shorter flight-paths and reduced holding on the ground, as well as possible improvements with new sustainable aviation fuels, initiatives which Gatwick is supporting. Increasing public transport use and low carbon vehicles would also reduce emissions.
- 4.10 The airport currently employs 24,000 people directly, with a total of 71,000 jobs including indirect and catalytic effects. 43,000 jobs in the Gatwick Diamond area are supported by the airport. The master plan predicts that the total number of jobs in the wider region supported by growth with the main runway will be 79,000 jobs, a net increase of 8,000.

Scenario 2: Bring the airport’s existing standby runway into routine use alongside the main runway

- 4.11 The master plan sets out how the standby runway (also known as the emergency runway) to the north of the main runway could be brought into routine use alongside the existing runway, meeting all international safety requirements. It anticipates the runway could be operational by the mid-2020s, for departures and smaller aircraft only. This is because it is not instrumented to allow for landing in poor weather

conditions, and is shorter than the main runway so not as suitable for departures by larger aircraft. The standby runway is currently only permitted to be used in emergency situations, and for planned maintenance of the main runway. Its routine use is prohibited by a legal agreement with WSCC which expires in August 2019, but also by a restrictive planning condition, so a planning application would need to be made to remove this.

- 4.12 As the predicted increase in capacity using the standby runway exceeds 10mppa, this application would be made through the Development Consent Order (DCO) process for nationally significant infrastructure projects and will be determined by the Secretary of State following consideration by the Planning Inspectorate. The Council will have a role in the DCO process, as outlined in Appendix B, but it will not make the decision on the planning application. The master plan is clear that detailed work on this scenario has not yet been undertaken but anticipates the information gathering and pre-application consultation stages of the DCO process will start in 2019, with the application submitted in 2020.
- 4.13 Initial assessment of this scenario suggest it would provide additional capacity within the airport's existing footprint accommodating growth up to 70 mppa in 2032 and an increase in ATMs by up to 15 per hour to 390,000 per annum. Cargo would increase from 102,000 tonnes now to 325,000 tonnes. Some reconfiguration of the airfield and additional infrastructure would be required including:
- Widening of the standby runway by 12 metres and relocation of the northern taxiway;
 - New holding area to the north west of the airport (with a new noise bund);
 - New end-around taxiway to the west of the existing main runway, adjacent to Lowfield Heath Rd;
 - Terminal improvements;
 - A further pier project (or extension);
 - Additional decked or multi-storey car parking;
 - Additional hotel /office development close to the south terminal;
 - Additional improvements to the North and South terminal roundabouts and the spur road.

The text of the master plan also states that additional balancing pond capacity would be required but it is not clear where this would be located.

- 4.14 The master plan states that noise is not anticipated to be any worse than today with more flights balanced by quieter aircraft resulting in little overall change in the number of people living within each Leq noise contour. The master plan assumes no traffic growth in the night quota period.
- 4.15 The master plan does not anticipate any exceedance of local air quality limits to be caused by this scenario, based on Gatwick's conclusion that the detailed modelling of the additional runway to the south for the Airports Commission did not predict any exceedances.
- 4.16 The master plan predicts a total net greenhouse gas emissions increase of 23% by 2028, with emissions from surface access and flights increasing by nearly a third each, but again references likely improvements due to the carbon reduction initiatives GAL is supporting, (see para 3.7 above).

- 4.17 Preliminary analysis indicates this scenario would create a net increase of 20,000 jobs to 91,000 jobs in the wider region, including indirect and catalytic jobs off airport, but no detailed analysis has yet been carried out.

Scenario 3: Safeguarding for an additional runway to the south

- 4.18 Gatwick is not actively pursuing plans for an additional runway to the south but would be ready to take it forward should there be a Government decision support an additional runway at Gatwick. It could be feasible to bring the runway forward at the end of the 15 year period (by 2032), or later, and therefore Gatwick believes it is in the national interest to continue to safeguard this land for the future. It recommends that the area currently safeguarded in Local Plans, including the Crawley Borough Local Plan, is modified to reflect the revised boundary, as submitted to the Airports Commission. This extends the safeguarded area slightly to the west and south of the airport, and makes it slightly smaller in the south east corner.
- 4.19 The additional runway over 1km south of the existing runway and a new terminal between the runways would have an ultimate capacity of 50mppa, with the anticipation that total throughput at the airport would increase to approximately 95 mppa within 25 years of this runway opening. A significant expansion of the airport boundary would be required, particularly to the south and east. Diversion of the A23 across the north of Manor Royal and the Balcombe Road close to the M23 would be necessary.
- 4.20 The master plan does not cover the infrastructure requirements or the impacts of this scheme in detail but refers to its submission to the Airports Commission which was described in the report to Cabinet 14 January 2015, CEx/45 "Response to Airport Commission Consultation on Additional Runway Options in the South East". It states it would need to update the information on environmental impacts.

5. PROPOSED RESPONSE TO THE CONSULTATION QUESTIONS

- 5.1 The Consultation Questions are set out below. The proposed technical Council response to the questions is set out in Appendix A.

Qu. 1: Given the contents of the master plan, to what extent, if at all, do you support or oppose the principle of growing Gatwick by making best use of the existing runways in line with Government policy.

Strongly support / tend to support / neither support nor oppose / tend to oppose / strongly oppose / don't know

Qu. 2: Please explain why you hold this view

Qu. 3: Given the draft master plan looks out beyond 2030, to what extent, if at all, do you agree or disagree that land that has been safeguarded since 2006 should continue to be safeguarded for the future construction of an additional main runway?

Strongly agree / tend to agree / neither agree nor disagree / tend to disagree / strongly disagree / don't know

Qu. 4: Please explain why you hold this view

- Qu. 5: What more, if anything, do you believe should be done to maximise the employment and economic benefits resulting from Gatwick's continued growth?**
- Qu. 6: What more, if anything, do you think should be done to minimise the noise impacts of Gatwick's continued growth?**
- Qu. 7: What more, if anything, do you think should be done to minimise the other environmental impacts of Gatwick's continued growth?**
- Qu. 8: Do you believe our approach to community engagement, as described in the draft master plan, should be improved, and if so, how?**
- Qu. 9: If you use Gatwick, what areas of the passenger experience would you like to see improved?**
- Qu.10: Are there any aspects of our Surface Access Strategy that you believe should be improved and, if so, what are they?**
- Qu.11: Do you have any other comments to make about the Gatwick Airport draft master plan?**

NATALIE BRAHMA-PEARL
Chief Executive

Background Papers:

Gatwick Airport Draft Masterplan, October 2018

Beyond the Horizon The Future of UK Aviation Making best use of existing runways, June 2018

Airports National Policy Statement, June 2018

Response to Airport Commission Consultation on Additional Runway Options in the South East, Report to Cabinet, 14 January 2015, CEx/45

Crawley Borough Council Response to the Airports Commission, February 2015