

Crawley Borough Council

**Report to Overview and Scrutiny Commission
12 January 2015**

**Report to Cabinet
14 January 2015**

Response to Airport Commission Consultation on Additional Runway Options in the South East

Report of the Chief Executive **CEx/45**

1. Purpose

- 1.1 The Airports Commission has published its Consultation Document on the three shortlisted options for an additional runway in the South East which were included in their 2013 Interim Report. A second runway at Gatwick is one of the shortlisted options. This report summarises the findings of the Airports Commission's assessments, and sets out the Borough Council's response to the Consultation.

2. Recommendations

2.1 To the Overview and Scrutiny Commission:

That the Commission consider the report and decide what comments, if any, it wishes to submit to the Cabinet and Full Council.

2.2 To the Cabinet

The Cabinet is asked to:

- 1. Recommend to the Special Meeting of the Full Council on 26 January 2014 that:**
 - a) The Full Council considers that the interests of Crawley residents and businesses are best served by the Council not taking a specific view on the second runway at this time.**
 - b) If (a) is not supported, the Council considers which of the following options it supports to be put forward to the Airports Commission:**
 - i) The Full Council considers that the interests of Crawley residents and businesses are best served by the Council objecting to a second runway being developed at Gatwick.**

- ii) **The Full Council considers that the interests of Crawley residents and businesses are best served by the Council supporting in principle a second runway being developed at Gatwick.**
- 2. Agree that, without prejudice to the decision in (1) above, the proposed responses on the individual topic areas outlined in section 5 below be submitted to the Airports Commission, subject to a full, detailed technical response expanding on these issues being agreed by the Chief Executive in consultation with the Leader;**
 - 3. Agree that, without prejudice to the decision in (1) above, the proposed additional mitigations and infrastructure requirements set out in section 5 below be submitted to the Airports Commission, subject to a full, detailed technical response expanding on these issues being agreed by the Chief Executive in consultation with the Leader;**
 - 4. Agree that the Borough Council, without prejudice to the decision in (1) above continues to work closely with Gatwick Airport, the C2C LEP, the Environment Agency and other local authorities on the future of the airport, whatever decision is made on the location of a new runway;**
 - 5. Agree that the Borough Council should highlight in its response to the Airports Commission the need for the Commission, and the Government to provide clarity at the earliest appropriate opportunity with regards to the need for future safeguarding of land in Crawley borough for additional runways if a second runway at Gatwick is not the recommended option.**

LEE HARRIS
Chief Executive

3. Reasons for the Recommendations

- 3.1 The current Consultation by the Airports Commission is the opportunity for the Council to comment and question the Commission's detailed assessment work to date, and to respond to the Commission's conclusions on the shortlisted options. The Commission is also inviting suggestions on how shortlisted schemes could be improved, through enhanced benefits or additional mitigation. It is likely that this will be the final opportunity for the Council to comment on the Airports Commission's work, to provide local evidence to counter some of the Commission's conclusions, to highlight key issues which have not been addressed, and to identify additional infrastructure or mitigation that should be provided if a second runway at Gatwick is recommended. These detailed responses are important whatever position the Council takes about a second runway at Gatwick, but the recommendations also provide the opportunity for the Council to consider options in determining this view.

4. Background

- 4.1 In December 2003 the Government issued the Aviation White Paper "The Future of Air Transport", which stated that two new runways should be provided in the South East by 2030, one at Stansted and another at Heathrow. It also stated that in the event that an additional runway could not be provided at Heathrow, land should be safeguarded for a second runway at Gatwick.
- 4.2 In practice neither of the additional runways has been implemented although the debate about the need for and location of additional runway capacity has continued. This resulted in the Government announcement in September 2012 that it was setting up an independent Airports Commission chaired by Sir Howard Davies to examine the scale and timing of any requirement for additional capacity and to identify and evaluate how any need for additional capacity should be met.
- 4.3 Following the submission of outline proposals in 2013, the Airports Commission published an interim report at the end of 2013. This concluded that an additional runway was needed in the South East by 2030 to maintain the UK's aviation hub status. The Interim Report shortlisted three options where that runway could be provided. These included a wide spaced second runway at Gatwick, a third runway to the north-west at Heathrow and a third extended runway at Heathrow.
- 4.4 The promoters of the shortlisted schemes were required to submit more detailed proposals and assessments by May 2014. Since that time the Airports Commission has been undertaking its own assessment and analysis of the submitted proposals. It is these assessments which have now be issued for comment.
- 4.5 The Airports Commission intends to submit its final report to the Government in the summer of 2015 which will contain recommendations on how the additional runway capacity could be provided. It will then be up to the Government to consider how to respond to the Airports Commission recommendations and how this forms part of future national aviation policy.
- 4.6 Previous Borough Council Consideration of Second Runway Issue
As part of the Government's consultation on the "Future Development of Air Transport in the UK, the Executive at its meeting on 11 June 2003, resolved that the Government should be informed that whilst a wide spaced second runway was not supported, the Council accepted that in principle a close parallel runway could be accommodated. However, that decision was called-in and following a debate at Full Council on 25 June 2003, the decision was referred back to the Executive for

reconsideration. The Council asked the Executive to support the maximum use of the existing runway, whilst rejecting a close parallel runway and/or any additional runway. The Executive at a meeting on 27 June 2003 resolved to reject the option for a wide spaced second runway and resolved that whilst the arguments for a close parallel runway were finely balanced, the Council could not accept this option given the environmental impacts and urbanisation which would arise. The Executive approved this revised resolution and it formed part of the Council's response to the White Paper.

- 4.7 Following the publication of the 2003 Aviation White Paper, which required land to be safeguarded for a second runway at Gatwick, the Borough Council identified the area of land to be safeguarded in its Core Strategy which was adopted in 2008. The safeguarded land is based on the area that the airport operator indicated would be required for a second runway in its 2006 Airport Master Plan. Planning policies prevent development in the safeguarded area which would be incompatible with the development of a second runway.
- 4.8 In the summer of 2013 the Airports Commission invited comments on the detail contained within any of the outline runway proposals that had been submitted to the Commission in July 2013 to enable these to be considered prior to the publication of the Interim Report. At an Extra Ordinary Meeting of the Full Council on 26 September 2013, the Council determined not to express a view on a second runway at Gatwick Airport at the current time until more information especially on environmental impacts was available as part of the next stage of the work of the Airports Commission. As the scale of the impact of a second runway is not fully understood at that time, this will enable the environmental implications to be fully considered alongside the economic benefits in light of a wider set of available information.

5. Airports Commission Consultation

- 5.1 The Airports Commission on 11 November 2014 published for consultation a substantial number of documents which contained its assessment of the detailed schemes of the three shortlisted options for the provision of additional runway capacity. The three options are :

- Gatwick Airport Second Runway
- Heathrow Airport Extended Northern Runway
- Heathrow Airport North West Runway

The Airports Commission is seeking views on these assessments by 3 February 2015.

- 5.2 The Airports Commission seeks views on the three options, its assessment and assessment results. The Commission wishes to test the evidence base, to understand views as to its accuracy, relevance and breadth and the potential conclusions that might be drawn from their eight questions which are set out in the Consultation which are set out in the consultation. In brief, these are set out below:
- Do you have any comments on the Commissions assessments including methodology and results?
 - Do you have any suggestions for how the short listed options could be improved i.e. benefits enhance or impacts mitigated?
 - What conclusions, if any do you draw in respect of the shortlisted options?
- 5.3 This report summarises the main elements of these assessments and outlines the proposed response on technical matters relating to the first two questions. The

report seeks the delegation of the full, detailed response expanding on these issues being agreed by the Chief Executive in consultation with the Leader of the Council. This delegation is important as it will enable officers to develop a response fully during January, including discussions with neighbouring authorities, rather than having to be finalised in December for Cabinet. With respect to drawing any conclusions with regards to the Gatwick shortlisted option, then a range of recommendations are outlined which the Council may wish to consider.

- 5.4 The proposal for a second runway submitted by Gatwick Airport Limited (GAL) to the Airports Commission proposes a second runway 1,045 metres to the south of the existing runway. This would allow for simultaneous mixed mode operations on each runway. The proposals could cater for up to an additional 260,000 more flights per year and 95 million passengers per annum by 2050. A new terminal would be constructed between the two runways along with the necessary supporting facilities and infrastructure.
- 5.5 The following sections of the report are based on the topics assessed in detail by the Airports Commission following its Appraisal Framework. In many cases the assessments are based on forecasts of future demand for aviation. However, the Commission has identified five different future forecast scenarios rather than any single likely pattern of future passenger demand. This is because the future development of the global economy and the international aviation sector is inherently difficult to predict and the five scenarios reflect different potential outcomes. The five scenarios are Assessment of Need, Global Growth, Relative decline of Europe, Low Cost is king and Global Fragmentation. A more detailed description of the scenarios is contained in Appendix A. In a number of cases the assessment of the impact of an additional runway using the different levels of passenger demand predicted by these scenarios has led to the potential impacts being expressed within a range of figures. The figure for passenger demand used by GAL in many of its assessments is similar to the Airports Commission 'low cost is king' scenario which for Gatwick represents the high end of all the scenarios.

Local Economy Impacts Assessment

Economic:

- 5.6 Differences in the scale and pattern of demand growth across the Commission's scenarios lead to a wide range in potential economic benefits. These are between £3.7 billion at the low end to £44.1 billion at the high end. In addition, the Commission's macroeconomic assessment of a second runway at Gatwick Airport estimates that there could be wider benefits within the economy of between £42 – £127 billion depending on the scenario. Growth of Gatwick Airport will support employment growth in the local area and in the wider region, with particularly reference made to Croydon and the Wandle Valley corridor into London. Again the ranges vary widely depending on the scenario, but the number of direct, indirect and induced jobs is predicted to grow by:

- 500 to 23,700 by 2030
- 7,900 to 32,600 by 2050

If the catalytic impacts of the scheme across London and the south east are included, the number of jobs rises to between 49,000 – 90,000. In addition, construction jobs are predicted to be between 11,500 – 21,500 from 2024 -2039. The Commission suggests there is a good match of new jobs to current skill levels in Crawley, particularly for direct airport employees. Finally, if no runway is built at Gatwick by 2030, then there will be 1,400 - 4,300 fewer staff by 2030, and 1,400 – 9,400 by 2050 because of productivity improvements at the airport.

- 5.7 These economic benefits and job creation figures are significantly lower than those predicted for Heathrow. This is partly because of the different nature of the airport

operations with Gatwick being primarily a short haul, low cost airport with far fewer staff per passenger. The operational mix of the airport is, however, likely to change if it expands and this has not been fully taken into account. GAL's economic consultants are also concerned that inconsistent multipliers have been used particularly to calculate indirect, induced and catalytic job growth between the two airports. In comparison, GAL's predicted job growth is 22,000, and they pledge to support 2,500 apprenticeship jobs through grants. It is suggested this figure should be higher, as the maximum predicted jobs by the Commission is higher and that the apprenticeships should be for local residents in the areas most negatively affected by airport growth.

- 5.8 One area the Commission does not appear to have assessed at all is the impact on the economy and prosperity of the Gatwick area if new runway capacity is located at Heathrow. This was previously flagged with the Commission as a key area of concern to the Borough Council, and it was understood some assessment was to be undertaken. The Commission will be asked in the Council's response to undertake this work prior to making its recommendation to the government.

Housing:

- 5.9 Reasonable predictions of the job growth numbers are important because the increase in jobs leads to increased demand for housing, services and development land to support local business growth. Based on predicted job growth figures, and therefore on the scenarios, the Commission predicts a very wide range of additional households: by 2030, this will be between zero and 18,400. In comparison, GAL's prediction is 9,300 new homes required. The Commission believes that delivery of even the higher level figures, whilst it would need to be carefully managed, does not "present insuperable challenges". This conclusion is reached because the Commission has made the assumption, which it believes is reasonable, although not actually likely to happen in reality, that the housing will be phased across 14 local authorities within the assessment area, with a maximum of 130 additional houses per year per authority; because the authorities adjoining Gatwick are already building housing; because Crawley, where the focus of demand will be, has already identified its town centre for long term residential development; because brownfield land can be used, and because densities can be increased. The Commission recognises that additional social infrastructure will be needed to support housing growth, but suggests this is just additional forms of entry in local schools, two additional GP's per local authority to 2030 and provision of leisure centres.
- 5.10 The Airports Commission's conclusions on the likely housing numbers and their deliverability are questionable. The majority of authorities in the Gatwick Airport assessment area, particularly Crawley, Brighton and the coastal authorities, are unable to meet their existing objectively assessed housing needs now, and any development sites identified in Local Plans are planned to meet existing needs and not available to address any future additional demand from airport growth. In relation to Crawley, the Commission does state that "there are not obvious areas of opportunity to find a substantial amount of land for development in the longer term, as land around the airport is constrained by existing or planned development (notably Forge Wood) and Sites of Nature Conservation Importance." It notes that a large area to the north of the borough is allocated as "Gatwick Safeguarding" in the Local Plan. However, it then suggests that "this large area could be a suitable area for further growth in the longer term", and that "as there are no key constraints such as Green Belt within the borough, it is reasonable to assume that the borough as a whole could accommodate substantial growth in the longer term". The Commission also appears to imply that Kilnwood Vale "a large area west of Crawley allocated for mixed use development" could also form future land supply.

- 5.11 These conclusions on land supply are flawed. If a second runway is built then the land safeguarded in the Local Plan for a second runway will not be available for employment or housing development. However, should a new runway be recommended at Heathrow then it is very important for the future planning of Crawley that certainty is given as to whether this land can be removed from safeguarding or not. It is the only significant area of land that could be available for development, particularly for employment, in the borough.
- 5.12 Similarly, Kilnwood Vale is an existing planned development, already under construction and meeting existing needs. Identification of Crawley's town centre as a possible location is flawed because, again, the planned development here is to meet existing need, without a second runway. The suggestion that higher density and /or brownfield development will address the problem is also unrealistic. Authorities are already considering all options to increase housing delivery, including the use of brownfield sites. In Crawley, higher density schemes are already being planned within the borough in appropriate locations such as the town centre, but these have to be appropriate to their context, and locations within Crawley's neighbourhoods, for example, may not be suitable for high density development. Also, because of aerodrome safeguarding to protect the radar signals for Gatwick, the CAA imposes height limits on any development in Crawley.
- 5.13 Crawley can only meet 60% of its existing housing and employment needs because of its tightly constrained boundary, physical constraints such as flooding, airport noise to the north and the AONB to the south. The authorities to the north of the airport all have extensive Green Belt designations, the High Weald AONB and the South Downs National Park extend across much of the southern area, and much of the narrow coastal strip is constrained by flooding.
- 5.14 The Commission recognises it is unrealistic to assume growth will be evenly spread across the 14 authorities in the assessment area, but state it is a reasonable assumption and then base their conclusions of impact on this assumption. The percentage of current airport staff is as low as 1% in some districts like Eastbourne, Worthing and Adur and long distance commuting is unlikely for many relatively low paid airport jobs. The focus of housing demand will fall to Crawley, where 32% of current airport staff live but, as explained above, Crawley already has an unmet housing need.
- 5.15 The Commission believes that the high level forecasts of housing growth will not be reached because local unemployment of 9.3% (2013) means many jobs will be taken by Crawley residents where there is a good skills match, and because there is significant out commuting in the area which will be replaced by residents taking more local jobs at the airport. However, the Commission has overestimated the capacity of existing residents to take up jobs at the airport, as Crawley's unemployment rate is now 5.3% (2014), (ONS Annual Population Survey), meaning fewer new jobs at Gatwick will be taken by existing unemployed residents and increasing the demand for additional housing. Crawley itself is an area of net in-commuting, with over 24,000 commuters travelling into the borough.
- 5.16 The Commission recognises that there is a significant problem with housing affordability in some areas around Gatwick, such as Epsom and Ewell, Horsham, Mole Valley and Tandridge, but considers that Crawley, Croydon and Reigate and Banstead remain relatively affordable. However, the figures are based on average earnings and therefore do not take account of the relatively lower paid jobs at the airport, nor the extent of in commuting into the borough. The most up to date data on affordability, from the CLG in June 2014, shows that median house prices in Crawley are 6% above the national average, and the ratio of lower quartile prices to lower quartile earnings is now 7.28:1, again, above the national average. The Northern

West Sussex Housing Market Needs Update, October 2014, states that the trend in the area (Crawley, Horsham and Mid Sussex) is one of rising unaffordability, with levels significantly above the ratio for England.

- 5.17 Further work is needed to better clarify the likely housing numbers and the phasing of growth. The Commission states that all the housing demand generated by growth at Gatwick is required by 2030, and yet the air traffic and therefore the job growth increase gradually until 2050, so the housing needs should be spread until 2050. This is in contrast to Heathrow where the maximum job growth is at 2030, but the Commission have not made this distinction. This clarity is necessary so that, if Gatwick is recommended, then the local authorities have a reasonable starting point to begin to work together on an appropriate housing distribution based on constraints, existing population centres, transport links, and services.
- 5.18 The authorities will also need to work with the Government, the LEP and others to secure the necessary infrastructure to support the new housing, which the Commission appears to have significantly underestimated given existing infrastructure constraints such as the strategic and local road network, sewage treatment capacity, health and education facilities. Housing developers would be required to fund the infrastructure requirements arising directly from their developments, but more strategic provision will require additional and /or forward funding, and the Commission will be encouraged to recommend to the Government that it considers how funding and delivery mechanisms can be established to ensure infrastructure is upgraded in a timely manner to support the necessary housing / business growth, and not just the infrastructure directly required to support the airport. Suggested areas of infrastructure required to support the housing are:
- Road improvements, as referred to in the surface access section above
 - Sustainable access improvements for bus, rail and cycle users
 - New Hospital and primary health facilities to serve Crawley /Horsham area,
 - Secondary school provision in Crawley / Horsham area (anticipated Primary provision more easily addressed by housing developers)
 - 3G or enhanced drainage for sports pitches elsewhere in the borough to help enhance capacity of sports pitches for additional population
 - Additional capacity enhancements to the Crawley Sewage Treatment works – as above
- 5.19 In addition, GAL has pledged an infrastructure contribution of approximately £45 million, based on £5,000 per house on its housing figures. As the Commission's maximum projected figure is higher, it is suggested this contribution should be doubled to £90 million. A key issue is the mechanism for ensuring this, (and many of the other commitments and pledges) are binding on the airport developer, and for securing this funding as it will be most useful as a lump sum up front, once the likely housing demand is clarified. Furthermore, the Council would be keen to engage with the Commission and Gatwick on how this funding would be allocated.
- 5.20 Summary of proposed issues to be detailed in technical response:-
- Need to assess the local impacts and benefits more accurately and understand how the challenges can be dealt with realistically at a local level
 - Concern over the wide range of figures for employment and therefore housing growth
 - Uncertainty over which scenario is the most likely, and assumption Gatwick's air traffic model will continue as now
 - Inconsistency in methodology with Heathrow.

- Need for assessment of impact on economic prosperity of Gatwick area if new runway capacity is located at Heathrow
- Suggested increase in apprenticeships, for local residents.
- Correct discrepancy in skill level data
- Incorrect assumption that all housing growth will be required by 2030, when air traffic growth and therefore jobs peak at 2050
- Lack of recognition of land supply and availability constraints, and existing unmet needs in the area
- Need for certainty over need for safeguarding
- Unrealistic assumption that housing growth will be spread equally over 14 authorities
- Inaccuracy of unemployment rate
- Questionable conclusions over increasing density and use of brownfield land
- Questionable conclusions on housing affordability
- Insufficient recognition of infrastructure requirements to support housing growth
- Need for an appropriate mechanism to secure contributions and infrastructure delivery.
- Involvement by the Council on the allocation of the various pledges made by GAL.

Surface Access

- 5.21 GAL were required to submit a surface access strategy as part of their submission detailing all the surface access requirements for a two runway airport. This detailed surface access schemes that are already committed or planned to address issues associated with the future planned growth of the airport and wider area and would also meet the needs of a two runway airport. The strategy also proposed a number of surface access proposals which are specifically required as a result of a second runway. These mainly involve the direct access arrangements to the terminals in the vicinity of the airport or roads that need to be re-routed as a result of the proposals.

Rail

- 5.22 The assessments and modelling carried out by both the Airports Commission and GAL both conclude that sufficient rail capacity is expected to be available to accommodate passengers from a two runway airport. It should be noted that rail passengers associated with the airport only represent around 2% of total rail passengers and therefore many of the issues are associated with background growth. The Thameslink scheme which is due to be completed in 2018 will improve capacity by increasing the number of carriages on trains which together with improvements to junctions and other bottle necks on the rail network will remove some capacity constraints on the Brighton Mainline. It should be noted that a number of these improvements whilst within the rail industry's future plans do not yet have committed funding. The analysis also suggests that by the 2040's additional investment is likely to be required to increase capacity due to background growth.
- 5.23 The importance of implementing the wider rail capacity improvements needs to be highlighted to all the appropriate organisations and bodies involved in assessing and funding schemes. Not only would the capacity improvements be of benefit to the wider area, but access by rail forms an important part of the strategy of increasing the number of passengers accessing the airport by public transport. The Airports Commission consultants considered the target of 60% of passengers using public transport as being realistic.

- 5.24 Most of the assessment is concentrated on the issues associated with the Brighton Mainline which is where most of the capacity constraints occur. East-west links are also important and there should be further consideration of the needs and/or potential of the Arun Valley and North Downs lines which could add resilience to the network when there are closures or problems on the main line.
- 5.25 Improvements to the concourse at Gatwick Rail Station which are already being planned will improve the capacity of the station facilities. However, the reports highlight that further assessment is required as to whether additional improvements are needed to cater for the increased throughput of passengers.

Strategic Roads

- 5.26 The modelling undertaken by the Airports Commission forecast that there would be up to 1,000 additional car trips to the airport in peak hours. As with the rail network it is highlighted that background growth is so significant that the new runway has very limited impact. The analysis carried out by the Airports Commission confirmed that if committed schemes are implemented particularly the introduction of a smart motorway between junctions 8 and 10 of the M23 then no links on the road network would require capacity improvements as a result of the second runway in 2030. Therefore it was concluded that second runway related traffic does not significantly affect the needs of other strategic road users. Again, it is important that the smart motorway schemes for which GAL will not be directly responsible are implemented.
- 5.27 The Airports Commission highlight that the congestion experienced on southern sections of M25 is a concern to all short listed options although not directly related to the provision of an additional runway at either Gatwick or Heathrow. It is therefore important that this wider issue is addressed by the government. Another wider strategic road issues is the reliance on the M23 as a single strategic highway link to the airport. Consideration should be given to enhancing other strategic road links such as the A24 which could provide an alternative in the event of accidents on the M23 which could lead to its closure.

Local Roads

- 5.28 GAL list a number of schemes in the vicinity of the airport which are required to facilitate access to the airport and its new terminals. These schemes include :-
- Junction 9 flyover for south bound slip
 - Airport way widening
 - A23 re-alignment
 - Re-provision of Balcombe Road
 - New terminal accesses
 - Improvements to Longbridge roundabout

The importance of continuing to serve local traffic and through traffic is also highlighted. However, GAL does not consider on the local roads to the west of the airport.

- 5.29 The Commission conclude that the proposed local road network in GAL submission would provide sufficient link capacity to accommodate forecast flows. However, the report also acknowledges that more detailed modelling is required to assess impact of forecast flows at junctions. It is considered that this assessment of junctions is vitally important to the operation of the network in the local area. Furthermore, the analysis seems to have been limited to roads immediately in the vicinity of the airport at the eastern end of its boundary and has not considered the impact of traffic around the west of the airport and in the wider local area which will be particularly

affected by additional employees accessing the airport. It is noted that some existing roads around the western end of the airport will be closed but the potential impact of this on the local road network is not mentioned. The impact of traffic generated by any additional housing also needs to be taken into account. Although, GAL acknowledge the potential for a western relief road around Crawley and that its proposals allow for its construction there is no acknowledgement of this issue nor potential funding by the Commission. It is felt that more detailed consideration should be made of this issue particularly given that there could be additional housing development in the wider area as a result of a second runway.

5.30 In their submission GAL propose the establishment of a £10 million Local Highway Fund to help fund local highway improvements. The Airports Commission have not commented on whether the size of this fund is appropriate to deal with the impact on local roads. It is felt that, given the cost of road and junction improvements, this fund shared amongst local authorities immediately surrounding the airport would fund very limited improvements.

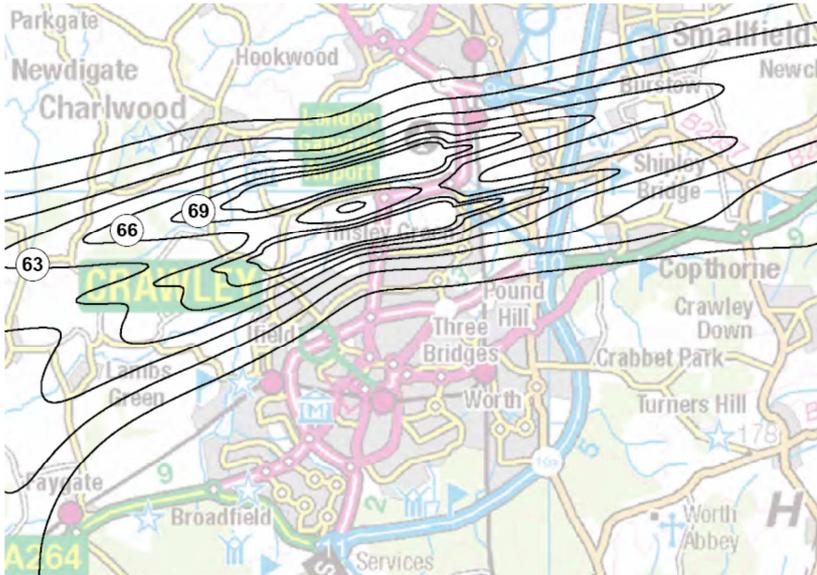
5.31 Summary of proposed surface access issues to be detailed in technical response:-

- Importance of guaranteed funding and implementation of planned and proposed rail and road schemes
- Examining the potential for improving alternatives to the M23 and Brighton Mainline as a means of improving access and providing more resilience if there are problems on the main strategic routes
- Need to assess the impact on junctions and the wider local highway network including around the western side of the airport such as the links between Crawley and Charwood
- Size of the Local Highway Fund should be increased from £10 million to around £30 million
- Need for further assessment of carbon emissions from road traffic
- Impact of increased traffic on on-street parking

Air Noise

5.32 The Airports Commission have used a number of different measurements to assess the impact of a second runway on aircraft noise. Different measurements reflect different aspects of the nature of aircraft noise. These include looking at the maximum level of noise for each event, the number of events and average noise over a period of time. The Commission then assessed these measurements, in three different scenarios for the years 2030 and 2050. The scenarios included the airport remaining with a single runway, a slow growth forecast with two runways and a high end forecast with two runways. The methodology used and the findings are similar to GAL's own assessment which is comparable to the Airports Commission fastest growth scenario. However, there has been no assessment of road traffic noise.

5.33 Whichever measurement is used sees the air contours moving further south into the northern parts of Crawley. For example, using the daytime LAeq 57 dB contour line, which is recognised as being the onset of serious community annoyance then with a second runway this would now affect northern parts of Ifield, Langley Green and Forgewood.

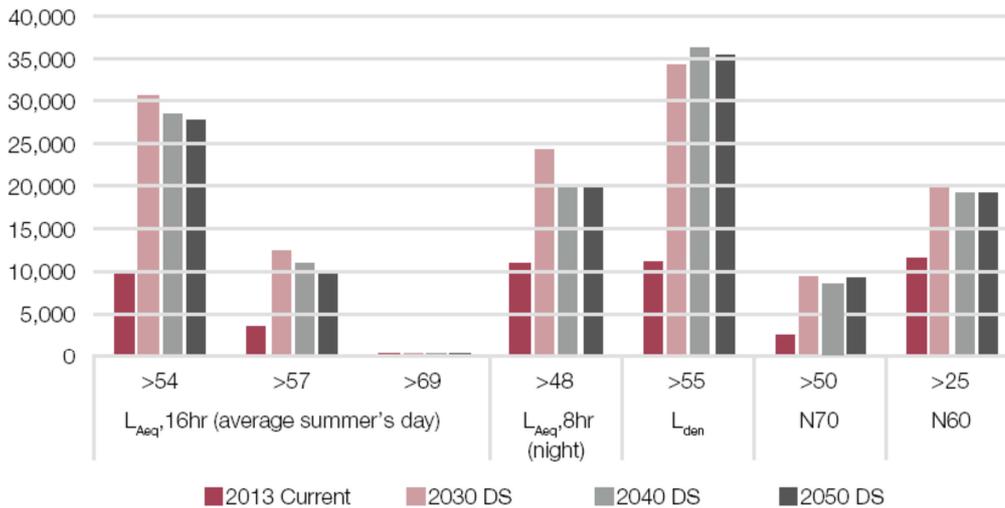


The contours increase in 3dB steps starting with the outer being 54dB.

5.34 The 24-hr L_{den} metric which reflects the impact of night flights shows an increased number of people affected probably as a result of early morning departures between 6am and 7am. This is outside the Night Quota Period (23:30 to 06:00) when the type and numbers of aircraft are restricted by the DfT. It is predicted that most of Langley Green and Ifield will be affected by between 25 and 50 events over 60dB L_{Amax} per night. The 60dB L_{Amax} is the metric which indicates the level where some people may start having their sleep disturbed by a single noise event.

5.35 The following table shows the change in the number of people experiencing particular levels of aircraft noise in the high end growth scenario which is at its peak in 2030.

Gatwick Airport Second Runway, current day scenario versus do something in 2030, 2040 and 2050, high end forecast (low cost is king, carbon-traded)



5.36 The effects of air noise can be mitigated against with sound insulation using double glazing and loft insulation. GAL's noise insulation scheme helps meet costs of up to £3,000 with houses within the 60dB contour eligible for this scheme. However, consideration could be given to expanding the scheme to the 54dB contour. GAL are also proposing a council tax initiative to which existing residents within the new 57dB contour for a second runway would receive an annual payment of £1,000 towards

their council tax. GAL have also suggested that the northern runway could be used for night flights, which is the most harmful of noise.

- 5.37 There is a noise bund in the south west corner, close to the properties in the North West corner of Crawley. This is to help reduce noise from the 'start of roll' when departing to the east. Further analysis will be undertaken to assess the effectiveness of extending the bund further east and north. Also an assessment of the effectiveness of the noise wall in the South East corner of the airport to protect some of the businesses in Manor Royal and any residential buildings that have been converted from offices under permitted development.
- 5.38 Summary of proposed air noise issues to be detailed in technical response:-
- No assessment of traffic noise, especially the re-routed A23.
 - Need to consider with the local authorities the expansion and guaranteed funding of the noise insulation and compensation schemes to a wider area,
 - Importance of minimising impact using runway alternation and use of northern runway for night flights and further restrictions on the night period (23:00 to 07:00).
 - Acoustic assessment of noise barriers/bunds.
 - Noise insulation for commercial premises in Manor Royal.

Air Quality

- 5.39 The assessment of air quality undertaken by the Airports Commission is quite limited and involves emissions forecasting rather than dispersion modelling. Dispersion modelling enables the impact on areas more local to the airport to be identified. GAL did undertake its own dispersion modelling and concluded that it was unlikely to breach existing EU limits in the Crawley area. However, this work has not been independently assessed by the Airports Commission. The Airports Commission do acknowledge the need to undertake dispersion modelling and refer to it being undertaken at a later date, although no timetable is given for this work. Based on their existing assessment the Commission consider the impact on air quality of a second runway at Gatwick to be adverse although with further mitigation it is considered that there is the potential for this effect to be neutral.
- 5.40 Overall, air quality will worsen in some Crawley locations as a result of the second runway as it would be located closer to the northern edge of Crawley than the existing runway. It is important that the way in which a second runway would operate in terms of taxiing and use of auxiliary power units helps to minimise the effect on air quality. Further improvements in aircraft and road vehicle engine technologies would also help mitigate the impact on air quality.
- 5.41 Summary of proposed on air quality issues to be detailed in technical response:-
- Importance of undertaking dispersion modelling to fully assess the impact on areas close to the airport.
 - Need to mitigate the impact on air quality through appropriate mitigate measures
 - Further examination of the uses located close to air quality hot spots such as schools which could be affected by worsening air quality.
 - Impact of increased road traffic as a result of the runway

Place and Community

- 5.42 The Airports Commission assessment highlights that for a second runway at Gatwick almost 300 hectares is required which is mostly low grade agricultural land. The construction of a second runway would involve the loss of 168 residential properties with an additional 37 properties potentially being lost as a result of the construction

of new roads. GAL propose financial compensation for owners of the properties of 25% above market value which is above the statutory requirement in such cases.

- 5.43 It is calculated that 67 hectares of employment land would be lost. GAL have stated that they would work with businesses to relocate them to alternative premises. No significant details of the number of businesses or the amount of floorspace that is lost is provided by the Airports Commission. There is also not any analysis of the feasibility of GAL's proposals to relocate businesses to an area within the eastern end of the airport boundary as suggested in their submission. The relocation of businesses also needs to be considered alongside the additional demand for employment floorspace which may arise following the construction of a second runway. The Council will continue to work with GAL and the business community to help business relocate if necessary.
- 5.44 A number of other uses would also be affected including Crawley Rugby Club, Outreach Three Way, several pre-schools and places of worship. It is agreed that alternative premises and/or sites will be required for these premises although no further details or assessment of availability of alternative sites are currently given. However, it is important that these facilities are provided in the local area so that those most affected by the loss can benefit from the new facilities. Although the direct impact on Cherry Lane Playing Fields is limited, it will be adjacent to the airport boundary should a second runway be built. Other than reference to the visual impact (see below) there is very little reference to the impact on this area. The possibility of enhancing the facilities here by means of compensation for significant changes to its setting should be considered. The Council would be keen to work with GAL and these groups to help them relocate.
- 5.45 The Airports Commission acknowledge that there are twenty listed buildings within the land take area for a second runway which are at risk from whole or partial removal. There are also a number of graves located within the grounds of St Michaels that need to be relocated. Although there is reference to the issue of relocating buildings, there is no assessment of the possibility of this taking place. It could be the case that the focus should be on relocating the 6 Grade II * listed buildings that are in the safeguarded area. These include Hyders Hall (Gatwick Manor), Rowley Farmhouse, Charlwood Park Farmhouse, Charlwood House, St Michael and All Angels and The Beehive. Ifield Conservation Area whilst not in the area required for a second runway is recognised as being close to the new airport boundary. There is no reference to an assessment of the impact of locally listed buildings although there are seven within the safeguarded area.
- 5.46 The visual impact on northern fringes of Langley Green and Ifield, including Cherry Lane Playing Fields is highlighted by the Airports Commission, although with vegetation screening the report considers this impact to be negligible. The network of paths across what is currently the safeguarded area would be affected by the construction of a second runway. In particular the current "circular" route around the town appears severed north east of Manor Royal where A23 runs alongside airport boundary. It is important that the public right of way network around northern /eastern edge of Crawley is recreated. Although there is some reference to re-provision of paths, it is felt that more attention needs to be given to the continuity of paths and the links they provide other areas.
- 5.47 Summary of proposed place and community issues to be detailed in technical response:-
- Need to ensure that relocation of facilities or new facilities/areas which are being provided to mitigate the impact of a second runway are provided in the area local to those most affected by the loss of the original facilities or features.

- Involvement of the local authority in the relocation of facilities and features.
- Further assessment required of how businesses whose premises will be lost as a result of second runway would be relocated locally.
- Further assessment of the availability of alternative sites for uses such as Crawley Rugby Club that need to be relocated
- Further assessment of the potential of relocating some of the listed buildings which could be lost as a result of a second runway.
- Importance of vegetation screening to areas of Langley Green and Ifield
- Enhancing Cherry Lane Playing Fields
- Recreating the continuity of paths and rights of way

Bio-Diversity

- 5.48 The Airports Commission identify that a significant proportion of Willoughby Fields Local Nature Reserve and Rowley Wood Site of Nature Conservation Importance would be lost. The total amount of woodland lost is 75.5 hectares which includes 14.2 hectares of ancient woodland along with 50km of hedgerows. The Airports Commission differ from GAL in their conclusion on the amount of new habitat areas which should be created by means of compensating for the loss of the above areas. The Commission's figure is 283.7 hectares of new habitat compared to GAL's 142 hectares. This is in part due to the Airports Commission proposing that Ancient Woodland should be replanted on the basis of five new trees for every tree lost compared to GAL's proposed 3:1 ratio. Although there is some reference to the issue of where these new areas would be re-established, there is no detailed assessment of the feasibility of this level of habitat creation and its future management. Furthermore, it is important that those most affected by the loss of access to the existing areas of habitat are able to access and therefore benefit from the new areas.
- 5.49 Summary of proposed biodiversity issues to be detailed in technical response:-
- Feasibility, location and management of new habitat areas as locally as possible.
 - Need for assessment of loss of carbon sink due to woodland loss
 - Support for the 5 : 1 ratio for tree replacement for ancient woodland

Water and Flood Risk

- 5.50 The water company that supply Gatwick have confirmed that the forecasted increase in demand at Gatwick Airport predicted in GAL's submission can be met by the existing, and forecast surplus in the water supply zone, although this is reliant on a reduction of water consumption per passenger which the Commission consider feasible. The construction of a second runway would lead to substantial modifications to the River Mole and Crawters Brook. This could lead to some benefits to bio-diversity from the re-naturalisation of the currently culverted section of the River Mole but the effect on water quality needs to be assessed further if designs progress.
- 5.51 It is recognised that the baseline likelihood of surface water flooding at Gatwick is substantive and with the proposed changes to the rivers, the potential impact of fluvial flooding downstream needs to be carefully considered. However, the Airports Commission acknowledge that GAL has reflected this in their submission. Overall the Airports Commission is in broad agreement with the GAL's assessment of flood risk and that the effect could be mitigated with the on-going mitigation suggested by GAL. GAL highlight in their submission that they were undertaking further hydraulic modelling work to further the Ifield reservoir element of the Upper Mole Floor Alleviation Scheme although their flood risk modelling for the second runway does not assume that this scheme would be in place. Therefore if it is constructed, there

would be a further beneficial reduction in flood risk both in the Ifield area and at Gatwick. GAL have stated that they accepted the recommendation of the McMillan report carried out following the December 2013 flooding at the airport that consideration should be given to bringing the scheme forward with a contribution from Gatwick.

- 5.52 With regards to wastewater, there has been limited assessment of the issue by the Airports Commission. GAL state in their submission that Thames Water have confirmed capacity upgrades at Crawley sewage treatment works would be required to serve a new terminal and that these could be provided subject to funding. It is important that any future assessment of capacity at the sewage treatment works takes into account existing planned development in Crawley as well as any future demand arising from additional housing in the area that takes place as a result of a second runway.
- 5.53 Summary of proposed water and flood risk issues to be detailed in technical response:-
- Importance of reducing water consumption per passenger to help manage water stress in the surrounding water supply area.
 - Importance of completing the assessment of the Ifield reservoir
 - Requiring further assessment of flood risk and mitigation measures to be undertaken if the scheme progresses to a more detailed design phase.
 - Ensuring any required flood mitigation for both fluvial and surface water flooding are implemented at the appropriate time including the Ifield element of the Upper Mole Flood Alleviation Scheme.
 - Ensuring that the assessment and delivery of capacity at Crawley sewage treatment works takes into account the demand arising from planned and future housing requirements.

Waste

- 5.54 The forecast waste generation by the Commission differs from GAL due to differing opinions on future passenger numbers and when they occur. However, it is acknowledged that waste arising from Gatwick form only a small amount of total waste in the region. It is noted that GAL also propose an energy from waste plant and an anaerobic digestion facility. The Airports Commission note that the consents required for these type of facilities are quite complex and time consuming.

6. Information & Analysis Supporting Recommendation

- 6.1 It is considered vitally important that the Council responds to the Airports Commission's consultation, because there are some key areas where the Commission's Conclusions are not based on accurate information about the local area, for example the constraints on land supply and the existing unmet housing and employment needs in the area, and this is likely to be the last opportunity to provide counter evidence before a recommendation is made to the government. There are also issues the Commission has not assessed, such as the impact on the Gatwick area if a runway is located at Heathrow, and there are numerous additional mitigations and infrastructure requirements to help improve a second runway at Gatwick which the Council would wish to see recommended to the Government. Therefore, the option of not making a response is not felt to be prudent. The impact of a second runway is significant for the whole of Crawley, affecting all wards albeit in different ways. A Members' Seminar has been held to inform all Members about the consultation information, and the issue is to be debated at a special meeting of the Full Council to enable all Members to have the opportunity to consider the response to the Commission.

7. Implications

- 7.1 There are no particular implications in making a response to the Airports Commission. If the Airports Commission recommends to the Government that a second runway should be constructed at Gatwick Airport, and the Government ultimately decides that it should progress, then the Government will prepare a Hybrid Bill, or a National Policy Statement and the Borough Council will be a consultee in this process. As a Nationally Significant Infrastructure Project, the promoter's (GAL's) planning application would be determined by the Planning Inspectorate. The Borough Council would be a consultee and would be expected to prepare a local impact report which may include local consultation. This may, therefore, require additional staff resources and /or external expertise.

8. Background Papers

[Future Growth of Gatwick Airport, Report to Cabinet, CEx/040, 11 September 2013](#)

[Future Growth of Gatwick Airport, Report and Minutes to Full Council, 26 September 2013](#)

[Gatwick Airport Limited May 2014 Submission Documents](#)

[Airports Commission Interim Report, December 2013](#)

[Airports Commission Autumn 2014 Consultation documents](#)

Sallie Lappage
Forward Planning Manager
Sallie.lappage@crawley.gov.uk
01293 438578

Rachel Cordery
Principal Planning Officer
Rachel.cordery@crawley.gov.uk
01293 438498

Appendix A

Table 8: Description of scenarios	
Assessment of need (AoN)	<i>This scenario is consistent with the forecasts underpinning the Commission's Assessment of Need. Future demand is primarily determined by past trends and the central projections published by sources such as the Office for Budgetary Responsibility, OECD and IMF.</i>
Global growth (GG)	<i>This scenario sees higher global growth in demand for air travel in the future. It adopts higher passenger demand from all world regions, coupled with lower operating costs and assumes any actions to manage carbon emissions from aviation are taken at the global level.</i>
Relative decline of Europe (RDE)	<i>This scenario sees higher relative growth of passenger demand in emerging economies in the future compared to the growth in the developed world. It adopts higher passenger demand from newly industrialised and developing countries, a strengthened position of Far and Middle Eastern aviation hubs and airlines, and assumes any actions to manage carbon emissions from aviation are taken at the global level.</i>
Low-cost is king (LCK)	<i>This scenario sees the low-cost carriers strengthening their position in the short-haul market and capturing a substantial share of the long-haul market. As with global growth, it also sees higher passenger demand from all world regions, lower operating costs, and assumes any actions to manage carbon emissions from aviation are taken at the global level.</i>
Global fragmentation (GF)	<i>This scenario sees economies close themselves off by adopting more interventionist national policies. As a result, there is a decline in passenger demand from all world regions, coupled with higher operating costs and no global carbon agreement is reached, leading to UK introducing unilateral measures on carbon emissions from aviation.</i>