

# Development at Gatwick Airport

## Supplementary Planning Document

### November 2008



## **SPD – DEVELOPMENT AT GATWICK AIRPORT TO 2015**

### **Introduction – Purpose of Document**

1. Gatwick Airport is one of the most important developments within the Borough. Its influence and impact extends far beyond the Borough boundary into the Gatwick/Crawley sub-region in terms of its environmental, social and economic impacts. The importance of the airport is recognised in the prominence given to airport issues in the Adopted Crawley Borough Local Development Framework Core Strategy 2007 (LDF CS 2007) which sets out the strategic spatial vision, objectives and policies for the Borough upto 2016 and beyond.
2. This Supplementary Planning Document (SPD) provides additional detail on the way in which the Council will implement the LDF CS 2007 policies in dealing with planning applications, consultations and other planning matters at Gatwick Airport. The SPD relates to Core Strategy Policy G1 aimed at supporting the development of the airport as a single runway, twin terminal operation subject to satisfactory environmental safeguards being in place.
3. The airport has recently had in 2008 an annual passenger throughput in excess of 35 million passenger per annum. Over 25,000 people are employed directly on the airport, with another 13,000 either directly or indirectly employed off airport. This SPD takes account of the proposals of the airport operator, Gatwick Airport Limited (GAL), for growth at the airport as a single runway operation up to 2015 when the Interim Master Plan forecasts a throughput of 40 million passengers per annum (mppa). It should however be noted that more recent forecasts by GAL indicate that the figure of 40mppa will not be reached until 2018.
4. In particular it gives guidance on the Council's approach to the Gatwick Airport Interim Master Plan (IMP), October 2006 and GAL's subsequent legal obligations and other commitments towards mitigating against the adverse impacts arising from the growth of business at the airport up to 2015. The SPD will therefore take account of growth at the airport based on the projected 40 mppa in 2015. It is also reflects the content of the 2008 Legal Agreement between GAL, West Sussex County Council and the Borough Council.
5. However, it is acknowledged that the theoretical capacity of the single runway operation has been assessed at 45 mppa by GAL in the Interim Master Plan. Should any proposals come forward which may exceed the 40 mppa capacity set out in the IMP, the Council will need to consider reviewing the SPD. This may require additional environmental assessments of the impact resulting from the 40 mppa capacity being exceeded.

### Objectives of SPD

6. The Council, working with the surrounding District and County Councils', has produced this SPD to reflect:
  - BAA Gatwick's aspirations for the future development of the airport;
  - the commitments and obligations in the legal agreement made by GAL to mitigate against adverse impacts;
  - the concerns and priorities for action in the local community.
7. This document provides the key guidance for the determination of major planning applications at the airport. This SPD has been drafted on the basis that the Borough Council would in principle support the development of the airport to accommodate the necessary uses to support a potential passenger throughput of 40 million passengers per annum by 2015, subject to satisfactorily performing against the various targets, commitments and agreed action plans put forward by GAL.
8. Any major development proposals which potentially could give rise to exceeding the forecast 40 mppa, will either require a separate environmental assessment of the additional environmental impacts arising or a revision of GAL's Master Plan/commitments and / or this SPD. This would apply to proposals relating to the capacity of the single runway and /or the two terminals.
9. It is accepted that there may be circumstances in which GAL actions in respect of their obligations and commitments do not achieve the anticipated outcomes. In these circumstances, the Council would expect GAL to establish new commitments or actions which attempt to bring the airport back on track in terms of its environmental performance.
10. The previous commitments and associated legal agreement has led to further joint working between GAL and the surrounding Local Authorities to gain a better understanding of airport operations and the impact on the surrounding community. Additionally, over the past seven years, the Government has issued new guidance and study work which has further informed the approach being put forward by GAL and their engagement with the surrounding Local Authorities. The Borough Council will build upon this foundation and continue to work with GAL and the other Councils on matters relating to the airport.

### Policy Framework

11. In July 2000 GAL published the Gatwick Airport Sustainable Development Strategy (SDS). This strategy set out GAL's aspirations for development at the airport with a view to reaching 40 mppa by March 2009. It included a range of commitments with the aim of limiting adverse impacts of the airport's operation within the surrounding local community and area, and to maximise the economic and social benefits arising for the local community.
12. Supplementary Planning Guidance (SPG) was produced in 2001 by the Borough Council as the Local Planning Authority, setting out its views on GAL's approach as the airport operator and their proposals for new development required to support the expansion of the airport to 40 million passengers per annum. A legal agreement was signed in 2001 by GAL, West Sussex County Council (Strategic Planning Authority and Highway Authority) and Crawley Borough Council (Local Planning Authority) to accompany the SDS and SPG. This Legal Agreement gave further confidence to the surrounding community on the key actions it felt GAL should be required to undertake to bring forward acceptable development and growth at the airport. The two signatory local authorities also entered into a memorandum of understanding (MOU) with the other District and County local authorities surrounding Gatwick which sets out how the two Councils will consult and involve the other authorities.
13. Since 2000, there has been much change both in the Aviation sector and in terms of national and local planning and environmental health policy. In accordance with the intentions of the Government's Aviation White Paper, GAL has brought forward a Master Plan for the airport. More recently, GAL and the surrounding local authorities have reviewed the sustainable development commitments. Furthermore the original 2001 legal agreement also required GAL, WSCC and CBC to review the original agreement to extend its life beyond 31 March 2009.
14. As a result negotiations took place between CBC, WSCC and GAL to revise the legal agreement and to extend it to 2015. Likewise the Memorandum of Understanding has been updated to reflect the current situation. This SPD therefore takes into account the new commitments and legal agreement as well as the latest national and local policy framework, the main elements of which are summarised below.

## Development at Gatwick Airport SPD

### Aviation White Paper, The Future of Air Transport, December 2003

15. The White Paper published in December 2003 sets out a strategic framework for the development of air capacity in the UK over the next 30 years. The first priority of the AWP is to make the best possible use of the existing runways at major south east airports, including Gatwick Airport. The document also stated that there was a strong case on its merits for a wide-spaced second runway at Gatwick after 2019 although it was not proposed to take action to overturn the 1979 planning agreement between WSCC and BAA that prevented construction of a second runway at Gatwick before 2019. However, the White Paper stated that land should be safeguarded for a second runway, in case it becomes clear in due course that the conditions attached to the governments support for the construction of a third Heathrow runway cannot be met.

### The South East Plan

16. The Draft South East Plan and proposed modifications published in July 2008 supports the development of Gatwick Airport. It states that priority should also be given in Surface Access Strategies for the airport to achieve a reduction in the environmental impact of surface access and a higher modal share in favour of public transport.

### West Sussex Structure Plan 2001-2016

17. The saved West Sussex Structure Plan *contains saved* Policy NE19. This policy states that development including car parking within the airport boundary which will enable Gatwick to operate as a single runway two terminal airport should be permitted subject to environmental safeguards and provided it is necessary for the airports operation as a transport interchange.

### Gatwick Airport Interim Master Plan, October 2006

18. GAL published an Interim Master Plan (IMP) for the airport in 2006 which included amongst its aims the purpose of looking forward to 2015 to explain the implications of maximising the use of the single runway to enable Gatwick's airlines and the airport to both grow and flourish. The IMP anticipated the following scale of operation in 2015:-

	2005 actual	2015 forecast
Aircraft movements	261,274	282,000
Passengers	32.7 mppa	40.0 mppa
Cargo tonnage	222,795	330,000

19. There has been a substantial reduction in cargo tonnage since 2005, with some decline in passenger numbers also becoming evident in the second half of 2008. GAL regularly reviews its forecasts, and does not now expect annual passenger numbers to reach 40 mppa before 2018.
20. The IMP does not envisage the need for Gatwick Airport to develop land beyond the current Airport boundary as defined on the Crawley Borough LDF Core Strategy 2007 Proposals Map.

## Development at Gatwick Airport SPD

21. The IMP consideration of existing and future airport development focuses on eight land use categories as listed below:
  - The airfield
  - Passenger terminals
  - Aircraft aprons and terminal piers
  - Cargo handling
  - Aircraft maintenance
  - Ancillary activities such as offices and hotels
  - Surface access facilities
  - Strategic Landscaping
  
22. The IMP stated that the most significant changes anticipated by GAL at the airport by 2015 included:
  - Modifications affecting some aprons and piers, if and when the new A380 aircraft begins regular operations at the airport
  - Alterations to the terminals to suit airline and passenger needs, with annual capacities for each terminal of around 20mppa by 2015
  - An increase in the number of pier-served stands, potentially achieved by extending pier 6
  - A reduction in the size of the southern aircraft maintenance area, to begin a process of focussing the activity in a zone north of the runway
  - Some increase in car parking and ancillary activities at the airport, primarily in the north west zone and on surplus land in the southern maintenance area
  
23. GAL also published a Surface Access Strategy in October 2007. This strategy sets out a series of key objectives and targets for modal shift and traffic management. It is intended that GAL will work with key transport stakeholders to deliver the objectives of the strategy through the Gatwick Airport Transport Forum. It is intended that a number of transport-related surface access action plans will be produced containing a series of transport related initiatives to tackle important issues e.g. managing 'kiss and fly', enhancing cycle links to the airport etc.
  
24. Accompanying the IMP, GAL finalised in December 2007 a set of 50 environmental and other commitments that GAL will undertake during the Master Plan period to 2015 primarily to manage or mitigate adverse consequences of Gatwick Airports operation. These updated the commitments made by GAL in July 2000 to support the Gatwick Airport Sustainable Development Strategy. These revised commitments by GAL support the obligations relating to the environmental impact of the airport which are contained in the revised Legal Agreement signed by GAL, CBC and WSCC in December 2008. Appendix 4 contains a summary of the obligations contained in the legal agreement. There has been some amendment to the commitments following the completion of the Legal Agreement.
  
25. The obligations and commitments are subject to annual monitoring and to reviews of performance by an independent environmental consultant. Covering the period until the end of 2015, they are linked to a series of topic based objectives and to the production of six action plans.

## Development at Gatwick Airport SPD

- Air Quality
- Noise
- Water Quality and Drainage
- Waste Management
- Utility management
- Surface access

### BAA Capital Investment Programme

26. Over the next 5 years BAA's capital investment programme highlights that over £874 million will be invested at Gatwick airport. The Civil Aviation Authority in agreeing GAL's investment proposals agreed that substantial expenditure is needed to improve conditions for passengers including security processing and through the expansion or refurbishment of terminals and piers. The CAA has also set out a number of measures to help ensure the timely delivery of investment projects which are of a particularly high priority for airline users.

Key projects in the next 5 years include :

- Extension to North Terminal
- Replacing the inter terminal transit system
- Provision of additional aircraft stands
- Provision of pier service to additional stands
- Replacing the South Terminals life expired baggage system
- Continuing the programme of asset replacement and refurbishment including the South Terminal check in area

## Planning Policy Approach

27. The Core Strategy which considers development of the town up until 2016 expects Gatwick Airport, with its national and international communications, will expand its operations as a single runway, two terminal airport. Policy G1 states:

**G1 Within the airport boundary as set out on the proposals map, the Council will support the development of facilities which contribute to the safe and efficient operation of the airport as a single runway, two terminal airport subject to satisfactory environmental safeguards being in place. In assessing whether or not particular uses are appropriate within the airport the Council will have regard to the advice in PPG13 (Annex B)**

28. The following paragraphs will provide guidance on the interpretation of the above policy, specifically in relation to the acceptable uses and development at the airport and the environmental mitigation measures the surrounding community would expect to accompany such growth.

### Appropriate Development and Uses

29. As an airport operator GAL have permitted development rights to carry out some forms of development in connection with the provision of services and facilities at the airport. GAL however is required to consult with the Council before carrying out the development. Part 18 of the General Permitted Development Order 1995 (as amended) describes what constitutes permitted development by an airport operator which can include buildings, structures or equipment up to a stated height and size. In responding to consultations from GAL on development proposals the Borough Council will consider the proposed use to ensure that the development is in connection with the provision of services and facilities at the airport.
30. Development other than permitted development will require the submission of a planning application to be determined by the Borough Council as local planning authority. In determining planning applications the Borough Council will need to consider whether the proposal contributes to the safe and efficient operation of the airport as outlined in Policy G1. Policy G1 refers to PPG13 Annex B (See Appendix 3) in providing a list of appropriate uses within the airport boundary as defined on the LDF Proposals Map. These uses are considered appropriate in terms of contributing to the safe and efficient operation of the airport.
31. Permission was granted in October 2008 for the construction of new shoulder development on the main runway which enables the large Airbus A380 aircraft to be diverted to Gatwick from other airports e.g. if runways are closed at Heathrow. If A380's were ever to use Gatwick on a regular basis other modifications to airport facilities such as changes to aprons and piers are likely to be necessary and would require a planning application or consultation. In assessing the implications of A380's regularly using the airport, the Council will need to receive evidence explaining the effect it will have on:

## Development at Gatwick Airport SPD

- overall projected capacity at the airport and
- whether such development could give rise to increases in capacity beyond the 40mppa projected in the IMP; and
- whether this has any consequential additional environmental impacts.

**The Council considers** in principle that the developments set out in the capital investment programme and IMP which GAL consider necessary to support the operation of the airport to 40mppa, fall within the PPG13 Annex B list. In considering individual proposals, the Council will review the specific content of the development to ensure the uses are needed for the safe and efficient operation of the airport.

**The Council would not** generally wish to see development or changes of use at the airport for commercial purposes which do not contribute to the safe and efficient operation of the airport. Only in specific circumstances, either in terms of scale or temporary nature would such uses be considered acceptable e.g. the temporary let of small scale office accommodation where no alternative airport related use can be accommodated.

### Environmental Safeguards

32. The Core Strategy acknowledges that a number of new developments will be needed to cater for the increased growth in business and to adapt to new trends in the aviation sector. In determining planning applications the Council recognises the need to assess growth at the airport in terms of sustainable development in balancing the economic and social objectives associated with the growth of the airport alongside any potential environmental effects.
33. As stated in Policy G1 and expanded upon in the preceding paragraphs the development of facilities will be supported as long as it contributes to the safe and efficient operation of the airport as a single runway, two terminal airport. In addition Policy G1 states that such development is only supported if satisfactory environmental safeguards are in place.
34. Significant development proposals may require an Environmental Impact Assessment under the Town and Country Planning Environmental Impact Regulations 1999. An EIA will examine in detail any major environmental impacts of a proposal and any mitigation measures which may be required to mitigate the impact of a development. EIA's should also take into account the issues summarised in the following paragraphs.

**The Council will** take into account the content of EIAs in determining planning applications for such developments.

## Development at Gatwick Airport SPD

**The Council will** in determining planning applications which are not required to be accompanied by an EIA, consider whether there are satisfactory environmental safeguards. In doing so, the Borough Council will have regard to the content of GAL's commitments, action plans and obligations in the legal agreement.

35. A summary of the main environmental issues with regard to Gatwick Airport and the content of the commitments, action plans and obligations is provided in the following paragraphs. The main topic areas of concern are as follows:

- Climate change
- Community / economy
- Land use / development / bio-diversity
- Air quality
- Noise
- Water management
- Utility management
- Waste management
- Surface access

36. Given that this SPD is designed to deal with development of the airport solely within the airport boundary, the environmental safeguards that would be expected to be put in place relate wholly or substantially to areas within the control of GAL as the airport operator or where a desired third party outcome is one over which GAL have a reasonable degree of influence. In considering the impacts of growth of business at the airport, it should be noted that there are impacts arising from the general growth of the airport e.g. air quality, air noise, and surface access and those impacts which are determined by the layout and design of new development e.g. ground noise and visual impacts. Furthermore, it is recognised that some of these impacts are felt in areas outside the airport and borough.

**Overall, the Council considers** that in principle, the commitments, legal obligations and action plans, if implemented, provide an appropriate framework within which to judge whether the necessary environmental safeguards are in place to satisfy the requirements of Policy G1. In considering individual proposals, the Council will review the specific content of the development to ensure that the safeguards contained in these documents are appropriate.

### Climate Change issues

37. Climate change is becoming an ever increasing concern. Emissions arising from aircraft flights are primarily a national/international issue for which the Government is responsible. The importance of the issue is identified in the Sustainable Aviation Strategy endorsed by many organisations in the airline industry. However, there are operations at the airport where there will be opportunities to mitigate against carbon emissions and to enable adaptation to minimise impacts on the surrounding community in the medium to long term.

## Development at Gatwick Airport SPD

38. The Borough Council is taking a responsible approach to dealing with climate change issues. It anticipates continued engagement with GAL and the airport community to consider what role Gatwick Airport can play in contributing to reducing potential emissions and impacts on climate change and enabling the airport to adapt to changing environmental conditions without directly impacting on the surrounding area. These could include promoting the highest standards of resource and energy efficiency in new developments.

**The Council welcomes** the commitment of GAL to publish a report on 'Gatwick Airport and Climate Change' by the end of June 2009 as required by the Legal Agreement. The Borough Council supports the obligation in the Legal Agreement which also requires GAL to engage in on-going discussions relating to climate change and to produce an updated report not less frequently than every three years. The Borough Council would anticipate through this process that GAL will identify a set of measures and targets which demonstrate GAL's commitment to addressing climate change issues at the local level.

### **General Community and Economic Impacts**

39. Since the signing of the 2001 legal agreement GAL have contributed towards a Gatwick Airport Community Trust and its administration. This fund was set up by GAL in recognition that not every environmental or other impact can be fully addressed through the environmental measures proposed. The Trust acts as an independent body able to allocate resources to projects that contribute to reducing or compensating for such adverse impacts. The revised legal agreement continues GAL's support for the Trust until 2015.
40. The IMP anticipates direct on-airport employment to increase from 24,628 in 2003 to 27,300 in 2015 and total Gatwick related employment to increase to 41,850. GAL have committed to producing an Airport Employment Strategy by the end of 2008 aimed at harnessing joint approaches to recruitment, skills development and maximising links with education agencies. The proposed 'intelligence' GAL intends to gather and make available to the local community will also be a valuable resource to understand the current and future role of Gatwick Airport in supporting the local economy. Whilst the importance of the airport to the local economy is recognised, it should be noted that the Borough Council's Core Strategy also includes amongst its objectives the need to support the development of a diverse economic base to minimise dependency on the airport.

## Development at Gatwick Airport SPD

**The Council considers** that GAL and the airport community have a major role to play in developing key inter-relationships between the operations of a strong viable international airport and maintaining a healthy and strong local and regional economy and supports the commitment to produce an Airport Employment Strategy.

The Council would wish to ensure that GAL maintain their current links with their Gatwick Diamond partners and key business forums with a view to influencing the way in which the operation of the airport could provide significant added value to the business community e.g. influencing and establishing networks with airlines to establish flight routes which develop local business opportunities in the emerging global economy.

### Land use, development and biodiversity

#### Design and visual impact

41. The Borough Council also supports GAL's intention to ensure that all new development is brought forward on the basis of attending to the adverse visual impacts of development in terms of urban design, landscaping and its relationship to its surroundings. The existing buildings and landscaping reflect the scale and function needed to serve an airport. In bringing forward development proposals particular attention should be paid to the potential visual impact to the north and north-west of the airport on the open Green Belt countryside to the north.

**The Council considers** that all development proposals at the airport should be of a high quality design with the scale, design and layout of new buildings and landscape features complementing the existing features and built form. All major applications should be accompanied by a Design and Access Statement.

42. In the past the Council has worked on a two for one replacement of trees as a consequence of new development.

**The Council considers** that a two for one replacement of trees should be retained as the basis upon which GAL can argue a case for a less onerous provision where it can be clearly demonstrated that a lower provision would be beneficial for the overall visual amenity of the development and its impact on the surrounding area.

43. Within the current airport boundary there are three listed buildings and two known Archaeological Sensitive Areas. The IMP land use proposals for a single runway airport in 2015 do not envisage the loss of these buildings.

## Development at Gatwick Airport SPD

**The Council considers** that any proposals relating to the use of historic buildings should retain and be in keeping with their character. With regards the potential for archaeological finds, any proposals for the development of undisturbed land within the airport boundary should be the subject of an archaeological assessment if it is on or near known sensitive areas.

### Bio-diversity

44. The airport is set in a predominantly countryside location and includes many important landscape features such as hedgerows, woodland and water courses which provide the opportunity for increasing bio-diversity. GAL have developed bio-diversity enhancement and action plans for key areas around the airport. Developments and uses at the airport should where possible enhance bio-diversity. In their commitments, GAL have committed themselves to maintain, implement and monitor action plans for:
- On-airport water courses – the River Mole, Mans Brook and Crawters Brook working closely with the environment agency
  - Land to the east of the railway in GAL ownership
  - Brockley Wood.
45. The work carried out by GAL with regard to the River Mole diversion has been acknowledged as 'best practice' and its ongoing maintenance and management is of the highest standard.

**The Council believes** GAL is acting as a responsible landowner with regards to biodiversity. The Borough Council supports the continued contribution by GAL jointly with the surrounding Local authorities to supporting the Greenspace Partnership for the Crawley / Horley area.

### **Air Quality**

46. The IMP and commitments recognise that the airport generates significant pollutant emissions primarily from aircraft operations and road vehicles (both landside and airside). Emissions are also generated from other miscellaneous activities such as boiler houses and as a result of construction operations at the airport. Evaluation of the main air pollutants is undertaken every year by each of the surrounding environmental health authorities. Modelling work for the airport emissions is undertaken by GAL to assess the potential levels of pollutants expected with the growth in business at the airport. This modelling is undertaken on a five yearly basis looking five and ten years hence. It is anticipated for the majority of pollutants that there will be no exceedances beyond the national air quality objectives around Gatwick by 2010. The exception is Nitrogen Dioxide where there is a risk of an exceedance in the absence of measures to manage emissions.
47. Due to the prevailing wind direction the airport has an effect on air quality in parts of Horley. An Air Quality Management Action Area (AQMA) for the Horley Gardens estate was designated by Reigate and Banstead Borough Council in April 2002.

## Development at Gatwick Airport SPD

48. An AQMA Action Plan is being developed with the aim of securing improvements to reduce Nitrogen Dioxide emissions to below the National objectives for 2010. However, there is concern in the local community that the current improvements in NO<sub>x</sub> emissions arising from reduced emissions from landside vehicles are likely to be maximised by 2015 and that the predicted increases in aircraft movements at the airport could give rise to potential significant increases in Nitrogen Dioxide levels. As part of its study work regarding Heathrow Airport expansion, the government has been reviewing its air quality forecasting methodology which will inform future modelling at Gatwick Airport. It will therefore be necessary to monitor and undertake further modelling to consider whether there is a likelihood of exceedances at 2015 and beyond, what the trend is likely to be after 2015 and whether further mitigation measures would need to be included in an updated Air Quality Action Plan to ensure no exceedances occur in the future.
49. GAL has produced a series of commitments and is preparing an Air Quality Action Plan. The key actions proposed include:
- Undertaking modelling and emissions inventories
  - Reducing ground level NO<sub>x</sub> emissions from turnaround and ground procedures
  - Reducing APU emissions
  - Maintaining differentials in the charges on aircraft movements to encourage airlines to use quieter and cleaner aircraft types.
  - Implementation of Vehicle Emissions Reduction Strategy
  - Studying the impact of pre conditioned air
50. The Government's AWP is expecting Gatwick Airport to maximise its use as a single runway operation and therefore, the Government would not be in a position to impose a restriction on the number of aircraft movements.

**The Borough Council** and Reigate and Banstead Borough Council would expect GAL and the airlines to make every effort to minimise its NO<sub>x</sub> emissions. Where possible, any potential new sources of air pollution should be considered carefully to ensure that they are essential to the operation of the airport. Once agreed, the Action Plan and its implementation will be taken into account in determining major planning applications.

It will be necessary to ensure that the proposed measures in the Action Plan once implemented give rise to the reductions in NO<sub>x</sub> emissions as predicted. If it is found that such measures are not giving rise to the desired improvements, the Borough Council would expect a review of the Action Plan in partnership with Reigate and Banstead Borough Council, including the need to consider new measures to ensure Gatwick Airport plays its part in meeting Air Quality Objectives.

### Noise

51. Since 1996 there have been significant improvements in the actual annual air noise contours for Gatwick Airport with a recorded reduction of 50% in the 57 dBA 16hr contour area. This has primarily arisen through changes to the aircraft mix as noisier aircraft have been phased out of the fleet using the

## Development at Gatwick Airport SPD

airport (particularly chapter 2 aircraft). Further improvements in the aircraft fleet are expected up to 2015, although the impact on the annual air noise levels needs to be considered against the impact of increased aircraft movements.

52. The main determinant on air noise is government policy in relation to the setting of noise preferential routes for aircraft departures, departure noise limits, night movements limit and night noise quotas. GAL's ability to contribute to reducing air noise is therefore limited and to a large extent of one as an influencer of airlines operations e.g. continuous descent approach procedures' and track keeping. Additionally, GAL has introduced schemes to compensate those households which suffer from the most severe noise environments.
53. Within an airport the loudest ground noise sources are taxiing aircraft, aircraft auxiliary power units and the testing of aircraft engines. It is recognised that these impacts can be felt outside the airport and outside the borough. Where possible any potential new sources of air noise should be considered carefully to ensure that they are essential to the operation of the airport.
54. Consideration has been given by GAL towards the provision of a Ground Run Pen (GRP) for engine testing with the objective of reducing ground noise at all noise sensitive locations around the airport. However, GAL have examined the issue and have concluded that a GRP will not reduce noise levels from ground runs at all locations but will move noise from one location to another. Therefore there is no location that would satisfy the concerns of all residents. Additionally, changes in airline fleets, and improved engine performance have in recent years led to a reduction in the annual number of engine tests or maintenance being undertaken at other airports or locations. In these circumstances the obligation on engine testing has changed in the review of the legal agreement.
55. The revised legal agreement includes an obligation requiring GAL to assess the impact of engine testing on local communities and to consider the need for a GRP or alternative mitigation measures when the number of engine tests reaches 250 on a six month rolling average or if there are confirmed airline plans to undertake additional maintenance activities at the airport. The conclusions of GAL's consideration of the need for a GRP or alternative mitigation methods will be discussed with the Council and WSCC. It is considered that this represents a reasonable approach to the issue of ground noise from engine testing. If in the future the development of a GRP is required then this will be the subject of a planning application which will need to demonstrate that the most appropriate location for a GRP has been chosen.
56. In line with the commitments and legal agreement, GAL are producing a Noise Action Plan. In addition, when guidelines are published by Defra, GAL will produce an action plan on noise to meet the requirements of the Environmental Noise (England) Regulations. GAL also have committed themselves to undertaking monitoring against their statutory requirements and Managing Director's Instructions (MDI's) and will undertake forecast contour studies in 2010 and 2015 for the years 2015 and 2020 respectively.

## Development at Gatwick Airport SPD

57. The Noise Action Plan includes actions relating to :-
- Ground noise modelling (especially the effects of taxiing)
  - Level of noise exceedence fines.
  - Arrival and departure noise abatement procedures
  - Ground noise operational controls
  - Publication of noise contours

**The Council considers** that the approach to noise issues and the content of the draft Noise Action Plan is acceptable. Once agreed, the Council will take into account its implementation in determining major planning applications.

### Water Management

58. The main water management issues in relation to Gatwick Airport relate to water run-off contamination and flooding. This cannot only affect the airport but also areas downstream on the River Mole and Gatwick Stream. It is therefore also important that the airport does not adversely effect areas downstream.
59. The Environment Agency currently regulate the rate and quality of discharge. GAL has to comply with these requirements through the use of the various storage reservoirs (balancing ponds) within the airport boundary.
60. Through the implementation of the various developments set out in the IMP, the amount of impermeable area at the airport will increase. GAL will need to ensure that they meet the generated storage demands required through the use of balancing ponds or other appropriate measures. Environmental Impact Assessments and other documentation supporting planning applications will need to demonstrate any necessary attenuation measures that will accompany development proposals to deal with surface water run off and the potential effect downstream. GAL and the Environment Agency have established a good working relationship and consult the Agency at an early stage in the preparation of development proposals.
61. However, it is anticipated that given the increasing impacts of climate change, GAL will be expected to take a positive role in discussions with the EA and surrounding LA's to consider the need for 'betterment' given the increasing pressure climate change is putting on the existing water drainage infrastructure and the need to reduce the potential risk of flooding downstream.

**The Council supports** the publication of a water quality and drainage action plan by GAL. The Action Plan acknowledges the potential effect of water run off on down stream areas outside the airports boundary and includes an action to implement a series of works and develop protocols to reduce flood vulnerability to Gatwick and neighbouring Boroughs. It is important that such considerations are undertaken with the Local Authorities and the Environment Agency.

## Development at Gatwick Airport SPD

### Waste Management

62. 20,000 tonnes of waste per annum is generated from a number of sources at the airport including aircraft operations on stands and hangars, at the terminals from retailing and passenger areas, from offices and hotels and other commercial areas on the airport, through vehicle management and through general construction. Waste therefore takes many forms from general food waste through to dangerous or difficult collections such as flammable liquids, batteries, florescent tubes etc.
63. GAL is producing a Waste Management Action Plan as contained in GAL's commitments. The action plan reflects the challenging waste and recycling targets set by BAA at a group level and how the company will work with business tenants and airlines to meet the target. It includes a number of actions aimed at increasing the amount of waste recycled and achieving 0% growth in contract waste produced per passenger.

**The Council** acknowledges the efforts being made by GAL on waste issues and considers the waste action plan as an appropriate basis for setting out clearly how they intend to meet their targets.

### Utilities Management

64. As a major development, Gatwick Airport is a major consumer of energy and resources including the operation of the terminals, other operational buildings, external areas such as lighting and advertising, airfield lighting and power provision including Fixed Electrical Ground Power (FEGP) and those relating to its ongoing development and construction.
65. GAL is aiming to reduce by 30% its carbon emissions from its fixed assets by 2020 from a 1990 base. GAL is preparing a Utilities Management Action Plan during 2008 and will monitor its CO<sub>2</sub> and water consumption from its fixed assets on an annual basis. The action plan includes reference to examining the opportunity for advance low carbon provision through methods such as Combined Heat and Power or Tri-generation. The plan also highlights that GAL will undertake environmental assessments of projects to ensure that energy and water efficiency including grey water recycling and renewable energy are considered where appropriate.
66. It should also be noted that the Borough Council is in the process of producing a Supplementary Planning Guidance on Climate Change and New Development which is programmed for adoption in 2010.

## Development at Gatwick Airport SPD

**The Council** would expect the airport operator to manage and operate its infrastructure in the interests of minimising their impact on climate change and consider any opportunities for joint working and projects.

The Council would also expect GAL to provide supplementary information accompanying major planning applications setting out how the proposed decisions on utilities provision has been based on any appropriate sustainable and viable means available.

### Surface Access

67. Surface transport access to and from Gatwick Airport is considered to be of the utmost importance given the significant impact of the road related traffic generated by the airport and the demands it places on the local infrastructure. Gatwick Airport has good strategic transport links comprising of the rail network and national motorway system. At peak times however, the main approach roads to the airport and the rail services are extremely busy and can become congested.
68. In 2006 35.3% (10 million) of non-transfer passengers used public transport to access the airport. This has risen from 30.3% (7.75 million) in 2001 which equates to a 30% increase in non-transfer passengers using public transport. During the morning highway peak hour there has been no increase in traffic since 1998 despite the increase in passengers.
69. A Surface Access Strategy was published by GAL in October 2007 which set out a range of measures to help reduce the rate of growth of trips by private car, encourage the greater use of public transport, ease congestion and manage on site traffic emissions. GAL have set a target to achieve 40% of non transfer passengers using public transport to access the airport by the time they reach 40 million passengers per annum which whilst originally expected by 2015 has been revised to 2018. This ambition would require the number of non transfer air passengers using public transport to grow to 14 million, an additional 4 million beyond those using public transport in 2006. The Strategy anticipates that car access will only increase by 2 mppa over the same period. The Strategy and GAL's commitments contain a number of actions which are significant in the implementation of the Strategy.
70. The Strategy aims to deliver major improvements in the transport interchange including the redevelopment of Gatwick Rail Station by Network Rail and the South Terminal coach station. The Borough Council supports the proposed redevelopment of the rail station and forecourt areas with the aim of providing a high quality public transport interchange and will work with Network Rail, GAL and West Sussex County Council to ensure that the proposals maximise the benefits to passengers. The Surface Access Strategy also refers to the development of marketing strategies to promote public transport access and by restricting and discouraging 'kiss and fly' and 'meet and greet' on the forecourt.
71. Since 2000, the number of staff working directly on the airport has reduced significantly and this has been reflected in the reduction of travel to work journeys experienced. This reduction has been accompanied by a significant drop in the proportion of staff in the Crawley/Horley area using the car to

## Development at Gatwick Airport SPD

access the airport from 78% to 68% (both as drivers and as passengers). This has been achieved through increased bus patronage including the Fastway services to which GAL made significant on and off airport contributions. Most of these benefits have been secured within the Crawley-Horley area, and through innovative approaches to establishing a car sharing culture at the airport.

72. GAL's Surface Access Strategy aims to secure further improvements in the proportion of staff using public transport by building on existing initiatives and by focussing on key corridors of access such as Brighton and south coast, South London and the Crawley/Horley area.

**The Council supports** GAL's Surface Access Strategy approach and the obligation contained in the Legal Agreement to produce a Surface Access Action Plan as they are necessary to help implement the measures needed to meet the ambitious modal split targets for air passenger access to the airport.

**The Council** would wish to see GAL play its role in delivering the major transport interchange improvements currently being drafted.

**The Council** considers it is particularly important for GAL to lead on an approach designed to tackle the 'kiss and fly' and 'meet and greet' issue without giving rise to any significant off airport adverse impacts e.g. increased on-street airport parking in Horley and / or Crawley.

### Road improvements

73. The Surface Access Strategy highlighted two junction improvements on the road network around the airport. These include the installation of traffic lights and road widening at the M23 junction 9a and flow enhancements from the A23 to the North Terminal roundabout. The GAL commitments state that funds will be provided towards these schemes in accordance with bilateral agreements between the parties. This is supported by an obligation in the legal agreement which requires GAL to work with the Local Highway Authorities to reach agreement by September 2009 on the required improvements together with timeframes for implementation and financial contribution. The Surface Access Strategy also indicated that the capacity of the Gatwick Road roundabout needs to be kept under review to ensure as estimated it does have the capacity to cope with traffic flows associated with 40 mppa.

## Development at Gatwick Airport SPD

**The Council supports** the need for any required junction improvements and the seeking of a financial contribution from GAL.

**The Council will** consider the programme of highways improvements when it is produced and once agreed with the Borough Council take into account in the determination of major planning applications. The need for future improvements needs to be kept under review and the Council will look to GAL to make appropriate contributions towards the costs of improvements needed to support the growth of the airport.

### Car parking

74. A significant amount of parking for airport passengers is provided within the airport boundary. The majority of these spaces are for long stay parking. It is recognised that the provision and pricing of parking is an important element of the Surface Access Strategy and has a major role to play in achieving the target of 40% of passengers travelling to the airport by public transport. It is recognised that growth in passenger numbers by 2015 will require revision to the amount and type of car parking provision.
75. The Interim Master Plan indicates that in 2015 between 53,000 and 57,000 long term parking spaces are required to serve the airport up to 2015. Given the strong local planning policies restricting the growth of off-airport long term parking, GAL's Surface Access Strategy anticipates that on-airport supply may need to increase between by 10 to 12,000.
76. In consultation with the Council, GAL has been preparing a Car Parking Strategy to identify how the airport proposes to handle the demand for additional car parking as passenger numbers increase. In forecasting the additional car parking which may be needed, GAL have taken into account a range of factors including passenger forecasts and the public transport passenger target of 40% by 2015. The draft Strategy identifies a number of ways in which the land within the airport boundary can be maximised for car parking. These include the use of decking and block parking, the re-organisation of existing car parking and maximising the use of land in the North West Zone. The Car Parking Strategy is programmed to be completed by the end of 2008.

**The Council supports** the preparation of the Car Parking Strategy which sets out how the required level of parking to support the growth of the airport to 40 mppa and the target of 40% of non-transfer passengers arriving by public transport will be provided on-airport. The approach to maximising the use of land within the airport boundary is supported.

Once agreed, the Car Parking Strategy and its implementation will be considered as a material consideration in determining planning applications for parking within the airport boundary.

77. The strategy should help to demonstrate how specific proposals contribute to the overall approach to car parking provision. This will help ensure that there is not an over provision of parking at the airport in relation to passenger

## Development at Gatwick Airport SPD

numbers and the achievement of the public transport target. This is supported by the obligation in the legal agreement in relation to car parking which refers to providing sufficient parking spaces but not more than necessary to achieve mode share targets.

78. It is recognised that it is important that both the strategy's conclusions and the numbers which underpin it are continually kept under review due to changing passenger forecasts and passenger mode share. GAL has indicated that the numbers and the strategy would be reviewed each year in conjunction with the annual long term car parking survey co-ordinated by the Borough Council. Any proposals which were not in accordance with making maximum use of the land within the airport boundary will need to be subject of further discussions and would need to demonstrate how they are justified by passenger demand and represent the most sustainable location for parking.
79. To support the approach to the provision of car parking within the airport boundary, the Borough Council will continue to take appropriate enforcement action against any unauthorised off-airport parking in its borough which is contrary to Saved Local Plan Policy GAT8.

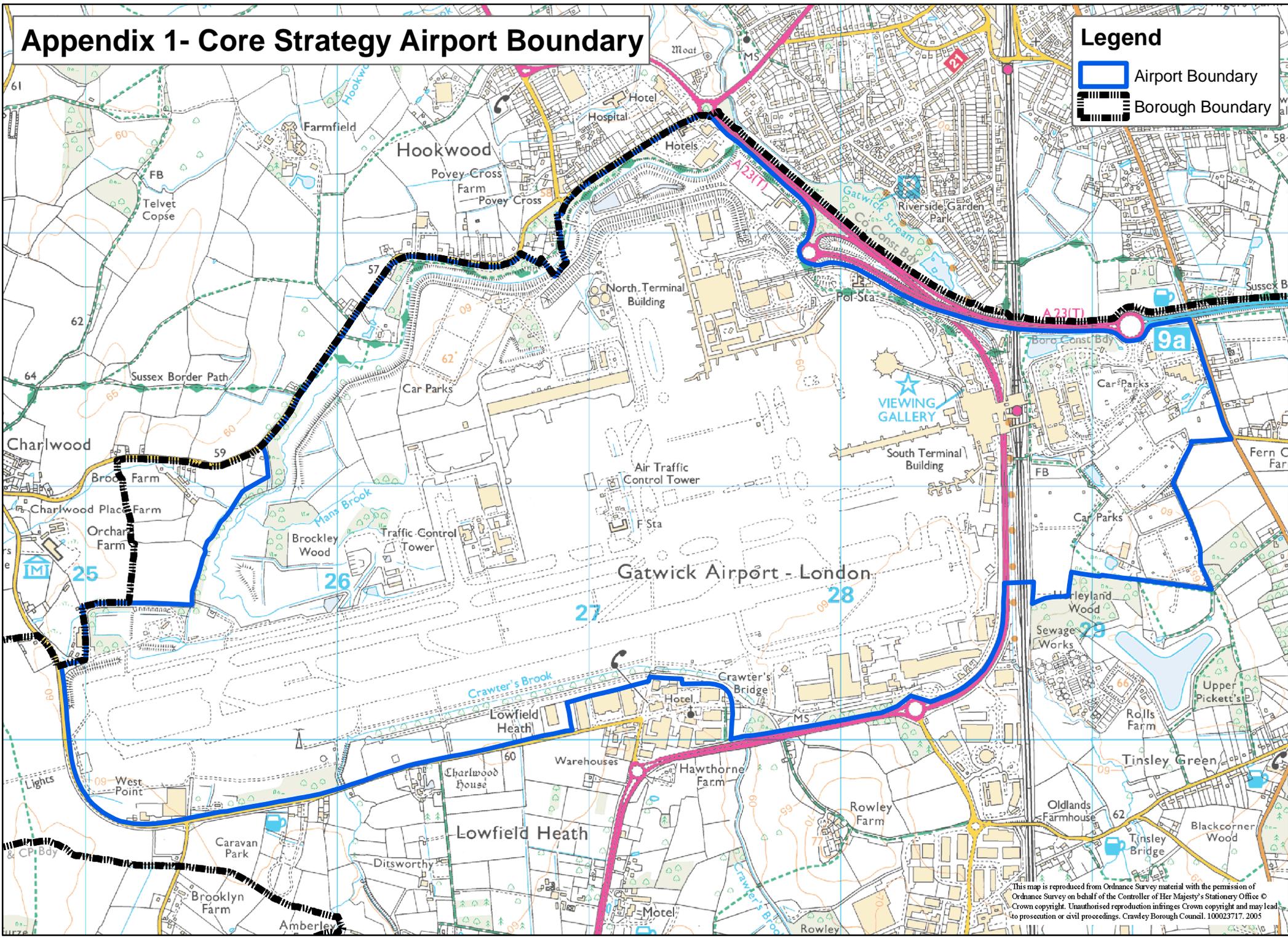
### **Monitoring and Implementation**

80. The evidence base supporting this SPD has been derived primarily from GAL's Interim Master Plan, the associated commitments and the legal agreement. In accordance with the legal agreement, GAL in partnership with the Borough Council and West Sussex County Council will be required to undertake an Annual Monitoring of progress against their commitments and legal obligations. This report will be subject to external verification by specialist consultants and will include commentary on the progress being made by GAL towards meeting their stated objectives and targets. Furthermore the Action Plans prepared by GAL will also be the subject of an external audit to assess whether they are fit for purpose.

# Appendix 1- Core Strategy Airport Boundary

**Legend**

-  Airport Boundary
-  Borough Boundary

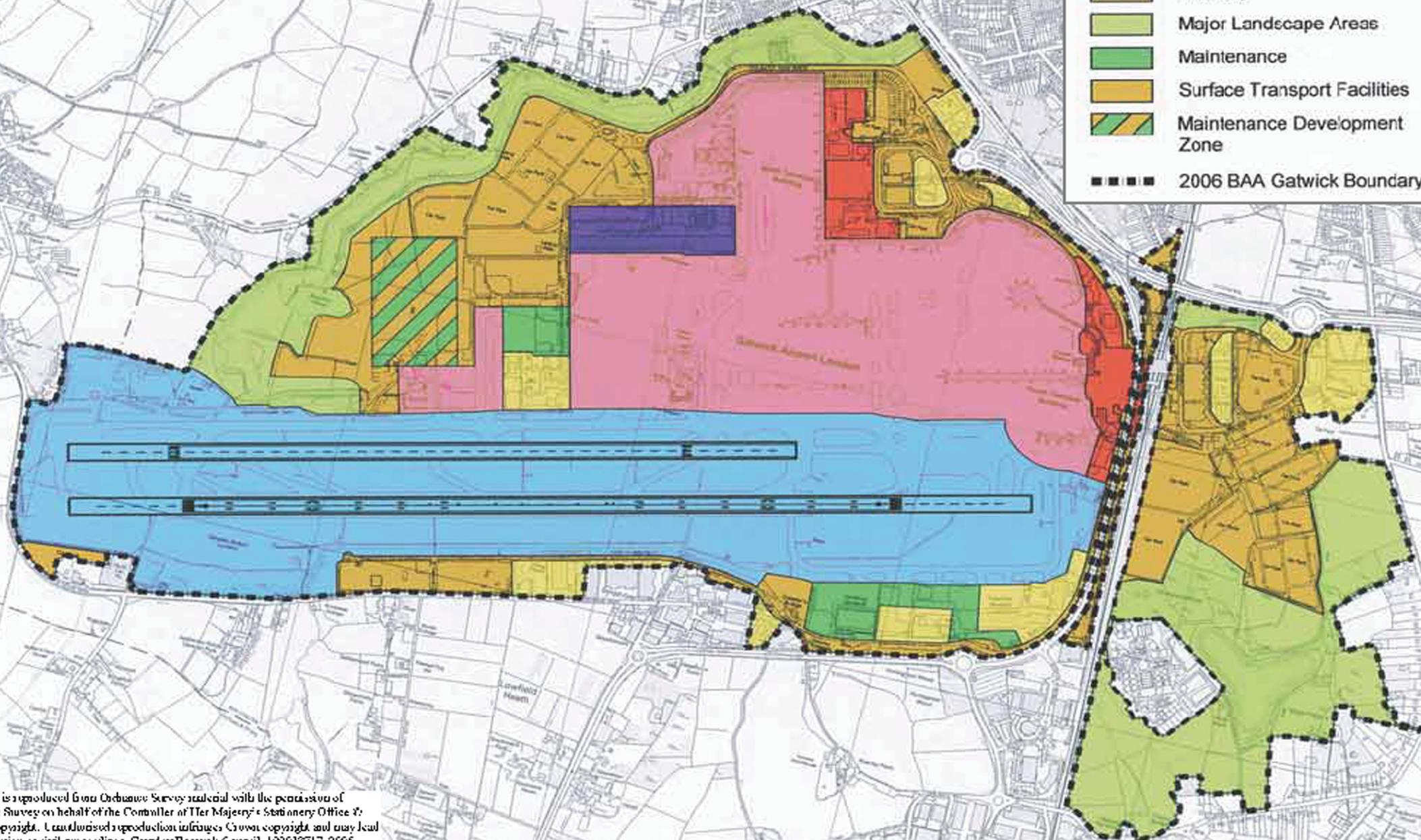


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**Appendix 2 - Drawing 1- Gatwick Airport Interim Masterplan 2006  
Indicative Land Use 2015**

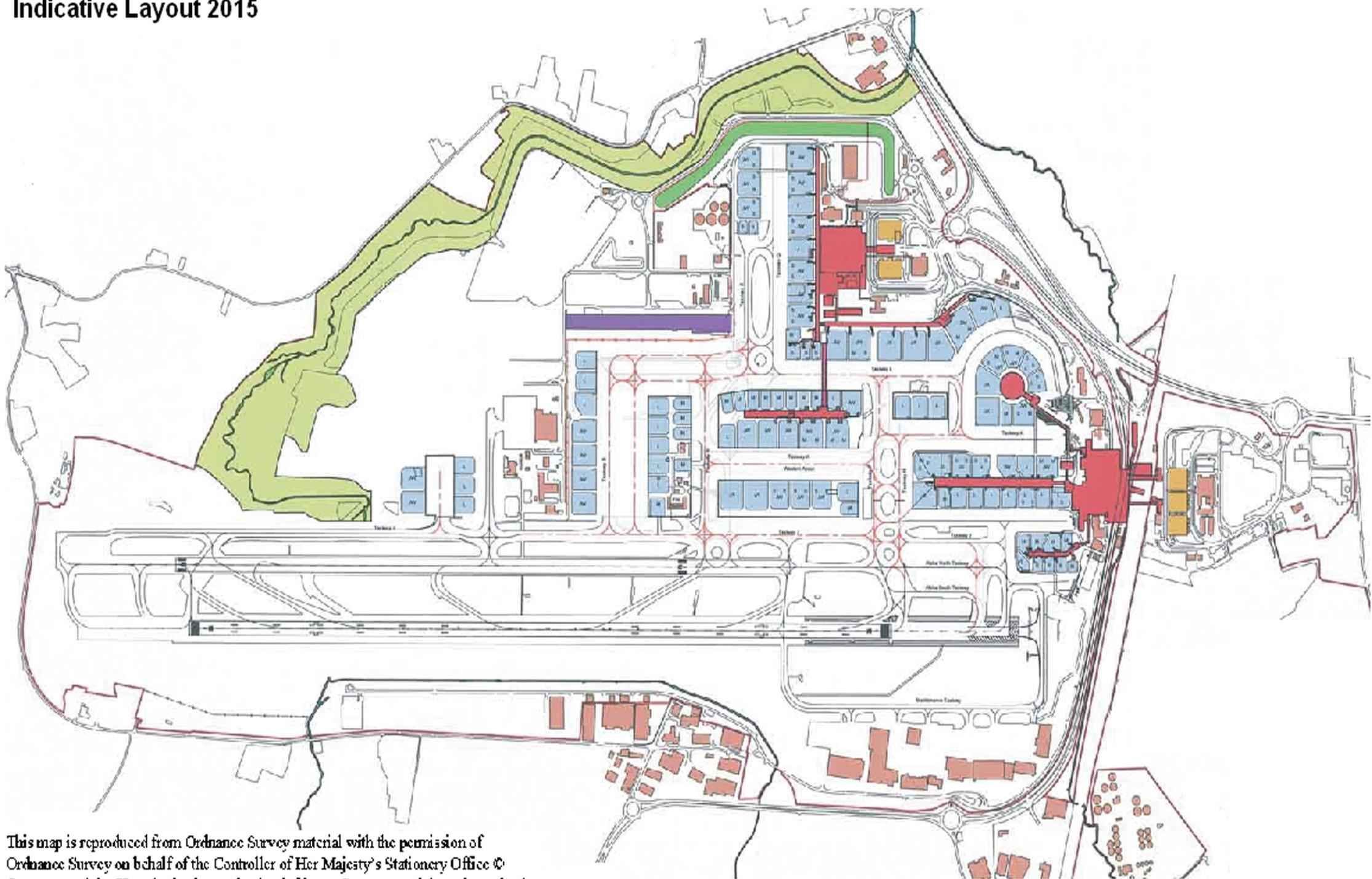
**Legend**

- Airfield
- Terminal Area
- Aprons
- Cargo
- Ancillary
- Major Landscape Areas
- Maintenance
- Surface Transport Facilities
- Maintenance Development Zone
- 2006 BAA Gatwick Boundary



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# Appendix 2 - Drawing 2 - Gatwick Airport Interim Masterplan 2006 Indicative Layout 2015



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## APPENDIX 3

### Annex B: Planning for Transport

#### Aviation

6. Local planning authorities should consult DETRs Airports Policy Division on draft development plan policies and proposals relating to airports and airfields. In consultation with DETRs Airports Policy Division, local authorities should:

1. identify and where appropriate protect sites and surface access routes, both existing and potential (including disused sites), which could help to enhance aviation infrastructure serving the regional and local area; and
2. avoid development at or close to an airport or airfield which is incompatible with any existing or potential aviation operations.

7. Airports have become major transport interchanges and traffic generators, and attract a range of related and non-related developments. In preparing their development plans and in determining planning applications local planning authorities should consider the extent to which development is related to the operation of the airport, and is sustainable given the prevailing and planned levels of public transport<sup>31</sup>. In this respect:

1. the operational needs of the airport includes runway and terminal facilities, aircraft maintenance and handling provision, and warehousing and distribution services related to goods passing through the airport;
2. related development appropriate to airports includes transport interchanges, administrative offices, short and long stay parking;
3. less directly related development includes hotels, conference and leisure facilities, offices and retail. For such activities, the relationship to the airport related business should be explicitly justified, be of an appropriate scale relative to core airport related business and be assessed against relevant policy elsewhere in planning policy guidance; and
4. non-related development which should be assessed against relevant policy elsewhere in planning guidance.

8. Surface access needs should be planned as part of the wider transport strategy for the local area<sup>32</sup>. Local transport plans should reflect the wider transport role defined for airports in regional strategies. Airport operators should be partners (eg through Airport Transport Fora) in implementing surface transport initiatives to ensure that access by public transport is enhanced. This may involve for example, parking restraint and the

development of a travel plan for the airport, covering journeys by employees and users of the airport<sup>33</sup> .

9. The environmental impacts of aviation proposals will always need to be very carefully considered<sup>34</sup> . Existing sites with established aviation uses, including redundant military airfields, will often provide the best opportunities for aviation facilities, in so far as neighbouring development is likely to be compatible with aviation use. Conditions may be necessary to limit the environmental impacts of aviation, and this should be made clear in the development plan where possible. Advice on noise is set out in PPG24 on Planning and Noise.

## **Appendix 4**

### **Summary of Legal Agreement**

Summary of the obligations contained in the Legal Agreement between GAL, CBC and WSCC signed in December 2008.

#### **CLIMATE CHANGE**

2. GAL shall maintain an ongoing dialogue on climate change initiatives and publish and regularly a report on Gatwick Airport and climate change.

#### **AIR QUALITY**

- 3.1 Provide a Fixed Electrical Ground Power supply to any new Aircraft Stand.
- 3.1.2 Not allow the use of Ground Power Units at any Aircraft Stand unless there is no Fixed Electrical Ground Power installed, available or useable by the relevant aircraft.
- 3.2. Endeavour to minimise the use of kerosene when undertaking the Company's fire training exercises.
- 3.3 To participate with Local Authorities surrounding the airport to avoid breaching the EU limit value for NO<sub>2</sub>, ensure that relevant air quality standards continue to be met, and to develop and implement any Local Air Quality Management Area Action Plan that may be required.
- 3.4. Contributions to Reigate and Banstead Borough Council regarding air quality monitoring.
- 3.5 Undertake a programme of studies of N<sub>ox</sub>, N<sub>02</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> as detailed in Action Plan.

#### **NOISE**

- 4.1 When preparing the Noise Action Plan, to consider the retention and possible increase of the Noise Supplements payable by operators on account of noise infringements. This aims to provide a continuing incentive to airline operators to reduce the noise impact of departing aircraft.
- 4.2 Maintain differentials in the charges on aircraft movements to encourage airlines to use quieter and cleaner aircraft types.
- 4.3. Restrict as far as is reasonably practicable the extent of air noise contours and use reasonable endeavours to secure benefits to be derived from regulations and codes of practice.

- 4.4 Mitigation of ground noise from aircraft engine testing by requiring the examination of the need for a Ground Run Pen (or alternative mitigation measures) when the number of engine tests reach a specified level.

## **SURFACE ACCESS**

- 5.1. To hold an annual meeting of the Gatwick Area Transport Forum and to hold meetings of the Transport Forum Steering Group at Quarterly intervals.
- 5.2 To publish the Supplemental Report on Commitments referred to in the Airport Surface Access Strategy and review, update, and publish the Airport Surface Access Strategy by 31<sup>st</sup> December 2012 or to coincide with and support a review of the airport master plan, if that be sooner.
- 5.3.1 Gatwick Airport Ltd (GAL) will support initiatives that promote the use of modes of transport other than by private car for use by passengers and staff travelling overland to and from the airport.
- 5.3.2 The funds provided for such initiatives will be based on a monthly charge for each staff car park pass and a levy on the total supply of spaces in public car parks which will generate around £1m pa.
- 5.4.1. To work with Network Rail and other stakeholders to assist in the planning and implementation of a project to redevelop Gatwick Airport Rail Station to suit the needs of all users.
- 5.4.2 In the event of Network Rail not committing to the funding of the new rail station, the Company shall devise and implement appropriate plans to enhance the South Terminals forecourt area.
- 5.5 To restrict the use of the airport entrance/exit at Povey Cross to buses, emergency service vehicles, airport operational users and a maximum of 675 (reduced from 750) staff car park pass holders and to allocate passes in accordance with listed criteria.
- 5.6 To provide a sufficient supply of public car parking spaces that is proportionate to 40% of non-transfer passengers choosing to use public transport for their journeys to and from the airport. Provide sufficient on-airport staff parking spaces consistent with targets contained in the Airport Surface Access Strategy 2007.
- 5.7/8 To identify improvements to the highway access to the airport which may be justified by the growth in volume of airport related traffic, and to agree financial contributions and a timeframe for implementation.

## **LAND USE, DEVELOPMENT AND BIODIVERSITY**

- 6.1 In devising and bringing forward proposals for airport development, GAL will have due regard to national and local planning policies, the visual impact of

development. It will support its proposals with information about the management of any particularly significant ongoing impacts, replace or compensate for any loss of trees as a consequence of the development.

## **COMMUNITY AND THE ECONOMY**

- 7.1.1 To nominate two persons to be considered for appointment as Trustees.
- 7.1.2 To pay the Community Trust all revenue received by GAL as a result of departure noise infringements by aircraft.
- 7.1.3 To pay the community trust £125,000 in 2009, £170,000 in 2010 and then rising £5,000 each year thereafter until 2015.
- 7.2 Continue contributions to Gatwick Greenspace Partnership.

## **ACTION PLANS**

- 8.1 GAL will produce Action Plans on the following issues:
  - Air Quality
  - Noise
  - Water quality and drainage
  - Waste management
  - Utility management
  - Surface access
- 8.2 The Borough and County Council will be consulted on the draft of the Action Plans.
- 8.3 Arrangements for preparing a Surface Access Action Plan
- 8.4/5 Arrangements for auditing of Action Plans and considering consequent revision
- 8.6 Arrangements for sharing the costs of the environmental consultants who will review the Action Plans.

## **MONITORING**

- 9.1 To monitor compliance with the objectives contained in the Agreement and to report the results to the County Council and Borough Council.
- 9.2 The Monitoring Report shall include an assessment of each obligation and commitment and a number of stated environmental indicators.
- 9.3 The Monitoring Report shall be produced annually.
- 9.4 The County Council and Borough Council shall each produce a monitoring report relating to their obligations.

- 9.5 The Monitoring Reports shall be reviewed and reported on by the Environmental Consultant who will seek to verify the accuracy of the information and the adequacy of the work undertaken.
- 9.6 Requirements relating to the selection of obligations and commitments for review by the Environmental consultant.
- 9.7 Requirements for the Environmental Consult to report on.
- 9.8 Inclusion of the verification statement in the Monitoring Report
- 9.9 Arrangements for sharing the costs of the Environmental Consultant

To view a composite document containing a summary of the legal agreement and GAL's environmental commitments please see [www.gatwickairport.com](http://www.gatwickairport.com)



This document is available in other formats on request. Please contact the Forward Planning Team on: 01293 438450 if you would like a translation or copies in braille, large print audio tape or computer disk.

Visit the Council's web site for more information on this and other Council services.

[www.crawley.gov.uk](http://www.crawley.gov.uk)

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