

## Topic Paper 9 Gatwick

Crawley Borough Council adopted its Core Strategy back in November 2007, providing the spatial vision, objectives and development strategy for Crawley up to 2016. The Council has now begun preparing the successor to the Core Strategy – the Core Strategy Review – which will cover a much longer period up to 2026. Although there are aspects of the original Core Strategy that can be retained there are other areas where significant change has occurred in the intervening years and this will need to be reflected in the new document.

This consultation period is the first of the Review and further consultation stages are planned before the document is adopted in early 2012. This is your opportunity to shape the way the town develops over the next 20 years and the Council would appreciate and value any comments you have on this Topic Paper or any of the others that form part of this consultation.

### Summary of the Current Context

The Aviation White Paper (2003) outlines the possibility of a wide spaced parallel second runway at Gatwick in case the conditions attached to the Government's support for the construction of a third runway at Heathrow cannot be met. In addition, the White Paper also states that since there is a strong case on its own merits for a new wide-spaced runway at Gatwick after 2019, land should be safeguarded for this.

The recent reports of the Government's Competition Commission have required the British Airport Authority (BAA) to sell Gatwick Airport. The sale of the airport is progressing and it is anticipated the sale will conclude in the summer of 2009. The Council will continue to work in close dialogue and constructively with the new owner.

The Secretary of State's South East Plan Proposed Modifications (Policy T9) requires land to be safeguarded at Gatwick (in accordance with the Airport Operator's Masterplan) for a possible new runway after 2019.

The Crawley Borough Core Strategy supports development at Gatwick which is related to the operation of the airport as a two terminal, one runway airport subject to the need for satisfactory environmental safeguards, as well as safeguarding the land necessary for a second wide spaced runway.

Gatwick Airport generates a significant number of economic benefits both directly through its own employment requirements but also through the wider benefits to the regional and local economy which make Crawley and the wider Gatwick Diamond area attractive to employers and businesses.



All local policy documents including a Supplementary Planning Document are based on the growth of the airport to support a through-put of 40 million passengers per annum (mppa). A Section 106 planning agreement which contains obligations relating to the environmental impact of the growth and operation of the airport is also based on 40mppa. Currently, through-put is around 35 million passengers per annum and it is predicted that this will increase to reach 40 million passengers per annum in 2018.

The 1979 legal agreement between West Sussex County Council and Gatwick Airport Limited (GAL) prevents the building of a second runway at Gatwick before 2019.

### Indication of the Key Issues Relating to Gatwick Airport

#### Development of the Airport with a Single Runway

- The Core Strategy will need to continue to reflect the development required to support the agreed development of the airport up to 40 mppa as a two terminal one runway airport.
- It is currently predicted that a through-put of 40 mppa will be reached in 2018. The way in which the Core Strategy Review deals with the potential for growth beyond this level needs consideration, as theoretically Gatwick as a two terminal one runway airport can cater for up to 45 mppa. In particular the environmental implications of a through-put of this number of passengers will need to be assessed as well as the economic and social benefits.

#### Future Runway Development and Need for Safeguarding

- The 1979 agreement precludes the development of a second runway at Gatwick until 2019. The Core Strategy

Review covers the plan period up to 2026, and therefore includes the time in which the development of a second runway could be enabled should the need for it be demonstrated. The Gatwick Interim Master Plan prepared by GAL indicates that were a runway to be required and construction commenced in 2019 after receiving the necessary consents, then it would be operational in 2023/24.

- It cannot simply be assumed that the Government's decision to proceed with the development of a third runway at Heathrow means that the development of a second runway at Gatwick is not required. Such proposals at Heathrow and indeed at Stansted are still at an early stage in the planning process and the wider policy implications of the Heathrow announcement have not been fully assessed at the present time. The South East Plan Proposed Modifications also states that land should be safeguarded at Gatwick until a firm decision is made about the future of Heathrow, and reflects there may be a strong case on its own merits for a new wide spaced runway at Gatwick after 2019.
- The production of a National Policy Statement on Aviation currently anticipated for 2011 is unlikely to be available in time to feed into the preparation of the Proposed Submission stage of the Core Strategy Review.
- The Borough Council's response to consultation on the 2003 Aviation White Paper indicated that it was not in support of the development of a second runway at Gatwick due to the environmental implications.

#### Employment Uses at Gatwick

- Recent years have seen an increasing

level of vacant office property at the airport, due in part to the changing needs of airlines and airport businesses which require less office space.

- Saved Local Plan Policies (GAT4 and GD4) and Crawley Borough Core Strategy Policy G1 have supported a number of conditions which have been placed on office developments at the airport to restrict them to airport-related uses. Airport related uses are those which contribute to the safe and efficient operation of the airport such as airlines, handling agents and the airport operator, who are involved in the direct provision of services relating to the operation of the airport.
- The Borough Council has recently allowed the temporary relaxation of conditions for a period of three years on some office developments at the airport.
- If non-airport related uses were to occupy airport floorspace on a permanent basis, then this could prejudice the ability of the airport to provide for increased demand by airport related uses should this be necessary in the future. Furthermore the impact of such uses on other employment areas in the town also needs to be understood and taken into account.

#### Long Term Gatwick Related Car Parking

- There has been a strong policy approach (Saved Local Plan Policy GAT8, GAT9 and GAT10), supported by policies of the other local authorities surrounding Gatwick Airport, requiring any necessary increases in long-stay parking to be provided within the airport boundary. Gatwick Airport Limited has produced a Car Parking Strategy which indicates that an additional 7,500 spaces are required to satisfy car parking demand as the airport grows to 40 mppa. The strategy



## Main Issues for Consultation

- How should the Core Strategy Review address growth of the airport to between 40 and 45 mppa as a single-runway two-terminal airport?
- Beyond the requirement to safeguard land, how should the Core Strategy Review deal with the possibility of a second runway given the potential impact towards the end of the plan period?
- Should the restriction of office space at the airport to airport related use be retained?
- Should there be a specific Development Management policy in relation to airport related car parking?

highlights how these spaces could be provided within the airport boundary through a combination of decking and small extensions to existing car parks.

- Although there are a number of established businesses with planning consent which provide long-stay Gatwick related parking in off-airport locations, the Borough Council has had to take enforcement action against other businesses operating without planning consent, or consider planning applications for long stay parking outside of the airport boundary.

### Indication of the Options for Addressing the Key Issues Outlined Above

#### Future Development at Gatwick

- The Core Strategy Review should continue to contain policies which support growth of the airport as a single-runway, two-terminal airport with a passenger through-put of 40 mppa.
- The Core Strategy Review should establish a policy basis for growth to 45

mppa which could be possible after 2018 as a single-runway two-terminal airport subject to no significant environmental impact and appropriate environmental safeguards. The environmental impact could be assessed at a later date as evidence now will not reflect technological changes over the next nine or more years.

- The Core Strategy Review should continue to safeguard land for a second runway; and could contain policies on the development of a second runway or reference could be made to the preparation of a revised Supplementary Planning Document or Area Action Plan at a later date which would address the issues in relation to growth beyond 2018/19 within the framework of the anticipated Government National Policy Statement on Aviation.

#### Employment Uses at Gatwick

- Retain the policy basis for the use of conditions and continue to restrict the use of office space to airport related uses
- Allow the temporary relaxation of the conditions

- Permit the removal of the conditions to enable use by non-airport related uses

#### Long Term Gatwick Related Parking

- Retain the five saved Local Plan policies relating to Airport Related Parking
- Consolidate the saved Local Plan policies into a single Core Strategy Review policy
- Rely on the Gatwick Supplementary Planning Document and Car Parking Strategy

#### Indication of the Potential Direction at this stage

- Crawley Borough Council will continue to support the growth of Gatwick up to 40 mppa as a two-terminal, one-runway airport.
- The Borough Council would need to assess the environmental implications of the development at Gatwick needed to support a passenger through-put of between 40 and 45 mppa as a one-runway, two-terminal airport. However, this would be difficult to assess at the present time.



- The Core Strategy will need to continue to safeguard land for a potential second runway as required by the South East Plan Proposed Modifications, although the Borough Council within the current policy context does not support the development of a second runway due to the environmental implications.
- The Core Strategy Review may need to address the possibility that a second runway could be developed during the latter part of the plan period, although there is currently significant uncertainty regarding the potential requirement to provide for a second runway.
- The main function of Gatwick is as an international airport and it needs to be able to support the airport related uses necessary to enable its safe and efficient operation. It is considered that development, including non-airport related employment, which could prejudice this objective should not be allowed and therefore a Development Management policy is required.
- A Development Management policy supporting the provision of additional long term parking within the airport boundary should be included within the Core Strategy

### Current Context

#### The South East Plan Proposed Modifications

- Supports the development of Gatwick Airport and requires land to be safeguarded at Gatwick for a possible new runway after 2019. Gatwick also lies at the heart of the Crawley/Gatwick sub region and makes a significant contribution to the economy of the area.

#### Crawley Borough Core Strategy

- The adopted Core Strategy contains

policies relating to Gatwick which support development related to the operation of the airport as a two-terminal, one-runway airport subject to the need for satisfactory environmental safeguards. The Crawley Borough Core Strategy also safeguards the land necessary for a second wide spaced runway.

- There are eight saved Local Plan policies in relation to Gatwick, five of which relate to car parking.

#### Development at Gatwick Airport Supplementary Planning Document (SPD)

- The adopted Core Strategy policies are expanded upon in a SPD on Development at Gatwick Airport adopted in December 2008.
- The SPD also reflects the content of the Legal Agreement that was signed in December 2008 between Crawley Borough Council, West Sussex County Council and Gatwick Airport Limited, which sets out a range of obligations to help ensure that the operation, growth and environmental impacts of the airport are managed and enable the sustainable growth of the airport.

#### Gatwick Airport Interim Master Plan

- In 2006 Gatwick Airport Limited produced an Interim Master Plan for the Airport which sets out how issues surrounding the character and growth of the airport and airport operator, and alternative scenarios for development of the airport in 2015 and 2030.

#### Evidence Base

- Studies are being undertaken by both Crawley Borough Council and BAA Gatwick which will be considering the employment impact of the airport. These

will be considered when they are available.

#### Brief Indication of the Outcome of Dialogue with BAA Gatwick

- The Borough Council has had particular discussions as to the issues that the Core Strategy Review will need to address. This dialogue is continuing throughout the current period whilst the airport is in the process of being sold to new owners and will in due course highlight any implications concerning proposals for future development at the airport once the airport has been sold.