

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Leader and Cabinet
AUTHOR: Executive Director

13 July 2006

STANSTED AIRPORT GENERATION 1 CONSULTATION ON PLANING APPLICATION TO REMOVE CONSTRAINTS ON UTILISING CAPACITY OF EXISTING RUNWAY

Purpose

1. To respond to consultation on a planning application to Uttlesford District Council submitted by BAA and Stansted Airport Ltd for planning permission to vary / remove conditions attached to its previous planning permission, which will allow greater use of the existing runway.

Effect on Corporate Objectives

Quality, Accessible Services	
Village Life Sustainability	Increased aircraft activity at Stansted Airport has the potential to affect the south west of the District and contribute towards global warming whilst an increase in the availability of destinations could benefit the economy of the area.
Partnership	The District Council has taken a supportive view of working with its partners in the Eastern Region.

Background

2. The District Council has been consulted on a planning application submitted by the British Airports Authority (BAA) and Stansted Airport Ltd to Uttlesford District Council, seeking to remove a condition attached to its previous planning permission, which allowed a passenger throughput of 25million passengers per annum (mppa). It is also seeking to vary a condition on Air Transport Movements (ATMs), to increase the limit from 241,000 to 264,000 (243,500 Passenger Air Traffic Movements, and 20,500 Cargo Air Traffic Movements).
3. The application is seeking permission to allow the growth of the airport on its existing single runway to continue beyond the current condition limits, which are expected to be reached in 2008. The effect of removal of conditions would be to enable the airport to grow to serve about 35 mppa from the existing runway. BAA forecast that this would be reached in 2014.
4. This report reminds members of the Council's position concerning airport expansion at Stansted, sets out Government policy and Regional policy regarding use of the existing runway, and examines the impact of the removal of the conditions on South Cambridgeshire.

Government policy

The District Council's submission on the South East Regional Airport Study (SERAS).

5. Cabinet at its meeting on 5th June 2003 responded to the governments consultation paper on increased airport capacity in the South East in the following terms:
 - (a) Urged the government to have regard to the environmental impact of unrestrained growth in demand for air travel and to manage future demand;
 - (b) Objected to the development of a second runway at Stansted Airport;
 - (c) Supported maximum use of the existing runway at Stansted Airport;**
 - (d) Advised that should the government decide to promote a second runway at Stansted Airport that any resultant development pressures for housing and employment should be accommodated close to the Airport;
 - (e) Supported additional runway capacity being created at Cliffe in the Thames Estuary, Gatwick, RAF Alconbury, Luton, Manchester and other regional airports.

The Future of Air Transport White Paper

6. The Government subsequently set out in a White Paper in December 2003 its policy on the development of airport capacity in the UK over the next 30 years. Among the Government's principal conclusions are:
 - (a) Making best use of the existing runway at Stansted**
 - (b) The provision of two new runways in the South East in the 30-year period to 2030
 - (c) Development as soon as possible (BAA expects around 2011/12) of a wide-spaced second runway at Stansted, with strict environmental controls, as the first new runway to be built in the South East (the other would be at Heathrow or Gatwick)
7. The Air Transport White Paper, in the context of planned growth of airports, seeks to reduce or minimise the impacts of airports on those who live nearby and on the natural environment. In particular attention is drawn to the following paragraphs:
8. Paragraph 4.55: 'Ensuring easy and reliable access for passengers, which minimises environmental, congestion and other local impacts, is a key factor in considering any proposal for new airport capacity. All such proposals must be accompanied by clear proposals on surface access which meet these criteria.'
9. Paragraph 4.56: 'Increasing the proportion of passengers who get to Airports by public transport can help to reduce road congestion and air pollution. We expect Airport operators to share this objective, and to demonstrate how they will achieve it in putting forward their proposals for developing new capacity. '
10. Paragraph 4.58: 'The Government expects developers to pay the costs of up-grading or enhancing road, rail or other transport networks or services where these are needed to cope with additional passengers travelling to and from expanded or growing airports.'

Regional Policy

Draft East of England Plan

11. The East of England Regional Assembly (EERA) agreed that the Draft East of England Plan should be based on the assumption that airports are expanded to the

maximum use of the existing runways. Policy ST/1 requires Local Development Documents and related strategies to provide for the expansion of London Stansted Airport up to the maximum capacity of its existing single runway. Policy T5 states that access, particularly by rail coach and bus, to the regions airports will be managed and enhanced to support development as it is approved and enable the regional airports to contribute to the national and regional objectives in terms of economic growth, regeneration, and sustainable transport. It is acknowledged that existing major airports in the region have relatively good access provision, it needs augmenting to meet further approved expansion.

BAA Stansted, Stansted Generation 2: December 2005 Consultation

12. Cabinet on 9th March 2006 determined that South Cambridgeshire District Council supports the East of England Regional Assembly position that accepts the expansion of the airport up to the full capacity of its existing single runway, but it does not support a second runway, which would create serious environmental damage to the surrounding area and contribute to global warming.

The Current Planning Application

13. This application is very narrow in its purpose. It does not contain a comprehensive set of proposals for the development of the airport and all the supporting infrastructure. It acknowledges that some additional infrastructure will be required, in particular parking, hotels, and car rental facilities. Planning permission would be sought in due course if required.
14. The table below indicates forecast annual passenger volumes at Stansted operating on a single runway, and the implications of growth beyond the current planning condition limits.

Total Air Movements (Annual Forecasts)

	2005 actual	25 mppa 2014/15	35 mppa 2014/15
Passengers (million)	22	25	35
Passenger Air Transport Movements (ATMs) (000s)	167	180	243.5
Cargo Air Transport Movements (CATM) (000s)	12	22	20.5
Total ATMs (000s)	179	202	264
Non ATMs* (000s)	15	14	10
Total Aircraft Movements (000s)	194	216	274
Cargo (tonnes, 000s)	238	600	600

Source BAA Stansted

* Non ATMs - comprises non-commercial movements

Air Quality

15. The Council's Environmental Health Officer (Scientific) provides the following comments with respect to air quality:
16. The effects of the development have been assessed using an atmospheric dispersion model to predict pollutant concentrations for the 25 and 35 mppa cases. Although pollutant concentrations are slightly higher with the 35mppa scenario as expected, in both cases the air quality standards for nitrogen dioxide, particulate matter (PM₁₀) benzene and 1,3-butadiene are not exceeded beyond the airfield and apron areas and therefore there is no direct impact predicted on air quality in South Cambs.
17. Obviously expansion on this scale will generate an associated increase in transport movements to and from the airport, the development proposed does not include any significant changes to the road or rail infrastructure. The transport assessment forecasts traffic and flow differences between the 35mppa and 25mppa of less than 3%. As only 7.8% of flow using the A14/M11 corridor was predicted to be accessing the airport this would not make a significant increase in the contribution of road traffic emissions to air quality. However, as areas of South Cambs adjacent to the A14 are already facing problems with poor air quality in excess of the air quality standards we would seek to encourage the shift in modal split to promote the use of public transport, rail and coach and reduce the traffic flows further.

Noise

18. The Council's Environmental Health Officer (Scientific) provides the following comments with respect to noise:
19. Noise has been assessed under both air noise (referring to noise from aircraft that are either airborne or on an airport runway during take-off or after landing) and ground noise (any airport noise other than that generated by aircraft in flight, taking off or landing).
20. Ground noise impacts have been assessed by considering the main sources of ground noise associated with the 25mppa and the 35mppa case. The noise predictions show small and therefore imperceptible increases in aircraft ground noise at most locations but some more significant increases at the northeast end of the airport resulting from development and increased use of this area.
21. Increases in road traffic noise associated with increased airport activity are deemed not large enough to be perceptible outside the airport boundary.
22. Air noise has been assessed by comparing the noise impacts predicted for an aircraft fleet serving 35mppa to one serving 25mppa over the 2004 baseline, based on current Government aviation noise policy. Contours of 57dB LAeq (regarded as the threshold for significant community annoyance) have been predicted and the changes in area and population number compared. When the 35mppa case is compared against the baseline there are no locations identified that would see an increase in noise exposure of more than 2dB (PPG24 considers a change of 3dB as the minimum perceptible under normal circumstances). Within the 57 dB(A) L eq 16hour contour for 35mppa there were four properties identified as sensitive to noise. These were all within the airport locality and no impact was identified for South Cambs.
23. Although Uttlesford DC's scoping opinion requested 50 and 54 dB(A)Leq 16 hour daytime contours (to enable consideration against World Health Organisation

benchmarks) and 44 and 47 dB(A) dB(A)Leq 16 hour daytime contours (to indicate where air noise would exceed ambient noise levels in rural tranquil areas around Stansted) noise levels less than 54 dB LAeq were not reported within the ES, as the applicant claims that at these levels, noise predictions are unreliable and are not verified.

24. The potentially significant issue for South Cambs is the likelihood for increased air noise from more air traffic over flying the district. This has not formed part of the environmental assessment supporting the application as airspace changes are progressed according to the Civil Aviation Authority's Directorate of Airspace Policy (DAP). This process is separate from that which airport operators are required to follow in order to gain planning permission for proposed development but is subject to extensive consultation prior to approval.
25. The National Air Traffic Services is currently working on design proposals to change the airspace arrangements in the North East part of the London Terminal Manoeuvring Area, which includes Stansted and Luton airports. It is expected that the airspace changes will be implemented in Winter 2008/9 and will accommodate the demand of the proposed growth at Stansted as well as making better use of the existing capacity. It is purported that these changes will deliver large scale regional airspace benefits that need to be taken forward irrespective of the current application.

Sustainability

26. The Council's Strategic Development Officer (Sustainability) provides the following comments with respect to sustainability:
27. There is insufficient attention/detail concerning the ongoing impacts of aviation and its ever increasing contribution towards climate change. There exists a growing scientific consensus (including Sir David King, the Government's Chief Scientific Adviser) that the current target of restricting carbon emissions to 550 ppm (which forms the basis of the UK's 60% carbon reduction target by 2050) is insufficient. It is widely accepted carbon emissions need to be capped at 450 ppm (currently 390 ppm) if we are to avoid dangerous climate change. If the UK is to meet the 450 ppm target, its total emissions will need to be a total of 32 million tonnes by 2050 (down from the current 160 million tonnes). Worryingly, according to existing trajectories, aviation emissions are set to comprise 100% (i.e 32 million tonnes) of that total. Details are available from the Tyndall Centre based at the UEA. There is no reference to carbon offsetting i.e. planting trees etc to absorb carbon. That said, it is not an ideal or even desirable solution given its overall effectiveness and the biodiversity problems associated with monoculture.

Transport

28. The Surface Access Transport Assessment sets out predicted impacts on the road network arising from the proposed development. The following additional two-way air on a Busy Day (September weekday) in 2014 are expected, based on the 35 mppa (enhanced) case put forward by the applicants, which includes a package of measures to encourage modal shift away from the private car. These measures would be incorporated into an updated Airport Surface Access Strategy, developed through the Airport Transport Forum in the future.

Passenger trips

- 2,500 trips by Stansted Express;
- 6,350 trips by bus and coach; and

- 6,200 highway trips.

Employee trips:

- 210 trips on rail;
- 900 trips by bus; and
- 1,600 highway trips.

Miscellaneous Airport-related trips:

- 1,650 miscellaneous highway trips.

29. In 2014 at 35 mppa the airport would be generating a total of 72,412 two-way road traffic trips a day, compared with 62,973 within the current 25 mppa limits. A 40 mppa case (referred to as a sensitivity test) was also tested, which indicated 81,107 two way road trips a day. This takes account of potential for larger aircraft in the future.
30. Although an increase in road traffic is predicted as a result of the airport growth, many of the trips generated are anticipated to occur outside the peak commuter hours. The Transport Assessment submitted with the application makes clear that it considers no additional highway works or improvements are required as a result of this planning application.
31. With regard to traffic conditions on the M11, it is estimated that traffic levels flows would increase by less than 3% in the peak hours if permission was granted, with little material effect on road conditions.
32. Population growth in the East of England is likely to place a greater burden on the road network than currently exists. The Environmental Statement states that at the regional level, 'Traffic growth in vehicle kilometres in the AM peak, Inter-peak and PM peak is expected to be 24%, 31% and 26% in the period 2003 -2014 regardless of whether the Airport has a 25 mppa or 35 mppa throughput. Similar data for the period 2003 to 2023 indicates 39%, 56% and 44% and again there is no difference between 25 mppa and 35 mppa data.'
33. The Statement indicates that M11 Junction 8 and the A120 junctions with the A1250 and B1383 will have potential capacity problems in 2014 and 2023. The westbound weaving section of the A120 between the slip road from the Bassingbourn Roundabout and the diverge to M11 Junction 8A could be approaching design capacity by 2023. However, the situation is not materially worse with the 35 mppa (enhanced) case than with traffic flows associated with the currently permitted 25 mppa.
34. The 35 mppa (enhanced) case encompasses a number of measures that have been selected to further increase public mode share, to reduce impact on road and rail networks. They also include further development of travel planning initiatives for airport employees. Stansted airport has the highest public mode share of all UK airports. Currently just below 40% of trips by departing air passengers are made by public transport. The Transport Assessment states that the mode share of public transport above 40% can be maintained. Whilst a greater proportion of the air-passengers which form the growth between 25 and 35 mppa have origins in East Anglia and the Midlands, with a smaller proportion in the London corridor than has been the case currently, the package of measures proposed for the 35 mppa (enhanced) case more than compensate for this adverse mode shift.
35. Following grant of planning permission a new Airport Surface Access Strategy will include working with bus coach and rail operators to improve services. Land will be safeguarded to accommodate 12 car trains at the railway station to accommodate

additional passengers, and Stansted Airport Limited is proposing to enter into an agreement with the Department for Transport and Network Rail to undertake these works.

Economic

36. The Air Transport White Paper highlights that the Government expects there to be an increasingly severe shortage of runway capacity at the major south east airports over the remainder of the decade, and making full use of the available runway at Stansted will be essential to avoid stifling growth.
37. The presence of good air links is known to contribute to the economic success of the Cambridge Sub-Region. It is highlighted in the Environmental Statement that adding to the airports infrastructure within the London Area would add to the areas locational competitiveness.
38. It is acknowledged that the employment effect of Stansted will be felt in South Cambridgeshire. Currently 257 Stansted employees live in South Cambridgeshire, comprising 2.4 % of the total workforce (10,600). In 2003 Stansted generated a total of 14,800 jobs (on and off airport, direct and indirect). In 2014 this is anticipated to rise to 19,400 with 25 mppa, or 23,200 with 35 mppa. When considered with housing growth planned for the region, in particular locally to Stansted, it is considered unlikely to significantly increase out commuting from the District.

Options

39. Evaluated as part of the report.

Financia/Legal/Staffing/Risk Management Implications

40. None.

Consultations

41. Environmental Health Officer (Scientific), Strategic Development Officer (Sustainability).

Conclusions/Summary

42. South Cambridgeshire District Council has already expressed its support for making best use of the existing Stansted runway. As such the general principle of this application should be supported.
43. The Environmental Statement submitted with the application does not identify any detrimental issues in respect of noise or air quality that would impact on South Cambridgeshire. The levels of noise experienced in South Cambs, even with the increases in movements assumed in the proposed development, would remain well below levels that are regarded by the Government and World Health Organisation as giving rise to significant annoyance and material to planning decisions. That is not to say that a small proportion of residents in South Cambs aren't and won't be annoyed because it is fully accepted that individuals' sensitivity to noise differ.
44. A separate National Air Traffic Services review of the airspace arrangements in the North East part of the London Terminal Manoeuvring Area may have an impact on

South Cambridgeshire. Consultation is anticipated at the end of 2006, and the Council should engage in this process.

45. With regard to transport, although the scale of direct impact on major routes would appear to be limited, it will contribute to the incremental growth of traffic. Development at the airport should be required to mitigate the impact it creates. Whilst the increase in airport traffic resulting from this application may not be sufficient to require specific road network improvements, it should provide a contribution equivalent to the need it creates. Uttlesford District Council and Stansted Airport must ensure that use of public transport is promoted and made available to reduce growth in the numbers of vehicles using the A14/M11 corridor to access the airport.
46. A target of 40% for modal share of public transport beyond 2010 was set through the planning permission in 2003. Rather than seeking a more challenging target the current application seems content to maintain it. It should seek to achieve more challenging mode share levels. The original planning permission included conditions and agreements relating to travel improvements required to meet the transport needs of an airport running at 25 mppa. They must be reviewed to meet the needs of 35 mmpa.

Recommendations

47. Cabinet is recommended to respond to Uttlesford District Council in the following terms:
 - (a) South Cambridgeshire District Council supports the East of England Regional Assembly position that accepts the expansion of the airport up to the full capacity of its existing single runway (Policy ST5) but it does not support a second runway
 - (b) With regard to the current application, if Uttlesford District Council is minded to approve the application, it should be subject to appropriate conditions and obligations to mitigate the impact of the additional car trips generated.
48. The Council should also seek to engage on the consultation concerning the impacts of the proposed changes to the allocation of regional airspace.

Background Papers: the following background papers were used in the preparation of this report:

Stansted Airport Planning Application Form
Stansted Generation 1 Planning Statement
Stansted Generation 1 Environmental Statement
Stansted Generation 1 Environmental Statement: Non-Technical Summary
Stansted Generation 1 Report of Consultation
Stansted Generation 1 Sustainability Appraisal
Stansted Generation 1 Health Impact Assessment

Stansted Generation 1 documents can be viewed at: www.stanstedairport.com/future

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