

**ENVIRONMENT, PLANNING & TRANSPORT CABINET PANEL
FRIDAY, 11 MAY 2018, AT 10.00AM**

LONDON STANSTED AIRPORT - PLANNING APPLICATION FOR PLANNING PERMISSION FOR AIRFIELD INFRASTRUCTURE (TWO NEW TAXIWAY LINKS TO THE RUNWAY, SIX ADDITIONAL REMOTE AIRCRAFT STANDS AND THREE ADDITIONAL REMOTE AIRCRAFT STANDS) TO SUPPORT GROWTH AT STANSTED WITH THE CAP ON THE NUMBER OF PASSENGERS RAISED FROM 35MPPA TO 43MPPA. (UTT/18/0460/FUL)

Report of the Chief Executive

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1. Purpose of report

1.1 To inform Panel of an application by Stansted Airport Limited (STAL) to Uttlesford District Council (UDC) for planning permission for airfield works to enable combined operations of 274,000 aircraft movements and a throughput of 43 million terminal passengers, in a 12-month calendar period and seek Panel views on the emerging County Council position.

2. Summary

2.1 Planning permission already exists at London Stansted for a throughput of 35 million passengers per annum (mppa). STAL is of the view that that limit is likely to be reached at or around 2023. This current planning application seeks planning permission for airfield infrastructure (two new taxiway links to the runway, six additional remote aircraft stands and three additional remote aircraft stands) to support growth at Stansted with the cap on the number of passengers raised from 35 mppa to 43 mppa.

2.2 The planning application concludes that there are no significant environmental or surface access impacts associated with the proposed development and that it would generate significant economic and social benefits. A package of mitigation measures have been offered by the applicant relating to skills and economy, noise, surface access and community.

- 2.3 The County Council is engaged in processes (predominantly related to surface access, air quality, noise and health) designed to test the validity of the conclusions of the planning application and adequacy of the mitigation measures proposed.
- 2.4 UDC has entered into a Planning Performance Agreement in which it commits to making a decision on the application on 18 July. Responses to the consultation on the application were required by 30 April. The County Council has submitted an interim response reflecting the current state of play in relation to technical discussions taking place with the applicant. A further response will be made in advance, as necessary, to reflect the outcome of ongoing technical work/negotiation.

3. Recommendation

- 3.1 The Panel is asked to note and comment on, as necessary, the County Council's interim position on the planning application as set out in Section 7 of this report and authorise the Chief Executive to respond further as necessary, in consultation with the Executive Member Environment, Planning and Transport, to reflect ongoing technical work and negotiations.

4. Background

- 4.1 Manchester Airports Group (MAG) acquired Stansted Airport from (the then) British Airports Authority (BAA), now Heathrow Airport Holdings Limited, in 2013. Since that time, Stansted Airport Limited (STAL) has been working with a number of airlines to increase the number and destinations of its services. This greater choice has resulted in a rapid increase in Stansted's passenger numbers from 17.8 mppa in 2013 to 25.9 mppa in 2017. As at the end of February 2018, Stansted Airport was operating at 26 mppa and is forecast to reach 29 mppa by the early part of 2019.
- 4.2 Planning permission currently exists for a throughput of 35 mppa. STAL is of the view that the limit is likely to be reached at or around 2023.
- 4.3 In 2015, a 'Sustainable Development Plan' (SDP) was published by the applicant for the Airport demonstrating how to make the best use of the existing single runway – estimated at that time to be *'between 40 and 45 million passengers a year'*.
- 4.4 Planning permission was recently granted by UDC for a new arrivals building, which is anticipated to open in 2020. This facility is required for passengers expected under existing permitted levels, but would also be sufficient to accommodate those numbers planned for under the current planning application.

5. The Application

- 5.1 This planning application seeks full planning permission for airfield infrastructure (two new taxiway links to the runway, six additional remote aircraft stands and three additional remote aircraft stands) to support growth at Stansted Airport, with the cap on the number of passengers raised from 35 mppa to 43 mppa. The existing limit on the total number of aircraft movements [passenger and cargo air transport movements (ATMs), plus 'other' air movements] of 274,000 ATMs a year is to remain unchanged. This limit would be a singular limit rather than being sub-divided as per the operational limits contained within the current permission (243,500 passenger ATMs, 20,500 cargo ATMs and 10,000 other ATMs). The application is accompanied by an Environment Impact Assessment.

Key Messages

- 5.2 Some key messages from the planning application:

- the new airfield infrastructure will enable the airport to make **the best and most efficient use of the existing single runway** and enable an increase in passengers to 43 mppa.
- the proposal is consistent with the **Government's support for airports seeking to make the best use of existing capacity** – Stansted is the only major airport capable of making a significant contribution to meeting demand locally and across the London system over the next 10 years. It is also consistent with the Development Plan in operation in the area.
- the infrastructure proposed would lie within the current airfield, replacing airfield grass and some existing hard surface.
- it will create socio-economic benefits to users of the airport and across the region and beyond. It would **create a further 5,400 jobs** at the airport.
- a key feature of the application is that the **main noise controls** that are imposed (aircraft movement limit and noise contour area limit) **remain in place as the airport grows beyond 35 mppa to 43 mppa**.
- **significant adverse noise impacts do not arise for any properties** as a result of the development. A change of 3dB is necessary in order to be discernible to the human ear. Any change in noise levels is small at less than 1dB.
- the application does **not seek any changes to night flight restrictions** imposed by the Secretary of State.
- at 43 mppa, average daytime noise exposure within the 57dB L_{Aeq}, 16hr noise contour extends to an area of 28.7 sqkm - **which is 5.2sqkm within the existing limit imposed on the airport of 33.9sqkm**. The main reason a reduction is achieved is because the noise footprint of typical aircraft in the future is roughly half that of today – because new generation aircraft are generally between 3db and 5db quieter on departure – and it is not proposed to increase the number of aircraft movements.
- the proposed development would result in **only marginal increases for all NO₂, PM₁₀ and PM_{2.5} emissions at some isolated receptors**. There are no exceedances of legal limits and are well below air quality standards for human receptors and below those for ecological receptors. The application

concludes that the proposed development ***will not have any unacceptable impact on health, the natural environment or general amenity.***

- there are ***not considered to be any unmanageable climate change resilience implications.*** In terms of carbon emissions, the rise from 35 mppa to 43 mppa ***generates additional cumulative 2016-2028 carbon emissions of 1.8 MtCO_{2e}*** (49.2 MtCO_{2e} compared to 47.4 MtCO_{2e}).
- Stansted Airport has the highest public transport mode share for passengers of any major airport in the UK, with around ***52% of passengers travelling by public transport.***
- current surface access peaks at the airport are 04:00-05:00hrs for arrival, 00:00-01:00hrs for departure and a combined peak at 17:00-18:00hrs.
- as the airport grows the pattern of flights will change and become more evenly spread across the day and less well-defined peaks and troughs. ***As the airport grows there will be limited growth in peak demand but greater demand occurs throughout the day.***
- ***modelling of the highway network has incorporated background growth*** (which incorporates housing and economic growth) and airport traffic growth (passengers and staff) and taken account of planned highway improvements.
- ***the average annual daily traffic growth associated with the uplift in demand is limited to an impact of less than 3% on local roads and no more than 5% on trunk roads, which the application considers to be minimal.*** Levels of growth exceeding 10% are seen only on Thremhall Avenue, the A120 between the airport and the M11 and the short link between Thremhall Avenue to the A120 east bound. In addition a minor impact is expected on the operation of Junction 8 of the M11. ***In totality, the traffic impacts associated with the proposed development are localised to the airport site and immediate road network.***
- the impact of the proposed development to 43 mppa compared to the approved 35 mppa scenario ***is not anticipated to cause any significant change in operational conditions.***
- the additional traffic associated with the development ***contributes to forecast congestion issues at M11 Junction 8*** associated with background growth for which a scheme is being developed by the highway authorities.
- it is acknowledged that ***small scale traffic increases will occur and that localised improvements may be required over time as the airport grows.*** The application proposes the ***creation of a Local Road Fund*** to contribute towards local infrastructure schemes, the allocation of which would be determined by the Highways Working Group of the Airport Transport Forum.
- the effect of rail services is considered to be ***negligible on the Stansted Express*** – there will be spare seating capacity in both directions. On the ***Greater Anglia services to Cambridge*** there will be an additional 177 passengers each way per day which is within the capacity of the service and ***of a negligible scale.***
- Given that existing and planned services will have sufficient capacity to meet airport demand ***no infrastructure mitigation is required to address***

the impacts on rail capacity. In terms of bus and coach, the application states that the additional demand is likely to stimulate new services and therefore be a positive impact.

- the proposed development is assessed as having ***no detrimental impact on water resources, is capable of being adequately drained and will not give rise to any pollution risk.***
- community well-being and health impacts – ***the impacts of the development on air quality are negligible and judged highly unlikely that any consequential impacts on respiratory disease will occur.*** The ***noise resulting from the proposed development is assessed as being negligible*** and the ***health impacts (i.e. ischemic heart disease, stroke of dementia) are barely measurable.*** ***Hypertension, depression or anxiety caused by sleep disturbance is predicted to be a very small impact.*** There are some issues at some community and care receptors – Howe school, St Giles Church in Great Hallingbury and Falcon House residential home in Little Hallingbury – ***which might give rise to increased disruption to learning, to the care environment and worshippers. Overflights may impact upon the enjoyment of visitors to Hatfield Forest. The scale of these impacts is judged to be minor or negligible and can be mitigated.***
- there will be increased opportunities for employment and stabilisation of employment which provide direct links to healthier lifestyles. Increases in GVA can lead indirectly to ***increased personal wealth and facilitate healthier lifestyles.*** Increased opportunities for leisure trips would facilitate maintenance of social and family connections, as well as enabling cultural, recreational or educational experiences – ***increasing life satisfaction, happiness, self-reported general health and mental health, contributing to quality of life.***
- the applicant concludes that ***the planning application is in overall accordance with the Development Plan and represents a form of sustainable development that will bring significant economic and social benefits without causing unacceptable environmental harm.***

Proposed Mitigation

5.3 The applicant has developed a package of mitigation measures which it considers are relevant and related to the proposed development. These can be summarised as follows:

Skills and Economy

5.4 Proposed measures include:

- Airport Employment Academy - funding and support for an on-site skills and employment centre to enable more jobseekers to choose to work at Stansted.
- Aerozone – funding and operation of an on-site education centre for local children to raise standards and attainment.
- Stansted Airport College – funding and support on an on-site Further Education College to ensure a supply of suitably skilled labour.

- Local Supply Chain Support – including ‘Meet the Buyers’ events to increase the number of contracts awarded to local businesses.

Noise

5.5 The applicant has undertaken a review of compensation schemes at other UK and international airports to establish current and best practice and have developed a new and enhanced scheme for the mitigation package, the main features of which are:

- a larger geographic area of coverage, increasing the number of eligible properties.
- a scheme based on meeting one of three qualifying noise metrics.
- a higher rate of grant, which would not require any match funding by the home-owner.
- a tiered system which provides the highest funding for the noisiest areas.
- the additional of roof insulation to the schemes.
- a free home insulation survey and report to establish the most suitable measures.

Surface Access

5.6 Proposed measures include:

- off-airport highway improvements – focussed intervention on capacity solutions for J8, M11.
- walking and cycling Improvements – including the extension of footways and cycleways linking the key areas of the airport with the public transport interchange and off-airport networks.
- a Local Roads Fund – set up to deliver localised improvements, traffic management and enforcement measures in conjunction with the local Highway Authorities.
- Local Bus Network Development Fund – further funding towards supporting new services in the local area.

Community

5.7 Proposed measures include:

- Community and Well-being Fund – a new Trust Fund set up with greater breadth and funding ambitions to provide financial sponsorship towards local community projects that improve cultural and social well-being and healthy lifestyles.
- Airport Community Volunteer Network – provision of volunteering, mentoring and coaching of local young people and practical support for community projects.
- Express Drop-Off Discount – improved discount scheme for use of the airport forecourt by local residents, modified to benefit residents affected by aircraft noise.

- Rail Commuter Parking Scheme – reduced costs and updated to reflect and respond to modern commuting patterns.

6. The County Council’s position on London Stansted

- 6.1 The County Council’s position on aviation and London Stansted is set out within its Corporate Plan ‘Hertfordshire County of Opportunity Corporate Plan 2017-2021’ and Local Transport Plan, as follows:

Hertfordshire County of Opportunity Corporate Plan 2017-2021

‘*Opportunity to thrive* - across Hertfordshire, we want to see:

.....

- *Our natural environment and diverse habitats protected from excessive or inappropriate growth, including the negative effects of airport expansion.*’

Local Transport Plan

- 6.2 The existing Local Transport Plan (LTP3) states:

‘3.2 Airports

The Air Transport White Paper published in December 2003 set out the government’s then policy for airport development. The intention was that full use would be made of the capacity of existing runways and in addition a second widespaced runway was proposed at Stansted and a full-length runway at Luton. The county council’s position remains strongly against these proposals. A new National Policy Statement on Airports due to be published in 2011 will set out a different policy to that of the White Paper.’

- A *The county council is opposed to new runway development at Luton and Stansted Airports.*
- B *Should any future development and growth in passenger numbers at either Stansted and Luton Airports be promoted, the county council will seek the provision in Hertfordshire of adequate supporting surface access infrastructure and services to meet the needs of airport users while minimising the impact on local and other travellers. The county council will seek assurance that the funding of such improvements will be in place before growth occurs.*
- C *The county council will promote and where possible facilitate a modal shift of both airport passengers and employees towards sustainable modes.*’

- 6.3 The emerging new Local Transport Plan (LTP4) is expected to become County Council policy this year. With regard to airports, draft LTP4 states the following:

'Policy 11: Airports

The County Council, working in partnership with neighbouring local authorities and airport operators, will seek improvements to surface access to Luton and Stansted Airports, and promote and where possible facilitate a modal shift of both airport passengers and employees towards sustainable modes of transport. The county council is opposed to new runway development at Luton and Stansted Airports.

Application

The County Council will seek to implement this policy through working closely with the airports and the relevant neighbouring local authorities to ensure access to and from Hertfordshire for the region's airports, particularly London Luton and London Stansted, is improved and focussed primarily on sustainable modes of travel. The Council will seek to ensure it exerts its influence on the aims, objectives, proposals and targets contained within the Luton Surface Access Strategy and the Stansted Sustainable Development Strategy and closely link these to the relevant Growth and Transport Plans (see page 91).

The County Council will be working with relevant stakeholders to improve rail access to Stansted, without causing a detriment to other existing services on the West Anglia Mainline. The county council will also lobby train operating companies for improved facilities on these trains. It will work in partnership in seeking to tackle traffic congestion on the key radial routes to the airport and reduce the amount of vehicle trips, with an emphasis on promoting more sustainable modes of travel.

The County Council, local authority partners, bus operators and the airport operators will look for opportunities to maximise the levels of passenger transport (bus and coach), especially from areas without direct rail access to Stansted and Luton Airports.

The County Council will also seek to work with the relevant authorities to help minimise any environmental impacts, such as noise, arising from aviation (see Environment Policy 21).

Outcomes

Overall the policy seeks the delivery of sustainable airport growth at both Luton and Stansted with negative impacts on the local road network, environment and quality of life minimised. According an increase in sustainable mode share by airport passengers and employees at both airports should be sought.

Policy 21: Environment

The County Council will seek to:

e) *Minimise noise issues arising from transport where practical to do so.*

Application

Traffic, air travel and passenger transport can all cause noise disturbances, which can impact upon quality of life and tranquillity. The Council will seek to minimise the impacts of traffic and transport noise in Hertfordshire, both when maintaining the existing transport infrastructure and when new infrastructure is installed. This will be achieved by working with key partners and stakeholders and through use of appropriate materials. The county council will also work with the local airports to seek to reduce disturbances from aircraft noise in Hertfordshire.'

- 6.4 The County Council's position on growth at London Stansted Airport is broadly to seek to ensure that surface access arrangements are properly catered for (and opportunities for modal shift from the private car facilitated) and environmental impacts minimised. This provides the context for the County Council's engagement with the planning application.

7. Responding to the planning application

- 7.1 Upon receipt of the application UDC convened a number of workshops on what it considered to be the main issues relating to the proposal - surface access, noise, health and air quality. These workshops represented an opportunity for the applicant and its specialist consultancies in these issues to present their evidence and conclusions to UDC and other local authorities (East Hertfordshire District Council, Essex County Council and Hertfordshire County Council) and Highways England.
- 7.2 UDC has commissioned specialist expert consultancy advice on matters relating to air quality and noise. Those experts were in attendance at the workshops. Surface access workshops were attended by the three transport/highway authorities (Essex County Council, Hertfordshire County Council and Highways England) and their specialist advisors.
- 7.3 The deadline for responding to the consultation was 30 April 2018, in advance of this Panel meeting. UDC has entered into a Planning Performance Agreement in which it commits to making a decision on the application on 18 July. At the time of writing an interim response was being prepared to meet the 30 April deadline, drafted to reflect ongoing discussions between the local authorities, Highways England and the applicant. The main issues identified are as follows:

Air quality, noise, health - on air quality, noise and health the experts commissioned by UDC appear to be reasonably content with the evidence

supporting the application and conclusions reached. This is, however, subject to further clarification and information sharing and potentially some additional work being undertaken by the applicant. Whilst the dialogue is ongoing, initial indications suggest there are unlikely to be any significant adverse impacts arising from the proposal. The County Council's interim response welcomes this, subject to confirmation through ongoing analysis.

Surface access - at this stage the three highway authorities are liaising with the applicant to ensure that the approach adopted to highways modelling in relation to the forecast impacts of the proposed development on the network are satisfactory and can be considered to be robust. Further technical work and sensitivity testing is in progress by the applicant and the position is to be reviewed in a series of meetings over coming weeks.

- 7.4 A copy of the County Council's interim response will be available at Panel. The local authorities and Highways England continue to liaise technically on the above matters and will continue to do so as the planning application progresses. That process will include seeking to secure appropriate mitigation measures proposed by the applicant and any additional ones considered necessary to accompany any planning permission, were one to be granted. The County Council's interim response reserves the right to make further formal response to reflect that ongoing technical work/negotiation.

8. Financial Implications

- 8.1 There are no direct financial implications arising from this report.

9. Equality Implications

- 9.1 When considering proposals placed before Members it is important that they are fully aware of, and have themselves rigorously considered the equality implications of the decision that they are making.
- 9.2 Rigorous consideration will ensure proper appreciation of any potential impact of that decision on the County Council's statutory obligations under the Public Sector Equality Duty.
- 9.3 The Equality Act 2010 requires the County Council when exercising its functions to have due regard to the need to (a) eliminate discrimination, harassment, victimisation and other conduct prohibited under the Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The protected characteristics under the Equality Act 2010 are age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion and belief, sex and sexual orientation.

- 9.4 There is no EQiA as no decisions are being made by the County Council. UDC is the decision-maker on this planning application.

Background Information

[Application for Planning Permission](#). Town and Country Planning Act 1990. Airfield works comprising two new taxiway links to the existing runway (a Rapid Access Taxiway and a Rapid Exit Taxiway), six additional remote aircraft stands adjacent Yankee taxiway); and three additional aircraft stands (extension of the Echo Apron) to enable combined airfield operations of 274,000 aircraft movements and a throughput of 43 million terminal passengers, in a 12-month calendar period. (UTT/18/0460/FUL). Stansted Airport Limited (STAL).