

EAST HERTS COUNCIL

THE EXECUTIVE – 12 SEPTEMBER 2006

REPORT BY EXECUTIVE MEMBER FOR REGIONS AND PARTNERSHIPS

STANSTED GENERATION 1 PLANNING APPLICATION –
EXPANSION OF STANSTED AIRPORT BEYOND 25 MILLION
PASSENGERS PER ANNUM – PLANNING APPLICATION
UTT/0717/06/FUL

WARD(S) AFFECTED: ALL BUT PARTICULARLY THE EASTERN
PART OF THE DISTRICT

RECOMMENDATION - that A) Uttlesford District Council be advised that East Herts Council considers that the expansion of Stansted Airport beyond 25 million passengers per annum, should be subject to:

- i) the on-going assessment work of the 4 Authorities, including specialist consultants, and other statutory authorities, in respect of the current application, not identifying any material insurmountable planning issues to the grant of planning permission;
- ii) consideration of the merits of imposing intermediate passenger and air transport movement limits, at 25 and 30 million passengers per annum, and appropriate aircraft movement limits between 2005/06 levels (181,000) and the limit applied for by BAA (264,000), in any twelve month period, together with an absolute limit of 35 million passengers per annum and 264,000 air transport movements, in any twelve month period, on the existing runway;
- iii) a review and any appropriate revision of the existing planning conditions, Section 106 Obligations, and related outstanding commitments, in respect of the current 25 million passenger per annum planning permission, to ensure that these are fit for purpose for growth of the airport beyond 25 million passengers per annum, on the existing runway;

- iv) suitable and appropriate conditions are imposed, together with Section 106 Obligations, to adequately control and manage and, as far as possible, mitigate the impact of growth of the airport, with such conditions/requirements relating to:
- a) noise contour controls for both day and night, [including examining alternative approaches to the Leq method](#);
 - b) improved noise monitoring and mitigation measures, including schools;
 - c) surface access improvements to both road and rail infrastructure, including improvements to M11 Junction 8 and airport access roads; provision of 12 car trains; other appropriate Hertfordshire and Essex Local Transport Plan schemes, including the A120 Little Hadham Bypass, those contained in the emerging Eastern Herts Transport Plan, and Bishop's Stortford Transport Strategy;
 - d) further and on-going financial contributions to Hertfordshire passenger transport services and facilities; parking controls and the introduction of Controlled Parking Zones, particularly in Bishop's Stortford;
 - e) making the airport as sustainable an operation as possible (subject to periodic reviews and further improvements in accordance with evolving policy and best practice), in respect of such issues as energy and water saving; renewable energy production and use of low emission fuels on the airport site;
 - f) a further financial contribution to be agreed, to the Stansted Area Housing Partnership Fund, via Section 106 Obligations, in respect of affordable housing.
 - g) continued contributions to skills education in areas where airport recruitment is concentrated.

(B) the Head of Planning Policy, in consultation with the Executive Member for Regions and Partnerships, be authorised to make any necessary minor amendments to the Council's response, which may arise from further work between the 4 Authorities, and agree the final wording, provided that response does not materially differ from that contained in this report.

(C) that in respect of the review of airspace and flight paths, the National Air Traffic Service be requested to give the highest priority to introducing Continuous Descent Approaches (CDA) for western approaches to Stansted, as this has the potential to reduce significantly the disturbance to residents of East Hertfordshire.

1.0 Purpose/Summary of Report

- 1.1 The purpose of this report is to suggest a response to Uttlesford District Council, on the planning application, submitted by BAA Stansted, to expand Stansted Airport beyond the currently permitted 25 million passengers per annum (mppa).
- 1.2 On the basis of information currently available on impact of expansion of the airport, and relevant planning policies and issues, it is considered there is insufficient reason to recommend Uttlesford District Council to refuse the application, provided suitable and appropriate conditions are imposed, together with Section 106 Obligations, as outlined in the Recommendations of this report. However, it is recognised that this excludes responses from two major consultees, namely the Highways Agency and the rail operators.
- 1.3 In essence the approach suggested in this report, to this planning application, by imposing conditions and requirements, is a plan / monitor / review / manage approach.

Deleted: Uttlesford District Council is, therefore, recommended to grant conditional permission to the planning application, inter alia on the basis of the recommendations at the head of this report.

2.0 Contribution to the Council's Corporate Priorities/Objectives

- 2.1 The report seeks to contribute to the Corporate Priorities of caring for and improving our natural and built environment, and safeguarding and enhancing our unique mix of rural and urban communities, ensuring sustainable, economic and social

opportunities including the continuation of effective development control and other measures.

3.0 Background

- 3.1 BAA Stansted have submitted a planning application to Uttlesford District Council to increase the permitted capacity of the airport. Planning permission granted in 2003 imposed constraints of 241,000 air traffic movements (atms) and of 25 million passengers in any 12 month period.
- 3.2 Throughput in the 12 months to June 2006 was 23 million passengers even though much of the facilities permitted in 2003, the extensions to the terminal, new satellite, taxiways and aircraft stands, have not yet been constructed. The Airport's application is therefore to change the two planning conditions imposed on passenger numbers and atms.
- 3.3 The proposal is for a new limit of 264,000 atms (an increase of 9%) with no limit on passenger numbers. The Airport forecasts throughput in 2014 would be about 35 million passengers per annum (mppa) (an increase of 40% on the 25 million permitted) though the Environmental Assessment (EA) accompanying the application also considers some of the implications of 40 mppa. No new facilities are being applied for as part of this current application, though some additional hotels and car parking are assumed in the EA.
- 3.4 The proposed expansion for the full use of the existing runway is driven by the ever-increasing rise in air passenger demand in the South East and East in part exacerbated by the growth in low cost services. The Department for Transport's forecasts showed growth from 100 mppa in 2000 to 300 mppa by 2030 and despite the rising cost of oil and other issues this rise in demand continues with London airports handling over 130 mppa in 2005.
- 3.5 In the light of these forecasts the Government produced a White Paper 'The Future of Air Transport' in 2003 after a protracted consultation process. The White Paper considered aviation's environmental implications, including noise and emissions (climate change) but concluded that significantly more capacity was needed.

- 3.6 The Government puts forward in the White Paper what it believes to be a balanced approach. This recognises the importance of air travel to our national and regional economic prosperity and reflects people's desire to travel while seeking to reduce and minimise the impacts of airports on those who live nearby and on the natural environment and ensures that over time aviation pays the external costs its activities impose on society at large.
- 3.7 For the London airports the White Paper proposes:
- Making best (full) use of the existing runways at Stansted and Luton (at Luton this refers to a full length runway not the shorter existing one).
 - Providing 2 new runways, the first at Stansted the second at Heathrow subject to air quality limits being met.
 - Potential for a new runway at Gatwick after 2019 should a third runway at Heathrow not prove possible.
- 3.8 Stansted airport is additionally regarded by Government as an important economic driver in the London, Stansted, Cambridge Growth Area. This is reflected in the draft Regional Spatial Strategy, which accepted the full use of the existing runway. .
- 3.9 There is therefore a strong policy background at national and regional level that the full (best/maximum) use should be made of the existing runway at Stansted, with an acceptable balance being achieved between economic, employment and other benefits and environmental and other considerations.
- 3.10 The Draft Regional Plan accepted the expansion of Stansted Airport, up to the full capacity of the existing runway, subject to a number of important caveats. The District Council, as part of its response to the Draft Regional Plan, saw this as a pragmatic stance for the Regional Plan to take. The Council did, however, state as part of its Regional Plan response, that it would not wish to pre-empt a decision on whether a scheme for increased capacity at the airport is acceptable in planning terms.
- 3.11 Since the planning application was submitted BAA have been taken over by a consortium headed by Ferrovial, a Spanish company. In time the name and management of BAA may change but the takeover does not effect consideration of the present proposal. The takeover has delayed slightly further consultation

on the proposed Second Runway and therefore publication of a comprehensive Airport masterplan but an application (G2) is still anticipated in late 2007.

- 3.12 The proposed developments have been considered jointly by officers of the 4 local authorities most affected, Hertfordshire, East Herts, Essex and Uttlesford. Uttlesford as the local planning authority has to determine the application with the other authorities being consultees only.
- 3.13 Joint working between the 4 Authorities, other statutory authorities, and specialist consultants is on-going. This report represents the current state of play and information and assessment so far. It is recommended that the Executive consider the main principles and issues involved with the planning application, and that delegated authority be given to the Head of Planning Policy, in consultation with the Executive Member for Regions and Partnership, to agree the detailed wording of the Council's response, provided that response does not materially differ from that contained in this report.

4.0 Report

Passenger Growth Forecasts

- 4.1 The current planning application is to allow growth on the existing runway beyond the presently permitted passenger limit of 25 mppa. BAA have compared the permitted position of 25 mppa at 2014 with that forecast of 35 mppa for the same year.
- 4.2 BAA forecast Stansted to continue to grow as an airport catering mainly for low cost European airlines. They suggest there will be some long haul services, 10% of passengers, but the majority will be on short haul low cost services.
- 4.3 BAA's forecast for 2014, a date when they envisaged the second runway would have opened, is 35 million passengers. A greater number of passengers per plane, either because load factors for the low cost airline increase or because of more long haul services with bigger aircraft, would increase throughput. BAA assumes an upper figure of 40 mppa.

- 4.4 The local authorities' consultants (SH&E) consider 35 mppa to be a reasonable forecast while the low cost airlines themselves publicly doubt whether 35 mppa will be achieved by 2014. They fear rising airport charges (particularly those intended to pay for a second runway) will discourage airlines from starting new services, which are the main elements of the growth.
- 4.5 It is clear, however, that whatever the rate of growth by 2014 and beyond a throughput on one runway in excess of 35 mppa is possible particularly if the second runway does not go ahead as planned by BAA. These uncertainties regarding passenger numbers and mitigation can be avoided if passenger throughput is limited by condition. This should be an essential proviso if any permission were to be granted.
- 4.6 A condition limiting throughput in any 12 month period to 35 million passengers and 264,000 atms is considered appropriate. There is also considered to be merit in seeking to phase/manage growth on the existing runway, and thus phase/manage its impact through intermediate passenger and air transport movement (atm) limits at 25 and 30 million passengers per annum, and atm limits between 2005/06 levels (181,000) and the limit applied for by BAA (264,000). This may need to be augmented with further limitations to avoid overloading transport infrastructure at peak periods.
- 4.7 It is considered Uttlesford District Council should be requested to consider the merits of such controls in order to review forecasts and impacts relating to the growth of the airport beyond its current 2006 levels, and other external factors such as the review of existing flight paths by the National Air Traffic Services (NATS), anticipated in Spring 2007, and the provisions of the East of England Regional Plan.
- 4.8 It is also considered appropriate to request Uttlesford District Council to review and make any appropriate revisions to the existing planning conditions, Section 106 Obligations and related outstanding commitments, in respect of the current 25 mppa planning permission, to ensure these are fit for purpose, for growth of the airport beyond 25mppa, on the existing runway.
- 4.9 Airport growth raises a wide range of issues but the two most affecting East Hertfordshire are aircraft noise and surface access together with employment and the economy. Climate change is

the biggest global issue. Uttlesford District will also have more local issues.

Aircraft Noise

- 4.10 The low cost airlines at Stansted use modern small to medium sized aircraft which are quieter (less noisy) than the aircraft types they replaced and the ones commonly used by long haul and freight operators. However the increased number of flights is likely to be noticed by residents beneath the flightpaths.
- 4.11 The total number of movements (atms and non atms) for 35 mppa at 2014 (274,200) is forecast to be 27% more than for 25 mppa but the noise level as measured by the area of the 57 Leq day contour is forecast to only increase by 13% (33.9 sq km). This area is less than the 43.6 sq. km permitted by the existing planning permission.
- 4.12 These figures however over simplify the situation. The present area of the 57 Leq day contour, the noise contour said to mark the onset of significant community annoyance, is about 30 sq. km. If the airport only grew to 25 mppa the noise level would fall, to 27.5 sq. km., rather than increase with 35 million. This increase could be still greater if a less favourable fleet mix is assumed with say more larger long haul aircraft.
- 4.13 The area within the 57 Leq contour in East Hertfordshire is a lobe across Spellbrook north of Sawbridgeworth with the contour extending just to the southeast of Bishops Stortford outside the town. This though is an average (of 92 summer days) and the contour would extend across High Wych towards Gilston on those days when aircraft are landing from the west as occurs about 30% of the time.
- 4.14 The contours, including the wider 54 Leq contour, together with the findings of national social surveys enable the change in the numbers of people highly annoyed by aircraft noise to be assessed. The local authorities' consultant Bureau Veritas calculates that 250 additional people will be highly annoyed at 35 mppa than at 25 (800 compared to 550). The total population within the 57 Leq contour increases from 2300 to 3550 (5200 to 7350 in the 54 contour).

- 4.15 The 57 Leq day contour however is not a particularly reliable indicator of community annoyance. People are clearly affected by the increase in numbers of aircraft overhead as well as how noisy those aircraft are and annoyance and disturbance occurs well beyond the contour area. Total movements are set to increase by over 40% between now and 2014 though the difference between the forecast 25 and 35 mppa cases at 2014 is less than 30%.
- 4.16 Hourly movements in the 16 hour day (07.00 – 23.00) on a busy summer day are forecast to increase from an average of 32 in 2004 to an average of 46 (50 in the busiest periods) so people living beneath the landing route, such as at Gilston and High Wych, would see an average additional 7 movements landing in each hour (16 to 23). On take off the totals are less as the aircraft use 3 routes but 50% fly around Bishop's Stortford and across Hertfordshire so the present average of 8 an hour will become nearly 12 an hour.
- 4.17 Most of the increases will be in the present off peak periods in the day and mid evening but there are forecast to be (busy summer day) an additional 7 arrivals in the early morning between 06.00 and 07.00. Between 22.00 and 23.00 there will be an additional 9 departures in 2014 with 35 mppa compared to 2004.
- 4.18 Take offs westwards across Hertfordshire occur about 70% of the time and landings 30%. These landings also fly over Ware at heights of around 2,000 feet, well below those that would be expected so far from the runway. This is due to aircraft from other airports flying in the area and is causing increasing disturbance to residents. Potential changes to air traffic control procedures (not part of this application but being considered by National Air Traffic Services to increase air space capacity) may improve the situation but not before 2009.
- 4.19 Night noise is of particular concern to local residents. Night flights in the 8 hour night (23.00 – 07.00) are not forecast to grow at the same rate as the day flights with less than 20% more than at present. This increase is concentrated in the early morning 06.00 to 07.00 when Summer busy day flights are expected to increase from 33 to 45, mainly as arrivals. Between 23.00 and 06.00 no increase is forecast with the majority scheduled before 23.30.

- 4.20 However the Stansted based low cost airlines have a rotation system to maximise aircraft use and keep costs down. This is based on aircraft departing early in the morning and arriving from their final rotation late at night. While the final arrivals are scheduled before 23.00 any delay through the day means they understandably arrive later at night. Added to this the freight aircraft which commonly arrive and depart at night tend to be the larger noisier aircraft using the airport.
- 4.21 At Stansted night flights are subject to limits and controls imposed by central government. The limits 23.30 – 06.00 for the period to 2012 have recently been announced following a long consultation process. BAA's forecast of night flights fit within the government's limits, partly because the movement limit is not presently fully used (about 9,000 of 12,000 per annum) and partly because forecast growth will be 06.00 to 07.00 rather than within the government's night period.
- 4.22 BAA have offered only the minimum in terms of compensation for noise, with schools and some residents within the 63 Leq day contour to be offered sound insulation (double glazing). This is the noise level referred to in the Air Transport White Paper and based on the situation at Heathrow. For Stansted it means nowhere in East Hertfordshire is to be offered insulation for day noise and probably not for the new night noise scheme.
- 4.23 Aircraft noise is the greatest nuisance for residents as a result of Stansted operations. This nuisance extends far beyond the 57 Leq day contour and includes communities such as Bishop's Stortford and Ware as well as rural East Hertfordshire. The authorities' noise consultant, has reviewed the forecast noise contours and has drawn attention to disturbance within and beyond those contours caused by the increase in flights.
- 4.24 It has to be recognised that the differences as measured by the noise contours between what is already permitted with 25 mppa in 2014 and what is forecast with 35 mppa are relatively small. Disturbance in East Hertfordshire, however, will increase with more flights and can only be accepted if stringent conditions are imposed.

4.25 The precise form of such conditions will need to be discussed with Uttlesford District Council but must include limits on day and night Leq contour areas and limits on total aircraft movements. The authorities can also put pressure on BAA to widen their area for compensation to reflect the situation at Stansted but it is unlikely that area would be extended into East Hertfordshire.

Surface Access

4.26 BAA maintain that the forecast 40% increase in passengers (25 – 35 mppa) will not be directly reflected in additional journeys to and from the airport (airport passengers, employees and ancillary e.g. freight). Various factors, including a greater proportion of passengers being anticipated to change planes at the airport, contribute to this.

4.27 Road traffic at Stansted is forecast to increase from 63,000 two way movements on a busy summer day with 25 mppa at 2014 to 75,000 movements, an increase of 19%. Morning peak hour movements increase 15% from 2,600 to 3,000.

4.28 Air passengers using the Stansted Express are also forecast to increase by 19% (16,900 to 20,200 on a busy day) with other Public Transport increasing 26% (10,500 to 13,300 movements). BAA suggest some enhancements to coach and bus services which would further increase public transport use and reduce both car and Stansted Express journeys.

4.29 BAA assess the impacts in the light of the background travel growth that is forecast between now and 2014 and of the permitted expansion to 25 mppa. On the roads that background growth regionally is about 25%. Airport related road traffic growth 2004 – 2014 (35 mppa) is nearly 50% (50,750 two way movements to 75,000) but BAA point out that the majority use the M11. Airport traffic makes up 15% of the motorway flow south of Bishop's Stortford.

4.30 The forecasts do suggest that there will be problems at Junction 8 on the M11 necessitating queuing on the approach roads. These problems will spread along the A120 to the A1250 exit to Bishop's Stortford. Solutions to these congestion problems are subject to

further investigation by BAA and the Highways Agency who are responsible for Junction 8 and the M11.

- 4.31 Available evidence (BAA forecasts and HCC surveys) suggests that relatively little airport related traffic uses the A120 Bishop's Stortford Bypass and Little Hadham to the A10. BAA estimates 10% of the daily traffic flows are presently (2003) airport related, 1500 vehicles at Little Hadham and over 1800 on the Bypass.
- 4.32 The existing capacity constraints on the route however, the Little Hadham traffic lights and the single lane of the Bypass mean that the BAA forecasts assume there will be virtually no peak hour growth on these roads. Peak hour airport related traffic increases with 25 mppa (though oddly not much further with 35 mppa) but total traffic is constrained by the modelling process.
- 4.33 The role played by Stansted related traffic in contributing to delays and congestion at Little Hadham and other sections of the A120 therefore still has to be addressed. The existing problems at Little Hadham have led the County Council to bring forward proposals for a single lane bypass to the village and a further run of the BAA traffic model has been requested to assess the implications for airport traffic of such a road.
- 4.34 BAA considers airport related traffic may make up only a relatively small proportion of daily traffic on local roads, less the 1% of the 20,000 vehicles on the A1184 at Sawbridgeworth for example. The contribution to peak hour congestion problems, however, can still be important, particularly on the A120 around Bishop's Stortford.
- 4.35 BAA has also assessed rail access with the capacity of the rail line from Stansted to London being a major concern. The airport shares the two track line from Bishop's Stortford to Liverpool Street with the commuter traffic. The Stansted Express provides 4 trains an hour to and from the airport to Tottenham Hale and Liverpool Street with 2 stopping at Bishop's Stortford and 2 at Harlow. There is also a stopping service which serves Hertfordshire stations.
- 4.36 As with most radial routes into London there are existing capacity problems during the peak hours. Changes to the timetable to accommodate the 4 Stansted Expresses have resulted in

perceived poorer services for other rail users. However they do allow BAA to claim that their passengers' demand can be adequately met with 35 mppa at 2014.

- 4.37 Much of the growth in rail passengers will be out of peak hours when there is unlikely to be any capacity problem. However during peak periods the pressure of commuters will mean the 8 car trains will become unacceptably overcrowded. BAA accept the likely need for 12 car services at such periods either on the Stansted Expresses or the Cambridge-Liverpool Street trains or both.
- 4.38 12 car Stansted Expresses will require major platform extensions at Stansted Airport. Bishop's Stortford, Harlow and Tottenham Hale can all accommodate 12 car trains as can Liverpool Street but there will be severe implications for peak hour operations there. Capacity on the rail line and at Liverpool Street is the responsibility of the Department for Transport (DfT) Rail.
- 4.39 BAAs forecasts may under estimate rail usage, both in total and for any particular hour. A greater proportion of passengers may choose to use rail, instead of coach services to London if road congestion worsens or if measures to discourage car use take further effect. Within any hour if large aircraft on long haul services are substituted for the small European low cost aircraft, the numbers of passengers would increase. In addition there will be hold ups at the airport and on the rail line which will create temporary capacity problems which can mean serious delays for other users.
- 4.40 The other uncertainty relating to rail is the level of non-airport growth that can be expected up to and beyond 2014. Commuting to London is expected to increase along the rail corridor particularly with the growth planned in the M11 Corridor.
- 4.41 Stansted has historically maintained a high public transport mode share by rail and more recently by coach, largely for passengers to London and have now almost attained previous targets. BAA's assessments include assumptions for improved bus and coach services to boost both air passenger and employee use of these modes. These improvements include the local services in Bishop's Stortford and Sawbridgeworth and express cross county routes.

- 4.42 Car parking provision is a further important issue for airport surface access. Too much may attract more car traffic (though price is also a determining factor) and too little may lead to increased unacceptable off airport parking and increased kiss and fly and taxi journeys which mean more road movements.
- 4.43 No additional car parking is being applied for. The current number of public on airport spaces is 26,800, less than the 38,800 forecast as necessary for 35 mppa, but the 2003 planning permission provided for 42,700 spaces. Detailed provision still needs to be determined but car parking makes a significant financial contribution to airport operations and BAA would not wish to reduce supply unnecessarily.
- 4.44 Park and Ride car parks for the airport have been considered as a means of reducing traffic at the airport itself. BAA say the cost of operation mitigates against them but that one at Harlow (Junction 7 on the M11) might be possible.
- 4.45 The forecast assessments are still the subject of study by the authorities' consultants Atkins. If the figures can be relied upon the main issues will be whether the increase in movements can be accommodated on the network without unacceptably impacting on other users and the extent to which BAA should contribute financially to any network improvements.
- 4.46 In an area with existing congestion problems, it is difficult to accept that a 10 million increase in airport passengers will not have serious impacts. It does have to be recognised however that the origin/destination of the majority of air passengers mean they do not normally make great use of Hertfordshire's roads. Usage may be more than BAA estimate (the model routes passengers via the trunk roads and motorways rather than roads such as the A414/A10) but the overall impact compared to other traffic is still not great.
- 4.47 Nonetheless, BAA should recognise that the airport as a major generator of traffic, directly and indirectly, makes a significant contribution to overall traffic congestion in the local area. This will be particularly true in the peak hours. As a condition of any planning permission for expansion therefore BAA should be

required to make financial contributions to improve the road and public transport network.

4.48 In particular it is suggested that BAA should inter alia:

- make a financial contribution to the construction of a bypass at Little Hadham if the County Council proceeds with this scheme.
- commit to an ongoing financial contribution to enhance bus and coach services in Hertfordshire and engage in discussions with the County Council to achieve (especially) improved express coach services without reducing the viability of existing services.
- commit to a financial contribution to the implementation of the emerging East Herts Transport Plan and Bishop's Stortford Transport Strategy, to improve sustainable access opportunities for residents. Such schemes could include a limited Park and Ride facility as suggested in the Bishop's Stortford Transport Strategy Consultation Document April 2006 in east Bishop's Stortford to serve both the town and Stansted employees should the County and District wish to proceed with this.
- ensure (as far as they are able) that rail services to the airport provide for the needs of Hertfordshire airport users but are not developed such as to cause any deterioration in the wider services for non airport users.

4.49 Elements of these infrastructure improvements/schemes may need to be assured by the imposition of intervening passenger/air transport limits, which would be raised when the required infrastructure is provided.

4.50 In the long term both the rail line and the M11 will almost certainly require widening but prior to that the growth at Stansted will inevitably add to the ongoing capacity and congestion problems. The major issues are probably congestion on Junction 8 and the introduction of 12 car trains and while these are the responsibility of other agencies, it is essential that BAA is required to contribute financially to what can be shown to be their share.

4.51 The concern remains that the increased use of the limited capacity of the rail line by air passengers will lead to a deterioration in services for other users. The Lea Valley stations such as Broxbourne are incapable of accommodating 12 car trains and it appears the expectation under the previous permission that BAA

would fund platform extensions is not being realised. While the local authorities can voice their concern on this issue it is a matter for DfT Rail.

Employment and the Economy

- 4.52 Airports and air services are considered by government to be essential for the economy especially the high tech companies such as pharmaceuticals which are so important to the East Region. Stansted is now the third largest airport in the UK for both passengers and freight and clearly plays an important role but the nature of its services, low cost flights to the UK and Europe, is a limitation.
- 4.53 Of the 18.3 million terminating (non transfer) passengers in 2004 3.4 million (19%) were business passengers. For the 25 mppa case in 2014 5.2 million (23% of terminating passengers) are forecast to be travelling on business, the lack of airport capacity squeezing out leisure passengers. However with the added capacity in the 35 mppa case the figure would only rise to 5.5 million (19%) with foreign business travellers actually falling by 130,000.
- 4.54 For the Eastern Region business travel, UK and foreign, will increase, from 1.9 million to 2.2 million (25 – 35 mppa cases) but will still fall as a proportion of the region's total air passengers. The development to 35 mppa would therefore be largely serving leisure passengers (94% of the additional terminating passengers) with the majority being UK in origin.
- 4.55 The development of Stansted would in BAA's view add to the airport infrastructure within the London area airports system adding to the 'locational competitiveness' of both the East of England and London. In addition any increase in services across Europe is of benefit to local and, it is claimed, London firms doing business on the continent. The destinations of these new services however may not offer the potential of the existing centres served.
- 4.56 BAA also claim the growth of nearly 2 million foreign leisure passengers (5.2 million to 7.1 million 25-35 mppa, 1 million extra visitors) as an economic benefit. Their assessment is that some of these visitors would not come to the UK if Stansted was limited to 25 mppa. The downside is that growth to 35 mppa enables an

additional 4.4 million UK leisure passengers (2.2 million visitors) to fly out of the country spending far more than the visiting foreign passengers.

4.57 While the air transport industry's most important economic contribution is claimed to be its impact on the performance of industries and its role as a facilitator of other economic activity, the direct employment of Stansted is also claimed as a regional benefit. Stansted presently employs nearly 11,000 people on site with a further 4,000 supported off site by the expenditure of the airport operations and the employees. [Table 1 below sets out an approximate breakdown of the place of residence of Stansted direct airport employees. The information is taken from a number of sources and it is not intended to be precise but rather gives an overall impression of the likely spread. It also assumes that the current distribution of employees will continue.](#)

[Stansted Airport direct airport employment \(including a small off airport element\)*](#)

	22mppa (current)		25mppa (2014)		35mppa (2014)	
	Jobs	%	Jobs	%	Jobs	%
Total employed	11,000		14,650		17,200	
Inner area (Uttlesford, East Herts, Braintree & Harlow)	7,150	65	9,520	65	11,180	65
(of which in Bishop's Stortford)	(1,760)	(16)	(2,340)	(16)	(2,750)	(16)
Outer area (Chelmsford, Epping Forest, Colchester, St Edmundsbury, South Cambs, Cambridge)	1,540	14	2,050	14	2,410	14
Outside study area	2,310	21	3,080	21	3,610	21

[* These figures assume a continuation of the current distribution of airport employees in terms of their place of residence
\(Figures have been rounded\)](#)

4.58 65% of the direct employees live in the 4 nearby districts of Uttlesford, East Herts, Braintree and Harlow. Just over 20% live in Hertfordshire, with 16% (about 1750) in Bishop's Stortford. This compares with the 2,666 (14% of total employed Bishop's Stortford residents) who live in Stortford and commute out to central London to work (2001 Census).

4.59 Direct airport employment (including a small off airport element) is forecast to rise to 14,650 with 25 mppa and 17,200 with 35 mppa, a difference of 2,550. Indirect supported employment would be 4,800 and 6,000 a difference between the growth scenarios of 1,200.

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4.60 The total forecast increase in airport supported employment in developing Stansted from 25 to 35 mppa therefore is about 3,800. The new low cost services which would deliver the majority of the additional 10 million passengers would not generate large levels of employment. The greater increase estimated by BAA is from the existing (2003) situation to 25 mppa, 5,000 employees for an extra 4 million passengers.

4.61 In the light of the growth in housing planned for the area as part of the new Regional Strategy it is difficult to see the growth in employment at Stansted having major implications for East Hertfordshire. The biggest impact of any increase is likely to be in Bishop's Stortford, the town providing 16% of existing direct employment. Total direct employment 2003-2014 35 mppa is estimated to increase by 6,300 of which, if the present proportions continue, 1000 would live in Bishop's Stortford.

4.62 With the exception of Harlow and perhaps Braintree the areas around Stansted are generally well served by existing employment opportunities and are not in need of additional jobs at the airport. At Harlow it is hoped that Stansted will provide jobs and economic stimulus for both the town and any new development planned as part of the Regional Spatial Strategy but to date there has been little evidence of any such effect. Harlow contributes just over 6% of Stansted's existing employment, 650 workers.

4.63 BAA argue the growth in airport employment will contribute to the regional objective of reducing out commuting to London. Again the evidence for this is unclear. Airports provide a wide range of employment opportunities but much is relatively low paid or for particular skills which may not appeal to all commuters. However,

given the size of the local labour pool it seems unlikely the scale of job increase projected for the airport would have any significant effect on the local economy, either in creating significant labour shortages or in causing an unhealthy reliance on one employer/industry.

- 4.64 New workers are though likely to be attracted to the area. It is, therefore, considered appropriate that the District Councils of Uttlesford and East Herts require BAA to make a further financial contribution to affordable housing provision, as was done with the previous (25 mppa) permission.
- 4.65 It appears that while the expansion of Stansted from 25 to 35 mppa may make a contribution to the wider region as part of the London airports system, it is unlikely to bring significant economic benefits to the local area. However, as the government has made its support for the economic and social benefits of aviation very clear this issue could be regarded as not being a determinant of any decision. There seems little that can be done to ensure air services are provided to business centres rather than leisure destinations but BAA should be required to continue their contributions to education and skills development albeit this work is concentrated on Harlow and East London.

Other Local Issues

- 4.66 Airport development raises numerous other local issues such as air quality and implications for health and the operation's use of resources such as energy and water. The Airport has reported on these issues in the Environmental Statement highlighting the difference between the impacts anticipated with the permitted development and those anticipated with that proposed.
- 4.67 Air quality levels will deteriorate in the area around the airport but are forecast to remain within the statutory national limits and while water consumption will rise with more passengers the Airport's total consumption will still be a very small proportion of that of the local water zone area. Consideration of all these local issues must be in the light of both the government's airports policy regarding balance between the environment and the economy and of the impact of airport operations elsewhere in the country.

4.68 In terms of air quality, the impact of the airport is generally limited to a localised area around the airfield and apron areas. BAA predict that concentrations of pollutants such as nitrogen dioxide (NO₂), and particulate matter (PM₁₀ & PM_{2.5}) will increase marginally over the 25mppa case under the 35mppa case. This increase is primarily due to the increase in ATMs and road traffic associated with the 35mppa case. However statutory Government objectives will not be exceeded beyond the airfield and apron areas.

Climate Change

4.69 One issue of increasing importance globally and which needs to be considered as part of any airport development is climate change. Emissions from aircraft, carbon dioxide, vapour trails and nitrogen dioxides are the fastest growing contributor to climate change which itself is seen as the greatest environmental threat to the planet.

4.70 BAA are of the view that as a global issue it has to be addressed at a global or at least national/EU level. The EU's intention is to introduce an emissions trading scheme for EU aviation which would include most of Stansted's traffic. This has the support of the UK government, BAA and BA though not of the low cost carriers using Stansted.

4.71 Whatever the ultimate success of such a scheme the contribution the additional operations at Stansted, if permitted, will make to global climate change will be small. The proposed increase in air traffic movements is just 23,000 atms (from 241,000 atms permitted) and it might be argued some would migrate to other airports if Stansted were not expanded.

4.72 While the District Council and its residents are rightly concerned over the impact of climate change, it is not considered a justifiable reason for refusal, partly because of the government's policy stance in the Air Transport White Paper and partly because of the limited level of growth being proposed at Stansted. Development should only be permitted, however, if it is limited to the levels forecast in terms of both aircraft movements and total passengers.

4.73 Emissions and climate change are issues where this authority may wish to seek to put pressure on government to clarify its intentions

as to how UK aviation is to develop without compromising the essential policy aim to reduce the growth of climate change emissions. This can be done separately to this application.

Other Airport Developments

- 4.74 Following the Air Transport White Paper this Stansted application will be the first of a number to affect East Hertfordshire. An application for the increased use of the existing runway at Luton Airport was expected this Summer but has been delayed until later this year.
- 4.75 That proposal for about 15 mppa would together with the Stansted growth mean an increased level of flights across the District. The National Air Traffic Services (NATS) have stated that to handle the additional traffic there will need to be changes to existing flight paths.
- 4.76 A public consultation on these changes is expected in Spring 2007 but the proposals are not known at present. NATS have been reminded of the importance of environmental factors in determining new air routes. [It is considered NATS should be requested to give the highest priority to introducing Continuous Descent Approaches \(CDA\) for western approaches to Stansted, as this has the potential to reduce significantly the disturbance to residents of East Hertfordshire. The Department for Transport consider that CDA, where it is feasible, is strongly confirmed to be the current practice generally most conducive to noise abatement.](#)
- 4.77 Later in 2007 applications for new runways at both Stansted and Luton are anticipated. Prior to that Masterplans for both airports will be produced providing some assessment of the long term development implications. It remains Council policy to oppose both these new runways.

Conclusions

- 4.78 The proposed expansion of Stansted for the full use of the existing runway is in line with government policy but will cause increased disturbance for residents over a wide area. Local people are understandably concerned and must be assured that if any permission is granted it is subject to stringent conditions to ensure forecast impacts are not exceeded.

- 4.79 Noise is probably the greatest concern but the increase as measured by the government's favoured method, the 57Leq contour, is not great and the forecast area encompassed is less than previously permitted. The increase in aircraft movements, particularly in some of the vulnerable early morning and late evening periods, will cause increased disturbance however.
- 4.80 A specific problem area is landing [and banking](#) noise over Ware [and surrounding villages](#), where because of airspace complications aircraft are significantly lower than they would otherwise be. Potential changes in airspace operations in 2009 may provide a solution and pressure should be maintained on BAA and NATS to resolve the issue. Requiring change, however, cannot be a condition to any permission.
- 4.81 Any permission that is granted must be subject to stringent conditions and limits to control noise nuisance. These should include a limit on total throughput (no more than 35 mppa) and limits on day and night contour areas.
- 4.82 The provision of adequate surface access infrastructure is another essential element of any potential permission. Permission should only be granted if BAA is committed to making the necessary financial contributions to the required network enhancements.
- 4.83 Work on surface access impacts is still continuing so it is difficult to be specific at this stage. The operation of Junction 8 on the M11 must be assured (this is a matter for the Highways Agency) as has the provision of adequate rail capacity (12 car trains are a matter for DfT Rail).
- 4.84 The impact on local roads is also still being assessed. BAA should, however, be pressed to contribute to local improvements in Bishop's Stortford and on the A120, in particular any scheme to relieve Little Hadham, as airport related traffic clearly has an impact in this area. It is essential an absolute passenger limit (35 mppa) is imposed so that the impact of the increase in airport related traffic on the local road system can continue to be assessed.
- 4.85 Contributions also need to be assured for enhancing passenger transport services between Hertfordshire and the airport, which are

still relatively poor outside Bishops Stortford and Sawbridgeworth. Specific requirements remain to be determined but any permission should only be granted after BAA has assured the required financial contributions for Hertfordshire's passenger transport needs, related to the airport.

4.86 Global issues such as emissions and climate change while of great importance are not considered to be a justification for an objection to the application. Uttlesford District Council may however determine that local impacts do warrant a refusal. In that case BAA would be likely to appeal as the 25 mppa limit will be breached very quickly. A Planning Inquiry would ensue, where the local authority would have to put forward proposed conditions if permission were granted.

4.87 From an East Herts perspective it is suggested that the conditions and financial requirements outlined in this report should be imposed. A response should be made to Uttlesford on these lines and officers be tasked to discuss the detailed wording of such conditions with that authority. BAA has to date given no commitment or indication that it would be prepared to accept such conditions and requirements. It should, however, be made clear that any views expressed on the present application do not affect this Council's continued total opposition to a new runway at Stansted.

5.0 Consultation

5.1 Close consultation has been taking place with Uttlesford District Council and Hertfordshire and Essex County Council's, as part of on-going collaborative work of the 4 Authorities.

6.0 Legal Implications

6.1 Uttlesford District Council, as the local planning authority, is the determining authority for the planning application. East Herts Council, along with other authorities, statutory bodies and organisations are consultees to the process.

6.2 There are no known legal implications for East Herts Council arising directly from this report. If, however, this Council were of a view that the application should be refused, and Uttlesford so

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refused, a major public inquiry may take place. A public inquiry may also, however, arise if:

- i) the Secretary of State called in the planning application;
- ii) BAA appealed against non-determination of the application;
- iii) BAA appealed against the imposition of conditions it did not accept.

7.0 Financial Implications

- 7.1 There are no known additional financial implications for East Herts Council arising directly from this report. If, however, this Council were of a view that the application should be refused, and Uttlesford so refused, a major public inquiry may take place, with potential significant cost implications. A public inquiry may also take place for the reasons set out above in paragraph 6.2.
- 7.2 The funding of specialist consultants is provided jointly by the 4 Authorities, and East Herts Councils share of the currently anticipated Generation 1 consultancy work can be funded from within existing budgets.

8.0 Human Resource Implications

- 8.1 There are no known further Human Resource implications arising from this report, other than continued involvement of existing East Herts Officers, in joint 4 Authorities work.

9.0 Risk Management Implications

- 9.1 Making best (full) use of the existing runway at Stansted Airport, is part of Government and Regional Planning policy. The expansion of the airport has impacts on local communities and the environment, as set out in this report.
- 9.2 Approval of the application, subject to suitable and appropriate conditions and Section 106 Obligations, would allow for a review of impacts, and forecasts, and the submission of revised or additional proposals and/or requirements, together with the introduction of new or evolving policy and best practice. This would allow for the consideration of further infrastructure and/or mitigation measures as the airport grows on the existing runway.

9.3 Were a public inquiry to be held, the outcome and control over the process would be largely taken out of the hands of the local authority. Such a public inquiry, were East Herts Council of a mind to participate, even if costs were shared, could be expensive, both in terms of staff resources and the need for additional financial provision.

Background Papers

Planning Application UTT/0717/06/FUL and related documentation

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