

## Environmental & Community Services Select Committee

14 January, 2015

### County Council Response to the Airports Commission's Consultation on Shortlisted Options for a New Runway

#### Report by Executive Director Residents' Services and Director of Law, Assurance & Strategy

##### **Executive Summary**

The independent Airports Commission concluded in the first phase of its work that one new runway, with capacity to handle about 200,000 aircraft movements a year, will be needed in the South East by 2030 to maintain the UK's connectivity and hub status. The Commission has been asked to report to the Government on how this can be met.

The Commission is consulting on its shortlisted options for the new runway, one of which is at Gatwick Airport.

The County Council has established that, in principle, it supports the expansion of Gatwick Airport's capacity including the addition of a second runway. The Council sees this as conducive to economic growth and prosperity in West Sussex. However, the Council is equally cognisant of the environmental and infrastructure issues that may arise from a future increase in airport capacity.

The Committee is asked to preview the draft of the County Council's response to the consultation by the Airports Commission.

##### **Recommendations**

The Committee is asked to consider the draft response to the Airports Commission's consultation (Appendix A) and provide the Cabinet Member for Highways and Transport with comments and observations relating to the content of the draft response.

## 1. **Background**

- 1.1 The Government set up in late, 2012, an independent Airports Commission to examine the need for additional UK airport capacity and recommend to the Government how this can be met in the short-, medium- and long-terms. The Commission concluded in its interim report that one new runway, with capacity to handle about 200,000 aircraft movements a year, will be needed in the South East by 2030 to maintain the UK's connectivity and hub status. The Commission identified Gatwick and Heathrow Airports as the two credible

locations for providing the new runway. The Commission has been asked to report to the Government on how this can be met.

- 1.2 Once the Commission has made its final report, it will be for the Government to decide whether and how to act in response to the Commission's recommendations.
- 1.3 In response to an open invitation for proposals, Gatwick Airport Limited (GAL) submitted outline proposals for a second runway. It proposed a two-runway Gatwick Airport as part of a constellation of major airports around London. It suggested that this was the best option to provide long-term flexibility by using all of London's airports to their full potential, and not having to close any of them. It has provided the Commission with much more detailed proposals for expanding the Airport, including a second runway.
- 1.4 The County Council has a long-standing legal agreement with the Airport's owner that construction work on an additional runway cannot commence before 2019. The agreement, signed in 1979, is still fully supported by the County Council and by GAL. However, there are fewer than 5 years till that agreement expires. The local, national and global economies have changed significantly since 1979. The demand for, and attitudes towards, air travel and international business have also changed significantly.
- 1.5 Looking ahead, patterns of international trade and business are difficult to predict, but demands for air travel are expected to grow. In addition, the population of West Sussex and the wider South East is also expected to grow.
- 1.6 In July, 2013, after a Notice of Motion debate, the County Council agreed that, in principle, it supports the expansion of Gatwick Airport's capacity including the addition of a second runway. The Council considered this conducive to economic growth and prosperity in West Sussex but recognised the need to be equally cognisant of the environmental and infrastructure issues that may arise from a future increase in airport capacity.
- 1.7 The Environmental and Community Services Select Committee in September, 2013, debated the proposals by GAL to expand the Airport including the addition of a second runway and their possible implications for West Sussex and its communities. It provided GAL and the Airports Commission with questions, issues and concerns about the proposals. The list of questions, issues and concerns later informed the work of an Executive Task and Finish Group on Gatwick Airport.

## **2. Executive Task and Finish Group on Gatwick Airport**

- 2.1 The Cabinet Member for Highways and Transport set up an Executive Task and Finish Group to focus on GAL's proposals. The Group, which first met in January, 2014, considered material made available by GAL relating to its proposals to expand the Airport. The material was drawn from the information and evidence prepared by GAL for its public consultation on the options for the expansion and from its submission to the Airports

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Commission. Material was also drawn from the updated forecasts of air traffic movements and passenger numbers resulting from work by GAL on the potential changing nature of its operational model to provide for a wide range of air travellers.

- 2.2 The Group considered the evidence and information available from GAL and its consultants in the lead up to the public consultation by GAL on its proposals. This work has been conducted in accordance with the Group's Terms of Reference (see Appendix B).
- 2.3 The Group drew on the work of GAL and its consultants. It also drew on the work of a number of working groups involving local authority representation which have been either set up to consider the proposed expansion of Gatwick Airport or have revised their working arrangements to consider those proposals.
- 2.4 The Group received reports from officers of the County Council on the key issues raised by GAL's proposals relating to surface access (including road and rail) and employment and housing. The Group also received presentations on these topics from GAL and its consultants. The Group scrutinised material presented by GAL and its consultants relevant to the County Council's list of questions, issues and concerns.
- 2.5 The Group was made aware of the work by other parties, including Network Rail and the Highways Agency, to check and challenge GAL's work and conclusions.
- 2.6 Work on other topics (including noise and air quality) was not as far advanced as the work on surface access, employment and housing during the period available to the Group.
- 2.7 The Group was looking for answers to the questions, issues and concerns that the County Council provided to GAL and the Airports Commission in 2013. That list, and updates to it, formed the basis of the Group's report to the Cabinet Member. For each question, the report set out the relevant commentary and observations of the Task and Finish Group.
- 2.8 GAL provided information and details relating to its proposals for expanding the Airport. The information provided helped explain some of the implications of the second runway, including surface access, employment and housing.
- 2.9 The latest updated information was contained in GAL's submission to the Airports Commission and subsequent additions to that submission. Most of that information, subject to some redactions, was made available to the Group's Chairman on a confidential and non-disclosable basis. For that reason, the Group's report has remained confidential. However, in November the Airports Commission published the submissions alongside its consultation material. The submission is also available on GAL's website. As GAL's material is now publicly available, the Group's report can also be published. The Group's report can be seen in Appendix B to this report.

**3. Airports Commission's consultation**

3.1 The Commission is consulting on the three options it has short-listed for increasing the UK's long-term aviation capacity: -

- Gatwick Airport Second Runway;
- Heathrow Airport Extended Northern Runway 1; and
- Heathrow Airport North West Runway 2.

3.2 The Consultation Document and supporting materials are available in the Members' Office. They can also be seen on the Commission's website at:

<https://www.gov.uk/government/organisations/airports-commission>

3.3 The Commission has carried out detailed independent assessments of each option. Those assessments make up the bulk of the documents supporting the consultation. For each option, the Commission provides: -

- a high-level overview in the Consultation Document;
- a business case - an integrated assessment of the overall case for the proposal;
- a sustainability assessment – information about the performance of the proposal against a range of indicators; and
- detailed technical studies of specific aspects such as potential noise impacts or local economic impacts.

3.4 The Commission has assessed each option against its Appraisal Framework. That Framework contains 29 objectives in 16 appraisal modules, as shown in Appendix C. It is important to note that the Commission's Appraisal Framework does not include all of the concerns that Members identified through their discussions. The issues previously considered by Members but not explicitly addressed by the Commission's assessment include: home noise insulation measures; blight; and land take. These issues do feature in the draft of the County Council's response to the Commission.

3.5 To assist its analysis, and acknowledging that there is more than one view of the future, the Commission has used five future forecast scenarios of the future demand for aviation. Each scenario reflects different potential outcomes in respect of the global economy and international aviation. The use of these scenarios in the Commission's assessments means that for each topic there is a range of possible outcomes, sometimes with lower and upper estimates. Descriptions of the five scenarios are presented in Appendix D.

3.6 In conducting its assessment, the Commission has employed a range of methodologies, consultancies, assumptions and forecasts that differed from those used by the promoters. As a result, the assessment of each option may have reached a different view to that of the promoter. These changes are often as a result of, for example, using different assumptions and assessments of risk.

3.7 The Commission's consultation is open to the public and organisations. It poses eight questions in its consultation, which is due to end on 3<sup>rd</sup> February, 2015. The Commission is also interested in evidence and ideas about

improving the options (such as through mitigation measures to address specific impacts).

3.8 The Commission will take account of responses to the consultation in drafting its final report to the Government, which is due after the General Election of 2015.

3.9 The Commission has not asked respondents whether or not they agree that an additional runway is needed. Nor has it asked respondents if they have a preference as to where the additional airport capacity should be provided. Nor does the Commission ask whether respondents support or oppose any of the options. Rather, the Commission wishes to:-

- test the evidence base it has assembled;
- understand stakeholders' views as to the accuracy, relevance and breadth of the assessments it has undertaken; and
- seek views on the potential conclusions that might be drawn from them.

#### **4. Airports Commission's assessment of GAL's proposals**

4.1 The Commission has assessed each option, using the Appraisal Framework (see Appendix C) against each of the five scenarios (see Appendix D). The assessment draws on the information provided by the promoters and the Commission's consultants.

4.2 The assessment presents the Commission's latest view on the potential for each option to meet its objectives. A summary of the Commission's assessment of GAL's proposals for expanding Gatwick Airport is presented in Appendix E to this report.

4.3 The Commission has highlighted some areas where its analysis differs from GAL's analysis. The Commission points out that in some cases GAL has proposed potential mitigation measures that, at a high level, appear well judged and reasonable but have not been (and at this stage would be very hard to be) quantified. The Commission suggests that GAL has been optimistic that these mitigations would completely, or very fully, mitigate a number of risks or negative impacts, whereas the Commission has currently taken a more conservative approach.

4.4 The Commission highlights several key areas of difference as:-

- Forecasts: GAL has developed its forecasts using a different model from the Commission. GAL's forecasts show higher passenger numbers than in the Commission's models in most scenarios. The difference has an impact across many of the Commission's appraisal modules such as local and national economic impacts and transport;
- Phasing: GAL's approach involves phasing the delivery of the scheme, with the runway being delivered first and the terminal and associated infrastructure being delivered as demand requires. The Commission considers the remote pier facility built as part of the intermediate phase of this plan may produce a worse passenger experience than is currently the

norm at Gatwick Airport. GAL has responded to the Commission's assessment by reworking its phasing to bring forward provision of the automatic people-mover and initial phases of the new terminal to maintain the standard of the passenger experience;

- Costs: GAL's analysis estimates that the full Airport expansion is deliverable for less money than is set out by the Commission's assessment. The Commission notes that this is, in large part, a result of differing opinions on the application of risk and optimism bias (that is the extent to which promoters tend to be over optimistic. The Commission has made an adjustment to the estimates of each option's projected cost); and
- Aero charges: GAL has suggested a lower aero charge (fee paid by an airline for each departing passenger) is achievable than the Commission's assessment indicates. The Commission's estimates of aero charges for both of the Heathrow options are also higher than the relevant promoter's. There are many reasons for this difference (including different estimates of cost – see above), which are summarised in the Commission's document on Cost and Commercial Viability: Funding and Financing which is on the Commission's website at:

<https://www.gov.uk/government/publications/additional-airport-capacity-cost-and-commercial-viability-analysis>

**5. Observations on the Airports Commission's assessment and consultation material**

- 5.1 The Commission's consultation material consists of a significant volume of technical reports and assessments relating to each of the three options for providing a new runway. It sets out the Commission's assessment of issues including the cost of each proposal; effects on communities including noise; economic benefits; and environmental impacts.
- 5.2 The consultation material represents a wide-ranging and detailed assessment. However, it contains a host of forecasts, assumptions and predictions that can be lost in the volume of material.
- 5.3 In addition, it seems that there are some differences in the use of the forecasting scenarios (see Appendix D) when assessing different options. These differences can result in wider ranges of outcomes between the options, despite the similar outcome in terms of additional passengers per year.
- 5.4 Comments and observations on the assessment work and the views of the Commission are presented in Appendix F to this report.

**6. West Sussex County Council's response to the Commission's consultation**

- 6.1 Appendix A to this report sets out a draft of the County Council's response to the Airports Commission's consultation. Its preparation has been informed by the work of the Executive Task and Finish Group (see Appendix B), the Airports Commission's documentation, earlier work by the Select Committee,

work by local authority officer groups and the County Council's initial debate. It seeks to answer the questions posed by the Commission and sets out, as appropriate, the views, requirements and concerns of the County Council regarding the proposed expansion of Gatwick Airport.

- 6.2 The draft response also reflects on GAL's community pledges which can be seen on GAL's website at:

[http://gatwickairport.com/PublicationFiles/business\\_and\\_community/all\\_public\\_publications/Second\\_runway/R2\\_LocalCommunity\\_brochures/WEST\\_SUSS\\_EX\\_BROCHURE\\_WEB.pdf](http://gatwickairport.com/PublicationFiles/business_and_community/all_public_publications/Second_runway/R2_LocalCommunity_brochures/WEST_SUSS_EX_BROCHURE_WEB.pdf)

- 6.3 The draft response has been subject to consideration and comment by the Executive Task and Finish Group, to ensure that it reflects the Group's understanding of key issues and concerns. The Committee is scrutinising the draft consultation response before a debate by the County Council on Monday 19<sup>th</sup> January, 2015. These will inform the Cabinet Member's decision on the final form of the response to the Airports Commission.

## **7. Preparing for the outcome**

- 7.1 Responses to the consultation will be considered by the Commission in making recommendations to the Government. It will be for the Government to decide whether and how to act.
- 7.2 Once that decision has been made, it will be for the relevant local authorities, Government departments and agencies, and other bodies to plan for the impact of the new runway capacity and associated infrastructure.
- 7.3 Whatever the Government's decision – new runway capacity at Gatwick or Heathrow Airport - the implications for West Sussex need to be anticipated. The County Council has to start planning now for whatever decision is made.
- 7.4 If there is to be a second runway at Gatwick Airport then all agencies need to consider how best to plan for more jobs, new business opportunities, homes, increases in traffic and transport as well as planning how to mitigate the effects of these on local communities and the environment.
- 7.5 If the Government opts for expansion at Heathrow Airport the same agencies would have to consider how to optimise the economic benefits of Gatwick Airport in its current configuration.
- 7.6 The County Council and its partners have to plan for either scenario for the future of the whole county and its economy. In looking at Gatwick Airport we have to consider the implications for not only the area immediately around Gatwick Airport and the areas affected by the flight paths, but for the whole county, from Crawley to the coast.
- 7.7 It would greatly assist the delivery of these ambitions and community aspirations if a formal agreement were reached with the owners of Gatwick Airport that captured the expectations of the various agencies and public bodies and obtained the commitment of GAL (and any successive owners of

the Airport) to cooperate fully with the work needed to achieve them. The Cabinet Member will endeavour to have such an agreement in place before the final report of the Airports Commission is concluded.

- 7.8 The decision as to whether there is to be a second runway at Gatwick Airport is not the County Council's to make. Nor is there anything to be gained by simply supporting or opposing the proposals to expand Gatwick Airport. The County Council's strategic and community responsibilities require that it plans constructively for the future, second runway or not. That must be one of the Council's main areas of focus in the coming years.
- 7.9 That will include working with the Government, its agencies and other local partners to ensure that the County and its communities receive the investment that will be necessary to support those communities, businesses and the economy whatever the future of Gatwick Airport.
- 7.10 That is why it is important to respond to the Commission's consultation, setting out how proposals to expand Gatwick Airport can be improved so as to achieve the optimum benefits whilst managing adverse impacts as far as possible. In responding to the consultation, the County Council moves on from the position of the decision after the Notice of Motion debate in 2013. The Council must prepare for the Government's decision and the implications that will have for West Sussex communities, businesses and precious environment.

**8. Issues for consideration by the Select Committee**

- 8.1 The Committee's views are sought on the content and broad thrust of the draft response to the Airports Commission's consultation (Questions 1-7). Views are also sought on the infrastructure requirements that would accompany the development of an expanded Gatwick Airport (Question 8).

**9. Consultation**

- 9.1 The consideration of proposals to expand Gatwick Airport has been a long process, evolving as details of the proposals emerged and as the Airports Commission's work progressed.
- 9.2 Consultation included the full Council debate in July, 2013, and the Environmental and Community Services Select Committee in September, 2013. The Executive Task and Finish Group considered GAL's proposals in more detail (see section 2 and Appendix B).
- 9.3 In 2013, the County Council, together with Crawley Borough Council, commissioned research into public and business attitudes to air travel. The findings of that research can be seen on the County Council's website at:

[http://www.westsussex.gov.uk/living/roads\\_and\\_transport/travel\\_and\\_public\\_transport/rail\\_air\\_and\\_ferry\\_travel/aviation.aspx](http://www.westsussex.gov.uk/living/roads_and_transport/travel_and_public_transport/rail_air_and_ferry_travel/aviation.aspx)



9.4 The survey showed that: -

- most residents do take flights and the evidence suggests that demand is likely to increase over the next few years;
- generally, residents support the principle of unrestricted air travel and they are more likely to agree than disagree that the South East needs more runway capacity;
- air travel is seen as key driver of the local economy, although it does not follow that residents want to see airport expansion to boost the economy;
- Gatwick Airport dominates usage amongst West Sussex residents and is considered by most to be their nearest airport;
- often, residents have an ambivalent attitude towards airport expansion, being able to see both the advantages and disadvantages;
- of five options presented to residents for increasing runway capacity in the South East, 'building a second runway at Gatwick' was the one with the highest level of support;
- businesses are less likely to be users of air-travel than residents, but when air-travel is used it is generally more frequently and over shorter distances;
- there is a general perception among businesses that air-travel and airports are economically important, even among low users of air-travel;
- around half of all businesses feel there is a need for more runway capacity in the South East;
- of the five options presented to businesses for increasing runway capacity in the South East, 'building a second runway at Gatwick' was the one with the highest level of support;
- businesses had a tendency to focus on the general economic advantages of airport expansion, whereas the disadvantages were generally associated with the living environment and transport; and
- the perceived economic importance of air-travel and support for airport expansion generally increases in line with proximity to the airport.

**10. Resource Implications and Value for Money**

- 10.1 There are no resource implications in making this response other than officer time in preparing the response which has been identified within existing budgetary plans. Any significant increase in officer time resulting from the consideration of the draft response to the Airports Commission's consultation or any of the specific issues raised within it may impact upon other County Council or service objectives, which could result in other objectives and dependencies being amended to accommodate the changes.

**11. Risk Management Implications**

- 11.1 There are no identifiable risks to the Council in making this response.

**12. Impact of the proposal**

- 12.1 **Equality Duty** - An Equality Impact Report is not required for this decision as it is a response to a consultation by an external organisation.

- 12.2 **Crime and Disorder Act** Implications - There are no identifiable Crime and Disorder Act implications in making this response.
- 12.3 **Human Rights** – There are no identifiable Human Rights Act implications in making this consultation response.

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**Appendices:**

Appendix A - West Sussex County Council's response to the Airports Commission's consultation

Appendix B – Executive Task and Finish Group on Gatwick Airport Report to the Cabinet Member for Highways and Transport

Appendix C – Airports Commission's objectives

Appendix D – Airports Commission's forecasting scenarios

Appendix E – Summary of the Airports Commission's assessment of GAL's proposals to expand Gatwick Airport

Appendix F – Comments and observations on the assessment work and the views of the Commission

**Background Papers**

All relevant background documents are referenced in the body of the report together with links or locations.

**Appendix A: West Sussex County Council's response to the Airports Commission's consultation**

**Questions inviting views and conclusions in respect of the three short-listed options**

**Q1** *What conclusions, if any, do you draw in respect of the three short-listed options? In answering this question please take into account the Commission's consultation documents and any other information you consider relevant.*

**Q2** *Do you have any suggestions for how the short-listed options could be improved, i.e. their benefits enhanced or negative impacts mitigated?*

1. The County Council will not be commenting on the two options relating to Heathrow Airport. It does not see its role as lending support to any particular option, but in considering the impact upon the communities whose interests it serves. Its comments are confined to the Gatwick Airport option – by reference both to that option being adopted or not adopted. Questions 1 and 2 are answered together. The suggested areas for improvement to that option are set out below by reference to specific areas of impact: -

- environment;
- competition;
- transport infrastructure;
- public transport;
- strategic highways;
- local highways;
- air quality;
- air noise;
- ground noise;
- home noise insulation;
- employment and housing;
- blight;
- land take; and
- pledges by the promoter.

2. Additional requirements to enable better planning for a range of impacts are presented in response to Question 8 below. These relate to specific infrastructure needs and how they will be funded, more reasonable compensation arrangements, education and training, health effects, flood protection and environmental mitigation.

3. The Commission is also urged to clarify and provide greater credibility to a number of its forecasting models and assumptions. This would allow agencies to plan with greater certainty and for communities to have greater confidence in the eventual decision.

**General comments**

4. In relation to the Gatwick Airport option, the County Council has a long-standing legal agreement with Gatwick Airport's owner that construction work on an additional runway cannot commence before 2019. The agreement, signed in 1979, is still fully supported by the County Council and Gatwick Airport Limited (GAL). However, there are fewer than five years until that agreement expires. The local, national and global economies have changed significantly since 1979. The demand for, and attitudes towards, air travel and international business have also changed significantly.
5. Looking ahead, patterns of international trade and business are difficult to predict, but demands for air travel are expected to grow. In addition, the population of West Sussex and the wider South East is also expected to grow.
6. In July, 2013, the County Council adopted the position that, in principle, it supports the expansion of Gatwick Airport's capacity including the addition of a second runway as conducive to economic growth and prosperity whilst needing to be equally cognisant of the environmental and infrastructure issues that may arise from a future increase in airport capacity.
7. The Council's Environmental and Community Services Select Committee in September, 2013, debated the proposals by GAL to expand the Airport including the addition of a second runway and the possible implications for West Sussex and its communities. It provided GAL and the Airports Commission with questions, issues and concerns about the proposals. These later informed the work of a Member working group on Gatwick Airport. The list also provides the foundation on which this response is built.
8. Having considered the materials published by the Airports Commission, West Sussex County Council notes that the Commission has stated that the proposals by GAL have the potential to meet all the strategic objectives of the Airports Commission, as listed in the Commission's Consultation Document on its website.
9. This response focuses primarily on the Commission's assessment as it affects Gatwick Airport and the communities, businesses and environment of West Sussex.
10. The County Council's response does not set out a position on any of the three options presented by the Commission. It has been drafted on a "what if" basis; that is what if the Commission's recommendation to the Government is that increased runway capacity should be provided at Gatwick Airport. It is incumbent upon the County Council to plan for whatever eventuality arises from the Commission's work and the decisions by the Government in due course.
11. Should the Commission's recommendation be to provide increased runway capacity at Heathrow Airport rather than at Gatwick Airport, some of the County Council's comments will still apply to Gatwick Airport. There may be adverse effects for the economic opportunities for the area. It will be important to maintain and optimise the potential of Gatwick Airport in its current configuration (one runway and two terminals), as well as invest in the

necessary infrastructure, to the benefit of local communities and businesses and to maintain an interest in the environmental and community concerns associated with the operation and development of the Airport.

12. This section of the County Council's response addresses Questions 1 and 2 of the Airports Commission's Consultation Document.

**Environment (countryside)**

13. Expansion of Gatwick Airport would involve direct land take on two local designated sites (Willoughby Fields and Rowley Wood) and would result in losses of Priority Habitats including deciduous and ancient woodland, traditional orchard, hedgerows and rivers and brooks. Significant local biodiversity enhancement opportunities exist in relation to the River Mole and its tributaries, in that whilst there will be some loss of natural sections of channel, other sections currently canalised and culverted can be re-naturalised.

**Improvement needed: making good any losses**

14. GAL should provide for, and fund, compensatory mitigation for direct habitat loss and its on-going management. This should include reinstating woodland and hedgerows, and adequately making up for the loss of ancient woodland. GAL should set out these measures which would be subject to agreement with the relevant statutory bodies.

**Competition**

15. West Sussex County Council supports the notion, expressed by GAL and the Commission, that expansion of airport capacity in the South East should increase competition in the aviation market, especially between airports that serve London and the South East.

**Improvement needed: explain the benefits of competition**

16. The Commission needs to explain the implications and benefits of increased competition in the aviation market, achieved through expansion of either Gatwick or Heathrow Airport, for passengers, the industry and communities local to the relevant airport. This includes the implications of additional connectivity and competition as well as the broader impacts on socio-economic and spatial development.
17. The proposal should set out clearly how the benefits of competition would be maximised and brought about, including for local communities and businesses.

**Transport infrastructure - general**

18. As the Commission states, GAL's surface access strategy for a second runway is designed to meet the forecast demands of the expanded Airport. It also aims to be the best connected and accessible UK airport, delivering integrated surface transport with a choice of sustainable modes suited to the needs of the Airport's customers and employees.

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19. GAL intends to make best use of existing and committed infrastructure before considering new provision whilst demonstrating value for money. It aims to deliver the capacity required to allow safe, efficient and reliable journey times for all users of the transport network, not just aircraft passengers.
20. In its public transport modelling work, GAL has set itself a target to accommodate 60% of passengers on public transport. In its road traffic modelling work, GAL has set itself a target to accommodate 50% of passengers on public transport. This deliberate difference, in GAL's view, builds-in a margin so that if the public transport infrastructure and services are not delivered on time, the road networks will be sufficient to cope with the additional traffic. This appears to be a reasonable approach.
21. GAL's objective would be to achieve a public transport mode share of 50% (compared to 43% in 2012) and improvements to road and public transport networks. Whilst this objective is laudable, it is challenging; by 2050, the total number of passengers could be 95 million per year, which means that the number of passengers using public transport could be 47.5 million per year.
22. Many of the investments and developments required to encourage and accommodate such an increase in public transport passengers have been identified in investment programmes for either road or rail. Much of the already committed and planned investment will be completed before the second runway is built, including measures for the M23, M25 and in Control Period 6 for rail infrastructure (see paragraphs 21, 22, 25-30 and 40-42 of this response).
23. West Sussex County Council supports the notion that expansion of Gatwick Airport would, potentially, reduce the need for longer distance journeys to reach airports, especially for residents of the South East and the south coast.

### **Improvement needed: strengthen commitments**

24. Any proposal supporting the Gatwick Airport option must confirm the commitment to the range of investments and improvements that will affect public transport, strategic highways and local highways including:-
  - elements proposed by GAL to improve direct access into the Airport and north Crawley;
  - elements proposed by the Highways Agency/Department for Transport to increase the capacity of the M25 which should be in place by 2018;
  - improvements to junctions on the local highway network where higher passenger and employee numbers will contribute to increased congestion and delay;
  - investments in the Gatwick Gateway station improvement scheme (see paragraph 26);
  - adding rail services between London and Gatwick Airport in the planned trial of smart ticketing;
  - bringing forward Network Rail's study of further enhancement of the Brighton Main Line and delivery of those enhancements;
  - M23 Smart Motorway and Gatwick Junctions included in the Highways Agency's pipeline schemes;

- the on-going Route Based Strategies (London Orbital and M23, and South Central); and
- the importance of the Gatwick Express and the need for rolling stock improvements included in the Thameslink Franchise.

**Public transport**

25. GAL's submission was supported by an assessment of the impact on the rail network using the Department for Transport's strategic rail model. It demonstrated that by 2025 there will be capacity issues on the rail network, particularly on the Brighton Main Line corridor into London, without Airport expansion.
26. The Government has allocated £50 million of public funds toward the improvement of Gatwick Airport Rail Station. Other parties, including GAL and Network Rail, have committed additional funds. Work on the upgrade is expected to start in 2017 and be completed in 2020. The investment will mean many improved features and services, a larger concourse area and more escalators and lifts. The improved station will handle the growth in passenger numbers brought about by the Airport's expansion.
27. For local buses, GAL and MetroBus have identified one priority as developing further the Fastway concept, supporting new services to areas where employees require access and increasing frequency and operating hours.

**Improvement needed: rail**

28. The series of improvements to the rail corridor, principally aimed at removing bottlenecks, should be delivered in the rail industry's Control Period 6 (2019-24) to mitigate non-Airport related issues and accommodate expansion at Gatwick Airport. These improvements have been identified as part of Network Rail's long-term business planning process, and require Government commitment to fund or otherwise deliver them.
29. The improvements identified by GAL and Network Rail should become firm commitments in the relevant Control Periods 6 and 7 so that there is sufficient capacity to meet both background growth and the increase generated by the expansion of the Airport.
30. Without these improvements, which are not yet commitments, the impacts on the rail network and train passengers of expanding Gatwick Airport would be wholly unacceptable.
31. Some of the improvements required and/or proposed to accommodate 50% of the Airport's passengers on public transport by 2050 are not currently funded commitments including those in Control Period 6. The Airports Commission's recommendations to the Government and its agencies should include the need to commit to the delivery of these improvements.
32. The Commission's analysis suggests that in the period 2040-50 there are likely to be issues relating to the capacity of the rail networks. These need to be considered by the Government and its agencies so that the necessary plans

and works can be completed in a timely fashion to provide solutions to these forecast challenges.

33. The existing rail strategy for Gatwick Airport indicates support for the future development of the Brighton Main Line, including the measures proposed for Control Period 6. These improvements are required regardless of a second runway as they are needed to cater for background growth, that is traffic not related to the Airport. GAL states that expansion of Gatwick Airport will ensure higher off-peak and contra-peak demand, which will improve the value for money assessment for Control Period 6 scheme funding. If the Government allocates the additional runway to Gatwick Airport, the funding for improvements in Control Period 6 should be accelerated.

**Improvement needed: bus and coach facilities**

34. GAL also proposes improvements to the Airport's facilities for people using buses and coaches in the event of the Airport being expanded. Whilst not part of the planned Gatwick Gateway, these improvements will be necessary to maintain and improve the share of passengers and employees that use public transport. Better facilities will make bus and coach use easier and more attractive for aircraft passengers and employees. This will be particularly important for new or improved coach services linking areas that are not served, or well-served, by rail. Examples might be towns in East Sussex and Kent.

**Improvement needed: bus and coach routes**

35. If the Airport is expanded, GAL's strategy for local bus services would allow for access to all the Airport's terminals to support the services which are used by staff. For express coach services a new coach terminal at the Gatwick Gateway has been agreed with the main operators as the optimal solution as part of the expanded Airport. The strategy and the associated facilities should appear in the Commission's recommendations.
36. New routes or enhancement to existing routes should prioritise the following areas:-
  - Sussex coastal towns
  - Kent;
  - Essex; and
  - south and east London.

**Improvement needed: access issues and funding sources**

37. Improved access to the Airport will be required in the early hours of the day and late at night if employees and passengers are going to be persuaded to use public transport to reach the Airport. This includes bus, coach (particularly links with those areas not served by rail) and rail.
38. More facilities for cycle parking will be required at rail and bus stations in West Sussex serving Gatwick Airport to help encourage people (employees and passengers) to use sustainable modes of travel.



39. Where necessary, GAL should continue to enter into short-term pump-priming to set up new routes or support extensions to services. This could be achieved through the Passenger Transport Levy (PTL). The PTL would approximately double in value with a second runway. The PTL is currently calculated based on the number car parking spaces provided at the Airport and secured through a legal agreement between the County Council, Crawley Borough Council and GAL. The agreement covers growth in air passenger numbers up to 40 million passengers per year. GAL should commit to the PTL beyond 40 million passengers per year.
40. The Local Highway Development Fund promised by GAL could contribute to the delivery of new or enhanced bus services. These and other appropriate services should link communities with the Airport.
41. GAL sets out a headline target to increase the sustainable transport mode share for employees to 40%, which is supported in principle. The Airports Commission has not challenged the employee mode share assumption. Achieving this modal share would require measures beyond the existing public transport schemes on the rail network and related to the Airport site.
42. Transport modelling by both GAL and the Airports Commission assume the employee mode share target would be achieved. However, if the target was not achieved, it would affect the surface access impact of the expanded Airport. There is, therefore, a need to develop more detailed proposals for the local public transport network away from the Airport site and demonstrate how these would be funded to support an increase in the sustainable transport mode share for employees. As these schemes are yet to be identified and their costs are currently unknown, it is suggested that the Local Highway Development Fund is increased in size to ensure that GAL is able to contribute towards these schemes as they are needed to ensure the mode share target is achieved.

### **Strategic highways**

43. In addition to maximising the number of travellers arriving at the Airport on public transport and promoting cycling and walking, GAL's surface access strategy aims to:
  - accommodate the needs of users of transport networks other than aircraft passengers such as commuters, intercity travellers and freight;
  - enable access to the Airport from a wide catchment area;
  - improve the experience of passengers and the users of aviation; and
  - promote employment and economic growth in the local area and surrounding region.
44. GAL proposes support for its surface access strategy by reducing the ratio of car parking spaces to passenger numbers to try to divert passengers to public transport.
45. Schemes that already have commitment will inject large additions to highway capacity. GAL and the Commission believe that committed strategic highway improvements, plus the proposed local capacity increases, would meet the scale of demand forecast. This position is supported by the Highways Agency.

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46. GAL's submission was underpinned by an assessment of the impact on the highway network using the Highways Agency's validated transport model. The work demonstrates that, by 2025, without expansion of the Airport there will be capacity issues on the strategic road network. A number of schemes will be required to deliver additional capacity on the M25 and M23 through junction improvements and wider application of 'managed motorway' principles. In some cases, this includes schemes which the Government has already committed to deliver, including the managed motorway schemes for M25 junctions 5-7 and M23 junctions 8-10. These schemes and those identified by the Airports Commission will create additional capacity which will enable expansion at Gatwick Airport according to the Commission.
47. GAL's work indicates that, currently, 70% of Gatwick Airport-related traffic is from/to the north on the M23. Additional impacts are focussed on the A23 and the M23. Local road improvements and improvements to Junctions 9 and 9A of the M23 and the Spur Road will also be required (see the response to Question 8). GAL's work also shows that less than 25% of Gatwick Airport-related traffic (passengers and employees) will use local roads; most are and will be on the A/M23. Beyond 3km from the Airport, the figure is less than 15%.
48. GAL's analysis has looked at those junctions where demand is getting close to capacity. The impact of reaching, or exceeding, capacity is delay and variable journey times across a wide area and many junctions. Some of the forecast increase in delay and unreliable journey times is generated by background traffic growth without expanding the Airport.
49. Gatwick Airport handled 98,000 tonnes of cargo in 2012. GAL's forecasts show that with a second runway annual cargo throughput will grow to 1,070,000 tonnes by 2050. GAL's expectation is that the vast majority of this will be flown in the cargo-hold of long-haul passenger aircraft; GAL does not anticipate a significant operation of freighter aircraft.
50. To accommodate the growth in cargo, GAL's proposals for the two-runway Airport include the provision of a new cargo building. This will be provided adjacent to, and to the west of, the existing cargo building. The logistics centre, Gatwick Direct, which was launched in 2013, has consolidated the logistics freight traffic on the Airport. GAL proposes to maintain that approach for the second runway, aiming to reduce road traffic in and around the Airport.
51. GAL has developed a surface access strategy and local roads mitigation that, it maintains, would allow for the extra traffic associated with runway expansion and additional cargo activity. GAL has allowed for a degree of consolidation with Gatwick Direct and a range of vehicles from 7.5 tonne to 30 tonne heavy good vehicles.

### **Improvement needed: road investment**

52. GAL's work suggests that the M25 would remain congested, mainly due to background growth which would be a far greater generator of traffic growth than the expanded Airport. The Department for Transport should lead and be open and transparent about the development of and commitment to a long-term plan for the M25.

53. The Commission, the Government and its agencies will have to consider how to plan for the capacities of the strategic highway and rail networks beyond 2040 (see paragraph 29).
54. GAL has provided a strategy, commented on by the Airports Commission, that adds capacity to the main roads so that sensitive areas do not have an increase in Airport-related traffic with the additional runway. Further work by GAL is required on the likely effects of its strategy on rural roads.
55. The design of the new local roads strategy should include: -
  - additional capacity for access to the North Terminal and the cargo area;
  - improvements to the Longbridge Roundabout (junction of the A23 and A217 south of Horley);
  - a dedicated route to the M23 at Junction 9, which will nearly double capacity;
  - diversion for the A23 that provides for an efficient route to Crawley that separates through traffic and Airport traffic.

### **Local highways**

56. The local highway network will require additional capacity and improvements due, in part, to the expansion of the Airport but also due to background growth.
57. GAL's proposal is underpinned by an assessment of the impact on the immediate highway network. This identified that some improvements will be needed to the immediate highway network. The modelling work indicates that a number of junctions and links would require work to increase the capacity of the highways network. That work indicates that the increase in Airport-related traffic would be accompanied by potentially larger increases in background traffic growth.

### **Improvement needed: impact assessment and mitigation**

58. Should proposals for expansion at Gatwick Airport be taken forward, further work will be required by GAL in conjunction with West Sussex County Council to assess the impacts on local transport networks and identify mitigation measures to address these impacts on routes such as, but not limited to, the A23, A24, A264, A22 and A272.
59. Further work is required by GAL using transport modelling tools which are capable of representing the impacts on local highway and public transport networks across the area potentially affected by traffic relating to Gatwick Airport that is in terms of passenger, employee, cargo and service vehicles. This work will allow the identification of a package of improvements to the local transport networks which support the surface access strategy and mitigate the impacts of the Airport's expansion. GAL, the Government and its agencies must commit to the delivery of these improvements in a timely fashion, to meet the increased demand for travel (see the response to Question 8).

**Improvement needed: sufficient funding to be committed and binding - need for a Local Highway Development Fund**

60. GAL has acknowledged that it should contribute to the improvement of junctions, commensurate with the impact of its expansion on those junctions. At this time, the exact scale, location and nature of the improvements are difficult to pinpoint, so a flexible long-term provision will be needed to manage the contributions by GAL, or its successors, to such improvements. The necessary arrangements would have to be established in an on-going legal agreement, including details of how such an arrangement would be administered and managed.
61. GAL has proposed the creation of a Local Highway Development Fund, to which GAL will allocate funds. The initial indication is that GAL will allocate £10 million to this Fund. The County Council believes that GAL's allocation should be greater than the sum initially suggested due to the potential number of improvements required across a wide area serving development over a period stretching to 2060. This includes measures to increase the sustainable transport modal share of employees and passengers. The Fund should remain open and available over the same period.
62. GAL has employed consultants to undertake further analysis on those locations where strategic modelling indicated that demand resulting from a second runway may have a proportionate impact on local highways. This analysis is on-going and, where appropriate, is making use of the County Council's Strategic Transport Model which is considered to be an appropriate tool to assess the impacts of the Airport's expansion on the local highway network in West Sussex.
63. This work is expected to indicate the potential scale of improvements that may be necessary in the future to accommodate the Airport's expansion and background traffic growth. Further work will provide both indicative costs and outline designs for potential mitigation measures. The results of the analysis will set out the scale of traffic growth, the proportionate impact of Gatwick Airport-related traffic, potential solutions for mitigation and their costs. This can then be reviewed in the context of the proposal Local Highway Development Fund.
64. GAL's proposal would be improved if it committed a larger sum to a locally managed fund (the Local Highway Development Fund) to meet its contribution to necessary transport improvement schemes over the wide area affected by the traffic generated by expansion of the Airport and associated development (see the response to Question 8).
65. As improvements will be needed, at least in part, to address issues caused by background traffic growth, there will also be a need for local investment in the transport network to be funded from a range of sources in addition to the proposed Local Highway Development Fund. Examples of this funding would include negotiated payments through Section 106 or Community Infrastructure Levy agreements.

**Air quality**

66. Work by GAL states that the Airport's current performance does not breach air quality limits. It also states that developing a second runway would maintain air quality conditions at levels significantly within all national and EU mandatory standards and, therefore, it is unlikely that air quality would be a constraint on a second runway at Gatwick Airport.
67. Increased annual aircraft movements and surface access movements are expected to show some small changes to annual average air quality contours. GAL's consultants stated that the concentrations for NO<sub>2</sub>, PM10 and PM2.5 are predicted to remain well within the relevant air quality standards for these pollutants.

**Improvement needed: scrutiny of mitigation proposals**

68. The Commission notes that the majority of environmental impacts, once mitigated, are not predicted to exceed domestic or international regulations, except in the case of air quality where further work is required to fully quantify the limited risks. The County Council agrees with the Commission in that this work needs to be explained and shared, including with the local authorities. That work must be subject to scrutiny by the relevant bodies including the local authorities and the Environment Agency.

**Air noise**

69. For GAL's proposal, the geographical area affected by air noise and ground noise will extend when compared to the areas currently affected.
70. GAL's proposals show that the number of households and people exposed to air noise and the associated disturbance will increase over the existing levels. GAL expects that, with a new runway, flight paths would continue to avoid flying over the most densely populated towns of Crawley, East Grinstead, Horley and Horsham.
71. As Leq noise contours relate to summer noise, there is likely to be a slight increase to the size of the 57 Leq contour due to increases in the number of summer flights.
72. As Lden contours are based on annual measures with evening and night elements, they are likely to be larger, especially at each end (east and west) of the contours. The largest increases would relate to Lden contours, due to the effects of peak-spreading and extra weighting in this measure for night flights.
73. Gatwick Airport and NATS have deferred submitting any proposals to change local airspace until more detailed work is done to better understand the available options and the next steps. In addition, NATS also agreed to delay implementing any changes to airspace above 4000 feet. This is a deferral or an extension of the timeline, not a cancellation of the process altogether. The Civil Aviation Authority's Future Airspace Strategy requires that changes to local airspace are implemented by 2020.

74. During the recent ADNID trial the temporary change in flight paths affected a significant number of residents and some businesses. It is clear that residents are already suffering disturbance as a result of air traffic and the recent changes in flight paths. Communities feel that there is disturbance created by over flights, including in areas outside the 54Leq contour.

**Improvement needed: mitigation of disturbance**

75. GAL's proposal suggests that improvements in aircraft technology and design would benefit communities and people in terms of reduced noise. It also set out proposals for mitigating the effects of disturbance from air noise. GAL needs to set out how the use of runways and flight paths will provide respite for these communities.
76. New buildings in the north east sector of Crawley and elsewhere should have sound insulation as part of the relevant planning permission.
77. GAL must do as much as possible to reduce the impact of aircraft noise on local residents. This should include: -
- responding constructively to the feedback received from local consultations;
  - undertaking detailed analysis work on final route options;
  - undertaking further work to introduce more respite for residents most affected by noise (including from aircraft between 4000 and 7000 feet); and
  - identifying how GAL can engage better on any new flight change options by developing a more effective programme of communication and consultation.
78. The Commission should recommend that the Government should work with airport operators to consider how best to mitigate and compensate the effects of the Civil Aviation Authority's Future Airspace Strategy including PRNAV and the narrowing of flight paths. The Commission should also set out its ideas and recommendations (as mentioned in its interim report) relating to the establishment of an independent aviation noise authority which the County Council would commend.

**Ground noise**

79. Looking at ground noise, whilst GAL accepts that its proposal would generate greater noise effects, its work suggests that with appropriate mitigation there is no reason to believe that the new runway and its operation would be unacceptable in terms of ground noise impact.
80. The geographical areas affected by ground noise would extend further from two runways than they do from the existing single runway. Ground noise by way of road traffic and aircraft on the ground are expected to increase. Levels of aircraft-related ground noise approaching those experienced on a busy day will be experienced more frequently at other times.
81. Unlike air noise, where assessment and modelling of the contours is based on predicted operations over the length of the summer season, the assessment of

ground noise (from aircraft on the ground) is based on the schedule of operations for a busy summer day. GAL's work suggests that there would be some locations (mainly to the north of the Airport) where aircraft ground noise would be lower with a second runway (compared to if the Airport was to remain with a single runway) and some locations (mainly to the south) where ground noise levels would increase.

82. Handling 95 million passengers per year would mean that the Airport would be busier during the day and evening periods throughout the year. Higher noise levels would prevail for longer periods during the year as a result of reduced annual fluctuating traffic levels.
83. To maximise their benefit the bunds/wall have been designed to be as large and as close to the sources as possible in each individual case, taking into account runway clearances and land take requirements. Practical experience shows that similar bunds can achieve attenuation of up to 10 dB or more where both source and receiver are relatively close to the bund in comparison to the height of the bund. The benefits then reduce at increasing distances where sound levels are lower.

### **Improvement needed: noise barriers**

84. The Commission should recommend that GAL must deliver on its proposal to construct acoustic bunds and a noise wall around aircraft operating areas wherever there would otherwise be an increase in ground noise.

### **Home noise insulation measures**

85. GAL has expanded its noise insulation scheme. The noise threshold for the scheme has been reduced, and the boundary line drawn flexibly to ensure that entire communities are included. The boundary line has also been extended along the flight paths by 15km east and west of the Airport. Eligible homes can apply for up to £3,000 towards double glazing for their windows and doors and loft insulation.
86. GAL states that, should the new runway be provided at Gatwick Airport, the scheme would be extended to cover the area related to the new runway, including a flexibly drawn boundary so that whole streets and communities would be included.
87. The noise insulation scheme in addition to GAL's Council Tax Initiative which would see those homes most affected by noise from a second runway receiving annual compensation equivalent to Band A Council Tax (currently £1,000) if and when the additional runway becomes operational.

### **Improvement needed: broader provision of the scheme**

88. The noise insulation scheme should be accessible, appropriate and realistic in terms of the geographic extent of the schemes application reflecting any changes to the existing flight paths, new flight paths and the associated noise shadows. GAL should also make the scheme available to businesses that are noise sensitive to meet the cost of the necessary measures.

89. GAL has not set out the level of interior noise it seeks to achieve in homes through the installation of measures, such as double glazing, to reduce the effects of aircraft noise.
90. GAL's annual compensation equivalent to Band A Council Tax should be tax exempt or net of tax.

### **Employment and housing**

#### Types of employment opportunities

91. It is clear that a second runway at the Airport would generate economic benefits. Whilst additional runway capacity in the South East would benefit the national and regional economies, growth of Gatwick Airport would benefit the West Sussex economy and local communities.
92. Expansion of the Airport would generate employment during the construction of new or enhanced Airport facilities, and the construction of associated infrastructure. Once the Airport has been expanded, additional employment would be generated on the Airport and off the Airport. Airport activity generates employment directly, indirectly and through induced activity.
93. There is a fourth element of employment generation - catalytic employment. This is due to companies choosing to locate or invest due to the presence of an Airport or investment on a large scale. Catalytic employment can include job creation across a very wide area.
94. A company might choose to locate near the Airport to either have easy access to flights (for customers, staff or goods), or to provide services to other companies that are near the Airport. Equally, it might choose to invest in a city within a reasonable distance of a large airport, rather than in another country. This might be due to the economic significance of the Airport, good surface access and the specific influence of international aviation. Companies might be drawn to, or expand in, London and the South East because of the access it offers to markets, including the international markets served by the Airport. In addition, some activities might be drawn to the growing aviation presence of the expanding Airport. In this context, the South East spreads from Oxford to the Kent coast, including Hampshire, the Isle of Wight and Berkshire for example.
95. Work for GAL and the Airports Commission suggested that up to 100,000 jobs could be created in London and the South East. Similar figures were published for the wider job creation generated by expanding Heathrow Airport. The similarity of the figures reflects the expected employment and economic growth as a result of increasing airport capacity, investment and economic activity, rather than purely as a result of increased passenger traffic in a particular airport.
96. These catalytic effects are distinct from those arising from employment that can be traced back to the operation of the Airport. GAL's forecasts of direct and in-direct employment are specifically Airport-related. GAL's forecasts of induced employment reflect the jobs that the direct and indirect workforce



would create through the purchase of goods and services in the local economy.

97. The influence of the Airport, in its existing configuration, on the local economy and its implications for housing are already reflected in the overall employment, population and household forecasts for the area. These inform policy making, especially in land use planning. Through population forecasting the Airport's influence is also reflected in other forms of business and service planning.

Forecasting growth and housing demand – need for caution

98. GAL's analysis and that of the Commission re the additional workforce, households and housing demand was compared with the workforce required for the existing runway operating at full capacity. The forecasts of additional workforce, households and housing demand were based on the Airport's current configuration at full capacity.
99. GAL's forecasting followed a general approach to direct and indirect employment in the year of opening the second runway. It assumed that employment would grow in line with airport passenger traffic growth between 2012 and the relevant forecast year with an allowance for growth in productivity, either low or high. Induced employment is estimated using an employment multiplier. The forecasts suggest that the second runway could generate an additional 22,000 Airport-related jobs by 2050/1.
100. Due to the nature of forecasting, the position beyond 2040/1 should be treated with caution.
101. The employment forecasts relating to Gatwick Airport will have to be considered as part of the employment forecasts for the wider area and expectations of the future rates of economic activity. This work will inform the local planning authorities' work around workforce, housing demand and land supply. This is long-term work, through iterations of forecasts and local plan reviews. Should Gatwick Airport be expanded, it will take time to achieve the physical expansion and the growth in flights and passenger numbers.
102. Expansion of the Airport will give rise to increased demand for labour. GAL's work focused on a primary Study Area based on whole local authority areas within which at least 1% of the 2012 Gatwick Airport workforce lives. This area provides the main catchment for the Airport's workforce. The area comprises: Crawley; Reigate and Banstead; Mid Sussex; Horsham; Brighton and Hove; Croydon; Wealden; Tandridge; Lewes; Arun; Mole Valley; Adur; Worthing; and Eastbourne.

Assumptions applied

103. GAL's work states that the additional labour demand could result in in-migration to the area which would generate a demand for additional housing. In its work, unlike that of the Commission, GAL applied a series of assumptions to provide an understanding of the nature of the scale of demand for additional housing. These included:-

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- not all of the Airport-related jobs in the study will be filled by residents of the Study Area; some people will commute from further afield;
  - the second runway would provide opportunities for people who would otherwise be unemployed. The number will depend on the number and characteristics of the unemployed, the availability of training and other opportunities in the area;
  - recruitment from increased activity rates. More local jobs would have the potential to encourage more people to seek employment; and
  - additional employment in the area might attract people who are currently commuting to jobs elsewhere to take up local employment.
104. GAL's estimates of the contributions of these factors suggested that 3,000 people could be recruited from the Study Area by 2050/1. GAL's work suggested the maximum estimates of in-migrant Airport workers related to the second runway would be 14,900.

### Housing estimates

105. The number of additional households would, GAL stated, be less than the number of in-migrant workers. This was because there may be more than one economically active worker per household. The maximum number of additional households in the Study Area was forecast to be 9,300 by 2050/1.
106. The figure of 9,300 households by 2050/1 was based on unconstrained population and households projections (projections which do not take into account the effect of future housing growth or policies relating to housing development).
107. GAL suggests that this housing demand would be limited and relatively small when compared to the forecast overall level of housing demand in the area up to 2050.
108. GAL stated that the overall impact of a second runway on the labour and housing markets of the overall Study Area would be likely to be limited. This was in comparison to the scale of employment and housing that would be expected to support the Airport operating at full capacity with one runway and two terminals.

### **Improvement needed: use of the planning system – timely use of local plans**

109. In relation to the catalytic effects, GAL states that the wider economic effects of a second runway could be expected to continue supporting the economic success of the Gatwick Diamond, the Districts that are home to the majority of the workforce and beyond. GAL also states that the economic effects of the second runway could support regeneration objectives in accessible areas such as parts of the south coast and London. The management of these wider effects, and the associated development pressures, would be best addressed in the context of the statutory planning system through which growth pressures associated with the Airport's expansion would have to be considered and, if appropriate, planned for. The Government will be expected to publish a National Policy Statement on Aviation which should help lead the planning process.

110. The timescales involved would allow local authorities and other parties opportunities to respond to the issues arising from an expanded Airport and, the wider economic context through, for example, land use planning and local plan reviews. Should the expansion of the Airport generate business activity not related to the Airport, there will be policy choices for the local authorities as to whether they wish to plan for increased floorspace.
111. The local authorities will have to consider how the impacts might be planned for and accommodated through future iterations of local plans. Local authorities will have to consider land use, housing supply, economic development, infrastructure, planning and service provision.
112. The Government, GAL, local authorities and other partners should be required to consider the effects of Airport expansion on communities and infrastructure (such as schools, healthcare facilities and utilities), and how direct and indirect effects of the expansion might best be mitigated. There would be an opportunity to give greater weight to the acceptability of the proposed expansion to communities.
113. The response to Question 8 identifies the range of supporting infrastructure that will be required across the wider area that will accommodate the growth associated with the expansion of the Airport.
114. Housing developments will be subject to the usual planning processes of local plans and development management, within the policy framework of the National Planning Policy Framework and the National Policy Statement on Aviation. These will bring with them opportunities for negotiating contributions to be fully explored in the delivery and funding of services and facilities such as school places and health care. However, if the provision of facilities, infrastructure and services is reliant upon individual applications, no matter what scale, it could be disjointed, poorly coordinated and often lagging behind the development. In looking at the cumulative effects of development, the provision of facilities, infrastructure and services needs coordination, investment and timely delivery.

**Improvement needed: obligation to work with local planning authorities**

115. GAL, the Government and other parties need to work with the local housing and planning authorities to establish a better and more detailed understanding of the likely implications of Airport expansion in terms of:-
  - job creation;
  - employment markets;
  - household forecasts;
  - housing demand;
  - land and housing supply;
  - infrastructure, services and facilities to support local communities including healthcare, schools, leisure facilities (see the response to Question 8);
  - the availability of land for housing;
  - meeting the cost of local infrastructure; and
  - environmental impacts, particularly air quality and noise.

**Blight**

116. As a consequence of considering options for increasing airport capacity, property potentially affected by proposals might be blighted. It is important that, in expanding on outline proposals, GAL sets out the blight relief schemes that would be made available should the proposal be taken up.
117. GAL has pledged that if the Airport is expanded, it would make £14 million available through its Home Owners Support Scheme. This would buy any homes that would be subject to high levels of aircraft noise — above a set noise level — under the new plans. The voluntary scheme means that people would not have to wait until any new development has opened for any support or assistance against the risk of blight, as they would usually have to if GAL only fulfilled its legal obligations.

**Improvement needed: better planning and communication**

118. Once the Airports Commission has submitted its final report to the Government in 2015, the Government must act to expedite a decision as to where additional capacity should be provided. This will serve to eliminate the threat of blight at those locations where the Government does not support expansion.
119. If the Government allocates the new runway to Gatwick Airport, airport operators and developers must ensure that blight relief schemes are accessible and appropriate and there should be a requirement that they are defined, communicated and implemented promptly.

**Land take**

120. The land required for the construction of a second runway has been formally safeguarded since 2003. There are a number of residential, commercial and other properties that would be affected by the expansion of the Airport. The Commission states that this includes 168 homes and commercial premises possibly hosting up to 286 businesses. This includes premises at City Place, Lowfield Heath and on the northern edge of Manor Royal.

**Improvement needed: communication and joint working**

121. GAL should continue to provide home, business and land owners with reassurance as to the future process and a point of contact to discuss their concerns and seek advice. This includes the dedicated telephone line and e-mail address through which landowners and businesses can obtain advice.
122. GAL should work with the local authorities to develop a strategy on options for the relocation of businesses. This should establish whether business could be relocated to safeguarded land that will not be needed by GAL, possibly east of the railway line. This might require the intensification of other land uses, such as the decking of car parking.
123. GAL should aim to retain as many of the relocated companies in the local area, and certainly in West Sussex, as possible. In this way, the local authorities,

companies and representative groups should be able to address the implications of the Airport's expansion whilst maintaining the economic benefits of the expansion.

**Improvement needed: clarity on phasing and compensation**

124. GAL should provide a phased programme for the development of the expanded Airport including the second runway and highway infrastructure in conjunction with the County Council and the Department for Transport. That should indicate at what stage in that programme GAL will expect to redevelop areas currently outside the Airport's boundary such as parts of Manor Royal and other business premises.
125. GAL needs to explain how businesses operating from those premises will be relocated and compensated for disruption to their business.

**Improvement needed: community buildings**

126. GAL stated that within the safeguarded area, some community buildings could be affected by the construction of the second runway. GAL should work with affected people and organisations to plan appropriate mitigation and relocation arrangements. GAL needs to explain how these community buildings will be replaced elsewhere, and the related organisations compensated for the disruption caused to their activities.
127. GAL must also explain what implications its proposals have for land beyond the existing safeguarded area (such as the North East Sector), and what effect development within the Airport might have on adjacent communities. This includes appropriate provision for the relocated Hindu temple, playing fields, nurseries, Crawley Rugby Club and church and graveyard at Lowfield Heath

**Pledges - Improvement needed: binding agreements**

128. The Commission should advise the Government on how the pledges made by GAL should be secured and maintained if the Airport is sold. The Government should build the pledges and any other conditions, as legally binding agreements, into the National Policy Statement.

**Questions on the Commission's appraisal and overall approach**

**Q3:** *Do you have any comments on how the Commission has carried out its appraisal?*

**Q4:** *In your view, are there any relevant factors that have not been fully addressed by the Commission to date?*

This section of the County Council's response addresses Questions 3 and 4 of the Airports Commission's Consultation Document.

**Different approaches and assumptions**

129. The Commission needs to deal with the inherent risks that accompany the number of different consultants used in the work by the promoters of the three options, plus its own suite of consultants, and the different approaches by each to forecasting, analysing and predicting critically important factors that affect how the options are analysed and compared.
130. There is a strong risk that the Commission and respondents to its consultation are not comparing on a like for like basis. There is a risk of this being further compounded when different approaches and assumptions are used in assessment against each of the five forecasting scenarios.
131. The eventual report and recommendations should explain how the various competing assumptions have been dealt with.

**Forecasting scenarios: need for clarity**

132. Whilst the Commission has to acknowledge and understand that there is more than one view of the future, the use of five separate and distinct forecast scenarios of the future demand for aviation might serve to confuse and possibly mislead the debate.
133. Whilst each scenario reflects different potential outcomes, it is unlikely that the global economy and international aviation will fall in line with just one of the scenarios. It is, perhaps, much more likely that the future demand for aviation will incorporate elements of two or more scenarios. To use each in isolation could possibly mislead the consideration of the three options for providing additional runway capacity.
134. This is thrown into particular focus when the Commission looks to the future operation of Gatwick and Heathrow Airports. Assumptions are made that suggest the operating model of each Airport will be fundamentally the same up to and beyond 2040/50 as it is today. However, there is no guarantee that will be the case. Indeed, each Airport might well change its operating model to accommodate a wider range of aircraft, flight destinations, services and passenger types in accommodating more air traffic movements and passengers.
135. The basis on which the Commission concluded that there will be a need for additional runway capacity by 2030 did not dictate the model of airport operation, yet the assessments now published by the Commission seem to lock each Airport into its existing operating model. This results in inappropriate forecasts of matters such as passenger numbers, ratios of employees to passengers, national economic benefit and local economic benefit through indirect and induced employment. For example, it is not clear how increasing passenger throughput in the South East, through whichever airport location, could have such significantly different contributions, between airport locations, to the national and local economies when the increased number of passengers is of the same scale.
136. It will assist agencies needing to act on whatever eventual decision is made if these forecasts and models are rationalised.

**Forecasts of housing need: need for more certainty**

137. Due, in part, to the use of different assumptions and methodologies, the Commission's work reaches a different view on housing need to that of GAL. The Commission's work is less detailed than that by GAL. For example, the Commission's work does not look at the potential effects of changing employment and commuting patterns or the extent to which an increase in jobs results in more people returning to the workforce or to a reduction in out-commuting.
138. This provides the Commission with some degree of consistency between the assessments of the three options. It does not suggest that the work of any one of the promoters is in any way incorrect but the final recommendation will need to be based on a more detailed and evidence-based projection.
139. It does, however, need to be reconciled as the Government, local authorities and other partners could not use the Commission's as the basis for future planning. The Commission and the Government need to revisit the range and scale of the forecasts with a view to reconciling the differences and narrowing the range of possible outcomes.

**Housing delivery and development: accuracy and realism needed**

140. The Commission's consultation material makes somewhat sweeping statements about the potential delivery of new homes. It suggests that the additional housing demand generated by the expansion of the Airport could be divided evenly between the local authorities in the area and implies that the delivery of these additional homes would not be difficult. Even as an illustration of how the homes might be distributed, the Commission's approach is crude. These comments are not helpful and do not reflect local circumstances or the requirements and operation of the planning regimes.
141. If the Government decides that additional airport capacity should be provided at Gatwick Airport, there would be a range of implications for West Sussex communities, businesses and environments. Planning for the Airport-related population increase, in addition to the expected and forecast background growth in population, will be much more challenging than the Commission seems to suggest.
142. The area around Gatwick Airport, from where much of the existing Airport-related workforce is drawn, already has a significant degree of unmet housing need. Whilst some of the Airport's future workforce might already live in the area, or will be born there, additional households are predicted to migrate to the area, thus adding to the existing demand for housing and supporting services and infrastructure.
143. It seems that the Commission has misunderstood the land use implications of the Airport's expansion. For example, reference by the Commission to the potential use of land north of Crawley for further growth in the long-term is mistaken. That land, most of which is in the Safeguarded Area, would be utilised by GAL in expanding the Airport. The southern boundary

of the expanded Airport would reach the northern edge of the town, made up primarily of residential areas or open space serving those residential areas.

144. The Commission should re-examine this situation before drawing any conclusions and making recommendations on land use.

**Timescales: need for housing will be earlier**

145. The Commission sets out the employment and housing implications for each option up to 2030, with indications of wider economic and employment growth beyond that. This timeframe appears to be driven by the forecast growth in jobs at Heathrow Airport where peak employment is expected in 2030.
146. Due to the available capacity at Gatwick Airport, however, the increase in passenger numbers and employment would occur more steadily up to 2050 when it would reach peak employment. This is not reflected in the Commission's consultation material. As a result, the Commission implies in the Gatwick Airport case that any housing to accommodate new households in Airport-related employment would have to be built by 2030, whereas it would be more likely to be built over the longer period up to 2050. This allows for the planning regime to consider and respond to the need for the housing and associated services and infrastructure, if that need arises.

**Employment growth or lack: assumptions and model to be clearer**

147. The Commission has sought a way of assessing the likely effects of an additional runway on the wider economy of London and the South East, a topic on which there are no agreed methods of accurate forecasting.
148. The Commission has introduced an alternative forecast which includes the impacts of each option, estimating that: -
- A second runway at Gatwick Airport could create 49,000 jobs under the assessment of need scenario by 2050, rising to 90,000 by 2060;
  - the Heathrow Airport Extended Northern Runway could create 164,200 jobs under the assessment of need scenario by 2050; and
  - the Heathrow Airport North West Runway could create 179,600 jobs under the assessment of need scenario by 2050.
149. The methodology behind these forecasts is not clear. Nor are the reasons for the significant differences in the forecasts when they relate to growth in passenger numbers of a similar scale through airports in the South East.
150. The Commission should make clear the methodology used, the assumptions applied and the starting point for assessing each option and whether its assumptions used the existing or potential future operating models of each airport – Gatwick and Heathrow.
151. There appears to have been no assessment of the potential impact on employment and the economy of the area around Gatwick Airport of a decision to provide additional runway capacity at Heathrow Airport. That assessment should be undertaken prior to a final recommendation.



**Infrastructure: improvements needed earlier and committed to**

152. The Commission has assessed the on- and off-site infrastructure that would be required to create and serve the expanded Airport. It has also commented on the off-site infrastructure that would be required. However, the scale of growth brought about by the Airport's expansion, both directly and indirectly, would impose demands on facilities, infrastructure and services to greater extent and sooner than forecast growth in population, households and the economy.
153. Meeting the diverse needs of the communities and businesses of West Sussex is one of the key aims of the local authorities. This includes: meeting the needs of people for homes, jobs, facilities and services; the needs of local businesses and of the local economy; and the needs of people and businesses to travel and to move goods.
154. The provision of new and improved infrastructure (including facilities and services) which meet the needs of the communities of West Sussex is particularly important. The Commission should recommend that local authorities, together with service providers and the Government, should identify any existing or potential deficiencies in infrastructure provision, including lack of capacity and under-provision, which need to be made good or overcome.
155. New development should contribute towards new or improved infrastructure. Ordinarily, such development would only be expected to meet the needs it generates and not to meet existing shortfalls or deficiencies. In this way, the expansion of Gatwick Airport should pay its way. However, new development, especially on the scale generated by the Airport's expansion, may lead to the need for the developer and others, including the Government, to contribute towards new facilities, infrastructure and services. This could include improvements to existing inadequate infrastructure to avoid worsening an already unsatisfactory situation. Consideration will need to be given to the cumulative impact of all new development on infrastructure.
156. The Commission, through its recommendations, should identify the range of supporting infrastructure that will be required across the wider area that will accommodate the growth associated with the expansion of the Airport. The infrastructure requirements across the area surrounding the Airport, identified by the County Council, are listed in response to Question 8.
157. In turn, if the decision is made to expand Gatwick Airport, the Government should commit, in the relevant National Policy Statement, to the provision of supporting infrastructure across the wider area so that the needs of existing and future communities and businesses are met in a timely and effective fashion.

**Surface access: rule for land use alongside roads to be more flexible**

158. The Commission has used the submission by GAL, along with material and evidence from bodies such as Network Rail and the Highways Agency. In assessing the implementation of GAL's scheme, the Commission appears to

have applied a rule requiring each new road corridor to be accompanied by cleared land 100 metres each side of the carriageway.

159. This seems to be an inappropriate requirement. The distance of property and activities away from a road will vary according to the nature of the road, the type of activity and how the land between the two is landscaped, developed or used. The knock-on effects of such a blanket approach is that properties less than 100 metres from a realigned minor road would have to be purchased, the residents or occupants relocated, and the property destroyed.

**Costs: Airport owner to meet the costs of additional requirements**

160. In assessing the surface access arrangements to serve an expanded Gatwick Airport, the Commission sets out a costed list of requirements. Whilst the assessment identifies a similar list of requirements as GAL, it seems somewhat confused as to the source of funding for the improvements.

161. Some of the items which GAL has proposed to provide and pay for also appear in the Commission's list of additional off-site improvements, suggesting that the cost of these improvements would be additional to the cost of expanding the Airport possibly imposing demands on the public purse. It is important that the cost of providing the items proposed by GAL is met by GAL, or subsequent owners of Gatwick Airport, rather than the public purse.

162. The Commission should revisit the lists and correct any double-counting as well as adjusting the suggested totals of private and public funding.

**Questions inviting comments on specific areas of the Commission's appraisal**

**Q5:** *Do you have any comments on how the Commission has carried out its appraisal of specific topics (as defined by the Commission's 16 appraisal modules), including methodology and results?*

**Q6:** *Do you have any comments on the Commission's sustainability assessments, including methodology and results?*

**Q7:** *Do you have any comments on the Commission's business cases, including methodology and results?*

163. This section of the County Council's response addresses Questions 5, 6 and 7 of the Airports Commission's Consultation Document.

**Modelling to be more accurate**

164. The methodologies used by the Commission in its appraisal seem reasonable. However, a fundamental element of the Commission's work is of concern. The Commission has projected future use of the expanded Airport based on the current operating model of that Airport. However, it is very likely that the operating models, especially that for Gatwick Airport, will change.

165. Projecting the future effects of an expanded Airport based on its current operating model ignores the fact that the model is currently changing and will continue to change.
166. GAL proposes more or less doubling its capacity so looking at the Commission's own forecast scenarios indicates that the operating model, especially for Gatwick Airport, has to change.
167. This raises questions about the accuracy and appropriateness of the subsequent appraisal findings. The Commission should revisit its assessment to take fully into account GAL's proposed operating model for the larger Airport including a wider range of airlines, passengers and cargo. This should be reflected in the assessment of impacts on the local and national economies and other associated assessments.

**Other comments - Q8:** *Do you have any other comments?*

**List of infrastructure requirements if the additional runway is allocated to Gatwick Airport**

168. The County Council has identified the supporting infrastructure that would be required across the wider area to accommodate the growth associated with the expansion of Gatwick Airport. The County Council and relevant partners should be engaged in the development of the plans to deliver the necessary infrastructure.
169. Some of the infrastructure requirements should be provided by GAL, whilst some should be provided through public investment by the Government. The need to provide this infrastructure should be incorporated into the relevant National Policy Statement.
170. The Commission should advise the Government on how the pledges made by GAL should be secured, particularly if the Airport is sold. The Government should build the pledges, as legally binding agreements, into the National Policy Statement. The County Council and other local partners should be involved in the negotiation of such agreements.

**Highways infrastructure** - The following will be required:

- i. transport infrastructure improvements required to facilitate the expansion of the Airport including those needed to accommodate 50% of the Airport's passengers on public transport by 2050 as well as the strategic road improvements.
- ii. investment in the A/M23 south of Gatwick Airport with improved links to major towns including Burgess Hill and Haywards Heath.
- iii. a long-term commitment by GAL to pay its contribution towards improving the local road network. This includes increasing its pledge towards the Local Highway Development Fund to £30 million rather than £10 million for local road improvements to address bottlenecks that might otherwise hinder the effective and efficient operation of Gatwick Airport and the wider economic growth that its expansion will bring about. The Fund should be open and

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accessible up to 2060. The Fund should be administered and managed through a joint agreement between GAL (and subsequent owners of the Airport) and West Sussex County Council.

- iv. investment to improve access to rural and coastal areas so that the benefits of the Airport's expansion are spread to communities in need of economic growth and wider employment opportunities.
- v. a western relief road of Crawley providing an alternative route to and from settlements west of Crawley and Gatwick Airport, thereby relieving pressure on the A23 and improving resilience in the local highway network. This should be in addition to the commitments to improve the local network through the Local Highway Development Fund (see above).
- vi. improvements/dualling of the A24 which would provide an alternative route north especially if the M23 were to be congested/closed. This would be particularly effective with a new Crawley western relief road.
- vii. Confirmation of the Government's commitment to improve the A27, including dualling, across West Sussex and in East Sussex.
- viii. traffic management, including traffic calming on residential roads and rural routes, to help ensure that Airport-related traffic uses the strategic road network. This includes roads to the west of the Airport which do not appear to have been fully considered in the work so far.
- ix. development and implementation of a car parking strategy to:-
  - reduce the extent of inappropriate car parking in, for example Crawley, Three Bridges and Horsham; and
  - manage car parking for those wishing to access Gatwick Airport.

### **Rail infrastructure** - The following will be required:

- i. improvements to the rail infrastructure to enhance access to Gatwick Airport from the east and west. This includes improvements to services to Tonbridge and improvements to and electrification of the North Downs Line linking Gatwick Airport/Redhill to Guildford and Reading.
- ii. improvements to the Arun Valley rail line to provide better access to the Airport from Bognor Regis, Chichester and Portsmouth. Improving this line could provide an alternative route if the Brighton Mainline has problems and provide better network resilience. This would be especially beneficial if it included a short new rail link, the Arundel Chord, to improve facilities and provide new journey opportunities for passenger movement between the Arun Valley and the South Coast east of Littlehampton. Rail passengers travelling to Gatwick Airport (as employees or air passengers) could help improve the consideration of the value for money of the new Chord.
- iii. provision of more cycle parking at rail and bus stations in West Sussex serving Gatwick Airport to help encourage people (employees and passengers) to use sustainable modes of travel.

**Bus services** - The following will be required:

- i. continuation of the Passenger Transport Levy beyond 40 million passengers per year.
- ii. extensions to Fastway services and infrastructure.

**Health care facilities** - The following will be required:

- i. additional hospital and primary health facilities to serve Crawley and Horsham areas, to help cater for the additional population.

**Compensation** - The following will be required:

- i. 25% uplift to the owners of properties purchased through Compulsory Purchase Orders in accordance with GAL's pledge.
- ii. a Council Tax initiative – either in the form of an annual payment as proposed by GAL or as a single capital payment to be made to those affected. Such payments should be tax exempt or net of tax.
- iii. GAL should also make the noise insulation scheme available to businesses that are noise sensitive as well as residential properties.
- iv. compensation for disturbance due to aircraft noise up to the 54Leq contour.
- v. sufficient compensation for businesses to be relocated.

**Community and social infrastructure** - The following will be required:

- i. provision of replacement open space in Crawley.
- ii. infrastructure, such as schools and library provision, needed to support communities, over and above that required to meet the needs of background growth.
- iii. an infrastructure contribution per new home, promised by GAL, that is £5,000 per home paid to the local authority. This should be applied on a pro rata basis possibly up to a total of £90 million as the Airports Commission has projected the need for a higher number of new homes. The mechanism for securing this funding should ensure it is paid up front, once the likely housing demand is clarified and land is allocated through the planning system. The distribution of these funds between County and District Councils should be determined to help meet the local and strategic infrastructure needs.
- iv. recreate the public right of way network around northern and eastern edges of Crawley to reinstate the current "circular" route around the town which would be severed by the Airport's expansion north east of Manor Royal where the A23 runs alongside airport boundary.
- v. replacement facilities for Crawley Rugby Club, other social and community facilities and places of worship.

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- vi. enhancements to Cherry Lane Sports pitches, including all-weather provision, where the boundary of the expanded Airport would abut the northern edge of playing fields) with enhanced landscaping to reduce the visual impact of the Airport.
- vii. enhanced drainage for sports pitches to help enhance the capacity of sports pitches for the additional population.
- viii. support for the provision of affordable housing, especially for people employed at the larger Airport but on lower wages.

### **Flood protection** - The following will be required:

- i. a commitment by GAL to funding in full any additional flood alleviation work identified as necessary by the additional modelling work required before the Commission can be satisfied that flood risk can be adequately mitigated.
- ii. fluvial flood mitigation measures including the Ifield element of the Upper Mole Flood Alleviation Scheme.
- iii. surface water flood mitigation measures, to counteract additional hard surfacing at the Airport and elsewhere including on surface access routes.

### **Education, employment and training** - The following will be required:

- i. development of programmes to maximise the local benefits of the Airport's expansion through apprenticeships, training and employment.
- ii. secondary school provision to meet needs as necessary including in Crawley, Horsham and Mid Sussex areas.
- iii. increasing GAL's pledge to create 2,500 apprenticeships pro rata to the number of jobs created by the Airport's expansion as the Commission's forecast of additional jobs is higher than GAL's.
- iv. investment with the aim of relocating displaced businesses to other suitable sites in West Sussex. This is different to the compensation paid to businesses that suffer disruption and lost business do to relocation.

### **Utilities** - The following will be required:

- i. additional waste water treatment capacity to provide for the Airport's growth and additional housing growth in the area.
- ii. additional water supply to support the Airport's growth, including local catchment and grey water use.

### **Environmental mitigation** - The following will be required:

- i. habitat recreation and enhancement to replace those lost to the Airport's expansion. This should be linked to public access and be supported with funded on-going management and maintenance agreements.

**Appendix B: Executive Task and Finish Group on Gatwick Airport  
Report to the Cabinet Member for Highways and Transport  
September, 2014**

**Chairman's Foreword**

This report sets out the Task and Finish Group's views on the latest position and proposals for expanding Gatwick Airport as presented by Gatwick Airport Limited (GAL).

The report to the Cabinet Member for Highways and Transport, Pieter Montyn, provides a broad update on the emerging details of GAL's proposals. It reflects the latest information that has been made available by GAL and the Highways Agency.

Work of the Task and Finish Group

The Group has now met on a number of occasions, commencing on 29<sup>th</sup> January, 2014, to consider the implications of a second runway and expansion at Gatwick Airport.

We have had a wealth of information and research to look at which, by the nature of the process, is changing almost on a week by week basis. The reason for this is that GAL has been developing its proposals working up to its submission document to the Airports Commission, chaired by Sir Howard Davies, in May, 2014.

At the time of the submission, GAL changed its passenger forecasts from 87 to 95 million passengers per annum by 2050. This has meant that much of the previous work had to be reviewed, updated and then commented on by the various working groups that were formed to look at the developing proposals.

GAL presented the thinking behind the updated forecasts to the Group. It also explained the implications of the changed forecasts for surface access, employment, housing and some environmental considerations. However, some of that work is still on-going and the Group has not yet had a chance to consider it.

The Group's Chairman, accompanied by Council officers, had limited, supervised and confidential access to the document that GAL submitted to the Airports Commission. The information gathered from that document remains confidential which means that this report to the Cabinet Member must not be publicly shared or disseminated in any form. Once GAL's submission document is made public by the Commission, subject to redactions for commercial reasons, it might be possible to make the Group's report public. However, the report might have to remain confidential, in whole or in part, if it contains any information that has been redacted from the submission document.

We have managed to meet with GAL and its consultants since their submission, to discuss our concerns and how we can access further information. We submitted additional written questions to GAL looking for specific information. The responses to those questions are reflected in this report.

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On 9<sup>th</sup> July, 2014, the Airports Commission visited Crawley and held a series of meetings with invited interested parties to discuss the role and the processes of the Commission. The Commission indicated that they would be publishing the submission documents from the short-listed airports along with their own consultation document in the autumn. It is anticipated that some redactions will be made to the submission documents so as to hide commercially sensitive information.

The Commission also indicated that they are scrutinising the information in the submission documents and will only include what they think is achievable and accurate in their consultation document.

On 24<sup>th</sup> July, 2014, GAL published the results of its consultation on the preferred runway options along with a high level summary of the submission document.

The consultation report supported the runway 3 option, which was the one GAL had used in its submission document to the Airports Commission. The 66 page Consultation report can be found using the following link:

[http://www.gatwickairport.com/PublicationFiles/business\\_and\\_community/all\\_publications/Second\\_runway/Gatwick\\_Consultation\\_Report\\_July\\_2014.pdf](http://www.gatwickairport.com/PublicationFiles/business_and_community/all_publications/Second_runway/Gatwick_Consultation_Report_July_2014.pdf)

The high level summary document of GAL's submission can be found using the following link:

[http://www.gatwickairport.com/PublicationFiles/business\\_and\\_community/all\\_publications/2014/Connecting\\_Britain\\_to\\_the\\_Future\\_Faster.pdf](http://www.gatwickairport.com/PublicationFiles/business_and_community/all_publications/2014/Connecting_Britain_to_the_Future_Faster.pdf)

I do not propose, at this stage, to go into any great detail on either of the documents but just point you in their direction for further information.

What is worth noting is that GAL has made a number of pledges to the local community which I briefly headline below.

1. £46.5M to help local authorities deliver essential community infrastructure.
2. A £3.75M fund to help create 2,500 new apprenticeships for local young people.
3. New engagement charter with a dedicated team to help local landowners and businesses.
4. Gatwick Airport will continue to meet all legal air quality standards.
5. Unique initiatives from an industry leading approach to noise.
6. Gatwick Airport will be "Road and Rail Ready" for a second runway by 2021.
7. Increased compensation funds for those homeowners most affected by expansion.
8. GAL recognises that expansion will impact upon the local environment and will continue to minimise, mitigate and compensate.

The Task and Finish Group, as well as submitting further questions to GAL, has also written to Network Rail and the Highways Agency seeking clarification as to whether they are supporting GAL's 'Surface Access Strategy' and its assumption that this will meet the needs of increased passenger numbers if a second runway were to go ahead at Gatwick Airport.



We have received a response from the Highways Agency; the information provided is reflected in this report. Whilst we still await a response from Network Rail, GAL's submission document contained words agreed by Network Rail to the effect that the methodology used by GAL was appropriate.

The attached report does go into more detail surrounding some of the key areas of GAL's proposal: -

- Surface Access;
- Economy, Employment and Housing;
- Air Quality;
- Air Noise; and
- Land Use and Business Relocation.

In drafting the report, we have used the questions that were originally submitted to GAL through the Select Committee as the basis of the report where possible. It is noted that some of the original questions were, in fact, in the form of statements, which in themselves do not attract specific answers.

It is worth reinforcing the fact that the decisions on whether there will be additional runway capacity in the South East, and the location of that extra capacity, will be matters for the Government, who will make that decision after considering the recommendations of the Airports Commission.

A major infrastructure project, such as an additional runway, will have implications for the Country as a whole and, indeed, for those more closely located to it. These implications include increased business opportunity, investment, job security and creation, improved travel links, and potentially negative impacts such as increased noise disturbance, pressure on local roads and other infrastructure.

We have seen increased levels of concerns from communities near to the Airport regarding noise and other implications that a second a 2<sup>nd</sup> runway at Gatwick Airport would mean to them. These are genuine concerns and do need to be taken seriously by the Airports Commission and indeed by the Government itself when making decisions.

The Task and Finish Group is very mindful of these concerns and they have been at the forefront of our thoughts when looking at the implications of what a 2<sup>nd</sup> runway at Gatwick Airport would bring with it.

In the meantime, whilst work is progressing well it is not complete. GAL continues to model the implications of its proposals and the Airports Commission is analysing the proposals in the lead up to its consultation later in 2014.

This report builds on the debate and considerations of the County Council and the Environmental and Community Services Select Committee in 2013. It contributes to the Council's understanding of how the impacts of Gatwick Airport's expansion, or lack of it, might be managed and mitigated once the Government makes its decision on future airport capacity. This report will contribute to the Members' knowledge of the proposals relating to Gatwick Airport. It will also inform the Council's deliberations in considering, and preparing a response to, the Airports Commission's consultation.

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Whatever decision is reached by the Government and wherever the additional airport capacity is provided, the County Council will have to work with the Government, its agencies, other local authorities and other bodies to best plan for the impacts on the economy and business, the environment, transport, development and infrastructure needs, and wellbeing interests of residents and communities.

A handwritten signature in black ink that reads "John O'Brien". The signature is written in a cursive style with a large initial "J".

John O'Brien  
Chairman  
Gatwick Airport Executive Task and Finish Group

**Executive summary**

This report sets out the information made available by Gatwick Airport Limited (GAL) as presented to and considered by the Group. That information included GAL's evidence relating to the three expansion options that formed the basis of its public consultation in the spring of 2014. It also included some of the information relating to the proposal submitted to the Airports Commission and the updated forecasts of air traffic movements, passenger numbers and employment.

The Airports Commission has indicated that the proposals in its consultation may vary from those provided by GAL. The Group's work will be instrumental in preparing a response to that consultation, alongside work by the Commission and other parties.

- a) In its work to inform its public consultation and prepare its submission to the Airports Commission and in following discussions GAL has provided an additional layer of information and detail relating to its proposals for expanding the Airport including a second runway. The information provided helps explain the implications of the second runway, particularly in relation to surface access (including public transport), employment and housing.
- b) Some of the information requested by the Group has been provided and considered. Further information has yet to be made available for consideration. This report reflects the information that has been made available to the Group for scrutiny.
- c) Where further information has been requested, but not made available, that is noted in the report. Similarly, where the responsibility for analysing GAL's proposals rests with an organisation other than the County Council that is also noted in the report.
- d) GAL should continue to work with the County Council and other parties on the provision and explanation of that information so that all involved can understand the implications of the runway proposals.
- e) The implications of expanding the Airport including a second runway are all in relation to the Airport in its existing format, one runway and two terminals, operating at full capacity.
- f) GAL suggests that the forecast impacts can be mitigated and/or managed. This includes through investment in new or improved infrastructure. However, some of the measures are outside the control of GAL or other local parties. Achieving the desired outcome will require the commitment of the Government and other bodies.
- g) The Airports Commission has included Gatwick Airport on its short-list of locations and proposals worthy of further investigation in the next phase of its work. The Commission must be convinced that the evidence presented along with refined proposals is robust and complete, including full impact and environmental assessments.
- h) Findings of the all the various working groups, such as the Surface Access Transport Group, should be made available to the County Council.

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- i) Many of the investments and developments required to encourage and accommodate such an increase in public transport passengers have been identified in investment programmes for either road or rail. Much of the already committed investment will be completed by 2025, before the second runway is operational.
- j) Should proposals for the expansion of Gatwick Airport be taken forward by the Airports Commission, GAL and the Commission must press the Government to commit the funds necessary to deliver the improvements needed to infrastructure serving the Airport and local communities, including rail and other investment plans.
- k) GAL has provided information and details relating to its proposals for expanding the Airport including a second runway. The information provided has helped explain some of the implications of the second runway, including surface access, employment and housing. Due to the nature of the work and timescales imposed by the Airports Commission, the information has been constantly developing and changing.
- l) The latest updated information was contained in GAL's submission to the Airports Commission and subsequent additions to that submission. GAL provided limited and supervised access to the information on a confidential and non-disclosable basis. It is anticipated that the Airports Commission will publish the submissions, possibly with some redactions, alongside its consultation material in the autumn of 2014.
- m) GAL should continue to work with the County Council and other parties on the provision and explanation of that information so that all involved can understand the implications of the runway proposals.

**Introduction**

1. The Government has set up an independent Airports Commission to examine the need for additional UK airport capacity and recommend to the Government how this can be met in the short-, medium- and long-term. The Commission has been asked to report to the Government on the need for additional UK airport capacity and how this can be met in the short-, medium- and long-terms. Once the Commission has made its final report, it will be for the Government to decide whether and how to act in response to the Commission's recommendations.
2. In response to an open invitation for proposals, GAL submitted outline proposals for a second runway. It proposed a two-runway Gatwick Airport as part of a constellation of major airports around London. It suggested that this was the best option to provide long-term flexibility by using all of London's airports to their full potential, and not having to close any of them.
3. Following the deliberations and recommendations of the Airports Commission, it will be for the Government of the day to decide whether and how to deliver increased airport capacity.
4. If the additional capacity is to be provided at Gatwick Airport, then the local and regional economies can be expected to grow significantly. If the additional capacity is to be provided elsewhere, such as at Heathrow Airport, there will be less certainty about the economic impacts at and around Gatwick Airport although the prospects suggest a decline. If the Government chooses not to provide additional airport capacity, then the economic prospects are likely to remain as they are currently, at least for the short-term.
5. In July, 2013, through a Notice of Motion debate, the County Council established that, in principle, it supports the expansion of Gatwick Airport's capacity including the addition of a second runway. The Council sees this as conducive to economic growth and prosperity in West Sussex. However, the Council is equally cognisant of the environmental and infrastructure issues that may arise from a future increase in airport capacity.
6. The County Council took the opportunity to elaborate on its Notice of Motion debate about the future of Gatwick Airport. It provided GAL and the Commission with questions, issues and concerns about the proposals. The comments built upon the County Council's support, in principle, for the proposals by GAL to expand the Airport including the addition of a second runway. The questions, issues and concerns reflect a debate by the Environmental and Community Services Select Committee in September, 2013.
7. The Task and Finish Group considered material made available by GAL relating to its proposals to expand the Airport. The material was drawn from the information and evidence prepared by GAL for its public consultation on the options for the expansion. The material was also drawn from the updated forecasts of air traffic movements and passenger numbers.
8. In April, 2014, GAL's updated forecasts indicated that the capacity of the expanded Airport would be 95 million passengers per year by 2050. This figure was used in GAL's submission to the Airports Commission. The higher

figure reflects reduced seasonal variation in the number of flights and passengers and higher annual use of the Airport. GAL advised that the hourly runway limits would still be the same as the previous forecasts of capacity which indicated a maximum of 87 million passengers per year.

9. The Airports Commission is, as part of its analysis, scrutinising the revised forecasts and will include in its consultation what it thinks is achievable and accurate. This analysis applies to GAL's proposals and those relating to Heathrow Airport.

### **Work of the Task and Finish Group**

10. The Group considered the evidence and information available from GAL and its consultants in the lead up to the public consultation by GAL on its proposals. This work has been conducted in accordance with the Group's Terms of Reference (see Appendix 1).
11. The Group drew on the work of GAL and its consultants. It also drew on the work of a number of working groups (See Appendix 2) involving local authority representation which have been either set up to consider the proposed expansion of Gatwick Airport or have revised their working arrangements to consider those proposals. The Group suggests that summaries or the conclusions of that work should be made available to the County Council, along with the views of other agencies, such as the Highways Agency, on the work by GAL.
12. The Task and Finish Group initially comprised the following:-
  - John O'Brien (Chairman), Member for East Grinstead South and Ashurst Wood;
  - Nigel Dennis, Member for Horsham Hurst; and
  - Janet Duncton, Member for Petworth.
13. Membership of the Group was later amended slightly as Dr Dennis was not available for first scheduled meeting of the Group. Dr Dennis was replaced by Mrs Millson, Member for Horsham Riverside, although the Group's Chairman kept open an invitation for Dr Dennis to attend meetings of the Group when available.
14. The Group was supported by, and received presentations and contributions from:-
  - Alison Addy, GAL;
  - Neil Border, West Sussex County Council;
  - Alison Cumberland, GAL;
  - Edith McDowall, Optimal Economics;
  - Julia Gregory, GAL;
  - Kyran Hanks, GAL;
  - Darryl Hemmings, West Sussex County Council;
  - Richard Higgins, Arup;
  - Rob Matthews, GAL;
  - Angela Schembri, RPS; and

- Chris Simkins, RPS.
15. The work of the Group was conducted during a series of meetings commencing on 29<sup>th</sup> January, 2014.
  16. The Group received reports from officers of the County Council on the key issues raised by GAL's proposals relating to surface access (including road and rail) and employment and housing. The Group also received presentations on these topics from GAL and its consultants. The Group scrutinised material presented by GAL and its consultants relevant to the County Council's list of questions, issues and concerns.
  17. The Group was made aware of the work by other parties, including Network Rail and the Highways Agency, to check and challenge GAL's work and conclusions. The outcomes of those checks were not available to the Group up to the drafting of the report.
  18. Contributions from GAL and its consultants also drew on the material that was being prepared for GAL's public consultation on its proposals.
  19. Work on other topics (including noise and air quality) was not as far advanced as the work on surface access, employment and housing during the period available to the Group. The Group suggests that summaries or the conclusions of that work should be made available to the County Council, along with the views of other agencies, such as the Highways Agency, on the work by GAL.
  20. The Group was looking for answers to the questions, issues and concerns that the County Council provided to GAL and the Airports Commission in 2013. That list, and updates to it, forms the basis of this report to the Cabinet Member. Issues and concerns that remain relevant are listed below. For each question, the report sets out the relevant commentary and observations of the Task and Finish Group.
  21. In addition, the Group provides: -
    - a list of additional questions that arose during the Group's work which have been sent to GAL (see paragraph 24); and
    - the text of letters that have been sent to Network Rail and the Highways Agency (see Appendix 3).

### **Questions, issues and concerns**

22. The Group has used the County Council's list of questions, issues and concerns that was originally submitted to GAL as the basis of this report. Some of the original questions were, in fact, in the form of statements, which in themselves do not attract specific answers. However, the Group has elaborated on the issues and concerns where appropriate and possible.
23. In the following pages, the County Council's questions, issues or concerns are denoted with the prefix Q. Paragraphs in *italics* are the comments and views of the Task and Finish Group.

General comment

- Q1 The Commission must be convinced that the evidence provided by any sponsors of airport expansion schemes is robust and complete, including through full impact assessments of the proposals. In relation to the proposals submitted by Gatwick Airport Limited (GAL), West Sussex County Council believes that the evidence provided to date is sufficient for the Commission to identify Gatwick Airport as worthy of further investigation in further phases of the Commission's work on options for providing additional airport capacity in the long-term.

Task and Finish Group commentary and observations:

*The Airports Commission has included Gatwick Airport on its short-list of locations and proposals worthy of further investigation in the next phase of its work. The Commission must be convinced that the evidence presented along with refined proposals is robust and complete, including full impact and environmental assessments.*

*GAL has not undertaken a formal Habitats Assessment as required under Article 6(3) of the EU Habitats Directive. This relates to the procedure to be followed when planning new developments that might affect a Natura 2000 site. Any plan or project likely to have a significant effect on a Natura 2000 site, either individually or in combination with other plans or projects, shall undergo an Appropriate Assessment to determine its implications for the site. The competent authorities can only agree to the plan or project after having ascertained that it will not adversely affect the integrity of the site concerned. GAL's consultants have, however, completed an assessment which was included in the submission materials to the Airports Commission, and which has enabled GAL to conclude that there are unlikely to be any adverse impacts to sites designated nationally or internationally for their biodiversity value such as Sites of Special Scientific Interest (SSSIs), and the EU Habitats Directive Special Protection Areas (SPAs) and Special Areas of Conservation (SACs) designations. There would, however, be adverse effects on two local Sites of Nature Conservation Importance (Rowley Wood and Willoughby Fields), one of which is also a Local Nature Reserve (Willoughby Fields). The Group has not seen the detail of the effects on these sites.*

*GAL has used Geographic Information System data to map designated SPAs, SACs, SSSIs and Areas of Outstanding Natural Beauty within 15km of the Airport. The assessment area included sites such as Ashdown Forest and the Mole Gap to Reigate Escarpment.*

*More locally, GAL also mapped woodland and ancient woodland, hedgerows, water courses and other habitats within 2km of the proposed site boundary. GAL also referenced locally available records to understand the flora and fauna around the Airport and likely to be present within and around the development area for the expanded Airport, in particular those species protected under EU and UK law.*

*GAL is aware that some concern has been expressed about the potential effects of aerial emissions from aircraft and increased road traffic (such as NOx deposition and acidification) at these designated sites - for example*



*regarding the A22 through Ashdown Forest. GAL confirmed that it has reviewed this; its assessment has concluded that this is very unlikely.*

- Q2 This paper identifies where GAL needs to provide additional information, evidence and explanation so that the Commission, the County Council, local communities and other parties can gain a full understanding of the proposals and their likely implications and impacts. The additional information must be available for consideration and scrutiny, including through national consultation by the Commission.

*Task and Finish Group commentary and observations:*

*GAL has made some information, evidence and explanations available for consideration by the Group. That information must be augmented by the supporting evidence and explanations. In that way, all interested parties can gain a full understanding of the proposals and their likely implications and impacts on issues such as air quality, noise, environmental effects and social effects. GAL should also make available the comments on its work and supporting evidence by all relevant agencies including Network Rail and the Highways Agency.*

*A lot of this work is being scrutinised by the Airports Commission and will inform its consultation in the autumn of 2014. This comment applies to much of the material supplied by GAL.*

Competition

- Q3 West Sussex County Council supports the notion presented by GAL that expansion of Gatwick Airport will increase competition in the aviation market, especially between airports that serve London and the South East. Implications of that competition might need to be more clearly explained.

*Task and Finish Group commentary and observations:*

*GAL needs to explain the implications and benefits of increased competition in the aviation market, achieved through expansion of Gatwick Airport, for passengers, the industry and communities local to the Airport. This includes the implications of additional connectivity and competition as well as the broader impacts on socio-economic and spatial development.*

Transport infrastructure

- Q4 West Sussex County Council supports the notion, as presented by Gatwick Airport Limited, that expansion of Gatwick Airport will, potentially, reduce the need for longer distance journeys to reach airports, especially for residents of the South East and the south coast.

*Task and Finish Group commentary and observations:*

*This comment still applies; see Q3. GAL presented the Group with a developing surface access strategy for a second runway. The final version of*

*that strategy was submitted to the Airports Commission. The Group's comments on particular aspects of the information that has been available are presented in the following paragraphs.*

- Q5 The County Council is working with GAL and other local transport authorities to ensure that the impacts of any expansion at Gatwick Airport on surface access networks are well understood and supported by a clear surface access strategy, which supports such expansion through a high public transport mode share. This work will principally take place through a series of meetings between GAL and the local transport authorities who will scrutinise the technical work which underpins GAL's submissions to the Airports Commission.

*Task and Finish Group commentary and observations:*

*This comment still applies.*

- Q6 With a second runway, GAL's objective is to achieve a public transport mode share of 50% (compared to 43% in 2012) and improvements to road and public transport networks. Whilst this objective is laudable, GAL needs to set out how it will be achieved when that could mean 45 million passengers per year using public transport.

*Task and Finish Group commentary and observations:*

*GAL's surface access strategy for a second runway is designed to meet the forecast demands of the expanded Airport. It aims to be the best connected and accessible UK airport, delivering integrated surface transport with a choice of sustainable modes suited to the needs of the Airport's customers and employees. By 2050, the total number of passengers could be 95 million per year, which means that the number of passengers using public transport could be 47.5 million per year if it achieves 50% share.*

*GAL intends to make best use of existing and committed infrastructure before considering new provision whilst demonstrating value for money. It aims to deliver the capacity required to allow safe, efficient and reliable journey times for all users of the transport network, not just aircraft passengers.*

*In its public transport modelling work, GAL has set itself a target to accommodate 60% of passengers on public transport. In its road traffic modelling work, GAL has set itself a target to accommodate 50% of passengers on public transport. This deliberate difference, in GAL's view, builds-in a margin so that if the public transport infrastructure and services are not delivered on time, the road networks will be sufficient to cope with the additional traffic.*

*The Group believes this to be a reasonable approach. Beyond the early commitments GAL will need to contribute to meeting the long-term effects of the expanded Airport alongside other contributions to meet the increased traffic movements resulting from background growth.*

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*The access strategy is being designed to meet the wider strategic objectives of sustainable development whilst maximising the economic potential of surface access through collaboration with key stakeholders.*

*GAL's target is that by 2040 60% of air passengers use public transport for their journeys to/from the Airport and that up to 50% of passengers travel by train; currently 38% travel by train. The target for staff target is that 50% reach work by sustainable modes by 2040.*

*GAL has presented plans for improvements to the rail, road and cycling/walking infrastructure that would appear to provide for an increase in passengers and employees for its proposed expansion that is up to 95 million passengers per year by 2050. Achieving a target of 50% public transport mode share would mean more than doubling the current number of aircraft passengers reaching or leaving the Airport by public transport.*

*Many of the investments and developments required to encourage and accommodate such an increase in public transport passengers have been identified in investment programmes for either road or rail. Much of the already committed investment will be completed before the second runway is built.*

*The investments and improvements that will affect public transport include: -*

- elements proposed by GAL to improve direct access into the Airport and north Crawley;*
- elements proposed by the Highways Agency/Department for Transport to increase the capacity of the M25 which should be in place by 2018;*
- improvements to junctions on the local highway network where higher passenger and employee numbers will contribute to increased congestion and delay;*
- investment in the Gatwick Gateway station improvement scheme including the Government's commitment of £50 million;*
- including rail services between London and Gatwick Airport in the planned trial of smart ticketing;*
- bringing forward Network Rail's study of further enhancement of the Brighton Main Line;*
- M23 Smart Motorway and Gatwick Junctions included in the Highways Agency's pipeline schemes;*
- the on-going Route Based Strategies (London Orbital and M23, and South Central); and*
- the importance of the Gatwick Express and the need for rolling stock improvements included in the Thameslink Franchise.*

*The plans and modelling of the rail infrastructure and service improvements are being analysed by Network Rail. Some of the improvements required and/or proposed to accommodate 50% of the Airport's passengers by 2050 are not currently funded commitments including those in Control Period 6. The outcomes and conclusions of Network Rails analysis should be made available so that the effects of the improvements to the rail network and services can be understood.*

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*The existing rail strategy for Gatwick Airport indicates support for the future development of the Brighton Main Line, including the measures proposed for Control Period 6. GAL has continued to liaise directly with Network Rail to ensure the strongest business case for investment for these vital improvements. These improvements are required regardless of a second runway. Expansion of Gatwick Airport will ensure higher off-peak and contra-peak demand, which will improve the value for money assessment for Control Period 6 scheme funding; GAL states that this has been acknowledged by Network Rail.*

*GAL is a consultee on Network Rail's Sussex Route Study, which is due to be published for consultation in mid-October. The Route Study will set out the case for around £1bn of improvements, which GAL supports. GAL will continue to work with Network Rail to deliver improvements and has commitments in its Surface Access Strategy to help fund further improvements in the vicinity of Gatwick Airport that will improve operational efficiency, if these are identified by Network Rail.*

*GAL's Surface Access Assessment Technical Report includes a statement agreed in writing with Network Rail, reflecting its satisfaction with the analysis GAL has undertaken. The following form of words was agreed between GAL and Network Rail: -*

- Network Rail has checked the assumptions underlying GAL's analysis and is satisfied with the overall approach followed. Network Rail's work on the Sussex Route Study has concluded that passenger numbers under a high growth scenario, without a second runway at Gatwick Airport, will require the extra train paths that are likely to be created by the proposed Brighton Main Line schemes planned for Control Period 6. The additional demand generated by a second runway does not justify major infrastructure requirements over and above those already committed in Control Period 5 and planned in Control Period 6) by Network Rail. GAL notes that additional Gatwick Airport-related demand makes a significant contribution to more efficient loading of contra-peak and off-peak capacity, which has wider economic benefits that can be valued in any assessment.*

*As an advisor to the Airports Commission Network Rail must remain independent and present an unbiased approach, which could not be interpreted as indicating specific support for any of the airport expansion proposals. GAL's engagement with Network Rail focused on being able to establish its endorsement of both GAL's method and conclusions on the mitigation required to accommodate second runway demand.*

*GAL also proposes improvements to the Airport's facilities for people using buses and coaches. Whilst not part of the planned Gatwick Gateway, the Group believes that these will be necessary to maintain and improve the share of passengers and employees that use public transport. Better facilities will make bus and coach use easier and more attractive for aircraft passengers and employees. This will be particularly important for new or improved coach services linking areas that are not served, or well-served, by rail. Examples might be towns in East Sussex and Kent. The Group would*

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*like to see these facilities improved irrespective of the Airport's expansion and the second runway.*

*GAL has discussed the bus and coach strategy associated with the proposed second runway with local bus operators and express coach service providers. The strategy for local bus services allows for access to all the Airport's terminals to support the services which are used by staff. For express coach services a new coach terminal at the Gatwick Gateway has been agreed with the main operators as the optimal solution.*

*GAL and National Express have confirmed the commitment to work together to develop new routes or enhance existing routes and have identified the following priority areas:-*

- *Kent;*
- *Essex;*
- *south and east London; and*
- *Sussex coastal towns.*

*Regardless of the decision for a second runway, GAL seeks continuous improvement in bus and coach facilities. GAL is in regular contact with all operators to provide enhanced passenger facilities, information and promotional activities. Within GAL's current capital plan there are improvements planned for the facilities in both the North and South Terminals. The redevelopment of bus/coach facilities will be kept under review taking account of the Gatwick Gateway initiative, but GAL currently has no proposals to bring forward sooner the plans proposed in the second runway Surface Access Strategy.*

*The Government has allocated £50 million of public funds toward the delivery of the Gatwick Gateway project. GAL is in the process of developing this project with Network Rail, the Department for Transport and Govia Thameslink Railway. The work to develop the scope, cost of options and outline business case is on-going, following a timetable developed specifically to provide material that will inform a decision on the scheme in the autumn of 2014. There are some important commercial issues to be resolved, however, GAL is committed to support this scheme and the programme of work identified for the remainder of this year and leading into next year.*

*The Group suggests that improved access will be required in the early hours of the day and late at night if employees and passengers are going to be persuaded to use public transport to reach the Airport. This includes bus, coach (particularly links with those areas not served by rail) and rail.*

*GAL has undertaken extensive consultation with the bus and coach operators to develop the bus and coach strategy for a second runway. This includes proposals for new routes and extensions of services whether it be operating hours or frequency. Where necessary, GAL will consider short-term pump-priming, as it does currently, to set up new routes or support extensions to services through the Passenger Transport Levy (PTL). The PTL would approximately double in value with a second runway. The PTL is currently calculated based on the number car parking spaces provided at the Airport and secured through a legal agreement between the County Council, Crawley*

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*Borough Council and GAL. The agreement covers growth in air passenger numbers up to 40 million passengers per year. It was signed in 2008 as an extension to the original Airport Development Strategy signed in 2000. The PTL was agreed to support public transport as laid out by the S106 Agreement to develop and increase public transport use by passengers and staff.*

*The PTL supports various enterprises and activities such as Gatwick Commuter, the website, leaflets, marketing and road shows. It also enables enhancements to the operating hours of some local bus services, allowing free travel for staff between the North and South Terminals, promotion of travel options to passengers and staff, and pump-prime funding for out of hours services on local buses. A significant contribution has also been made to the improvement of the rail station. Once the number of passengers passing through the Airport reaches 40 million per year, the necessary agreement(s) would have to be renegotiated*

*For local buses, GAL and MetroBus have identified one priority as developing further the Fastway concept, supporting new services to areas where employees require access and increasing frequency and operating hours.*

*Findings of the Surface Access Transport Group following its consideration of the implications of the higher passenger and employee numbers should be made available to the County Council.*

### Strategic highways

- Q7 GAL's submission was underpinned by an assessment of the impact on the highway network using the Highways Agency's validated transport model. The work demonstrates that, by 2025, there will be capacity issues on the strategic road network without Airport expansion. A number of schemes will be required to deliver additional capacity on the M25 and M23 through junction improvements and wider application of 'managed motorway' principles. In some cases, this includes schemes which the Government has already committed to deliver, including the managed motorway schemes for M25 junctions 5-7 and M23 junctions 8-10. These schemes will create additional capacity which helps to enable expansion at Gatwick Airport.  
*See Q8 below.*
- Q8 GAL must, however, demonstrate that these schemes will meet the demands generated by current forecasts of growth in traffic and the additional demands generated by expansion of the Airport which will not have featured in the work of the Highways Agency. The Agency must also express its satisfaction with GAL's conclusions as to the capacity of the strategic network to cope with the additional traffic.

### Task and Finish Group commentary and observations:

*In addition to maximising the number of travellers arriving at the Airport on public transport and promoting cycling and walking, GAL's surface access strategy aims to:-*

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- *accommodate the needs of users of transport networks other than aircraft passengers such as commuters, intercity travellers and freight;*
- *enable access to the Airport from a wide catchment area;*
- *improve the experience of passengers and the users of aviation; and*
- *promote employment and economic growth in the local area and surrounding region.*

*GAL's road transport modelling assumes 50% of passengers and employees will use public transport. However, the public transport work aims to accommodate 60% of passengers and employees.*

*GAL's analysis has looked at those junctions where demand is getting close to capacity. The impact of reaching, or exceeding, capacity is delay and variable journey times across a wide area and many junctions. Some of the forecast increase in delay and unreliable journey times is generated by background traffic growth without expanding the Airport.*

*GAL's work using the traffic models of both the County Council and the Highways Agency have similar results.*

*Currently, 70% of Gatwick Airport-related traffic is from/to the north on the M23. Additional impacts are focussed on the A23 and the M23. GAL proposes local road improvements and a scheme to improve Junctions 9 and 9A of the M23 and the Spur Road. Whilst the Highways Agency has agreed a form of words re its satisfaction with the analysis GAL has undertaken, the County Council needs to be assured by the Highways Agency that the measures proposed will provide sufficient capacity to handle the expected traffic flows.*

*GAL acknowledges that it should contribute to the improvement of junctions, commensurate with the impact of its expansion on those junctions. At this time, the exact scale, location and nature of the improvements are difficult to pinpoint, so a flexible long-term provision will be needed to manage the contributions by GAL, or its successors, to such improvements. The Group suggests that the necessary arrangements would have to be established in an on-going legal agreement, including details of how such an arrangement would be administered and managed.*

*GAL has employed consultants to undertake further analysis on those locations where strategic modelling indicated that demand from a second runway may have a proportionate impact on local highways. This analysis is on-going and, where appropriate, is making use of the County Council's Strategic Transport Model which is considered to be an appropriate tool to assess the impacts of the Airport's expansion on the local highway network in West Sussex. This work is expected to indicate the potential scale of improvements that may be necessary in the future to accommodate the Airport's expansion and background traffic growth. Further work, due to be completed in October, will provide both indicative costs and outline designs for potential mitigation measures. The results of the analysis will set out the scale of traffic growth, the proportionate impact of Gatwick Airport-related traffic, potential solutions for mitigation and their costs. This can then be reviewed in the context of the proposed Local Highway Development Fund.*

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*As improvements will be needed, at least in part, to address issues caused by background traffic growth, there will also be a need for local investment in the transport network to be funded from a range of sources in addition to the proposed Local Highway Development Fund. GAL acknowledges that it needs to meet its fair share of costs whatever they may be.*

*Schemes that already have commitment will inject large additions to highway capacity. GAL believes that committed highway improvements, plus the proposed local capacity increases, would meet the scale of demand forecast for 2050.*

*GAL's Surface Access Assessment Technical Report includes statements agreed in writing with the Highways Agency, reflecting its satisfaction with the analysis GAL has undertaken. The following form of words has been agreed:-*

- the model used for the strategic highways traffic modelling (the M25 SATURN model) was recommended by the Highways Agency and endorsed by the Department for Transport. The Highways Agency has stated that it is content that traffic modelling of the strategic highway network is currently fit for purpose. This acknowledges that further analysis would be undertaken to support any subsequent planning process. The Highways Agency has also reviewed the design of GAL's proposed local road mitigation, including works to the M23 Junction 9, diversion of the A23 and other improvements to Airport access. This review has concluded that the Highways Agency is satisfied that proposals are feasible and deliverable, meeting required design standards and could be taken forward.*

*As an advisor to the Airports Commission the Highways Agency must remain independent and present an unbiased approach, which could not be interpreted as indicating specific support for any of the Airport expansion proposals. GAL's engagement with the Highways Agency focused on being able to establish its endorsement of both GAL's method and conclusions on the mitigation required to accommodate second runway demand.*

*GAL suggests that the M25 would remain congested, mainly due to background growth which would be a far greater generator of traffic growth than the expanded Airport. The Department for Transport will lead the development of a long-term plan for the M25.*

*The investments and improvements that will affect the strategic network:-*

- elements proposed by GAL to improve direct access into the Airport and north Crawley;*
- junctions improvements where the A24 and A264 meet;*
- elements proposed by the Highways Agency/Department for Transport to increase the capacity of the M25 which should be in place by 2018;*
- free-flow tolls at the Dartford Crossing;*
- M23 Smart Motorway and Gatwick Junctions included in the Highways Agency's pipeline schemes;*
- the on-going Route Based Strategies (London Orbital and M23, and South Central);*



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- *A23 re-alignment to provide a reliable through route in the vicinity of the Airport; and*
- *direct access to all terminals from the M23 Spur Road or the A23 to improve resilience in the vicinity of the Airport, north Crawley and Horley.*

*GAL's modelling work has shown that in the morning peak (7-10am) with the proposed improvements, average delay to vehicles would remain about the same as the current level of delay up to 2040. Without the proposed improvements, the average delay would increase significantly.*

*GAL's work also shows that less than 25% of Gatwick Airport-related traffic (passengers and employees) will use local roads; most are and will be on the A/M23. Beyond 3km from the Airport, the figure is less than 15%.*

*GAL has provided the Airports Commission with a strategy that adds capacity to the main roads so that sensitive areas do not have an increase in Airport-related traffic with the additional runway. Further work is required on the likely effects of its strategy on rural roads. GAL should provide its final transport strategy for the expanded Airport.*

*GAL states that its proposed improvements to the strategic network and the additional runway in 2040, journey times and traffic delays will be less than they would be in 2025 with the existing network.*

*GAL proposes support for its surface access strategy by amending the ratio of car parking spaces to passengers.*

*GAL forecasts a significant increase in cargo handling with two runways. The logistics centre, Gatwick Direct, which was launched in 2013, has consolidated the logistics freight traffic on the Airport. GAL proposes to maintain that approach for the second runway, maintaining best practice and reducing road traffic in and around the Airport.*

*GAL has not provided information relating to the effectiveness of the centre and any plans for handling the potential increases in cargo associated with the proposed expansion of the Airport and the expected changes in aircraft size, routes and the nature of operation.*

*Gatwick Airport handled 98,000 tonnes of cargo in 2012. GAL's forecasts show that with a second runway annual cargo throughput will grow to 1,070,000 tonnes by 2050. As today, the vast majority of this will be flown in the belly-hold of passenger aircraft. GAL does not anticipate a significant operation of freighter aircraft.*

*Primarily, the growth in cargo throughput will be generated by the expected growth in long haul services. To accommodate the growth GAL's proposals for the two-runway Airport include the provision of a new cargo building. This will be provided adjacent to, and to the west of, the existing cargo building. It will occupy land which currently forms part of the North Terminal long-stay car park, which will be relocated to the land to the east of the railway.*

*GAL has developed a surface access strategy and local roads mitigation that allows for the extra traffic associated with runway expansion and additional cargo activity. GAL has allowed for a degree of consolidation with Gatwick Direct and a range of vehicles from 7.5 tonne to 30 tonne heavy good vehicles. GAL collected 2014 data on peak cargo traffic movements and allowed for an increase in trips proportionate with the forecast of increased throughput. Forecast peak hour movements in 2040 would be 30-40 vehicles comprising a mix of van, light and heavy goods vehicles. These can be accommodated within the overall forecast traffic growth used to develop highway mitigation.*

*The design of the new local roads strategy includes: -*

- *additional capacity for access to the North Terminal and the cargo area;*
- *improvements to the Longbridge Roundabout (junction of the A23 and A217 south of Horley);*
- *a dedicated route to the M23 at Junction 9, which will nearly double capacity;*
- *diversion for the A23 that provides for an efficient route to Crawley that separates through traffic and Airport traffic.*

*Findings of the Surface Access Transport Group following its consideration of the implications of the higher passenger and employee numbers, as proposed in GAL's submission to the Airports Commission, should be made available to the County Council.*

## Rail

- Q9 GAL's submission was supported by an assessment of the impact on the rail network using the Department for Transport's strategic rail model. It demonstrated that by 2025 there will be capacity issues on the rail network, particularly on the Brighton Main Line corridor into London, without Airport expansion. A series of improvements to the corridor, principally aimed at removing bottlenecks, could be delivered in Control Period 6 (2019-24) which would mitigate non-Airport related issues and accommodate expansion at Gatwick Airport. These improvements have been identified as part of Network Rail's long-term business planning process, but there is currently no Government commitment to fund or otherwise deliver them.

### Task and Finish Group commentary and observations:

*This comment still applies; see Q6.*

- Q10 GAL needs to provide evidence that Transport for London, the Department for Transport and Network Rail are satisfied that these measures will result in sufficient capacity to accommodate forecast demands on the network and the additional demand generated by an expanded Gatwick Airport.

Task and Finish Group commentary and observations:

*This comment still applies; see Q6.*

- Q11 GAL also needs to work with Network Rail and rail service operators to identify the likely impacts for east-west rail movements, and the scope for improving these services for employees and passengers.

Task and Finish Group commentary and observations:

*This comment still applies; see Q6.*

- Q12 Should proposals for expansion of Gatwick Airport be taken forward by the Airports Commission, GAL and the Commission must press the Government to commit to fund these improvements as part of its rail investment plans for Control Period 6 which will also benefit the wider community.

Task and Finish Group commentary and observations:

*This comment still applies; see Q6.*

Local highways

- Q13 GAL's submission is underpinned by an assessment of the impact on the immediate highway network using GAL's recently updated transport model for the Airport and immediate connections to the local highway network. This work has identified that some improvements will be needed to the immediate highway network. The nature of these improvements will depend on which runway scenario is taken forward and the decisions about how the potential need for additional terminal capacity would be accommodated. As this work has been tightly constrained to the immediate area around the Airport, it is not sufficient to identify the need for, and scope of, any mitigation measures on the local highway network.

Task and Finish Group commentary and observations:

*This comment still applies; see Q6, 7 and 8.*

- Q14 Should proposals for expansion at Gatwick Airport be taken forward by the Airports Commission as a long-term option, further work will be required to assess the impacts on local transport networks and identify mitigation measures to address these impacts on routes such as, but not limited to, the A23, A264, A22 and A272. The focus on the work for GAL appears to have been meeting the needs of passengers. It says very little about the needs of local communities, employees and service vehicles, except for a few measures on, or immediately adjacent to, the Airport. Previous work has shown that measures will be required elsewhere, across a potentially wide area, to facilitate increased traffic flows on the local highways.

Task and Finish Group commentary and observations:

*This comment still applies; see Q6, 7 and 8.*

- Q15 GAL's expansion scenarios must be assessed using transport modelling tools which are capable of representing the impacts on local highway and public transport networks across the area potentially affected by traffic relating to Gatwick Airport that is in terms of passenger, employee, cargo and service vehicles. This work will allow the identification of a package of improvements to the local transport networks which support the surface access strategy and mitigate the impacts of the Airport's expansion. GAL must then commit to the delivery of these improvements in a timely fashion, to meet the increased demand for travel.

Task and Finish Group commentary and observations:

*This comment still applies; see Q6, 7 and 8.*

*GAL has undertaken the modelling work which indicates that a number of junctions and links would require work to increase the capacity of the highways network. The work also indicates that the increase in Airport-related traffic would be accompanied by increases in background traffic growth.*

- Q16 There are currently 21,000 jobs on the Airport and 13,000 jobs off the Airport in related activities, which already place significant demands on the local transport network as journeys to work tend to be made daily over shorter distances than those made by passengers. GAL's forecast scenarios predict varying levels of job creation resulting directly from Airport expansion which will need to be assessed using suitable transport modelling tools. Some of these jobs will be created on the Airport whilst others will be off the Airport. As these cannot be seen in isolation, GAL must take account of job growth (on and off the Airport) on the local transport networks to ensure that full account is taken of the impacts of the Airport's expansion.

Task and Finish Group commentary and observations:

*This comment still applies; see Q6, 7 and 8.*

*The number of jobs relating to the effective operation of the expanded Airport over those generated by one runway operating at full capacity is forecast to 22,000 by 2050. This number, and the forecast number of passengers as well as the employees required by the first runway, must be reflected and explained in the transport modelling. The views of the Transport Working Group on the implications of the higher forecasts of passenger numbers should be made available to the County Council.*

Summing-up

- Q17 GAL needs to build on its initial and strategic analysis, with the County Council and other partners to develop a surface access strategy that delivers a greater share of journeys by sustainable modes. That strategy also needs to set out how and when GAL, the Highways Agency, Network Rail and other

partners will provide the infrastructure and management systems to accommodate increased passenger, employee and service vehicle numbers commensurate with the increased capacity of the Airport.

Task and Finish Group commentary and observations:

*This comment still applies.*

*The strategy will have to be supported by GAL's commitment to its delivery through approaches requiring investment and a suitable delivery vehicle.*

Air quality

Q18 Air quality is controlled by legal limits and the Government's Air Quality Strategy. The work for GAL states that air quality is unlikely to be a constraint on a second runway at Gatwick Airport. However, the evidence produced so far lacks details and more information will have to be published in due course.

Task and Finish Group commentary and observations:

*GAL's consultation document stated that the Airport's current performance does not breach air quality limits. It also stated that GAL's modelling showed that developing a second runway would maintain air quality conditions at levels significantly within all national and EU mandatory standards.*

Q19 GAL needs to share the work that resulted in that conclusion with the local authorities, and demonstrate what effect the operation of a second runway is expected to have. GAL must explain the implications of a second runway, including the three options, in terms of air quality and the likely effects on local communities. That explanation must be subject to scrutiny by the relevant bodies including the local authorities and the Environment Agency.

Task and Finish Group commentary and observations:

*GAL is updating the assessment of air quality likely to result from the expanded Airport and the increase in air traffic movements. This includes an assessment of aircraft operations and the mix of aircraft in operators' fleets. It also includes an assessment of annual road traffic.*

*Increased annual aircraft movements and surface access movements are expected to show some small changes to annual average air quality contours over the modelling of the highest capacity option that was consulted upon in the spring (that was 87 million passengers per year).*

*The earlier modelling for 87 million passengers per year showed predicted levels of NO<sub>2</sub> PM10 and PM2.5 to be well below the limits for these pollutants.*

*The modelling for 95 million passengers per year shows small increases but NO<sub>2</sub> PM10 and PM2.5 levels remain well within air quality standards.*

*GAL should make available the relevant technical work and implications for local communities and the wider environment including under the flight*

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*paths. This includes the modelling relating to the forecasts of higher air traffic movements. GAL should also explain how it has addressed any concerns raised by the working group.*

*In undertaking its updated air quality modelling of the combined aircraft and road traffic effects of the 95mppa assessment GAL took the opportunity to use the very latest version of the 'ADMS-Airport' and 'ADMS-Roads' air quality models (Version 3.2.4). GAL also refined some of the modelling assumptions to reflect air quality mitigation pledges.*

*The revised assumptions covered: reductions in the use of aircraft auxiliary power units whilst aircraft are at stands given that stands are assumed to be fitted with fixed electrical ground power; modernisation of the airside ground support equipment and vehicle fleets; and there would be some single engine taxiing. The location of Airport emission sources and road traffic sources were also more accurately reflected in the modelling.*

*The overall results of the updated air quality modelling for the 95 million passengers per year case show slightly lower concentrations of all 3 emissions (NO<sub>2</sub>, PM10 and PM2.5) compared to the previous 87 million passengers per year assessment results. It should be noted, however, that had the 87 million passengers per year case also been remodelled with the latest model and mitigation assumptions the concentrations would also have reduced.*

*As with the 87 million passengers per year case, GAL's consultants stated that the concentrations for NO<sub>2</sub>, PM10 and PM2.5 for the 95 million passengers per year case are predicted to remain well within the relevant air quality standards for these pollutants.*

### Noise

Q20 For each scenario put forward by GAL, the geographical area affected by air noise and ground noise will extend when compared to the areas currently affected.

#### Task and Finish Group commentary and observations:

*This comment still applies. However, GAL has now set out its preferred option and submitted evidence to the Airports Commission on that basis.*

Q21 In terms of air noise, whilst GAL states that the flights paths for a new southern runway would be able to avoid overflying the more densely populated towns closest to the Airport including Crawley, Horley, East Grinstead and Horsham, it has not published the noise contour maps to show the extent of the noise shadow of those flight paths. Work for GAL estimates that the population affected would increase by almost two-fold. The work does not comment on mitigation measures or restrictions. Nor does it make clear the different effects of GAL's option of a close parallel runway.

Task and Finish Group commentary and observations:

*GAL's consultation document and other material did not provide details of flight paths, but did provide air noise contour plans. For its work to inform the Commission, GAL had nominal flight paths created based on the existing flight paths, just for landing and take-off. GAL has asked the CAA to model the likely noise effects of flights associated with up to 95 million passengers per year by 2050. These have been prepared using a model approved by the CAA.*

*The plans showed that the number of households and people exposed to air noise and the associated disturbance will increase over the existing levels. GAL expects that, with a new runway, flight paths would continue to avoid flying over the most densely populated towns of Crawley, East Grinstead, Horley and Horsham.*

*The flight paths assumed in undertaking the assessment of the 95 million passengers per year have been based on advice from NATS to take into account standard operational safety and practice including minimising overflying more densely populated areas. GAL has chosen not to make these assumptions public because actual airspace plans would be subject to a separate airspace change process, which would include public consultation. Publication of such plans at this stage could cause unnecessary anxiety and be misleading. GAL states that the results for both the 87 million passengers per year and 95 million passengers per year assessments reflect carefully considered plans and, therefore, provide a robust assessment of the likely noise impacts.*

*GAL's consultation document set out brief details of how improvements in aircraft noise would benefit communities and people. It also set out limited information about the scope for mitigating the effects of disturbance from air noise. The scope included measures such as greater concentration of flights over some communities and taking opportunities to provide some respite for some communities by swapping between runways.*

*Communities still feel that there is disturbance created by over flights, including in areas outside the 54Leq contour. The proposed flights paths for GAL's option should be published as soon as they are available.*

*Leq noise contours relate to summer noise. There is likely to be a slight increase to the size of the 57 Leq contour due to increases in the number of summer flights; the contour could increase by 50-100m.*

*Lden contours are based on annual measures with evening and night elements. The Lden contours would be larger with larger changes, especially at each end (east and west) of the contours. The largest increases would relate to Lden contours, due to the effects of peak-spreading and extra weighting in this measure for night flights.*

*By 2040, compared with the forecast for one runway operating at capacity, about 1,000 more people/300 households would be in the 57 Leq contour, and 1,300 more people/600 households would be in the 55Lden contour.*

*By 2050, compared with the forecast for one runway operating at capacity, about 400 more people/100 households would be in the 57 Leq contour, and about 2,500 more people/1,100 households would be in the 55 Lden contour.*

*New buildings in north east Crawley would have sound insulation.*

*The Airports Commission has stated that it intends to publish indicative flight paths for Gatwick Airport as part of its consultation in the autumn.*

- Q22 Looking at ground noise, GAL's work suggests that the implications of the ground noise depend on the location of the second runway in relation to residential and other areas. It also suggests that with appropriate mitigation there is no reason to believe that any of the options would be unacceptable in terms of ground noise impact.

*Task and Finish Group commentary and observations:*

*GAL's work indicates that its proposal would generate greater noise effects. The geographical areas affected by ground noise would extend further from two runways than they do from the existing single runway.*

*Ground noise by way of road traffic and aircraft on the ground are expected to increase. Levels of aircraft-related ground noise approaching those experienced on a busy day will be experienced more frequently at other times.*

*Unlike air noise, where assessment and modelling of the contours is based on predicted operations over the length of the summer season, the assessment of ground noise (from aircraft on the ground) is based on the schedule of operations for a busy summer day in 2040 and 2050.*

*GAL's work suggests that for the 87 million passengers per year case there are some locations (mainly to the north of the Airport) where aircraft ground noise would be lower with a second runway (compared to if the Airport was to remain with a single runway) and some locations (mainly to the south) where ground noise levels would increase.*

*In respect of the 95 million passengers per year case, whilst there are some minor changes to the aircraft traffic fleet mix on a busy day compared with the 87 million passengers per year case, the changes are very small and, as a result, GAL has not conducted further modelling. The 95 million passengers per year case does, however, mean that the Airport would be busier during the day and evening periods throughout the year. This means that the differences in noise levels between the base case and the development cases would prevail for longer periods during the year as a result of reduced annual fluctuating traffic levels.*

*GAL has proposed acoustic bunds and a noise wall around aircraft operating areas wherever there would otherwise be an increase in ground noise and where it is practical and feasible to do so. As with all acoustic 'barriers' the achieved noise attenuation will vary under different meteorological conditions and at different distances and directions from the source.*



*To maximise their benefit the bunds/wall have been designed to be as large and as close to the sources as possible in each individual case, taking into account runway clearances and land take requirements. Practical experience shows that similar bunds can achieve attenuation of up to 10 dB or more where both source and receiver are relatively close to the bund in comparison to the height of the bund. The benefits then reduce at increasing distances where sound levels are lower.*

- Q23 GAL must share the work that led to these conclusions, and explain the possible measures to manage and mitigate both air and ground noise. GAL must also publish the noise contour maps to show the extent of the areas likely to be affected by noise from the existing and new flights where communities are most likely to be affected.

Task and Finish Group commentary and observations:

See Q22.

Home noise insulation measures

- Q24 It is understood that GAL is reviewing the existing noise insulation scheme in terms of both the geographic area to which it applies and the standard of the noise insulation.

Task and Finish Group commentary and observations:

*GAL has expanded its noise insulation scheme. The noise threshold for the scheme has been reduced, and the boundary line drawn flexibly to ensure that entire communities are included. The boundary line has also been extended along the flight paths by 15km east and west of the Airport. Eligible homes can apply for up to £3,000 towards double glazing for their windows and doors and loft insulation.*

*GAL states that the scheme would be extended to cover the area related to the new runway, including a flexibly drawn boundary so that whole streets and communities would be included.*

- Q25 The nature of this review and the proposals for a scheme to support expansion of the Airport needs to be explained. The scheme should be accessible, appropriate and realistic in terms of the geographic extent of the schemes application (reflecting any changes to the existing flight paths, new flight paths and the associated noise shadows) and the level of noise it seeks to achieve.

Task and Finish Group commentary and observations:

*GAL has not set out the level of noise it seeks to achieve in homes through the installation of measures, such as double glazing, to reduce the effects of aircraft noise. The Group is unclear as to the likely effectiveness of such measures on addressing the noise impacts including in older properties.*

Employment and housing

Q26 It is clear, from the work for West Sussex County Council and the work for GAL that a second runway at the Airport would generate economic benefits. Expansion of the Airport would generate employment during the construction of new or enhanced Airport facilities, and the construction of associated infrastructure. Once the Airport has been expanded, additional employment would be generated on the Airport and off the Airport. Airport activity generates employment directly, indirectly and through induced activity.

Task and Finish Group commentary and observations:

*This comment still applies.*

*GAL has commissioned detailed investigations and forecasts relating to the potential generation of employment by the addition of a second runway. This work starts from the base year of 2012 and considered a Study Area comprising whole local authority areas below County level within which at least 1% of the 2012 Gatwick Airport workforce lived.*

*The Airport's expansion will be phased over many years. The actual construction sequence will depend on many factors, not least the timing of the granting of development consent. However, the best estimate that GAL currently has re the timing and sequence of developments, consistent with the planned opening of the runway in 2025, is set out below.*

Planning and Getting Ready to Construct

- *Development Consent Order (DCO) application submitted – April, 2018*
- *Secretary of State DCO decision – December, 2019*
- *Land and property acquisition (under Compulsory Purchase Order) commences – July, 2020*
- *Start of site clearance, demolitions and service diversions (including land outside the current boundary and those areas of Manor Royal affected) – October, 2020*
- *River Mole and Crawters Brook diversions commence – April 2021*

Runway Opening Phase

- *Start A23 diversion west of the railway line – July, 2021*
- *M23 Junction 9 and spur road improvements commence – September, 2021*
- *Start construction of the new runway and associated Airport infrastructure – April, 2022*
- *Runway operational – May, 2025*

Phase 1

- *Start A23 diversion east of the railway line – August, 2025*
- *Start construction of the new terminal, contact pier and stands – October, 2026*
- *New terminal, pier and stands operational – January, 2030*

Phase 2

- *Commence fit out of the remainder of the previously constructed terminal – January, 2031*
- *Commence the extension to the contact pier – January, 2031*
- *Start construction of the remote pier and stands – January, 2032*
- *Phase 2 operational – February, 2035*

Phase 3

- *Commence the extension and fitting out of the terminal building – January, 2037*
- *Commence the extension of the remote pier and stands – January, 2037*
- *Phase 3 operational – February, 2040*

Q27 Direct employment includes: hotels where the bookings and conferences are associated with air travel; freight handling; airline support services; and car parking for air travellers. Indirect employment includes: jobs in the supply chain for the Airport such as companies that supply paper and other materials that are used at the Airport. Induced employment includes that which results from employees spending their money on goods and services.

Task and Finish Group commentary and observations:

*This comment still applies.*

*In 2012, Gatwick Airport-related employee numbers were: -*

- *direct on-Airport – 21,000;*
- *direct off-Airport – 2,200;*
- *indirect – 1,900; and*
- *induced – 6,000.*

*GAL's forecasts for the expanded Airport indicate that the equivalent figure by 2050 will be 22,000 jobs in addition to those relating to the existing runway operating at full capacity.*

Q28 There is, potentially, a fourth element of employment generation - catalytic employment. This is due to companies choosing to locate in the area due to the presence of the Airport. A company might choose to locate near the Airport to either have easy access to flights (for customers, staff or goods), or to provide services to other companies that are near the Airport.

Task and Finish Group commentary and observations:

*This comment still applies.*

*GAL acknowledges that the development of a second runway would have the potential to generate economic and employment growth that has no obvious direct association with the Airport. This might be due to the economic significance of the Airport, good surface access and the specific influence of international aviation.*

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*Companies might be drawn to, or expand in, London and the South East because of the access it offers to markets, including the international markets served by the Airport. In addition, some activities might be drawn to the growing aviation presence of the expanding Airport. In this context, the South East spreads from Oxford to the Kent coast, including Hampshire, the Isle of Wight and Berkshire for example.*

*The Airports Commission Appraisal Framework required a catalytic assessment to be made. GAL's consultants took previous work commissioned by the Commission on catalytic job generation and applied the same methodology. It is intended to provide an indication of the broad scale of magnitude, rather than a precise number. This was achieved by applying an elasticity of 0.05 from empirical literature to the increase in passengers generated by the second runway, roughly 20% of the total of London passenger numbers. This net effect applies only to service sector employment, as no effects are identified in other sectors, so the total effect is rounded to 100,000 jobs in London and the South East. Whilst this figure relates to Gatwick Airport, a similar figure has been published for the wider job creation generated by expanding Heathrow Airport. The similarity of the figures reflects the expected employment and economic growth as a result of increasing airport capacity, investment and economic activity.*

*GAL's assessment of potential employment opportunities uses a methodology which is top down rather than bottom up and does not disaggregate to a local or regional level. GAL acknowledges that more work would need to be undertaken to assess the attitudes of local authorities towards accepting such growth.*

*GAL states that these catalytic effects are distinct from those arising from employment that can be traced back to the operation of the Airport. GAL's forecasts of direct and in-direct employment are specifically Airport-related. GAL's forecasts of induced employment reflect the jobs that the direct and indirect workforce would create through the purchase of goods and services in the local economy.*

*GAL states that it would be reasonable to conclude that the influence of the Airport in its existing configuration on the local economy, and its implications for housing, are already reflected in the overall employment, population and household forecasts for the area. These inform policy making, especially in land use planning.*

*GAL's analysis of the additional workforce, households and housing demand is compared with the workforce required for the existing runway operating at full capacity. The forecasts of additional workforce, households and housing demand are based on the Airport's current configuration at full capacity.*

*GAL presents the argument that unconstrained growth pressures associated with the Airport's expansion would not have to be accommodated.*

*GAL concludes that, in relation to the catalytic effects, the wider economic effects of a second runway could be expected to continue supporting the economic success of the Gatwick Diamond, the Study Area and beyond. It*

*also states that the economic effects of the second runway could support regeneration objectives in accessible areas such as parts of the south coast and London. The management of these wider effects, and the associated development pressures, would, GAL suggests, be best addressed in the context of the statutory planning system.*

*The timescales involved would allow opportunities to respond to the issues arising from an expanded Airport and, the wider economic context, through planning and plan reviews.*

- Q29 Gatwick Airport is a catalyst for economic activity in the County and nearby areas. Expansion of the Airport would, according to work for the County Council and GAL, increase the catalytic effect in the same way that is evident around Heathrow Airport. However, the degree to which such economic growth is facilitated depends on the provision of employment floorspace through relevant local planning policies and decisions. The local planning authorities will have to consider the extent to which such growth might be required or acceptable in future iterations of local plans and land allocations.

*Task and Finish Group commentary and observations:*

*This comment still applies; see Q28.*

- Q30 GAL's assumptions about levels of productivity, and the choice of runway scenarios, create a broad range of forecasts of job creation. In addition, there are assumptions about the rate at which the number of jobs will increase over time, as the expanded Airport becomes busier.

*Task and Finish Group commentary and observations:*

*GAL's analysis of the additional workforce, households and housing demand is compared with the workforce required for the existing runway operating at full capacity. The forecasts of additional workforce, households and housing demand are based on the Airport's current configuration at full capacity.*

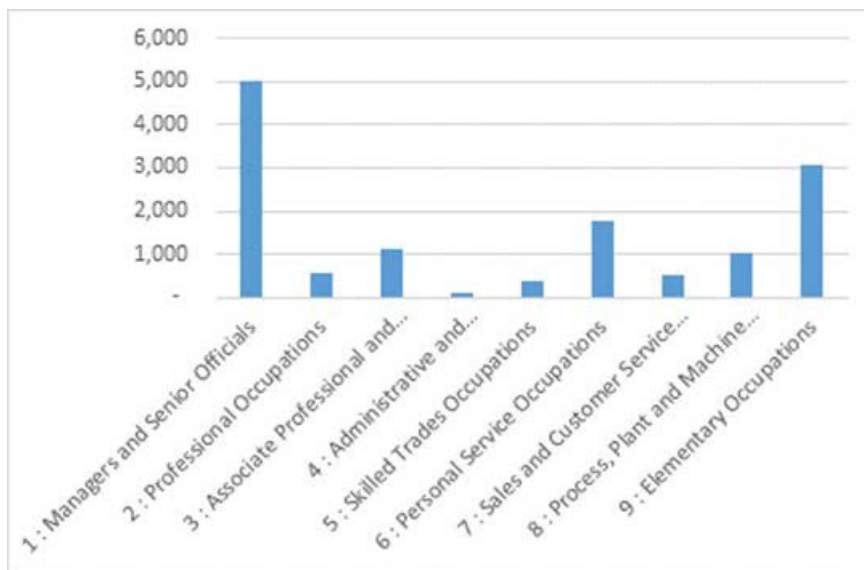
- Q31 Work for GAL indicates that between 3,000 and 18,800 additional jobs could be generated by 2050/1 as a result of increasing the Airport's capacity. These would be directly or indirectly linked to the Airport or induced by it. GAL has not provided forecasts as to the possible number of jobs created through the catalytic effects of a growing airport.

*Task and Finish Group commentary and observations:*

*GAL's forecasting follows a general approach to direct and indirect employment in the year of opening the second runway. It assumes that employment grows in line with traffic growth between 2012 and the relevant forecast year with an allowance for growth in productivity, either low or high. Induced employment is estimated using an employment multiplier.*

*The forecasts suggest that the second runway could generate an additional 22,000 Airport-related jobs by 2050/1.*

The chart overleaf sets out the projected distribution by occupation of Gatwick Airport employment for 2050/1 with two runways



Q32 GAL needs to analyse the impacts of increased Airport-related employment on local labour markets (including those that might access Gatwick Airport by rail) and on the need for housing. This includes the likely implications for the housing market in terms of supply and demand, the timeframe within which these effects will need to be addressed, and the scale of the effects.

Task and Finish Group commentary and observations:

*Whilst additional runway capacity in the South East would benefit the national and regional economies, growth of Gatwick Airport would benefit the West Sussex economy and local communities.*

*GAL has considered the relationship between employment growth at the Airport and the local labour markets in terms of demand and supply. The forecasts for the Study Area indicate that there will be an excess of resident labour supply over demand throughout the period from 2025/6 to 2050/1. That is, there will be more people working or looking for work in the Study Area than there are jobs available.*

*Within the Gatwick Diamond, the projections indicate an excess of employment over resident labour supply. That is, there will be more jobs than people working or looking for work. The apparent gap between local employment and resident labour supply would be expected to be filled by in-commuting.*

*This implies that the additional employment created by the expanded Airport should be able to be accommodated from the labour supply within the Study Area. Gatwick Airport could help improve the balance of labour supply and demand. However, due to the nature of forecasting, the position beyond 2040/1 should be treated with caution.*

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*The forecasts suggest that by 2040/1, Airport-related employment for the current configuration would account for 3.5% of total employment in the Study Area, very similar to the proportion in 2012. The proposal to expand the Airport would increase that proportion. Gatwick Airport would be a significant, but not dominant, employer in the large labour market of the Study Area.*

*By 2040/1, the additional employment of the second runway would account for 1.4% or more of the total labour market employment. The effects of this growth are likely to be greater closer to the Airport based on the current pattern of where the workforce lives.*

*GAL sets out the extent to which expansion of the Airport will give rise to increased demand for labour. It acknowledges that this additional labour demand could result in in-migration to the Study Area which would generate a demand for additional housing.*

*GAL has applied a series of assumptions in its work to provide an understanding of the nature of the scale of demand for additional housing. These include: -*

- not all of the Airport-related jobs in the study will be filled by residents of the Study Area; some people will commute from further afield;*
- the second runway would provide opportunities for people who would otherwise be unemployed. The number will depend on the number and characteristics of the unemployed, the availability of training and other opportunities in the area;*
- recruitment from increased activity rates. More local jobs would have the potential to encourage more people to seek employment; and*
- additional employment in the area might attract people who are currently commuting to jobs elsewhere to take up local employment.*

*GAL's estimates of the contributions of these factors suggest that 3,000 people could be recruited from the Study Area by 2050/1.*

*GAL's work suggests the maximum estimates of in-migrant Airport workers related to the second runway would be 14,900.*

*The number of additional households would, GAL states, be less than the number of in-migrant workers. This is because there may be more than one economically active worker per household. The maximum number of additional households in the Study Area is forecast to be 9,300 by 2050/1.*

*The figure of 9,300 households by 2050/1 is based on unconstrained population and households projections (projections which do not take into account the effect of future housing growth or policies relating to housing development).*

*GAL states that the overall impact of a second runway on the labour and housing markets of the overall Study Area is likely to be limited. However, the Group notes that this is in comparison to the scale of employment and housing that is expected to support the Airport operating at full capacity with one runway and two terminals.*

Q33 This analysis will be essential for the local authorities in terms of land use, housing supply, economic development, planning and service provision. The local authorities will have to consider whether and how the impacts might be planned for and accommodated through iterations of local plans over the long period of the Airport's development and increasing passenger numbers.

Task and Finish Group commentary and observations:

*This comment still applies; see Q32.*

Q34 GAL also needs to consider the effects of Airport expansion on communities and infrastructure (such as schools and healthcare facilities), and how direct and indirect effects of the expansion might best be mitigated. There is an opportunity to give greater weight to the acceptability of the proposed expansion to communities.

Task and Finish Group commentary and observations:

*The provision of facilities and infrastructure would, to a significant extent, be determined by population projections and other forms of development, especially housing, in an area.*

*GAL forecasts that the housing demand generated by job growth at an expanded Gatwick Airport would be limited and relatively small when compared to the expected level of housing demand in the area up to 2050.*

*Housing developments will be subject to the usual planning processes of local plans and development management. These will bring with them opportunities for negotiating contributions to services and facilities such as school places.*

*Planning for medical care will take account of forecasts in population growth and planning allocations and provisions.*

Summing-up

Q35 GAL needs to work with the local housing and planning authorities to establish a better and more detailed understanding of the likely implications of Airport expansion in terms of: -

- job creation;
- employment markets;
- household forecasts;
- housing demand;
- land and housing supply;
- infrastructure, services and facilities to support local communities including healthcare, schools, leisure facilities;
- the availability of land for housing;
- meeting the cost of local infrastructure; and
- environmental impacts, particularly air quality and noise.



Task and Finish Group commentary and observations:

*This comment still applies; see Q32 and 34.*

*GAL is engaged with the local authorities in this work. The work should continue on an on-going basis regardless of the outcome of the Airports Commission's work and recommendations and the Government's decisions.*

*GAL is required to carry out habitat assessments to inform the considerations of the Airports Commission. The Group has asked to see that assessment when completed.*

- Q36 This work will inform the local housing and planning authorities and the consideration of impacts on local communities. The work will focus on the jobs created directly, indirectly or induced by the expansion of the Airport. These jobs will result from the physical expansion of the Airport and the increased activity through it. Should the expansion of the Airport generate business activity not related to the Airport, there will be policy choices for the local authorities as to whether they wish to plan for increased floorspace.

Task and Finish Group commentary and observations:

*This comment still applies; see Q32.*

- Q37 The employment forecasts relating to Gatwick Airport will have to be considered as part of the employment forecasts for the wider area and expectations of the future rates of economic activity. This work will inform the local planning authorities' work around workforce, housing demand and land supply. This is long-term work, through iterations of forecasts and local plan reviews. Should Gatwick Airport be expanded, it will take time to achieve the physical expansion and the growth in flights and passenger numbers.

Task and Finish Group commentary and observations:

*This comment still applies; see Q32.*

Blight

- Q38 It is unfortunate that a consequence of considering options for increasing airport capacity, property potentially affected by proposals might be blighted. It is important that, in expanding on outline proposals, sponsors of long-term airport expansion set out the blight relief schemes that would be made available should the proposal be taken up.

Task and Finish Group commentary and observations:

*This comment still applies.*

*GAL has pledged that if expansion goes ahead, it will make £14 million available through its Home Owners Support Scheme. This will support owners of properties which, if development went ahead, would be newly*

*exposed to medium-to-high levels of noise. The voluntary scheme means that people will not have to wait until any new development has opened for any support or assistance against the risk of blight, as they would usually have to if GAL only fulfilled its legal obligations.*

- Q39 Once the Airports Commission has submitted its final report to the Government in 2015, the Government must act to expedite a decision as to where additional capacity should be provided. This will serve to eliminate the threat of blight at those locations where the Government does not support expansion.

*Task and Finish Group commentary and observations:*

*This comment still applies.*

- Q40 At the location(s) where additional capacity is supported by the Government, airport operators and developers must ensure that blight relief schemes are accessible and appropriate.

*Task and Finish Group commentary and observations:*

*This comment still applies; see Q38.*

Land take

- Q41 The land required for the construction of a second runway has been formally safeguarded since 2003. There are a number of commercial properties that would be affected by any scenario. More properties would be affected by the wide spaced runway scenarios. The number of commercial properties affected ranges from 60 to 120 commercial properties.

*Task and Finish Group commentary and observations:*

*This comment still applies.*

*The consideration of companies and premises that might be affected by GAL's proposals is on-going. That work should establish whether companies could be relocated to safeguarded land that will not be needed by GAL or elsewhere.*

*GAL should provide a phased programme for the development of the expanded Airport including the second runway and highway infrastructure. It should also indicate at what stage in that programme GAL will expect to redevelop areas currently outside the Airport's boundary such as parts of Manor Royal. GAL should continue to engage local businesses and business representative groups in discussions about the relocation of businesses and redevelopment of premises.*

- Q42 Consideration will need to be given to the potential replacement of lost floorspace in preparing and reviewing local plans. GAL needs to explain how businesses operating from those premises will be relocated and compensated for disruption to their business.

Task and Finish Group commentary and observations:

*This comment still applies; see Q41.*

*GAL has identified an opportunity to provide replacement land in the area east of the railway line. The allocation of the land east of the railway line would require the intensification of other land uses, such as the decking of car parking.*

*Work with the local authorities, companies and representative groups should continue in order to assess the implications of the Airport's expansion and how to address them whilst maintaining the economic benefits of the expansion.*

- Q43 GAL states that within the safeguarded area, some community buildings could be affected by the construction of the second runway. These include: Saint Michael and All Angels Church in Lowfield Heath; Shree Swaminarayan Mandir (ISSO Hindu Temple); Charlwood House Nursery School; Cranbrook Independent Nursery and Pre-School; and Brookfields Day Nursery.

Task and Finish Group commentary and observations:

*This comment still applies.*

*GAL has stated that it will work with affected people and organisations to plan appropriate mitigation and relocation arrangements. More work will be required once the Airports Commission has reported and the Government has made the necessary decisions.*

- Q44 GAL needs to explain how these community buildings will be replaced elsewhere, and the related organisations compensated for the disruption caused to their activities.

Task and Finish Group commentary and observations:

*This comment still applies.*

*GAL has stated that it will work with affected people and organisations to plan appropriate mitigation and relocation arrangements. More work will be required once the Airports Commission has reported and the Government has made the necessary decisions.*

- Q45 GAL must also explain what implications its proposals have for land beyond the existing safeguarded area (such as the North East Sector), and what effect development within the Airport might have on adjacent communities.

Task and Finish Group commentary and observations:

*This comment still applies.*

**Comments**

24. GAL has provided information and details relating to its proposals for expanding the Airport including a second runway. The information provided has helped explain some of the implications of the second runway, including surface access, employment and housing. Due to the nature of the work and timescales imposed by the Airports Commission, the information has been constantly developing and changing.
25. The latest updated information was contained in GAL's submission to the Airports Commission and subsequent additions to that submission. Most of that information, subject to some redactions, was made available to the Group's Chairman on a confidential and non-disclosable basis. It is anticipated that the Airports Commission will publish the submissions, possibly with some redactions, alongside its consultation material in the autumn of 2014.
26. GAL should continue to work with the County Council and other parties on the provision and explanation of that information so that all involved can understand the implications of the runway proposals.
27. In the meantime, the information in this report will inform the County Council's consideration of, and response to, the consultation by the Airports Commission.

**TFG Report - Appendix 1: Terms of Reference**

1. The 30<sup>th</sup> edition of the Members' Information Service, published on 27 November, 2013, set out details of the Group as below.

"Appointments have been made by Mr Montyn, the Cabinet Member for Highways and Transport, to a member group to assist on the work to advise the Cabinet Member on the issue of airport capacity in the local context following the County Council's endorsement in principle of support for expansion at Gatwick. The Executive Task and Finish Group will start its work with a meeting with GAL on 27<sup>th</sup> November, 2013. Its work will be planned to be completed in time for the outcome of the Airports Commission work currently underway. The members are:

- Mr O'Brien
- Mrs Duncton
- Dr Dennis

The terms of reference are as follows:

**Airport Capacity Task and Finish Group - Terms of Reference**

Three Members of the County Council to advise the Cabinet Member for Highways and Transport in relation to airport capacity, with particular reference to Gatwick Airport and any proposals for its expansion.

- 1) To commission, challenge and consider advice and information connected with the impact of the possible future expansion of Gatwick Airport in relation to:
  - the economy and business environment within the county
  - the environment of the county in all its aspects
  - the transport, development and infrastructure needs of the county
  - the social, health, and well-being interests and needs of the residents and communities of the county.
- 2) To advise the Cabinet Member in connection with and in formulating any submissions to the work of the Airports Commission.
- 3) To undertake this work with a view to recommendations for any submission to the Commission."

**TFG Report - Appendix 2: Working Groups involving Gatwick Airport Limited and local authorities**

1. Proposals by Gatwick Airport Limited (GAL) for the expansion of the Airport raise a number of topics and issues. These are the subject of detailed work by GAL and its consultants.
2. The aim is to provide the Airports Commission and other stakeholders, such as the Borough, District and County Councils and local communities, with information relating to GAL's proposals, their likely implications and measures to reduce or mitigate negative effects whilst optimising positive effects.
3. A number of working groups have been either set up to consider the proposed expansion of Gatwick Airport or have revised their working arrangements to consider those proposals.
4. This Appendix lists, in no particular order, the topics and issues as well as the groups that are considering them. The paper lists those groups that are known to include, or share information with, the local authorities. GAL is represented on, or otherwise participates in the work of, some of these groups.

Surface access

5. The Surface Access Group comprises representatives of:-
  - West Sussex County Council,
  - Crawley Borough Council;
  - Surrey County Council;
  - East Sussex County Council; and
  - Transport for London.

Economy, employment and housing

6. The Housing and Employment Topic Group comprises representatives of:-
  - West Sussex County Council;
  - Mid Sussex District Council;
  - Surrey County Council;
  - a representative of the Borough/District Councils in the Gatwick area that are not directly involved in the Group;
  - GAL; and
  - RPS (GAL's consultant)
7. The representative of the other Borough/District Councils liaises with those authorities so that they are aware of the Group's work and can contribute to/influence it.

Air quality

8. The Air Quality Group comprises representatives from: -
- Reigate and Banstead Borough Council; and
  - Crawley Borough Council.

Air noise

9. The Air Noise Group includes representatives from Crawley Borough Council and Reigate and Banstead Borough Council.

Land use planning and business relocation

10. The Land Use Planning Group comprises representatives from: -
- Mole Valley District Council;
  - Horsham District Council; and
  - Crawley Borough Council.
11. This Group has been advised by a team focusing on heritage-related issues. That team comprises representatives from: -
- West Sussex County Council;
  - Crawley Borough Council;
  - Surrey County Council;
  - GAL; and
  - English Heritage.

Wider issues

12. Issues wider than, or additional to, those listed above (such as consultation arrangements) are considered by the long-standing Gatwick Officers Group. This comprises representatives of: -
- local authorities in the Gatwick area at County and District level; and
  - GAL.

**TFG Report - Appendix 3: Text of letters to the Highways Agency and Network Rail**

The County Council is taking a keen interest in the Airports Commission's consideration of options to provide additional runway capacity in the South East. Gatwick Airport in West Sussex already serves a nationally significant role in meeting the demand for air travel and, whatever the outcome of the Commission, there will be impacts on West Sussex in the future which will need to be managed.

In July, 2013, the County Council established that, in principle, it supports expansion of Gatwick Airport including addition of a second runway. The County Council have identified a number of issues and concerns about the proposals which have been explored by a Task and Finish Group of elected members who have received presentations from Gatwick Airport Limited (GAL) on a number of relevant topics, including surface access. The information presented has largely been drawn from the material published as part of the recent consultation on options.

We are aware that the GAL has undertaken technical work to assess the impact of its proposals on the strategic transport networks (road and rail). As much of this work remains confidential and no public statement has been made on the validity of this technical work, the County Council is seeking assurances from the relevant authorities involved. Therefore, in relation to proposals for Gatwick Airport's expansion, we would appreciate confirmation that; a) the methodology (including technical tools) used to assess the impacts on the strategic transport network is fit for purpose; and b) the draft Gatwick Airport Surface Access Strategy provides adequate evidence to conclude that the impacts on strategic transport networks can be satisfactorily addressed.

Your responses on these matters will help that County Council to draw its own conclusions on the proposals in responding to the Airports Commission's consultation in the autumn.



Appendix C: Airports Commission’s objectives

Phase 1 sift criteria categories	Phase 2 objective	Phase 2 appraisal module
Strategic Fit	To provide additional capacity that facilitates connectivity in line with the assessment of need	Strategic Fit
	To improve the experience of passengers and other users of aviation	
	To maximise the benefits of competition to aviation users and the broader economy	
	To maximise benefits in line with relevant long-term strategies for economic and spatial development	
Economy	To maximise economic benefits and support the competitiveness of the UK economy	Economy Impacts
	To promote employment and economic growth in the local area and surrounding region	Local Economy Impacts
	To produce positive outcomes for local communities and the local economy from any surface access that may be required to support the proposal	
Surface Access	To maximise the number of passengers and workforce accessing the airport via sustainable modes of transport	Surface Access
	To accommodate the needs of other users of transport networks, such as commuters, intercity travellers and freight	
	To enable access to the airport from a wide catchment area	
Environment	To minimise and where possible reduce noise impacts	Noise
	To improve air quality consistent with EU standards and local planning policy requirements	Air Quality
	To protect and maintain natural habitats and biodiversity	Biodiversity
	To minimise carbon emissions in airport construction and operation	Carbon
	To protect the quality of surface and ground waters, use water resources efficiently and minimise flood risk	Water and Flood Risk
	To minimise impacts on existing landscape character and heritage assets	Place
	To identify and mitigate any other significant environmental impacts	To be defined
People	To maintain and where possible improve the quality of life for local residents and the wider population	Quality of Life
	To manage and reduce the effects of housing loss on local communities	Community
	To reduce or avoid disproportionate impacts on any social group	
Cost	To make efficient use of public funds, where they are required, and ensure that the benefits of schemes clearly outweigh the costs, taking account of social, environmental and economic costs and benefits	To be assessed in the business case
Delivery	To be affordable and financeable, including any public	Cost and

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	expenditure that may be required and taking account of the needs of airport users	Commercial Viability
	To have the equivalent overall capacity of one new runway operational by 2030	Delivery
	To actively engage local groups in scheme progression, design and management	
Operational Viability	To enhance individual airport and airports system resilience	Operational Risk
	To ensure individual airport and airports system efficiency	Operational Efficiency
	To build flexibility into scheme designs	
	To meet present industry safety and security standards	
	To maintain and where possible enhance current safety performance with a view to future changes and potential improvements in standards	

### Appendix D: Airports Commission's forecasting scenarios

Scenario	Description
Assessment of need	This scenario is consistent with the forecasts underpinning the Commission's assessment of need. Future demand is primarily determined by central data projections (for example GDP and global oil prices)
Global growth	This scenario sees higher global growth in demand for air travel in the future, coupled with lower operating costs
Relative decline of Europe	There is higher relative growth of passenger demand in emerging economies in the future, compared to growth in the developed world
Low cost is king	High levels of global growth in demand see the low-cost carriers strengthening their position in the short-haul market and successfully capturing a substantial share of the long haul market
Global fragmentation	This scenario sees lower global growth and economies closing themselves off by adopting more interventionist national policies

**Appendix E: Summary of the Airports Commission's assessment of GAL's proposals to expand Gatwick Airport**

**Strategic Fit**

1. The Commission agrees with GAL that a second runway would provide sufficient capacity for Gatwick Airport to accommodate up to 560,000 air traffic movements each year. This constitutes roughly a doubling of the Airport's existing capacity and would be sufficient to meet the Commission's assessment of need for new capacity by 2030.
2. The Commission's forecasts indicate that with the proposed second runway Gatwick Airport would see 60-96 million passengers per year, across all five of the Commission's scenarios.
3. The make-up of the increased passenger numbers varies across the Commission's scenarios in terms of low-cost, short-haul or long-haul flights and passengers. The Commission states that Gatwick Airport currently has a mainly point-to-point business model, including a significant low-cost presence, and these are the sectors in which the highest levels of growth have been seen over recent years.
4. The Commission states that expansion would create the opportunity for growth in domestic services. The Commission's forecasts indicate higher numbers of domestic passengers by 2050 across all scenarios, with particularly significant increases in some scenarios. The Commission suggests that, given Gatwick Airport's strong domestic route network and the increased international connectivity enabled by expansion, this could provide valuable improvements in connectivity for travellers from outside London and the South East.
5. Expansion of Gatwick Airport would, the Commission states, enhance competition in the London airport system. Increased long-haul traffic at Gatwick Airport could lead to a less dominant hub airport, and further growth in the low-cost sector could put downward pressure on fares and provide more choice for passengers, although higher per passenger airport charges may present risks to the achievement of these benefits.
6. In respect of passenger experience, the Commission states that an expanded Gatwick Airport would benefit from effective surface access links, with a range of rail services catering to business and leisure travellers and enhanced connectivity via improvements to the Thameslink route. This would provide links to a number of key London termini, and to Crossrail at Farringdon, as well as direct to Bedford, Cambridge and Peterborough.
7. Gatwick Airport would, the Commission notes, be accessible by road from the M23 and M25, but its southerly location would see relatively long journey times by road access from areas north of London. The expanded Airport would offer a reasonable level of terminal capacity for passengers, broadly in line with the existing facilities, and with some scope for improvement, but passengers may experience some reduction in the quality of their airport experience prior to new facilities being brought fully on-stream.

8. Gatwick Airport currently hosts a moderately sized air freight operation, handling 98,000 metric tonnes of freight during 2013. The Commission suggests that expansion of Gatwick Airport may produce benefits for air freight, though this would be dependent to some extent on changes to established operations within that sector, particularly given the limited carriage of freight in the low-cost sector. Any significant growth in the cargo sector would require significant investment by third parties in the provision of freight handling and forwarding facilities.
9. The Commission states that expansion of Gatwick Airport has the potential to align well with local and regional development strategies, providing potential increased employment in the immediate vicinity and supporting economic development in the Wandle Valley corridor identified in the London Plan. By expanding Gatwick Airport, the London airports system would gain added resilience and would be well-placed to accommodate growth from expanding low-cost and point-to-point carriers. The catchment area for the most used long-haul routes could expand as Gatwick Airport develops its presence in these markets. Its growth could help foster development of the Gatwick Diamond, with greater international connectivity helping local businesses reach growth markets more quickly and more affordably. The Commission acknowledges that impacts on the surrounding area of expansion (noise, environmental and potential housing growth) would need to be considered carefully in line with local concerns.

## **Economy**

10. The Commission has not given precise figures as so many factors will influence the final benefits of new runway capacity. However, it has assessed that the three options would bring the following economic benefits to the United Kingdom as a whole: -
  - Gatwick Airport Second Runway: £42-127 billion;
  - Heathrow Airport Extended N Runway £101-214 billion; and
  - Heathrow Airport NW Runway £112-211 billion.
11. Differences in the scale and pattern of demand growth across the Commission's scenarios lead to a wide range in potential economic benefits. The transport economic efficiency benefits range from £3.7 billion under the global fragmentation scenario at the low end to £44.1 billion under the carbon-traded scenario.
12. In addition, passengers would benefit from reduced delays to the extent of £0.73 billion to £1.78 billion, depending on the demand scenario under consideration.
13. The Commission has made a macroeconomic assessment of the benefits in terms of Gross Domestic Product which might accrue from expanding Gatwick Airport. That assessment, which is based on modelling the operation of the economy as a whole, has been specifically developed by the Commission's consultants to support the Commission process. It estimates that there could be wider benefits within the economy ranging from £42-127 billion depending on the scenario. The Commission stresses that these

results should be interpreted with caution, given the innovative methodology used, but they provide an indication of the scope for wider benefits to be felt throughout the economy as a result of expansion, for example from enhanced productivity, trade or consumer spending.

14. At local and regional level, growing passenger numbers at an expanded Gatwick Airport would support employment growth in the local area and region. The number of jobs associated with the Airport, including direct, indirect and induced employment, is forecast by the Commission to be 500-23,600 higher in 2030 compared to the 'do minimum' rising to 7,900-32,600 higher in 2050. These projections assume Gatwick Airport's business model remains focused on the low-cost market, prioritising high levels of efficiency and a comparatively low ratio of employees to passengers.
15. The Commission has also used an alternative approach to assessing the number of jobs created, which estimates 49,000 jobs could be created under the assessment of need scenario by 2050, rising to 90,000 by 2060. This figure is larger than the Commission's other estimates (see above) as it also includes the catalytic impacts of the Airport's expansion.
16. The Commission acknowledges that the delivery of these employment benefits would require housing and associated services to be in place to accommodate higher numbers of workers and sufficient development land to support business growth. The Commission suggests that these factors are not insuperable challenges, although it concedes that they would need to be carefully managed.
17. At the lower end, the Commission states that the requirement for additional housing is estimated to be negligible, whilst at the upper end the Commission's assessment is that housing estimates (18,400 homes across 14 local authorities) are deliverable over the period to 2030.
18. The Commission notes that these homes would typically be provided in a phased manner and across the entire assessment area. It concludes that the demands on any individual local authority are likely to be relatively small. The Commission believes that the reason for this is that a lot of the new workers required at the site would commute from existing areas, particularly South London.
19. In terms of homes lost to facilitate the Airport's expansion, the Commission anticipates demolition of 168 homes.

### Surface access

20. The Commission splits the surface access design into three sections: the core baseline; the extended baseline; and the scheme specific developments. The Commission states that the:-
  - core baseline is made up of the surface transport schemes that are already agreed and funded;
  - extended baseline includes surface transport schemes that are not finally agreed and funded but provide an indication of the type of investment

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needed to accommodate background growth whether or not the Airport is expanded. In terms of schemes with relevance for Gatwick Airport this would include, for instance, proposed capacity enhancements to the Brighton Main Line and the M23 motorway improvements between Junctions 8 and 10.

21. These two baselines are common across the three shortlisted options and the details are presented in the appendices to the Commission's document on Surface Access: Process Overview.
22. In addition to these baselines, the Commission states that expansion of Gatwick Airport will need additional surface transport investments (as listed below). These focus on improving local and strategic roads which should improve journey times both for Airport and local users.

Category	Location	Requirement
Local road enhancement	M23 J9	Slip road widening
		Grade-separated flyover for southbound slip
	M23 J9 to J9a road widening	Widening of existing sections to four and five lanes as appropriate
	Airport Way	Widening of existing section to four lanes in each direction
	A23 re-alignment	Provision of new section of A23
		Grade-separated section of A23 re-alignment
	Long-term parking	New high capacity roundabout and approaches
	Industrial zone	New roundabout and approaches
	North Terminal access	New high capacity roundabout and approaches
		A23 to Airport Way grade-separated flyover
	New Terminal access	Provision of new section connecting M23 to new terminal
		Grade-separated section of new access to new terminal
	South Terminal access	New high capacity roundabout and approaches
	Longbridge Roundabout	Capacity enhancements
Gatwick Road	New roundabout and approaches	
Balcombe Road	Re-provision of existing road (standard 7.5m width one lane in either direction)	

23. The Commission states that as well as the scheme specific road developments, the Gatwick surface access strategy draws heavily upon planned upgrades to the Brighton Main Line. Over the next few years, capacity enhancements would unlock new capacity on the line, service pattern changes will improve journey frequencies, particularly between Gatwick Airport and London Bridge, and rolling stock changes will provide carriages better suited to the needs of Airport users. The Gatwick Express service would continue to run from London Victoria, but the overall effect of the changes will improve Gatwick Airport's rail access from central London including through London Bridge, Blackfriars and St. Pancras. The Commission notes that the new Thameslink Southern and Great Northern franchise also increases the number of locations to the north of London with direct access to Gatwick Airport.

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24. The Commission states that a planned upgrade of the rail station will significantly enhance its capacity and improve the passenger experience. (The planned upgrade, which is due to commence in 2017 and be completed by 2020, will be funded by Network Rail, GAL and the Government to the tune of £120.5 million. It will bring improvements on the station concourse and links to the platforms and the Airport. In the Autumn Statement, 2014, the Government announced it would take forward a package of measures to improve surface access to Gatwick Airport.)
25. The Commission believes that these improvements would provide sufficient surface access to Gatwick Airport.
26. The Commission states that on the basis that both planned capacity increases and further (uncommitted) investment to accommodate background demand growth in the 2020s are delivered on the Brighton Main Line, sufficient rail capacity is expected to be available to accommodate passengers from an expanded Gatwick Airport. The Commission notes that high levels of crowding would be felt in peak hours on some services, particularly into and out of London Bridge, although this would largely be driven by background demand growth. According to the Commission's work, by the 2040s, continuing growth in background demand would be likely to require further investment increasing capacity on the London to Brighton corridor.
27. Airport passengers would benefit, the Commission states, from a range of rail options, including direct Gatwick Express services to London Victoria, southbound services to Brighton and other south coast destinations and through services via London Bridge, Farringdon (providing an interchange with Crossrail) and London St Pancras International to Bedford (via the Midland Main Line) and Cambridge (via the East Coast Main Line). This would contribute to an increase of roughly 15% in the size of population within three hours' public transport travel time of the Airport, and a total of eight million people within one hour travel time on public transport.
28. The Commission states that planned and anticipated (though uncommitted) investment on the M23 and M25 is also forecast to provide sufficient capacity to accommodate growth in road traffic from the expanded Airport. The Commission also states that a range of investments in the local road network would be needed to enable the delivery of the second runway and associated infrastructure.
29. The Commission notes that improvements in rail capacity and connectivity are predicted to support an increase in public transport usage by airport passengers from 44% in 2012 to 54% in 2030, with rail mode share rising from 36% to 43%. There would also be an increase in the proportion of employees travelling to the Airport by public transport; this is forecast to rise from 25% in 2012 to 40% in 2030.
30. The Commission notes that resilience risks in respect of surface access to Gatwick Airport are mitigated by the four-track configuration of the Brighton Main Line and, north of East Croydon, the existence of separate branches to two London terminals. According to the Commission, this provides a good degree of resilience against service disruptions and station closures.

However, the Commission notes that south of East Croydon, disruptive incidents (for example power supply failures, signalling failures and suicides) can lead to a total suspension of services between London and the Airport.

- 31. In looking at local road infrastructure, the Commission acknowledges that development would be needed to the road network around Gatwick Airport if expansion was agreed. The Commission has also stated that this would be required regardless of expansion, due to growth in background traffic created by existing local communities and trends in travel and vehicle use.

**Environment**

- 32. In respect of noise, the Commission’s analysis indicates that expanding Gatwick Airport would lead to a significant growth in the number of people affected by aviation noise, in comparison to the ‘do minimum’ baseline in future years. This is forecast for both high end and low end traffic forecasts.
- 33. When compared to current noise levels, the numbers of people affected by noise impacts around Gatwick Airport is seen to grow across all metrics in the period to 2050, with some metrics indicating a doubling or trebling of affected populations.
- 34. The Commission’s work estimates the number of people living within the 55Lden contour now, in 2030 and in 2050, with and without new runway capacity. The estimate is shown below.

Estimated number of people currently living within the 55 Lden contour	With no new runway		With new runway	
	Estimated number of people living within the 55 Lden contour			
	2030	2050	2030	2050
11,300	9,200	9,500	24,000	26,000

- 35. It should be noted that the Commission’s estimates for the Heathrow Airport options range from 580,000 people to more than 1 million.
- 36. The Commission argues that without a new runway, the number of people affected by aviation noise around the Airports would fall due to: technological improvements in aircraft design; improved operational practices; and more respite periods. The estimates for 2050 are higher in 2050 than 2030 which reflects the fact the existing and new runways are likely to be busier by 2050.
- 37. The Commission notes that there are areas around Gatwick Airport that are rural and have high levels of tranquillity that would be adversely affected by new development at the Airport.
- 38. The exact nature of any new flight paths as a result of the expansion proposal is uncertain. Flight paths into and out of Gatwick Airport are likely to change over the coming years regardless of expansion due, for example,



to further technological improvements allowing aircraft taking off or landing to be guided more precisely. This, in turn, allows the airlines to make more efficient use of airspace. Trials have recently taken place at both Gatwick and Heathrow Airports to test new technologies and their application.

39. The Commission acknowledges that the numbers affected by noise could fall if respite periods are introduced in an effective way. The exact positions of intended new flight paths will not be presented before the Commission publishes its final report in summer 2015.
40. On the matter of air quality, the Commission argues that the UK can build a new runway and stay within the Government's 2050 climate change targets. This position relies on other industries successfully decreasing their CO<sub>2</sub> emissions. It also assumes minimal growth at other UK airports. The Commission argues that a second runway at Gatwick Airport would emit less CO<sub>2</sub> than either of the Heathrow Airport options.
41. The Commission states that expansion of Gatwick Airport would have a negative impact on a range of other local environmental factors, including air quality, landscape, heritage, biodiversity and water. In general while good detailed design and operational delivery by the Airport's operator could significantly reduce the impact of the scheme, the impacts in some cases will never be entirely mitigated. According to the Commission, the mitigated impacts are not predicted to exceed domestic or international regulations, except possibly in the case of air quality where further work is required to fully quantify the limited risks.

### People

42. According to the Commission, the expansion of Gatwick Airport would require land take in the Langley Green, Pound Hill North and Northgate wards of Crawley, plus the Rusper and Colgate ward within Horsham District. Although it does not intrude into the existing urban boundary of Crawley, a total of 168 residential properties would lie within the Airport's land take and would likely have to be demolished. Many of these are in the Airport's safeguarded development zone, according to the Commission. Additional properties could also be lost depending on the detailed route and construction design of surface access.
43. The Commission notes that GAL proposes financial compensation for housing loss, with house values in the safeguarded area protected by a 2005 agreement, though at the moment there is limited information available on the secondary impacts of development, for instance where displaced households will be relocated. The Commission also acknowledges GAL's proposal re financial compensation for community facilities, such as places of worship and the Crawley Rugby club, as well as re-linking public rights of way and cycle paths.
44. For those within 5km of the Airport the Commission's quality of life analysis so far suggests that the 'bundled' impact is likely to be broadly neutral, with the positive impacts of the Airport (such as transport connections and jobs) and the negative impacts (such as noise and congestion) balancing each

other out in quality of life surveys. However, it is important to note that within this bundled impact, different communities and individuals would be affected in differing ways. According to the Commission, expansion of Gatwick Airport is likely to result in improvements in quality of life at national level, due to the improved connectivity and its attendant economic and social benefits.

**Cost and delivery**

45. The Commission states that each of the promoters has underestimated the cost of its proposal. The Commission has, therefore, increased the estimated costs by between 25% and 29%. The comparisons of the promoters' and the Commission's estimates are set out below.

<b>Location</b>	<b>Promoter's estimate</b>	<b>Commission's estimate</b>
Gatwick Airport Second Runway	£7.4 billion	£9.3 billion
Heathrow Airport Extended N Runway	£10.1 billion	£13.1 billion
Heathrow Airport NW Runway	£14.8 billion	£18.6 billion

46. The construction of a second runway at Gatwick Airport, together with a third terminal and all associated infrastructure, is estimated by the Commission to cost up to £9.3 billion. This is higher than GAL's estimate of £7.4 billion, reflecting in large part differing views of optimism bias and differing construction profiles. These costs are, however, significantly lower than those of either of the Heathrow expansion schemes, both in quantum and in terms of cost per additional air traffic movement of capacity.
47. The Commission states that GAL's scheme has been designed in such a way that the supporting infrastructure can be constructed in phases in line with increases in passenger demand. This spreads the cost over a longer period and allows for flexibility to manage differing levels of demand. In the Commission's lower end scenarios, the final phase of construction may not be required to accommodate passenger demand before 2050. This would reduce the cost over this period by just under £2 billion.
48. The Commission states that in each option, the airport's owner/operator would pay for the cost of a new runway and associated infrastructure. The Commission anticipates that public money would be required to pay for associated work such as changes to the motorway network. The Commission puts the cost of the associated work for Gatwick Airport at £787 million (compared to £6.3 billion for Heathrow Hub's proposal and £5.7 billion for Heathrow Airport Limited's proposal). It is not clear how the Commission has divided the infrastructure to be provided by GAL and that to be provided by the public purse. For example, some of the strategic highway infrastructure is included in GAL's estimate but is also included in the Commission's list of infrastructure to be paid for by the public purse.

**Operational Viability**

49. On the basis of the available evidence, the Commission does not believe that expansion of Gatwick Airport would lead to any reduction in capacity at commercial airports in London and the South East. It also does not believe that expansion would result in any worsening of current levels of whole-system resilience, provided the on-going Future Airspace Strategy and London Airspace Management Programme are delivered successfully.
  
50. The Commission states that the proposed expansion appears, on balance, unlikely to worsen the Airport's resilience to disruptive events. The addition of a second runway would grant Gatwick Airport a degree of additional resilience to some events (such as a fire) which might require the closure of a single runway, assuming adequate operational procedures are in place. The Commission also states that a significant growth in traffic at the Airport would mean that major disruptive events requiring the suspension of operations at the entire Airport would result in higher levels of increased pressure on the London Terminal Management Area. On the basis of the available evidence, the Commission believes that such pressures would be manageable, and an additional runway at Gatwick Airport would increase resilience to disruptive events requiring the temporary closure of other airports.

**Appendix F: Comments and observations on the assessment work and the views of the Commission**

**Different approaches and assumptions**

1. The Commission needs to be aware of, and mitigate, the inherent risks that accompany the number of consultants used in the work by the promoters of the three options, plus its own suite of consultants, and the different approaches by each to forecasting, analysing and predicting.
2. This means that there is a strong risk of the Commission and respondents to its consultation are not comparing on a like for like basis. There is a risk of this being further compounded when different approaches and assumptions are used in assessment against each of the five forecasting scenarios.

**Forecasting scenarios**

3. Whilst the Commission has to acknowledge and understand that there is more than one view of the future, the use of five separate and distinct future forecast scenarios of the future demand for aviation might serve to confuse and possibly mislead the debate.
4. Whilst each scenario reflects different potential outcomes, it is unlikely that the global economy and international aviation will fall in line with just one of the scenarios. It is, perhaps, much more likely that the future demand for aviation will incorporate elements of two or more scenarios. To use each in isolation could possibly mislead the consideration of the three options for providing additional runway capacity.
5. This is thrown into particular focus when the Commission looks to the future operation of Gatwick and Heathrow Airports. Assumptions are made that suggest the operating model of each Airport will be fundamentally the same up to and beyond 2040/50 as it is today. However, there is no guarantee that will be the case. Indeed, each Airport might well change its operating model to accommodate a wider range of aircraft, flight destinations, services and passenger types in accommodating more air traffic movements and passengers.
6. The basis on which the Commission concluded that there will be a need for additional runway capacity by 2030 did not dictate the model of airport operation, yet the assessments now published by the Commission seem to lock each Airport into its existing operating model. This results in inappropriate forecasts of matters such as passenger numbers, ratios of employees to passengers, national economic benefit and local economic benefit through indirect and induced employment. For example, it is not clear how increasing passenger throughput in the South East, through whichever airport, could have such significant differences into the contributions to the national and local economies.

**Forecasts of housing need**

7. Due, in part, to the use of different assumptions and methodologies, the Commission's work reaches a different view on housing need to that of GAL. The Commission's work is, perhaps understandably as it has assessed three very different options, less detailed than that by GAL. For example, the Commission's work does not look at the potential effects of changing employment and commuting patterns or the extent to which an increase in jobs results in more people returning to the workforce and less out-commuting.

**Housing delivery and other development**

8. Whilst housing implications and delivery might not be the primary focus of the Commission's work, the consultation material makes somewhat sweeping statements about the potential delivery of new homes. The Commission suggests that the additional housing demand generated by the expansion of the Airport could be divided evenly between the local authorities in the area and implies that the delivery of these additional homes would not be difficult. Even as an illustration of how the homes might be distributed, the Commission's approach is crude. These comments are not helpful and do not reflect local circumstances or the requirements and operation of the planning regimes.
9. If the Government decides that additional airport capacity should be provided at Gatwick Airport, there would be a range of implications for West Sussex communities, businesses and environments. Planning for the Airport-related population increase, in addition to the expected and forecast growth in population will be much more challenging than the Commission seems to suggest.
10. The area around Gatwick Airport, from where much of the existing Airport-related workforce is drawn, already has a significant degree of unmet housing need. Whilst some of the Airport's future workforce might already live in the area, or will be born there, additional households are predicted to migrate to the area, thus adding to the existing demand for housing and supporting services and infrastructure.
11. It seems that the Commission does not fully grasp the land use implications of the Airport's expansion. For example, reference by the Commission to the potential use of land north of Crawley for further growth in the long-term is mistaken. That land, most of which is in the Safeguarded Area, would be utilised by GAL in expanding the Airport. The southern boundary of the expanded Airport would reach the northern edge of the town, made up primarily of residential areas or open space serving those residential areas.

**Timescales**

12. The Commission has set out the employment and housing implications for each option up to 2030, with some indications of wider economic and

employment growth beyond that. This timeframe appears to be driven by the forecast growth in jobs at Heathrow Airport where peak employment is expected in 2030.

13. Due to the available capacity at Gatwick Airport, however, the increase in passenger numbers and employment would occur more steadily up to 2050 when it would reach peak employment. This is not reflected in the Commission's consultation material. As a result, the Commission implies that any housing to accommodate new households in Airport-related employment would have to be built by 2030, whereas in relation to Gatwick Airport it is more likely to be built over the longer period up to 2050. This allows for the planning regime to consider and respond to the need for the housing and associated services and infrastructure, if that need arises.

### **Catalytic employment growth**

14. The Commission seems to have sought a way of assessing the likely effects of an additional runway on the wider economy of London and the South East, a topic on which there are no recognised methods of forecasting.
15. The Commission has introduced an alternative forecast which includes the catalytic impacts of each option, estimating that:-
  - at Gatwick Airport, 49,000 jobs could be created under the assessment of need scenario by 2050, rising to 90,000 by 2060;
  - the Heathrow Airport Extended Northern Runway could create 164,200 jobs created under the assessment of need scenario by 2050; and
  - the Heathrow Airport North West Runway could create 179,600 jobs under the assessment of need scenario by 2050.
16. The methodology behind these forecasts is not clearly explained. Nor are the reasons for the significant differences in the forecasts when they relate to growth in passenger numbers of a similar scale through airports in the South East.

### **Infrastructure**

17. The Commission has assessed the on- and off-site infrastructure that would be required to create and serve the expanded Airport. It has also commented on the off-site infrastructure that would be required. However, the scale of growth brought about by the Airport's expansion, both directly and indirectly, would impose demands on facilities, infrastructure and services to greater extent and sooner than forecast growth in population, households and the economy.
18. Meeting the diverse needs of the communities and businesses of West Sussex is one of the key aims of the local authorities. This includes: meeting the needs of people for homes, jobs, facilities and services; the needs of local businesses and of the local economy; and the needs of people and businesses to travel and to move goods.

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19. The provision of new and improved infrastructure (including facilities and services) which meet the needs of the communities of West Sussex is particularly important. The local authorities, together with service providers and the Government, should identify any existing or potential deficiencies in infrastructure provision, including lack of capacity and under-provision, which need to be made good or overcome.
20. New development should contribute towards new or improved infrastructure. Ordinarily, such development would only be expected to meet the needs it generates and not to meet existing shortfalls or deficiencies. However, new development, especially on the scale generated by the Airport's expansion, may need to contribute towards an improvement to existing inadequate infrastructure to avoid worsening an already unsatisfactory situation. Consideration will need to be given to the cumulative impact of all new development on infrastructure.
21. The Commission, through its recommendations, should identify the range of supporting infrastructure that will be required across the wider area that will accommodate the growth associated with the expansion of the Airport. The infrastructure requirements across the area surrounding the Airport are listed in the response to Question 8.
22. In turn, if the decision is made to expand Gatwick Airport, the Government should commit, in the relevant National Policy Statement, to the provision of supporting infrastructure across the wider area so that the needs of existing and future communities and businesses are met in a timely and effective fashion.

### Surface access

23. The Commission has used the submission by each promoter, along with material and evidence from bodies such as Network Rail and the Highways Agency. In assessing the implementation of the promoters' scheme, the Commission appears to have applied a rule requiring each new road corridor to be accompanied by cleared land 100 metres each side of the carriageway.
24. This seems to be an inappropriate and excessive requirement. The distance of property and activities away from a road will vary according to the nature of the road, the type of activity and how the land between the two is landscaped, developed or used. The knock-on effects of such a blanket approach is that properties less than 100 metres from a realigned minor road would have to be purchased, the residents or occupants relocated, and the property destroyed.
25. In relation to Gatwick Airport, such a stipulation would have a significant impact on the amount of developable land within the safeguarded area, thereby increasing the pressure to allocate and release land elsewhere for Airport-related uses.