

Stansted Airport draft interim master plan  
**Council Meeting, 12 December 2005, item**

**Committee:** Council  
**Date:** 12 December 2005  
**Title:** **Stansted Airport Interim Master Plan  
Response to consultation**  
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**Agenda Item**

**17**

Item for  
decision

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### Summary

- 1 This report recommends the Council's response to BAA's consultation document.

### Recommendations

1. That the Council adopt the proposed response.

### Background Papers

BAA consultation documents, which can be viewed on  
[www.stanstedairport.com](http://www.stanstedairport.com)

Community Consultation on the BAA Stansted Draft Interim Master Plan Report prepared by BMG Research for the Council.

### Impact

Communication/Consultation	This report has been informed by BMG Research's report on its survey of local residents for the Council
Community Safety	
Equalities	
Finance	
Human Rights	
Legal implications	
Ward-specific impacts	District wide issue but particularly Birchanger, Broad Oak and the Hallingburys, Hatfield Heath, Henham, the Eastons, the Sampfords, Stansted South, Takeley and the Canfields, Thaxted
Workforce/Workplace	

### Situation

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- 2 In July BAA published two consultation documents regarding future growth at Stansted requesting views prior to a consultation deadline of 31 October 2005. The two documents are entitled “Stansted Airport Interim Master Plan” and “Growing Stansted Airport on the Existing Runway”.

**Risk Analysis**

Risk	Likelihood	Impact	Mitigating actions
A formal response to BAA following the Council Meeting on 13 December may be too late for BAA to take into account points raised by the Members	Depends on whether the Council includes significant new issues	Depends on the nature of any such new issues	An interim response taking into account points raised by the Airport Advisory Panel on 24 October was sent to BAA before its 31 October deadline

**Background**

- 3 The Government’s White Paper-‘The Future of Air Transport’ December 2003 included a requirement for airport operators to bring forward an airport master plan setting out the operators plans for growth and development in the period to 2030.
- 4 BAA state that given the scale and complexity of their development plans at Stansted, the Government has agreed that they can publish the airport master plan in two distinct phases.

First, the preparation of an interim master plan, to address the immediate priority - making the best use of the existing runway.

Second, the preparation of the final master plan - addressing the proposals for a second runway.

- 5 BAA Stansted published the draft for consultation of the Stansted Airport Interim Master Plan in July 2005, with consultation ending on 31 October 2005.

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- 6 BAA state that they expect the proposed second runway to be in place by 2013 (at the earliest) but for the purpose of this draft interim master plan at 2015 they have chosen to describe only the single runway airport (when their forecasts show the airport serving about 35mppa).
- 7 According to BAA the reason for this approach is two-fold. The first is to comply with the terms of the White Paper and the Department for Transport's guidelines on master plans which asks airport operators to produce master plans for the years 2015 and 2030. Second, they are not able at this time to show any of the plans for the second runway because their studies are not sufficiently progressed.
- 8 Following the consultation period BAA will continue to engage with stakeholders including the local authorities to inform the production their planning application for "best use". The timetable as it is known at present is set out below.

<b>Date (approx.)</b>	<b>Master plan progress</b>	<b>Planning application progress</b>
July 2005	Draft Interim master plan	Pre-application consultation for best use of existing runway
December 2005		Consultation on preferred second runway option
April 2006	Final Interim master plan	Application for best use of existing runway
April 2007	Draft Final master plan for consultation	Pre-application consultation for second runway
June 2007	Final master plan	Application for second runway
2013		Possible opening of first phase of new runway and facilities

- 9 In addition to the Interim Master Plan, BAA also sought views on its forthcoming planning application for increased use of the existing runway. This is the consultation document primarily circulated to local communities. People are being asked to hold their concerns about the impact of a second runway for new consultation rounds.
- 10 Some of the findings of the 2 documents are summarised in Appendix 1

### Community Consultation on the draft Interim Master Plan by the Council

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- 11 BMG Research reported its findings at a Member workshop on 21 November. A copy of the Executive Summary of its report is appended. The conclusions of the research show clearly that there is great concern within the Uttlesford community surrounding the proposed increased use of facilities at Stansted Airport. Widespread opposition to the proposals is apparent, across all parts of the district and amongst all segments of the community, although two groups have been identified who are marginally more likely to show support for the proposals: younger members of the community and those with some employment link to the airport. Concerns of local people and the drawbacks they identify centre on the impact on the environment, in particular noise and air pollution. This is perceived in turn to impact directly on people's quality of life and health. Those in support of the proposals also anticipate negative impacts on the environment. Some groups in the community are prepared to accept the environmental impact for the economic benefits and both those who support and oppose BAA's proposals can envisage employment and economic growth benefits. The majority value quality of life more.

**Comment**

- 11 At this stage, it is difficult to make substantive comments on the consultation documents. The overall message from BAA is that the proposed development will have no greater impact, other than the increase in aircraft movements, than that already approved as part of the 25mppa planning permission. On each of the issues, BAA sets out how the growth in passenger throughput will have limited impacts over and above either existing or permitted levels.
- 12 The key question is whether these assertions can be backed up by detailed evidence. The four Stansted area local authorities: East Hertfordshire, Essex, Hertfordshire and Uttlesford, are taking a pro-active approach to BAA proposals and have commissioned consultants to advise on airport economics and forecasting; air noise; and surface access issues. Their findings will allow the authorities to both comment on the material supplied by BAA in support of their increased use application and to argue for alternative development scenarios (possibly) and appropriate planning conditions if planning permission were to be granted.
- 13 In advance of this work from both our consultants and BAA, there is little to say in response to BAA's cursory consultation exercise. The shortcomings of the approach to environmental assessment outlined in the full use consultation document have already been outlined in the Council's scoping opinion and will need to be addressed through the environmental assessment process.

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- 14 One further issue is the uncertainty as to what might be meant by 'full' or 'best' use of a single runway. While by 2015 BAA intend to have a 2 runway airport the ultimate capacity of a single runway would be well in excess of the 35 mppa for which BAA have done studies, if its market were able to mature.
  
- 15 In addition BAA's treatment of the single runway proposal separately from that for the second runway makes it extremely difficult to identify and plan for the major implications that any growth at Stansted would have. BAA maintains that the impact of increased use of the single runway is limited, and almost wholly contained within the parameters defined for expansion up to 25mppa already granted permission. However it will only consult on the actual anticipated position in 2015 and beyond, with a second runway, at a later date.
  
- 16 The Council's three partner authorities submitted their initial responses to the consultation in order to meet the consultation deadline of 31 October 2005. They include common themes as indicated in the attachment to this report to be found at page \*. However, given the 4 authorities' consultants' scrutiny work of BAA's ongoing study work, the process of local authorities feeding back to BAA is still at an early stage and will continue up to and beyond the submission of the planning application.
  
- 17 The timing of the Council's response has been driven by the desire to carry out independent research of the views of the Uttlesford community and to take the findings into account. The widespread concern is clearly an important issue for both the Council and BAA. BAA would appear from its latest household leaflet to have discovered a similar pattern of concerns. These concerns will need to be addressed by BAA if the Air Transport White Paper's policy of making full use of the existing runway at Stansted is to be delivered as it anticipates.

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RECOMMENDATION TO THE COUNCIL FROM THE STANSTED AIRPORT  
ADVISORY PANEL

That the Council's formal response to be BAA be as follows:

The Council's Resolution of 13 December 2005, which takes full account of the report of community research commissioned by the Council, supersedes the interim views as discussed at the Stansted Airport Advisory Panel on 24 October, which were communicated to BAA to meet its 31 October deadline.

The Council:

- a) Maintains its position as set out in its response to the Department for Transport consultation on the Future Development of Air Transport in the UK that growth in air travel is incompatible with the Government's carbon emissions reduction obligations. This has recently been strengthened by the Tyndall Centre for Climate Change Research report "Decarbonising the UK" published September 2005, which stresses that "if the UK Government does not curb aviation growth, all other sectors of the economy will eventually be forced to become carbon neutral". The Council will continue to press the Government to change its policies on air travel so that there is a coherent climate change strategy across all its departments consistent with the Energy White Paper.
- b) Maintains its opposition to the principle of a second runway at Stansted
- c) Insists that there must be further consultation opportunities for stakeholders and the public throughout the planning process.
- d) Urges BAA to take very seriously the level of community opposition to its proposals for increased use of the existing runway.
- e) Criticises BAA for being unable to provide an opportunity to comment on the nature of the airport in 2015 that BAA is actually planning as the context for its proposals to increase the use of the existing runway. This was one of the intended purposes of airport master plans. BAA is presenting a description of the Airport in 2015 that it does not expect to be extant in 2015.
- f) Makes clear that it expects that any application for planning permission to increase use of the existing single runway to include proposed controls and limits to manage the environmental effects to acceptable levels.

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- g) Reiterates the need for detailed evidence to back up the assertions as to the effects of 35 mppa with no second runway. BAA will need to provide a robust justification of the headline material in the consultation documents.
- h) Warns that it is inappropriate to use impacts predicted at 25 mppa in 2010, based on assumptions made in 2000 or earlier, as a benchmark for effects now predicted at 35 mppa in 2015. Information as to the current position is clearly helpful from the community perspective, but it would also be helpful to be able to compare the predicted impact at 35 mppa with revised assessments of impact at 25 mppa in 2008.
- i) Informs BAA that in advance of ongoing work from both the Council's consultants and BAA, there is little to say in response to BAA's cursory consultation material. The four Stansted area local authorities are taking a pro-active approach to BAA's proposals and have commissioned consultants to advise on airport economics and forecasting; air noise; and surface access issues. The consultants' findings will enable the authorities to both comment on the material to be supplied by BAA in support of their application for increased use of the existing runway and to advise on the outcomes to which BAA could reasonably be asked to commit before the application could be determined.
- j) Reiterates the importance of the Scoping Opinion issued by the Council, which sets out advice to BAA on the information that the local planning authority considers should be submitted as part of the planning application. Notwithstanding the feedback BAA has provided on this advice, the Scoping Opinion as issued still stands.
- k) Criticises BAA for missing an opportunity to present information to the community as to the effects of increased use of the existing runway, even within the constraints of an Interim Master Plan. BAA has failed to use techniques in addition to or instead of those more appropriate to the technical reports that constitute a formal Environmental Assessment. For example, it could have used other noise metrics besides LAeq to provide more information on air noise effects, as requested in the Scoping Opinion. It is already clear that air noise is one of the issues that most concerns communities over an extensive area and further work on assessing and explaining the impacts is essential.

## Appendix 1 Summary of Stansted consultation documents

### Economic and social considerations

The Interim Master Plan and best use consultation document state that Stansted provides both national and local economic benefits. The local benefits are stated as:

- Employment opportunities across a range of job types and skills
- Opportunities for businesses to access a growing range of destinations, and potential markets
- Increased attractiveness of the East of England region for businesses wishing to locate in the area through the presence of and connections provided by a major international airport
- Tourism opportunities for in-bound and out-bound travellers: and
- Cargo facilities, particularly catering for express and next day deliveries.

### Forecasts

BAA's forecast for total aircraft movements (comprising passenger, cargo, general aviation and other movements), air passengers and air cargo tonnage at Stansted in 2015 are summarised in the table below. The permitted number of aircraft movements (ATMs) is 240,000.

	2004 Actual	2015 Forecast
Total Aircraft Movements ATMs	192,249	274,000
Passenger ATMs	165,652	243,000
Passengers	20.9 m	35m
Cargo Tonnage	227,451	600,000

Of course, any long range forecast needs to be treated cautiously, as the inability of previous forecasts to predict the rapid growth of the low-cost market at Stansted illustrates. While some new long haul services are expected (which also contribute to the cargo tonnage) most of the growth is in the existing low cost sector.

### Airport Employment

In 2003 some 10,600 workers were employed at the Airport. There were 1770 passengers for every airport employee, compared to 860 passengers for every employee in 1998. BAA put this 16% per annum (1998-2003) productivity increase down to technological innovation, leaner low cost airline supply chains and



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consolidation amongst low-cost carriers. Almost a quarter of the airport's direct employees (24%) live in Uttlesford and 18% in East Herts ( previously 18% were in Bishops Stortford). Essex provides 59% of all employees and Hertfordshire 21%. Whilst much is made of the efforts to encourage workers from areas of high unemployment particularly north and east London, the numbers are small (7% from all of London and 6% from Harlow).

**STANSTED AIRPORT RELATED EMPLOYMENT-EXISTING AND FORECAST**

Airport Employment Forecasts	2003 Actual	25mppa forecast for 2010 (estimated-Aug 2001)	35 mppa forecasts for 2015
Direct on airport employment	10,600	16,000	16,800
Direct off airport employment	200	-	300
Indirect Employment	1,200	1,130	1,810
Induced Employment	2,880	4,110	4,540
<b>TOTAL</b>	<b>14,480</b>	<b>21,240</b>	<b>23,450</b>

The overall forecast increase in employment in total as a result of airport expansion 2003-2015 is about 9,000 jobs of which 6,000 would be on airport. The on-airport employment forecast is only some 800 more than that forecast in 2001 for a 25 mppa airport. Should the level of Bishop Stortford resident employees continue at a rate approaching 18% then this would mean an additional 1,500 resident based on airport employees living in the town plus a proportion of the indirect and induced employment.

Surface Access

BAA state that targets for the use of public transport (bus, coach and rail) for the surface access trips associated with non-transfer air passengers at Stansted were established when permission was granted in 2003 for further growth at the airport. These targets were for 37% public transport mode share by 2010 with a longer term goal of achieving a 40% mode share. The document states that the current 2004 mode share for passengers is:

Private car	50%
Hire car	3%
Taxi	8%
Bus or coach	11%
Rail	28%

BAA state that the latest CAA data for 2004 indicate that the target for public transport mode share has been achieved with 39% of non-transfer air passengers

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currently using public transport for their surface access journeys to and from the airport. BAA state that this level has been achieved by enhanced bus and coach services which have seen a mode share increase from about 6% in 2011 to about 11% in 2004. The rail passenger proportion of non transfer airport passengers remains at around 28% of the increasing numbers.

The percentage of air passengers arriving by private car has now fallen to about 50% and according to BAA the challenge for the developing strategy will be to ensure that this achievement is maintained. Total on site public car parking spaces are expected to increase by nearly 17,000, from 26,750 in 2004 to 43,700 in 2015, though of these 15,950 have already been permitted.

In terms of surface access by employees, a target for the maximum level of single car-occupancy airport employee vehicles was also established in 2002 and this was not to exceed 80% of staff driving to work in 2010.

The position that BAA appear to be putting forward is that because the forecast 25mppa position for 2010 was acceptable their similar forecast for 35mppa at 2015 should be as well. This, however, does not take into account that 2015 must be seen against the background of general traffic growth at 2015 and the implications of the Draft EEP proposals.

Rail services are to be 4 X 8-car Stansted expresses an hour plus a stopping train and Cambridge service once an hour. The proposal for 25 million was for some 12-car trains and longer platforms at Broxbourne and Stansted Mountfitchet but the new One timetable apparently make these unnecessary. The rail capacity issue is a critical one that requires further exploration. The long lead times and high cost for new rail infrastructure make it a key potential constraint on airport expansion.

BAA state that their studies have also indicated that airport related traffic will form up to 20% of the peak flows on any motorway and trunk roads near the airport in 2015. The impact of this on those routes and of traffic on local roads is not known at present.

**Airport related Traffic Forecast**

Time	2004 Observed		25mppa (in 2010 as predicted August 2001)		35 mppa initial forecasts	
	Arrive	Depart	Arrive	Depart	Arrive	Depart
Am peak	1,550	690	3,100	1,300	2,800	1,400
Pm peak	1,180	1,630	1,300	2,400	1,750	2,600

Environmental effects

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The consultation documents cover the following areas of environmental impact: Air Noise; Ground Noise; Air Quality; Landscape and visual impacts; Biodiversity; Archaeology; Water Management; Waste Management; and Energy and Climate Change. Of these, air noise is the factor that is considered to be the greatest area of concern in the context of full use of the existing runway. BAA is relying on the use of increasingly quiet aircraft to lower the impact of air noise, but this will need to be set against the increase in flight numbers and the variable impacts of noise on different individuals and areas. Also, BAA assumes that 57 Leq dBA is an adequate threshold for noise annoyance using the 54 Leq dBA level as a sensitivity test. The four Stansted local authorities have commissioned consultants to assess BAA figures and develop alternative measures, which are being discussed with BAA in line with the scoping opinion.

Contour dBA	Area Sq Km		
	Summer 2003	2010 (as predicted for 25 mppa)	2015 (now predicted for 35 mppa)
>54	n/a	72.7	61.0
>57	33.5	42.9	35.9
>63	11.7	15.4	11.6
>69	3.5	4.8	3.3

BAA state that 3850 people live within the predicted 2015 57Leq dBA contour, 1,000 less than that originally predicted for 2010 but 1,000 more than in 2003. This, the implications for night noise and the proposed mitigation measures all need further consideration.

Amongst the ongoing work BAA have commissioned a Health Impact Study which is being carried out with the Essex Strategic Health Authority in consultation with Primary Care Trusts and other NHS interests.

BAA's attitude to the increasingly important threat of climate change is that it is an issue 'requiring multinational governmental attention rather than one that can be meaningfully addressed by piecemeal action at individual airports'. The contribution increased capacity at Stansted will make to global greenhouse gas emissions by enabling air transport growth may however become an issue for the public.