

CABINET – 6th JULY 2018**EAST MIDLANDS AIRPORT – DRAFT NOISE ACTION PLAN 2019-2023
CONSULTATION****REPORT OF THE CHIEF EXECUTIVE****PART A****Purpose of the Report**

1. The purpose of this report is to seek the Cabinet's approval of the County Council's response to the consultation on the East Midlands Airport Draft Noise Action Plan 2019 - 2023.

Recommendation

2. It is recommended that the comments set out in paragraph 33 of the report be forwarded to the East Midlands Airport as the County Council's consultation response on the Draft Noise Action Plan.

Reasons for recommendation

3. To ensure that the County Council takes the opportunity to influence the content of the Draft Noise Action Plan in the interests of local communities affected by noise from the airport.

Timetable for decisions

4. Subject to the Cabinet's approval, a response to the consultation will be submitted before the closing date of 30th July 2018.

Policy framework and previous decisions

5. The initial Noise Action Plan 2010-2015 was considered by the Cabinet on the 6th October 2009.
6. The East Midlands Airport Sustainable Development Plan was considered by the Cabinet on 17th June 2014.
7. The Draft Noise Action Plan is a requirement of EU Directive 2002/49/EU (Environmental Noise Directive) which has been transposed by Environmental Noise (England) Regulations 2006 (as amended).

Resource implications

8. There are no direct resource implications arising from this report

Circulation under Sensitive Issues Procedure

9. A copy of this report has been circulated to all Members through the Members' information service.

Officer to Contact

Lonek Wojtulewicz
Head of Planning, Historic and Natural Environments
Chief Executives Department
– (0116) 305 7040
Email: lonek.wojtulewicz@leics.gov.uk

PART B

Purpose of Noise Action Plans

10. Noise Action Plans (NAPs) are a legal requirement under Directive 2002/49/EC relating to the Assessment and Management of Environmental Noise. This Directive is commonly referred to as the Environmental Noise Directive (END).
11. The END requires EU Member States to produce strategic noise maps for the main sources of environmental noise, i.e. major roads, major railways, major airports and agglomerations (populations of more than 100,000 persons and a certain population density) every five years.
12. NAPs must be drawn up by the airport operators who are the competent authorities under the Regulations¹. Guidance on how to prepare NAPs has been issued by DEFRA.
13. There is a requirement for public participation in the action planning process and East Midlands Airport (EMA) have produced their Draft Noise Action Plan (DNAP) for comment, with the consultation period running until 30th July 2018. After that, the EMA are required to consider any representations made, and give reasoned justification to their response. The DNAP and accompanying summary needs to be sent to the Secretary of State for approval and adoption.
14. DNAPs are designed to manage noise issues and effects arising from aircraft departing from and arriving at their airport including noise reduction where necessary. DNAPs support the Government's aim to limit and where possible reduce the number of people in the UK significantly affected by aircraft noise.
15. The NAP process involves airports considering the *current* noise impact of their operations as shown by noise contour maps produced for the airport by the Department for Environment, Food and Rural Affairs (DEFRA) using the Integrated Noise Model (INM). INM is a computer based model that takes account of things such as the number and types of aircraft departing and landing, where the aircraft are flying, and the time of day or night in order to estimate the noise on the ground around the airport. The data for these maps was based on 2016 (previous maps were done in 2011).
16. DNAP's must be drawn up for places near the Airport that are affected by the noise from Airport operations, as shown by the results of the noise mapping. It includes those villages closest to the Airport, which in EMA's case are principally Kegworth, Castle Donington, Melbourne, Sutton Bonington and East Leake.
17. DNAPs must also include "a description and assessment of the existing national and local framework of control directly or indirectly relating to the

¹ Environmental Noise (England) Regulations 2006 (as amended)

management of noise from the airport e.g. current government policies, noise, preferential routes, Airport Master Plans or Sustainable Development Plans, any local planning agreements and restrictions, and local voluntary agreements etc. The NAP should also contain estimates in terms of the reduction of the number of people affected (annoyed, sleep disturbed, or other) as a result of the actions in the NAP.

Airport portrait

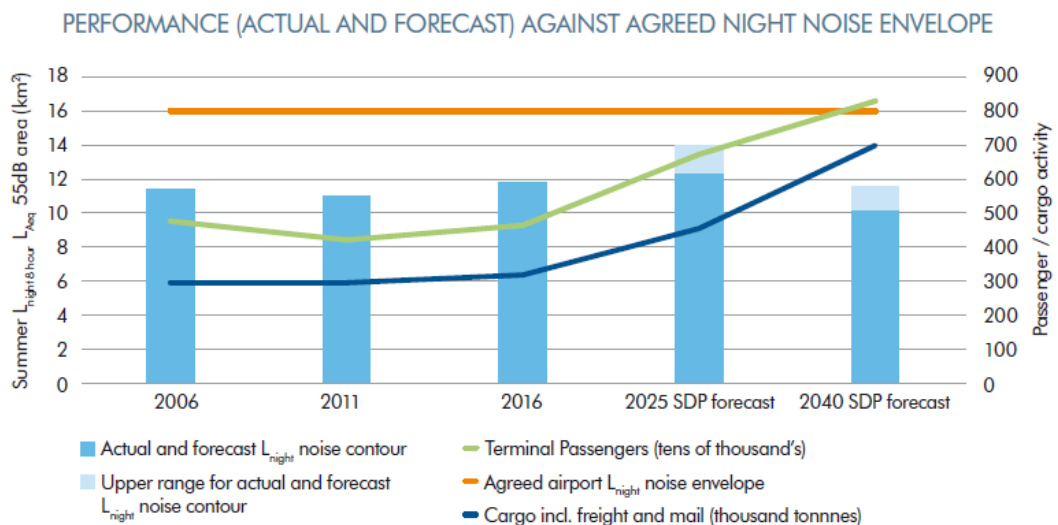
18. Flying operations at the EMA began in 1916 and a more substantial aerodrome, RAF Castle Donington, was developed during the Second World War. The modern airport opened in 1965 and handled 118,000 passengers in its first year. Today it handles over 4.8 million passengers a year and is the UK's largest cargo airport, handling 324,216 tonnes of freight and 21,963 tonnes of mail. It is estimated that it generates £440 million of direct, indirect and induced regional Gross Value Added (GVA) each year. It is the largest single employment site in Leicestershire with some 8,000 people, 27% of whom live in Leicestershire. Over the last five years there has been a 16% growth in passenger numbers whilst passenger aircraft movements grew by 2% in the same period (35,369 passenger aircraft movements). Cargo tonnage has grown by 18% since 2011 and cargo aircraft movements have grown by 9% (21,286 cargo aircraft movements) and represents over 40% of all UK cargo aircraft movements.
19. The EMA has ambitions to achieve a throughput of 10 million passengers and handle 700,000 tonnes of freight a year by 2040 .
20. The EMA operates 24 hours a day, 365 days a year using a single runway aligned on its east-west direction. Most aircraft movements take place during the daytime (mainly passenger aircraft) whilst at night they are a mixture of passenger, freight and mail. Two-thirds of aircraft movements occur during the day and one third at night (11pm – 7am).

Analysis of the EMA Draft Noise Action Plan 2019 - 2023

21. This is the third NAP that the EMA has prepared and covers the period 2019 to 2023. The existing adopted NAP runs until the end of 2018. EMA state that they are committed to minimising the number of people affected by aircraft noise by routinely reviewing their noise related targets and policies. They state that they are committed to support local communities, with a particular focus on those most affected by aircraft operations. This includes continuing with their community programme, noise mitigation scheme and Community Fund, which has donated over £900,000 to local good causes.
22. The DNAP sets out 31 specific measures to control noise which builds on the controls in the last iteration of the NAP. Of those 31 (as listed in Appendix A) 13 are new, 10 have been modified from the previous version and 8 remain unchanged.

Maps

23. Noise contour maps (as supplied by DEFRA) show the extent of the noise impact from airport operations. The DNAP states that the data indicates that noise impacts have broadly remained “unchanged” (if the change in the number of people is 100 or fewer) between 2011 and 2016 despite growth in aircraft activity. Using the daytime noise indicator (54dB 16 hour L_{Aeq}) the results show a small reduction in the number of people affected by aircraft operations in 2016 compared to previous years. The key issue is night noise. The data shows that there has been no change to the number of people affected by night noise (using the 54 dB L_{Aeq} 8 hour) and fewer people are now affected during the evening. Overall across 24 hours the number of people affected by noise of 55 dB contour is nearly 13,000 but at night time about 2,200 people are affected by noise of 54 dB and above.
24. The EMA also has a legal obligation under planning agreement that its ‘night noise envelope’ (based on 55 dB L_{Aeq} 8 hours) will not exceed 16 sq. km. (NAP1). The forecast from their Sustainable Development Plan shows that this is unlikely to be exceeded even by 2040. The current area of the contour is about 12 sq km. Given this, it is not clear why the 16 sq km threshold is maintained when forecast for 2040 indicates the contour will not exceed 12 sq km.



Quieter Aircraft

25. Modern aircraft design means that new aircraft are becoming quieter. Chapter 4 aircraft are the most recent generation of quieter aircraft that meet the requirements of the International Civil Aviation Organisation (ICAO). To reduce night noise in particular, the EMA has seen a rise in the use of night

time Chapter 4 aircraft from 70% in 2011 to 89% in 2016. It is forecast that by 2025 most aircraft operations at night will be Chapter 4. It would be helpful if a target date was included in the DNAP as NAP2 seeks to work towards 100% Chapter 4 flights.

Noise Controls

26. The imposition of further restrictions and penalties on the types of aircraft and when they can fly is welcomed (NAP3 – NAP5)
27. The Continuous Decent Approach (CDA) has been in place for some time but the EMA reports a drop off in performance and failure to reach 95% compliance (currently running at about 90%). New and modified measures (NAP6 – NAP9) will refocus on this aspect following the awaited results of a study on “low noise arrival”, evaluating the feasibility of steeper approaches which may lead to airspace changes, use smarter new satellite navigation and community engagement to find better routes and improve compliance with low drag, low power procedure.
28. There is a slight change to tackle ground noise by looking at finding quieter ways to service aircraft (e.g. alternative fuelled vehicle (NAP10-12) and take off at night (westerly direction) using a point on runway 27 further away from Kegworth (i.e. known as “intersection” take off).
29. Aircraft departure noise is probably the most intrusive to those living near the airport. The EMA has operated Noise Preferential Routes (NPR) (i.e. directing aircraft away from areas of population) and used a Continuous Climb Departure (CCD) to reduce noise. The target of 90% of aircraft using NPR has been exceeded every year over the past 5 years so the EMA is proposing to raise its target to 98% (NAP13) and see if it can review the routes and width of NPRs to further limit people overflown (NAP14). CCD has also had a 90% achievement, which is relatively high reflecting the fact that airspace around the airport is relatively uncongested. The EMA is seeking to explore increasing CCO through airspace change and continue to monitor (NAP15). The County Council would wish to be consulted on any airspace changes.
30. The EMA offers sound insulation grants by way of mitigation to properties most affected by noise. Eligibility starts at the 55 dB (night) level and is reported as being one of the most generous at a UK airport reflecting the night time flying activity. It is proposed to retain this scheme (NAP16). A Community Fund is also in place as a compensatory measure and has awarded £925,000 since its establishment in 2002. This is also planned to continue and be kept under review (NAP17)
31. To ensure any noise controls are implemented the EMA has invested substantially in sophisticated aircraft noise and tracking systems. It is proposing to introduce 4 new control measures (NAP18, NAP21 – NAP23) which will seek to identify and tackle the noisiest 10% night aircraft; review current CDA; new combined noise performance report and reward good compliance; and establish a Collaborative Environmental Management Group

to focus on the root cause of environmental impacts and seek ways to address them. The EMA will continue with preferred westerly take off direction (NAP19) and monitor more closely training flights (NAP20). It is not clear where and when access to these monitoring reports will be. It would be helpful if the DNAP could state where these will be published or made available.

32. As a major enterprise the EMA is committed to develop its links with the community. Part of that is dealing with complaints and ensuring feedback and liaison on noise impacts and the effectiveness of their noise controls. The number of complaints has reduced significantly over the past few years from over 900 in 2014 to less than 300 in 2017. The EMA also conducted a community survey regarding the airports relationship with community. The DNAP reports the value the community puts on the EMA as an employer and growing business and improving relations between the EMA and the local community. Building on this the EMA propose to establish a stakeholder reference group to share information about future airspace changes (NAP24); review the current complaints procedure for more transparency and effectiveness (NAP25); continue to offer a range of ways people can make complaints and ensure a response rate within 10 working days (NAP26); continue to provide regular opportunities for engagement between the EMA and the community and carry out regular community surveys (NAP27, NAP28); provide specific information on aircraft noise related community investment (NAP29); develop and reflect best practice in their community relations programme (NAP 30); and provide educational and skill development material on aircraft noise (NAP31).

County Council Response

33. The County Council comments are as follows:
- a. The EMA DNAP Plan provides a reasonable set of proposals that seek to maintain and improve measures to control noise and limit the number of people affected by airport activity noise, which is to be welcomed.
 - b. It is not clear why the 'night noise envelope' (based on 55 dBLAeq 8 hours) of 16 sq. km. needs to be maintained at that size given that the forecast growth is unlikely to exceed it even by 2040. The current area of the contour is about 12 sq km. and the limits should be maintained at that level.
 - c. The aim to have for 100% quieter Chapter 4 aircraft is commendable but no time frame has been set within which to achieve it. It would help it that was clarified as at target against which to measure progress and success.
 - d. The imposition of further restrictions and penalties on the types and timings of aircraft activity is welcomed.

- e. If any of the measures in the DNAP were to result in changes to airspace in and around Leicestershire then the County Council would want to be consulted.
- f. The County Council welcomes the introduction of more monitoring and the production of monitoring reports on the various activities and measures to control noise but it is not clear from the DNAP where these will be published or be made available.

Summary and Conclusions

- 34. The EMA DNAP Plan provides a reasonable set of proposals that seek to maintain and improve measure to control noise and limit the number of people affected by airport activity noise.
- 35. Noise is always going to be experienced in a subjective way but there are established metrics that help to measure, monitor and control noise from the airport which the DNAP highlights. Night noise has been and will continue to be a central issue at the airport given the scale of freight being handled at the airport at night and it is regrettable that some local residents will be adversely affected by the airports activities. However, there are significant economic and social benefits arising from the airport for Leicestershire and the surrounding areas, consequently there needs to be measures in place to ensure that activities are conducted in as sustainable way as is practicable and the in that regard the DNAP is to be welcomed given that the number of people affected by noise has not grown over the past 5 years.

Background Papers

East Midlands Airport Draft Noise Action Plan May 2018

Appendices

Appendix A – Proposed Noise Control Measure in the Draft Noise Action Plan
Appendix B – 2016 L_{night} Noise Contour Map

Equality and Human Rights Implications

- 36. There are no discernible Equality and Human Rights implications arising from this report