



**DEVELOPMENT CONTROL AND REGULATORY BOARD**

**23<sup>rd</sup> APRIL 2009**

**REPORT OF THE DIRECTOR OF COMMUNITY SERVICES**

**APPLICATION UPON WHICH THE COUNTY PLANNING AUTHORITY  
IS CONSULTED BY THE DISTRICT COUNCILS**

**PART A – SUMMARY REPORT**

**APP. NOS. & DATE:** 2000/0867/07 –  
Received by L.C.C. on 18<sup>th</sup> September 2000

**PROPOSAL:** Extension to runway and associated works

**LOCATION:** East Midlands Airport, Castle Donington  
(North West Leicestershire District)

**APPLICANT:** East Midlands International Airport Ltd

**MAIN ISSUES:** Flight numbers, noise and air quality impacts.

**RECOMMENDATION:** To raise no objection.

**Circulation Under Local Issues Alert Procedure**

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## **PART B – MAIN REPORT**

### **Background**

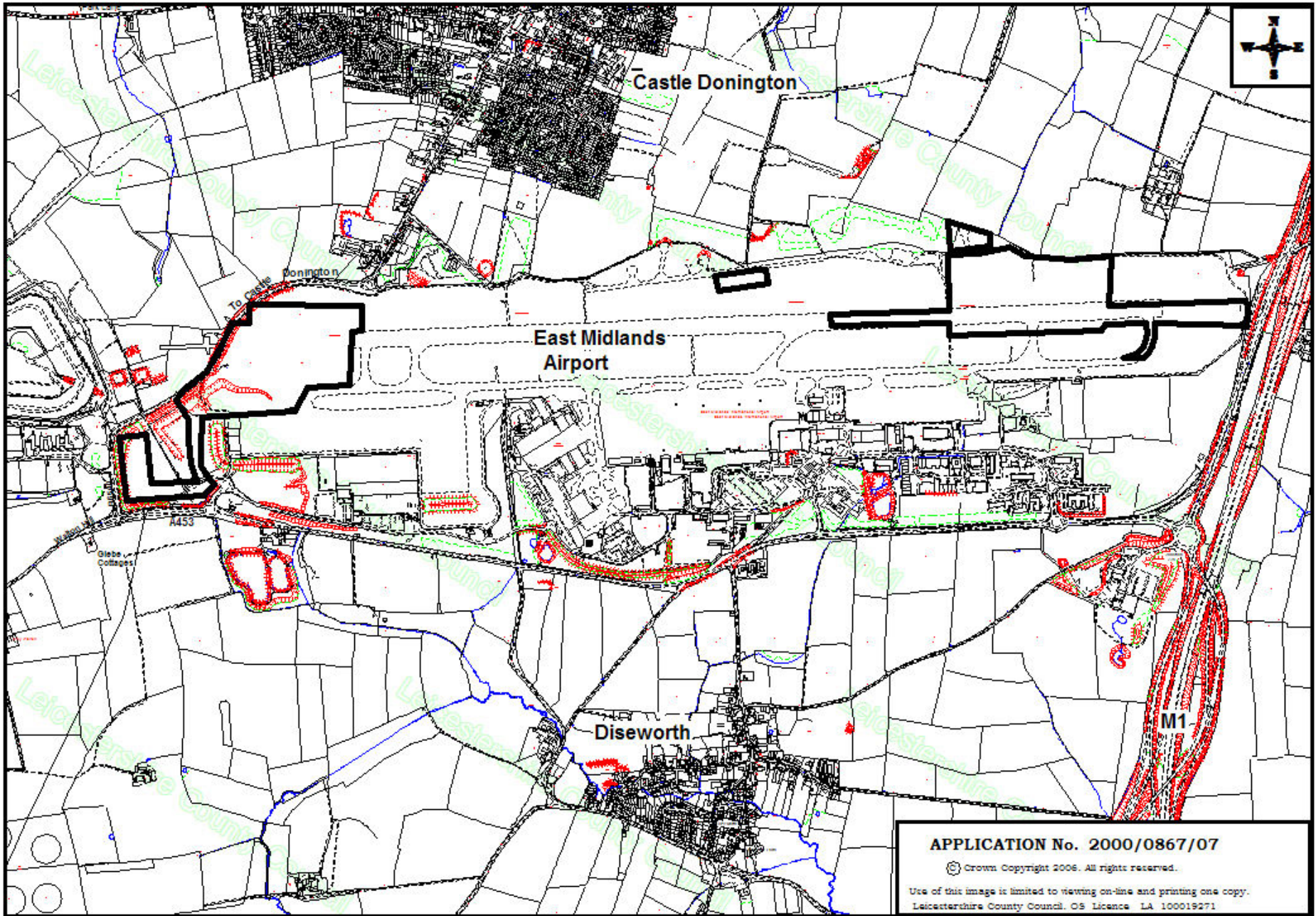
1. When this application was first submitted, North West Leicestershire District Council consulted the County Planning Authority (CPA) on this proposal for its formal views in the context of strategic planning policies for the area. The application was considered by the former Development Control and Highways Regulatory Board at its meeting on 9<sup>th</sup> November 2000 (see Appendix B). At that time the Board resolved to raise no strategic objection to the proposed development, in the context of approved and emerging policies for East Midlands Airport. However, the District Council was advised to ensure that the applicant's assessment of the environmental impacts of the development were acceptable, particularly in regard of noise.
2. The application was accompanied by an Environmental Statement that describes the impact on the runway extension on future air and road traffic levels, at 2006 and 2016 compared to the present (2000) situation. It assumed that the extension would be operational by 2003. Forecasts of future levels of air traffic (and thence the likely impact of such activity) were based on assumptions about increased long-haul destinations by certain aircraft types, for both cargo and passenger services.
3. The application remained undetermined, following NWLDC's request for revisions to the Environmental Statement to reflect changes in air traffic forecasts. As a result, a supplementary report was submitted and the CPA was asked if it wishes to make any further comments, in the light of this additional information. At the Board meeting in June 2004, the application was reconsidered in the light of the additional/revised submissions, when it was resolved to make no change to the original views of the CPA on the application.

### **The Supplementary Report**

4. Since the submission of the original Environmental Statement in August 2000, growth in air traffic was significantly greater than forecast. The air traffic forecast were updated to take account of changes and the Government's Regional Air Studies that have sought to explore the likely growth in aviation up to 2030. The updated forecast were set out in the supplementary report and it dealt with those areas of the assessment that are likely to be significantly changed, namely noise, air quality and road traffic.
5. The report confirmed the benefit of the development to the Airport, in that it will allow modest increases in the maximum take-off load of a number of key types of aircraft, making EMA more attractive to long-haul services (e.g. Chicago). However, it concluded that the runway extension would not result in any increase in the total number of air traffic movements (ATM's), over and above the forecast without the extension.

### **The proposed development**

6. As explained in the original report, the proposal seeks to extend the operational runway by 190m, to a total of 3080m in length. It provides for an extension of



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130m of full width runway at the western end of the current runway, together with a new link to the parallel taxiway. The 30m 'blast strips' at each end of the runway would be converted into fully operational runway surface, requiring replacement 'blast pads' on each end.

7. The increased 'take off run available' (TORA) distance is considered necessary to provide greater flexibility, capability and competitiveness at East Midlands Airport (EMA). An extended runway would reduce the restrictions on combined fuel and payload limits, enabling longer haul flights. These changes would result in adjustments to the runway and approach lighting and some physical reconfiguration of the runway.

### **Recent changes**

8. The application has remained undetermined since the preparation of the 2004 report, but dialogue has continued between the Airport and the District Council. In the meantime EMA has produced its Master Plan (published December 2006), in response to the government's White Paper 'Future of Air Transport' (December 2003). The master plan sets out the Airport's strategy for accommodating the forecast growth in the White Paper, including the environmental measures to be introduced. The up-dated policy context is set out in Appendix A.
9. The District Council requested a further update in the original Environmental Statement (ES), in the light of the previous supplementary report and the Master Plan. This has now been submitted and forms the basis for the re-consultation with the CPA. Given the passage of time, the revised ES updates the planning policy context and air traffic forecasts. The review is restricted to those impacts that are directly related to the numbers and types of ATMs, namely noise, local air quality and road traffic.
10. The benefits that would be derived from the runway extension have been reviewed and updated, confirming the potential for heavier payloads for aircraft departing to target destinations in the United States. The number of aircraft movements that would benefit is modest, affecting a forecast 1,560 take-offs (2.8%) by 2016. The extended runway is not required for arriving aircraft, as the current configuration provides adequate landing distance. However, the development would allow for the landing threshold to be moved 150m to the west, thereby allowing a modest increase in altitude approaching over Kegworth (currently amounting to 80% of inbound ATMs).

### **Changes to the Environmental Statement**

#### **Air traffic forecasts**

11. Revised air traffic forecast were included in the Supplementary Report of 2004, which are consistent with the forecasts included in the EMA Master Plan of 2006. Since the submission of the planning application in 2000, EMA has enjoyed a period of substantial growth, most notably with the arrival of 'low cost' services. Further growth in both passenger and air freight movements are forecast by 2016, being up to 9.22m passengers/year and 1,207,000 tonnes of cargo/year respectively. The forecast over these periods are set out in the table below, showing the situation with and without the proposed runway extension.

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**Table One: Passenger Air Traffic Forecasts (in m/passengers; 000's tonnes)**

Year		2000	2006		2016	
		Actual	Without	With.	Without	With.
2000 ES	Passengers	2.33	3.67	3.87	6.79	7.19
	Air cargo	165.3	234.8	284.8	650.3	750.3
2004 Report	Passengers	N/A	5.5	5.5	9.22	9.22
	Air cargo	N/A	472.4	472.4	1202.6	1207.0
2006 Master Plan	Passengers	N/A	N/A	N/A	9.22	9.22
	Air cargo	N/A			1202.6	1207.0
<b>Actual</b>	Passengers	<b>2.23</b>	<b>4.73</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>
	Air cargo	<b>193.5</b>	<b>328.1</b>			

12. From the table above it can be seen that the actual number of passengers and amounts of freight for 2006 exceeded significant the original 2000 ES forecasts. However, these both fell well short of the forecasts made in the 2004 Report. Both the 2004 Report and the 2006 Master Plan forecasts indicate that the potential number of passengers/annum would remain unchanged as a result of the runway extension, whilst the amount of air freight would increase modestly.
13. By combining the various forecasts for passengers and air cargo, it is possible to calculate the likely number of air traffic movements (ATMs) included in these stage Reports. These are set out in Table Two below, from which it is evident that the latest forecasts for 2016 actually show a *reduction* in the number of ATMs (from the 2004 estimates). This can be accounted for by the increased efficiency in 'low cost' carriers, whereby the same number of passengers are carried in less total number of flights.
14. Both the 2004 supplementary report and the 2006 Master Plan estimate that the number of ATMs by 2016 will remain unchanged as a result of the runway extension. In other words, the overall numbers of flights will not alter, but the potential destinations and payloads can be increased.

**Table Two: Total Air Transport Movements (in m/annum excluding 'others')**

Year	2000	2006		2016	
	Actual	Without	With.	Without	With.
2000 ES	47.4	62.2	64.4	90.4	94.8
2004 Report	N/A	80.7	80.7	122.5	122.5
2006 Master Plan	N/A	N/A	N/A	110.9	110.9
<b>Actual</b>	<b>47.2</b>	<b>59.3</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>

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### Noise

15. The anticipated changes in noise impact over time were set out in the 2006 Master Plan. This concluded that further growth at EMA would result in a growth in the noise contours, although the night noise contour (57 dB LAeq, 8h) was not expected to exceed the 1996 contour of 14.6 sq km. At 2004, this contour extended to just 7.4 sq km; with the 88% projected increase in passengers and 104% increase in air cargo (both expressed in terms of ATMs) by 2016, it would return to 14.4 sq km.
16. As indicated above, the development is not expected to increase the forecast number of ATMs by 2016 and only a small proportion (2.8%) of departing aircraft would benefit from the development. These large planes could depart at greater payloads and would be slightly noisier as a result. However, any increase in noise levels would be largely over sparsely populated areas. The nearest settlement of Kegworth would not experience any increase in noise levels from easterly departures, because aircraft would be commencing take-off further away on the extended runway (and pass higher over the settlement).
17. The 2000 ES and 2004 Report both concluded that the proposed development would not have any significant noise impact. The District Council's own noise consultant has re-visited the situation, acknowledges the revised forecasts for ATMs at EMA up to 2016 and the consequential impact on noise levels, but has recommended to the DC that noise controls would be appropriate.

### Air Quality

18. It is concluded in the 2006 Master Plan that further growth at EMA is likely to have an increase impact on local air quality. However, the Airport continues to represent a relatively modest source of emissions (e.g. when compared with road traffic in the vicinity). Those areas predicted to exceed air quality standards by 2016 are close to main roads and within the aircraft manoeuvring areas, where long term exposure is unlikely.
19. The development would not result in any increase in ATMs and the number of departing aircraft that might benefit from the extended runway is only 1560/ per annum. Once again, the latest assessment confirms the findings of the earlier 2000 ES and the 2004 Supplementary Report, namely that it will not result in any significant increase in air quality emissions.

### Road traffic

20. The 2004 Supplementary Report concluded that the runway extension would have a marginal impact on traffic generation, at less than 1% increase, with limited impact on the local road network. As the latest ATMs forecast remains the same in the 2006 Master Plan, there would be no change to the impacts on road traffic. Furthermore, the Master Plan sets out a number of initiatives to reduce single-occupancy car usage by passengers and employees, and the new main railway line Parkway Station has recently become operative.

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### **Assessment**

21. The update of the original Environmental Statement (and subsequent Supplementary Report of 2004) provides a more accurate assessment of the impact of the proposed runway extension, particularly in regard to noise, air pollution, and road traffic. It is based on up-to-date forecasts of the ATM's likely to be generated by the development, as set out in the EMA Master Plan (2006). In short, the revised ES confirms that the likely growth in air traffic will not be affected by the development (as previously concluded in 2004). On this basis, it concludes that there will be no significant adverse environmental impacts, *over and above* the likely circumstances without the runway extension.
22. This conclusion would appear to be reasonable, if the EMA calculation of potential ATM's in the future is correct. With or without the runway extension, there is a projected significant growth in both passenger movements (88%) and air cargo movements (104%) between 2004 – 2016, resulting in a significant increase in total ATMs over the same period.
23. There would appear to be no significant *additional* impacts on air quality and traffic generation. Predicted change in noise levels and noise contours is perhaps the most relevant environmental impact to consider, particularly the matter of night-time noise levels. The revised ES draws a comparison between the (night-time) 57dB LAeq contour for 1996 and the projected contour for 2016, indicating no increase.
24. The DC's own noise consultant accepts the accuracy of the predicted contours, *but* points out that the same contour in 2004 extended to 7.4 sq km (because of various improvements since 1996) and would increase to 14.4 sq km (95%) by 2016. Although the proportion of this 95% increase that can be attributed to the runway extension is marginal, it will still add to number of people affected by any increase in the noise contour.
25. The updated ES does not propose any measures specifically to mitigate the increase in noise associated with the runway extension proposals, but refers to the various measures set out in the Master Plan (albeit these are taken into account when making the forecasts). The Government's ATWP highlights the need for a balanced approach to airport growth and environmental impacts, based on local controls to limit noise impacts. A number of measures can be taken to limit noise impacts at source, but there a limit to how far noise nuisance can be reduced.
26. EMA is the 3<sup>rd</sup> largest freight airport in the UK and the leading UK airport for 'freight-only' movements; it is the main operational centre for two (of four) global express freight operators and a regional base for one other. Whilst a relatively small number of people live in the 57dBA noise contour, the projected growth at EMA will increase the contour to include over 10,000 people. There is likely to be a large increase in night flights, based on apportionment of a forecast of over 60,000 cargo flights/annum by 2030.
27. The Government document (ATWP) considers that the projected expansion of air freight operations at EMA should be permitted. However, this would need to be accompanied by stringent controls on night noise in particular and improved mitigation measures (e.g. generous noise insulation).

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28. It is acknowledged that the runway extension produces some benefits for the predicted noise-related impacts, such as the potential for quieter take-offs and increased height of movements above Kegworth.

#### Conclusion

29. The predicted *additional* environmental impacts arising from the proposed runway extension, as updated by the latest version of the ES, are marginal. If the application were approved without noise conditions, there would not be a significant *additional* noise impact, albeit there would be a technical increase in noise contrary to the ATWP's stated need for stringent controls on night noise.
30. Alternatively, if the application were to be refused and operations continued using the existing runway, this would conflict with the Government's intention to encourage expansion at EMA. The development itself does not conflict with the fundamental policy objectives set out in the regional spatial strategy (EMRP) or the 'saved' NW Local Plan, subject to 'appropriate' environmental safeguards.
31. In the circumstances, the applicant could be invited to put forward noise control proposals to offset the technical increase in noise that would result from the development. In this case there would be no grounds to resist the proposal.

#### Recommendations

The Cabinet be recommended to forward the following as the views of the County Planning Authority on the latest update to the Environmental Statement:-

North West Leicestershire District Council be advised that the County Planning Authority has no strategic objection to the proposed development, in the context of approved policies for East Midlands Airport, as set out in the East Midlands Regional Plan and the 'saved' NW Leicestershire Local Plan.

The District Council should be satisfied that the applicant's up-dated calculations of the likely environmental impacts of the proposed runway extension, particularly future noise levels, are reasonable. The applicant should be invited to put forward noise control proposals to offset the technical increase in noise which would result from the development, in accordance with the objectives for East Midlands Airport set out in the Government's Air Transport White Paper (ATWP).

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### **National Planning Policy Guidance**

1. Planning Policy Statement 1 (PPS 1) (Delivering Sustainable Development) deals with the Government's overall objectives for the planning system through a planned system, and retains the primacy of the development plan. It sets out the Government's overarching planning policies on the delivery of sustainable development and creating sustainable communities, while achieving other objectives such as protecting and enhancing the natural environment and the quality and character of the countryside; and ensuring that new development is located where everyone can access services or facilities on foot, bicycle or public transport rather than having to rely on access by car.
2. The Government is committed to promoting a strong and stable economy, bringing jobs and prosperity for all. Planning authorities should recognise the wider sub regional, regional and national benefits of economic development and balance these alongside local impacts.
3. The Air Transport White Paper (ATWP) sets out the Government's intentions for airport development. It recognises the importance of air travel to the national and regional economy, and reflects the desire to travel further and more often. It seeks to reduce and minimise the impacts of airports on those who live nearby, and on the natural environment. The ATWP seeks to minimise the need for airport development in new locations by making best use of existing airports where possible.
4. It draws attention to the projected increase in air travel by between two and three times current levels by 2030. Air travel is considered essential to the UK's economy and continuing prosperity, albeit in the context of environmental impacts (e.g. climate change). The ATWP encourages the development of regional airports, including EMA to support the growth of the regional economy and provide passengers with greater choice from direct flights, also relieving congestion from SE airports.
5. In supporting expansion of passenger and freight operations at EMA, the ATWP forecast that by 2030, EMA could attract between 12-14 million passengers per annum and handle some 2.5 million tons of freight per year. It does recognise the need for stringent controls on night noise (e.g. by noise insulation and other mitigation measures).
6. In December 2006, the Government published "The Future of Air Transport Progress Report", which reported on progress in implementing the policies of the ATWP. This reaffirmed the Government's commitment to the strategy in the white paper (i.e. supporting the development of the aviation sector across the UK, predominantly through best use of existing capacity).
7. PPG24 (Planning and Noise) outlines the considerations to be taken into account in determining applications for noise sensitive/noise generating development. It sets out noise exposure categories (NECs) for dwellings, giving a recommended range of noise levels for each NEC for dwellings exposed to noise from road, rail, air and 'mixed' noise sources. In summary, it is recommended that day-time noise levels in excess of 66dB Laeq would imply that planning permission should not be granted (or should be subject to mitigation where no alternative is

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available). For night-time noise levels (i.e. between 2300-0700 hrs) the relevant noise level is reduced to 57 dB Laeq, and where this is exceeded then appropriate mitigation measures should be taken to safeguard residential occupiers.

### **Regional Planning Guidance**

8. The review of Regional Spatial Strategy 8 (RSS8) has resulted in the recent approval of the East Midlands Regional Plan (EMRP) (March 2009). The EMRP maintains the thrust of policy from the former RSS, such as Regional Core Objectives (*Policy 1*) and the concentration of development within the main urban areas of the 3 Cities Sub-area (*Policy 13*). Development associated with EMA should be focussed where possible in surrounding urban areas, particularly Derby, Leicester, Nottingham and Loughborough.
9. *Policy 56* sets out the Regional Priorities for Air Transport in the 3 Cities Sub-area, including to:
  - provide for the further operational expansion of EMA within its boundaries and access improvements, subject to rigorous assessment of the full range of impacts;
  - consider the surface access needs of EMA as part of the wider transport strategy for the area, paying particular regard to the role of public transport, walking and cycling;
  - assess the measures necessary to increase the share of trips to EMA made by public transport in accordance with agreed targets;
  - ensure that transport proposals are compatible with the need to create effective public transport links to EMA for the long-term;
  - identify and safeguard land for improving access to EMA, particularly by non-car modes, and including a fixed rail link to support expansion in the long-term;
  - give particular encouragement to the transfer of freight traffic generated by EMA from road to rail; and
  - seek to ensure that travel plans are brought forward for new development at EMA. have regard to the EMA Masterplan.
10. *Policies 43 and 44* set out Regional and Sub-Regional Transport Objectives, which concentrate on sustainable options and reduction in traffic growth. In the Three Cities Sub-area these objectives deal mainly with improvements to public transport and infrastructure improvements in the urban areas, but also seek to improve public transport (surface) access to EMA and reduce congestion along the M1 corridor and highway network generally.
11. The Leicestershire, Leicester and Rutland Structure Plan has now been revoked, following the adoption of the replacement regional spatial strategy (EMRP).

### Local Plan considerations

12. The North West Leicestershire Local Plan was adopted with effect from August 2002 and provided the local framework for development up to 2006. Pending the preparation of the Local Development Framework, many of the policies in the adopted Local Plan have been 'saved', to provide for transition.

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13. *Policy S1* sets out the overall strategy for the District and provides (inter alia) that:
- The environment is conserved and where possible enhanced;
  - Built development in the countryside is minimised;
  - Tourism is promoted where it is compatible with the conservation and enhancement of the environment; and
  - The operational development potential of East Midlands Airport is safeguarded as an asset of national and regional importance.
14. *Policy T18* of the Plan relates to development of land within the limits of the Airport identified on the Proposals Map. It provides for 'operational development' to be permitted, so long as (inter alia) it fulfils the requirements for satisfactory access and traffic impact; and the environmental impact on nearby settlements and the surrounding countryside is kept to an acceptable minimum. For the purposes of this policy 'operational development' includes that which is required to support the provision of air traffic services.
15. *Policy T19* (as updated by Alteration No 2 in 2004) deals with the matter of Public Safety Zones (PSZs) for East Midlands Airport. These are shown on the Proposals Map and identify the limits of 1 in 10000 risk contours.

#### Local Development Framework (LDF)

16. The District Council has published its Core Strategy for further consultation and this was considered by Cabinet at its meeting on 16<sup>th</sup> December 2008. The documents set out those development control policies to replace the 'saved' Local Plan policies, and preferred options for broad allocations for new development (including housing and employment land).
17. The document includes proposals for an 'economic activity zone' around EMA and Donington Park. Cabinet expressed its concerns, because such policy would conflict with objectives in the Draft RSS for urban concentration and focussing development associated with EMA in the surrounding urban areas. Such economic zone would be some distance from the proposed housing growth areas and encourage commuting.
18. It is understood that the District Council anticipate that the Core Strategy and Development Control Policies document will be adopted in 2009 and the allocations document will be adopted in 2010.

#### Other considerations

19. The East Midlands Regional Economic Strategy sets out priorities for economic development between 2006-2020, which highlights the challenge of building on the region's cultural, sporting and tourism strengths. The visitor economy is expected to make a growing contribution to the region's prosperity and productivity, and sporting and tourism assets (including sports venues) attract and retain investment and skilled employment.

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20. The EMA Master Plan was published in December 2006, in accordance with Government expectations in the ATWP. It sets out the intentions for the development of the Airport to 2015-16 and (to a lesser extent) for the remaining period to 2030. The Plan identifies the completion of the runway extension, as an important element in the future economic vitality of the Airport. It re-iterates the benefits of such development towards improved air quality and noise impacts (take-offs require less 'thrust' and landings are higher over Kegworth village).
21. In this regard, the Plan states that, despite the expected growth in air traffic, night noise levels associated with EMA will remain below 1996 levels until at least 2016. EMA proposes to implement a comprehensive package of measures to address this issue, including:
- setting a target that all aircraft scheduled to operate at night will comply with the very quietest standards by 2012 (Chapter 4);
  - extending the current night noise contour target by 5 years to at least 2016;
  - extending the current ban on the noisiest night-time scheduled aircraft;
  - revising fees and charges for airlines;
  - improving and extending mitigation measures and compensation packages;
  - further restrictions on training flights;
  - increase in the annual contribution to the Community Fund;
  - amended continuous decent approaches (introduced 2005);
  - web-based transparency on the track-keeping performance of aircraft movements; and
  - a programme of bund construction.
22. The Sustainable Community Strategy (SCS) for the County includes several priority outcomes which are relevant to the proposal, such as those which relate to economic development and enterprise; achieving a prosperous and dynamic economy; improved business and tourism; highly skilled and motivated population. There are also priority outcomes relating to the provision of accessible and sustainable transport.
23. The Multi Area Agreement (MAA) for Leicester and Leicestershire is centred around economic priorities, supporting the delivery of long-term economic change. These target increase employment, higher skill labour and business growth.

## **APPENDIX B**

### **DEVELOPMENT CONTROL AND HIGHWAYS REGULATORY BOARD**

**9<sup>TH</sup> NOVEMBER 2000**

### **REPORTS OF THE DIRECTOR OF PLANNING AND TRANSPORTATION**

### **APPLICATION UPON WHICH THE COUNTY PLANNING AUTHORITY IS CONSULTED BY THE DISTRICT COUNCILS**

**EAST MIDLANDS INTERNATIONAL AIRPORT LTD. – EXTENSION TO RUNWAY  
AND ASSOCIATED WORKS, EAST MIDLANDS AIRPORT, CASTLE DONINGTON  
(NORTH WEST LEICESTERSHIRE DISTRICT)**

**2000/0867/7 – Received by L.C.C. on 18<sup>th</sup> September 2000**

#### **Background**

1. North West Leicestershire District Council has consulted the County Planning Authority (CPA) on this proposal for its formal views in the context of strategic planning policies for the area, and its previous representations on the district-wide Deposit Local Plan.
2. The proposed development is intended to increase the 'take off run available' (TORA) distance of the runway to 3080 metres, as identified in the Draft Development strategy for the Airport. This is an identical TORA distance to that proposed in an earlier application submitted in June 1996 (see below). However, it has a different configuration to that earlier proposal, concentrating the extension works at the western end of the runway.
3. The increased TORA distance is considered necessary to provide greater flexibility, capability and competitiveness at East Midlands International Airport (EMIA). An extended runway would reduce the restrictions on combined fuel and payload limits, enabling longer haul flights. Without such capacity, EMIA would be less able to compete with facilities available at other, competitor airports. The extension would provide the opportunity to generate additional long-haul passenger services, particularly charter operations.
4. The potential for new services from the Airport would be likely to attract additional economic benefits to the Airport itself and the surrounding locality. It would enhance the competitiveness of EMIA in comparison with other airports (e.g. Birmingham, Manchester and London), for both holiday and business customers.

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5. The current application is accompanied by an Environmental Statement that describes the impact on the runway extension on future air and road traffic levels, at 2006 and 2016 compared to the present (2000) situation. It assumes that the extension will be operational by 2003. Forecasts of future levels of air traffic (and thence the likely impact of such activity) are based on assumptions about increased long-haul destinations by certain aircraft types, for both cargo and passenger services.

### **Planning History**

6. The present Airport was opened in 1965 by a consortium of local planning authorities. In 1987, it became a public limited company and later, in 1993, was taken over by the private sector (National Express Group). By the end of 1999, passenger throughput had increased to 2.22m passengers/year. As the largest pure cargo airport in the UK, EMA held over 20% of the total UK market in 1996. By the end of 1999, it was handling about 130,000 tonnes of cargo and 13,500 tonnes of mail per annum. A new major parcel handling facility for DHL was opened earlier this year.
7. Planning permission was granted in July 1994 for an extension of the runway to its current length (ref. no 92/0917/7). This included an extension of 180m at the western end and 430m at the eastern end, with similar parallel extensions to the taxiway. It also involved the relocation of instrument landing equipment at the eastern end of the runway. At that time, the County Planning Authority strongly supported the development, in the context of Structure Plan and Regional Planning Guidance. The approved extension and associated works were completed earlier this year.
8. In 1996 EMA submitted a planning application (ref. no. 96/0487/7) to the District Council for an additional 190m runway extension at the Airport. The Planning and Recreation Subcommittee considered this proposal at its meeting in August 1996, when it was resolved to raise no objection to the development, subject to (i) the completion of necessary roadworks to divert the B6540; (ii) diversion of public footpath L89; and (iii) the implementation of a comprehensive landscape scheme.
9. Consideration of this application was deferred, because the District Council (with the support of the Secretary of State) required the submission of an Environmental Impact Assessment. This was duly submitted by EMA in December 1998, and it raised a number of issues relating to noise and air quality. These issues remain unresolved, so the 1996 planning application is undetermined.

### **Description of Proposal**

10. East Midlands Airport (EMA) occupies a total of some 440ha, of which 138ha is taken up by runway, taxiway, approach lights and associated landing systems. The primary airport zones for passenger, cargo, and maintenance cover some 212ha on the south side of the runway/taxiway.

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11. EMA currently has a runway of 2890m in length by 46m in width. The effect of the current application is to extend the operational runway by 190m, to a total of 3080m in length. This represents an identical extension to the 1996 proposal, but provides for such additional length to be concentrated at the western end.
12. The application provides for an extension of 130m of full width runway at the western end of the current runway, together with a new link to the parallel taxiway. The 30m 'blast strips' at each end of the runway would be converted into fully operational runway surface and replacement 'blast pads' on each end.
13. The proposal also includes ancillary works to provide for the widening of the link taxiway at the eastern end of the runway and consequential re-grading of ground levels. The landing threshold at this eastern end would be relocated 150m to the west, which in turn allows for the complementary relocation of landing lights at this end of the Airport. Most of the lights on the Kegworth (east) side of the motorway, recently erected as 'operational development', could be removed.
14. Additional ancillary works would involve the construction of internal access tracks and landing aerial/building adjacent to the runway. Some adjustments would be required to the internal drainage system and a small quantity of surplus materials would be deposited in a shallow area at the western end of the Airport site.

### **Environmental Statement**

15. The application is accompanied by an Environmental Statement, based on the agreed content of an earlier 'Scoping Report'. It deals principally with matters of noise and air quality as the main areas of concern arising from the development. It deals also with issues of land use impact and the planning policy context, as well as a variety of environmental matters.(e.g. landscape quality and ecology). The content and conclusions of the Environmental Statement are largely a matter for the District Council. However, they do influence the response of the County Planning Authority, insofar as strategic policy relates to 'acceptable' environmental circumstances at the Airport.
16. The Statement sets out air traffic forecasts for 2006 and 2016, based on the capacity of the extended runway to accommodate longer haul and increased payload flights and assumed usage by certain types of aircraft. The forecasts update EMA's own 'Strategic Development Policy' forecasts of December 1998. Air traffic forecasts arising from the extended runway are compared with those likely to arise *without* such extension (i.e. using the existing runway).
17. In summary, it is estimated that passengers/annum by 2006 will increase to 3.67m without the extension and 3.87m with the extension (i.e. an additional 200,000 passengers/annum as a result of the development. The comparable figures for 2016 are 6.79m and 7.19m respectively (i.e. an additional 400,000 passengers/annum). When taken with forecasts for increased air freight and mail handling, the overall impact of the proposed runway extension is calculated to result in an additional 2,200 air traffic movements (ATM's) by 2006 and an additional 4,400 ATM's by 2016 (see Table One below).

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**Table One: Annual Aircraft Movement Forecasts (in 000's)** (Source Table 2.5 of ES)

Year	2000	2006		2016	
		Without Ext.	With Ext.	Without Ext.	With Ext.
Passenger ATMs	29.2	41.2	41.9	59.4	60.9
Air Freight ATMs	12.6	15.2	16.7	24.9	27.8
Mail ATMs	5.6	5.8	5.8	6.1	6.1
Other	32.8	32.8	32.8	32.8	32.8
<b>Total</b>	<b>80.2</b>	<b>95.0</b>	<b>97.2</b>	<b>123.2</b>	<b>127.6</b>

18. For the purpose of *noise* assessments, these increases in air traffic movements have been divided into daytime (0700-2300hrs) and night-time (2300-0700hrs) flights. Based on the commonly used summertime peak period (15<sup>th</sup> June – 14<sup>th</sup> September), it is calculated that the runway extension will result in an additional 4 daytime ATMs in 2006 and an additional 8 daytime ATMs by 2016. The corresponding night-time ATMs are 2 additional by 2006 and 4 additional by 2016. The table below summarises the figures.

**Table Two: Average Daily Aircraft Movements** (Source Para 13.19. of ES)

Year	2000	2006		2016	
		Without Ext.	With Ext.	Without Ext.	With Ext.
Daily Day-time (16hrs)	183	225	229	282	290
Daily Night-time (8hrs)	51	60	62	82	86
<b>Total (24hrs)</b>	<b>234</b>	<b>285</b>	<b>291</b>	<b>364</b>	<b>376</b>

19. The conclusions of the Environmental Statement relating to *noise impact* identify a slight increase in airbourne aircraft noise in the daytime arising from the marginal increase in air traffic resulting from the runway extension. A similar scenario exists in night-time noise levels. It is estimated that the substantial part of any growth in air traffic will occur regardless of the runway extension. The runway extension is not likely to have any significant impact on ground noise levels, which will in future be below the criteria levels of 55 dB (daytime) and 45 dB (night-time).

20. The re-configuration of the proposed runway extension to the west (since the 1996 proposal) has significant benefits for airbourne noise levels over Kegworth to the east, as flight paths will be at a higher altitude. Conversely, it is calculated that minor additional mitigation measures are required to properties at Hill Top (west of the runway), to add to the measures already carried out for the DHL development. Mitigation measures have been introduced for properties along the A453 (south of the Airport) in conjunction with that same development.

21. The analysis of future noise levels does not take into account any expected benefits from EMA's own Environmental Management Strategy, which

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incorporates initiatives for a noise amelioration policy, in conjunction with the local community (formal Airport Consultative Committee). These initiatives include action on aircraft departure routes, noise monitoring arrangements, preferred approach/take-off directions, and night flying restrictions.

22. Insofar as *air quality* is concerned, the proposed runway extension is likely to have no significant impact in air emissions or pollution concentrations. Road traffic and industrial processes unrelated to the Airport – are the major sources of pollution in the general locality. Ground level pollutant concentrations at and around the Airport are within national standards and any future exceedence will not be caused by activities at the Airport.
23. The Environment Statement reaches the conclusion that the proposed runway extension will have no significant impact on other environmental circumstances, including the landscape and visual impact, ecology, cultural heritage, water resources and vortex effects. The extent of the physical works involved in the development is relatively limited.

### **Planning Policy**

#### **National Policy Guidance**

24. Planning Policy Guidance Note 1 (PPG1) deals with General Policy and Principles. It includes advice on the primacy of the development plan in the determination of planning proposals, in the context of Section 54A of the 1990 Act. PPG1 also promotes forms of sustainable developments to meet future development requirements.
25. PPG 13 (Transport) was published in 1994 and sets out the Government's intentions to secure an integrated land use-transportation policy that reduces the growth in use of the private car and encourages alternative means of transport. More recent Government publications, including the consultation draft revision of PPG13 (October 1999), reflect the desire to promote more sustainable forms of development. Airport operators are encouraged to increase accessibility by means of public transport (para 78).
26. The current PPG13 states that Airport development can bring economic benefits, but may give rise to environmental and other concerns (para 5.32). It also recognises that regional airports offer the opportunity to fly without the need for long surface journeys. Some regional airports are at a point where higher usage can result in economies of scale (para. 5.34).
27. Other relevant Government guidance is found in PPG21 (Tourism), which identifies the tourist industry as making a major contribution to the national and local economy. EMA has a significant impact on the tourism in the East Midlands Region and the nearest cities.

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28. PPG24 deals with Planning and Noise. It sets out advice on the determination of applications for both noise-sensitive developments and those activities that will generate noise. It introduced the concept of noise exposure categories for residential properties and recommends appropriate levels of exposure to different sources of noise. The Environmental Statement deals with the noise impact of the proposed development.

#### Regional Guidance

29. The Regional Planning Guidance for the East Midlands (RPG8) was issued in March 1994 and sets out the basic principles for development in the region. It identifies the Airport as an asset of national and regional importance, which is expected to grow in the period up to 2006. Planning authorities are called upon to make provision for operational development in the development plan, subject to safety and environmental considerations. (para 7.20).
30. Draft Regional Planning Guidance to replace RPG8 was the subject of an Examination in Public in Summer 2000. The panels reports is now out. *Policy AT1* states that further operational expansion of EMA within its boundaries will be supported, if it is consistent with national policy for the distribution of traffic to regional airports and subject to sustainability assessments. Improvements to the surface links to the Airport that reduce its dependency on private cars will be encouraged.

#### Strategic Policy Considerations

31. The approved Structure Plan for Leicestershire includes one policy relating to Airports, namely *Transport Policy 12*, which states that 'provision will be made for the operational needs of the EMIA provided that the environmental impact and other effects of the proposed development can be kept to an acceptable level'. Paras 4.39 - 4.40 of the Explanatory Memorandum recognise the vital contribution that EMIA makes to the economic prosperity of the northern part of the county and the surrounding part of the Region. It extols the need to ensure that land use restrictions are not unnecessarily placed in the way of future operational development of the Airport.
32. The Draft Replacement Structure Plan (1996-2016) was placed on deposit in May 2000 and the resulting representations are currently under consideration. *Accessibility and Transport Policy 13* of the Plan reinforces and expands on the objectives of the current Structure Plan. It provides for the operational needs of EMIA, subject to an evaluation of the potential economic benefits against any environmental disbenefits brought about by the expansion of air transport.

#### Local Plan considerations

33. The Northern Parishes Local Plan (adopted 1989 and altered in 1993) includes a chapter on East Midlands Airport. The whole current proposal is largely within the limits of the relevant policy area for airport related development, as incorporated in the policies and proposals of para. 11.10 of the Plan. This Plan was adopted in the context of earlier Structure Plans and is now out of date.

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34. The Draft Local Plan for North West Leicestershire was placed on deposit in February 1995 and was the subject of an extensive public inquiry (Autumn 1996 – Spring 1997). The County Planning Authority made no representations to the inquiry in regard to the policies for development and protection of the East Midlands Airport. The Inspector's report was published in November 1998 and the District Council has considered its responses to his findings. Only minor amendments are proposed to the relevant policies for the Airport.
35. *Policy T18* of the Plan relates to development of land within the limits of the Airport identified on the Proposals Map. It provides for 'operational development' to be permitted, so long as (inter alia) it fulfils the requirements for satisfactory access and traffic impact; and the environmental impact on nearby settlements and the surrounding countryside is kept to an acceptable minimum. For the purposes of this policy 'operational development' includes that which is required to support the provision of air traffic services.
36. *Policy T20* states that development will not be permitted in the Public Safety Zones (PSZs) that would result in a significant increase in the number of people living, working or congregating there. The current proposals move the threshold for runway 27 (east) some 150m further away from Kegworth and therefore reduce the impact of the PSZ on the settlement. The PSZ for runway 09 (west) remains unaltered by the proposals.
37. *Policy T21* of the Plan has been formulated in response to initiatives to provide a public transport link to the Airport. It states that 'development of a rail or other dedicated public transport links between East Midlands Airport and the national rail network will be permitted, provided (i) it is routed to minimise visual impact to the countryside and nearby settlements; and (ii) is not significantly detrimental to amenities of nearby residents.

### **Highway Considerations**

38. The application is not accompanied by a formal traffic impact assessment (TIA) as it is calculated that the minimal increase in levels of air traffic movements will have little impact on traffic generations. However, it is not apparent to the Highways Authority whether or not the development proposal would result directly in any additional vehicular traffic being generated onto the surrounding highway network. Therefore, it is considered the applicant should provide additional information in regard to the likely traffic generation associated in order for the Highway Authority to make recommendation on this proposal.

### **Assessment of the Proposals**

39. The proposal does not conflict with the fundamental objectives of existing and emerging policies for the Airport, as set out in regional guidance or the Structure Plan. These documents recognise the major contribution that the Airport makes to the economy of the region and surrounding Counties. They support the operational expansion of EMA within its boundaries, *subject to* any environmental impact being kept to an acceptable level. It is necessary to balance the potential economic benefits against any environmental impacts.

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40. This proposal does not involve a significant amount of physical works on the ground, especially in the context of the existing development at East Midlands Airport. The construction of the runway extension and associated works for operational purposes (including the relocation of the landing equipment) will have little impact on the visual amenities of the locality.
41. However, there are more significant implications arising from the potential use of the longer runway, leading to additional air traffic movements and different types of aircraft. The principal concerns relate to noise and air pollution, both of which have been addressed in the applicant's Environmental Statement. It does not appear that there are any other significant environmental impacts arising from the development.
42. The air traffic forecasts for passenger and commercial flights, as set out in the Statement, are based on assumptions about the ability to attract additional services in the future. In turn, these forecasts, when taken with the assumptions about the types of aircraft that might use the airport, lead to the calculations of noise and pollutant levels.
43. If these assumptions are reasonable, then it appears that the proposed runway extension will result in only a marginal increase (about 2%) in the number of daytime and night-time flights in the future, as compared with the situation that would arise without the extension. This results in no significant increase in noise levels or pollution arising from the proposed development. The District Council will need to be satisfied that the calculations of future noise levels (and other environmental impacts) are reasonable.
44. The relocation of the runway 'threshold' by 150m to the west will result in a consequential increased height for airborne traffic to the east of the Airport, over Kegworth and other settlements on the Leicestershire–Nottinghamshire border. This will have benefits for noise and air pollution in the locality.

### **Recommendations**

North West Leicestershire District Council be advised that the County Planning Authority has no strategic objection to the proposed development, in the context of approved and emerging policies for East Midlands Airport, as set out in Regional Planning guidance and the Structure Plan.

The District Council should be satisfied that the applicant's calculations of the likely environmental impacts of the proposed runway extension, particularly future noise levels, are reasonable.

### **Circulation Under Sensitive Issues Procedures**

Mrs. , CC,

### **Officers to Contact**

Mr. C.J. Noakes (Tel: 305 7053)  
E-Mail: [planningcontrol@leics.gov.uk](mailto:planningcontrol@leics.gov.uk)

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## **DEVELOPMENT CONTROL AND REGULATORY BOARD**

The considerations set out below apply to all preceding applications.

### **EQUAL OPPORTUNITIES IMPLICATIONS**

Unless otherwise stated in the report there are no discernible equal opportunities implications.

### **IMPLICATIONS FOR DISABLED PERSONS**

On all educational proposals the Director of Education and the Director of Resources will be informed as follows:

#### **Note to Applicant Department**

Your attention is drawn to the provisions of the Chronically Sick and Disabled Person's Act 1970 and the Design Note 18 "Access for the Disabled People to Educational Buildings" 1984.

You are advised to contact the County Council's Assistant Personnel Officer (Disabled People) if you require further advice on this aspect of the proposal.

### **BACKGROUND PAPERS**

Unless otherwise stated in the report the background papers used in the preparation of this report are available on the relevant planning application files.

### **SECTION 54A OF TOWN AND COUNTRY PLANNING ACT 1990**

Members are reminded that Section 54A of the 1990 Act requires that:

"Where, in making any determination under the Planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise."

Any relevant provisions of the development plan (i.e. the Structure Plan or any approved Local Plans) are identified in the individual reports.

The circumstances in which the Board is required to "have regard" to the development plan are:

Section 70(2)	:	determination of applications;
Section 77(4)	:	called-in applications (applying s. 70);
Section 79(4)	:	planning appeals (applying s. 70);
Section 81(3)	:	provisions relating to compensation directions by Secretary of State (this section is repealed by the Planning and Compensation Act 1991);
Section 91(2)	:	power to vary period in statutory condition requiring development to be begun;
Section 92(6)	:	power to vary applicable period for outline planning permission;
Section 97(2)	:	revocation or modification of planning permission;
Section 102(1)	:	discontinuance orders;
Section 172(1)	:	enforcement notices (the phrase occurs also in the new s. 172 which is substituted by the Planning and Compensation Act 1991, but not in the new provisions relating to planning contravention notices (new s. 171C) and breach of condition notices (new s. 187A);
Section 177(2)	:	Secretary of State's power to grant planning permission on enforcement appeal;
Section 226(2)	:	compulsory acquisition of land for planning purposes;
Section 294(3)	:	special enforcement notices in relation to Crown land;
Sched. 9 para (1)	:	minerals discontinuance orders.