

Crawley Local Plan

Crawley Borough Submission Local Plan 2024 Topic Paper 2:

Gatwick Airport



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1. Introduction

1.1 This Topic Paper is part of the evidence base for the Crawley Borough Local Plan 2024 – 2040¹. It clarifies the position of the Local Plan in relation to potential future growth and expansion at Gatwick Airport over the Plan period and provides a summary of the technical information supporting the council’s approach to Gatwick Airport which is detailed in the submission Local Plan policies:

- GAT1: Development of the Airport with a Single Runway
- GAT2: Safeguarded Land
- GAT3: Gatwick Airport Related Parking
- GAT4: Employment Uses at Gatwick
- EC7: Hotel and Visitor Accommodation
- DD5: Aerodrome Safeguarding

1.2 Other policies relevant to the safeguarding section of this Topic Paper, but also covered in more detail in Topic Paper 2: Employment Needs and Land Supply are:

- Policy EC1: Sustainable Economic Growth and
- Policy EC4: Strategic Employment Location.

Policy ST4: Safeguarding of a Search Corridor for a Crawley Western Link Road is also addressed in the section on safeguarded land.

1.3 Aircraft noise is a key issue related to Gatwick Airport but it is not covered in this Topic Paper, (except in relation to safeguarding), as the Development and Noise Policy EP4 is explained in more detail in the Local Plan Annex and Topic Paper 7: Development and Noise which address this key issue for the borough.

1.4 This Topic Paper and the Local Plan policies are supported by the Sustainability Appraisal².

2. Background

2.1 Crawley Borough Local Plan 2015

2.1.1 The Crawley Borough Local Plan was adopted in December 2015. It includes the same suite of four policies related to Gatwick Airport as listed in paragraph 1.1 above, albeit that the wording of the policies has now been amended in some cases.

2.1.2 The Local Plan Inspector considered the extent of safeguarding required by Policy GAT2, particularly in the light of representations regarding employment sites across the safeguarded area. Information available at that time on the southern runway scheme, as submitted by GAL to the Airports Commission³ showed no detail for the area to the east of the airport,

¹ Submission Draft Crawley Borough Local Plan (May 2023) CBC

² Crawley Sustainability Appraisal/Strategic Environmental Assessment (2023) CBC

³ Gatwick Airport: A Second Runway for Gatwick Our April 2014 Runway Options https://www.gatwickairport.com/globalassets/publicationfiles/business_and_community/all_public_publications/second_runway/consultation_full.pdf and Gatwick Airport Consultation document: Plan 0A-3C (Layout, Boundary, noise contour plans) https://www.gatwickairport.com/globalassets/publicationfiles/business_and_community/all_public_publications/second_runway/pull_out_maps.pdf

referencing it as “Ancillary and Surface Transport facilities including parking”. The Local Plan Inspector considered (para 80⁴) that *‘the large area of surface parking for which most of this land is provisionally identified in the Gatwick Master Plan represents a sub-optimal use of land, given its scarcity, and that decked parking could free up land for employment uses. However, the safeguarded area has been identified for many years, it is endorsed by the Civil Aviation Authority, and there is no compelling evidence to suggest it would not all be required should a second runway be built’*. On this basis, echoing the approach for the Core Strategy (2008) Inspector, he concluded that *“it is difficult to identify on a contingent basis the precise area of land required for such a complex major project and it is not unreasonable to include some flexibility even if not all the land is ultimately used”*.

- 2.1.3 The Inspector also considered in para. 81 whether a strategic employment allocation should be made east of the airport at Gatwick Green, but did not accept the promoter’s proposal, in anticipation that a national decision would be forthcoming on the location for additional runway capacity and on lifting safeguarding and that this would pre-empt a decision about the location of a strategic employment site. Gatwick Airport safeguarding was therefore retained through the 2015 Local Plan.
- 2.1.4 Policy GAT3, Gatwick Airport Related Parking, which restricts additional or replacement parking, where there is demonstrable evidence of need, to within the airport boundary, received particular scrutiny at the Examination into the 2015 Local Plan. In his report, concluding that Policy GAT3 is sound, the Local Plan Inspector endorsed the policy approach, observing in para. 88 that *“there is obvious logic to the argument that car parks close to the terminals will minimise the length of car journeys for most people, and that on-airport provision is therefore a more sustainable option..... Furthermore, given the scarcity of land in Crawley and the available capacity at the airport, there is a strong argument that the priority for land which becomes available outside the airport should be a more productive use such as housing or employment”*.
- 2.1.5 The Local Plan approach in Policy GAT3 was subsequently challenged at the High Court. The Challenge had centred on the 2015 SA/SEA assessment regarding the sustainability of airport-related parking being permitted in on-airport or off-airport locations. The claimant had contended that airport-related parking on and off airport operates in various different ways, including Meet and Greet, and Park and Ride, but only two fundamental options had been assessed in the SA/SEA which did not consider the possible alternatives of imposing limitations on off-airport parking. However, Mr Justice Collins⁵ ruled against the quashing of Policy GAT3, concluding that the approach taken in the SEA was compliant with regulation 12(2) of the 2004 Regulations, as the Inspector had found when reviewing the soundness of the

⁴Report on the Examination into Crawley Borough Local Plan 2015-2030 (2 November 2015) Inspector Martin Pike BA MA MRTPI. <https://crawley.gov.uk/sites/default/files/documents/PUB270981.pdf>

⁵ Holiday Extras Ltd v Crawley Borough Council [2016] EWHC 3247 (Admin) <https://www.bailii.org/ew/cases/EWHC/Admin/2016/3247.html>

Local Plan. The judgement confirmed that the alternative put forward by the council was lawful, and it was not considered necessary for the council to specify particular ways in which off-airport parking could be approached as an alternative to purely on-airport parking in the Plan in order to comply with the Regulations.

- 2.1.6 **Section 106 Agreement:** The latest version of the S106 Agreement was signed between Gatwick Airport Limited (GAL), West Sussex County Council (WSCC) and Crawley Borough Council (CBC) in May 2022. This supports the growth of the airport by making best use of its existing one runway, two terminal configuration, whilst ensuring that measures are in place to minimise its short and longer-term environmental impacts. It also considers how the councils around the airport work together to bring benefits to the Airport and the communities it serves and affects.
- 2.1.7 **Gatwick Airport Supplementary Planning Document (SPD):** An SPD for the Airport was adopted in 2008 but, as the January 2023 Local Development Scheme⁶ sets out, this document will be updated in light of the Local Plan Review, the Gatwick Airport Masterplan⁷ 2019, updates to the S106 Agreement between CBC, WSCC and GAL, the application for a Development Consent Order (DCO) and national aviation policy.

2.2 National Policy

- 2.2.1 **The National Planning Policy Framework⁸ (NPPF)** 2021 sets out the purpose of the planning system to contribute to the achievement of sustainable development, linking the three overarching economic, social and environmental objectives. In relation to the economic objective, para 8a outlines the need *‘to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure’*. Para. 8b outlines the social objective to support strong, vibrant and healthy communities, and para. 8c outlines the environmental objective to protect and enhance our natural, built and historic environment, including through making effective use of land, minimising waste and pollution and mitigating and adapting to climate change.
- 2.2.2 Chapter 15 of the NPPF provides more guidance on planning in relation to conserving and enhancing the natural environment. Para 174 states *Planning policies and decisions should contribute to and enhance the natural and local environment by:...*
- d) minimising impacts on and providing net gains for biodiversity;*
 - e) prevent new development from contributing to..... unacceptable levels of soil, air, water, noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality....”*

⁶ Crawley Borough Council Local Development Scheme 2023-2025 <https://crawley.gov.uk/sites/default/files/2023-01/Local%20Development%20Scheme.pdf>

⁷ [gatwick-master-plan-2019.pdf \(gatwickairport.com\)](#)

⁸ National Planning Policy Framework (2019) MHCLG

With specific reference to biodiversity, para 180 a) of the NPPF states *“if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused...”*

- 2.2.3 In relation to Pollution, the NPPF in para 185 states *“Planning policies and decision should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:*
- a) *mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development- and avoid noise giving rise to significant adverse impacts on health and quality of life”...*
 - c) *limit the impact of light pollution from artificial light on local amenity...”*
Para 186 requires compliance with relevant limit values for pollutants, and also states that opportunities to improve air quality or mitigate impacts should be identified.
- 2.2.4 In relation specifically to Promoting Sustainable Transport para 106 states that: *“Planning policies should...*
- c) *identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development; ...*
 - e) *provide for any large scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy. In doing so they should take into account whether such development is likely to be a nationally significant infrastructure project and any relevant national policy statements;”*
- 2.2.5 The **National Aviation Policy Framework, 2013**⁹, para. 5.8 also references the same wording in the NPPF, and confirms it *“could apply to airport infrastructure”*. In para. 5.9 it states: *“Land outside existing airports that may be required for airport development in the future needs to be protected against incompatible development until the Government has established any relevant policies and proposals in response to the findings of the Airports Commission, which is due to report in summer 2015.”*
- 2.2.6 The independent Airports Commission examined the scale and timing of any requirement for additional runway capacity in the south east and published its final report in July 2015¹⁰. This unanimously concluded that the proposal for a new Northwest runway at Heathrow presented the strongest case to

⁹ National Aviation Policy Framework, 2013

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/153776/aviation-policy-framework.pdf

¹⁰ Airports Commission Final Report July 2015

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/440316/airports-commission-final-report.pdf

meet the need it had confirmed for additional capacity in the south east. It also highlighted the need for shorter term increases in capacity at other airports. Following the conclusions of the Airports Commission, and upon further work and consultation, the government adopted the “**Airports National Policy Statement, (ANPS): new runway capacity and infrastructure at airports in the South East of England**”¹¹, in June 2018. This confirmed the government’s position that (para. 2.32) “*there is clear and strong evidence that there is a need to increase capacity in the South East of England by 2030 by constructing one new runway*” and identifies that the Northwest Runway at Heathrow is the government’s preferred scheme. The ANPS, para 1.38 states that the “*Airports NPS does not affect Government policy on wider aviation issues for which the 2013 Aviation Policy Framework still apply*”.

- 2.2.7 In February 2020, the Court of Appeal ruled that the government had failed to take the 2015 Paris climate agreement into account in its support for a third runway at Heathrow, ruling that the ANPS was unlawful. With the ANPS held to be of no effect by the Court of Appeal, national policy at that time reverted back to the 2013 Aviation Policy Framework. The government accepted the Court of Appeal decision, but Heathrow challenged it through the Supreme Court and a judgement was made on 16 December 2020. Giving a summary of the Supreme Court's ruling, Lord Sales found that the Secretary of State’s decision to support Heathrow’s third runway was lawful and that he was under 'no obligation' to discuss the Paris Agreement separately in the ANPS. The Supreme Court unanimously concluded the appeal should be allowed and that the decision of the Court of Appeal is 'set aside'. The ANPS is not affected by any unlawfulness and is valid.
- 2.2.8 Also published in June 2018, in the document “**Beyond the Horizon: The Future of UK Aviation: Making best use of existing runways**”¹², the government recognises that the Department for Transport (DfT)’s more recent aviation forecasts (2017) were predicting higher levels of growth than those taken account of in the Airports Commission’s work, reflecting accelerated growth at London’s main airports. This was found to be putting pressure on existing infrastructure, despite significant financial investments by airports over the past decade.
- 2.2.9 “Beyond the Horizon”, para 1.29, therefore states clearly that “*the Government is supportive of airports beyond Heathrow making best use of their existing runways*”. However, it recognises that “*the development of airports can have negative as well as positive local impacts, including on noise levels*”... and therefore “*consider that any proposals should be judged by the relevant planning authority taking careful account of all relevant considerations, particularly economic and environmental impacts and*

¹¹ “Airports National Policy Statement, (ANPS): new runway capacity and infrastructure at airports in the South East of England”¹¹, DfT June 2018

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/858533/airports-nps-new-runway-capacity-and-infrastructure-at-airports-in-the-south-east-of-england-web-version.pdf

¹² Beyond the Horizon: The Future of UK Aviation: Making best use of existing runways

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/714069/making-best-use-of-existing-runways.pdf

proposed mitigations.” In para 1.22, the document makes it clear that “The government recognises the impact on communities living near airports and understands their concerns over local environmental issues, particularly noise, air quality and surface access. As airports look to make the best use of their existing runways, it is important that communities surrounding those airports share in the economic benefits of this, and that adverse impacts such as noise are mitigated where possible”. It expects the majority of local environmental concerns to be taken into account as part of the consideration of planning applications. “Beyond the Horizon” does flag the main issues raised in response to the Aviation Strategy Call for Evidence, and in para 1.9 states that “most of the concerns raised can be addressed through our existing policies as set out in the Aviation Policy Framework 2013”.

- 2.2.10 The government’s draft Aviation Strategy, “**Aviation 2050; The Future of UK Aviation**”¹³ was published in December 2018, covering all aspects of aviation including planning for airport growth. The draft document aimed to achieve a safe, secure and sustainable aviation sector that meets the needs of consumers and a global, outward-looking Britain. It supported the growth of aviation and the benefits this would deliver, but recognised that “*its growth must be sustainable – with affected communities supported and the environment protected*” (Section 3). Para 3.3 recognised that “*Growth can have significant environmental impacts which affect local communities and increase emissions. There are also significant infrastructure constraints which require urgent attention, such as the need to modernise our airspace, improve transport links to airports and consider whether new runways are required. Therefore, while the government supports continued growth in aviation over the next 30 years, it also believes that the UK must be more ambitious on environmental protection to ensure that growth is sustainable*”. The document sought to clarify the overarching policy, originally set out in para 17 of the 2013 Aviation Policy Framework, “*to limit and, where possible, reduce the number of people in the UK significantly affected by aircraft noise as part of a policy of sharing benefits of noise reduction with industry in support of sustainable development.*” It also introduced a new objective to “*limit, and where possible, reduce total adverse effects on health and quality of life from aviation noise*”.
- 2.2.11 The draft document (para 3.11, 3.12) stated that the government believed forecasted aviation demand up to 2030 could be met through expansion at Heathrow and by other airports making best use of their existing runways subject to environmental issues being addressed. It noted that the Airports Commission recognised that whilst there may be a demand case beyond 2030, there is not necessarily a corresponding environmental or commercial case and that the government is not at the point of making a decision on long term need. The document stated that the government proposes to ask the National Infrastructure Commission (NIC) to include airport capacity in future

¹³ “Aviation 2050; The Future of UK Aviation”¹³
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/769695/aviation-2050-web.pdf

national infrastructure assessments to determine whether there is a needs case for further runways beyond 2030. If a need is identified, the draft document outlined ways in which it could be addressed including through a National Infrastructure Commission sector study; an independent commission (like the Airports Commission); or an aviation NPS to either set out the criteria any development consent application would need to meet, or by naming airport(s). It suggested the government's preferred approach was to set criteria but not name specific airports, and to let the industry decide whether and when to bring forward applications.

- 2.2.12 With regard to the safeguarding of land for airport growth, the draft Aviation Strategy stated in para 3.66, *“Several airports safeguard land for future developments. The safeguarded land can be a mix of airport, council and private ownership, depending on the individual airport’s circumstances. It is prudent to continue with a safeguarding policy to maintain a supply of land for future national requirements and to ensure that inappropriate developments do not hinder sustainable aviation growth. The National Planning Policy Framework (NPPF) has restated the government’s commitment to “identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice”. The government believes that this provides sufficient guidance for local authorities to consider the future needs of airports and their associated surface access requirements, when developing local plans”*. The Aviation 2050 document was published after the ANPS supporting expansion at Heathrow was in place.
- 2.2.13 The **Second National Infrastructure Commission Baseline Report, November 2021**¹⁴, identifying the key challenges for the coming decades and making recommendations for the second National Infrastructure Assessment, anticipated to be published in the second half of 2023 states *“Although airports can have an impact on economic outcomes – they facilitate global trade, provide jobs, and can be globally significant assets – any consideration of aviation and levelling up is dependent on future demand for air travel following the Covid-19 pandemic, and the approach to expanding runway capacity in the South East, which is currently unclear. The second Assessment will therefore not further consider airport capacity, although interurban connectivity to international gateways will be included.”* p63.
- 2.2.14 In May 2022 the government produced “Flightpath to the Future”¹⁵, recognising that whilst much remained the same as in the Aviation 2050 consultation, wider changes had arisen as a result of the Covid-19 pandemic and the opportunities arising from Brexit. The new document therefore sets out the government’s strategic framework for aviation over the next ten years. It recognises the value of the aviation industry to the UK economy, and focuses on four key themes:

¹⁴ [Revised-Second-National-Infrastructure-Assessment-Baseline-Report.pdf \(nic.org.uk\)](#)

¹⁵ [Flightpath to the Future DfT May 2022](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1079042/flightpath-to-the-future.pdf)
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1079042/flightpath-to-the-future.pdf

- Enhancing global impact for a sustainable recovery
- Embracing innovation for a sustainable future (Jet Zero)
- Realising benefits for the UK (recognising the key role airport expansion has in realising benefits for the UK through boosting global connectivity and levelling up)
- Delivery for users

In setting out its support of airport growth where it is justified, the document refers to the existing policy frameworks (*Beyond the Horizon*, and the *Airports National Policy Statement*), clarifying that these statements are the most up to date policy on planning for airport development. It states they continue to provide a robust framework for airports to grow within strict environmental criteria, and that the expansion of any airport must meet its climate change obligations to be able to proceed.

2.2.15 The government published its Jet Zero Strategy in July 2022¹⁶. This again emphasises the key role the aviation sector has for the national economy, though recognises the impact aviation has on global warming and the essential need for it to decarbonise. Its aim is to bring together government, industry and academia to accelerate change and innovation in new carbon reduction technologies and sustainable aviation fuels, whilst allowing sustainable airport growth. The Strategy sets the overall goal for net zero UK aviation emissions by 2050, as well as a goal for all domestic flights to achieve net zero by 2040, and for all airport operations in England to be zero emission in the same year. It sets an emission reduction strategy for the whole sector, suggesting progress will be monitored through five-year reviews. The document recognises the need for international action and commits to continuing to take part in this, including negotiating for agreement on a long-term goal for international aviation CO₂ emissions, and strengthening the Carbon Offsetting and Reduction Scheme for International Aviation.

2.2.16 Jet Zero clarifies, in para 3.57, that “*we can achieve Jet Zero without the Government needing to intervene directly to limit aviation growth.*” In para 3.61 the document states “*The Government’s existing planning policy frameworks, along with the Jet Zero Strategy and the Flightpath to the Future strategic framework for aviation, have full effect and are material considerations in the statutory planning process for proposed airport development.*” The associated footnote clarifies that these policy frameworks are *Beyond the Horizon* and the *Airports National Policy Statement*.

¹⁶ [Jet Zero Strategy Delivering net zero aviation by 2050. DfT July 2022](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1095952/jet-zero-strategy.pdf)
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1095952/jet-zero-strategy.pdf

2.3 Evidence

Gatwick Master Plan

- 2.3.1 The Gatwick Airport Master Plan¹⁷ (July 2019), through its Scenario 1, anticipates capacity on its single runway could increase to between 58 and 61 million passengers per annum (mppa) by 2032/33. The Master Plan sets out two further scenarios for growth of the airport; through bringing into operational use the existing standby runway (Scenario 2), and through continuing to safeguard land for an additional wide-spaced runway to the south of the airport (Scenario 3).
- 2.3.2 The Gatwick Airport Master Plan Scenario 2 sets out proposals to bring its Northern Runway into regular operational use, it currently being restricted by planning condition to use only in emergency situations or when the main runway is undergoing planned maintenance. Referred to as the Northern Runway Project (NRP), this would increase capacity of the airport to 70mppa in 2032. Growth as per Scenario 2 will require new development at the Airport and is the subject of an ongoing Development Consent Order application which now assumes the capacity of the airport with the Northern Runway Project to be over 75mppa in 2038 and around 80.3mppa in 2047, an increase of approximately 13 mppa compared to the 2038 and 2047 future baseline.
- 2.3.3 Gatwick Airport Master Plan, para 5.4.1, states that Gatwick is no longer actively pursuing Scenario 3 plans for an additional southern runway, but outlines that there nevertheless remains the possibility that the airport may wish to build and operate one in the future. The document states that it is in the national interest to continue with the strategy of land safeguarding and recommends (para 5.4.12) that the Local Planning Authorities continue to safeguard land for a southern runway, conforming to the safeguarding boundary identified in Plan 21 of its Master Plan. The Gatwick Airport Master Plan also makes specific reference to an amended airport boundary, based on GAL's land ownership, and recommends (para 2.3.6) that their "*boundary represented in Plan 4 is adopted by other organisations wanting to illustrate the perimeter of the airport*". Through representations submitted during the Local Plan review process, GAL has reiterated its position that land should continue to be safeguarded.

Economic Growth Assessment

- 2.3.4 The Northern West Sussex Economic Growth Assessment (January 2020) its Crawley focused update (September 2020) and further update in January 2023 undertake robust economic analysis to forecast future employment land and floorspace needs. Based on Experian Baseline Job Growth projections, there is need for 26.2 hectares new business land in Crawley to 2040, significantly within the industrial¹⁸ sector. Taking account of Crawley's employment land supply pipeline, there remains outstanding need for a

¹⁷ Gatwick Airport Master Plan July 2019 <https://www.gatwickairport.com/globalassets/business--community/growing-gatwick/master-plan-2019/gatwick-master-plan-2019.pdf>

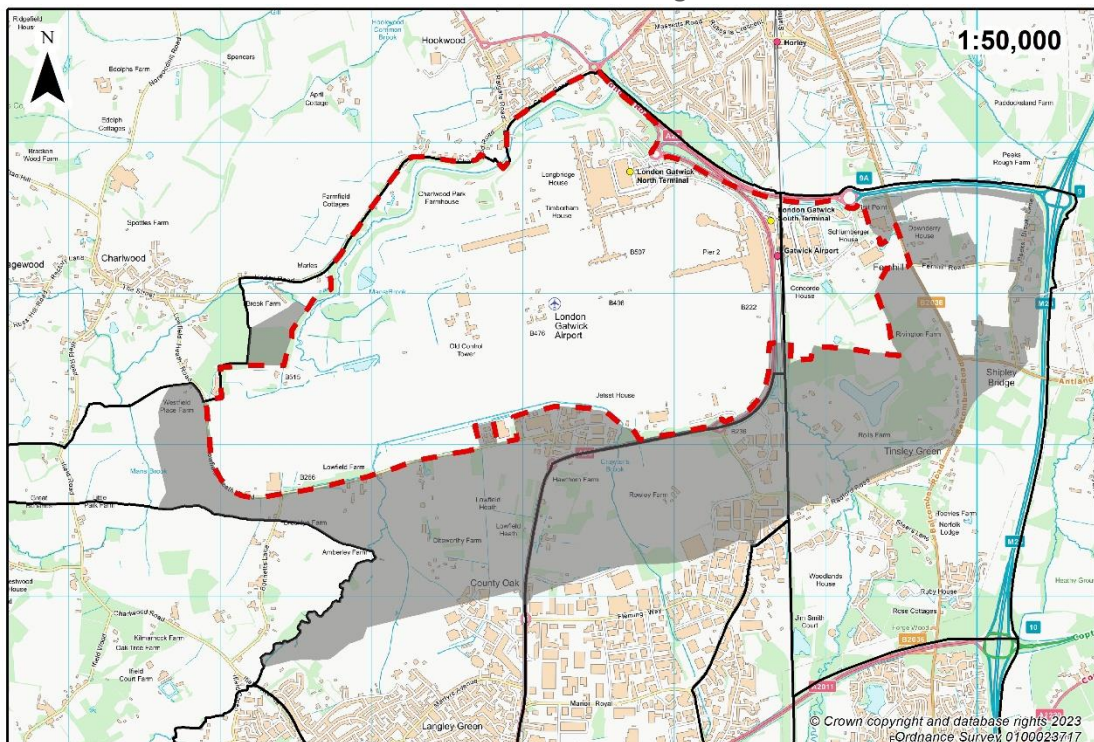
¹⁸ Industrial is specifically defined as uses falling within Class B2 (general industrial) and Class B8 (storage & distribution).



minimum 13.73ha new industrial land that needs to be planned for through the Local Plan. The requirement to safeguard land for a possible southern runway has historically impacted on Crawley’s ability to accommodate its employment needs within the borough, constraining economic growth. Given the outstanding need for industrial land, the Local Plan process has needed to consider carefully the justification and extent of safeguarding. Further detail on meeting Crawley’s employment land need is set out in *Topic Paper 5: Employment Needs and Land Supply*.

3. STRATEGIC ISSUES

3.1 Gatwick Airport Boundary

Figure 1: Extract from Local Plan



-  Gatwick Airport Boundary (Policy EC1, EC2, GAT1 - GAT4)
-  Safeguarded Land (Policy GAT2)

3.1.1 The Local Plan Airport Boundary, shown in Figure 1 above, is a planning policy boundary, not intended to define operational land nor land ownership. It defines where the council considers airport related uses should be located, and where the relevant Gatwick Airport policies apply. A location inside or outside the Local Plan Airport Boundary has significant implications for land use, in relation to Policies GAT1 and GAT3 in particular, and the Local Plan Airport Boundary is drawn tightly around land the council considers necessary to be included on-airport. It does not, therefore, correspond in all areas with the airport boundary shown by Gatwick in its Master Plan, which is based on land that is within the ownership of GAL.

3.1.2 The Local Plan Airport Boundary does not include countryside in the ownership of GAL that is situated to the south east of the airport. This area is

subject to environmental designations, including an area of Ancient Woodland, and Local Plan designations including a Biodiversity Opportunity Area and Local Wildlife Site. Incorporating this area within the Airport Boundary would mean it would become an on-airport location, particularly relevant given the significant new area of surface parking the Master Plan 2019 identifies in this location, as well as the decking of existing parking proposed adjacent to the Ancient Woodland. The council considers that GAL's growth aspirations should be sustainable, prioritising the efficient use of land within the airport boundary as defined in the Local Plan. Where new on-airport parking is proposed, and is justified by a demonstrable need, this should be achieved through intensifying the use of existing surface parking, for example through decking, block parking and/or robotics, all of which the Master Plan promotes for its Northern Runway proposals, rather than seeking to expand the boundary outwards in order to develop further surface car parking on land of biodiversity value that is currently identified as countryside.

- 3.1.3 An area to the north west of the airport is also excluded from the Local Plan Airport Boundary, whereas it is incorporated in the Master Plan airport boundary following GAL's purchase of this land. This land is currently in agricultural use and given the proximity to Charlwood and the on-airport ecological assets in the North West Zone of the airport, it is anticipated that it could have an important role in the future strategy for biodiversity associated with the airport. Like the land to the SE, it is not considered necessary, however, for it to be included in a Local Plan policy boundary which could leave it vulnerable to development as the airport grows.
- 3.1.4 The Local Plan Airport Boundary also includes land in the north east corner of the airport, where two hotels, on-airport car parking, Horley Fire Station, and a petrol station are located. These are considered to be appropriate supportive uses within the airport boundary, as identified in para. 10.15 of the Local Plan, although this area is not included within the Master Plan airport boundary.
- 3.1.5 As discussed, the airport boundary shown by the Local Plan is only intended for use in the application of Local Plan policies. There is a marked difference between the airport boundary where airport related development may be acceptable in policy terms and the delineation of operational land where permitted development rights for operational development apply. It is not correct to assume that all land within the airport boundary is operational land, with S.263 and S.264 of the Town and County Planning Act 1990 providing what operational land means in relation to statutory undertakers. As outlined by the Inspector considering the Holiday Extras off-airport parking appeal¹⁹, it is important to note that the GDPO rights "*only attach to the 'airport operator' (in this instance GAL) and not to third parties (such as*

¹⁹ Appeal by Holiday Extras Limited against the refusal by CBC of planning permission in respect of land adjacent to the Lowfield Heath Service Station. PINS: App/ Q3820/W/17/3173443. MCJ Nunn BA, BPL LLB LLM BCL MRTPI. Decision date 31 January 2019

hotel operators). Furthermore, GPDO rights only apply on 'operational land', and not all the land within the airport boundary falls within that category."

3.2 Growth of the Airport with a Single Runway

- 3.2.1 The council recognises the principle of aviation growth on existing runways is in line with national policy, including the ANPS and Making Best Use of Existing Runways, 2018, and Jet Zero and Flightpath to the Future, 2022. However, as outlined in Section 2.2 above, the NPPF emphasises the need to ensure development minimises impacts on the environment, prevents unacceptable levels of air and noise pollution, and avoids significant harm to biodiversity. National aviation policy, whilst supportive of the sustainable growth of aviation and highlighting its importance to the national and local economies, is increasingly recognising the environmental and community impacts of airports. It highlights the need for adverse impacts to be limited and mitigated, and for communities around airports to share in the economic benefits of aviation growth. With this greater emphasis in national policy regarding the need to minimise and mitigate the impacts of aviation on the natural environment as well as on health and living conditions, and to avoid adverse impacts on biodiversity, Local Plan Policy GAT1 has been strengthened and made more specific. It seeks to ensure that growth at Gatwick is fully scrutinised and occurs in a way which minimises so far as possible adverse impacts on the environment and local communities.
- 3.2.2 The number of flights and passengers at Gatwick is not restricted by any extant planning permission. The S106 Agreement is, unusually, not linked to any previous planning permission for a specific development, rather it is and has always been a voluntary agreement on the part of the Airport making commitments to a range of environmental and other measures. Gatwick Airport's Master Plan 2019 Scenario 1 predicts growth from the 2019 level of 46 million passengers per annum (mppa), increasing to 61 mppa on its existing main runway by 2032. The current work on the Gatwick DCO suggests the future baseline growth on the main runway would be 62mppa by 2038, and 67.3mppa by 2047. The council is concerned about the impacts on the local environment and community from this increase in growth, as outlined in its response to the Master Plan²⁰. This particularly flagged concerns about noise, air quality, carbon emissions, surface access, including airport parking, housing and infrastructure needs, as well the need to maximise the economic benefits arising from airport growth, including proactive support in improving local employment opportunities and skills for local residents. It should be noted that GAL did not include a question as to whether respondents supported growth on its main runway, and therefore CBC's Full Council decision in December 2021 objecting to growth was by necessity in relation to growth on both its existing main runway and the northern standby runway – Qu 1 of the consultation: *Given the contents of*

²⁰ CBC Response to Gatwick Airport Master Plan: Item 6, and Minutes
<https://democracy.crawley.gov.uk/documents/g1888/Public%20reports%20pack%2012th-Dec-2018%2019.30%20Full%20Council.pdf?T=10>
<https://crawleyintranet.moderngov.co.uk/documents/g1888/Printed%20minutes%2012th-Dec-2018%2019.30%20Full%20Council.pdf?T=1>

the master plan, to what extent, if at all, do you support or oppose the principle of growing Gatwick by making best use of the existing runways in line with Government policy. The majority vote to oppose this growth was therefore related to expansion using both the existing main runway and the standby northern runway, GAL did not ask a separate question about growth on the main runway.

3.2.3 It is recognised that the increase in passengers through maximising the use of the existing main runway is primarily to be achieved by:

- increasing the number of daily aircraft movements during off-peak periods, particularly through seasonal peak spreading but also different times of the day;
- increasing peak hourly movements through investment in improved air traffic technology;
- a shift towards larger aircraft with greater passenger loadings and increasing the average occupancy levels of flights.

The anticipated increase in capability is primarily brought about by these operational changes, rather than requiring physical development that would require planning consent. Much of the work that does constitute development falls within the scope of permitted development rights for aviation²¹, and therefore it is considered that a Local Plan policy which sought to limit passenger numbers or Air Traffic Movements would not be effective, because it could only be taken into account where development is taking place. These operational changes are themselves subject to scrutiny and regulation by other regimes, for example, noise, aerodrome safeguarding and air quality regulation controls which are separate and not regulated under planning legislation.

3.2.4 It is considered that a robust GAT1 policy is required to ensure that, when consulted on proposed permitted development at the airport, the council can carefully assess the cumulative impact of the proposals, seeking to ensure that adverse impacts on the environment and local community are minimised and where necessary mitigated, and any potential benefits are maximised. It is also important in the consideration of applications for development on the airport which does need planning permission, such as additional hotels and airline offices. These developments are responding to the operational changes which enable passenger growth, rather than creating the additional capability themselves. Such applications would also be considered against all the relevant Local Plan policies particularly, for example, Policies GAT3, EC4 and EC7.

3.2.5 The council has recently worked with GAL and WSCC to update the existing S106, signing an updated version in May 2022. However, it will be through the Development Consent Order process for the Northern Runway that the council can fully assess impacts arising from growth on Gatwick's main runway together with those arising from operational use of the Northern

²¹ Class F of Part 8 of Schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015 (the GPDO).

Runway. It has been agreed with GAL that a new airport-wide S106 Agreement will be prepared through the DCO process.

3.3 The Northern Runway Project

- 3.3.1 The council is working closely with the airport and the other nine Gatwick authorities, (West Sussex, Surrey, East Sussex and Kent county councils, Horsham, Mid Sussex, Mole Valley and Tandridge district councils and Reigate and Banstead Borough Council), to fully understand the impacts of the proposed Northern Runway project on the local environment, community and economy. The councils are collaborating to ensure the local impacts will be fully understood by the Examining Authority, and are fully mitigated, with economic benefits being maximised in the local area. Collaboration has meant that councils' responses to GAL's various consultation documents to date have been aligned in most key areas, and the councils are working together to identify the mitigations which need to be addressed through the emerging s106 and Requirements.
- 3.3.2 The council has liaised with GAL to ensure that the strategic Gatwick Green employment allocation in Crawley and the Homes England proposals to the west of Crawley in Horsham are being assessed as part of the cumulative developments for the DCO, given their significance and proximity to the airport.
- 3.3.3 As the anticipated programmes for the DCO and the Local Plan are now closer together, due to the additional work required for the Local Plan to address the water neutrality requirements, the council has also commissioned additional sensitivity testing to consider the Gatwick DCO in its Local Plan transport modelling.
- 3.3.4 Should the DCO be granted consent, it is anticipated the northern runway would be operational in 2029, with a gradual build-up of flights and passenger numbers to 2047.

3.4 Gatwick Airport and Safeguarded Land

- 3.4.1 In line with government aviation policy, outlined above, the Crawley Borough Local Plan has safeguarded land for a potential future southern runway since the 2007 Core Strategy, after it was required in the 2003 Aviation White Paper²². This has had a major impact on borough's land supply – both physically in terms of the availability of land for development, and also because of the need to have regard to future noise contours associated with a southern runway, which reduces land availability even further for noise sensitive uses such as housing and schools. However, given the national policy position in January 2020 with the ANPS 2018 supporting Heathrow, the council's previous Regulation 19 Consultation (January to March 2020) had suggested a different approach, removing safeguarding across the whole area and allowing for consideration of the future needs of the airport alongside employment land needs as part of a future Area Action Plan (AAP). This was

²² The Future of Air Transport December 2003 DfT para.11.11
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/685595/6046.pdf

intended to allow the principle of lifting safeguarding to be considered first, through the Local Plan Examination, with the subsequent AAP process enabling consideration of all issues, allowing for the growth needs of the airport to be demonstrated by the airport operator and/or any future protection for some or all of the area for airport purposes to be justified alongside consideration of other development needs including employment, housing and infrastructure.

- 3.4.2 However, this approach was robustly objected to by GAL and, critically, the Inspector at the council's Advisory Visit from the Planning Inspectorate in April 2020 did not support the AAP approach. He advised that the Local Plan had to include a strategy to address Crawley's employment needs, and stated that the removal of safeguarding cannot be regarded as certain. He said this was partly owing to the position regarding the Airports National Policy Statement which had at that time been declared unlawful by the Appeal Court (Feb 2020), but also referenced Gatwick Airport's objection to the removal of the safeguarding, and the fact that the Gatwick Airport Masterplan (published when the ANPS was in force) states that it is in the national interest to continue with the strategy of safeguarding. The Inspector was also clear that were a large area of land to be released from safeguarding during the life of the plan, this would probably result in a significant change to the plan's overall development strategy, and in those circumstances, an AAP would not be appropriate because AAPs should be consistent with the strategy of the submitted plan.
- 3.4.3 Therefore, the Inspector advised that the AAP for the development of the safeguarded area for economic, housing and other uses, was unlikely to be effective. Rather than a reference to an AAP, the Inspector advised that the submitted plan should continue to safeguard and instead contain a review trigger enabling the plan's whole development and spatial strategy to be re-examined should certainty be gained over national aviation policy on safeguarding and additional land become available for possible development.
- 3.4.4 The council, in determining a way forward for the Local Plan in 2020, considered that, even if, as proved to be the case, the ANPS confirming a runway at Heathrow was supported by the Supreme Court, the draft national Aviation Strategy's statement that it is prudent to continue to safeguard land (as set out in para.2.2.10 above) meant there was still uncertainty regarding the need to safeguard land at Gatwick. The council's response to the draft Aviation Strategy consultation sought clarity on this wording regarding safeguarding, including through direct engagement with the DfT. Taking the Advisory Inspector's advice into account, the council therefore considered the extent of safeguarding, rather than the principle of it. The Local Plan published for Reg19 consultation in 2021 therefore no longer proposed an AAP through which to explore if and how the safeguarded land can best be utilised. Instead, the principle of safeguarding was retained but based on an amended land take, enabling a strategic employment location to be allocated. This change, being fundamental to the approach of the Local Plan

was one of the reasons the Plan was republished for a second Regulation 19 consultation in January 2021.

- 3.4.5 The more recent 2022 policy documents summarised in section 2.2 above; Flightpath to the Future and Jet Zero, are the latest government policy statements on aviation, but they don't represent a full Aviation Policy Framework. Flightpath to the Future is only a ten-year strategy, due to the amount of change anticipated and the uncertainty within aviation. Both documents refer to the 2018 Beyond the Horizon and the ANPS documents as the "existing planning framework for airport development". Neither Beyond the Horizon nor the ANPS cover safeguarding of land for potential future runways, both in turn referring back to the 2013 Aviation Strategy which is the only adopted document which specifically refers to the requirement for safeguarding for future runways. Flightpath to the Future only covers 10 years, whereas the Consultation document, Aviation 2050, covering a longer timeframe, did suggest it would be prudent to continue with a safeguarding policy to maintain a supply of land for future national requirements. It stated that the National Infrastructure Commission would be asked to include airport capacity in future national infrastructure assessments. However, the NIC is not proposing to do so in its 2023 Assessment because the future demand for air travel and the approach to expanding runway capacity in the south-east is unclear. There is still uncertainty in national policy regarding the requirement for safeguarding and therefore the Local Plan has retained the majority of it, as advised by the Planning Inspector, whilst challenging its extent in order to address Crawley's economic development needs.
- 3.4.6 As advised by the PINS Inspector, the Local Plan includes a trigger in para 1.36 *"In particular, should changes to national aviation policy allow for the removal of the safeguarding of all the land for Gatwick Airport expansion, the opportunities and constraints of this land will be considered comprehensively through a review of the Local Plan, rather than as piecemeal development"*. This confirms that a further review of the Plan will be undertaken once the national position on safeguarding is clear through the adoption of a clear national Aviation Strategy clarifying the position. This approach should 'future proof' the Local Plan in light of legal challenges that may separately be made in relation to Heathrow and national aviation policy.

3.5 Strategic Employment Location

- 3.5.1 In considering the extent of safeguarding, following review of the borough's employment land needs (see Topic Paper 5: Employment Needs and Land Supply) and the detail of the Gatwick Master Plan, the council considers there is an appropriate strategy to bring forward new employment land/ floorspace through the allocation of the Gatwick Green Strategic Employment Location at East of Balcombe Rd and south of the M23 spur, as shown on Figure 2 below. This land, as shown by Plan 20: Airport Layout: Additional Runway in the Gatwick Airport Master Plan (Figure 3 below) is not required to accommodate the physical land-take of a possible future southern runway, nor any essential road diversions. The allocated site area is shown in the

Master Plan as being utilised only for a large area of surface car parking. Given the constrained land supply within the borough and its significant employment needs, the council does not consider surface parking to represent an efficient use of this land. This is particularly the case given that the airport is currently accommodating parking more efficiently through decked and robotic parking, and its Surface Access Strategy seeks to reduce access to the airport by car in favour of sustainable public transport modes. Safeguarding has been maintained around the Strategic Employment Location allocation to enable the diversion of the A23 and the Balcombe Road shown in the Masterplan as key infrastructure requirements should a southern runway come forward in the future.

Figure 2: Local Plan Extract Safeguarded Land & Strategic Employment Location

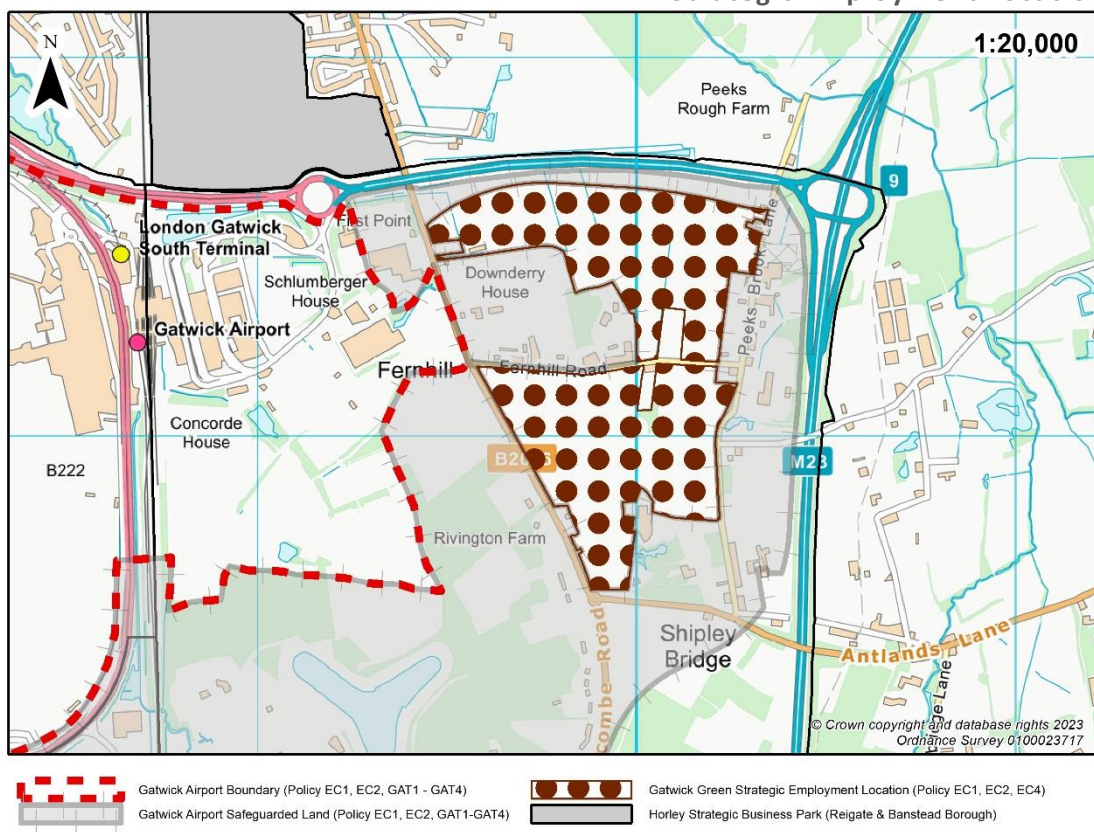


Figure 3: Extract from Gatwick Airport Master Plan 2019



3.6 Crawley Western Multi-Modal Transport Link

3.6.1 The Local Plan, Policy ST4, identifies an Area of Search for a Crawley Western Multi-Modal Transport Link, which is considered necessary because a number of key junctions in Crawley are already congested and alternatives are needed to prevent increased congestion, remove through traffic from the neighbourhoods, reduce inappropriate traffic using rural routes to Gatwick Airport and reduce pressure on the M23 Junctions 10 and 11. It will also help mitigate the surface access impacts of growth at the Airport, and will provide an alternative route to help address impacts from permitted new developments at Kilnwood Vale, Pease Pottage and North Horsham and from potential future development on the western side of Crawley.

3.6.2 The council's Transport Modelling includes sensitivity testing to specifically consider the changed highway demands arising from strategic development west of Crawley, within Horsham District, being promoted by Homes England. An initial scoping study undertaken on behalf of the council, including liaison with GAL and West Sussex County Council, has addressed the overlaps between the proposed Area of Search and the safeguarded area for much of the length of the route. At the eastern end, a route through the safeguarded area is not possible without potentially impacting existing businesses in County Oak so a possible interim option is shown for the period before a southern runway may come forward. Decisions on this interim approach, and the identification and assessment of specific route alignments would

need to be carried out in future by the appropriate body responsible for the delivery of the route.

3.7 Gatwick Airport Related Parking

- 3.7.1 As passenger throughput at Gatwick Airport grows, so too will the number of people travelling to and from the airport, with access taking place by a variety of means of surface transport. There are negative environmental impacts associated with car journeys being made, and the provision of airport car parking generates car journeys and trips which impact negatively on the achievement of sustainability objectives relating to the promotion of sustainable journeys and on the minimisation of and adaptation to climate change.
- 3.7.2 Through the 2022 s106 Legal Agreement between CBC, WSCC and GAL, commitments are in place to promote sustainable travel for passengers and staff. Obligation 5.6 of the Agreement sets out a requirement for the airport operator to provide *'sufficient but no more on-airport car parking spaces than necessary to achieve a combined on and off airport supply that is proportionate to 48% of non-transfer passengers choosing to use public transport for their journeys to and from the airport by 2024'*.
- 3.7.3 It is recognised that a proportion of non-transfer passengers will choose to drive to the airport by private car, and the achievement of this target still requires the provision of significant on-airport parking facilities for those who access the airport in this way. Further growth at the airport will mean more passengers travelling by car even if the proportion of passengers using public transport increases. To ensure that the surface access obligations of the s106 Agreement can be met, the amount of car parking provided on-airport must be commensurate with the target of 48% of passengers travelling to the airport arriving by public transport. The airport operator's approach in seeking to maintain and increase the proportion of passengers using public transport is set out in its interim Car Parking Strategy (April 2017) and the Gatwick Airport Surface Access Strategy (October 2022), which includes a 52% target of passenger access by public transport.
- 3.7.4 Consistent with the approach of the s106 Agreement, the 2015 Local Plan, through Policy GAT3, outlines the provision of additional or replacement airport-related parking will only be permitted where it is (i) located within the airport boundary, and (ii) it is justified by a demonstrable need in the context of proposals for achieving a sustainable approach to surface transport access to the airport.
- 3.7.5 Ensuring that airport parking is provided on-airport minimises the number of trips and also the distance travelled by vehicle and passenger in travelling between the car park and the airport terminals, and allows it to be taken account of in the airport operator's Surface Access Strategy promoting more sustainable access to the airport. The approach is therefore considered to result in greater sustainability than would be the case for airport car parking sites located further away from the airport at off-airport sites. The policy ensures that any growth of airport-related car parking provision is located on-

airport (within the airport boundary) and is clear that it will be permitted only where it is justified based on demonstrable need in the context of the overall strategy for increasing the proportion of non-transfer passengers using public transport.

- 3.7.6 As explained in para 2.1.2 above, this approach was found to be sound in relation to the Local Plan 2015, where the Inspector considered on-airport parking provision to be a more sustainable option. The 2015 Local Plan approach was also successfully defended at the High Court, as set out in para 2.1.3 above, with the judgement confirming that on-airport and off-airport parking represented the two alternatives that should be considered by the SA/SEA.
- 3.7.7 Further, Policy GAT3 has been successfully defended at separate planning inquiries²³, relating to proposals for off-airport car parking. Appellants have sought to argue that the two ‘limbs’ of Policy GAT3 should be considered separately, that is to say that either limb of the policy can be satisfied. The council has successfully argued this is not the correct reading of the policy; rather the second limb applies to proposals that already comply with the first limb, the two parts of the policy being read conjunctively rather than disjunctively. In dismissing these appeals, Inspectors have confirmed the correct application of Policy GAT3 as requiring all new airport parking to be within the airport boundary (on the basis that this is the most sustainable location) and to be evidenced by a demonstrable need in the context of achieving a sustainable approach to surface transport access to the airport.
- 3.7.8 These appeals reinforce GAT3 as representing an appropriate and sustainable approach to the provision of airport car parking, helping to encourage the use of sustainable alternative transport modes whilst ensuring sufficient parking is available on-airport to those who choose to drive or have no other option. Policy GAT3 is therefore retained in the Local Plan review, with a minor textual amendment (the addition of ‘and’ between limbs) made to clarify the established position that both limbs of the policy must be satisfied.

3.8 Employment Uses at Gatwick Airport

- 3.8.1 Gatwick Airport is designated in the Local Plan as a Main Employment Area, with offices and other forms of employment floorspace situated within the airport boundary. Many of these uses contribute to the safe and efficient operation of the airport, for example offices for airlines, handling agents and the airport operator, and cargo/freight warehousing. Recent years have seen an increasing level of vacant property, particularly offices at the airport, due in part to the changing needs of airlines and airport businesses which require less office space than previously. Local Plan Policy GAT4 therefore provides scope for the loss of airport-related employment floorspace within the

²³ Ref: APP/Q3820/W/17/3182041 Former Gas Holder Station Car Park, North of Crawley Avenue, Pound Hill, Crawley, West Sussex, RH10 3PH; Ref: APP/Q3820/W/17/3173443 Land adjacent to Lowfield Heath Service Station, London Road, Lowfield Heath, Crawley, West Sussex, RH10 9SW; Appeal A: APP/Q3820/C/17/3175231 and Appeal B: APP/Q3820/C/17/3175232 Southways Business Park, London Road, Lowfield Heath, Crawley, Surrey, RH10 9TG

airport boundary where it can be demonstrated that development will not have a detrimental impact on the long-term ability of the airport to provide floorspace to meet its operational needs as the airport grows. New non-airport related floorspace will be permitted provided that this does not have a detrimental impact on the ability of the airport to meet its future land and floorspace requirements, and subject to demonstrating that there will not be an unacceptable impact on the role and function of other main employment areas including Manor Royal.

- 3.8.2 The GAT4 approach is rolled forward from the 2015 Local Plan, having been subject to minor textual amendments for clarity. The approach has been applied flexibly, providing a mechanism to relax conditions and re-use vacant space, often on a temporary basis, provided that sufficient evidence is provided to demonstrate that the policy requirements are met. Most recently, an application of this type has been received for the on-airport office space at First Point²⁴ seeking the temporary 10-year use of the identified space for non-airport use. Supporting information submitted with the application found there to be a landside on-airport office portfolio of 34,389sqm, of which 4,107sqm was vacant at the time.
- 3.8.3 In responding to consultation on GAL's draft Master Plan, the council raised the issue that there would appear to be some inconsistency between GAL's approach in identifying a surplus of office space within the airport boundary, and its Master Plan approach which identifies new office space as being required. The new office space is shown in the Master Plan as being located on land close to the terminals that is currently occupied by airport parking, this seemingly necessitating the relocation of this car parking to sites further away from the terminals (as discussed in para 3.1.2 above). Such relocation of car parking could potentially be seen as reducing the effectiveness of Gatwick's approach to sustainably manage surface access to the airport and make the most efficient use of its limited land, and the council has urged GAL to maximise the use of its existing on-airport office portfolio for airport-related uses before new office provision is made.

3.9 Hotel and Visitor Accommodation

- 3.9.1 Hotel and visitor accommodation provides an important role in Crawley, both in creating jobs and in meeting the needs of business visitors, including those at Manor Royal, and people flying to/from Gatwick Airport. Hotel and visitor accommodation is identified in the NPPF as a main town centre use, and is subject to the sequential test. However, it is recognised that in Crawley hotels also serve a particular airport-related function for passengers, air crew and other airport users, and therefore Gatwick Airport also represents a sustainable location for visitor accommodation. Through its representations to the previous Regulation 19 Local Plan consultation in January-March 2020, GAL objected to the draft iteration of the policy, outlining the specific role of on-airport hotels in reducing the duration of the journey from hotel to the

²⁴ <https://planningregister.crawley.gov.uk/Planning/Display/CR/2018/0642/NCC>

terminals, and therefore making the case that the sequential test should not apply.

- 3.9.2 The council has amended Local Plan Policy EC7, responding to the specific local circumstances through removing the requirement to undertake the sequential test where hotel development is situated within the airport boundary. This approach is consistent with the principles of sustainable development, helping to ensure that hotels that would be used by passengers to and from the airport are located within the airport itself. In line with Policy GAT4, it will be necessary for hotel development to demonstrate that it will not have a detrimental impact on the long-term ability of the airport to meet its operational land and floorspace requirements as it grows.
- 3.9.3 Airport-related car parking includes parking associated with hotel guests leaving cars whilst flying from the airport. For consistency with Policy GAT3, it is important that airport-related parking is not allowed at off-airport hotels or locations, and is only allowed at on-airport hotels where justified by a demonstrable need in the context of proposals for achieving a sustainable approach to surface transport access to the airport. This matter is addressed through Policy GAT3 and also the dedicated hotel and visitor accommodation focus of Policy EC7.

3.10 Aerodrome Safeguarding

- 3.10.1 Aerodrome safeguarding is the process used to ensure the safe and efficient operation of airports. It is in place to help protect aircraft and passengers during take-off, landing, whilst manoeuvring on the ground and flying in the vicinity of the airport. This in turn helps ensure the safety of people living and working nearby. Aerodrome safeguarding differs to the principle of safeguarding land for a possible additional runway to the south of Gatwick Airport. Instead, it relates to how a development could impact on aviation safety.
- 3.10.2 Gatwick Airport is a CAA (Civil Aviation Authority) certified aerodrome. Therefore, the council is required by the International Civil Aviation Organisation (ICAO) & the CAA to consult Gatwick Airport Limited on all planning applications where aerodrome safeguarding applies. This requirement is also embedded in the Town & Country Planning process by way of ODPM/DfT circular 01/2003 'Safeguarding of aerodromes & military explosives storage areas' Direction 2002.
- 3.10.3 The council has historically, as required, consulted with GAL on matters of aerodrome safeguarding. However, recent evidence prepared by Lichfields²⁵ in liaison with the General Aviation Awareness Council has found that guidance in Planning Circular 01/2003 is not being applied consistently by local planning authorities, and recommends that for clarity, local plans should include an aerodrome safeguarding policy where relevant. Policy DD5 has therefore been included to raise awareness of the requirements of

²⁵ Safely Landed? Is the current aerodrome safeguarding process fit for purpose? Lichfields 2018
<https://lichfields.uk/blog/2018/july/18/safely-landed-is-the-current-aerodrome-safeguarding-process-fit-for-purpose/>

Aerodrome Safeguarding and ensure the safe operation of Gatwick Airport is taken into account in the design of development. The approach has been supported by GAL in its representation to the Local Plan.

- 3.10.4 Following feedback from GAL, the policy has been amended to also reference the Public Safety Zones (PSZ). Identified at either end of runways, development is restricted within these areas to minimise the risk of death or injury in the event of an aircraft accident on take-off or landing. The objective is that there should be no increase in the number of people living, working or congregating in PSZ areas, and that over time the number should be decreased as circumstances allow.

4. CONCLUSION

- 4.1 The presence of an international airport within the borough creates specific planning issues which need to be addressed by local planning policies. The submission draft Local Plan includes the same suite of airport-related policies as the adopted Local Plan 2015, strengthened and clarified over time.
- 4.2 Matters of particular focus which have sought to be resolved through the review have included:
- The draft Local Plan policy boundary for the airport has significant implications for land use, particularly in relation to airport-related parking which is a major issue in the borough, and is therefore drawn as tightly as considered appropriate.
 - Whilst uncertainty in national policy means the draft Local Plan retains safeguarding for a potential future southern runway for Gatwick Airport, it has challenged the extent of the required safeguarding in order to enable the employment needs of the borough to be addressed.
 - Flexibility for non-airport related employment uses on airport, including hotels, is provided in the Plan, whilst ensuring that development will not have a detrimental impact on the long-term ability of the airport to meet its operational needs as it grows.
 - A new Aerodrome Safeguarding policy, also covering the Public Safety Zones, has been added to the Local Plan.