

Planning and Rights of Way Panel 23rd February 2021
Briefing note from the Head of Planning & Economic Development

Application address:
 Southampton International Airport, Eastleigh.

Further consultation from Eastleigh Borough Council on amendments to planning application Ref F/19/86707 at Southampton Airport for the following works to facilitate airport expansion:

Construction of a 164 metre runway extension at the northern end of the existing runway, associated blast screen to the north of the proposed runway extension, removal of existing bund and the reconfiguration and extension of existing long stay car parking to the east and west of Mitchell Way to provide additional long stay spaces.

This latest round of further consultation is a rationalisation of the revised baseline figures of 1mppa following the collapse of Flybe and capped future growth forecast of 3mppa (36,737 ATMs) by 2033 which are now considered the most likely growth scenario. These baseline and capped growth figures were within the sensitivity test previously consulted upon and considered by the Planning and Rights of Way Panel on 01 December 2020. Additional economic information is also provided in relation to the baseline and future viability of the airport without the runway extension.

Application number	20/00943/CONSUL	Application type	Consultation
Case officer	Andrew Gregory	Public speaking time	5 minutes
EBC consultation Expiry for SCC	05 March 2021	Ward	N/A Eastleigh Borough
Reason for Panel Referral:	Request by Panel - 28.01.20 Minutes	Ward Councillors (Swaythling and Bitterne Park Wards)	Cllr Fuller Cllr Harwood Cllr White Cllr Mintoff Cllr Bunday Cllr Fielker

Applicant: Southampton International Airport Ltd	Agent: Savills
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Recommendation Summary	See recommendation in Full below
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Appendix attached	
1	Previous report to Panel dated 01 December 2020 and associated minutes
2	Consultation response letter to Eastleigh Borough Council dated 03 December 2020

Background & Reason for Panel Decision

At the consideration of the first round of consultation on this Airport planning application by the Planning and Rights of Way Panel on 28 January 2020, officers requested delegation to respond to any subsequent consultation on application ref F/19/86707, subject to agreement from the Chair of the Planning and Rights of Way Panel. However, the Panel determined that all future consultations on this application be brought before the Planning and Rights of Way Panel for a decision. The target date for a response to this additional submission, as imposed by Eastleigh Borough Council, is 5th March 2021.

This briefing note sets out the details of this latest (third) round of consultation on the airport planning application and officers recommend the following to the Planning and Rights of Way Panel:

Recommendation in Full

That the Panel consider the amendments set out in the amended documentation in regard to Eastleigh's planning application for the airport and:

either

- (i) Agrees with officers that the changes to the documents are not significant enough to merit revisiting its decision to OBJECT to the application, and to give officer delegation to respond to Eastleigh Borough Council maintaining the Council's objection with no change to the previous response dated 03 December 2020;

or

- (ii) Confirms that the changes set out the amended documents are significant enough to merit revisiting the previous Panel decision, and instruct officers to take the necessary steps to request an extension of time from Eastleigh Borough Council and provide a full report for further debate on the application at a future Panel meeting.

1.0 Latest consultation

The proposed changes which are the subject of this current consultation are not extensively different to the matters considered as part of the previous round of consultation considered by the Planning and Rights of Way Panel on 01 December 2020. However, the latest consultation does include some additional information on economic issues, and a change in the status of the previous sensitivity test such that it is now considered the most likely scenario. It is, therefore, important, that the Council confirms to Eastleigh that it has taken account of the additional submission and whether or not the changes warrant a fresh review of all matters and the Council's previous objections. All information that has been submitted has been made available for inspection. The changes are summarised and set out in bold below:

- 1.1 Southampton Airport's updated business plan estimates that the airport breaks even with 1.2 million passengers per annum. At the break-even point, the airport is not able to fund any capital expenditure to replace ageing key operational assets. The breakeven point of 1.2mppa is slightly above the 'without Proposed Development' revised scenario of 1 mppa. Therefore,**

without the Proposed Development, the airport would be likely to be loss making.

Officer comments

Officers previously reported that the revised baseline of 1mppa and indicated this scenario without the runway extension would put the future viability of the airport at significant risk (see paragraphs 2.3 and 5.17 of panel report attached as Appendix 1). This additional information from the airport indicates that that the 'no runway extension' scenario would be loss making.

- 1.2 Once the Proposed Development is operational, the number of passengers is expected to grow from approximately 1mppa to 3mppa by 2033 under the 'ESA2 controlled growth scenario' (a cap on road transport movements and aircraft noise constraining operations to approximately 3mppa). The increased capacity and services of the airport are expected to have a substantially positive effect on airport users under the future growth scenario and a major beneficial impact.**

Officer comments

These figures were previously reported to panel as part of the consideration last time.

- 1.3 Under the controlled growth scenario the airport is expected to generate 927 net additional jobs on site, and 1,971 net additional jobs overall, of which approximately 1,557 are expected to be in Solent LEP, by 2037 constituting a major beneficial effect on highly sensitive employees in the Solent LEP area.**

Officer comments

Officers previously reported the figures of 927 net additional jobs and 1,557 in the LEP area so there's no change in terms of consideration of the employment benefits. A further update will be provided at the Panel meeting following a review of the latest consultation details by the Council's Economic Development Manager.

- 1.4 The current Noise Action Plan for Southampton Airport details the area, population and number of households potentially exposed to aviation noise from existing airport operations. There are approximately 3,800 households between the Lowest Observed Adverse Effect Level (LOAEL) and Significant Adverse Effect Level (SOAEL) values for aviation noise (54 dB and 63 dB respectively). There are fewer than 50 households potentially experiencing current aviation noise levels above the SOAEL. In the ESA2 reduced baseline of 1mppa, which represents approximately half of number of passengers that were transported in 2016, the number of households falling between the LOAEL and SOAEL falls to approximately 1,650.**

Officer comments

The existing 3,800 household figure was previously reported and this has now been reduced to 1,650 households based on the reduced 1mppa baseline (of the 1,650 households, 50 households are subject to an existing noise level of 60db LAeq 16hrdB(A). The revised baseline provides an improved existing noise environment for Southampton and its citizens.

- 1.5 Operation of the Proposed Development would result in an adverse effect of moderate significance from aircraft noise. The airport will implement a Noise Insulation Policy to mitigate noise for residential properties, and other noise sensitive buildings such as schools and hospitals, within the 60 dB LAeq, 16 hr noise contour. Aviation noise will also be mitigated and minimised through the measures set out in the Noise Action Plan**

Officer comments

This was reported and considered by the Planning and Rights of Way Panel previously.

- 1.6 During the Operation phase the Proposed Development is assessed to result in emissions of approximately 370,000 tCO₂e per annum based on the ESA2 forecasts. The emissions during operation are considered moderate adverse and significant.**

Officer comments

This was reported and considered by the Planning and Rights of Way Panel previously.

2.0 Other Matters

2.1 The Airports National Policy Statement

- 2.1.1 The Airports National Policy Statement (ANNPS) is now again a material consideration following the Supreme Court's decision to overrule the Court of Appeal in relation to Heathrow Airport third runway. This ruling found that the Government has taken proper account of climate change commitments made under the 2016 Paris Agreement. This court decision to reinstate the ANNPS is not alone considered to give the economic benefits of the airport greater weight over the socio-environmental impacts, particularly in relation to noise impact on Southampton and its Citizens, having regard to the previous decision made by the Planning and Rights of Way Panel on 01 December 2020.

2.2 Committee of Climate Change

On 09 December 2020 the Climate Change Committee (the CCC) who advise the government on climate change, published the Sixth Carbon Budget, required under the Climate Change Act, to provide the Government with advice on the volume of greenhouse gases the UK can emit. In respect of aviation, one of its policy recommendations is that there should be no net expansion of UK airport expansion unless the sector is on track to sufficiently outperform its net emissions trajectory and can accommodate the additional demand. The CCC have modelled for a scenario allowing 25% airport growth increasing passenger numbers to 365 million by 2050, however it is understood that if all planned airport expansions go ahead, passenger numbers would increase to 532 million by 2050. The government have not yet indicated whether they will be accepting or rejecting these recommendations.

3.0 Consultation Responses and Notification Representations

- 3.1 Southampton Council has not undertaken its own public consultation to allow the public to provide comments to inform the Council's further consultation response for this round of consultation. Given the limited changes to the submission it is considered burdensome on third parties to have to engage in a further consultation by Southampton City Council. Southampton citizens are entitled to respond directly to Eastleigh Borough Council if they wish to provide further written comments on this latest round of consultation which closes on 05 March 2021. All parties invited to the previous Planning and Rights of Way Panel meeting on 01 December 2020, including the applicant, have been invited to the

meeting on 23 February 2021. Furthermore if the Panel wish to reopen the consideration of the planning merits and wish for this item to be brought back to panel for full debate, then all parties will again be invited.

3.2 Consultation Responses

Only those specialist consultee comments that relate to the changes have been consulted; namely, the Economic Development Manager and Environmental Health.

3.3 Environmental Health: Maintain objection

The addendum does not change the position for environmental health, i.e. there are a significant number of homes within Southampton which will be adversely impacted by the increased noise level and the noise insulation scheme will not fully mitigate the impact. Although economic benefits are a consideration, the focus for the environmental health service is on the noise impact to Southampton residents. An update regarding any changes in relation to Air Quality will be provided at the meeting on the 23 February 2021.

3.4 SCC Economic Development Manager:

An update will be provided in relation to a review of the new economic information at the meeting on the 23 February 2021.

4.0 Summary & Conclusion

4.1 The Council has objected to the airport application on 2 previous occasions. The airport application has, however, not yet been determined by Eastleigh Borough Council. Instead, the applicant has made a further submission, and Eastleigh are currently out to re-consultation with all interested parties, including Southampton City Council.

4.2 There is a strong direction from the Planning Panel that it wishes to object to the application and that any further information should be considered by the Panel, rather than by officers under delegation. On this basis the Panel is asked to consider the above report and decide whether the limited changes made are sufficient to change the decision it made on in December 2020. At this stage officers advise that the information has largely already been presented and that the previous objection can be maintained, but if the Panel wishes to explore the latest submission in more detail it can reach a decision to seek an extension from Eastleigh to the 5th March target date for a revised response and instruct officers to prepare a full report to an upcoming meeting of the Planning Panel.

Local Government (Access to Information) Act 1985

Documents used in the preparation of this report Background Papers

1 (a) (b) (c) (d), 2 (b) (d)

AG for 23/02/2021 PROW Panel