

Planning Committee

10.00am, Thursday, 2 March 2017

Edinburgh Airport Masterplan 2016-2040 Consultation Response

Item number	9.2
Report number	
Executive/routine	Executive
Wards	All

Executive Summary

Edinburgh Airport has recently published a revised Masterplan which will replace its existing 2011 Masterplan. It presents a development strategy for the airport in three distinct phases. It sets out a development scenario up to 2025, up to 2040 and a more speculative plan up to 2050, based on the forecast growth of the airport and the predicted expansion of the airport and its supporting ancillary facilities. The revised Masterplan was published in draft form for consultation. The consultation ran from November to December 2016. Edinburgh Airport is aware that the Council response will be approved on 2 March 2017.

The revised Masterplan is to be welcomed as it provides an up-to-date context for the Airport's future development consistent with national and local planning policy. However, it raises a number of environmental, transport and planning issues. Appendix 1 details the Council's response to the draft Masterplan. Edinburgh Airport is encouraged to address these prior to finalising the Masterplan.

Links

Coalition Pledges	P15 ,
Council Priorities	CP5, CP8, CP11, CP12
Single Outcome Agreement	SO1 ,

Edinburgh Airport Masterplan 2016 - 2040

Consultation response

1. Recommendations

- 1.1 It is recommended that the Committee approves Appendix 1 as the Council's response to the consultative draft Masterplan for Edinburgh Airport 2016 -2040.

2. Background

- 2.1 Edinburgh Airport has grown by one million passengers each year since 2012. Serving just over nine million passengers in 2011, it is forecast to grow to 25.8 million passengers by 2040. This growth is attributed to the sale of the airport by BAA to Global Infrastructure Partners in 2012.
- 2.2 The airport is a strategic asset, currently generating £1 billion per year for the Scottish economy and supporting 23,000 jobs. It is also crucial for Scotland's international connectivity.
- 2.3 The Council has consistently supported the strategic growth of services and facilities at the airport, subject to effective environmental controls and the delivery of sustainable surface transport connections.
- 2.4 The UK Government's 2003 White Paper 'The Future of Air Transport' set out a long term framework for the responsible development of Scotland's airports. The Edinburgh Airport Masterplan (2011) reflected the principles set out:
- forecasts for passenger demand;
 - expansion requirements up to 2013;
 - surface transport improvements to access the airport up to 2013; and
 - a less detailed overview of future development from 2013-2030.
- 2.5 The guidance on the Preparation of Airport Master Plans from the Department for Transport/Scottish Executive (2004) requires the plans to be reviewed on a five-yearly basis. This 2016 Masterplan will replace the existing 2011 Masterplan.
- 2.6 The 2006 Edinburgh Airport Masterplan was the basis for the West Edinburgh Planning Framework (2008). The 2011 Airport Masterplan assisted in the preparation of the Edinburgh Local Development Plan (LDP).

- 2.7 Statistical data from the 2016 Airport Masterplan has been used to inform the refreshed West Edinburgh Transport Appraisal and the LDP Action Programme.
- 2.8 Policy EMP4 of the LDP supports the development and enhancement of Edinburgh Airport within the current airport boundary as defined on the LDP proposals map, provided development accords with the West Edinburgh Strategic Design Framework (WESDF) May 2010, and other relevant local plan policies.

3. Main report

The 2016-2040 Masterplan

- 3.1 The draft 2016-2040 Masterplan is welcomed as it provides a clear overview of the requirements of the airport to support its growth on the ground. It presents a development strategy for the airport in three distinct phases. It sets out a development scenario up to 2025, up to 2040 and a more speculative plan up to 2050, based on the forecast growth of the airport and the predicted expansion of the airport and its supporting ancillary facilities.
- 3.2 The key objectives of the Masterplan are to:
- set out a sound development scenario, which will provide clarity and certainty for local communities, passengers, the local authority and neighbouring landowners, amongst others;
 - highlight the prospects for air traffic growth, and associated developments;
 - quantify Edinburgh Airport's impact upon the environment and how this can be reduced in the future;
 - identify future land uses in order to allow the airport to expand to handle the forecast growth in passenger numbers; and
 - set out the approximate timescales for the phasing of additional capacity requirements.
- 3.3 A number of elements from the 2011 Masterplan remain, but some significant changes have been introduced, primarily due to the proposed closure of contingency runway 12/30, which is anticipated to close by 2025.
- 3.4 The closure of this runway provides the airport the opportunity to grow within the boundaries of the existing airport.
- 3.5 The draft is based on a similar structure to that of the 2011 Masterplan and is subdivided by a number of headings covering: the social and economic benefits of aviation, policy and regulation, Edinburgh Airport changes from 2011-2016, surface access and parking, the local environment and future land uses.
- 3.6 A useful summary of the three phases of development is provided towards the end of the Masterplan.
- 3.7 Longer term, the growth of the airport will require the significant take-up of land outside the current airport boundary. However, proposals for the period beyond

2040 are speculative only and could change in future reviews of the Masterplan. The growth of the airport and land uses for 2025-2040 is based on current passenger growth forecasts which are themselves subject to change.

- 3.8 The changes set out in the 2016 Masterplan will have implications for the wider West Edinburgh area, particularly with regards to the transport infrastructure needed to serve development in West Edinburgh, as set out in the LDP. It will inform the ongoing work of the Edinburgh International Development Partnership in terms of delivering development and may be a material consideration in the determination of planning applications.

The Council's Response

- 3.9 The draft 2016 Masterplan raises a number of issues. The suggested Council response to these is set out in Appendix 1. The issues can be summarised as follows:
- 3.9.1 Policy Framework - The Masterplan should demonstrate an awareness of the LDP in terms of the overall objectives for west Edinburgh and the principles provided within the WESDF.
 - 3.9.2 Removal of Runway 12/30 - Edinburgh Airport should engage in early discussions with the Council regarding this proposal due to the implications for development opportunities in the wider area in terms of removing its environmental impact.
 - 3.9.3 Modal Share Targets - These should be an integral part of the Masterplan and it should summarise the steps that are being taken to move towards the West Edinburgh Transport Appraisal (WETA) targets.
 - 3.9.4 Car Parking - The Airport should set targets for parking provision which should not be based solely on meeting potential demand from a growth in passenger numbers.
 - 3.9.5 Roads - A consistent approach to transport infrastructure as set out in the LDP, LDP Action Programme and WETA is required.
 - 3.9.6 Air Quality - Public transport modal share targets identified in WETA are a key element in preventing unacceptable air quality impacts. This is a further reason why they should be included in the Masterplan.
 - 3.9.7 Noise - The forecast increase in the number of aircraft movements should be reflected in a new aircraft noise assessment.
 - 3.9.8 Environmental Issues: The long term development and growth of Edinburgh Airport may have significant environmental implications. The principle of airport expansion is established in a number of existing planning documents. The Masterplan should take a co-ordinated approach to biodiversity mitigation and enhancement.

Timescales and Phasing

- 3.10 The Masterplan is divided into three distinct time periods. It acknowledges that beyond 2040 forecasting is far more difficult and therefore the period up to 2050 is speculative.

Next Steps

- 3.11 The Masterplan was published in draft on 11 November 2016 and the public consultation ran until 23 December 2016. Edinburgh Airport aims to publish a finalised Masterplan later this year.
- 3.12 Subject to revisions to address the issues outlined in the Council's response (appended to this report), the intention is to present the finalised Masterplan to Committee later this year. Committee will be asked to agree the first phase of finalised Master Plan (up to 2025) to ensure there is an agreed Masterplan for the airport, which is referred to in Policy Emp4 of the LDP. This will then be an important material consideration in the determination of proposals requiring planning permission within the boundaries of the airport.

4. Measures of success

- 4.1 The measure of success is an efficient and effective approach to land use planning.

5. Financial impact

- 5.1 There are no financial implications arising from this report.

6. Risk, policy, compliance and governance impact

- 6.1 There are risks associated with this area of work given that some activities and growth by the airport are subject to legislation at a UK level and not at a local level. Airport growth could have an impact on the statutory duties of the Council. The proposed Masterplan will help to minimise these risks. The approval of this report, and its recommendations, has a positive impact in terms of risk, policy, compliance and governance.

7. Equalities impact

- 7.1 No equalities or rights issues have been identified in relation to this report.

8. Sustainability impact

- 8.1 There are no direct sustainability impacts arising from this report although the ability of the Council to mitigate successfully the impacts arising from the growth of the city is critical to achieving sustainable development.

9. Consultation and engagement

- 9.1 This is a consultation response to the Airport Masterplan. Council services responsible for regulatory matters associated with development have jointly assessed the draft Masterplan.

10. Background reading/external references

- 10.1 Draft Edinburgh Airport Masterplan 2016-2040, Global Infrastructure Partners, [November 2016](#)
- 10.2 Edinburgh Airport Master Plan, BAA, [July 2011](#)
- 10.3 Edinburgh Local Development Plan, [November 2016](#)
- 10.4 Edinburgh LDP Action Plan, [November 2016](#)
- 10.5 West Edinburgh Transport Appraisal, [November 2016](#)
- 10.6 The Future of Air Transport, Department for Transport/Scottish Executive White Paper, [December 2003](#)

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11. Links

Coalition Pledges	P15 - Work with public organisations, the private sector and social enterprise to promote Edinburgh to investors
Council Priorities	CP5 - Business growth and investment CP8 - A vibrant, sustainable local economy CP11 - An accessible compact city CP12 - A built environment to match our ambition
Single Outcome Agreement	SO1 - Edinburgh's economy delivers increased investment, jobs and opportunities for all
Appendices	Appendix 1 - Consultation response

Response by City of Edinburgh Council to the Draft Revised Masterplan for Edinburgh Airport (January 2017)

The City of Edinburgh Council welcomes the opportunity to comment on the draft version of the Airport Masterplan and requests that Edinburgh Airport takes account of the Council's views on the matters set out below prior to finalising its Masterplan.

Edinburgh Airport is a strategic asset, crucial for the regional and national economy and Scotland's international connectivity. The Council has consistently supported the strategic growth of services and facilities at the airport, subject to effective environmental controls. It has also worked with Edinburgh Airport to plan and deliver sustainable transport solutions.

1. Policy Context

- 1.1 The Council is aware that the Masterplan is more than just a planning document. However, if it is to be used as a material consideration in the determination of planning applications, it needs to demonstrate a greater awareness of the content of the Edinburgh Local Development Plan (LDP) in terms of the overall objectives for the wider west Edinburgh area and its connectivity and relationship to adjoining development areas.
- 1.2 The Masterplan should also be clearer as to how it accords with higher level documents, such as the West Edinburgh Strategic Design Framework (WESDF) and demonstrate how it will deliver the identified objectives and principles set out within these documents.
- 1.3 The Masterplan provides the opportunity to consider a holistic approach to matters such as landscaping and biodiversity, but it fails to set out a cohesive strategy for the airport on these matters, and instead states that these will be considered on a site by site basis. The Council considers this to be a missed opportunity.

2. Removal of Runway 12/30

- 2.1 The Council acknowledges that the removal of this runway is, as this stage, a longer term aspiration for 2025. The removal of this runway has potential implications for development opportunities outwith the airport in terms of removing its environmental impact. The airport is therefore encouraged to ensure early engagement with the Council regarding this proposal.

3. Modal Share Targets

- 3.1 The current mode share figures for public transport are 32%, with a target of 35% in 2017. The Masterplan states that the Airport is likely to achieve this. The recently refreshed West Edinburgh Transport Appraisal (WETA), which took into consideration the airport forecast figures, assumes a 37% public transport mode share by 2030. The Masterplan should acknowledge these figures and provide details on how this is going to be achieved. Evidence should be provided in the Masterplan.
- 3.2 Given the significant changes in public transport availability to the airport, due to the tram and Edinburgh Gateway, the mode share percentages could be more ambitious, in line with WETA.
- 3.3 With regards to public transport, details regarding how Edinburgh Airport is proposing to encourage additional public transport use should be included within the Masterplan. For example, what incentives and/or support is the airport providing to facilitate bus services into new catchment areas? Given, the forecast growth in passenger numbers, details regarding how the airport will accommodate additional areas for bus parking and turning, and taxi pick up /drop off should be shown.

- 3.4 The Masterplan is inconsistent in its references to modal share regarding passengers and staff (page 40). For consistency it should provide separate tables for passengers and staff origins/mode share distribution.
- 3.5 No figures are provided for cycle trips and proposals suggest that only *some* staff will have access to lockers and showering facilities. More emphasis should be given to both passenger and staff cycle facilities, including details of improved cycle access, and the provision of secure cycle parking, lockers and changing facilities.
- 3.6 The Masterplan should also make reference to the potential for City Car Club use.
- 3.7 Whilst the Masterplan indicates that short to medium measures to address modal share targets will be set in the Airport Surface Access Strategy (ASAS), given the importance of the modal share targets the Council considers these should be clearly set out in the Masterplan, along with the proposed steps to achieving them.

4. Car Parking

- 4.1 The Masterplan indicates that there are currently 7,426 car parking spaces on site and a further 5,290 off site. It is not clear if these are combined staff and passenger car parking spaces.
- 4.2 The Masterplan makes reference to reviewing its Parking Strategy to reflect changing trends and passenger profile. Car parking targets should not be based on demand forecasts. The Masterplan should be setting out ways in which to make car trips to the airport less attractive to suppress demand and assist in the modal share towards the use of public transport.
- 4.3 Given the significant projected growth in passenger numbers and the proposed growth of ancillary facilities, concerns are raised regarding the proposed increase in car parking and the impact this could have on the road network, and placemaking objectives. Details of proposed parking space numbers and locations should be addressed in more detail within the Masterplan to ensure a co-ordinated approach to growth.

5. Roads

- 5.1 The LDP, LDP Action Programme and the recently refreshed WETA document acknowledge the need for network improvements to support the growth of Edinburgh airport and set out a clear programme of works required.
- 5.2 The Airport Masterplan maps do not show similar alignments to the LDP proposals map or the WESDF maps, which could prejudice the success of the important link west of Edinburgh gateway through IBG and beyond. The Masterplan should recognise the importance of this link in providing a network of streets and paths as part of a coordinated, integrated network.
- 5.3 The proposed increase in freight movements could also have an impact on the road network in terms of increased traffic on Turnhouse Road. This should be acknowledged and proposals for mitigation should be detailed within the Masterplan.
- 5.4 There is currently no justification for a direct link from the M8 to the airport. This proposal does not form part of the recommendations set out in the WETA refresh.

6. Air Quality

- 6.1 The Masterplan makes no reference to the Air Quality Management Area on Glasgow Road. The airport should be considering how to address the impacts it could have on this area. The public transport modal share targets identified in WETA are a key element in the mitigation to prevent unacceptable air quality impacts and enable the already busy road network to cope with additional demand. The Masterplan should recognise the public transport modal share targets identified in the WETA and indicate measures that will be introduced over time to move towards meeting this target.
- 6.2 It is recommended the Masterplan takes cognisance of the national Cleaner Air for Scotland Strategy (CAfS). One of the main elements of this strategy is to ensure Scotland reduces transport emissions by supporting the uptake of low and zero emission fuels and technologies as well as promoting a modal shift away from the car.
- 6.3 As a part of the Strategy, the airport should work in collaboration with the local authority to consider an airside Low Emission Zone. These are likely to be considered city-wide and pollution hot-spots, such as the Newbridge roundabout, will have to be taken into account. The planned expansion is likely to have a negative impact on pollution levels at this roundabout.
- 6.4 Airside freight/cargo/commercial vehicle activity could also be better addressed by consideration of an efficiency recognition scheme, also supported by (CAfS). ECOSTARS is well established in Edinburgh and provides bespoke guidance on environmental best practice.
- 6.5 It is highlighted in Edinburgh's Local Transport Strategy 2014-2019 that the Council seeks to support increased use of low emission vehicles and support the extension of the network of Electric Vehicle (EV) charging points.
- 6.6 The City of Edinburgh Parking Standards for Development Management also now encourages the use of EVs. It states that the Council is likely to introduce a requirement for EV charging infrastructure which depends on how charging technology evolves. This includes dedicated parking spaces with charging facilities and ducting and infrastructure to allow EVs to be readily accommodated in the future. Encouraging the market for ultra low emission taxis is also planned for the city.
- 6.7 The Masterplan should consider the potential for EV charging for passengers, staff and public transport. Based on currently available technology the Council recommends that EV charging outlets should be of the following standard and should be installed throughout.
- 70 or 50kW (100 Amp) DC with 43kW (64 Amp) AC unit. DC charge delivered via both JEVS G105 and 62196-3 sockets, the AC supply by a 62196-2 socket. Must have the ability to be de-rated to supply 25kW to any two of the three outlets simultaneously.
- 6.8 Funding may be available from Transport Scotland for publically available EV charging and UK Government (OLEV) for recharging taxi hubs to provide rapid charging infrastructure. Grants are also available for the installation of EV charge points for workplaces, with 100% funding currently available for installations up to £10,000. More information can be found at <http://www.energysavingtrust.org.uk/scotland/Organisations/Transport/Electric-vehicles/Electric-Vehicle-Charge-Point-Funding>.

7. Noise

- 7.1 The forecast increase in the number of aircraft movements from 110k (2011) to 261k (2050) should be reflected in a new aircraft noise assessment. The Civil Aviation Authority noise contour maps will need to be updated and growth addressed in the future Noise Action Plan. This will assist the airport in managing noise within the site and will provide the Council's Environmental Protection Officers clarity with regards to assessing new developments which may occur under airport flight paths or close to the site boundary.

8. Flooding

- 8.1 Flood Prevention request that any proposed developments in relation to the airport, or otherwise, take cognisance of the guidelines produced by the Council.
- 8.2 The proposed airport expansion to the north poses flooding issues which should be addressed as part of a wider flood prevention scheme for the airport.
- 8.3 Given the huge investment in the area surrounding the airport, and the likely expansion across the landscape, the opportunity to move the Gogarburn and de-culvert the river would follow national and local guidance. This would also assist in flood prevention. This is an action identified in the LDP and should be included in the Masterplan

9. Biodiversity

- 9.1 The chapter on Local Environment should consider a more holistic and coordinated approach to furthering biodiversity. A strategy for the whole site should be considered that addresses both mitigation and enhancement across both the built and natural environment.
- 9.2 The Masterplan should reflect the Council's guidance in terms of permeability and landscape provision as set out in the Edinburgh Design Guidance.
- 9.3 Reference should be made to international designated sites and species as well as those at a national and local level. The Firth of Forth is internationally recognised as a Special Protection Area and Ramsar site for its habitats and species. The reference to Sites of Importance for Nature Conservation should be changed to Local Nature Conservation Sites in line with the Edinburgh Local Development Plan.
- 9.4 The new parallel runway would have implications for the River Almond in its current form. This is significant as the River Almond flows into the Firth of Forth which is an internationally recognised Special Protection Area. No specific reference has been made to a Habitat Regulations Appraisal. However, given the second parallel runway is not anticipated until 2040, comments made in section 6.49 in relation to taking advice from relevant statutory agencies, is sufficient.

10. Economic Benefits

- 10.1 The Council recognises the strategic importance to the Edinburgh city region of good air connectivity, especially direct international passenger and freight links. This is essential if Edinburgh is to retain its global competitive market position as a place to visit, invest, live, work and study. The Council has consistently supported the airport's development, subject to appropriate environmental measures.