



**Horsham
District
Council**



Gatwick Airport Northern Runway Project

Examination Ref: TR020005

Joint Local Authorities' Response to the Applicant's Deadline 8 Submissions

Deadline 9: 21 August 2024

Crawley Borough Council (GATW-AFP107)

Mid Sussex District Council (20044737)

Reigate and Banstead Borough Council (20044474)

East Sussex County Council (20044514)

Mole Valley District Council (20044578)

Horsham District Council (20044739)

West Sussex County Council (20044715)

Surrey County Council (20044665)

Tandridge District Council (20043605)

Kent County Council (20044780)

Introduction

This document complements other submissions made at Deadline 9 by the Local Authorities including but not limited to, the updated Principal Areas of Disagreement Summary Statements (PADSS), the Legal Partnership Authorities submissions and the Local Authority Closing Statements. These submissions have included, where necessary, responses to the Applicant's submissions made at Deadline 8 and Deadline 8A.

The following documents or action points have been commented upon in this document:

1. **[REP8-012]** - Deadline 8 Submission - 5.1 Environmental Statement Addendum - Updated Central Case Aircraft Fleet Report - Version 2 (Tracked)
2. **[REP8-025]** - Deadline 8 Submission - 5.3 Environmental Statement Appendix 5.3.2 Code of Construction Practice - Version 5 (Tracked)
3. **[REP8-085]** - Deadline 8 Submission - 5.3 Environmental Statement Appendix 14.9.7 The Noise Envelope - Version 4 (Tracked)
4. **[REP8-087]** - Deadline 8 Submission - 5.3 Environmental Statement Appendix 14.9.10 Noise Insulation Scheme - Version 3 (Tracked)
5. **[REP8-107]** - Deadline 8 Submission - 10.62.2 Appendix A to the Applicant's Written Summary of Oral Submissions - ISH 9 Mitigation
6. **[REP8-115]** - Deadline 8 Submission - 10.65 The Applicant's Response to Deadline 7 Submissions
7. Response to the Applicant's D8A Additional Notes on Explanatory Note on Catalytic Employment and National Economic Impact Assessment
8. **[REP8-118]** - Air Quality – World Health Organisation (WHO) Air Quality Guidelines
9. **[PD-027]** - Request for Further information - Response to questions R17d.9 (Carbon Budget Delivery Plan) and R17.d.10 - (Carbon Cap Scheme)
10. **[EV20-002]** - ISH-9 Action Point 33 – Update on the current situation of the housing emergency

1. [REP8-012] - Deadline 8 Submission - 5.1 Environmental Statement Addendum - Updated Central Case Aircraft Fleet Report - Version 2 (Tracked)

1.1 Fleet information and contour area information is now provided for 2047. It is considered that this should have been made available sooner within the examination process to allow for adequate consultation with all interested parties.

1.2 The JLAs will not repeat their criticism of the fleet proposals here. They continue to believe that the original central case is the most likely rate of fleet transition.

1.3 It is unclear from this document if the comparison of the scenario with the project less future baseline (Table 3.3 and Table 3.4) relate to a future baseline with new fleet or the inappropriate approach adopted when the Applicant sought to demonstrate their interpretation of sharing the benefit (where the fleet technology was frozen and modelled against future volumes and scenarios). Therefore, the JLAs are uncertain what meaningful conclusions can be drawn from this data.

2. [REP8-025] - Deadline 8 Submission - 5.3 Environmental Statement Appendix 5.3.2 Code of Construction Practice - Version 5 (Tracked)

2.1 The Applicant has not addressed the points that the JLAs have made in relation to a number of matters including in respect of the previous revision - version 4 [REP8-126]:

- Drafting of a Noise and Vibration Management Plan as the JLAs are of the opinion that a Section 61 application is not a reliable means to secure elements of the CoCP
- Use of percussive piling as a last resort;
- the restriction of activities on the hour prior and subsequent to main work;
- Securing the use of temporary construction noise barriers within the DCO;
- Lack of information in the design and appearance of the construction compounds and mitigation measures to address the visual impacts.

3. [REP8-085] - Deadline 8 Submission - 5.3 Environmental Statement Appendix 14.9.7 The Noise Envelope - Version 4 (Tracked)

- 3.1 This contains amendments confirming the setting of the noise envelope limit. There are no material changes to the proposal and nothing that changes the JLA's position.
- 3.2 The JLA's preference is the development of the EMGF contained in [\[REP4-050\]](#) and [\[REP5-093\]](#) but welcomes and supports the constructive proposals by the Examining Authority and further comments have been offered with a view to enhancing that proposal.

4. [REP8-087] - Deadline 8 Submission - 5.3 Environmental Statement Appendix 14.9.10 Noise Insulation Scheme - Version 3 (Tracked)

- 4.1 The Applicant has confirmed their proposals on the division of the outer zone, timings on delivery of the works, the use of the updated central case fleet and some minor further proposals for installation of thermal insulation in loft space.
- 4.2 The JLAs do not consider that the scheme satisfactorily addresses acoustics, ventilation and overheating and that harmful exposure to noise is likely to occur, as are other potential health effects and that the comments in [\[REP5-094\]](#) are still valid.
- 4.3 Importantly, any property qualifying for noise insulation must have an overheating assessment performed and an insulation scheme designed to ensure that there is an appropriate internal living environment.
- 4.4 The scheme takes no account of protecting those people who are within one additional noise induced awakening contour that the JLAs maintain is a significant observed adverse effect level and have discussed in some detail in [\[REP1-068\]](#),[\[REP1-100\]](#), [\[REP7-103\]](#), [\[REP8-161\]](#).
- 4.5 The one additional noise induced awakening contour should be treated as a primary metric and the Applicant still needs to provide full set of contours for this information and update the noise insulation scheme accordingly.
- 4.6 The scheme continues to operate on an average mode contour. The JLAs continue to believe that whilst this has some provenance given

the magnitude of effects on people living in the area and by reference to the Airports National Policy Statement para 5.68 it is reasonable to secure the noise insulation scheme on the basis of single mode contours.

- 4.7 The scheme inadequately assesses and make provision for dealing with the effects of ground noise between SOAEL and LOAEL and the cumulative impacts of air and ground noise on a predictive basis.
- 4.8 The JLAs welcome the proposals by the Examining Authority to consider cumulative and individual impacts of air and ground noise to the thresholds proposed. The JLAs cordially request that the Examining Authority reviews their position and includes the one additional noise induced awakening within their proposed scheme to ensure that all effects are properly addressed.

5. [REP8-107] - Deadline 8 Submission - 10.62.2 Appendix A to the Applicant's Written Summary of Oral Submissions - ISH 9 Mitigation

- 5.1 Annex 1 contains the Applicant's comments about the Examining Authorities position on Requirements 15 and 16. The Legal Partnership Authorities welcomed the Examining Authorities proposals at ISH 9 as confirmed in [REP8-165] and have requested some minor changes to include a primary metric of one additional noise induced awakening. The following is the JLA response to the Applicant's comments.
- 5.2 The JLAs note that the Applicant states that the Noise Insulation Scheme does not cover community buildings because the noise impacts at all community buildings are not significant. The JLAs consider that this position is incorrect and that any noise sensitive buildings should qualify for noise insulation consistent with the Noise Policy Statement for England and paragraph 5.68 of the ANPS. The fact that the effects may have been scoped out of the Environmental Statement does not exclude them for consideration against the aforementioned noise policy.
- 5.3 The JLAs expressed concern that the internal design standard for schools may not be achieved. The Applicant has responded that by reference to the 16 hour Leq the 30 minute Leq will be achieved. However, the Applicant, has not provided the information for the use of the route and the 40 dB LAeq, 30 min to be reliably calculated therefore the JLAs continue to have concern at the potential impacts on the Bohunt School to the north of Horsham.

- 5.4 With regard to the use of the 48 dB LAeq the JLAs have commented on this in para 14.116 -14.117 of [REP1-068] and also in [REP1-100] and welcome the ExAs approach.
- 5.5 In relation to the Applicant's comments about ground noise being mitigated through other means, the Applicant has sought to extinguish operational and other physical controls within existing permissions and has not offered any form of control such as a ground noise management plan or fixed plant noise management plan as advocated by the JLAs. Notwithstanding any controls on airport that may continue there is a residual impact that the Applicant appears to be refusing to model and then determine what further action is required to provide receptor based mitigation but only having exhausted all other forms of control on airport.
- 5.6 It is noted that on this occasion the Applicant has chosen not to draw a comparison between its proposition and that of Luton where the ground noise insulation scheme is extends to 55dB LAeq,16h and 45dB LAeq,8h.
- 5.7 In responding further the Applicant refers to the sharing the benefit calculation they have undertaken but the JLAs disagree with that approach as it appears to be freezing of technology and followed by modelling future scenario years to provide a distorted a baseline against which the benefits are calculated disproportionately in favour of the Applicant. This is contrary to the method identified in the Scoping Opinion and for which the Applicant has yet to provide the information.
- 5.8 The basis of the Examining Authority proposal of a 0.5dB reduction shows a good correlation with the original central case reduction when converted to area within contour as can be seen from [REP5-165]. The JLAs do not consider that the Applicant has adequately responded to the points in 3.1.3 and therefore considers that this has placed the JLAs, the Examining Authority and the Secretary of State in a difficult position.
- 5.9 A full copy of the JLA paper on this matter is reproduced, with figures, as Appendix 1.
- 5.10 Despite the increase in air traffic, the areas of the contour reduce, and this is based on the data supplied by the Applicant so it is not clear why they are now suggesting that noise contour areas will increase in accordance with Figure 1.10 of the ICAO report. As a global trend it should be quite possible for local airport operations to be ahead of the trend and have quieter fleet than the global market.
- 5.11 Noting the Applicant's concerns about the fleet transition the JLAs would highlight that for the majority carriers at Gatwick the fleet

replacement rate is 10-15 years and not the 20-25 cited; that Gatwick is likely to see higher fleet replacement initially and slowing but then the post next generation fleet will be replacing aircraft. The rate of fleet transition also corresponds to the original central case so this all implies a firmer basis than the Applicant considers.

- 5.12 Much of the Applicant's comments have been superseded by the ExAs proposal which the JLAs welcome.
- 5.13 The JLAs have clearly set out why the Applicant's proposed scheme does not provide for an effective control mechanism in [REP5-093] and the JLA refer to that.
- 5.14 In respect of the consultation and engagement the JLAs re-assert their concerns about the whole process as set out in the Adequacy of Consultation eg [AoC-020] comments and the Local Impact Reports eg [REP1-100]. It has been clearly demonstrated through the examination that the Applicant resists having any role for the local authorities.

6. [REP8-115] - 10.65 The Applicant's Response to Deadline 7 Submissions

- 6.1 The Applicant comments about a number of issues and these are addressed herein.
- 6.2 In connection with the additional noise induced awakening the JLAs have explained this in detail in the Local Impact Reports [REP1-068] and [REP1-100] and most recently in [REP7-103]. It is a point of disagreement with the Applicant. It is referred to in the Principal Areas of Disagreement Summary Statement and also the Closing Statement.
- 6.3 At 4.5.3 the Applicant quotes paragraph 15.19 but fails to do so in context of 15.18 where:

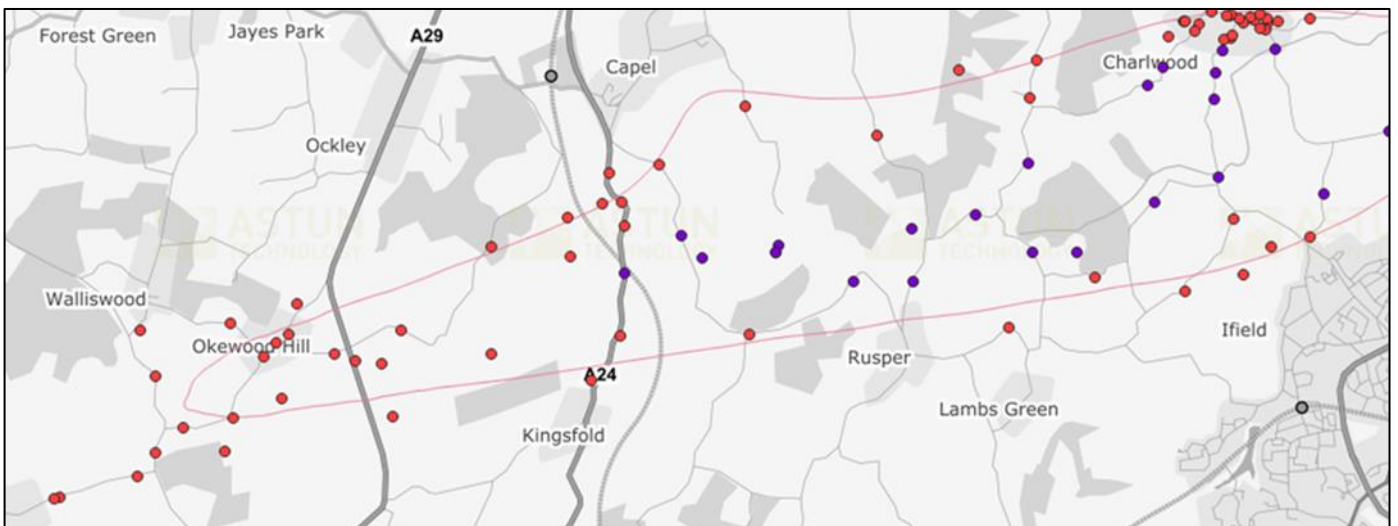
"...at paragraph 6.4 of CAP 2251, the CAA say: "The number of additional aircraft noise-induced awakenings was estimated for a 2014 average summer night for Gatwick, Heathrow and Stansted airports. The number of additional aircraft noise-induced additional awakenings was compared with the average summer night LAeq,8h noise dose. **As confirmed by Basner, whilst there is a clear correlation between the two measures, the additional aircraft noise-induced awakenings indicator gives more weight to the number of events. Therefore, areas experiencing fewer, but louder, events show comparatively fewer awakenings than**

areas experiencing more, less noisy events, and fewer awakenings than the average summer LAeq,8h noise dose might indicate.”

6.4 In [REP8-115] the Applicant misrepresents the position at Gatwick stating that it has louder aircraft so the Leq is a better measure. However, as Basner’s curve relates to both the loudness and numbers and as the aircraft types are increasingly quieter, with the number of night time movements at Gatwick it is wholly consistent that with the higher number of quieter aircraft the awakening metric is more relevant to Gatwick.

6.5 Further to [REP7-103] the JLAs have identified further evidence to demonstrate how the one additional awakening does not correspond with the 48 dB LAeq 8h. This location is to the West of the airport.

Figure 1. Comparison of Awakenings with 48 dB LAeq 8h noise contour based on 2032 central case fleet with project.



- The red line is the 48 LAeq 8h contour
- The red dots are locations of between one and two additional noise induced awakenings.
- The purple dots relate to more than 2 additional noise induced awakenings.

6.6 The data was provided to the JLAs and that shown is the 2032 central case fleet with project. As can be seen there are many locations where there is more than one additional noise induced awakening beyond the 48 dB LAeq8h average mode contour. Therefore, extending the night noise insulation only to the 48 dB LAeq8h will result in individuals experiencing SOAEL due to the exceedance of the one additional noise induced awakening contour.

- 6.7 Therefore, the JLAs consider that this is sufficient to merit the inclusion of the metric as a control in the noise envelope and the noise insulation scheme.
- 6.8 The JLAs note that only 2032 data is available. The Applicant must provide a full analysis for all scenario years. The data must be presented and interpreted in accordance with Basner’s methodology.

The JLAs attended the meeting that was held on the 18 July 2024 but considered that little progress was made in resolving the outstanding issues and these are addressed in other sections of this paper, the PADSS and also the Closing Statement.

7. **Response to the Applicant’s D8A Additional Notes on Explanatory Note on Catalytic Employment and National Economic Impact Assessment**

7.1 Two relevant actions were placed on the Applicant and the JLAs following ISH9, namely:

- Action 30 - “Continuation of information exchange on forecasting and need between the Applicant and JLAs.”
and
- Action 38 - “Further discussions to take place between Applicant and JLAs regarding assessment of catalytic employment benefits and provide ExA with update on whether common ground can be reached”

7.2 In respect of the first item, the JLAs had seen this as an opportunity for the Applicant to provide further information, particularly in line with its post-Hearing submission [**REP8-108**, paragraph 2.2.45] regarding its claims that the airlines are willing to increase winter season operations, even though there are no slots available at peak times. The JLAs were open to considering further evidence regarding the achievability of the Applicant’s claims for its Baseline Case but, although the Applicant sought to confirm certain aspects of the JLAs assessment of an appropriate Baseline, it has declined to provide any further evidence to support its position or to meet, despite its commitment to do so at paragraph 2.1.3 of **REP8-112**. The JLAs can only conclude that such evidence does not exist, reinforcing the view that the maximum plausible throughput in the Baseline Case would not exceed 57 mppa.

Catalytic Employment

7.3 A meeting was held on 9th August to discuss again the Applicant’s approach to assessing the wider catalytic impacts of the NRP. At that meeting, it was understood that an agreed note would be produced summarising positions. This was in progress for D9 but the Applicant,

instead, unilaterally submitted its interpretation of the position at D8A. This submission misrepresents the JLA's position and the Applicant was aware of this during the process of seeking to develop an agreed note prior to D8A. Hence, this note seeks to correctly identify the outstanding issues.

- 7.4 At the outset, it is important to state that we do not reject an approach that seeks to estimate the total change in employment in the local area consequent upon growth at an airport and the derivation of the net catalytic effect on wider employment after deducting the quantifiable uplift in direct, indirect and induced employment. For the reasons identified by the Applicant at paragraph 2.1.3 of **REP7-077**, we recognise the merits of adopting an approach that identifies the net effect on local employment taking into account displacement from other activities. However, the approach adopted by the Applicant gives rise to other issues that have not been addressed.
- 7.5 We recognise, also, that there is a potential causality issue in the vicinity of an airport, namely does the existence of an airport give rise to more economic activity in its catchment and/or to what extent does the throughput of an airport merely reflect the level of economic activity present locally or in its catchment area. It is for that reason that it has proven difficult to robustly quantify such effects, with reliance instead on secondary indicators such as business productivity, trade effects or tourism effects (as presented in the Needs Case Appendix 2 [**APP-252**]), recognising that such effects are necessarily set out in gross terms as broad indicators of the channels of catalytic effects in terms of their local value.
- 7.6 Whilst noting that the statistical technique adopted by the Applicant at the heart of its methodology has general applicability, its adoption in the case of assessing the economic impact of airports is not well tested or validated, with the Applicant citing only two somewhat outdated academic papers from the USA and Italy. Had the methodology been well accepted, it might have been expected that it would have been used more widely, including in connection with the Airports Commission assessment of options for providing additional airport capacity in the UK or for specific airport impact assessments. This does not appear to be the case¹ in practice.
- 7.7 The problem with adopting this two-stage approach is that it is not possible to understand what exactly the Applicant has used to derive the relationship between growth in air passengers and total local employment. This note should be read in conjunction with Appendix I to **REP8-126**.
- 7.8 Although Figure A5.1 of **APP-200** presents a scattergram of the relationship between actual airport passengers and total local employment in selected local authority areas, we do not agree with the

¹ <https://www.gov.uk/government/publications/developing-a-framework-for-the-local-economic-impact-of-airports>

Applicant (paragraph 3.3.8 of the D8A submission) that this demonstrates a robust relationship, indeed at paragraph 3.2.4 of **REP7-077** the Applicant itself rejects the robustness of a relationship based solely on correlating total employment locally with total passenger throughput at an airport.

- 7.9 Rather the Applicant's methodology relies on developing a synthetic measure "*given the characteristics of a given area, what would be the predicted level of traffic provided an airport were to operate there?*", as we understand it derived from actual passenger demand at airports adjusted in accordance with local demographics, the centrality within the UK and some measure of competition from other airports. This produces a theoretical estimate of the number of passengers than an airport ought to be handling stripped, according to the Applicant, of any causality between employment and the throughput of the Airport. Estimates were also made of the "*air traffic potential*" of neighbouring areas without airports present (see Figure A5.2 of **APP-200**).
- 7.10 The elasticity of employment to air traffic growth is then derived by considering this across a cross section of UK local authority areas, according to the variables set out in Table A5.4 of **APP-200**. The central problem is that it is simply not possible to understand what - "*the air traffic potential*" - means in real terms and, hence, what exactly is the meaning of the dependent variable used in the second stage regression. This concern is reinforced by the statements of the Applicant at paragraph 3.3.5 - if the assessment of economic effects is not based local passenger demand, what is it based on? Whilst the approach adopted may generate a broad elasticity applicable at the UK level between air passenger growth and total employment, the application of this to any individual airport and local area must necessarily take into account the specifics of the airport's catchment area and how this may be expected to change as an airport grows.
- 7.11 It remains our view that the most appropriate use of an approach aimed at identifying total employment effects locally deriving from growth at any specific airport must take into account:
- *how much of the local air passenger demand uses the airport in question; and*
 - *how much of the growth of the airport would come from the local area.*
- 7.12 Whilst the local direct, indirect, induced footprint of an airport may not be dependent on these factors, the wider catalytic impact most definitely is. It was for this reason that we have made the point, since 2022, that CAA survey data should be used to inform the derivation of these effects as they apply specifically to the wider economic contribution of any airport.
- 7.13 A further consideration is that catchment area of an airport and the relationship to its neighbouring airports can change over time. Indeed,

the whole premise of the Applicant's NRP case is that it will be growing whilst other airports are not able to. This will inevitably mean that it will draw from a wider catchment area, reducing the proportion of its benefit that will be realised locally. This will alter the relationship and the applicability of the elasticity derived through cross sectional analysis. Such changes in the profile and distribution of demand using Gatwick in future would distort the relationship between air traffic levels and local employment in ways not foreseen or considered by the Applicant (paragraph 3.4.2 of the D8A submission).

- 7.14 It is of special concern that the Applicant's demand forecasts do not provide any assessment of the extent to which demand for the NRP will be local (paragraph 3.3.2 of the D8A submission). This only serves to highlight the lack of robustness of the demand forecasts and their ability to inform any assessment of local benefits if the Applicant does not know from where it will draw passengers in future.
- 7.15 In essence, our concerns regarding the methodology are the same as those identified by NEF (section 4 of the D8A submission), namely that displacement and spillover effects need to be accounted for in presenting the net employment impacts at a local level (as distinct from gross estimates of catalytic effects as more normally presented as supporting evidence) and also that account needs to be taken of the specific nature of growth and how this relates to business or tourism related connectivity and employment.
- 7.16 It is the failure to address these key considerations and to reference local benefit clearly to the extent to which the benefits of the NRP will be realised by local passengers and businesses that lies at the heart of our concerns. We continue to lack confidence that theoretical methodology adopted by the Applicant is not robust and the extent of the local benefits cited uncertain.

National Economic Assessment

- 7.17 It is noted that the Applicant also submitted an updated National Economic Assessment at D8A, addressing the changes in the treatment of carbon costs in the most up to date WebTAG guidance.
- 7.18 This update, however, failed to address either the issues relating to the overstatement of air fare benefits because of inappropriate use of London area fares in aggregate and issues relating to displacement of passengers, as highlighted in paragraphs 62-65 of **REP1-099**, appended to the JLAs' LIRs. Even though the assessed benefits at a national level have been reduced in the latest analysis, these still overstate the true benefits once proper account is taken of displacement and the inter-relationship between the growth of Gatwick and the role of other airports in meeting demand.

8. Factual correction to Applicants response [REP8-118] Air Quality – World Health Organisation (WHO) Air Quality Guidelines

8.1 The Joint Local Authorities would point out that the WHO air quality guideline level for nitrogen dioxide is 10 µg m⁻³ not 20 µg m⁻³ as suggested by the Applicant in para 3.1.6 (The Applicant’s response to Deadline 7 Submissions Appendix C: Response to the JLAs EMG Framework Paper [REP8-118]).

8.2 Thus nitrogen dioxide concentrations on the Horley Gardens Estate are up to double the WHO standard rather than meeting the standard as suggested by the Applicant.

9 Request for Further information [PD-027] - Response to questions R17d.9 (Carbon Budget Delivery Plan) and R17.d.10 - (Carbon Cap Scheme)

| Ref No | Question from ExA | Response |
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| R17d.9 | <p>Carbon Delivery Plan In May 2024 the High Court found that the Carbon Budget Delivery Plan prepared by the Secretary of State for Energy Security and Net Zero failed to comply with the Secretary of State’s duties under the Climate Change Act 2008. All Interested Parties are invited to comment on the relevance or otherwise of this decision to the Applicant’s DCO application.</p> | <p><i>In May 2024 the High Court found that the Carbon Budget Delivery Plan prepared by the Secretary of State for Energy Security and Net Zero failed to comply with the Secretary of State’s duties under the Climate Change Act 2008. All Interested Parties are invited to comment on the relevance or otherwise of this decision to the Applicant’s DCO application.</i></p> <ol style="list-style-type: none"> 1. Mr Justice Sheldon handed down his judgment in (1) <i>Friends of the Earth</i> (2) <i>ClientEarth</i> (3) <i>Good Law Project v Secretary of State for Energy Security and Net Zero</i> [2024] EWHC 995 (Admin) (“FoE (No 2)”) on 3 May 2024, upholding the Claimants’ judicial review challenge to the lawfulness of the <u>Carbon Budget Delivery Plan</u> (“CBDP”). 2. The CBDP replaced the government’s previous Net Zero Strategy after that too was held to be unlawful by Mr Justice Holgate in <i>R (Friends of the Earth Ltd) v Secretary of State for Business, Energy and Industrial Strategy</i> [2023] 1 WLR 225 (“FoE (No.1)”), on the basis that the Secretary of State had failed to take into account obviously material considerations, including the contributions individual proposals and policies were expected to make to meeting the carbon budgets under the Climate Change Act 2008 (“the Act”), and the risks to delivery. Under section 13 of the CCA 2008 the Secretary of State is under a duty to prepare such proposals and policies as will enable the carbon budgets under the Act to be met. 3. Holgate J ordered the Secretary of State to lay before Parliament a report which was compliant |

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| | | <p>with section 14 of the CCA 2008 by no later than 31 March 2023. The Secretary of State laid the CBDP before Parliament on 31 March 2023.</p> <p>4. The challenge to the CBDP in <i>FOE (No 2)</i> succeeded on the following bases:</p> <ol style="list-style-type: none"> a. First, in line with <i>R(Wells) v Parole Board</i> [2019] EWHC 2710 (Admin), it was irrational for the Secretary of State to proceed on the assumption that each of the policies and proposals included in the CBDP would be delivered in full. This conclusion was not justified by the evidence, which in fact pointed to the fact that some would not be delivered in full (§§63-64, 119-127). b. Second, in the alternative, it was irrational to assume the overall package of policies would deliver in full (because over-delivery in one area might balance out under-delivery in another). The Secretary of State had insufficient information before him on the levels of risk associated with each policy to reach this conclusion (§§117, 132). <p>5. Mr Justice Sheldon ordered that the Secretary of State lay before Parliament by no later than 2 May 2025 a fresh report under section 14 of the Act setting out the proposals and policies which will enable the sixth carbon budget to be met. This report will need to be informed by a more comprehensive analysis of the degree of risk associated with the delivery of specific projects and proposals. The Court did not order any relief to cover the interim position (e.g. by way of suspension of the Jet Zero Strategy or other related guidance).</p> <p>6. Policies 139 and 144 – 148 in the CBDP relate to aviation and are as detailed in the high ambition scenario in the Jet Zero Strategy. As part of the proceedings, the Department for Energy Security and Net Zero disclosed risk tables which had been provided to the Secretary of State as part of his decision-making process on the CBDP, which were included as <u>an annex</u> to the witness statement of Mark Childs. These tables indicate the view of civil servants that the achievement of certain aviation policies set out in the Jet Zero Strategy will be “challenging” with a high but unquantified level of risk associated with their delivery (see policies 146 and 147 in particular at pp. 114-115). It seems highly likely, therefore, that some revisions of current aviation policy as regards the sector’s contribution towards the relevant carbon budgets, will be forthcoming on or before 2 May 2025.</p> <p>7. The present application for a DCO is likely to be determined before the 2 May 2025 deadline for</p> |
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| | | <p>the laying of a new section 14 report before Parliament. While it is not impossible that the new Government may seek to expedite the process of publishing this report, it seems unlikely that it will be published before the date on which a decision is expected on the Northern Runway Project.</p> <p>8. The ExA cannot pre-empt Government policy. It must proceed on the basis of policy as it currently exists (including the Jet Zero Strategy) when making its recommendation. However, the ExA will undoubtedly be alert to the possibility, however small, that a revised section 14 report, new government guidance on relevant aviation policies, or updated information on the risks associated with the policies set out in the Jet Zero Strategy, may be published either during their reporting period or before a final decision is taken on the NRP. In such an eventuality, the Secretary of State might wish to invite further written submissions from interested parties before making a decision on the application.</p> |
| R17d.10 | <p>Carbon Cap Scheme</p> <p>At Deadline 8 [REP8-143] CAGNE proposed a new requirement to address carbon emissions. ... <i>"Carbon cap scheme (X) (1).—Dual runway operations shall not commence until a scheme setting out maximum annual carbon emissions from airport operations and flights, including scope 3 emissions, has been submitted and approved in writing by CBC (in consultation with RBBC, NVDC, TDC, HDC, SCC, WSCC and KCC) ("the carbon cap scheme")</i>. This shall include a target to achieve net zero scope 1 and 2 emissions by 2030, as set out in the Carbon Action Plan.</p> <p><i>(2) The undertaker shall be required to submit an annual monitoring report of carbon emissions to CBC (in consultation with RBBC, NVDC, TDC, HDC, SCC, WSCC and KCC), setting out whether the annual emissions caps provided by way of sub-</i></p> | <p>The JLA generally agree with the principles underlying the new requirement proposed-by CAGNE in [REP8-148] as represented by paragraphs (2) and (3). The underlying principles of these paragraphs – namely mechanisms to control the growth of the airport in the event the NRP leads to exceedances of environmental parameters – align with the proposals the JLA have made regarding the Environmentally Managed Growth (EMG) requirements as set out in [REP6-101], [REP6-100] (Appendix II) and [REP7-102] (section 5).</p> <p>However, the JLA disagrees with CAGNE's proposed drafting in paragraph (1), which proposes including emissions from flights within the Applicant's emissions scope.</p> <p>While it is agreed that Scope 3 emissions from airport operations and surface access transportation should be included, as outlined in the EMG requirements [REP6-101], the inclusion of emissions from flights under the Applicant's control is not considered appropriate. Aviation emissions are regulated through policy at a national level through the Transport Decarbonisation Plan and the Jet Zero Strategy which set out how aviation emissions will be reduced in line with legally binding net zero targets set out in the Climate Change Act 2008. Key to controlling aviation emissions, as set out in Jet Zero, are market-based control mechanisms, such as the UK Emissions Trading Scheme.</p> <p>The JLA consider that controlling emissions at a national level is appropriate and that should measures to control aviation emissions be implemented on an airport by airport basis this may result in airlines diverting their flights to other airports to avoid any measures, rendering this approach ineffective as emissions would not be reduced but instead moved elsewhere.</p> |

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| | <p><i>paragraph (1) have been met.</i></p> <p><i>(3) The undertaker shall not be permitted to declare any further capacity for commercial air transport movements from the airport where two consecutive annual reports identify that the carbon cap limit has been exceeded during the previous 24 months of the operation of the airport until an annual monitoring report has been approved by CBC (in consultation with RBBC, NVDC, TDC, HDC, SCC, WSCC and KCC) which confirms compliance with the carbon cap limit identified to have not been complied with during the previous 24 months of the operation of the airport or forecast to not be complied with (as is relevant in the circumstances)."</i></p> <p>All Interested Parties are invited to comment on the need or otherwise for such a requirement and the effectiveness of the proposed draft in meeting this objective.</p> | |
|--|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|

10 ISH-9 Action Point 33 – Update on the current situation of the housing emergency [EV20-002]

10.1 Please see Appendix II for the Crawley Borough Council Response.

Appendix I

Introduction

1. Requirement 15 and 16 of Annex B of the Agenda for Issue Specific Hearing 9: Environmental Matters (ISH9) [EV20-001] provided the Examining Authority's (ExA) interpretation on how noise contour area limits could be applied as part of the Noise Envelope. This interpretation is as follows:

“From the commencement of dual runway operations, the operation of the airport shall be planned to achieve a predicted air noise level LAeq that:

- *for an average summer day is at least 0.5 dB less than the value calculated for an average summer day in 2019; and*
- *for an average summer night is at least 0.5 dB less than the value calculated for an average summer night in 2019.*

Five years after the commencement of dual runway operations, and every fifth year thereafter until 2049, the operation of the airport shall be planned to achieve a predicted air noise level LAeq that:

- *for an average summer day reduces by at least a further 0.5 dB; and*
- *for an average summer night reduces by at least a further 0.5 dB.”*

2. At ISH9, the Joint Local Authorities suggested that they had considered how these limits could be applied and were willing to submit their interpretation of the limits at Deadline 8. As such, this document has been prepared in response to Action Point 7 from Issue Specific Hearing 9 [EV20-006], which was *“To submit interpretation of how noise contour limits would work with a half dB reduction every 5 years”*.
3. The ExA is referred to Part C of the Authorities' submission titled *“Consolidated DCO Submissions – Update at Deadline 8”* containing further information on the Annex B proposals and the Authorities' comments on the proposed wording of Requirement 15 and 16.

Interpretation

4. It is not possible to look at different locations around the airport and expect to see similar reductions in noise at each point as time passes and the aircraft fleet transitions to newer aircraft. This is because the reduction in noise for newer aircraft on departure (approximately 4 dB) is substantially greater than the reduction in noise on approach (approximately 1 dB). As such, the JLAs interpreted the 5-yearly reduction of 0.5 dB as a reduction in the area encompassed by the 51 dB LAeq,16h and 45 dB LAeq,8h of the 2019 baseline.
5. The reduction in contour area can be defined through assuming that, for the first reduction in contour area on commencement of dual runway operations, the area of the 51 dB LAeq,16h contour area would have to be equivalent in size to the area of the 2019 baseline 51.5 dB LAeq,16h contour. This would mean that the population that experienced noise levels of 51.5 dB LAeq,16h in the 2019 baseline year would experience a noise level of 51 dB LAeq,16h on commencement of dual runway operations. Similarly, the area of the 45 dB LAeq,8h contour area would have to be equivalent to the area of the 2019 baseline 45.5 dB LAeq,8h contour. This process can then be undertaken iteratively to develop a series of stepped reductions in contour area every 5-years.

Defining a Reduction in Area

6. To define what the stepped reduction in contour area would be, it was necessary to produce 2019 baseline noise contours in 0.5 dB intervals from 51 dB LAeq,16h and 45 dB LAeq,8h upwards. As this information has not been produced by the Applicant or requested by the

JLAs, the JLAs produced a 2019 baseline model in the Aviation Environmental Design Tool (AEDT). Information provided in ERCD Report 2002 Noise Exposure Contours for Gatwick Airport 2019 was referenced to build the noise model.

7. It should be noted that this model was not validated using radar data or local monitoring data so was produced using default aircraft data in AEDT. As such, the outputs were not reflective of the ANCON outputs submitted by the Applicant and the purpose of the modelling was not to challenge the ANCON noise model, which the JLAs are supportive of. However, the noise contour outputs were considered reasonable for the purposes of estimating potential changes in contour area to demonstrate how the ExA's proposed contour area limit criteria could work.

Noise Contour Area Results

8. As stated above, the purpose of the exercise was not to replicate ANCON modelling but to provide an indication as to how noise contour areas may reduce as a result of a 0.5 dB reduction. As such, contour areas are presented as a percentage of the 2019 baseline contour areas. These percentages are applied, in turn, to the Applicant's 2019 baseline contour areas to show how contour areas would reduce in future. The 2019 baseline contour areas are 136.0 km² for the 51 dB L_{Aeq,16h} contour (Table 4.1.1 of Appendix 14.9.2 [APP-172]) and 159.4 km² for the 45 dB L_{Aeq,8h} contour (Table 4.1.2 of Appendix 14.9.2 [APP-172])
9. The results of noise contour area reductions and corresponding contour area noise limits are presented in Table 1 for daytime and Table 2 for night-time. The contour area limits assume dual runway operations will commence in 2029.

Table 1: Daytime Noise Contour Area Reductions and Contour Area Limits

| Year | 51 dB L _{Aeq,16h} | |
|------|------------------------------------------|------------------------------------|
| | Contour Area % Compared to 2019 Baseline | Contour Area Limit km ² |
| 2019 | 100% | 136.0 |
| 2029 | 92% | 125.0 |
| 2034 | 84% | 114.8 |
| 2039 | 77% | 105.4 |
| 2043 | 71% | 96.6 |
| 2048 | 65% | 88.4 |

Table 2: Night-time Noise Contour Area Reductions and Contour Area Limits

| Year | 45 dB L _{Aeq,8h} | |
|------|------------------------------------------|------------------------------------|
| | Contour Area % Compared to 2019 Baseline | Contour Area Limit km ² |
| 2019 | 100% | 159.4 |
| 2029 | 92% | 124.6 |
| 2034 | 84% | 114.4 |
| 2039 | 77% | 104.8 |
| 2043 | 71% | 96.2 |
| 2048 | 65% | 88.3 |

10. The results are plotted in Figure 1 (daytime) and Figure 2 (night-time) at the end of this document alongside the original Central Case (and baseline), the Slower Transition Case (STC) (and baseline) and the Updated Central Case (UCC). As set out in more detail below, the JLAs' position is that the original Central Case is more likely to occur than the Updated Central Case, which the JLAs consider to effectively be an updated Slower Transition Case.

11. The ICAO's 'Global trends in Aircraft Noise', which the 0.5 dB reduction every 5 years is based on, accounts for the continuing introduction of new aircraft fleet until 2049. However, the Applicant's noise predictions only account for aircraft that are currently in service, with some minor exceptions (Table 2.1.1 of Appendix 14.9.2 [APP-172]) that do not have a material effect on noise contour area.
12. It is expected that the future generation aircraft will start to become available in the mid-2030s and these aircraft may result in ongoing reductions in noise. However, there is some uncertainty regarding future noise emission reductions due to the potential focus on reducing carbon emissions that may affect noise emission level reductions, which the Applicant identifies in section 6.6 of Appendix 14.7.9: The Noise Envelope [REP6-055]. As such, the period from 2035 onwards in Figure 1 and Figure 2 has been shaded to identify this period of uncertainty.

Outcome

13. Figure 1 for the daytime 51dB $L_{Aeq,16h}$ noise contours:
 - the Central Case baseline would be below the ExA's proposed noise limits until they converge in 2038.
 - The Central Case with project broadly follows the ExA's noise limits, but it would be challenging to meet the noise limits after they drop in 2034 unless account is taken of ICAO's expectation for ongoing noise reductions with further new aircraft types is met.
 - Both baseline and with project slow transition case fleet are above the noise limits at all times so would not be workable in terms of their fleet transition rates.
 - The updated Central Case with project is above the noise limits at all times so would not be workable in terms of their fleet transition rates.
14. Figure 2 for the night time 45 dB $L_{Aeq,8h}$ contours:
 - the Central Case baseline is below the ExA's proposed noise limits until they almost converge in 2038. This is similar to the day.
 - The Central Case with project is also below the ExA noise limits up to 2039, at which point, the contour area plateaus. However, it is possible that future aircraft may continue the trend of noise reductions. Thus, compliance with the ExA limits after 2039 could be possible but it is acknowledged that it would be challenging. As with the daytime figure, the STC and the UCC are above the noise limits at all times so would not be workable in terms of their fleet transition rates.
 - Slow transition with project would not comply whereas the slow transition baseline shows potential for compliance, but it is not certain,
 - The Updated Central Case with project would not comply.

Conclusion

15. The factors that affect the area under the noise envelope are primarily the fleet transition, the composition of the fleet at a future date (there are proposals to increase the proportion of wider large-bodied aircraft compared to the baseline year) and the presumed demand. This

paper focusses on the Examiners' proposal by considering it against the Applicant's projection of the area within the noise contours which is based on these factors.

16. The current Noise Envelope [REP6-066] that the Applicant has submitted applies noise contour area limits based on the Updated Central Case fleet mix; however, the JLAs' position is that the Updated Central Case fleet mix is really a reworked slow transition fleet mix and that the Central Case is the most likely scenario to occur. Therefore, the JLAs' position (paragraphs 8.2 and 8.3 [REP7-103]) is that the Central Case is the appropriate basis for setting the noise contours and it can be seen that for the period to 2035 that the ExAs proposal tracks this reasonably well.
17. Beyond 2035, the ExA proposal for the day places a limit on the area that is less than the projection for the area of the central case fleet mix with project and presumed passenger demand.
18. However, taking into consideration the JLAs' view that the forecast demand is not likely to be as high as the predictions by the Applicant in the near term [REP4-049], were demand to be less, then the effect would be to further reduce the area of the contour resulting in compliance with the ExA's proposed limit.
19. For the night period the ExA's proposed limit is an even better correlation for the central case fleet with project and suggests that compliance is achievable until 2038.
20. The gap in the growth in demand between the Applicant's predictions and those of the JLA are set to converge by 2038. This coincides with the period of the introduction of new generation fleet so at that time there may be potential for the continuation of the downward trajectory but not based on the use of the central case fleet.
21. In order for the ExA's noise limits to work, there would need to be some mechanism in place to adjust the 5-yearly 0.5 dB rate of improvement (either up or down) based on future aircraft noise emissions once they are fully understood. For the avoidance of doubt, the rate of noise emission level improvement of future aircraft may reduce or increase, but the noise contour area limit of the noise envelope would not be allowed to increase. The earliest that a planned review would be expected to commence would be for the first noise limit reduction point after 2035.
22. The Applicant's Noise Envelope [REP6-056] allows the noise contour area limits to increase as a result of air space change, noisier future aircraft or 'force majeure'. To provide certainty to communities regarding the level of noise they could expect to experience in the future, the noise contour area limit should not be allowed to increase, even after 2035. At worst, the noise contour area limits could plateau and, only then, in exceptional circumstances as this would not be consistent with the policy of 'sharing the benefit'.
23. In addition to the adjustment mechanism referred to above there may be other circumstances where the area needs to be reduced, for example, where new evidence is published, or policy is updated.
24. In summary, the JLAs support the ExA's proposal of noise limits and five-year noise envelope periods rather than the initial 9-year period followed by a five-year period proposed by the Applicant and consider that it is inappropriate to quickly dismiss it.

Figure 1 Daytime 51 dB LAeq, 16h Noise Contour Area Compared to ExA Proposal for Noise Area Reduction

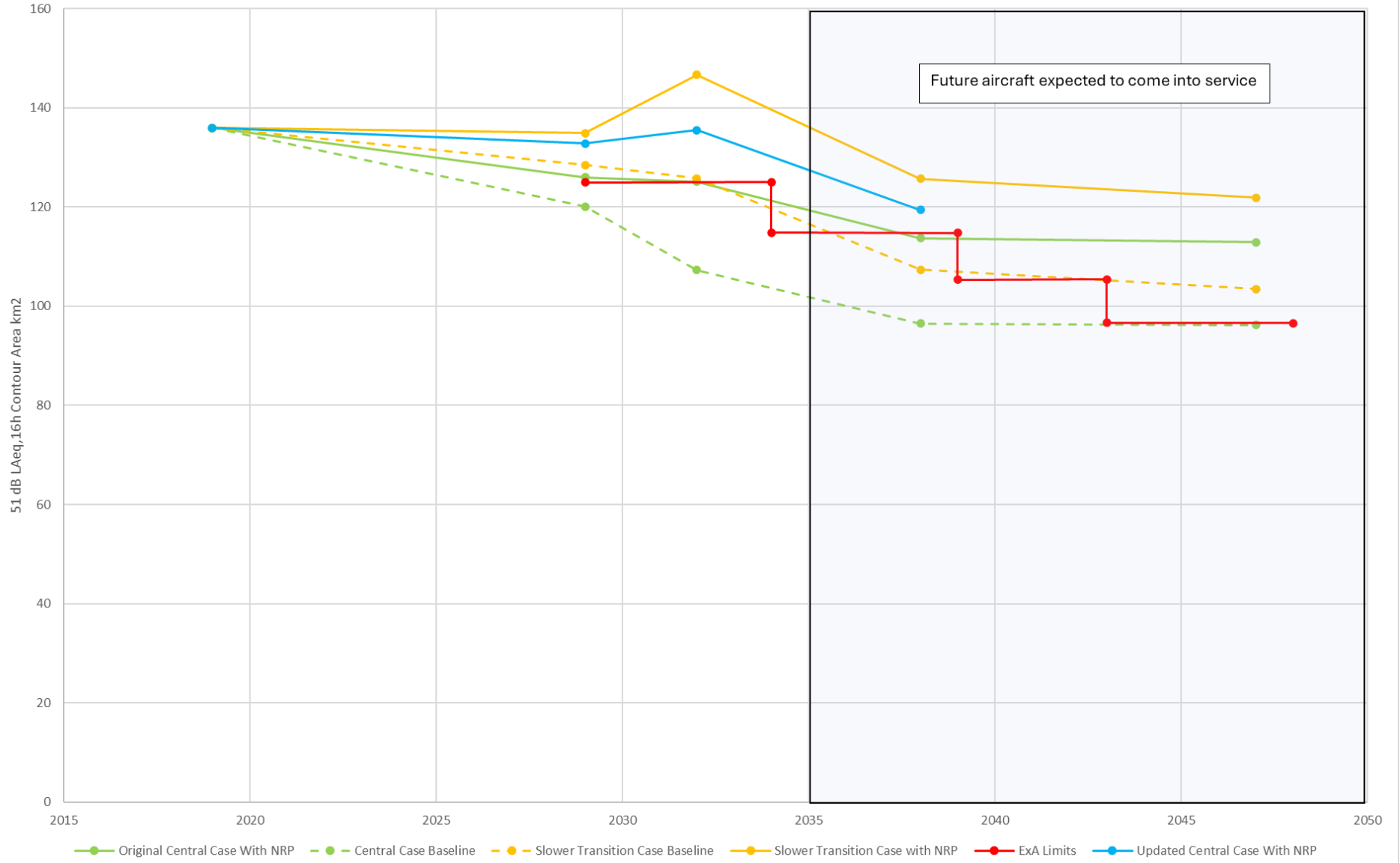
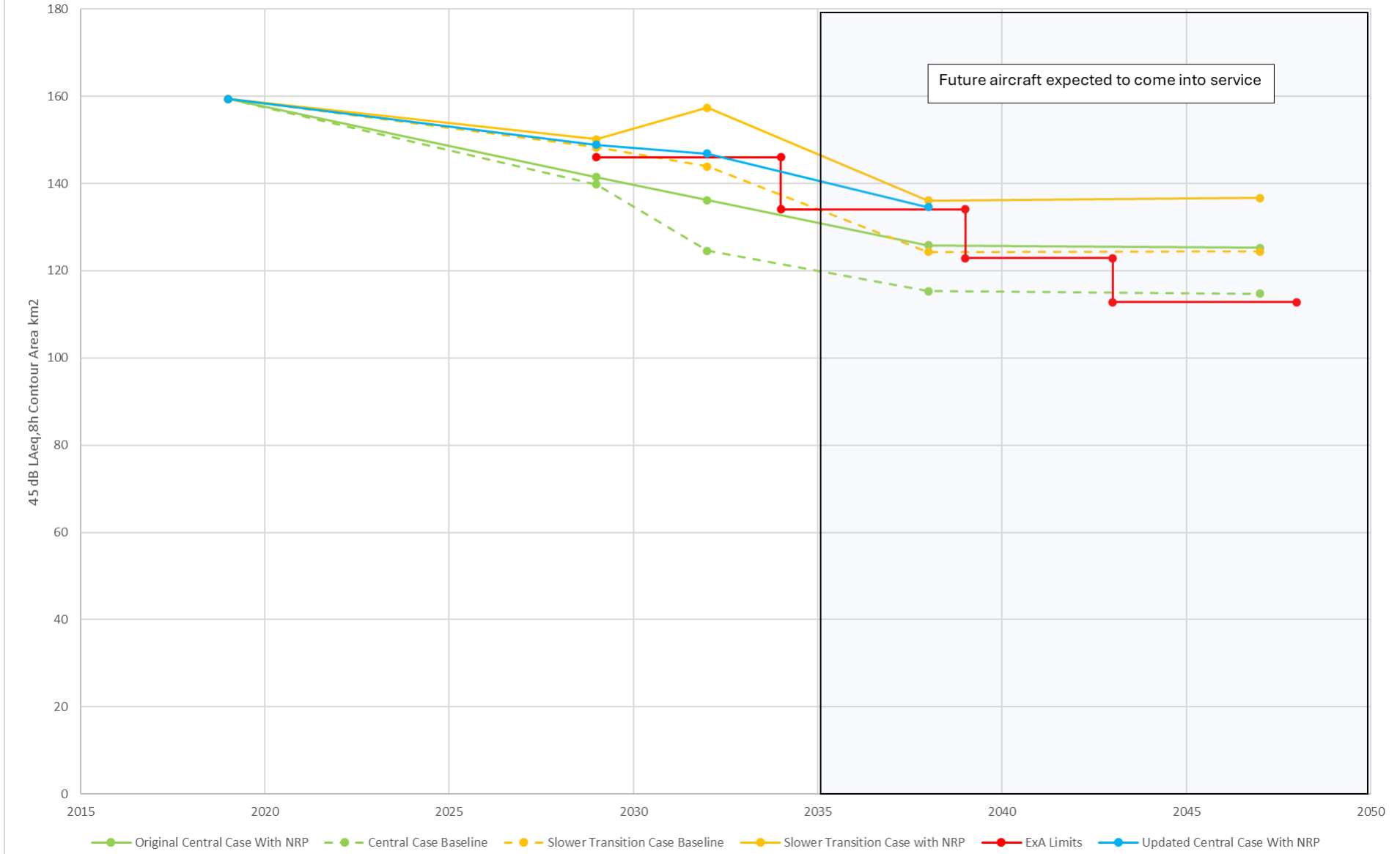


Figure 2: Night time 45 dB LAeq,8h Noise Contour Areas



APPENDIX II

UPDATE ON THE CURRENT SITUATION OF THE HOUSING EMERGENCY

ISH-9 Action Point 33

1. Introduction

1.1 This paper provides an update for Deadline 9 on the Housing Emergency in Crawley borough, as requested by the ExA at ISH-9, Action Point 33 [EV20-002]

2. Affordable Housing Delivery through the Local Plan

2.1 There is an important distinction between overall housing delivery (market and affordable) and the delivery of affordable housing. Crawley's affordable housing need (739dpa) is only marginally less than its total housing need (755dpa). The draft Local Plan requirement is for 40% affordable housing on all residential developments, except within the town centre where a 25% requirement is set for reasons of viability.

2.2 Land supply constraints means Crawley has needed to apply a supply-led approach in planning for housing growth, meaning it can only meet 42% of its total housing need. To meet Crawley's affordable housing need in full, even if all the total housing need could be met, 98% of all housing development in Crawley would need to be provided as affordable tenures. This is clearly not a realistic prospect.

2.3 Given land constraints, therefore, as shown in Table 1 below, only 17% of Crawley's identified affordable housing need can be met within the Borough.

| | Full Need (2024 – 2040) | Provision in Crawley Borough Local Plan (2024 – 2040) | Unmet Needs (2024 – 2040) |
|----------------------------------------------------|---------------------------------|--------------------------------------------------------------|----------------------------------|
| Overall Housing Need | 12,080 dwellings (755dpa) | 5,030 dwellings (314dpa) | 7,050 dwellings (441dpa) |
| Affordable Housing Need (40%) | 11,824 dwellings (739 dpa) | 2,012 dwellings (126 dpa) | 9,812 dwellings (613 dpa) |
| Affordable Rental Housing Needs (30%) | 8,868 dwellings (554.25 dpa) | 1,509 dwellings (94 dpa) | 7,359 dwellings (460 dpa) |
| Affordable Intermediate Housing Needs (10%) | 2,956 dwellings (184.75 dpa) | 503 dwellings (32 dpa) | 2,453 dwellings (153 dpa) |

Table 1: Local Plan Housing Need and Supply. Source CBC

2.4 Whilst the Authorities are not seeking a contribution towards the provision of affordable housing, the above is relevant as it demonstrates the significant need for affordable housing in Crawley. As that need cannot be met in full, it is contributing to the growing number of households on the Housing Register awaiting permanent accommodation, which in turn is necessitating the council needing to find short- and medium-term accommodation until

permanent accommodation can be found. With very little through-put of new affordable housing stock to alleviate this pressure, there are increasing numbers of people requiring emergency assistance in nightly-paid temporary accommodation. The availability of short- and medium-term accommodation is severely under pressure, hence the authorities' concerns that further pressures from NHB workers associated with the Project will worsen what is an already challenging situation.

3. ***Pressures on Short- and Medium-term Accommodation***

3.1 Whilst the Council has successfully delivered over 1600 affordable units in the past 10 years, this programme has now almost completely stalled due primarily to the impact of water-neutrality requirements. Affordable housing supply therefore remains significantly below demand, and the number of people on the affordable housing waiting list continues to grow as a result, as shown in Figure 1.

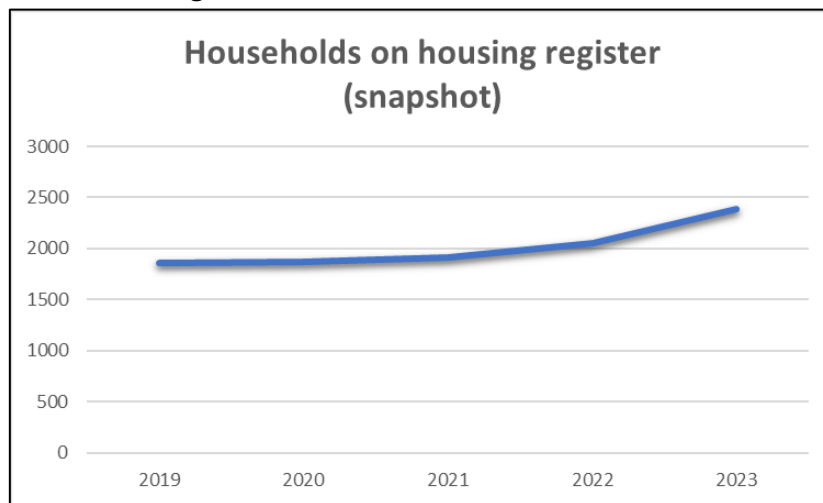


Figure 1: CBC Households on Housing Register, August 2024. Source: CBC

3.2 Figure 1 above reflects that prior to water-neutrality impacting on affordable housing supply, the Housing Register was relatively stable at about 1800 applicants. This has since expanded on an upward trajectory that is unlikely to even start levelling off until about 2027 when affordable housing completions are expected to recommence, by which time the Housing Register is likely to exceed 3000 applicants.

3.3 Information on the Council's Housing Register and Homelessness advice, along with the relevant statutory duties can be found in the following links:

<https://crawley.gov.uk/housing/finding-home/housing-register>

<https://crawley.gov.uk/housing/finding-home/homelessness/homelessness-advice>

https://assets.publishing.service.gov.uk/media/65ddabd1cf7eb10015f57f6f/Current_Homelessness_Code_of_Guidance_7_June_2024.pdf

3.4 As of August 2024, 2,490 applicants were on the council's Housing Register awaiting permanent accommodation. This included 552 households in temporary accommodation, of which 220 were placed in affordable temporary accommodation, and 332 were placed in more-expensive nightly-paid accommodation (123 of these being placed out-of-borough due to the lack of supply within Crawley). This leaves the remaining applicants on the

Housing Register having to find their own forms of accommodation, including rental accommodation in the market.

3.5 As can be seen in Table 2 below, the largest need on the council’s Housing Register is for studio and one-bed accommodation. This is relevant as it is this accommodation type, particularly for shorter-term contracts, that is likely to be most in demand from non-home based workers associated with the Project. Table 3 then shows, by property size, how long successful applicants have waited before accommodation became available.

| | Studio and One Bedroom | Retirement Housing | Two bedrooms Only | Two and three bedroom* | Three Bedroom Only | Four Bedrooms+ | TOTAL |
|---------|------------------------|--------------------|-------------------|------------------------|--------------------|----------------|-------|
| Band A+ | 18 | 2 | 10 | 0 | 4 | 15 | 49 |
| Band A | 322 | 52 | 194 | 69 | 152 | 124 | 913 |
| Band B | 242 | 271 | 358 | 165 | 296 | 100 | 1432 |
| Band C | 29 | 6 | 12 | 3 | 4 | 5 | 59 |
| Band D | 8 | 2 | 12 | 9 | 6 | 0 | 37 |
| TOTAL | 619 | 333 | 586 | 246 | 462 | 244 | 2490 |

Table 2: Breakdown of CBC housing register (August 2024) by property size. Source CBC

| Property size | How many households are waiting for this accommodation? | How many became available in 2023? | How long had successful applicants waited? * |
|--------------------------|---------------------------------------------------------|------------------------------------|----------------------------------------------|
| Studio and one bed | 495 | 90 | 1 to 3.5 years |
| Two bed | 682 | 172 | 1.5 to 8 years |
| Three bed | 553 | 70 | 2 to 10 years |
| Three bed + dining room | 260 | 6 | 1.5 to 7 years |
| Four bed | Included in three bed + dining room | 7 | 2.5 to 8 years |
| Five bed | Included in three bed + dining room | 0 | NA |
| Sheltered and extra care | 435 | 91 | 1 to 7 years |

Table 3: Average wait time for successful applicants to be accommodated. Source CBC

3.6 The increasing number of households in temporary accommodation, including those in nightly paid accommodation and those in placements outside of the borough, is shown in Figure 2 below. This shows that temporary accommodation was broadly being managed at sustainable levels up until 2019, where nightly-paid or out-of-borough placements were not necessary. However, this trajectory over the past five-years has risen to increasingly alarming levels, with no signs of abating.

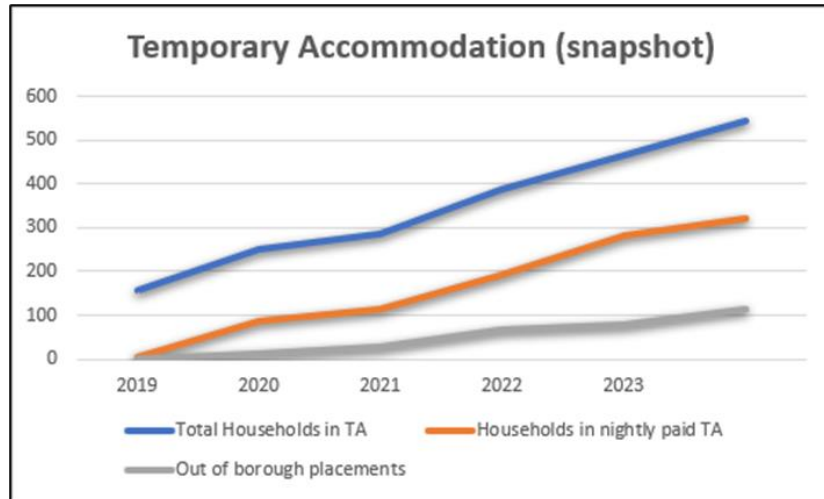


Figure 2: CBC Households in Temporary Accommodation, August 2024. Source: CBC

3.7 The Council has access to 220 temporary accommodation units, with about one-third in the form of Council-owned hostel accommodation, and the other two-thirds provided by housing association partners as self-contained temporary accommodation. This has led to an increased reliance on nightly-paid accommodation, including hotels and bed and breakfasts within and outside the borough.

3.8 The council’s increasing inability to access temporary accommodation within the borough can be shown in Figure 3 below, showing the cumulative number of out-of-borough placements made in each respective year (this is not to be confused with the snapshot of Figure 2, which reflects the numbers in TA at the current time). So far this year (as at 23rd July 2024) CBC has already placed 185 households out of borough, so is set to exceed 2023 levels.

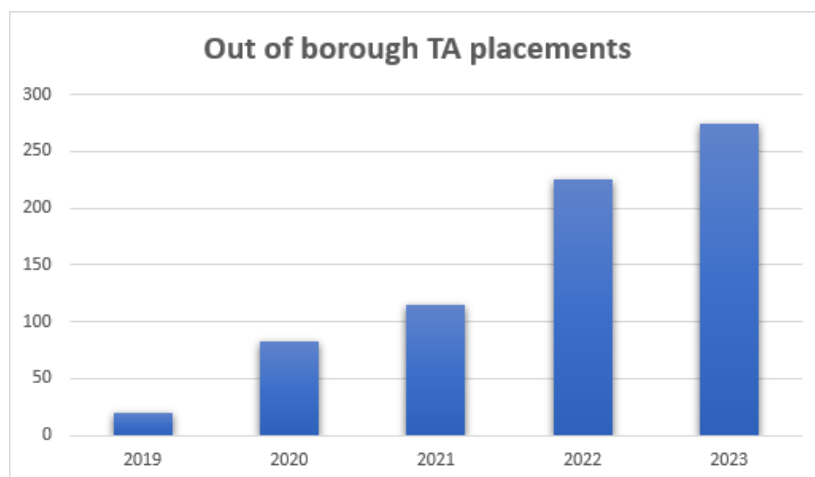


Figure 3: Cumulative Households in Temporary Accommodation placed outside of Crawley. Source: CBC

3.9 A number of factors are driving increasingly unsustainable temporary accommodation costs, which for CBC have risen from £262,000 in 2018 to 2019 to £5.7 million in 2023 to 2024. This is a 20-fold increase and a figure which now accounts for one pound in every three of the

council's budget. At the current rate of growth, this will become half of the council's net-revenue expenditure by the end of 2025.

3.10 Crawley is subject to considerable asylum and immigration pressures. Several hotels within Crawley and in neighbouring local authority areas are currently used for immigration purposes. This removes these hotels as an option for nightly-paid short-term accommodation, reducing the overall number of bedspaces available in the market.

4 Pressures on Private Rented Sector

4.1 CBC's ability to access the Private Rented Sector (PRS) has reduced, with availability reducing and prices increasing due to the increase in demand. It should also be noted that any properties other than single rooms in HMOs or hotels are almost always offered on a minimum one-year lease. CBC data shows that the council's access to the private rented sector has halved over the last five years. This can be seen in Figure 4 below.

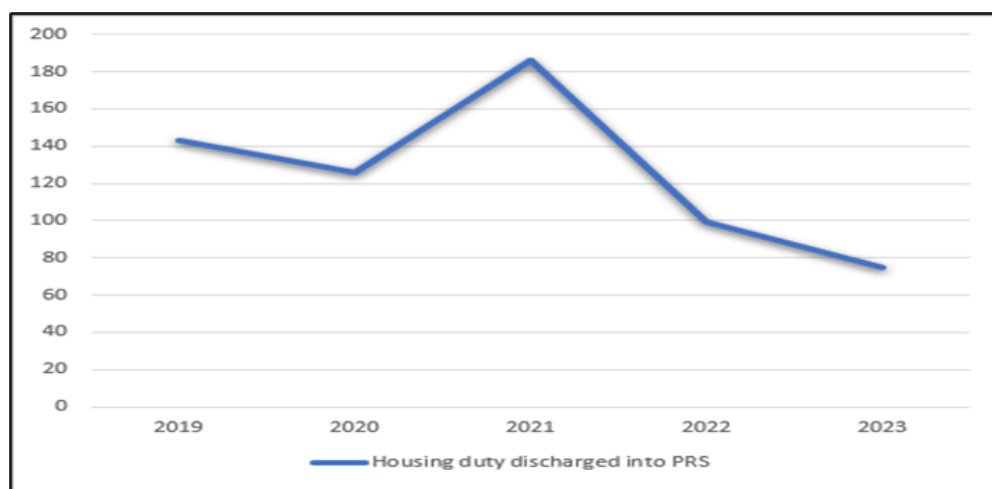


Figure 4: CBC Housing Duty Discharged into PRS (August 2024). Source: CBC

4.2 The Crawley market shows a shrinking private rented sector with soaring rents (eight per cent increase in the year to March 2024) that makes this housing unaffordable for a growing number of people.

4.3 At ISH9, the Local Authorities made reference to Clearsprings Ready Homes Limited. Clearsprings is a company appointed by the Home Office to provide accommodation services to those people seeking asylum in the UK, with its contracts covering London, the South of England and Wales. Clearsprings has approached CBC asking for help in meeting the asylum dispersal quota within the PRS which they are contracted to deliver. Of the original 85 placements identified, Clearsprings has only been able to find accommodation for five, hence its approach to CBC. The quota has since increased to 316 – the issue being the complete lack of affordable PRS in the local area.

4.4 CBC is not disputing that Census 2021 data is more robust than Right Move data, but would point out that the availability of PRS (and short-term accommodation more generally) has worsened since the time of the 2021 census taking place. This is not a trend that is picked up in the census data, and use of Right Move data, whilst imperfect, does represent a snapshot in time that is illustrative of current and ongoing supply constraints. The 2021 census was also conducted between the second and third covid lockdowns,

when “stay-at-home” regulations applied, which affected the housing market at that snap-shot in time.

5 Chagossian Arrivals

- 5.1 Monday 10 June 2024 saw the arrival at Gatwick Airport of 52 households from Mauritius. They were joined by a further 25 people who had earlier made the same journey, who were all seeking accommodation within Crawley. Their arrival in the UK follows the government’s offer of British Overseas Territories Citizenship, whereby Chagossians living in Mauritius qualify for a British passport. This offer was made to recognise that the Chagossians were forced to move from their homeland, Diego Garcia, in the late 1960s and early 1970s to accommodate a large US Airforce base.
- 5.2 Over time, Crawley has become home to the largest community of Chagossians in the UK, approximately 3,500 people, accounting for two-thirds of those resident in this country. The government forecasts that between 3,500 and 5,000 people currently living in Mauritius will take up the offer of citizenship and it is reasonable to anticipate many of these people will seek accommodation in Crawley, due to the size of their community already residing in this area.
- 5.3 All of these arrivals were assessed to ascertain whether the council owed them a duty under Homelessness Legislation, in the same way that any other British citizen would be assessed. Following this assessment, 40 applications were offered emergency accommodation. The remaining 37 did not qualify for accommodation but had nowhere else to go, and for a period were accommodated in emergency rest centres. Within Crawley this has added further challenges impacting on the already stressed housing situation in the borough, itself reflected in the council being the first in England to declare a Housing Emergency earlier this year (February 2024).
- 5.4 These pressures remain unabated, and CBC has applied to the government for assistance in providing the necessary support to the Chagossian people on humanitarian grounds.

6 Conclusion

- 6.1 Crawley is a constrained borough, unable to meet its housing need and even less of its affordable housing need. Housing supply in general is also being impacted by water-neutrality. This has resulted in a slowing of delivery, and therefore a building up of demand for housing, particularly affordable housing. As affordable housing delivery has been frustrated, the number of applicants on the Housing Register has built up, necessitating the need for emergency accommodation, which has risen steadily as a result.
- 6.2 Temporary and short-term accommodation challenges facing CBC have grown significantly. This is in part a reflection of significant affordable housing pressures which cannot be met, increasing the council’s reliance on short-term accommodation for those in greatest need.
- 6.3 The council’s own short-term accommodation is already at capacity, increasing the reliance of CBC on nightly-paid accommodation in the form of B&Bs and hotels. This type of accommodation is itself highly constrained, which is forcing the council to accommodate people outside of the borough, and is in turn driving up the cost of the remaining accommodation. This creates a ‘perfect storm’ that necessitated the Housing Emergency declaration.