Doncaster Local Plan 2015-2035: Examination in Public

Hearing Statement by Peel L&P and Doncaster Sheffield Airport Limited

Matter 10: Doncaster Sheffield Airport

16 September 2020
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Client  
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Our reference  
PEEM3116

16 Sept 2020
1. Introduction

1.1 This Statement is prepared by Turley on behalf of The Peel Group and Doncaster Sheffield Airport Limited (hereafter referred to as “Peel” and “DSAL” respectively) in respect of the examination of the Doncaster Local Plan 2015-2035 (“DLP”). It provides Peel’s and DSA’s response to the Issues and Questions identified by the Inspector in respect of Matter 10: Doncaster Sheffield Airport, as set out in Inspector’s Note 41.

1.2 In overall terms, Peel and DSAL are fully supportive of the emerging DLP and consider that it is imperative the plan proceeds to adoption to ensure that Doncaster has an up-to-date Local Plan as required by national planning policy, and one which provides the policy tools for the planning system to support sustainable growth, including aviation growth, in accordance with national planning and aviation policy. Notwithstanding such general support, Peel / DSAL have identified a number of specific issues and concerns relating to the soundness of specific policies. Amendments to the relevant policies are suggested, without which those policies are not considered sound. The representations² and the comments set out in this Statement demonstrate how such concerns can be readily addressed through Modifications to the policies such that the DLP can be found sound.

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¹ Inspector’s Note No. 4: Matters, Issues and Questions, 11 June 2020 [INSP4]
² Doncaster Local Plan (Regulation 19) Proposed Submission Version: Representations on behalf of the Peel Group (September 2019) [ref. 04288]
2. Matter 10: Doncaster Sheffield Airport

Q10.1. Is the support in policy 7 for growth and investment at Doncaster Sheffield Airport to enable its development and expansion justified and consistent with national policy (subject to the Council’s suggested changes to clarify the geographic areas that the various parts of the policy apply to)? In particular:

(a) The broad support for the ambitions set out in the airport’s Growth Plan.

(b) The support in part A for aviation uses and infrastructure required for the safe operation and growth of the operational passenger and freight airport uses in the operational area.

(c) The support in part B for aviation related development within the airport operational area.

(d) The airside employment and operational uses proposed in part C for site 517.

(e) The employment uses supported on allocated sites 748 and 941

(f) The support in part E for further employment development in employment policy areas within the airport policy area

(g) The support in part H for aviation heritage and training at land north of Hayfield Lane in the airport operational area as shown as “community facilities: Vulcan hangar and training centre” on the Policies Map.

2.1 The former RAF Finningley was decommissioned in 1996. It was then acquired by Peel and, following a successful planning application process, including a full Public Inquiry in 2000, it was converted and re-opened in 2005 as Robin Hood Airport Doncaster Sheffield when it began to operate commercially. So far, Peel has invested in excess of £300m into the airport itself, surrounding landholdings and associated infrastructure.

The Airport and its catchment today

2.2 DSA is the fastest growing airport in the UK and has become a major economic asset. It is a major employer currently supporting over 1,000 jobs. In 2016/2017 the Airport enjoyed its biggest year on record for passengers and cargo: (i) with 1.23 million

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passengers; and (ii) c10,000 tonnes of cargo handled that year. 2019/20 was a further record year with 1.29 million passengers and c17,000 tonnes of cargo handled.

2.3 DSA’s long-haul capability was confirmed with the May 2019 launch of TUI’s Trans-Atlantic service to Florida. This was to be followed in May 2020 with services to Cancun Mexico and Cape Verdi.

2.4 In October 2020, DSA’s other incumbent airline Wizzair is to start operations from a new base at DSA. This will be only their second UK base. Initially, it will be home to two based aircraft, bringing an additional c600,000 seat capacity to the airport and continued substantial growth in capacity at a time when other airlines are removing bases and substantially decreasing seat capacity from other UK airports.

2.5 As set out in the draft DSA Masterplan\(^4\), DSA has a specific set of characteristics which are unique and which collectively offer a significant opportunity for growth:

- The airport benefits from one of the longest runways (2.89km) outside the south east. With this ready-made runway infrastructure, it has capacity for over 25 million passengers and 250,000 tonnes of cargo per annum. The runway has proven long-haul capability and can accommodate the world’s largest freighter and passenger aircraft, including the Antonov 225 super freighter which has visited on numerous occasions. As such, DSA provides a solution to delivering airport capacity in the short and long term.

- It sits at the heart of the UK motorway network, being close to five motorways - the M18, M1, A1 (M), M62 and M180 - allowing connections to all major UK cities. The recent completion of GYW phase 2 has delivered a transformative improvement in access between the airport and the wider city region, resulting in an increased catchment of 5.53 million people\(^5\).

- DSA is located within a relatively low-density area and further development and aviation growth could be delivered without unacceptable impact on residential amenity, the surrounding environment and local communities.

- At present, Yorkshire and the Humber is one of the most under-served UK regions in terms of departing aircraft seats, at only 1.2 seats per head of population annually. This compares to a figure in the North West of 5.29 and a UK average of 5.18. In terms of the catchment population within 60 minutes’ drive of regional airports, DSA ranks fifth outside London with 5.3million people; that is a larger catchment population than Bristol Airport which carries c.9million passengers per year and Edinburgh Airport which carries over 14million passengers per year.

- Doncaster and SCR currently suffer high levels of ‘leakage’ of air passenger journeys to more distant airports. Analysis of 2018 CAA data by DSAL shows that in 2018, residents of SCR made 3.58million air passenger journeys. Of these, only 0.25million/7% flew via DSA, whilst 2.3million/64% (over 6,300 every day) flew


\(^5\) Ibid, page 2- Introduction and Executive Summary
from airports in London, Birmingham and the North West (e.g. Heathrow, Gatwick and Manchester airports). This ‘leakage’ to other distant airports increases hugely the surface access mileage of air passengers living in SCR. Further analysis by DSAL using conservative assumptions, reveals that in 2018, this ‘leakage’ resulted in an additional 80 million road miles being driven by SCR residents over and above the miles they would have driven had they instead been able to fly from DSA. The airport can therefore be part of a strategy to reduce carbon emissions associated with air travel.

- According to CAA 2019 data, Manchester airport had a passenger throughput of 28.1m passengers. Of these, 19.1% were from Yorkshire and the Humber, 4.1% from the East Midlands and 1.9% from the North East of England. Further continued growth of DSA, particularly into long-haul markets, is likely to provide opportunities for residents of the wider Yorkshire and Humber, East Midlands and North East regions to no longer have to travel across the Pennines to fly from Manchester.
- DSA is located outside of the Green Belt and outside areas subject to flooding.
- DSA represents one of the only airports in the UK that has the capacity to enable large-scale air cargo growth without impacting the ability to deliver substantial passenger growth.

2.6 Peel L&P owns significant landholdings immediately adjoining the airport, which can facilitate the delivery of a major mixed use expansion and development which can be the catalyst for future economic growth in Doncaster and the SCR. This wider proposition, anchored by DSA itself and as articulated in the draft masterplan, is now branded as GatewayEast (GE). The land GE incorporates largely aligns with what the Local Plan now refers to as the ‘Airport Policy Area’. Given DSA’s unique position and attributes, the vision is for it to grow substantially into a major transport hub for passengers and freight for catchments east of the Pennines, north of London and up to the north east of England.

2.7 It is a key priority of national aviation policy to make better use of existing runway capacity at all UK airports. It is also explicit that the availability of direct air services locally from other airports can reduce the need for air passengers and freight to travel (or leak) long distances to reach larger UK airports.

2.8 National aviation policy is also clear in providing encouragement for airports outside of the South East of England to grow, both in terms of passenger and cargo capacity and throughput. Equally importantly it recognises the economic importance of the international connectivity provided by airports and that in providing that connectivity, airports attract businesses to cluster around them and help to improve wider UK economic productivity, thereby being important drivers for growth. The policy also

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6 OTHS2 - Aviation Policy, March 2013, Para 10 of the Executive Summary
7 Ibid, March 2013, Paragraph 1.23
8 Ibid, page 21
9 Ibid, Paragraphs 1.4 to 1.19, para 1.21 – 1.22 and page 21
supports the production of airport masterplans to enable future development of the airport to be given due consideration in the local planning process.\footnote{\textit{Ibid}, March 2013, para 4.11-12 and Annex A}

2.9 The NPPF therefore sets out a clear requirement for planning policies to provide for the infrastructure and wider development required to support the operation, expansion and contribution to the wider economy of large-scale transport infrastructure such as airports\footnote{National Planning Policy Framework, paragraph 104(e)}.

2.10 The NPPF also has policies which support the creation of a strong, competitive economy\footnote{NPPF, para 8(a) and 8(b)} and vibrant communities with an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.

2.11 Peel therefore consider that the support and growth of DSA, as articulated in its draft masterplan and its component projects, and development of surrounding land holdings as articulated through the LP and policy 7, and sub-sections (A) to (E) in particular, is fully supported and justified by national aviation and planning policy.

2.12 For completeness, Appendix 1 to this Statement provides a full précis of national policy alignment and Appendix 2 provides further amplification of this alignment for each of the DSA masterplan component projects as stated through Policy 7\footnote{Doncaster Local Plan, Policy 7, Parts (A) to (E),} and expressed through Inspectors question 10.1 (b)-(g).

\textbf{Q10.1.A. Does policy 7, or associated reasoned justification, need to be modified to reflect the changes to the Use Classes Order that will come into effect on 1 September 2020?}

2.13 Yes. We understand that the amendments to the Use Classes Order (UCO) are the subject of a legal challenge and an application to the High Court for permission has been granted. However, there is a presumption that the proposed changes are legal until such time as they are quashed. On this basis, the policy will need to reflect the recent changes of the Use Class Order but the policy should reference the description of uses (i.e. offices, warehousing, hotel, etc) in addition to any formal identification of new Use Classes provisions. This will provide the reader with clarity and certainty to the proposed mix of uses to be delivered. Peel/DSAL will work with the council in an attempt to agree specific amendments so it can be presented as an agreed Main Modification to the Inspector in advance of the hearing session.

\textbf{Q10.2. Is the identification of 105.5 hectares for a housing-led mixed use urban extension on land to the south west of Hayfield Green and the approach to its release set out in policy 7 parts F and G justified and will it be effective in achieving sustainable development?}

2.14 National aviation and planning policy confirms support for the growth and development of UK airports outside the South East; recognises their economic
potential and seeks to ensure the correct infrastructure is in place to foster sustainable development.

2.15 This is precisely what Policy 7 seeks to achieve at GE. The landside and airside commercial development and growth proposed within the airport policy area is clearly of substantial scale and represents what NPPF para 104(e) refers to as a large-scale site, where policies should support a mix of uses to minimise the number and length of journeys needed. It is therefore entirely appropriate to create additional infrastructure, including housing and a new central area of supporting facilities, to enable that growth to take place in a way which achieves sustainable development.

2.16 The unrivalled economic potential and the potential creation of a sustainable and well planned mixed use community, as articulated in the draft DSA masterplan, when compared to other potential employment or housing allocations, means it simply cannot be replicated by any other proposition by any other party or promoter.

2.17 The proposed approach to housing release at GE will ensure a phased delivery of housing to support job growth in a timely and sustainable manner and in turn support the delivery of other necessary elements of infrastructure required such as the central Plaza.

2.18 Policy 7 positively supports the delivery of key component parts to work, live and connect, a place to achieve sustainable development and is therefore considered sound.

In particular:

(a) 10 hectares (site 940 E1) for a central area of retail, food and drink, hotel and other commercial and community uses.

2.19 The combination of uses seeks to deliver a range of facilities and services to create a unique place in the heart of GE to support and bring together all elements of the masterplan, by meeting the needs of a growing living and working population, together with those of the airport community.

2.20 Within this central area, various elements are required for the successful functioning of the airport, business growth and housing. This includes retail, food and drink, leisure, hotel accommodation, petrol filling station and offices. Other facilities are required to support the airport, adjoining employment development, the new residential community and existing residential communities (which are lacking in facilities14). The latest illustrative layout for the central plaza can be found in Appendix 3 of this Matter Statement. An outline planning application is currently being prepared and is expected to be submitted this autumn.

2.21 The proposition is supported by national planning policy and will be effective in achieving sustainable development and a sustainable community of uses.

14 See, for example, SDEB2.2 Settlement Audit (2020 Update)
(b) 11 hectares (site 940 E2) for up to 280 dwellings to support initial phases of airport expansion and employment growth.

2.22 Housing is often an early catalyst to sustainable mixed-use development propositions of the type encouraged by NPPF, helping to build confidence on the part of potential commercial occupiers and investors, helping to build momentum in wider propositions. It is therefore integral to the overall concept and attraction of the mixed-use GE proposition from day one. The ability to ensure early delivery of a limited proportion of the overall planned housing allocation will be important to unlocking the potential of GE. The potential major employers and occupiers which are to be attracted to GE will no doubt be keen to ensure that there is a sufficient and immediate labour supply around GE to meet some of its workforce requirements, but equally importantly it will assist greatly if they can see there is the ability to deliver an early phase of housing alongside the proposed central plaza, which itself will only become more deliverable with an increased population and community (both working and living) on the ground. Without the early phase there is a risk that housing will always lag behind and therefore hinder employment development and jobs delivery.

2.23 Peel / DSAL therefore consider that this immediate release of housing will undoubtedly be seen as an attractive proposition for potential companies who will be considering whether to locate to GE against a number of competitive alternative locations. Providing employment opportunities and services alongside new housing is exactly the approach which the NPPF is directing Local Authorities to take when setting policies for large scale employment and housing allocations and employment.

(c) An additional area of approximately 70 hectares (site 940 E3) for a reserve site for up to 920 houses conditional strictly tied to the delivery of jobs (on the airport site or elsewhere in the Borough if specifically and clearly related to the airport) as set out in part G and Appendix 3.

2.24 Policy 7 of the DLP reflects a relationship between the co-location of employment-generating development and housing at GE. This is reflected in the policy link between the creation of new jobs and the justification for the delivery of further new housing, which will assist in ensuring that the development of DSA is being undertaken in a truly sustainable manner.

2.25 Peel / DSAL are supportive of the policy and the mechanism for additional housing growth to be released through the delivery of jobs. Peel / DSAL’s response to Matter 2 notes that the proposed housing requirement in the DLP has been identified as necessary to support the Borough’s future economic growth, and that it is both justified and consistent with national policy and guidance on this basis. However, Peel’s response to Matter 5 identifies that the Council’s economic growth assumptions do not fully capture the impact of the level of job growth at DSA. It is therefore justified and appropriate for the Council to identify the potential for homes to be provided to meet the demand released through the delivery of jobs at DSA.

2.26 The only exception is that Peel / DSAL do not agree with the baseline or start date from which to calculate job growth arising from DSA and the wider Airport Policy Area (GE). The policy states that the start date should be the adoption of the DLP (identified as
2020). Peel /DSAL consider the policy (currently) is not effective as a result because the draft DSA Masterplan, and its evidence base, has a start date of 2018 and therefore the policy, as currently worded, effectively ignores two years of potential jobs growth at GE. Any jobs growth which can be demonstrated to have been delivered through this period should count towards jobs growth justifying housing release. A proposed modification to the policy is provided in Appendix 4.

(d) Should any housing completions on allocated sites 940 E2 and E3 be counted towards achieving the strategic aim of delivering 18,400 new homes in the Plan period?

2.27 Please refer to Peel / DSAL’s response to Inspector’s Q5.3 (Matter 5). We consider that the 920 dwellings should not be counted towards the delivery of 18,400 homes, for reasons previously given and provided in our earlier Matter Statement 5.

Q10.3. Is the approach in policy 7 part I to the provision of additional car parking at the airport, and the presumption against off-site car parking, justified and will it be effective in helping to promote sustainable transport?

2.28 Yes, the policy is justified and will be effective. The policy has been devised to ensure airport car parking – and any additional airport car parking that is required through an increase in passenger growth - is managed and retained within the Airport Policy Area. The presumption against the provision of car parking in locations outside the Airport Policy Area is necessary to ensure there is an effective deterrent against indiscriminate, informal and speculative car parking operations in the local community and beyond. Such operations are most likely to ‘undercut’ parking prices for official airport parking, which need to be set so as to encourage passengers to use alternative sustainable modes of transport, in accordance with the Airport Surface Access Strategy (ASAS). Cheaper alternatives will undermine the ability of DSA to achieve the modal share targets of the ASAS.

2.29 The provision of additional car parking will be required as the airport’s passenger throughput increases however, this new supply will be based on a reducing ratio of car parking spaces to passengers, to reflect the expected increase in travel to the airport by sustainable modes. Challenging targets for future year sustainable travel, and the mechanisms that seek to achieve these, are set out in the ASAS which will be regularly updated and agreed by the Council. This form of strategy and arrangement is common practice at all airports.

Q10.4. Is the support in policy 7 part J.2 (and policy 13 part A.9) for road access from the M18 to the airport justified and consistent with national policy?

2.30 One of the list of roadway improvements stated in policy 13 and Table 7 is an improvement to access to DSA from the M18 Motorway. The Council has confirmed that this refers to a potential new link road from Junction 4 linking the M18 directly with the A614. This is a logical improvement which Peel / DSAL would support as it
reduces journey distances and times for people travelling south along the M18 to areas in the south of Doncaster and beyond into north Nottinghamshire.

2.31 Peel/DSAL would support this type of highway improvement but the policy needs modifications to it and Table 5 simply to provide clarity on the location of the scheme. This element of the policy (as worded) is currently unsound.

2.32 Peel/DSAL look forward to commenting on a proposed modification to the policy in due course.

Q10.5. Is the support in policy 7 part J.1 (and policy 13 part B.1) for a new railway station at the airport and electrified main line rail connection to the East Coast Main Line (as indicated on the key diagram) justified and consistent with national policy?

2.33 Peel / DSAL support the policy. The draft DSA masterplan identifies two potential options for rail connectivity. The first is a community station on the existing Doncaster-Lincoln line as originally envisaged in the airport masterplan 2008. The community station would be located at the north end of the airport and be linked by bus shuttle services between the station and the airport.

2.34 The second option is the potential ECML connection into DSA and a central station to be located immediately south of the proposed central plaza and linked to the airport by a covered walkway. The station would be served by national services as well as regional and local services and perform a key regional gateway function giving wide ranging connectivity. This option also proposes the delivery of full-length rail freight sidings directly between sites 517 and 941. This would bring tri-modal road/rail/air connectivity within GE for freight.

2.35 The proposed rail infrastructure would increase the sustainability and accessibility of DSA in accordance with national policy.

Q10.6. Are the requirements in policy 7 relating to a comprehensive airport-wide masterplan exercise (part K); specific development guidelines about safeguarding areas (part L.1) and a strategic delivery plan (part L.2); and green infrastructure (part M) justified and consistent with national policy?

2.36 Peel / DSAL support these specific provisions of the policy as they would ensure that the process of growing and developing GE into a well-planned sustainable community is done so in a considered and rigorous manner which enshrines best practice principles and strategies to mitigate its impacts and enhance its place making.

2.37 Peel / DSAL have been progressing further masterplanning for DSA and the latest concept thinking can be found in Appendix 5 of this Matter Statement.
Appendix 1:  Précis of Policy Alignment
### OTH52 Aviation Policy Framework (2013)

The Aviation Policy Framework sets out Government policy in terms of aviation, including the benefits of aviation and improved global connectivity and confirms its highly valued and valuable role within the economy. It also:

- Confirms that a short to medium term key priority is to make better use of existing runway capacity at all UK airports (Para 10 of the Executive Summary).
- Confirms that there is broad agreement that aviation benefits the UK economy at a national and regional level, and that responses to both the scoping document for and consultation on the APF demonstrated that these benefits are significant, particularly those arising from aviation connectivity. It also confirms the Government’s view that aviation brings social and cultural benefits (Para 1.3). Paragraphs 1.4 to 1.19 summarise the significant, extensive and diverse range of benefits brought by aviation, including in respect of imports/exports, manufacturing, skills and technology, greater productivity and growth, tourism, travel and culture.
- Supports the continued growth of UK airports outside the South East to ensure a balanced economy. It confirms that airports outside the South East are vital to their local and the national economy, with many growing and creating jobs. It references a number of airports growing in this manner, including Manchester Airport which is developing as a mixed-use enterprise zone with the aim to deliver 5 million sqft of new business accommodation over the next 15 years (page 21).
- Confirms that these regional airports have an important role in helping accommodate wider forecast growth in demand for aviation in the UK, which could help take some pressure off London’s main airports. It is explicit that the availability of direct air services locally from other airports can reduce the need for air passengers and freight to travel (or leak) long distances to reach larger UK airports (paragraph 1.23).
- Confirms that airports are in some ways cities in themselves, creating local jobs and fuelling opportunities for economic rebalancing in their wider region or area. It goes on to confirm that new or more frequent international connections attract business activity, boosting the economy of the region and providing new opportunities and better access to new markets for existing businesses (para 1.20).
- Recognises the very important role airports across the UK play in providing domestic and international connections and the vital contribution they can make to the growth of regional economies (para 1.21).
- Acknowledges that airports act as focal points for business development and employment by providing rapid delivery of products and convenient access to international markets, citing the fact that whilst Birmingham airport itself employs 500 people directly, 150 companies on the airport site employ a total of 7,000 people (para 1.22).
- Reiterates that a key priority is to make better use of existing runways at all UK airports to improve performance, capacity and resilience; encourages new routes in those UK airports outside the South East; and seeks to better integrate these airports into the wider transport network (para 1.60).
- Encourages the production of airport master plans. The primary objective of master-plans is to provide a clear statement of intent on the part of an airport operator to enable future development of the airport to be given due consideration in local planning processes (para 4.11). The Government recommends that airports continue to produce master plans, updated at least once every five years and that they are widely consulted upon (para 4.12). It also recommends that masterplans include information on infrastructure and development proposals (both airside and landside). The draft DSA master plan does just that; it sets out a clear vision and intention of growth, including justification for each of its component projects of development and expansion. It also sets out a clear framework for expanding DSA whilst respecting the environment and protecting quality of life. It was widely consulted upon and resulted in c1,600 responses, with a level of support of over 90%.

**OTH68 Airport National Policy Statement (NPS)**

Adopts the position taken by the Airports Commission that the UK needs to make best use of existing runway infrastructure. The NPS also reiterates and reinforces the economic importance of aviation (paragraphs 2.1 to 2.9) and recognises that international connectivity attracts businesses to cluster around airports, and that they help to improve the productivity of the wider UK economy (paragraph 2.2).

**Decarbonising Transport: Setting the Challenge (March 2020)**

Sets out Government thinking in developing an ambitious plan to accelerate the decarbonisation of transport. This document expressly acknowledges that airport expansion is still a core part of boosting the nation’s global connectivity and levelling up across the UK (paragraph 2.49). This publication has been published in the light of, for example, the UK’s commitments to tackling climate, as set out in the Paris Agreement.
| OTH69 National Infrastructure Delivery Plan | The National Infrastructure Delivery Plan states that:

“...airports and ports are the gateways providing the international connections the UK needs to grow and prosper. They facilitate the movement of goods, people and ideas around the world, to support trade and investment and allow knowledge and innovation to be shared. They also provide social benefits, enabling UK citizens to visit family and friends overseas, experience different cultures or simply enjoy a well-earned holiday...” (paragraph 5.2).

It also recognises that smaller airports are vital for local economies and they open up opportunities for global connections (paragraph 5.11). |
| OTH40 National Planning Policy Statement | In terms of national planning policy, the NPPF seeks to deliver sustainable development and seeks to ensure that sustainable development is pursued in a positive way. It aligns with the proposed growth and expansion at DSA as it seeks:

- to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure (paragraph 8(a));
- to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being (paragraph 8(b));
- to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy (paragraph 8(c));
- policies which support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities (paragraph 104(a)); and
- sets out policies which provide for any large-scale transport facilities (which includes airports) that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy. In doing |
| so they should take into account whether such development is likely to be a nationally significant infrastructure project and any relevant national policy statements (paragraph 104(e)). |
Appendix 2: Policy Alignment of DSA Projects
Appendix 2: Policy Alignment appraisal for each DSA Project

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<th>Inspector’s Questions</th>
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| Q10.1 (b) The support in part A for aviation uses and infrastructure required for the safe operation and growth of the operational passenger and freight airport uses in the operational area. | Part A proposes a ranges of airport infrastructure uses to facilitate the safe operation and growth of the airport. These include:

1. **An expanded passenger terminal** – The draft masterplan confirms that additional terminal capacity will be required in order to handle the forecast increase in passenger numbers whilst maintaining the high quality, best-in-class customer experience. The existing terminal was designed to accommodate over two mppa and to be easily expanded where and when demand arises. The terminal will expand in both north and south directions in the current form of the building to effectively double the size of the existing facility. This will create additional central space allowing expansion of facilities for arrivals, check-in, security, lounge areas and the provision of new retail and food and beverage outlets. The building will incorporate new advances in airport technology to ensure a smooth experience for passengers along their entire journey through the terminal.

National aviation policy in the Aviation Policy Framework (APF) sets a key priority to make best use of existing capacity at all UK airports. It also supports the growth of airports outside of the South East, to accommodate wider forecast growth and help take some pressure off London’s main airports. The APF is also explicit that the availability of direct air services locally from regional airports can reduce the need for air passengers and freight to travel (or leak) long distances to reach larger UK airports (paragraph 1.23).

As our main statement shows, DSA has significant potential to grow its passenger capacity, increase its market penetration and reduce leakage. An expanded passenger terminal is crucial to accommodate such growth and to thereby meet the Government objectives to make best use of existing runway capacity and reduce the need for people living within the catchment of DSA to travel to bigger more distant UK airports. As such the proposal is consistent with national aviation policy.

The NPPF therefore sets out at para 104(e) a clear requirement for planning policies to provide for the infrastructure and wider development required to support the operation, expansion and contribution
to the wider economy of the airport. The proposed policy support therefore consistent with national planning policy.

2. Additional taxiways, aprons and aircraft stands - Passenger aircraft would be served from a mixture of dedicated terminal stands and multiple use remote stands. The draft masterplan envisages apron growth in the following areas: The existing main passenger terminal apron would be extended to the north, allowing for a pier to be built at 90 degrees to the existing terminal structure. This will be joined to the airfield via a rebuilt taxiway Charlie, which would also move slightly north, and a reconstructed taxiway Echo to serve the stands to the north of the gate pier. The main apron would be made up of contact stands facing nose in to the terminal building and pier configured to Multi Apron Ramp System (MARS) designs. This apron reconfiguration will provide the capacity for a mixture of up to 19 narrowbody aircraft, or 9 widebody aircraft. North of the main apron contact stands further MARS stands will be incorporated, allowing for a further 18 narrowbody aircraft or 9 widebody aircraft to be served by passenger buses.

As outlines above, national aviation policy prioritises making the best use of existing runway infrastructure and supports the growth of airports outside of the South East. As our main statement shows, DSA has significant potential to grow its passenger capacity, increase its market penetration and reduce leakage. Additional infrastructure such as improved taxiways, aprons and aircraft stands are essential to accommodate anticipated growth and safe operation. As such the proposal is consistent with national aviation policy.

The NPPF therefore sets out at para 104(e) a clear requirement for planning policies to provide for the infrastructure and wider development required to support the operation, expansion and contribution to the wider economy of the airport. The proposed policy support therefore consistent with national planning policy.

3. New air cargo transit sheds - The draft masterplan seeks to ensure the airport develops into a nationally significant air freight hub based on its central location, strong transport network, runway capability and the available space to accommodate integrated large scale airside, transit sheds and landside logistics facilities all alongside potential rail freight sidings.
DSA currently operates in-house a single cargo/transit facility within one of the former RAF hangars, which has the capability to deal with c45-50,000 tonnes of freight per year. With the additional transit shed facilities proposed within the masterplan, the site is capable of handling 250,000 tonnes of cargo a year. As such, the draft masterplan seeks to expand its existing capacity to the north of the passenger terminal (Cargo North) and construct new cargo campus to the south of the terminal (Cargo South). Both proposals would see a total increase in cargo shed processing space from 50,000 sqft to c.500,000 sqft.

The cargo campus at Cargo South would consist of transit shed buildings, surrounded by landside truck service areas on their west side and dedicated aircraft stands to the east. The facilities are likely to be a mix of a larger in-house facility, alongside facilities operated by global integrator and/or global retail businesses. The potential freight throughput capacity of such facilities is estimated to be hundreds of thousands of tonnes per annum.

The proposals to increase cargo capacity directly aligns with the APF which seeks to:

- make better use of runway capacity (Para 1.60);
- provide rapid delivery of products and convenient access to international markets (para 1.22);
- and
- reduce the need for freight to travel long distances to reach larger UK airports (para 1.23)

all of which assist with the overall objectives to achieve continued growth of UK airports outside the South East to ensure a balanced economy and take pressure of airports in the south east.

The proposed policy support is therefore consistent with national planning policy (Para 104(e)).

4. New aircraft ‘Maintenance, Repair and Overhaul’ (MRO) campus and advanced manufacturing research centre – In addition to passenger and freight activities, DSA has the capability to house and facilitate a unique airside campus for Maintenance, Repair and Overhaul operators (MRO), manufacturers and aviation operators. These developments will represent high value, innovation and research led business activity generating a significant number of highly skilled jobs both directly and within accompanying supply chains.
The envisaged MRO campus will incorporate a facility similar to the University of Sheffield’s existing Advanced Manufacturing Research Centre (AMRC). This facility at Catcliffe has become a global leader in advanced manufacturing innovation, covering sectors from aerospace to nuclear engineering. The AMRC has been pivotal in attracting high profile inward investment to the Sheffield City Region, with organisations such as Boeing, Rolls Royce and McLaren Automotive choosing to locate new operations within the associated Advanced Manufacturing Innovation District (AMID).

The MRO research facility would be adapted for a live airfield environment, with a fully fitted Part 145 maintenance hangar attached to the centre in an airside setting. Students will have the opportunity to learn by working on live aircraft which would be capable of being flown and tested on the airport runway whilst also utilising advanced training facilities such as remote video link and virtual reality platforms.

The proposals fully align with the national aviation policy seeking to make better use of runway capacity; increase skills and performance and for airports to be a cluster to generate economic growth.

5. Airside related retail and catering facilities – Within or alongside improvements and expansion of the passenger terminal will need to be commensurate enlargement of associated retail and catering facilities to ensure the high levels of overall passenger experience are maintained.

The proposals are clearly consistent with national aviation and planning policy.

6. Public and staff car parking - All official airport parking will remain in close walkable distance to the terminal, with additional space using a meet and greet operation, all avoiding the need for any terminal transfer bus upon parking. Additional accessibility bays will also be created in close proximity to the terminal. Additional parking space can be provided close to the terminal by expanding both north and south, along with the potential for future multi storey car parking. The additional space would also provide further premium parking and include a dedicated hire car storage village currently operated from Heyford House. Official airport meet and greet will continue to operate from a drop-off and pick-up point adjacent to the terminal building. Capacity for meet and greet cars to be stored will be provided to the west of the main car park, and long stay to the south east of the runway. Pick-up and drop-off areas will continue to be at the terminal front, enabling quick and easy access to passengers direct to the terminal.
Staff parking will remain adjacent to Heyford House, with room for expansion in the areas not used by airside infrastructure. Multi deck parking may also be considered to answer capacity requirements as demand arises. Increased public transport usage is anticipated over the lifetime of the masterplan, hence reliance on commuting by car may decrease.

The proposals are consistent with national aviation and planning policy in seeking to control and safe operation of the airport and safe and reliable access to passengers.

7. Public transport facilities and enhanced services in accordance with an adopted airport travel plan - Bus and coach services would continue to utilise the terminal front lanes for pick-up and drop-off. Longer term, subject to demand, space for a dedicated bus and coach station has been safeguarded adjacent to the terminal building. The DSA Masterplan identifies two potential options for rail connectivity. The first is a community station on the existing Doncaster-Lincoln line as originally envisaged in the airport masterplan 2008. The community station would be located at the north end of the airport and be linked by bus shuttle services between the station and the terminal. The second option is the potential ECML connection into DSA and a central station to be located immediately south of the proposed central plaza and linked to the terminal by a covered walkway. The station would be served by national services as well as regional and local services and perform a key regional gateway function giving wide ranging connectivity and ensuring easy and reliable access for passengers.

The proposals are consistent with the NPPF para 104(e) requirement for planning policies to provide for the infrastructure and wider development required to support the operation, expansion and contribution to the wider economy of the airport.

8. Training centres for airlines and related services & 9. Other facilities for general aviation and associated infrastructure – In order to support the anticipated increase in general aviation users and storage and charter operators the DSA masterplan envisages that further ancillary support provision will be required in maintenance, repair, overhaul, training and other aviation related requirements.

This type of provision supports the effective and safe operation of the airport for users, consistent with national policy.
| Q10.1 (c) The support in part B for aviation related development within the airport operational area. | Aviation development within the operational area as identified above is crucial to maintain the effective operation of the airport within its operational areas and is fully justified by national policy. |
| Q10.1 (d) The airside employment and operational uses proposed in part C for site 517. | As identified above, the proposed employment and operational uses are essential to the continued safe operation of the airport and to support and facilitate growth as supported by national aviation policy. |
| Q10.1 (e) The employment uses supported on allocated sites 748 and 941 | Please see Matter Statement 8. These landside development opportunities are important components of the DSA masterplan to facilitate and support its growth as an economic cluster and asset for Doncaster and for the Sheffield City Region. The proposition to expand uses and economic opportunities around airports is fully supported by national aviation policy and the NPPF. |
| Q10.1 (f) The support in part E for further employment development in employment policy areas within the airport policy area | Policy (E) seeks to support the growth of DSA as an economic cluster and asset for Doncaster and for the Sheffield City Region. The proposition to expand uses and economic opportunities around airports is fully supported by national aviation policy and the NPPF. |
| Q10.1 (g) The support in part H for aviation heritage and training at land north of Hayfield Lane in the airport operational area as shown as "community facilities: Vulcan hangar and training centre" on the Policies Map. | Vulcan to the Sky Trust are planning a new hangar facility and visitor centre in which the surviving Vulcan bomber will be housed. The Trust also has aspirations to provide a training academy which will provide a centre of excellence to the aviation industry for education and skills training. DSA has identified a potential site for the hangar to be located at land to north of Hayfield Lane, within the airport operational area, as identified on the Policies Map. The facility will support education attainment and training as well as support preserving heritage in accordance with NPPF (para 185). |
Appendix 3: Illustrative Masterplan – Central Plaza
Typical Upper Floors 1:1000

Apartment No.s:

E (3 Floors)
1 Bed = 6
2 Bed = 21
Total = 27 Apartments

F (3/4 Floors)
1 Bed = 29
2 Bed = 30
3 Bed = 8
Total = 67 Apartments

G (5 Floors)
1 Bed = 15
2 Bed = 35
3 Bed = 10
Total = 60 Apartments

Total = 154 Apartments
Appendix 4: Policy Modification to Policy 7 (G)
Matter Statement 10: Doncaster Sheffield Airport

Appendix 3

Policy 7: Doncaster Sheffield Airport

Part (F) (as modified)

Any release of housing in excess of the 280 dwellings allocated on site 940 (E2) to support the next phases of airport expansion and employment growth will only be permitted on site 940 (E3) in line with the following principles and mechanisms:

1. The number of jobs created to trigger the release of housing will be on the ratio of 0.11 houses for every job created, up to a maximum of 1,200 houses. This will be net additional jobs in addition to the number of jobs identified by the Council as existing at the airport as at 2018-2020, plus an annualised share in lieu of the initial tranche of 280 houses, as below.

2. The allocation of 280 houses will be permitted on site 940 (E2) in lieu of 2,545 FTE jobs in addition to the existing jobs at the airport. The delivery of the 2,545 jobs to account for the initial housing allocation will be annualised out across the 15 years remaining in the plan period (2020-2035, or on average, a rate of 170 jobs expected per annum – this is called the annualised share). For further housing to be released, the applicant must clearly demonstrate that the level of jobs secured within the Airport Policy Area and/or within the Doncaster Borough which are specifically and clearly related to airport growth as at 31st March 2018 April 2020 has been maintained, and on average, 170 net additional jobs per annum have been created and sustained in addition to this, at the point of application. If this can be demonstrated, then any jobs delivered above this figure will trigger a release of housing on the ratio of 0.11 houses per extra job above that owed in lieu on site 940 (E3).

3. Evidence of the number of additional jobs created (releasing up to a maximum total of 920 houses in addition to the initial 280 houses – a maximum of 1,200 houses overall), must be submitted alongside any planning application for residential development within site 940 (E3). This evidence will be reviewed in an independent report commissioned by the Council and paid for by the applicant. For further housing to be supported, the evidence will need to clearly demonstrate and quantify the provision of net additional full time equivalent jobs delivered within the Airport Policy Area, or via jobs specifically and clearly related to Doncaster Sheffield Airport within the Borough, over and above the number of jobs existing at the airport as at 31st March 2018-2020 plus the annualised share to account for the initial tranche of 280 dwellings, with clear evidence that the additional jobs have already been delivered. To be clear, jobs are net, and therefore based on a running total factoring in gains and losses.
Appendix 5: Draft Concept Masterplanning [separate document]