



Uttlesford District Council

Chief Executive: Dawn French

Stansted Airport Advisory Panel

Date: Thursday, 11 May 2017

Time: 19:00

Venue: Council Chamber

Members: Councillors K Artus (Chairman), J Davey, T Farthing, P Fairhurst, M Foley, T Goddard, J Lodge, E Oliver and H Ryles

AGENDA

- 1 Apologies for absence and declarations of interest
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- 6 Chairman's item - Clacton-Dover route consultation aviation policy
consultation programme (previous response attached) 103 - 104
- 7 Any other items which the Chairman considers to be urgent

For information about this meeting please contact Democratic Services

Telephone: 01799 510433, 510369 or 510548

Email: Committee@uttlesford.gov.uk

General Enquiries

Council Offices, London Road, Saffron Walden, CB11 4ER

Telephone: 01799 510510

Fax: 01799 510550

Email: uconnect@uttlesford.gov.uk

Website: www.uttlesford.gov.uk

**STANSTED AIRPORT ADVISORY PANEL held at COUNCIL OFFICES
LONDON ROAD SAFFRON WALDEN at 7pm on 13 FEBRUARY 2017**

Present: Councillor K Artus (Chairman)
Councillors J Davey, T Farthing, M Foley and H Ryles

Officers in attendance: R Dobson (Principal Democratic and Electoral Services Officer), J Pine (Planning Policy/DM Liaison Officer).

SP10 APOLOGIES FOR ABSENCE AND DECLARATIONS OF INTEREST

Apologies for absence were received from Councillors Lodge and Oliver.

Councillor Artus declared a non-pecuniary interest as a member of SASIG and STACC.

Councillor Foley declared a non-pecuniary interest as a member of SSE.

SP11 MINUTES OF THE MEETING HELD ON 10 MAY 2016

The minutes were received and signed by the Chairman as a correct record.

The Planning Policy/DM Liaison Officer said in relation to the consultation by the Civil Aviation Authority, that he would attend a stakeholder workshop on 17 February 2017 and would report to the Panel on that event.

SP12 DEPARTMENT FOR TRANSPORT (DfT) CONSULTATION ON PROPOSED NIGHT FLIGHT RESTRICTIONS AT HEATHROW, STANSTED AND GATWICK

The Panel considered a report on the DfT consultation on proposed night flight restrictions at Heathrow, Stansted and Gatwick.

The Planning Policy/DM Liaison Officer presented the report. He explained the consultation period was from 12 January 2017 with a closing date of 28 February 2017. In order to respond, it was therefore necessary that the recommendations of the Panel should be presented to Cabinet on 16 February 2017.

The Planning Policy/DM Liaison Officer said the Government's stated intention was to continue to balance the economic benefits of night flights with the effect they had on communities. The Government wanted the new restrictions to maintain the status quo in terms of the number of flights, but also to give the industry incentives to continue improvements in noise performance which were already taking place. The consultation set out the Government's new environmental objective, and how it intended to achieve it through proposed new limits on the number of night flights and noise quotas. The consultation

also explained the adjustments to the structure of the regulations required in order to ensure that changes in aircraft technology were taken into account.

Members were invited to consider how they wished to respond to the consultation questions in so far as they affected operations at Stansted.

AGREED to recommend to Cabinet that the Planning Policy/DM Liaison Officer submit responses to the consultation as set out in the report, but with the following emphases and additions:

Q3a – Strong support for introduction of a new QC/0.125 category.

Q9a – The consultation makes no mention of the use of alternative metrics such as “Number Above” contours. These should be used in addition to the LAeq 6.5hr night contour as they reflect the growing body of evidence that residents are more annoyed from the number of noise events they are exposed to rather than the total noise load. This is a point that comes out of the recently published CAA survey of noise attitudes (SoNA).

Q9b – In its response to the Stage 2 consultation in 2013 on the current regime (October 2014 – October 2017) the Council supported the stepped reduction in the noise quota limit at Stansted that occurred from 2006/7, but which stalled in 2012. From winter 2006/7 – winter 2011/12, the limit reduced from 3,510 to 3,310. From summer 2007 to summer 2012, the limit reduced from 4,900 to 4,650. Extrapolating forward, the Panel recommended a starting point for winter 2017/18 of **3,070**, and for summer 2018 a starting point of **4,350**.

Strong support for the phasing out of QC/4 and QC/2 aircraft.

Q10 – Support the phasing out of the overrun and carry-over procedures, but unsure what penalties exist should airport operators exceed a 20% overrun in any season. This does not appear to be set out anywhere.

SP13

IMPLEMENTATION OF THE 35MPPA (GENERATION 1) PLANNING PERMISSION

Members considered a report by the Planning Policy/DM Liaison Officer regarding the current status of the 35mppa (Generation 1) planning permission for the expansion of Stansted Airport. The current position was that the Generation 1 permission had not yet been implemented. The report referred to the Secretary of State’s imposition of conditions on the planning permission, in particular Conditions MPPA1 and 2 which imposed a 35mppa annual cap and a passenger throughput monthly reporting requirement and Conditions ATM1-5 which imposed a 264,000 ATM annual cap.

In June and July 2016, MAG had submitted a reserved matters application for works at the fuel farm and a further application for discharge of the relevant parts of the pre-commencement conditions, within the 8-year limit which had been given for submission of any reserved matters. Both were approved. MAG had advised that the works had not yet started on site, but they would be in the coming weeks to ensure lawful implementation of the Generation 1 permission. In December 2016 MAG had submitted a full application for planning permission for a new arrivals building located to the north east of the terminal and south west of the Radisson hotel. This application was under consideration and would be reported to the Planning Committee in due course. If planning permission were granted, the arrivals building would replace the unimplemented terminal extension permitted in Generation 1.

The latest monitoring figures submitted by MAG (December 2016) indicated that throughput had reached 24.3mppa and the number of ATMs as defined in Conditions ATM1-4 had reached about 166,000. No breach of Condition AN1 had occurred, the latest reported contour area (for 2015) being 24.8sqkm. The contour for 2016 was awaited.

The planning permission had also included two unilateral undertakings signed by the applicants on 26th September 2008. One was in favour of the District Council and Essex County Council relating to a number of matters. The other was in favour of Hertfordshire County Council relating to contributions towards local road schemes and public transport.

The Planning Policy/DM Liaison Officer referred the Panel to the unilateral undertaking which had included a definition of "implementation", which was

"Implementation shall mean the implementation of the Planning Permission for the development by the annual passenger throughput at Stansted Airport exceeding 25mppa over any period of 12 calendar months or the annual number of ATMs exceeding 241,000 over any period of 12 calendar months or the carrying out of any material operation (as defined by S.56 of the 1990 Act) pursuant to the Development which is permitted by the Planning Permission, whichever is the earlier".

The Planning Policy/DM Liaison Officer explained that towards the end of the public inquiry, throughput at the airport had reached just on 24mppa and it was anticipated that implementation of the Generation 1 permission would take place very soon. The trigger points in the unilateral undertaking reflected an anticipated sequential progression through to implementation, and not the decline to 17.3mppa (October 2012) that actually took place as a result of the economic downturn. Since the airport had been acquired by Manchester Airports Group (MAG) throughput had returned to 2007 levels, meaning that recovery had taken about 8-9 years. The main effect had been to delay implementation of the Generation 1 permission with some of the trigger points in the unilateral undertaking which were specific dates now appearing "out of sync".

The report attached the latest monitoring update for the unilateral undertaking obligations and trigger points. The Planning Policy/DM Liaison Officer confirmed that “implementation” as defined had not yet taken place.

Councillor Artus asked whether financial obligations were due. The Planning Policy/DM Liaison Officer said there was an obligation to make some money available regarding on-street parking and off-airport parking, otherwise funding was confined to that made available for Highway improvements.

Councillor Artus asked whether the fuel area permission negated the new terminal trigger.

The Planning Policy/DM Liaison Officer said no, because the trigger point in the condition that imposed the 264,000 ATM limit was the first public use of the terminal extension that would not now be built. The Development Management team were aware of this now redundant trigger point and would need to consider whether it should be rolled forward into a new condition on any planning permission granted for the new arrivals building. Legal advice might be needed on this point, as the Council needed to look at any risk that the applicant could otherwise end up with a planning permission that was unrestricted in terms of ATMs by default. .

Councillor Artus said it would be important that the Council should seek legal advice.

SP14

CHAIRMAN’S ITEMS: CLACTON ROUTE CHANGES REVIEW AND ALTERNATIVE METRICS FOR NOISE MEASUREMENT

The Chairman said this time last year Stansted Airport Limited and NATS had implemented a daytime change from use of the Dover departure route to the Clacton route. A year on, a post-implementation review is now due. Councillor Artus invited comments.

Various representations had been made from residents to the east of Stansted Airport complaining that peaceful enjoyment of homes had been disrupted. Councillor Artus said representations indicated there had been an increase in volume of noise in the area generally. The Council should respond that it was still premature to adopt these changes, and that the effects were as anticipated. The Council should maintain a consistent position and therefore should make representations that these changes should be reversed.

AGREED the Planning Policy/DM Liaison Officer would respond to the review in accordance with the above minute.

Councillor Artus said regarding alternative noise metrics, that STAAC would write to the Council informing it of the availability of alternative metrics. He requested that the planners be made aware that future planning applications should take these contours into account.

Councillor Artus declared an interest as the member for Hatfield Broad Oak, Great and Little Hallingbury and Great Canfield. He drew the Panel's attention to instances where the airport operator could make representations on residential planning applications on grounds of the effect of air noise and which could prevent development. The planning department needed to be cognisant of the Airport's potential objection to development on these grounds.

Councillor Farthing said new guidance had been issued regarding noise, which meant planning could avoid the most affected areas.

Councillor Artus said the whole of his ward was affected and that if the Airport's objections took precedence over the wider social need then no developments would progress.

Councillor Foley agreed. He said the objections were beyond the remit of the Airport's needs.

AGREED the Chairman would write to the Chairman of the Planning Committee on this matter expressing concern and that any objection by the airport should not take precedence where the sustainability of local communities was at stake.

The Planning Policy/DM Liaison Officer said a further meeting of the Panel was needed in early May to consider the DfT aviation consultations due to close on 25 May 2017.

The meeting ended at 8pm.

Committee: Stansted Airport Advisory Panel

Agenda Item

Date: 11th May 2017

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Title: UK Airspace Policy; Public consultation by the Department for Transport (DfT)

Author: Jeremy Pine, Planning Policy /
Development Management Liaison Officer
(01799 510460)

Report for decision

Summary

1. This report is about the current DfT consultation on UK Airspace Policy. The report summarises the main parts of the consultation document and suggests how the Council should respond to the consultation.

Recommendation

2. That the Panel considers the response to the consultation that is set out in this report and suggests any extra points or amendments that it thinks are appropriate. The Council's final response will be sent to the DfT by officers via the consultation portal by the closure date.

Financial Implications

3. None.

Background Papers

4. None.

Impact

- 5.

Communication/Consultation	<p>The consultation runs from 2nd February to 25th May 2017. The DfT hosted 13 regional events in March and April. Officers attended a regional event on 20th April.</p> <p>A 90-page document entitled "UK Airspace Policy: A framework for balanced decisions on the design and use of airspace" has</p>
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	<p>been published alongside an executive summary. Other accompanying documents have also been published, including a strategic rationale for making airspace change, draft air navigation guidance to the CAA on its environmental objectives and the CAA's Survey of Noise Attitudes (SoNA).</p> <p>The questions that the DfT would like consultees to answer are set out at the end of this report, along with the suggested responses in bullet point format.</p> <p>A copy of the executive summary is attached to this report.</p> <p>The CAA is currently consulting on its draft airspace design guidance. The consultation runs from 31st March – 30th June 2017.</p>
Community Safety	To be considered by the DfT.
Equalities	To be considered by the DfT.
Health and Safety	To be considered by the DfT.
Human Rights/Legal Implications	To be considered by the DfT.
Sustainability	To be considered by the DfT.
Ward-specific impacts	Areas of the district that are overflowed by departing and arriving aircraft at Stansted Airport.
Workforce/Workplace	Officer and Member time in preparing and considering this report.

Situation

THE REASONING BEHIND THE UK AIRSPACE POLICY CONSULTATION

6. The DfT is seeking views on an update to UK airspace policy in order to support the modernisation of airspace by maximising the economic and social benefits of aviation, and also to minimise its negative local impacts. Thinking

behind the updating of policy was developed via focus groups which the DfT facilitated in 2016 under Chatham House Rules. The District Council was involved in those groups both as a stakeholder and representing SASIG. In the executive summary of its strategic rationale for airspace change the DfT states that:

“The UK’s aviation industry has expanded enormously since the 1950s and 1960s when much of our airspace structure was first designed. Since then airspace has been added to and adapted in response to growing traffic levels, but many departure routes, for example at our major airports have been little changed for many years, even several decades. This piecemeal approach to the development of our airspace structure has created several issues with today’s airspace that limit the ability to add capacity without making some more fundamental changes.

Today’s upper airspace is structured around a fixed network of way points that are based on the position of ground navigation beacons and create bottlenecks. The busy terminal airspace that serves multiple airports, often closely located, has become a complex web of intersecting flight paths that require a wholesale redesign to increase capacity and allow aircraft to climb and descend continuously. Airspace at lower altitudes around individual airports is also constrained by the reliance on ground navigation. Airports’ standard arrival and departure routes need to be upgraded using satellite navigation to add capacity and introduce the flexibility to better manage noise impacts”.

7. The DfT identifies five major benefits from airspace modernisation. These are i) increased capacity, ii) reduced delays, iii) reduced emissions and fuel consumption, iv) reduced noise from overflying, and v) aviation safety enhancements. The proposals would apply to the whole of the UK.

8. Particularly, the DfT is seeking views on
 - the role of an Independent Commission on Civil Aviation Noise (ICCAN) to ensure noise impacts are openly considered;
 - guidance on how noise impacts on people should be assessed and used to inform decisions on airspace options;
 - bringing compensation policy for airspace changes in line with policy on changes to aviation infrastructure, and
 - greater flexibility for London’s major airports, so they can adapt noise management to the needs of their local communities.

9. The updated policy would replace part of Chapter 3 of the 2013 Aviation Policy Framework (noise and other local environmental impacts) which remains in force for the time being. The APF replaced the 2003 Air Transport White Paper, which was the previous Labour Government’s policy backing for a second runway at Stansted which was subsequently withdrawn by the

Coalition.

10. On 26th January, the Transport Select Committee launched an inquiry into the airspace management and modernisation and took written evidence from over 30 organisations and individuals. Submissions are no longer being accepted and the Committee ceased to exist following the dissolution of Parliament on May 3rd.

THE UK AIRSPACE CONSULTATION

11. The consultation document is divided into six main themes. All these themes have significance for this district and its neighbours. The themes are:

- Changes to Airspace
- Compensation in Airspace Change
- Making Transparent Airspace Change Decisions
- Assessing Aviation Noise
- Independent Commission on Civil Aviation Noise
- Ongoing Noise Management

Changes to Airspace

12. Three tiers of airspace change are proposed.

13. *Tier 1* changes relate to changes to the permanent structure of UK airspace, and are governed by the CAA's formal airspace change process which is currently undergoing review. The Council previously commented on this process in May of last year. It is proposed that the Secretary of State is given discretionary powers to "call in" a Tier 1 change application, but only for changes deemed to be of national importance. This is because the CAA is considered to be best placed to make airspace decisions in most cases. Any party will be able to request call-in in the first 28 days after the proposal has been submitted to the CAA. The proposed call-in criteria would be:

- *the change is considered to be of strategic national importance and was not linked to a planning decision which had already been determined by the Secretary of State, or*
- *the proposal could have a significant impact (positive or negative) on UK economic growth, or*
- *it could lead to a change in noise distribution resulting in a 10,000 net increase in the number of people subjected to a noise level of at least 54dB LAeq 16hr as well as having an identified adverse impact on health and quality of life.*

14. Tier 2 changes are changes to air traffic control procedures, such as vectoring, which do not change the UK's airspace structure but which result in a permanent and planned redistribution (PPR) of air traffic. Currently, these changes can be implemented without any need to consult, even when the noise impact might be similar to a Tier 1 change. This has caused confusion for local residents. A proportionate change process for Tier 2 would:

- i) ensure that local communities are better informed;*
- ii) increase CAA oversight of changes that redistribute aircraft tracks and noise impact;*
- iii) ensure that the needs of communities affected by aircraft noise are balanced against the needs of industry and passengers; and*
- iv) remove the anomaly in engagement levels with Tier 1*

15. The Government will direct the CAA to devise a proportionate policy and process related to dealing with Tier 2 changes where a PPR creates a certain level of noise impact below 7,000ft. However, it is not doing so at the moment pending the outcome of the current airspace policy consultation.

16. Tier 3 changes are those which occur over a period of time due to such factors as the weather, changing flight destinations and different aircraft being used. The consultation is proposing that the CAA puts in place a suitable light touch process for industry to follow. This could include regular updating of community groups, the provision of flight tracking information or historic data on changing weather patterns.

17. The Secretary of State's call-in powers for Tier 1 changes are welcomed, although the requirement for a 10,000 net increase means it is highly unlikely that any proposal for airspace change at Stansted would qualify under that criterion. As an illustration, the most recent modelling work undertaken by the CAA for noise exposure contours at Stansted (for 2015) – although only modelling down to 57dB LAeq 16hr – gives a population of 1,650 within that particular contour. It seems logical to introduce a Tier 2 change procedure where residents may experience similar noise effects to a Tier 1 change, but at the moment there are no details of the procedure. If effects are to be significant, the Council expects the procedure to reflect the Tier 1 procedure in terms of its proportionality. In relation to Tier 3 changes, ICCAN could, as part of its remit, be responsible for vetting industry practice in real life.

Compensation

18. The consultation admits that there is a discrepancy between the treatment of noise impacts associated with use of new airport infrastructure (where compensation is payable, albeit subject to a completion of development trigger point) and noise from airspace changes where no statutory compensation rights or Government policy exists. The consultation proposes four changes;

i) change the policy wording so compensation is payable regardless of the type of change – this is entirely fair.

ii) change the policy wording to allow for financial assistance towards insulation within the 63dB LAeq level or above to be applicable without the requirement for a 3dB minimum uplift to have taken place – this is also fair as it treats everyone experiencing the same level of noise in the same manner.

iii) encourage an airspace change promoter to consider compensation for significantly increased overflight – this is to be supported and could be applicable, for instance, where a concentrated route is considered the best way to meet current Government noise objectives to limit and where possible reduce the number of people significantly affected by aircraft noise. This could relate to either a Tier 1 or Tier 2 change, and could be informed by the use of N-above contours or other overflight metrics.

iv) a requirement to offer a resident within the 69dB LAeq or higher contour an offer of full insulation to be paid for by the airport where that resident does not want to move – this is welcomed as an option to moving, although at Stansted the latest CAA modelling work indicates that no-one lives within the 69dB contour. Airports are not precluded from currently making this offer, but current policy is that the minimum that is required is assistance with insulation costs. This requirement could assist in retaining community cohesion rather than, say, letting vacant homes on a short term basis.

Making Transparent Airspace Decisions

19. The consultation admits that it has not always been easy for those not directly involved in the airspace change process to see how decisions have been arrived at. The CAA's revised airspace change process will assist, but there is still a need for;

i) greater clarity on the Government's approach to whether single or multiple routes are better: and

ii) a clear framework that allows the pros and cons of different options for route design to be compared against one another.

20. The consultation proposes that options analysis is used, as this is considered to be best practice in decision making. Whilst options analysis may already take place, discounted options may not always be presented as part of a consultation and hence the reason or reasons for discounting them may not be clear. Options analysis could assist on deciding whether single or multiple routes are appropriate in each case. A single route may expose fewer people to aircraft noise and bring about the highest level of certainty, but they may experience higher levels of noise with increased health effects. Options analysis will be a method of weighing up the costs and benefits of single and

multiple routes.

21. Options analysis should be carried out as part of the airspace change process. It should include a robust assessment of noise impacts, with community engagement being an integral part of the process both at the design and consultation stages. Options analysis should also include impacts on carbon and air quality, safety (the CAA's primary consideration), efficiency and impacts on other airspace users.
22. Airspace decisions will need to be made in accordance with the Government's altitude based priorities. These priorities state that up to 4,000ft, mitigation of noise is the primary consideration and above 7,000ft it is reducing carbon emissions. Between 4,000 -7,000ft there will need to be a trade-off based on the circumstances of each case, which options analysis will help to explain. The DfT also proposes that the CAA publishes an environmental statement with each of its airspace change decisions to further improve transparency.

Assessing Aviation Noise

23. The Government's overall policy on aviation noise is *"to limit and, where possible, reduce the number of people in the UK significantly affected by aircraft noise as part of a policy of sharing benefits of noise reduction with industry"*. The DfT accepts in its analysis that "sharing benefits" and "significantly affected" are not clearly defined terms, and that "sharing benefits of noise reduction with industry" means sharing between industry and communities in support of sustainable development. The DfT also acknowledges that using the 57dB LAeq contour as marking the onset of significant community annoyance is a dated concept that does not take into account latest research (such as the SoNA study).
24. The consultation proposes that overall policy on aviation noise should be interpreted as meaning the number of people experiencing adverse effects as a result of aviation noise should be limited and, where possible, reduced. Adverse effects are those related to health and quality of life, and would be determined using a risk based approach to noise assessment using the Lowest Observed Adverse Effect Level (LOAEL) as per the Noise Policy Statement for England. This is the point at which adverse effects begin to be seen on a community basis. LOAEL would be defined as 51dB LAeq 16hr for daytime noise (consistent with the findings of SoNA) and 45dB Lnight for night noise.
25. To take account of people who may be significantly affected by aviation noise at levels that do not exceed the LOAEL, guidance will be offered on metrics which can be used to assess the frequency of noise events. One will be the CAA's recently published definition of overflight (CAP 1498), although the

Government has yet to set firm angle and altitude thresholds criteria. Another will be N-above contours.

26. Whilst the extra analysis is to be welcomed, the consultation is not proposing any policy on when airspace change should be ruled out on noise grounds, or any national or local targets for noise reduction. Also, it is questioned whether metrics that average out effects over a year accurately represent areas where overflying is infrequent but intense when it does occur. It is worth re-emphasising the Government's overall policy to "limit and where possible reduce" which does not imply that a reduction will occur. The use of less noisy aircraft, better airspace design and improvements in navigational technology should result in reduced noise footprints, but this may only be marginal if the number of air traffic movements increase. Decisions on the use of single or multiple paths will be important.

Independent Commission on Civil Aviation Noise

27. The concept of a body like this emerged from the work of the Airports Commission, which concluded that trust between communities and airports can easily be lost. There are currently no terms of reference for ICCAN, but it is not proposed that it would act as a lobby group or to oppose changes. Rather, ICCAN would act to ensure that there is effective communication between industry and communities in order to reach balanced decisions and to provide expertise on noise management. There would be a future review of ICCAN's functions to see if it is still needed, or if its terms of reference should indeed be expanded. The Government's preferred option is to set ICCAN up as an independent body attached to the CAA, but publicly funded and not funded by industry. This should ensure its credibility.
28. Paragraph 14 of the executive summary suggests functions for ICCAN. Essentially its roles would focus on research and quality assurance, but there is a suggestion that it could advise on planning decisions and ongoing noise management. The author discussed this potential role with DfT staff at the regional stakeholder event. ICCAN could act as a consultee on planning applications where aviation noise is an issue, but it would only advise on whether environmental statements submitted by applicants followed latest best practice. ICCAN would not be recommending whether planning permission should be granted or refused. ICCAN could give advice on the wording of appropriate planning conditions or obligations. The aviation industry has become increasingly concerned at the lack of a replacement for PPG24 (Planning and Noise), and ICCAN could perhaps take a lead role in this.
29. An issue faced by this District as the local planning authority is that there is no "go to" body should it have a query over public safety zones. Attempts in the past to direct questions to either the CAA or DfT (such as when planning applications straddle zone boundaries) have been unsuccessful. This difficulty

has been recognised by SASIG as well. The author suggested to DfT staff that there might be case in the future to expand ICCAN's role into safeguarding if it was felt that there was a need to build up or consolidate expertise on this subject.

30. There is a concern about how quickly ICCAN could be up and running. The DfT is aware of this concern, and this is one of the reasons why it is suggesting that ICCAN is established as an independent body attached to the CAA. Other governance arrangements would be lengthier to set up.

Ongoing Noise Management

31. There is a common framework for noise management, which is the International Civil Aviation Organisation's "Balanced Approach". The approach requires a noise problem to be addressed in the most cost effective way and identifies four pillars for managing noise; reduction of noise at source, land-use planning, operating procedures and finally operating restrictions – which should only be applied if no other measure would be feasible. The first two, however, may not always be effective and are largely beyond an airport's control.
32. A new EU regulation came into force last year which requires a competent authority to be appointed to oversee decisions on noise-related operating restrictions at major airports, including Stansted. The competent authority must be independent of any organisation which could be affected by noise or the restriction. Airports therefore cannot carry out this role.
33. Since 1971, Stansted has been a designated airport for noise control purposes (along with Heathrow and Gatwick). This means that the Government sets the night flights regime, noise preferential routes and other operational procedures such as departure noise limits. The Government acknowledges that a degree of procedural inertia has resulted, which means that the controls it sets might not be as effective as those set at non-designated airports.
34. The Government believes that the most effective way for operating restrictions to be considered is to align decisions with land-use planning when airport development takes place. This is because a full environmental assessment is required as part of the planning application process, but there may be instances where operating restrictions are required separately, such as following the publication of a noise action plan. In future, the Government would like to determine its involvement according to the significance of the decision rather than the airport in question.

35. In the case of planning applications for airport development, the Government proposes that that the local authority would be the competent authority for planning related operating restrictions. The exception would be Nationally Significant Infrastructure Projects (such as a new runway or expansion adding more than an extra 10mppa), or planning applications that have been called-in by the Secretary of State for determination or appealed. In these cases, the Secretary of State would be the competent authority. Paragraph 7.29 of the consultation document states:

“Stansted also expects to be bringing forward a planning application later this year to seek an increase in the level of its planning cap so that it can make maximum use of the capacity provided by the existing runway. This would provide an opportunity for local consideration of the future conditions on night flights, as well as other noise controls”.

36. For operating restrictions brought forward outside the planning process, the Government proposes that the CAA would be the competent authority.

37. The Government proposes that the noise controls that it currently sets at the designated airports (such as departure noise limits, continuous descent approaches and noise preferential routes) are transferred to those airports as is already the case with non-designated airports. Local decisions could be informed by ICCAN best practice in the future.

38. The Government is also proposing that it requires the designated airports to publish data on their departure routes and track keeping performance to provide greater transparency and so that changes over time can be more easily understood. The information that is published should be determined by the airports in consultation with local communities.

Risk Analysis

39.

Risk	Likelihood	Impact	Mitigating actions
The Council's views are not taken into account.	1. The Council will be responding to the consultation.	2. Future UK airspace policy will have an impact on those residents who are overflowed, or who may be overflowed in	Respond to the consultation.

		the future.	
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- 1 = Little or no risk or impact
- 2 = Some risk or impact – action may be necessary.
- 3 = Significant risk or impact – action required
- 4 = Near certainty of risk occurring, catastrophic effect or failure of project.

UK AIRSPACE POLICY CONSULTATION

Summary of consultation questions

Questions on Chapter 4: Changes to Airspace

Q1a; Please provide your views on the proposed call-in function for the Secretary of State in tier 1 airspace changes and the process which is proposed, including the criteria for the call-in and the details provided in the draft Air Navigation Guidance.

- The call-in function is welcomed, although outside of Nationally Significant Infrastructure Projects the Council wonders on how many occasions it would actually be used.
- The 28-day deadline after submission may not be sufficient time for local communities to appreciate the full implications of the change proposal. This means that there would be no opportunity to request call-in even in contentious cases where, under the CAA’s revised airspace change process, it may publish a draft decision letter.

Q1b; Please provide your views on the proposal that Tier 2 airspace changes should be subject to a suitable change process overseen by the Civil Aviation Authority, including the Draft Air Navigation Guidance and any evidence on costs and benefits.

- This is welcomed in principle, but there are no details of the process that would be followed. As the consultation document acknowledges that Tier 2 changes can, in certain instances, bring about similar environmental effects to Tier 1 changes, the process should be necessarily proportionate. As the CAA’s revised airspace change process for Tier 1 changes already allows for proportionality, it may be that it could simply be adopted for Tier 2 changes as well.

Q1c; Please tell us your views on the proposal that Tier 3 airspace changes should be subject to a suitable policy on transparency, engagement and consideration of mitigations as set out by the Civil Aviation Authority.

- This is supported. The draft Air Navigation Guidance makes it clear that the policy which the CAA establishes should be that local communities are kept informed of relevant changes which are likely to lead to a noticeable change in impacts, where practicable, and that suitable mitigations are considered. It is considered that ICCAN could be given a responsibility to periodically audit an airport's procedures and report its findings to the consultative committee and / or a statutory committee of the local council.

Q1d; Please tell us your views on the airspace change compensation proposals.

- These are supported because they bring about more fairness to the system. It is critical that compensation is payable when the effects occur, and that there is no delay built into the legislative procedure.

Questions on Chapter 5: Making Transparent Airspace Decisions

Q2a; Please provide your views on the proposals to require options analysis in airspace change processes as appropriate, including details provided in the Draft Air Navigation Guidance.

- Options analysis will be a useful tool, but the end result must include all discounted options and there must also be an audit trail of evidence and analysis that leads to the chosen option or option(s). Options analysis is of necessity complicated, so there must always be a clear to read summary.
- Much as local planning authorities are required to balance the three strands of sustainable development in making planning decisions (economic, social and environmental), the same principle should apply to options analysis.

Q2b; Please provide your views on the proposal for assessing the impacts of noise, including on health and quality of life. Please provide any comments on the proposed metrics and process, including details provided in the Draft Air Navigation Guidance.

- The Council welcomes the acknowledgement that use of the 57dB LAeq contour as representing the onset of significant community annoyance is outdated, although continued use of the contour as part of noise analysis should continue for benchmarking purposes. It is clear from the Air Navigation Guidance that assessment should be geared towards the Government's altitude based priorities, using a risk-based approach that captures the lowest level of observable effects. The Council agrees that the use of metrics such as the number of overflights and N – above contours is appropriate for analysing the effects of noise further from airports. This is particularly so at altitudes between 4,000 – 7,000ft where increased concentration can result

from airspace modernisation. There seems to be an obvious role for ICCAN in carrying out unique research and compiling a compendium of other relevant research that can inform the use of future metrics.

- There is no straightforward answer to whether single or multiple routes are appropriate – in each case the answer will need to emerge from options analysis and local consultation.
- Whilst the extra analysis is to be welcomed, the consultation is not proposing any policy on when airspace change should be ruled out on noise grounds, or any national or local targets for noise reduction. Also, it is questioned whether metrics that average out effects over a year accurately represent areas where overflying is infrequent but intense when it does occur. It is worth re-emphasising the Government’s overall policy to “limit and where possible reduce” which does not imply that a reduction will occur. The use of less noisy aircraft, better airspace design and improvements in navigational technology should result in reduced noise footprints, but this may only be marginal if the number of air traffic movements increase. Decisions on the use of single or multiple paths will be important.

Questions on Chapter 6: Independent Commission on Civil Aviation Noise

Q3a; Please provide your views on the Independent Commission on Civil Aviation Noise’s proposed functions.

- It is disappointing that ICCAN has been downgraded from the Independent Aviation Noise Authority (IANA) recommended by the Airports Commission in its final report. IANA would have had advisory, consultative and research roles, with powers to mediate in disputes over noise monitoring and to intervene where due process has been breached. ICCAN does not have any formal intervention powers or powers to make binding recommendations. Its effectiveness may be limited.
- ICCAN’s help with quality-checking the noise sections of environmental statements submitted with planning applications is welcomed, as would be help with wording planning conditions and obligations. Its help with setting up governance procedures to negotiate night flight restrictions would also be helpful. If local authorities are to become the competent authority for planning related restrictions, there are likely to be resource and technical expertise issues.
- The aviation industry has become increasingly concerned at the lack of a replacement for PPG24 (Planning and Noise). ICCAN could, perhaps, take a lead in this working in conjunction with bodies representing the industry and local communities.

- A review of ICCAN's role and responsibilities should be carried out after 5 years as suggested in the consultation. A part of this review should be whether ICCAN's role could be usefully expanded. An issue faced by this District as the local planning authority is that there is no "go to" body should it have a query over public safety zones. Attempts in the past to direct questions to either the CAA or DfT (such as when planning applications straddle zone boundaries) have been unsuccessful. This difficulty has been recognised by SASIG as well. It is suggested that there might be case in the future to expand ICCAN's role into safeguarding if it was felt that there was a need to build up or consolidate expertise on this subject. Whilst safeguarding is a different discipline to air noise, there seems to be no reason why ICCAN as it becomes more practised could not look at taking on a proportionate advisory role.

Q3b; Please provide your views on the analysis and options for the structure and governance of ICCAN given in Chapter 6, and the lead option that the Government has set out to ensure ICCAN's credibility.

- The key issue is there is confidence in ICCAN as an independent body. In this respect, a publicly funded organisation attached to an existing non-governmental body does seem appropriate. Cost recovery has been raised, but if this was from the industry there would inevitably be questions as to whether ICCAN could remain truly independent. A 5-year review should give ICCAN enough time to establish whether it is value for money.

Questions on Chapter 7: Ongoing Noise Management

Q4a; Please provide your views on the proposal that the competent authority to assure application of the balanced approach to the adoption of operating restrictions as airports in England should be as set out in Chapter 7 on Ongoing Noise Management and further information at Annex F.

- When determining airport expansion applications in the past, the Council has, as the local planning authority, imposed planning conditions and negotiated obligations that limit environmental impacts to those set out in the accompanying environmental statements. These have included caps on movements and noise envelopes. Designating the Council as the competent authority is viewed as an extension to this role, not a new one.
- The National Planning Policy Framework identifies three strands to sustainable development – economic, social and environmental. As the local planning authority, the Council already has the duty to balance these considerations when determining a planning application, so the draft UK Airspace Policy isn't really imposing a new requirement. The Council would need to look very carefully at governance arrangements for negotiating restrictions that cross economic, social and environmental barriers (such as a

new night flights regime), and the help of ICCAN in setting up a suitable structure and providing quality assurance could prove to be very useful.

Q4b; Please provide your views on the proposal that responsibility for noise controls (other than noise-related operating restrictions) at the designated airports should be as set out in Chapter 7 on Ongoing Noise Management.

- Agreed, so long as these arrangements comply with the relevant EU regulation regarding no self-interest.

Q4c; Please provide your views on the proposal that designated airports should publish details of aircraft tracks and performance. Please include any comments on the kind of information to be published and any evidence on the costs or benefits.

- They should. Stansted Airport, in conjunction with the CAA, publishes four-day sample track data from the summer period each year for arrivals on Runways 22 and 04 and for departures on the same. The information is colour coded for height and includes NPR swathes and average daily departure and arrival details for each route. Although the data does not include information on individual aircraft types it is highly visual and relatively easy to explain to the public.
- Airports should also publish details of track-keeping accuracy for all departure routes, including by aircraft type and airline.

Q4d; Please provide your views on whether industry is sufficiently incentivised to adopt current best practice in noise management, taking into account Chapter 7 on Ongoing Noise Management, and the role of the Independent Commission on Civil Aviation Noise in driving up standards in noise management across the aviation sector.

- Industry will act if there is a business case to do so, so the “sticks and carrots” need to be in place. ICCAN can inform and advise, but doesn’t seem to have any real teeth.

Questions on the Draft Air Navigation Guidance

Q5; Please provide any comments on the Draft Air navigation Guidance published alongside this consultation.

- No further comments to those included with the answers to the other questions.



Department
for Transport

Executive Summary

UK Airspace Policy Consultation

Moving Britain Ahead

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Department for Transport
Great Minster House
33 Horseferry Road
London SW1P 4DR
Telephone 0300 330 3000
Website www.gov.uk/dft
General enquiries: <https://forms.dft.gov.uk>



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Introduction

- 1 The Aviation industry is a major contributor to the UK economy. It connects us to people and markets all across the world and shows that Britain is open for business.
- 2 While our aviation sector is a success story, supporting thousands of jobs and delivering billions of pounds in economic benefits, we need to take action to meet the continuing growth in demand for air travel. Not only is there a need for additional airport capacity in the south east to support this growth, but our airspace arrangements, which date back nearly fifty years, are also in need of modernisation.
- 3 Our current airspace system is inefficient and means passengers face longer journeys and delays as airspace becomes more congested. This will only get worse - it is expected that by 2030 there will be 3,100 days' worth of delays – 50 times the amount seen in 2015, along with 8,000 cancellations a year¹. Inefficient airspace arrangements also means more emissions from longer journeys and prevents improvements being made that could reduce noise for communities around airports, for example by removing the need for holding stacks for aircraft unable to land and making better use of new technologies which allows aircraft to better avoid overflying populated areas.
- 4 To maintain the UK's status as one of the world's most important aviation hubs, we therefore need to take action to update our airspace arrangements. This will also help us to deliver sustainable growth of the aviation sector by ensuring environmental considerations are at the heart of how the sector operates, building on last year's ground-breaking international agreement to tackle carbon emissions from aviation.
- 5 But decisions which change flightpaths are not easy. Even those that reduce noise for most people will not do so for all, and some may experience more noise than before. We need a policy framework which ensures that when these difficult decisions are made they take account of communities' views, are based on robust evidence and consider local circumstances.
- 6 As a crucial part of developing our new aviation strategy over the coming months, this consultation is designed to ensure there we have the correct framework in place to allow this modernisation of our airspace, to deliver benefits to passengers, the economy and local communities.
- 7 We are therefore bringing forward proposals designed to balance the interests of all involved and build trust in how noise is handled. Our proposals aim to deliver:
 - Greater clarity and transparency in decision making and the way noise is managed;
 - Improvements in the evidence used to inform how airspace decisions are made, particularly on the noise impacts;
 - Greater focus on industry and communities working together to find ways to manage noise which work best for local circumstances;
 - Clarity and consistency in who makes airspace decisions, and why;
 - Greater certainty for industry that the airspace change framework provides what they need to deliver beneficial change; and

- Ambitious noise management outside of airspace change, taking advantage of the latest technological developments.
- 8 Our proposals build on the best practice which is already being demonstrated at many airports across the UK, and the changes to the airspace change process which the Civil Aviation Authority (CAA) is making.
- 9 Everyone will have their part to play in making reforms to how airspace is managed a success, including airports, airlines, air navigation service providers, local authorities, community representatives and the CAA. Our proposals create clear and appropriate roles, and a system which can support the UK in maximising the benefits of aviation.

Summary of Proposals

Changes to Airspace

- 10 Chapter 4 of our consultation document makes various proposals about who should make decisions on different types (or tiers) of airspace changes.
- For Tier 1 changes, which are changes to the permanent structure of UK airspace that are already covered by the CAA's formal airspace change process, we propose that the Secretary of State should have a call-in function. This would mean that when airspace changes meet one or more specified criteria, the Secretary of State could make the final decision.
 - Tier 2 changes, are planned and permanent changes to Air-Traffic Control's day-to-day operational procedures that currently fall outside of the CAA's airspace change process. We propose that when these are expected to cause a certain level of noise, air navigation service providers should engage with local communities and the CAA should assess the proposal against various factors before deciding whether to approve it. The CAA would be responsible for establishing a suitable and proportionate process for these changes, including on the nature and level of consultation that is required.
 - Tier 3 covers changes to operations, which may or may not be planned, such as changes in the number of type of aircraft using a particular route or shifts over time in how aircraft follow a particular route. We propose that the CAA puts in place a suitable process for industry to follow. This should be a light-touch approach and set out expectations on transparency and engagement with communities, including on potential ways to mitigate adverse impacts.

Compensation

- 11 Chapter 4 also sets out proposals to update the compensation policy for airspace changes.
- We propose that those experiencing changes in noise as a result of changes to airspace should in future expect the same compensation as that associated with new infrastructure (such as a new runway).
 - Currently, to be eligible for financial assistance towards insulation, a property must be within an eligible noise contour (63dB LAeq or above) **and** have experienced a minimum 3dB change. We propose to remove this second requirement so that any property within that contour should be considered in the same way.

- We also propose to update our policy to encourage airports to consider compensation for significantly increased overflight even if properties do not fall inside the eligible average noise contours. These decisions should be based on the local circumstances and economics of the change proposal.
- Our current compensation policy says that those who live within the highest noise contours (69dB LAeq or higher) should receive assistance with the costs of moving. We propose to include a requirement of an offer of full insulation to be paid for by the airport for homes within this contour, where the home owners do not want to move.

Making Airspace Change Decisions Transparently

12 Chapter 5 of our consultation deals with how noise should be factored into airspace changes.

- To ensure airspace decisions are made transparently and that communities understand why a particular option has been chosen, we propose that sponsors of an airspace change should be required to carry out an options analysis as part of the airspace change process.
- We propose that decisions on how aircraft noise is best distributed should be informed by local circumstances and consideration of different options. Consideration should include the pros and cons of concentrating traffic on single routes, which normally reduce the number of people overflowed, versus the use of multiple routes which can provide greater relief or respite from noise.
- Alongside noise impacts, assessment should also consider the impacts on carbon and air quality and explain how these have been balanced in line with the Government's environmental objectives with respect to air navigation.

13 Chapter 5 also deals with how noise impacts on people, including those on health and quality of life, should be assessed. We also discuss how these impacts should be used to inform decisions on airspace changes, in order to deliver our overall policy on aviation noise **'to limit and, where possible, reduce the number of people in the UK significantly affected by aircraft noise, as part of a policy of sharing benefits of noise reduction between industry and communities in support of sustainable development'**.

- The Government currently recognises an average noise level of 57dB LAeq as marking the approximate onset of significant community annoyance. We recognise that there are people exposed to noise levels lower than this who consider themselves annoyed and people exposed to higher levels of noise who do not. We propose to clarify that our overall aviation noise policy should be understood to limit and, where possible reduce the number of people experiencing adverse effects from aircraft noise, not the number of people within a specific noise contour.
- So that the adverse effects from aviation noise can be properly assessed, we propose these should be measured using the Department for Transport's webTAG tool².

² WebTAG can provide a monetised value for the impact of changes in noise exposure, based on Disability Adjusted Life Years (DALYs). More information can be found at : <https://www.gov.uk/government/publications/webtag-tag-unit-a3-environmental-impact-appraisal-december-2015>

- We also propose that other metrics which measure the frequency and pattern of aircraft communities may be exposed to should also inform decisions and to help communities understand the impact of proposed changes.

Independent Commission on Civil Aviation Noise

14 Chapter 6 of our consultation document sets out our proposals for an Independent Commission on Civil Aviation Noise (ICCAN) to support upcoming airspace changes. ICCAN would aim to build trust between industry and communities and make sure noise impacts are properly and transparently considered.

- We propose that ICCAN's functions should be to:
 - Advise on airspace change, providing assurance that noise has been considered and mitigated where possible.
 - Advise on planning decisions and ongoing noise management.
 - Promote and publish best practice guidance
 - Review or commission research to present new evidence.
 - Monitor noise measurements and how these are reported, to build trust and improve transparency and credibility.
- We also explore options for structure and governance and funding of ICCAN to ensure its credibility and put forward our lead option for it to be established as an independent body attached to the Civil Aviation Authority.

Ongoing Noise Management

15 Chapter 7 details our proposals for how noise should be managed at all airports. We want decisions on noise to be made locally where possible, with the Government's involvement focussed only on strategic decisions.

- We believe that operating restrictions should be agreed through the planning system where possible and propose that:
 - For operating restrictions associated with strategically significant decisions: The Secretary of State would be the competent authority for all operating restrictions delivered through the planning process in the case of Nationally Significant Infrastructure Projects (NSIPs), as well as any local planning decisions that are called-in by or appealed to the Secretary of State.
 - For all other planning-related operating restrictions: The local authority deciding on a planning application would be the competent authority.
- For those occasions when operating restrictions may be brought forward by an airport outside of the planning process, such as resulting from Noise Action Plans or similar processes, we propose that the CAA would be the competent authority for approving any such restrictions.

16 We also propose to allow the designated airports; Heathrow, Gatwick and Stansted, to manage noise in a way that best reflects the issues faced by their local communities.

- We propose that the noise controls (other than operating restrictions) currently set by the Government, such as departure noise limits, continuous descent approaches and noise-preferential routes, are transferred to the airports. This would be consistent with other airports and would see Government's involvement

focussed on strategic decision making. Local decisions could be informed by ICCAN best practice in future.

- To provide greater transparency to communities about where and how often aircraft are actually flying, and to make it easier to see changes over time, we are proposing that the designated airports should publish data on their departure routes and track keeping performance. We also intend to encourage all major UK airports to publish similar data in the interests of transparency where practicable. The exact information published should be determined by the airports, in consultation with local communities.

Conclusions

- 17 The Government's aim is to ensure that the airspace policy framework is up to the challenges ahead in modernising airspace and delivering the new northwest runway at Heathrow.
- 18 The diagram below illustrates our intended framework for airspace. It shows that ongoing noise management and locally significant planning decisions should be taken at the local level, informed by engagement with all stakeholders, including communities. We expect industry to continuously seek improvements in its noise performance where practicable, to engage with communities, and to consider noise when delivering airspace modernisation.
- 19 Airspace change decisions must be taken by the CAA, as it has the expertise to ensure that decisions prioritise safety while balancing all of the factors that must be taken into account, including local views. There will also be some occasions when it is appropriate for the Government to take the decision. Some airport planning decisions, including Heathrow expansion, are clearly significant for the whole of the UK. As the Government has responsibility for whether such Nationally Significant Infrastructure Projects (NSIPs) go ahead, it is also right that Government ensures that communities are properly protected during such developments. There will be other decisions in the airspace change process which could have significant impacts on the environment or the UK's wider interests and Government also has a role in balancing these complex and competing priorities. We have therefore developed clear criteria for when decisions go beyond those which are best made through the local or regulator processes and require Government to intervene.
- 20 The new Independent Commission on Civil Aviation Noise (ICCAN) will improve the foundations of decision making by facilitating more effective engagement and accessible communication of noise impacts and management options. This improved dialogue will feed into decisions not only at a local level, but through the CAA and Government alike. ICCAN will also drive improvements in the standards of ongoing noise management, providing best practice so that decisions on noise controls can be made based on the latest information and options available.
- 21 Our consultation sets out our view on how decisions on airspace and noise should be made, and by whom. The changes proposed would ensure that decisions can be made which better support the effective management of airspace and the noise impacts which its use can create. These proposals aim to strike a balance between the benefits of a thriving aviation sector for passengers and the economy with its impacts on local communities and the environment.

Further information

- 22 This executive summary of our consultation documents provides an overview of our proposals and the improvements we expect them to deliver. A more detailed analysis of our proposals, along with further information on the consultation process and how you can respond to our proposals, is available in our full consultation document.
- 23 The consultation period began on 2nd February and will run until 25th May 2017. Please ensure that your response reaches us before the closing date.
- 24 Alongside this consultation, we are also consulting on revised Air Navigation Guidance. The aim of this is to enable those who would like to understand how our policies would be implemented the opportunity to see draft guidance. Respondents to the consultation will be able to provide feedback on the draft guidance as well as the high level policies should they wish.
- 25 Further supporting information for our consultation is also available online.

Committee: Stansted Airport Advisory Panel

Agenda Item

Date: 11th May 2017

4

Title: Draft Airports National Policy Statement;
new runway capacity and infrastructure at
airports in the South East of England.
Public consultation by the Department for
Transport (DfT)

Author: Jeremy Pine, Planning Policy /
Development Management Liaison Officer
(01799 510460)

Report for decision

Summary

1. This report is about the current DfT consultation on the draft Airports National Policy Statement (draft ANPS). The report summarises the draft ANPS and suggests how the Council should respond to the consultation.
2. As the draft ANPS is Heathrow based, the report does not carry out a detailed analysis. The Council's suggested response is light touch in nature and is related to issues that may have "carry over" value for any other future proposals for airport expansion that may be submitted.

Recommendation

3. That the Panel considers the response to the consultation that is set out in this report and suggests any extra points or amendments that it thinks are appropriate. The Council's final response will be sent to the DfT by officers via the consultation portal by the closure date.

Financial Implications

4. None.

Background Papers

5. None.

Impact

6.

Communication/Consultation	<p>The consultation runs from 2nd February to 25th May 2017. The DfT hosted 20 local public exhibitions in and around West London during February and March, and 13 regional events in March and April. The DfT says it is consulting across the UK to hear the views of those communities who will be directly impacted by Heathrow expansion and also those who could benefit from expansion. Officers attended a regional event in London on 20th April.</p> <p>A 40-page consultation document has been published alongside the draft ANPS. This document lists the questions that the DfT would like consultees to answer. These questions are set out at the end of this report, along with the suggested responses in bullet point format. The 40-page consultation document is attached to this report.</p> <p>Other related documents that have been published are a sustainability appraisal + appendices and scoping report, a habitats regulations assessment, a health impact analysis and equalities impact assessment.</p>
Community Safety	To be considered by the DfT.
Equalities	To be considered by the DfT.
Health and Safety	To be considered by the DfT.
Human Rights/Legal Implications	To be considered by the DfT.
Sustainability	To be considered by the DfT.
Ward-specific impacts	This is a Heathrow-based consultation.
Workforce/Workplace	Officer and Member time in preparing and considering this report.

Situation

SCOPE OF THE DRAFT ANPS

7. The draft ANPS sets out;
 - a) *Government policy in relation to the need for expanding airport capacity in the South East;*
 - b) *The Government's preference for a new northwest runway at Heathrow to deliver additional airport capacity; and*
 - c) *The requirements the applicant will need to meet in order to secure development consent for the preferred scheme.*

Any application or applications for a development consent order for the new northwest runway and associated development (such as the reconfiguration of Heathrow's central terminal area) will be considered under the Airports National Policy Statement when it has received Parliamentary approval (known as being "designated"). This is likely to be either later this year or early 2018, but timings are liable to change due to the impending General Election.

8. Paragraph 1.36 of the draft ANPS makes it clear that it only has effect in relation to the new northwest runway at Heathrow and associated works. Should any other application(s) for new runways in the South East be submitted, an important and relevant consideration will be the policy backing given by the designated ANPS to the Government's preferred scheme. At the regional stakeholder event, DfT staff did acknowledge that there may be some aspects of the draft ANPS that could have "carry over" value to other airport expansion proposals, and that comments would be welcomed on these.
9. Other Government policy on airport capacity is set out in the 2013 Aviation Policy Framework (APF), which remains in force for the time being. The APF replaced the 2003 Air Transport White Paper, which was the previous Labour Government's policy backing for a second runway at Stansted and which was subsequently withdrawn by the Coalition. A parallel DfT consultation on changes to UK airspace policy is currently open (see other report going to this meeting).
10. On 22nd February, the Transport Select Committee launched an inquiry into the draft ANPS and took written evidence from over 70 organisations and individuals. Submissions are no longer being accepted and the Committee has ceased to exist following the dissolution of Parliament on May 3rd.

THE DRAFT ANPS CONSULTATION

11. The draft ANPS has four main chapters. These are:

Chapter 2 – The need for additional airport capacity

Chapter 3 – The Government’s preferred scheme: Heathrow Northwest Runway

Chapter 4 – Assessment principles

Chapter 5 – Specific impacts and requirements

12. Much of the draft ANPS is specific to Heathrow, as a consequence of the Government announcing on 25th October 2016 that its preferred scheme to deliver additional airport capacity in the South East is a new northwest runway at Heathrow. As is to be expected, local interest in the draft ANPS in and around Heathrow is considerable and reports that officers have seen indicate that the local exhibitions were well attended.

13. HACAN (Heathrow Association for the Control of Aircraft Noise) has published a free to use succinct briefing note to help the local population reply to the consultation. This is a useful summary of the local issues and concerns, and a copy is attached at the end of this report for information. Two main concerns about the consultation stand out in this briefing note, namely:

a) there is no information on the location of flight paths. HACAN identifies this as possibly the biggest flaw in the consultation. This is probably because these cannot be determined until the Government has decided upon its airspace policy. This raises a logistical question as to whether the airspace policy consultation should have been concluded before the draft ANPS one was launched, and

b) those residents who currently enjoy a half day’s respite from noise are likely to find this reduced to a third of the day so that residents under the new runway also get respite. This reflects concerns expressed by some event attendees that the local exhibitions promoted the benefits of Heathrow expansion rather more than the costs.

Chapters 2 and 3 – The need for additional airport capacity and the Government’s preferred scheme: Heathrow Northwest Runway

14. Chapter 2 sets out the history of the recent airport capacity debate, and the work of the Airports Commission. The Council commented on all seven of the Commission’s discussion papers, including the first paper (Aviation Demand Forecasting). There is nothing further that can be usefully added at this stage

in answer to Question 1 on the need for additional airport capacity.

15. Chapter 3 sets out how the Government decided upon its preferred scheme, and why it selected Heathrow Northwest Runway over the Gatwick Second Runway and the Heathrow Extended Northern Runway (a.k.a. “Heathrow Hub”). The Government gave particular weight to four main issues (connectivity, earlier economic boost, road / rail links and support for freight) which delivered the greatest net benefits to the UK whilst taking into account the scheme’s larger environmental disbenefits. In relation to Question 2, it is not considered that it would be appropriate for the Council to make a judgement between the three schemes that have extensive local impacts that are not within its administrative boundary. No other options are considered at all in the draft ANPS.

16. In the final paragraph of Chapter 3 it is stated that:

“A number of mitigation measures will need to be applied to reduce the impacts of the Heathrow Northwest Runway scheme felt by the local community and the environment. Airport expansion is also expected to be accompanied by an extensive and appropriate compensation package for affected parties”.

It is clear in HACAN’s briefing note that mitigation and compensation weigh heavily on the local population. In relation to Question 5 the Council should respond that, as a basic principle in relation to any airport expansion proposal, mitigation should be effective and measurable, and compensation fair and full. More is said about mitigation and compensation later in this report.

Chapter 4 – Assessment principles

17. The chapter sets out the general assessment principles that the Secretary of State must use in assessing the information provided by the Examining Authority. These are set out below, with notes from the draft ANPS explanatory text added:

Scheme variation: - the designated Aviation National Policy Statement will govern only the location, limits and nature of the scheme, and will not prejudice the viability or merits of any particular application, scheme or applicant.

Environmental Impact Assessment: - effects on human beings, fauna and flora, soil, water, air, climate, the landscape, material assets and cultural heritage, and the interaction between them. Included are direct effects and any indirect, secondary, cumulative, short – medium – long term, permanent and temporary, positive and negative effects and also the measures envisaged for avoiding or mitigating significant adverse effects.

Habitat Regulations Assessment: - duties under the Conservation of Habitats and Species Regulations 2010 to make Appropriate Assessments of European

sites, seeking the advice of Natural England.

Equalities; - objectives are to reduce or avoid disproportionate impacts on any social group

Alternative requirements; - The Environmental Impact Assessment Directive requires projects with significant environmental effects to include a description of reasonable and relevant alternatives that were studied by the applicant and an indications of the main reasons for the option chosen.

Criteria for “good design” for airports infrastructure; - “good design” is used as an all-embracing term including siting and design measures, functionality and aesthetics, including the scheme’s contribution to the quality of the area in which it would be located. Setting out design evolution is also highlighted.

Costs; - aims are cost efficiency, sustainability, and to minimise costs to airlines, passengers and freight owners over time.

Climate change adaptation; - to be considered at the planning design, build and operational stages. The applicant will need to demonstrate that there are no critical features of infrastructure design which may be seriously affected by more radical changes to the climate beyond those projected in the latest set of UK Climate Projections.

Pollution control and other environmental protection regimes; - beginning per-application discussions with the Environment Agency and other relevant bodies as soon as possible.

Common law nuisance and statutory nuisance; - possible sources of nuisance are to be considered along with mitigation or limitation measures. Appropriate requirements can be recommended to the Secretary of State so they can be included in any subsequent order granting development consent.

Security considerations; to ensure that, where possible, proportionate protective security measures are designed into new infrastructure projects at an early stage

Health; - impacts on health, wellbeing and quality of life are mentioned, including from traffic, noise, vibration, air quality and emissions, light pollution, community severance, dust, odour, polluting water, hazardous waste and pests. Indirect health impacts are also referred to if they affect access to key public services, local transport, opportunities for cycling and walking, or the use of open space for recreation and physical activity. However, indirect positive health impacts may result from increased employment stemming from airport expansion. Applicants should identify measures to avoid, reduce or compensate for adverse health impacts as appropriate, including cumulative impacts.

Accessibility; - this refers to the Government’s commitment to creating a more accessible and inclusive transport network that provides a range of opportunities and choices for all people to connect with jobs, services and leisure opportunities. The commitment extends to all users of new airport infrastructure and the associated surface access facilities.

18. In relation to Question 3, the list of general assessment principles seems to be comprehensive, and is what would be expected in conjunction with a major planning application. It is right that a number of the principles require the identification of the alternatives that have been considered, and that these are tested and justified against the chosen option. In addition, it is essential that

sources of nuisance are identified, along with appropriate mitigation and /or compensation. Trigger points should be clearly set out, and these should relate to the onset of any nuisance or detrimental effect and not to anything that could encourage deferral (such as completion of the development).

19. The wide definition of “good design” that is used in the draft ANPS is to be welcomed. This encourages an applicant to think about form and function and the locational context.
20. Costs have been identified by the CAA as a key issue for scrutiny. There are 3 areas:
- i) *planning costs* – if there was a change in Government policy which led to abortive work, would / should the applicant be able to recoup some or all of these?
 - ii) *timing of increased landing charges* – airlines are sensitive to passengers having to pre-pay for the new runway before it is operational, and
 - iii) *ensuring efficient building* – are procurement procedures robust?

Chapter 5 – Specific impacts and requirements

21. This is by far the largest chapter in the draft ANPS, containing seventeen specific impact areas which set out the applicant’s assessment and the Government’s required mitigation. It is not proposed to go through them all in this report, but to select those that are likely to have the greatest “carry over” value for airport expansion proposals elsewhere. These are i) surface access, ii) air quality, iii) noise, iv) carbon emissions and v) community compensation. These are issues specifically identified by the DfT for comment in Questions 4 and 5. This report concentrates on the proposed mitigation measures set out by the Government in the consultation document.

Surface Access

22. The focus is on submitting an airport surface access strategy (ASAS) that sets out how the proportion of journeys to and from the airport by public transport, cycling and walking will be maximised. Heathrow has pledged to achieve a public transport mode share of at least 50% (currently about 40%) by supporting new rail, bus and coach schemes. The consultation sets a deadline of 2030, with at least 55% by 2040 and also sets out a requirement for the halving of staff car trips by 2040 compared to 2017. The ASAS is also expected to detail measures and incentives to manage car use to and from the airport as well as physical infrastructure interventions. Heathrow’s pledge includes considering a congestion charge.

23. The consultation makes it clear that the applicant is responsible for securing the transport works that are physically needed to be completed to enable the new runway to operate. Where schemes would have a wider range of beneficiaries, the need for public funding will be considered alongside an appropriate contribution by the airport.

Air Quality

24. The onus is put on the applicant to demonstrate that the construction and operation of the new runway will not affect the UK's ability to comply with legal requirements. "*Failure to demonstrate this will result in refusal of development consent*" (Paragraph 5.31 of draft ANPS). In this respect, the Airports Commission recommended the public transport performance targets in the ASAS as well as the consideration of a congestion or access charge. The consultation states that Heathrow should continue to strive to meet its public pledge to have landside airport-related traffic no greater than today. This has been identified as a particular challenge by local pressure groups.

25. The consultation sets out examples of other operational mitigation measures which could be considered, such as:

- structured landing charges to reward the use of cleaner aircraft
- use of zero or low emission hybrid vehicles
- reduced or single engine taxiing
- use of fixed electrical ground power and preconditioned air to aircraft stands (reducing use of auxiliary power units)
- upgraded heating in buildings
- changes to surface access arrangements, traffic restrictions and /or traffic relocation around sensitive areas
- physical means and speed controls on roads

Noise

26. The consultation emphasises the need for noise-related action to strike a fair balance between the negative impacts of noise and the positive economic impact of flights. The Government "*expects the applicant to make particular efforts to avoid significant adverse noise impacts and mitigate other adverse noise impacts as a result of the Northwest Runway scheme and Heathrow Airport as a whole*" (Paragraph 5.56 of draft ANPS).

27. Three main areas of mitigation are required:

- i) a noise envelope* – this should be tailored to local priorities and include clear noise performance targets. The noise envelope should be developed from consultation with local communities and relevant stakeholders using expert

advice from a third party. It is suggested that this could be the Independent Commission on Civil Aviation Noise (ICCAN) which the Government is proposing to set up as an independent arm of the CAA. The consultation refers to the benefits of future technological improvements being shared between the applicant and local communities with suitable review periods to ensure the noise envelope's framework remains relevant. This seems to imply a mechanism to progressively tighten the noise envelope over time to "lock in" technological benefits for local communities.

ii) a runway alternation scheme – the purpose is to provide communities with predictable periods or respite. The scheme should be developed from consultation with local communities and relevant stakeholders using expert advice from a third party.

iii) a ban on scheduled night flights for 6.5 hours between the hours of 23:00 – 07:00 – this should be defined in consultation with local communities and relevant stakeholders. Local comments are that the ban would only be one hour longer than the current one (23:00 – 04:30) and would not prevent flights from arriving early and departing late. Heathrow has offered to introduce a 6.5 hour ban as soon as it receives planning permission, which has led to some comments that this indicates that night flights are desirable, not essential.

28. Paragraph 5.67 of the draft ANPS states that:

“Development consent should not be granted unless the Secretary of State is satisfied that the proposals will meet the following aims for the effective management and control of noise, within the context of Government policy on sustainable development:

- Avoid significant adverse impacts on health and quality of life from noise;*
- Mitigate and minimise adverse impacts on health and quality of life from noise; and*
- Where possible, contribute to improvements to health and quality of life”*

Carbon emissions

29. The consultation outlines the Government's key objective on aviation emissions as set out in the APF, which is to ensure that the aviation sector makes a significant and cost-effective contribution towards reducing global emissions. The draft ANPS does not override this objective. The Government agrees with the Airports Commission's assessment that Heathrow expansion is compatible with the UK's carbon obligations.

30. The consultation defines the largest carbon impact as coming from increased air transport movements as a result of increased demand. Other impacts come from emissions from airport buildings and ground operations, extra

surface access traffic and construction.

31. Mitigation measures that are identified are those that have already been highlighted in relation to surface access and air quality. This is not surprising given the linkage between these issues. Specific construction mitigation measures include use of locally sourced materials, use of grid electricity and transport of materials by rail or water instead of road.

32. Paragraph 5.81 of the draft ANPS states that:

“Any increase in carbon emissions along is not a reason to refuse development consent, unless the increase in carbon emissions resulting from the project is so significant that it would have a material impact on the ability of Government to meet its carbon reduction targets, including carbon budgets”

Community compensation

33. Statutory blight provisions under planning law apply upon the designation of the ANPS, and compensation for loss of property value is payable for construction works under the Land Compensation Act 1973. Heathrow has also proposed a community compensation package comprising buying affected homes at 125% of market value and providing full acoustic insulation or contributions towards in certain cases.

34. The Government is also supporting the establishment of a community compensation fund as recommended by the Airports Commission at a rate of £50m per year.

Risk Analysis

35.

Risk	Likelihood	Impact	Mitigating actions
None. This is a Heathrow based consultation following the Government identifying a new northwest runway as its preferred scheme and carrying this	None	None	None

through into the draft ANPS.			
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- 1 = Little or no risk or impact
- 2 = Some risk or impact – action may be necessary.
- 3 = Significant risk or impact – action required
- 4 = Near certainty of risk occurring, catastrophic effect or failure of project.

DRAFT AIRPORTS NATIONAL POLICY STATEMENT

Summary of consultation questions and the Council’s suggested response

The need for additional airport capacity

Question 1: The Government believes there is the need for additional airport capacity in the South East of England by 2030. Please tell us your views.

- No comments

The Government’s preferred scheme: Heathrow Northwest Runway

Question 2: Please give us your views on how best to address the issue of airport capacity in the South East of England by 2030. This could be through the Heathrow Northwest Runway scheme (the Government’s preferred scheme), the Gatwick Second Runway scheme, the Heathrow Extended Northern Runway scheme, or any other scheme.

- It is not considered that it would be appropriate for the Council to make a judgement between the three schemes that have their extensive local impacts well beyond its administrative boundary. Instead, in this consultation response, the Council is choosing to comment more generally on issues raised by the consultation that might have relevance to future applications for airport expansion.

Assessment principles

Question 3: The Secretary of State will use a range of assessment principles when considering any application for a Northwest Runway at Heathrow Airport. Please tell us your views.

- The list of general assessment principles seems to be comprehensive, and is what would be expected in conjunction with a major planning application for airport expansion. It is right that a number of the principles require the

identification of the alternatives that have been considered, and that these are tested and justified against the chosen option.

- It is essential that sources of nuisance are identified, along with appropriate mitigation and /or compensation. Trigger points should be clearly set out, and these should relate to the onset of any nuisance or detrimental effect and not to anything that could encourage deferral (such as completion of the development).
- The wide definition of “good design” that is used in the draft ANPS is to be welcomed. This encourages an applicant to think about form and function and the locational context. This is particularly important where tall or bulky structures are proposed which may impact on the wider setting.

Impacts and requirements

Question 4: The Government has set out its approach to surface access for a Heathrow Northwest Runway scheme. Please tell us your views.

- Airport surface access strategies are integral to the management of demand at airports. To be effective, they must consider all aspects of surface access as a whole. It is important that targets are set which are both challenging and measurable, and that the targets are owned by all interested stakeholders through the Airport Transport Forum (ATF). There must be a mechanism for reporting on progress with the targets at least every two years, and for updating them as required.
- Instead of a congestion charge, or as part of it, the airport operator could be required to introduce and manage a levy on each car park transaction. The money that is raised can be ring-fenced towards improvements to public transport, cycling and / or walking to improve their attractiveness compared to use of the car. The ATF could be the responsible body for allocating the money based on bids submitted to it.
- Airports can act as important local or regional transport interchanges for local people and businesses. They host bus, coach and rail services that may be more frequent than otherwise might be expected, as they cater for the peak hours needs of air passengers and airport staff. In the interests of sustainability, local people wishing to use the interchange should be able to do so and should not be penalised by excessive charges for drop-off or pick-up. A discount scheme for drop-off or pick-up should be introduced that local residents can subscribe to if they live within a qualifying distance.

Question 5: The draft Airports National Policy Statement sets out a package of supporting measures to mitigate negative impacts of a Heathrow Northwest Runway scheme. Please tell us your views. Are there any other supporting measures that should be set out? In particular, please tell us your views on:

5.1. Air quality supporting measures

5.2. Noise supporting measures

5.3. Carbon emissions supporting measures

5.4. Compensation for local communities

- The concept of a noise envelope is supported in principle, but it needs to be something that is constructed to be understood by local residents who are experiencing the noise. The noise envelope imposed by planning condition at Stansted Airport is based on the 57dB LAeq 16 hour contour, and there is a requirement to report its extent annually to the local planning authority. It is considered that the use of N - above contours in addition to LAeq would make the noise envelope concept more understandable to local residents as they would be able to relate the extent of the envelope to numbers of noise events. To ensure that the benefits of technological improvements are shared between the industry and local populations, the extent of the noise envelope should be periodically reviewed. It is agreed that ICCAN would be an appropriate body to call on for expertise, as long as local people can be satisfied that it is independent of the industry.
- Runway alternation schemes may be beneficial as long as residents who are overflowed get certainty over when respite periods will occur. The evaluation of such schemes makes no sense until flight paths have been determined.
- As a basic principle in relation to any airport expansion proposal, mitigation should be effective and measurable, and compensation fair and full. The parallel consultation on airspace policy proposes that compensation is payable for increased noise resulting from airspace change and not just for the use of new airport infrastructure. This is entirely fair.

Question 6: The Government has set out a number of planning requirements that a Heathrow Northwest Runway scheme must meet in order to operate. Please tell us your views. Are there any other requirements the Government should set out?

- No further comments to the points made elsewhere in this reply.

Draft Airports NPS Appraisal of Sustainability

Question 7: The Appraisal of Sustainability sets out the Government's assessment of the Heathrow Northwest Runway scheme, and considers alternatives. Please tell us your views.

- See response to Question 2

General questions

Question 8: Do you have any additional comments on the draft Airports National Policy Statement or other supporting documents?

- Information on proposed flight paths and their use must be provided by an applicant as part of any application for a development consent order for airport expansion involving a new runway. “Use” is to include full details of concentration vs dispersal, multiple paths and any intended respite periods. This is fundamental information to enable local residents to assess how they may be affected by airport expansion.

Question 9: The Government has a public sector equality duty to ensure protected groups have the opportunity to respond to consultations. Please tell us your views on how this consultation has achieved this.

- The consultation appears to have been sufficiently far-reaching and inclusive to meet the duty, although there do seem to have been some local concerns about the nature of the information available on the disbenefits of the proposals. The regional event that Council officers attended was well run, with ample opportunity to ask questions and discuss issues in an informal manner.



Department
for Transport

Consultation on *Draft Airports National Policy Statement: new runway capacity and infrastructure at airports in the South East of England*

Moving Britain Ahead

February 2017

*Consultation on Draft Airports National Policy
Statement: new runway capacity and
infrastructure at airports in the South East of
England*

Moving Britain Ahead

February 2017

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Department for Transport
Great Minster House
33 Horseferry Road
London SW1P 4DR
Telephone 0300 330 3000
Website www.gov.uk/dft
General enquiries: <https://forms.dft.gov.uk>



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Foreword: Rt Hon Chris Grayling MP



Aviation is a British success story and an important part of our industrial strategy. It supports economic growth, provides the connections we need to travel and trade, and is at the core of Britain's standing in the global marketplace. We have the third largest aviation network in the world, behind only the USA and China. Aviation directly supports around 230,000 jobs, with many more employed indirectly, and contributes around £20 billion annually to the UK's GDP.

We face a capacity crunch

However, this success is not guaranteed. Today, Heathrow Airport is the busiest two runway airport in the world, and operates at full capacity, while Gatwick Airport is the busiest single runway airport. This makes it difficult for airlines to operate efficiently, resulting in delays, higher fares and reduced global connectivity. By 2040 every London airport will be at capacity unless we take action.

Airports such as Paris, Frankfurt and Amsterdam have spare capacity and are able to attract new flights to growth markets like China and South America. In 2015, Heathrow Airport lost its status to Dubai as the world's busiest airport in terms of international passenger numbers.

Why we support a Northwest Runway at Heathrow

On 25 October 2016, I confirmed that the Government's preferred scheme for adding new runway capacity in the South East is through a Northwest Runway at Heathrow Airport, and that this would be subject to consultation through a draft National Policy Statement. This was a bold decision, taken for the country as a whole, that will ensure Britain has the connections it needs to thrive in the global market. It sent a clear signal that Britain is open for business.

Heathrow Airport is uniquely well positioned to deliver the new long haul flights the country needs to secure its position in the global economy. This will be crucial as we leave the European Union so that we can get out into the world and do business with old allies and new partners alike. A Northwest Runway at Heathrow Airport will produce significant benefits, delivering tens of thousands of additional local jobs by 2030 and up to £61 billion of benefits to all passengers and the wider economy, not including wider trade benefits. It will provide new global connections and better routes for domestic customers, reduce passenger fares, and provide new capacity for freight imports and exports.

Heathrow Airport will be a growth engine for the whole of the UK. It will link to HS2 (at Old Oak Common) and Crossrail, and support new domestic air connections as well as safeguarding existing domestic routes. Heathrow Airport has proposed a further six new routes to Belfast International, Durham Tees Valley, Humberside, Liverpool, Newquay and Prestwick to be added after expansion, ensuring we have an economy that works for everyone. Heathrow Airport also enjoys a wide range of surface access options, linking the airport to the wider UK and providing resilience for passengers.

Environmental impacts

I am conscious that a Northwest Runway at Heathrow Airport will have an impact on local communities and the environment, which is why expansion can only happen if the airport meets a number of strict requirements. The Government will only grant development consent if Heathrow Airport can demonstrate that expansion can take place within legal air quality limits. Poor air quality is a national health issue which this Government takes very seriously, and we will be setting out further detail of our plans to tackle the issue, including our updated national air quality plan, in due course.

Climate change is one of the most serious risks to our economic and national security, and we are committed to our climate change obligations. I am confident that the Heathrow Northwest Runway scheme can be delivered within these limits.

I am clear that an expanded Heathrow Airport must be a better neighbour to those living nearby. In particular, we must see progress on mitigating the impact of noise on local communities. A series of noise mitigations, including periods of predictable respite, will need to be binding planning requirements if development consent is to be granted. We expect the airport to stay true to its commitments on property purchase and noise insulation, and to bring forward a community compensation fund to share the benefits of expansion with those affected.

A new Airports National Policy Statement

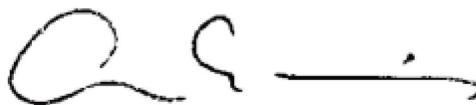
The new runway at Heathrow Airport will be taken forward through an Airports National Policy Statement. National Policy Statements are planning documents which provide a strong emphasis on transparency and public consultation, but also the potential to speed up decision making on nationally significant infrastructure projects.

We want to hear your views

Our vision is for an aviation sector that supports economic growth, jobs and business opportunities, now and for future generations, in a way that minimises impacts on the environment. This is a critical issue for the future of our country, and we want to hear your views. The Government is consulting across the UK, with all those who could benefit from a new runway at Heathrow Airport and with those communities who will be directly affected by expansion. While the Airports National Policy Statement will apply to England only, given the national significance of a Northwest Runway at Heathrow, we want to hear views from the whole of the UK.

A full and fair consultation

I recognise that expansion brings some negative impacts for those communities closest to the airport, and am committed to consulting communities in a full and fair way. I have appointed Sir Jeremy Sullivan, the former Lord Justice of Appeal, to oversee the consultation process. This is an independent role, and Sir Jeremy will be responsible for providing oversight of the process and ensuring best practice is upheld. I encourage you to respond to this consultation before it closes on 25 May 2017.



Rt Hon Chris Grayling MP
Secretary of State for Transport

1. Content of this consultation

- 1.1** This consultation is on the *draft Airports National Policy Statement: new runway capacity and infrastructure at airports in the South East of England* (“draft Airports NPS”), which sets out:
- The Government’s policy in relation to the need for new airport capacity in the South East of England;
 - The Government’s preference for the Heathrow Northwest Runway scheme to deliver additional airport capacity; and
 - The requirements the applicant will need to meet in order to secure development consent for the preferred scheme.
- 1.2** To ensure that policy development is based on the most up to date information, the Government will continue to update its evidence base on airport capacity, for example as a result of producing a new national air quality plan. The Government is currently updating its passenger demand forecasts and will publish a document setting out the impacts of the new forecasts on the case for expansion at Heathrow Airport as soon as possible during the consultation period. This is to ensure that respondents have access to the most up to date evidence, and enough time to consider it, when they respond to the consultation.
- 1.3** This consultation does not ask for views about the detailed design of the Heathrow Northwest Runway scheme itself or any associated infrastructure. That will come later, when the airport operator holds its own consultation as part of its development consent application.
- 1.4** This consultation relates specifically to the draft Airports NPS, which sets out the need for a Northwest Runway at Heathrow Airport and the supporting measures for those communities who will be impacted by expansion.
- 1.5** We want to hear from you on:
- Whether the draft Airports NPS and the accompanying documents have provided the evidence and rationale for the need for a Northwest Runway at Heathrow; and
 - The proposed package of supporting measures we expect for the communities impacted by expansion included in the draft Airports NPS.
- 1.6** The Government welcomes comments on the draft Airports NPS and documents which have been published alongside it. These documents are:

Document	Purpose
Draft Airports NPS	<ul style="list-style-type: none"> • The draft Airports NPS sets out the Government's policy on the need for a Northwest Runway at Heathrow Airport • This document sets out policies against which Heathrow Airport's application will be assessed by the Secretary of State before he considers whether to grant development consent, which would allow construction to begin
Appraisal of Sustainability (including topic level appendices)	<ul style="list-style-type: none"> • The Appraisal of Sustainability examines the likely social, economic and environmental impacts which could arise as a result of the designation of the draft Airports NPS, including assessing alternatives to the Heathrow Northwest Runway scheme • The Appraisal of Sustainability complies with the requirements of the Strategic Environmental Assessment Directive (2001/42/EC)¹ • This document also highlights options for avoiding or mitigating adverse impacts from the development • Preparing an Appraisal of Sustainability in parallel with the draft Airports NPS is a statutory requirement as set out in the Planning Act 2008 • This document has also been informed by a number of technical reports, some of which the Government published on 25 October 2016,² with others to be published later
Appraisal of Sustainability non-technical summary	<ul style="list-style-type: none"> • This document is a non-technical summary of the Appraisal of Sustainability. It has been produced to ensure that information in the main Appraisal of Sustainability document is easily accessible
Appraisal of Sustainability scoping report	<ul style="list-style-type: none"> • This document outlines how the Government prepared to undertake an Appraisal of Sustainability, including its objectives • The Government consulted on its approach to the Appraisal of Sustainability with a number of environmental bodies, and the scoping report includes the response to this consultation
Habitats Regulations Assessment	<ul style="list-style-type: none"> • This document assesses the impact of airport expansion on areas of importance to nature conservation, and recommends options for mitigating adverse effects
Health Impact Analysis	<ul style="list-style-type: none"> • This document assesses the positive and negative impacts of airport expansion on health, and recommends options for mitigating adverse effects
Equalities Impact Assessment	<ul style="list-style-type: none"> • This document assesses the impact of airport expansion on equality target groups, and recommends options for mitigating adverse effects

¹ <http://ec.europa.eu/environment/eia/sea-legalcontext.htm>

² <https://www.gov.uk/government/collections/heathrow-airport-expansion>

2. Responding to this consultation

Issue date

2.1 The consultation was issued on 2 February 2017.

Additional copies

2.2 Additional copies are available electronically and can be downloaded from www.gov.uk/dft/heathrow-airport-expansion.

Responding online

2.3 You will probably find it most convenient to submit a response online. Please visit www.gov.uk/dft/heathrow-airport-expansion to submit your response.

Other ways to respond

2.4 If you choose not to use the online system, for example because you use specialist accessibility software that is not compatible, you may download a Word document version of the form and email it or post it:

- Email: runwayconsultation@dft.gsi.gov.uk
- Post: FREEPOST RUNWAY CONSULTATION

2.5 Hard copies of the draft Airports NPS, consultation document and response form are also available by calling 0800 6894968.

Deadline

2.6 The consultation closes on 25 May 2017.

Consultation principles

2.7 This consultation is being conducted in line with the Government's consultation principles, a link to which is included at Annex A.

Equalities

2.8 The Government takes its public sector equality duties very seriously. In fulfilling these duties, the Government is taking forward measures to publicise and raise awareness of this consultation with protected groups around Heathrow Airport and at a national level. The Government wants to ensure that everyone has the opportunity to have their say on the proposals for policy on additional airport capacity in the South East of England.

Government response

2.9 Once the Government has reviewed and taken into account all responses to this consultation, it will publish the results and a formal Government response.

Consultation events

2.10 The Government will be holding a series of events during the consultation period. These will be undertaken in two phases:

- **Phase one – local events.** The local events will take place in the local authority areas around Heathrow Airport, and will be open to all. The events will provide information on the proposals in the draft Airports NPS to help inform responses. In particular, we want to hear from local communities on the measures proposed to mitigate negative impacts of expansion.
- **Phase two – regional events.** The regional events will be held across the UK with invited stakeholders, facilitating consultation responses nationwide.

Information on the UK airspace policy consultation (see below) will be made available at both phases of events.

2.11 The locations and dates of the consultation events can be found at Annex D.

Independent consultation adviser

2.12 The Government recognises that this consultation will be of great interest and importance to communities, and that it is important to conduct the consultation in a fair and transparent way that allows everyone to have their say. It is essential that communities have confidence in the process of the consultation.

2.13 The Secretary of State has appointed Sir Jeremy Sullivan, former Lord Justice of Appeal, as an independent consultation adviser to oversee the consultation process. This is an independent role, and Sir Jeremy will be responsible for providing oversight of the consultation process and ensuring best practice is upheld, and raising any concerns about the process directly to the Secretary of State.

2.14 Sir Jeremy has provided independent challenge to the Department for Transport during the development of this consultation document, the draft Airports NPS, and the programme of consultation events.

2.15 During the consultation, Sir Jeremy will be attending events to listen to the views of stakeholders and scrutinise the way the events are being run. At the end of the consultation, he will present a report to the Secretary of State, setting out whether, in his view, the consultation has been conducted appropriately.

2.16 If you have any comments or concerns about the consultation process, you can raise them directly with Sir Jeremy via independentadviser@runwayconsultation.gsi.gov.uk, or by writing to him, c/o the Department for Transport. Please note that he will not be able to comment on the policies within the draft Airports NPS, only the consultation process itself.

Airspace consultation

2.17 In parallel with this consultation, the Government has published its consultation on UK airspace policy, which will consider a number of important changes that are linked to, but not dependent on, the Heathrow Northwest Runway scheme. This includes the Government's proposals on a new Independent Commission on Civil Aviation Noise. Our proposed changes to the UK's airspace policy will support the continued growth of the aviation sector while balancing the needs of communities affected by aircraft noise.

Relationship with consultations organised by Heathrow Airport

2.18 Separately, Heathrow Airport is expected to consult later this year on the detail of its own proposals for its scheme ahead of its development consent application. While such a consultation would relate to the Heathrow Northwest Runway scheme, it would be entirely independent from the Government's consultations and the draft Airports NPS.³

Relationship with consultations organised by the Airports Commission

2.19 During its work between 2012 and 2015, the Airports Commission conducted a number of consultations on airport capacity issues, to which you may have contributed. You should note that this consultation on the draft Airports NPS is the start of a new process to take forward the Government's preferred policy position. Given that this is a separate process, even if you previously replied to a consultation by the Airports Commission, we would still welcome your views via this consultation on the draft Airports NPS.

³ Heathrow Airport has set out an indicative timeline for its next steps, including its consultations, at: <https://your.heathrow.com/localcommunityinformation/next-steps/indicative-timeline/>

3. The need for additional airport capacity

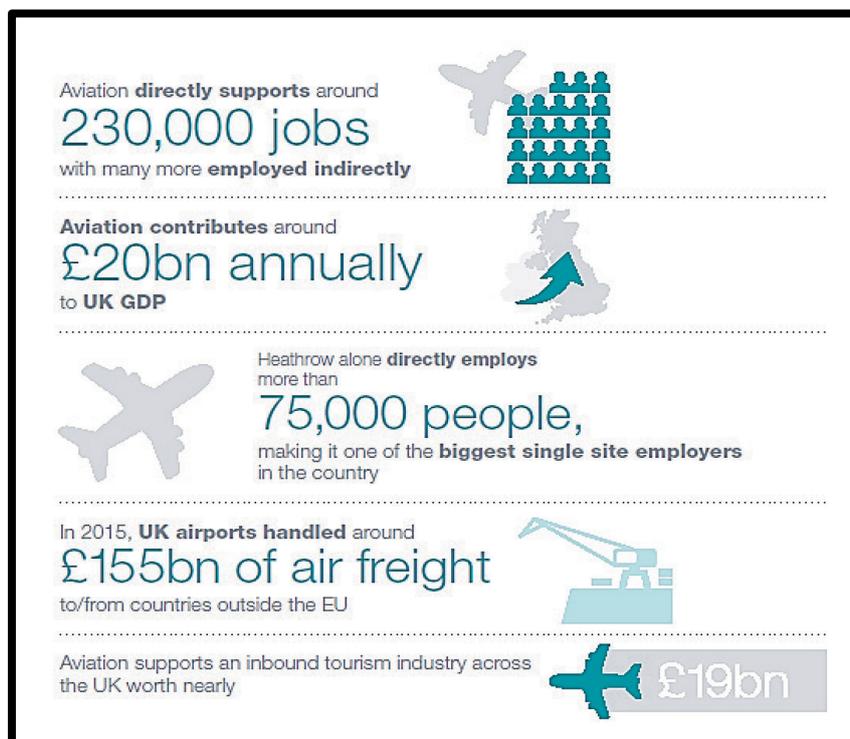
3.1 Chapter 2 of the draft Airports NPS sets out the Government's policy on the need for additional airport capacity in the South East in order to secure the UK's status as a global aviation hub.

The importance of aviation to the UK economy

3.2 The UK has the third largest aviation network in the world, behind only the USA and China,⁴ and London's airports⁵ serve more routes than any other European city.⁶ The UK's airports handled over 250 million passengers in 2015, a 5.5% increase from the previous year.⁷ Our airports are also critical freight gateways – Heathrow Airport is the UK's biggest freight port by value.⁸

3.3 The aviation sector is a successful part of the modern UK economy. The sector contributes £20 billion to the UK economy,⁹ and employs around 230,000 people.¹⁰ It creates jobs and delivers growth, and enables activity in other important sectors like financial services and the creative industries. Heathrow Airport directly supports around 75,000 jobs on site.¹¹

3.4 International connectivity facilitates trade in goods and services, enables the movement of workers and tourists, and drives business innovation and investment, being particularly important for many of the fastest growing sectors of the economy.



Source: <https://www.gov.uk/government/publications/heathrow-airport-expansion-summary-document>

⁴ *The Global Competitiveness Report 2014-2015*, World Economic Forum, 2015, based on available airline seat kilometres

⁵ The draft Airports NPS considers London's airports to be Gatwick, Heathrow, London City, Luton and Stansted

⁶ <https://www.gov.uk/government/publications/airports-commission-final-report> *Airports Commission: Final Report*, p55

⁷ <https://www.caa.co.uk/Data-and-analysis/UK-aviation-market/Airports/Datasets/UK-Airport-data/Airport-data-2015/>

⁸ <https://your.heathrow.com/takingbritainfurther/trade-and-exports/facts-and-figures/>

⁹ ONS, Input-Output Supply and Use tables, 2014

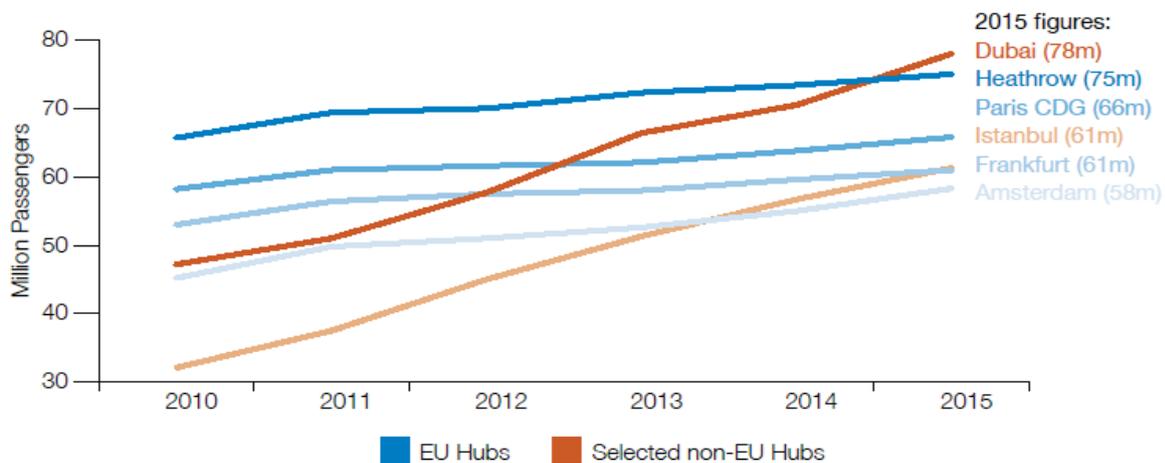
¹⁰ ONS, Business Register and Employment Survey, 2014

¹¹ <https://your.heathrow.com/takingbritainfurther/jobs-and-growth/>

The need for new airport capacity

3.5 London and the South East are facing a capacity challenge. Heathrow Airport is currently the busiest two runway airport in the world, while Gatwick Airport is the busiest single runway airport in the world. London's airports are filling up fast, and will all be full by 2040 if we do not take action now.¹²

3.6 The UK's hub status, stemming from the convenience and variety of its direct connections across the world, is already being challenged by restricted connectivity.¹³ Hub airports at Paris, Frankfurt and Amsterdam have spare capacity and are able to attract new flights to growth markets in China and South America.¹⁴ These competitors have benefited from the capacity constraints at Heathrow Airport, and have seen faster growth over the past few years. The UK's airports also face growing competition from Middle East hubs like Dubai, Abu Dhabi, Doha and Istanbul. Heathrow Airport was overtaken by Dubai in 2015 as the world's busiest international passenger airport.¹⁵



Source: <https://www.gov.uk/government/publications/heathrow-airport-expansion-summary-document>

3.7 The consequences of not increasing airport capacity in the South East of England – the ‘do nothing’ or ‘do minimum’ scenarios’ – are detrimental to the UK economy and the UK's hub status. International connectivity will be restricted as capacity restrictions mean airlines prioritise their routes, seeking to maximise their profits. Capacity constraints therefore lead to trade-offs in destinations, and while there is scope to respond to changing demand patterns, this necessarily comes at the expense of other connections. Domestic connectivity into the largest London airports will also decline as competition for slots encourages airlines to prioritise more profitable routes.

3.8 Operating existing capacity at its limits means there will be little resilience to unforeseen disruptions, leading to delays. Fares are likely to rise as demand outstrips supply, and the lack of available slots makes it more difficult for new competitors to enter the market.

3.9 The Government believes that not increasing capacity will impose costs on passengers and on the wider economy. The Airports Commission estimated that direct

¹² Airports Commission: Final Report, p3

¹³ For more analysis on the UK's hub status, see <https://www.gov.uk/government/publications/airports-commission-interim-report> Airports Commission: Interim Report, pp90-92

¹⁴ Airports Commission: Final Report, p249

¹⁵ <http://www.aci.aero/News/Releases/Most-Recent/2016/09/09/Airports-Council-International-releases-2015-World-Airport-Traffic-Report-The-busiest-become-busier-the-year-of-the-international-hub-airport>

negative impacts to passengers, such as fare increases and delays, would range from £21 billion to £23 billion over 60 years.¹⁶ Without expansion, constraints in the aviation sector would impose increasing costs on the rest of the economy over time, lowering economic output by making aviation more expensive and less convenient to use, with knock-on effects in lost trade, tourism and foreign direct investment.

3.10 The UK's decision to leave the European Union adds further weight to the need for additional airport capacity. As our business and trading relationships change, it is very likely that we will need to look to emerging markets around the world, particularly in the Far East.

The Airports Commission

3.11 To address these issues, in September 2012 the Coalition Government established the independent Airports Commission,¹⁷ led by Sir Howard Davies. The Airports Commission was tasked to identify and recommend options to maintain the UK's position as Europe's most important aviation hub. During its lifetime, the Airports Commission undertook extensive research, analysis and consultation, publishing seven discussion papers, an appraisal framework, and two reports.

3.12 The Airports Commission explored potential alternatives to additional runway capacity, which included:

- Doing nothing;
- A 'do minimum' set of alternatives with very limited provision for additional capacity;
- Redistribution methods, for example changing the rate of Air Passenger Duty, changing slot allocation regimes, traffic distribution rules, and prohibiting certain types of flights;
- Investment in high speed rail and improved surface access options; and
- New technologies.¹⁸

3.13 The Airports Commission found that none of these options delivered a sufficient increase in capacity, and that many required investment far in excess of the cost of runway expansion.

3.14 In its Interim Report in December 2013, the Airports Commission concluded that there was a need for one additional runway to be in operation in the South East of England by 2030. It also set in train a period of further consultation on three shortlisted schemes (Gatwick Second Runway scheme, Heathrow Northwest Runway scheme, and Heathrow Extended Northern Runway scheme), as well as the option of a new airport in the inner Thames Estuary. In September 2014, the Airports Commission concluded that a new airport in the inner Thames Estuary did not perform sufficiently well to warrant consideration alongside the three schemes that it decided to shortlist.¹⁹

3.15 In its Final Report in July 2015, the Airports Commission concluded that the proposed Northwest Runway at Heathrow Airport presented the strongest case for expansion and would offer the greatest strategic and economic benefits to the UK. A copy of the indicative Heathrow Northwest Runway scheme masterplan is included at Annex C.

¹⁶ *Airports Commission: Final Report*, p81; present value over 60 years

¹⁷ <https://www.gov.uk/Government/organisations/airports-Airports-Commission>

¹⁸ *Airports Commission: Final Report*, p84

¹⁹ <https://www.gov.uk/government/publications/inner-thames-estuary-airport-summary-and-decision>

The Airports Commission also made clear that expansion would have to involve a significant package of supporting measures to address the environmental and community impacts of the new runway.

The Government's work

3.16 Following the Airports Commission's Final Report, the Government reviewed and assured the Report's findings. On 14 December 2015, the Government accepted the Airports Commission's conclusion that one new runway is needed in the South East by 2030, and also the Airports Commission's three shortlisted scheme options.²⁰

3.17 Chapter 2 of the draft Airports NPS sets out the Government's view on the need for additional airport capacity in the South East of England by 2030. However, we are keen to hear all views on the Government's position, including the merits of not expanding airport capacity or other ways of delivering additional airport capacity.

Question 1: The Government believes there is the need for additional airport capacity in the South East of England by 2030. Please tell us your views.

²⁰ <https://www.gov.uk/government/speeches/aviation-capacity>

4. The Government's preferred scheme: Heathrow Northwest Runway

Overview

- 4.1** Chapter 3 of the draft Airports NPS sets out the case for the Heathrow Northwest Runway as the Government's preferred scheme.
- 4.2** The Government accepted the Airports Commission's three shortlisted schemes in December 2015, agreeing with the Airports Commission's conclusion that one new runway in the South East of England is required to meet capacity requirements.
- 4.3** Following the publication of the Airports Commission's Final Report, the Government undertook further work on:
- Air quality;
 - Noise;
 - Carbon emissions; and
 - Impacts on local communities.
- 4.4** The Government also carried out additional sensitivities, which show the worst case scenarios on noise, carbon and the economy, within the Appraisal of Sustainability.
- 4.5** The work on air quality, which demonstrated that expansion is capable of taking place within legal limits, is outlined in the Government's air quality re-analysis²¹ and the Appraisal of Sustainability. Both documents contain a worst case scenario.
- 4.6** The Government agrees with the Airports Commission's assessment that a new runway can be delivered within the UK's climate change obligations.²²
- 4.7** Following engagement with all three shortlisted scheme promoters, the Government has recommended a package of community supporting measures.
- 4.8** The Government also carried out additional work in relation to surface access, and further economic analysis. This work has allowed the Government to consider carefully the effectiveness of each of the three schemes to meet the need for additional capacity.

²¹ <https://www.gov.uk/government/publications/airport-expansion-further-analysis-of-air-quality-data>

²² <https://www.gov.uk/government/publications/airport-expansion-dft-review-of-the-airports-commissions-final-report> *Review of the Airports Commission Final Report*, p19

4.9 The detailed results of this work are set out in a number of reports published by the Government on 25 October 2016:

- A formal review by the Department for Transport of the Airports Commission's Final Report;²³
- An air quality re-analysis to test the Airports Commission's work against the Government's air quality plan;²⁴
- A further review of the Airports Commission's analytical approach, providing greater assurance in those areas where needed;²⁵
- A comparison of the originally shortlisted schemes' compensation packages against other airport expansion projects around the world;²⁶
- An assurance report by Highways England on the schemes' road surface access proposals;²⁷ and
- A non-binding statement of principles between Heathrow Airport and the Secretary of State for Transport on the Heathrow Northwest Runway scheme.²⁸

4.10 On 25 October 2016, the Government announced that its preferred scheme to meet the need for new airport capacity in the South East of England was a Northwest Runway at Heathrow Airport.²⁹ It also confirmed that this would be included in a draft Airports NPS, which would be subject to consultation in accordance with the procedures laid down in the Planning Act 2008. The Government believes that the Heathrow Northwest Runway scheme, of all the three shortlisted schemes, is the most effective and most appropriate way of meeting the overall needs case set out in chapter 2 of the draft Airports NPS.

4.11 Chapter 3 of the draft Airports NPS is broken down into two distinct sections. The first section focuses on why the Government prefers the Heathrow Northwest Runway Scheme to the Gatwick Second Runway scheme in terms of delivering additional airport capacity by 2030. The second section focuses on why the Government prefers the Heathrow Northwest Runway scheme to the Heathrow Extended Northern Runway scheme.

4.12 While the Government has confirmed publicly, based on the evidence set out below, that it prefers the Heathrow Northwest Runway scheme, it is consulting in a full and fair way with an open mind. The Government welcomes all views on its preference.

4.13 Increasing airport capacity in the South East of England can be expected to result in both positive and negative impacts, as would be the case for any major infrastructure project. Important positive impacts are expected to include securing the UK's hub status, better international connectivity, and providing benefits to passengers and the UK economy as a whole (for example for the freight industry). The negative impacts are expected to include environmental impacts, for example on air quality and affected local communities.

4.14 In its considerations on a preferred scheme, the Government has fully taken into account the work of the Airports Commission, information provided by a variety of

²³ <https://www.gov.uk/government/publications/airport-expansion-dft-review-of-the-airports-commissions-final-report>

²⁴ <https://www.gov.uk/government/publications/airport-expansion-further-analysis-of-air-quality-data>

²⁵ <https://www.gov.uk/government/publications/airport-expansion-further-review-and-sensitivities-report>

²⁶ <https://www.gov.uk/government/publications/airport-expansion-global-comparison-of-airport-mitigation-measures>

²⁷ <https://www.gov.uk/government/publications/airport-expansion-highways-england-assurance-report>

²⁸ <https://www.gov.uk/government/publications/heathrow-airport-limited-statement-of-principles>

²⁹ <https://www.gov.uk/government/speeches/airport-capacity>

stakeholders, and the results of the Government's further work outlined in paragraphs 4.3-4.9 above. As set out below, the Government has considered the positive and negative effects from each of the three shortlisted schemes, and reached its conclusion by weighing these expected effects, along with considering how positive effects can be enhanced and negative effects mitigated.

Heathrow Northwest Runway and Gatwick Second Runway

4.15 In identifying the preferred scheme, a wide range of factors has been taken into account, including:

- International connectivity and strategic benefits;
- Passenger and wider economic benefits;
- Domestic connectivity and regional impacts;
- Surface access links;
- Views of airlines, regional airports and the business community;
- Financeability;
- Deliverability; and
- Local environmental impacts.

4.16 While the Government acknowledges the differences between the three shortlisted schemes, carbon impacts (unlike the factors above) have not been considered as a differentiating factor between schemes due to the Airports Commission's overarching assessment that all three are deliverable within the UK's climate change obligations.

International connectivity and strategic benefits, including freight

4.17 Heathrow Airport is best placed to address this need by providing the biggest boost to the UK's international connectivity. Heathrow Airport is one of the world's major hub airports, serving around 180 destinations worldwide with at least a weekly service, including a diverse network of onward flights across the UK and Europe.³⁰ This is demonstrated by the forecasts produced by the Airports Commission.³¹ A Northwest Runway at Heathrow Airport is expected to result in an additional 125,000 flights a year across the UK as a whole (including 39,000 long haul) by 2040, and 27 million additional passengers a year.³²

4.18 Compared to no expansion, the Second Runway scheme at Gatwick Airport would add 54,000 flights and 8.5 million passengers by 2040 across the UK as a whole, increasing to 60,000 and 16 million respectively in 2050. The Airports Commission projected that 8,000 of these additional flights would be long haul in 2040, rising to 15,000 in 2050.³³ Gatwick Airport has recently been successful in securing a number of long haul routes to the USA and Canada from low cost carriers, a new market segment.

4.19 As well as improving connections for passengers, the greater frequency of services will support the air freight industry, and facilitate exports of UK goods. Heathrow

³⁰ <https://your.heathrow.com/takingbritainfurther/vision/new-destinations/>

³¹ An important uncertainty to the central estimates concerns the forecasts of future aviation demand and allocation across UK airports. The Airports Commission reflected this uncertainty using five demand scenarios, as well as two carbon policy regimes. The Department for Transport has run a demand sensitivity to look at the impact of recent growth in UK aviation demand. Further uncertainty arises from the choice of individual modelling assumptions. Further information, including on the Airports Commission's scenarios and sensitivity analysis, can be found in the Further Review and Sensitivities Report and Appraisal of Sustainability

³² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/439687/strategic-fit-updated-forecasts.pdf Airports Commission Aviation Forecasts. This number refers to terminal passengers, which include those passengers changing planes, who are counted twice, reflecting the fact that they arrive on one flight and depart on another

³³ Airports Commission Aviation Forecasts

Airport currently has a substantial freight handling operation, around 20 times larger by tonnage³⁴ and over 200 times larger by value, than that at Gatwick Airport, accounting for 31% of the UK's non-EU trade by value.³⁵ Expansion at Heathrow Airport will further strengthen the connections of firms from across the UK to international markets.

Passenger and wider economic benefits

- 4.20** Without expansion, passengers and other users of airports are likely to suffer from higher fares and more delays. High demand for air travel at airports with limited or no scope for increased capacity could weaken competition, allowing airlines to charge higher fares. As airports fill up and operate at full capacity, there is little resilience to deal with any disruption, leading to delays.
- 4.21** The Heathrow Northwest Runway scheme is expected to provide benefits to business and leisure passengers and the wider economy (not including wider trade benefits) of up to £61 billion over 60 years.³⁶ This benefit includes the lower fares that passengers can expect to pay as a result of increased competition between airlines, relative to no expansion. These benefits are expected to be realised by passengers across the UK, and are delivered more quickly by the Heathrow schemes, with both providing more passenger benefits by 2050 than the Gatwick Second Runway scheme.
- 4.22** Expansion via the Heathrow Northwest Runway scheme should deliver additional jobs at the airport, through its supply chain, and in the local community. The Heathrow Northwest Runway scheme is expected to generate up to 77,000 additional jobs in the local area by 2030,³⁷ with Heathrow Airport also pledging to provide 5,000 additional apprenticeships by this time. The number of local jobs created at an expanded Heathrow Airport is predicted to be much greater than at Gatwick Airport (up to 12,500 by 2030 and 44,200 by 2050),³⁸ and the jobs would also be created more quickly. The numbers are higher at Heathrow Airport because the additional capacity is forecast to be used more quickly following expansion and, importantly, because the types of services offered at an expanded Heathrow Airport are likely to be more complex, particularly with the greater number of full service airlines operating there.
- 4.23** Expansion also brings a wider set of non-monetised benefits such as local job creation, trade and freight benefits, which indicate a stronger case for a Heathrow scheme than for the Gatwick Second Runway scheme.³⁹

Domestic connectivity

- 4.24** The Government recognises the importance that the nations and regions of the UK attach to domestic connectivity, particularly connections into Heathrow Airport. Airports across the UK provide a vital contribution to the economic wellbeing of the whole of the UK. Without expansion, there is a risk that, as airlines react to limited capacity, they could prioritise international routes over domestic connections. The Government sees expansion at Heathrow Airport as an opportunity to not only protect and

³⁴ <https://www.caa.co.uk/Data-and-analysis/UK-aviation-market/Airports/Datasets/UK-airport-data/>

³⁵ <https://www.uktradeinfo.com/Statistics/BuildYourOwnTables/Pages/Home.aspx>

³⁶ For clarity of presentation, only the central estimate in the 'carbon traded' scenario is presented here. This does not imply any Government position on future carbon policy. Estimates under different carbon and demand scenarios are available in section 3.13 of the Appraisal of Sustainability, Appendix A-3: Economy. For background on the carbon and demand scenarios themselves, see sections 3 and 4 of the Airports Commission's *Strategic fit: updated forecasts* <https://www.gov.uk/government/publications/airports-commission-final-report-strategic-fit>. This includes passenger benefits to UK residents, non-UK residents and international-to-international interliners

³⁷ *Airports Commission: Final Report*, p25

³⁸ *Further Review and Sensitivities Report*, p38

³⁹ *Further Review and Sensitivities Report*, p33

strengthen the frequency of existing domestic routes, but to secure new domestic routes to the benefit of passengers and businesses across the UK.

4.25 The Government expects to see expansion at Heathrow Airport driving an increase in the number of UK airports with connections specifically into the airport. Heathrow Airport and Gatwick Airport set out plans on domestic connectivity which they say they would deliver, if successful, by 2030:

- 14 domestic routes for Heathrow Airport, compared to the eight routes currently in operation; and
- 12 domestic routes for Gatwick Airport, compared to the six currently offered.

Heathrow Airport under expansion in 2030^{40 41}	Gatwick Airport under expansion in 2030⁴²
<p>8 domestic routes operating today (Aberdeen, Belfast City, Edinburgh, Glasgow, Inverness, Leeds Bradford, Manchester, Newcastle)</p> <p>plus Belfast International, Durham Tees Valley, Humberside, Liverpool, Newquay, Prestwick</p> <p>Total: 14</p>	<p>6 domestic routes operating today (Aberdeen, Belfast International, Edinburgh, Glasgow, Inverness, Newquay)</p> <p>plus Belfast City, Derry-Londonderry, Dundee, Leeds Bradford, Manchester, Newcastle</p> <p>Total: 12</p>

Government expectation on domestic connectivity

4.26 The draft Airports NPS sets out what the Government requires Heathrow Airport to do in order to deliver domestic connectivity improvements, including to demonstrate it has worked constructively with airlines to protect and strengthen existing domestic routes and develop new domestic connections.

Surface access links

4.27 Heathrow Airport already has good surface transport links to the rest of the UK. It enjoys road links via the M25, M4, M40 and M3, and rail links via the London Underground Piccadilly Line, Heathrow Connect, and Heathrow Express. In the future, it will connect to Crossrail, and link to HS2 at Old Oak Common. Plans are also being developed for improved rail access: the proposed Western Rail Access could link the airport to the Great Western Main Line, and Southern Rail Access could join routes to the South West Trains network and London Waterloo Station. This varied choice of road and rail connections makes Heathrow Airport accessible to both passengers and freight operators from much of the UK, and provides significant resilience to any disruption.

4.28 Access to Gatwick Airport relies on the M23 and the Brighton Main Line, which means it serves London well but makes it less convenient for onward travel to the rest of the

⁴⁰ Taken from promoter plans for domestic connections at Heathrow Airport and Gatwick Airport, compared to existing domestic connections at both airports. The Government would expect Heathrow Airport’s plan to be broadly equivalent for the Extended Northern Runway proposal if it were taken forward

⁴¹ Plus routes to UK Crown Dependencies (Isle of Man and Jersey)

⁴² Plus routes to UK Crown Dependencies (Guernsey, Isle of Man and Jersey)

UK. It is also less resilient than Heathrow Airport. Heathrow Airport has advantages over Gatwick Airport with its greater integration into the national transport network, benefitting both passengers and freight operators. It also currently has significantly bigger freight operations than Gatwick Airport, around 20 times larger in terms of total tonnage⁴³ and over 200 times larger in terms of value.⁴⁴

- 4.29** The airport scheme promoters have pledged to meet the cost of surface access schemes required to enable a runway to open. For Gatwick Airport, this covers the full cost of the works (including the M23 and A23) needed to support expansion. The two Heathrow schemes would pay for the full cost of M25, A4 and A3044 diversions and local road works. They would make a contribution towards the cost of the proposed Western Rail Access and Southern Rail Access schemes. Improvements which are already underway, such as Thameslink and Crossrail, will be completed, and the Government has not assumed any change to these schemes' existing funding.
- 4.30** The majority of the surface access costs where a split of beneficiaries is expected (for example, where multiple businesses and the public at large benefit from a new road junction or rail scheme) are likely to be borne by Government, as the schemes provide greater benefits for non-airport users. The airport contribution would be subject to a negotiation, and review by regulators.
- 4.31** Because of the early stage of development, there is some uncertainty about surface access costs, which are subject to more detailed development and, for example, choices over precise routes. The additional public expenditure effects of the options would likely be as follows:
- For both Heathrow schemes, there is no Government road spend directly linked to expansion. The promoter would pay for changes to the M25, A4 and A3044 and any local roads. The Western and Southern Rail schemes are at different levels of development and, based on current estimates, could cost between £1.4 billion and £2.5 billion together. The Government would expect this cost to be partly offset by airport contributions, which would be negotiated when the schemes reach an appropriate level of development.
 - For the Gatwick scheme, there would be no additional public expenditure solely because of expansion, as all road enhancement costs for airport expansion would be met by the scheme promoter. The Government has assumed that any improvements to the Brighton Main Line that may be required would take place regardless of expansion and would be publically funded.

Views and support of airlines, regional airports and the business community

- 4.32** The benefits of expansion will be delivered only if airlines and the industry choose to use the new capacity, and pay for it via airport charges. There is much greater airline support for expansion via the Heathrow Northwest Runway scheme than the other two schemes, subject to various concerns being met, for example on costs.
- 4.33** The majority of regional airports that have stated a public preference support expanding Heathrow Airport, on the basis of its current status as the UK's hub (though Birmingham Airport has supported expansion at Gatwick Airport). This support is driven by airports' considerations on connectivity and other commercial issues.

⁴³ <https://www.caa.co.uk/Data-and-analysis/UK-aviation-market/Airports/Datasets/UK-airport-data/>

⁴⁴ <https://www.uktradeinfo.com/Statistics/BuildYourOwnTables/Pages/Home.aspx>

4.34 Expansion is critical for business confidence in the UK. The Heathrow Northwest Runway scheme has strong support from the wider business community across the whole of the UK, including from the Confederation of British Industry,⁴⁵ the British Chambers of Commerce,⁴⁶ the Federation of Small Businesses,⁴⁷ the manufacturers' organisation EEF,⁴⁸ and regional business groups across the UK. 61% of the directors asked by the Institute of Directors stated that their preference was for expansion at Heathrow Airport, compared to 39% who favoured expansion at Gatwick Airport.⁴⁹

Financeability

4.35 While the Gatwick Second Runway scheme would be significantly cheaper than the two schemes at Heathrow, with the Heathrow Northwest Runway being the most expensive of the three shortlisted schemes, all three are private sector schemes which the Government believes could be financeable without Government support.⁵⁰

4.36 The level of debt and equity required for the Gatwick Second Runway scheme would be significantly lower than for the Heathrow schemes, but the Airports Commission noted that the Gatwick Second Runway scheme would have comparatively higher demand risk, which is harder for Government to mitigate compared to the Heathrow schemes.⁵¹ Both Heathrow schemes build on a strong track record of proven demand that has proven resistant to economic downturns. Independent financial advisers have undertaken further work for the Government, and agree that all three schemes are financeable without Government support.

Deliverability

4.37 The three shortlisted schemes involve different levels of delivery risk. Gatwick Airport said its Second Runway scheme is capable of being delivered by 2025, while Heathrow Airport said its Northwest Runway scheme is capable of being delivered by 2026. The Gatwick Second Runway scheme would be much simpler to build. The process for delivering powers for the Heathrow schemes will be more complex because the schemes themselves are more complex. The delivery dates for both Heathrow schemes are therefore likely to be more risky than that for the Gatwick scheme.

Local environmental impacts

4.38 Decisions on airport capacity must rightly balance local, environmental and social considerations against the national and local benefits stemming from expansion. As set out above, expansion via the Heathrow Northwest Runway scheme best meets the needs for additional capacity in the South East of England. However, set against these positive impacts, airport expansion can also have negative impacts. All three schemes will have significant impacts on the environment and local community; in particular, noise is a significant issue for communities at both Heathrow Airport and Gatwick Airport. Even so, as set out in the Appraisal of Sustainability, the Gatwick Second Runway scheme has a less adverse impact than either scheme at Heathrow, primarily because of its more rural location and with fewer people impacted by the airport.

⁴⁵ <https://your.heathrow.com/takingbritainfurther/tuc-and-cbi-unite-to-call-for-heathrow-expansion/>

⁴⁶ <http://www.britishchambers.org.uk/press-office/press-releases/bcc-while-britain-dithers-on-aviation,-others-do.html>

⁴⁷ <http://fsb.org.uk/media-centre/press-releases/heathrow-expansion-sends-clear-signal-britain-is-open-for-business>

⁴⁸ <https://www.eef.org.uk/about-eef/media-news-and-insights/media-releases/2016/oct/eef-comment-on-heathrow-expansion>

⁴⁹ <https://www.iod.com/news-campaigns/news/articles/Business-leaders-welcome-Airports-Commission-recommendations>

⁵⁰ The Airports Commission estimated capital costs at £9 billion for the Gatwick Second Runway scheme, £14.4 billion for the Heathrow Extended Northern Runway Scheme, and £17.6 billion for the Heathrow Northwest Runway scheme, not including surface access costs

⁵¹ *Airports Commission: Final Report*, p270

- 4.39** Heathrow Airport has committed to ensuring its landside airport related traffic is no greater than today. In addition, the airport will be expected to achieve a public transport mode share of at least 50% by 2030, and at least 55% by 2040, for passengers.
- 4.40** The Government agrees with the evidence set out by the Airports Commission that expansion at Heathrow is consistent with the UK's climate change obligations.⁵²
- 4.41** The Heathrow Northwest Runway scheme will be accompanied by a package of measures to mitigate the impact of airport expansion on the environment and affected communities.⁵³ The Government agrees with the Airports Commission's conclusion that "to make expansion possible...a comprehensive package of accompanying measures [should be recommended to] make the airport's expansion more acceptable to its local community, and to Londoners generally".⁵⁴ This will include a highly valued night flight ban of six and a half hours between 11pm and 7am (with the exact start and finish times to be determined following consultation), and the offer of a predictable, though reduced, period of respite for local communities.
- 4.42** To mitigate environmental impacts, Heathrow Airport and Gatwick Airport both announced compensation packages (covering residential property acquisition, noise insulation, and other community measures like funding for schools), which stand at more than £1 billion at Heathrow and more than £200 million at Gatwick (over 15-20 years from 2020). Heathrow Airport's package reflects the much greater number of people affected in the local area.

Heathrow Northwest Runway and Heathrow Extended Northern Runway

- 4.43** The Heathrow Extended Northern Runway scheme has two advantages over the Heathrow Northwest Runway scheme: lower capital costs (£14.4 billion for the Extended Northern Runway scheme compared to £17.6 billion for the Northwest Runway scheme), and significantly fewer houses being demolished (242 rather than 783), as well as avoiding impacts on a number of commercial properties.
- 4.44** However, the Government made a preference for the Heathrow Northwest Runway based on a number of factors:
- Resilience;
 - Respite from noise for local communities; and
 - Deliverability.
- 4.45** The Heathrow Northwest Runway would provide respite by altering the pattern of arrivals and departures across the runways over the course of the day to give communities breaks from noise. However, respite would decrease from one half to one third of the day. The Heathrow Extended Northern Runway scheme has much less potential for respite. It would use both runways for arrivals and departures for most of

⁵² *Review of the Airports Commission Final Report*, p19

⁵³ By way of comparison, the Government engaged Ernst & Young to prepare a report on the approaches taken by other international airports in addressing the local impacts of the airport - <https://www.gov.uk/government/publications/airport-expansion-global-comparison-of-airport-mitigation-measures>

⁵⁴ *Airports Commission: Final Report*, p4

the day, although it may be able to ‘switch off’ one runway for a short time during non-peak periods with a corresponding reduction in capacity.⁵⁵

- 4.46** The Heathrow Northwest Runway scheme should provide greater resilience than the Heathrow Extended Northern Runway scheme because of the way the three separate runways can operate more flexibly when needed to reduce delays, and the less congested airfield. It delivers greater capacity (estimated on a like for like basis by the Airports Commission at 740,000 flights departing and arriving per annum compared to the Extended Northern Runway scheme at 700,000),⁵⁶ accordingly higher economic benefits, and a broader route network. It also provides greater space for commercial development, which could be used to enhance onsite freight capacity.
- 4.47** The Airports Commission and the Civil Aviation Authority both assessed the Extended Northern Runway scheme to be deliverable.⁵⁷ However, the Extended Northern Runway scheme has no direct global precedent. As such, there is greater uncertainty as to what measures may be required to ensure that the airport can operate safely, and what the impact of those measures may be, including restricting runway capacity.

Carbon emissions

- 4.48** Although not a differentiating factor between the three shortlisted schemes, the Government has considered the issue of carbon emissions, given the Government’s commitment to tackle climate change, and its legal obligations under the Climate Change Act 2008.
- 4.49** The Airports Commission identified carbon impacts from expansion in four areas: a net increase in air travel; airside ground movements and airport operations; changes in travel patterns as a result of a scheme’s surface access arrangements; and construction of new infrastructure. Emissions from air travel, specifically international flights, are by far the largest of these impacts.⁵⁸
- 4.50** To address uncertainties over the future policy treatment of international aviation emissions,⁵⁹ the Airports Commission used two carbon policy scenarios in its analysis.
- 4.51** The first was a ‘carbon capped’ scenario, in which emissions from the UK aviation sector are limited to the Committee on Climate Change’s planning assumption for the sector of 37.5 million tonnes of carbon dioxide equivalent in 2050. The second was a ‘carbon traded’ scenario, in which emissions are traded as part of a global carbon market, allowing reductions to be made where they are most efficient across the global economy.
- 4.52** The Airports Commission then assessed whether the needs case could be met under each of these scenarios – that is whether expansion would still deliver the necessary improvements and provide benefits to passengers and the wider economy.
- 4.53** The Airports Commission concluded that any one of the three shortlisted schemes could be delivered within the UK’s climate change obligations,⁶⁰ as well as showing

⁵⁵ *Airports Commission: Final Report*, pp180-184

⁵⁶ *Airports Commission: Final Report*, p29

⁵⁷ *Airports Commission: Final Report*, p236

⁵⁸ Intra-UK flights account for approximately 6% of the total emissions from all flights departing UK airports. These emissions are included in the UK’s carbon budgets

⁵⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/186683/aviation-and-climate-change-paper.pdf *Airports Commission: discussion paper 03: aviation and climate change*, pp12-16

⁶⁰ *Airports Commission: Final Report*, pp203-205

that a mix of policy measures and technologies could be employed to meet the Committee of Climate Change's planning assumption.⁶¹

- 4.54** Of the three shortlisted schemes, the Heathrow Northwest Runway scheme produces the highest carbon emissions in absolute terms. However, this is in part due to the greater additional connectivity provided by the scheme, and, in relation to the increase in emissions caused by expansion under any of the schemes, the differences between the schemes are small. Both of the Airports Commission's carbon policy scenarios incorporated measures to ensure that the increased emissions from any of the shortlisted schemes were not additional overall either at the global level (in the carbon traded case) or at the UK level (in the carbon capped case).
- 4.55** The Airports Commission also showed that, in both carbon policy scenarios, the Heathrow Northwest Runway scheme would deliver significant benefits to passengers and the wider economy (such as lower fares, improved frequency and higher productivity), and would do so more quickly than the Gatwick Second Runway scheme. Both Heathrow schemes provide more passenger benefits by 2050 than the Gatwick Second Runway scheme.
- 4.56** The Government has considered the Airports Commission's conclusions, and agrees both that expansion via a Northwest Runway at Heathrow Airport (as its preferred scheme) can be delivered within the UK's carbon obligations, and that the scheme is the right choice on economic and strategic grounds regardless of the future regime to deal with emissions from international aviation.⁶²

Strategic environmental assessment

- 4.57** Strategic environmental assessments are required by the law. The Government has set out a strategic environmental assessment in full in the Appraisal of Sustainability. The draft Airports NPS sets out a short summary of the strategic environmental assessment's main findings.

Conclusion

- 4.58** Chapter 3 of the draft Airports NPS finishes by summarising the factors the Government considered when evaluating each of the three schemes shortlisted by the Airports Commission against the needs case presented in chapter 2 of the draft Airports NPS. As part of this, the Government identified where schemes could have negative impacts, for example on the local environment. It considered the predicted beneficial effects of the three schemes, particularly in relation to the needs case and economic considerations. It also assessed how the schemes could conform to wider Government strategic objectives and meet legal obligations, for example on air quality. Bringing these considerations together, the Government's decision on a preferred scheme balances this range of factors, enabling it to determine which scheme, overall, is the most effective and appropriate means of meeting the needs case.
- 4.59** The Appraisal of Sustainability provides an assessment of the schemes against a number of the factors considered in chapter 3 of the draft Airports NPS. It concludes that the Heathrow Northwest Runway scheme is best placed to maximise the economic benefits that the provision of additional airport capacity could deliver, although this scheme is likely to do so with the greatest negative impact on local

⁶¹ <https://www.gov.uk/government/publications/airports-commission-final-report-economy-impacts> Airports Commission: Economy: Carbon Policy Sensitivity Test. This does not imply any Government position on future carbon policy

⁶² Further Review and Sensitivities Report, p47

communities. However, the Appraisal of Sustainability also identifies measures which can help to mitigate these impacts, for example by reducing noise, ensure air quality legal limits are met, show how future carbon targets could be met, and assess future demand scenarios.

4.60 Building on this assessment, the Government has identified a number of attributes in the manner of strategic considerations, which it believes the preferred scheme is particularly likely to deliver. The Government has afforded particular weight to these:

- **Expansion via the Heathrow Northwest Runway scheme would provide the biggest boost to connectivity, particularly in terms of long haul flights.** This is important to a range of high value sectors across the economy in the UK which depend on air travel, as well as for air freight.
- **Expansion via the Heathrow Northwest Runway scheme would provide benefits to passengers and to the wider economy sooner than the alternatives.** This is regardless of the technical challenges to its delivery. It would also provide the greatest boost to local jobs.
- **Heathrow Airport is better connected to the rest of the UK by road and rail.** Heathrow Airport already has good road links via the M25, M4, M40 and M3, and rail links via the London Underground Piccadilly Line, Heathrow Connect and Heathrow Express. In the future, it will be connected to Crossrail, and linked to HS2 at Old Oak Common. The number of such links provides resilience.
- **The Heathrow Northwest Runway scheme delivers the greatest support for freight.** The plans for the scheme include a doubling of freight capacity at the airport. Heathrow Airport already handles more freight by value than all other UK airports combined, and twice as much as the UK's two largest container ports.

4.61 Taken together, benefits to passengers and the wider economy are substantial, even having regard to the proportionally greater environmental disbenefits estimated for the Heathrow Northwest Runway. Even though the preferred scheme's environmental disbenefits are larger than those of the Gatwick Second Runway scheme, when all benefits and disbenefits are considered together,⁶³ overall the Heathrow Northwest Runway scheme is considered to deliver the greatest net benefits to the UK.

4.62 A number of mitigation measures will need to be applied to reduce the impacts of the Heathrow Northwest Runway scheme felt by the local community and the environment. Airport expansion is also expected to be accompanied by a world class compensation package for affected parties. With these safeguards in place, the Government considers that the Heathrow Northwest Runway scheme delivers the greatest strategic and economic benefits, and is therefore the most effective and appropriate way of meeting the needs case.

⁶³ *Further Review and Sensitivities Report*, p39

4.63 Chapter 3 of the draft Airports NPS sets out the Government's view on why the Heathrow Northwest Runway is the Government's preferred scheme to deliver additional airport capacity in the South East by 2030. However, we are keen to hear all views on the Government's position, including the merits of other airport expansion schemes.

Question 2: Please give us your views on how best to address the issue of airport capacity in the South East of England by 2030. This could be through the Heathrow Northwest Runway scheme (the Government's preferred scheme), the Gatwick Second Runway scheme, the Heathrow Extended Northern Runway scheme, or any other scheme.

5. Assessment principles

- 5.1** Chapter 4 of the draft Airports NPS sets out the principles against which the Secretary of State will assess Heathrow Airport's development consent application.
- 5.2** The chapter sets out the general assessment principles that the Secretary of State must use, and specific principles in the following areas:
- Scheme variation;
 - Environmental Impact Assessment;
 - Habitats Regulations Assessment;
 - Equalities;
 - Alternative requirements;
 - Criteria for 'good design' for airports infrastructure;
 - Costs;
 - Climate change adaptation;
 - Pollution control and other environmental protection regimes;
 - Common law nuisance and statutory nuisance;
 - Security considerations;
 - Health; and
 - Accessibility.
- 5.3** Once designated, this section of the draft Airports NPS will guide the Secretary of State in assessing the information provided to him by the Planning Inspectorate. It is therefore important that these principles are fair and accurate, comply with relevant legislation, and allow the Secretary of State to make an informed and considered judgement. We welcome your views on whether the principles as set out in the draft Airports NPS currently do this.

Question 3: The Secretary of State will use a range of assessment principles when considering any application for a Northwest Runway at Heathrow Airport. Please tell us your views.

6. Impacts and requirements

Overview

- 6.1** The Government recognises that airport expansion can have negative as well as positive impacts, particularly for local communities.
- 6.2** In December 2015, the Government confirmed its support for one new runway in the South East of England by 2030. It noted the importance of securing the best possible deal for communities affected by the increased airport capacity.
- 6.3** In 2016, the Government carried out further work, including engagement with the promoters of the three shortlisted schemes. This work culminated in a package of supporting measures to mitigate the impacts of increased capacity on communities.
- 6.4** These supporting measures discussed in chapter 5 of the draft Airports NPS address how the impacts of expansion will be mitigated in areas including air quality, noise and carbon. Chapter 5 of the draft Airports NPS then considers a range of other requirements in areas like biodiversity that Heathrow will need to meet in order to gain development consent. Chapter 5 of the draft Airports NPS finally sets out Heathrow Airport's commitments on community engagement, compensation and skills.
- 6.5** Each of these measures will have to be clearly identified in any development consent application submitted, alongside the way or ways in which they will be delivered, and how authorities will be able to secure and enforce such commitments.
- 6.6** A summary of the measures is presented below as an overview of chapter 5 of the draft Airports NPS. However, respondents are advised to read chapter 5 of the draft Airports NPS in full before responding to this section of the consultation.

Surface access

- 6.7** High quality, efficient and reliable road and rail access to airports contributes greatly to the experience of passengers, freight operators and people working at the airport.
- 6.8** Airport expansion will affect the local and national transport networks which operate in and around the airport. The Government's objective is to ensure that access to the airport by road, rail and public transport is high quality, efficient and reliable for passengers and airport workers who use these services. This should be delivered in a way that minimises congestion and environmental impacts, for example on air quality.
- 6.9** The Government wants to maximise the numbers of journeys made to airports by sustainable modes of transport.
- 6.10** It will be important that, where necessary, existing transport links on which Heathrow Airport relies are improved so that they can support increased numbers of people. Equally importantly, Heathrow Airport will need to mitigate the impacts of more passengers and employees accessing the airport in order to avoid additional congestion, as well as increased noise and emissions on the wider transport networks.
- 6.11** Expansion at Heathrow Airport will be supported by a number of planned and future surface access schemes. Following expansion, the airport will be served by Crossrail

and HS2 services (the latter via Old Oak Common), which will improve links to the City and East London, and to the Midlands and the North.

- 6.12** In addition, Transport for London is planning to upgrade infrastructure on the Piccadilly Line, which connects to Heathrow Airport, increasing capacity by up to 60%.
- 6.13** New Western and Southern Rail Access schemes could create new rail connections to the airport, from areas to the west and south west of London. The Government expects Heathrow Airport to contribute towards the cost of these new links.
- 6.14** The Government requires Heathrow Airport to cover all the costs of upgrading or improving road and rail networks where these are needed to construct the new runway, or to address the impacts of additional passengers and staff accessing the airport as a result of expansion.
- 6.15** Heathrow Airport is expected to pay for the full costs of improvements to the M25, A4, A3044, and local and airport roads, which are required to deliver an expanded airport. The Government is considering capacity on the M4 as part of its future planning in relation to the national road network. Heathrow Airport will be expected to pay a share of any costs relating to future improvements to the motorway which will benefit airport users.
- 6.16** Heathrow Airport will need to work closely with transport providers and other stakeholders to consider the planning, development and timing of any necessary improvements, and ensure it has a clear, robust and measurable airport surface access strategy which delivers the additional transport services and infrastructure to enhance surface access links to an expanded airport.
- 6.17** The airport surface access strategy should contain specific targets for maximising the proportion of journeys made to Heathrow Airport by public transport, cycling or walking. It should also include details of how the airport will achieve a public transport mode share target of at least 50% by 2030, and at least 55% by 2040, for passengers, and a 25% reduction in all staff car trips by 2030 and a reduction of 50% by 2040.
- 6.18** Heathrow Airport should demonstrate how it will monitor and report on these targets so that it can be held to account.

Air quality

- 6.19** Increases in emissions of pollutants during the construction or operation phases of airport projects consented under the draft Airports NPS could result in the worsening of local air quality.
- 6.20** The European Union has established common, health-based and ecosystem-based ambient concentration limit values for the main pollutants in the Ambient Air Quality Directive (2008/50/EU),⁶⁴ which member states are required to meet by specified dates.
- 6.21** In November 2016, the High Court ordered the Government to produce a modified air quality plan that delivers compliance in the shortest possible time. The Government will publish and notify to the European Commission a final, modified air quality plan by

⁶⁴ The Ambient Air Quality Directive (2008/50/EU) was brought into law in England through the Air Quality Standards Regulations 2010

31 July 2017. The 2015 national air quality plan will remain in force until the modified plan is adopted.

- 6.22** The Government believes that, with a range of policy measures and environmental mitigations, expansion at Heathrow Airport can be delivered within legal air quality requirements.
- 6.23** Heathrow Airport will need to undertake an assessment of its project, to be included as part of its environmental statement, demonstrating to the Secretary of State that the construction and operation of the new capacity will not affect the UK's ability to comply with legal air quality requirements. Failure to demonstrate this will result in refusal of development consent.
- 6.24** Heathrow Airport will be required to put in place a range of measures to mitigate air quality impacts, both during the construction and operation of the new runway.
- 6.25** During the construction phase, Heathrow Airport should draw on best practice from other major construction schemes to ensure the impacts of construction are mitigated.
- 6.26** Measures used during the operational phase could include extending the provision of infrastructure for zero- or low-emission vehicles, and the further use of reduced landing charges to reward airlines for using cleaner aircraft. Heathrow Airport has pledged that expansion will not lead to more airport-related traffic on the roads than today, and committed to a target of at least 55% of passengers using public transport to access the airport by 2040.
- 6.27** The Secretary of State will consider air quality impacts over the wider area likely to be affected, as well as in the vicinity of the Heathrow Northwest Runway scheme. In order to grant development consent, the Secretary of State will need to be satisfied that, with mitigation, the scheme would be compliant with legal air quality requirements.

Noise

- 6.28** Noise from aircraft is a significant concern for communities living close to Heathrow Airport, and for those living further from the airport and under the flight paths. High levels of exposure to aircraft noise can disturb sleep and have a negative impact on health.
- 6.29** Heathrow Airport has committed to mitigate the noise impacts which could result from a new runway. Measures will include new binding noise performance targets to encourage the use of quieter aircraft, and continuing to alternate the airport's runways to provide local communities with predictable periods free from noise.
- 6.30** Predicted improvements in aircraft technology and procedures should mean that, with or without expansion, fewer people than today would be affected by noise.
- 6.31** The Government recognises that noise experienced at night is widely regarded by affected communities as the least acceptable impact of aviation. The Government is seeking a legally binding ban on scheduled night flights of a period of six and a half hours between 11pm and 7am at an expanded Heathrow Airport, with the start and end times to be determined after consultation. This would provide an extra hour and a half free from noise compared to today's airport operations. Consideration of any ban

will be subject to the International Civil Aviation Organisation's balanced approach to noise management, including consultation with local communities.⁶⁵

6.32 Paragraphs 6.43-6.48 below set out the noise insulation and compensation measures pledged by Heathrow Airport to mitigate the impacts of expansion.

Carbon emissions

6.33 Under the Climate Change Act 2008, the UK has committed in law to reduce its greenhouse gas emissions by at least 80% by 2050, compared to 1990s levels. In reducing these emissions, aviation must play its part.

6.34 Emissions from air travel, and international flights specifically, are by far the largest source of carbon emissions from expansion. The Airports Commission identified that there would be emissions from vehicles coming to the airport, the airport itself, and the construction project.

6.35 To address uncertainties about future policy on international aviation emissions, the Airports Commission used two scenarios in its analysis. One scenario assumed emissions will be capped in 2050, the other assumed that international carbon trading would allow the necessary emissions reductions to be made elsewhere in the global economy.

6.36 The Airports Commission found that, in both scenarios, any one of the three shortlisted schemes was viable and could be delivered within the UK's commitments on carbon. It also showed that, in both scenarios, the Heathrow Northwest Runway scheme would deliver significant benefits to passengers and the wider economy, and would do so more quickly than the Gatwick Second Runway scheme.

6.37 The Government has considered the Airports Commission's conclusions, and agrees that the Heathrow Northwest Runway scheme can be delivered within the UK's carbon obligations, and represents the best choice regardless of future policy to address emissions from international aviation.

6.38 Heathrow Airport will need to take ambitious measures to limit carbon emissions from its scheme. Heathrow Airport could use low carbon, locally sourced materials during the construction of the new runway. It should use practices adopted by similar large scale construction projects wherever possible.

6.39 Heathrow Airport is expected to include specific proposals for maximising the use of public transport to access the airport once the new runway is in operation, and increasing the use of low-emission vehicles on site.

⁶⁵ Regulation (EU) No 598/2014 of the European Parliament and of the Council on the establishment of rules and procedures with regard to the introduction of noise-related operating restrictions at Union airports within a Balanced Approach and repealing Directive 2002/30/EC

Wider general impacts and requirements

6.40 Chapter 5 of the draft Airports NPS sets out a number of wider requirements (paragraphs 5.83-5.227) that are not specific to airport development, but that Heathrow Airport will need to meet in order to gain development consent. These sections cover:

- Biodiversity and ecological conservation;
- Land use, including open space, green infrastructure and Green Belt;
- Resource and waste management;
- Flood risk;
- Water quality and resources;
- Historic environment;
- Landscape and visual impacts;
- Land instability; and
- Dust, odour, artificial light, smoke and steam.

Please refer to chapter 5 of the draft Airports NPS for full details of these requirements.

6.41 The Government believes that expansion via the Heathrow Airport Northwest Runway scheme must only take place if the airport is able to demonstrate in its development consent application that it will meet these requirements.

6.42 The Government welcomes views on these requirements via question 5 below.

Community compensation

6.43 The Government welcomes Heathrow Airport's pledges on compensating local communities for the impacts of expansion.

6.44 Heathrow Airport must fulfil its statutory obligations on compensation, but in addition has voluntarily and publicly committed to a community compensation package which includes more generous provisions in several areas.

6.45 Heathrow Airport has pledged to pay homeowners 125% of unblighted market value, plus stamp duty, legal fees and moving costs, for compulsory purchases. It has also extended the terms of this offer to properties in a larger voluntary purchase zone. In total, the property offers are worth up to £550 million. The offers would begin no later than when final development consent for the Heathrow Northwest Runway scheme is granted.

6.46 Heathrow Airport has also committed approximately £700 million to insulate residential properties closest to the airport, where 160,000 households could be eligible. It has also pledged up to £40 million to insulate schools and community buildings affected by noise from aircraft.

6.47 Local communities will also benefit from ongoing compensation from a community compensation fund. The Government notes that, in its consideration of a noise levy, the Airports Commission considered that a sum of £50 million per annum could be an

appropriate amount at an expanded Heathrow Airport, based on 50p per passenger. The Government agrees that this could be an appropriate figure.⁶⁶

6.48 Expansion at Heathrow Airport is likely to increase the amount of locally collected business rates in the area. The Government is currently undertaking reforms which should mean that local government as a whole will retain 100% of locally collected business rates by the end of this Parliament. These reforms will consider how authorities benefit from growth in their areas, including opportunities for authorities to work together to share the benefits. Heathrow Airport is currently the highest single site business rates payer in the UK.⁶⁷

Community engagement

6.49 Communities will wish to participate fully in, and influence, the development and delivery of expansion, and the Government expects them to be able to do so.

6.50 Heathrow Airport will be required to develop an existing body into a community engagement board to facilitate engagement by representing local communities.

6.51 The community engagement board should have an independent chair who works collaboratively with Heathrow Airport and local stakeholders to agree its remit.

Skills

6.52 Heathrow Airport has publicly committed to create 5,000 new apprenticeships by 2030, doubling the current number at the airport. This will make a positive contribution to the local economy.

Ruling out a fourth runway

6.53 Ruling out a fourth runway was proposed by the Airports Commission alongside its recommendation for the Heathrow Northwest Runway scheme, as a measure to provide certainty for local communities.⁶⁸ The Government agrees with the Airports Commission's recommendation.

6.54 The draft Airports NPS sets out the Airports Commission's rationale for its recommendation to rule out a fourth runway. This recommendation was informed by findings in a number of areas, including airspace, additional capacity levels, physical challenges, and the economic and environmental case.

6.55 The Government agrees with the Airports Commission's conclusions on a fourth runway, and makes clear in the draft Airports NPS that it does not see the need for a fourth runway at Heathrow Airport. This policy is intended to provide residents with certainty about the extent of future expansion.

⁶⁶ *Airports Commission: Final Report*, p292

⁶⁷ <http://www.cvsuk.com/news-resources/news/draft-list-release>

⁶⁸ *Airports Commission: Final Report*, p309

Question 4: The Government has set out its approach to surface access for a Heathrow Northwest Runway scheme. Please tell us your views.

Question 5: The draft Airports National Policy Statement sets out a package of supporting measures to mitigate negative impacts of a Heathrow Northwest Runway scheme. Please tell us your views. Are there any other supporting measures that should be set out? In particular, please tell us your views on:

- 5.1. Air quality supporting measures***
- 5.2. Noise supporting measures***
- 5.3. Carbon emissions supporting measures***
- 5.4. Compensation for local communities***

Question 6: The Government has set out a number of planning requirements that a Heathrow Northwest Runway scheme must meet in order to operate. Please tell us your views. Are there any other requirements the Government should set out?

7. Other aviation consultations

Aviation Strategy

- 7.1** The Government's current aviation policy is set out in the 2013 Aviation Policy Framework.⁶⁹ The Aviation Policy Framework sets out the sector's objectives and policies and its role in driving growth, creating jobs and facilitating trade, while addressing a range of environmental impacts.
- 7.2** The Government is working on a new Aviation Strategy that will set out the Government's vision for the wider aviation sector. This will replace the 2013 Aviation Policy Framework and will be subject to a separate consultation process.

Consultation on UK airspace policy

- 7.3** In parallel to this consultation on the draft Airports NPS, the Government is also consulting on UK airspace policy. This consultation closes on 25 May 2017.
- 7.4** The consultation on UK airspace policy sets out the Government's proposals to reform the existing policy framework to support airspace modernisation, and encourage the use of modern approaches to address environmental impacts. This includes proposals for how airspace should be designed, how it should be changed, and how noise should be managed.
- 7.5** The policies proposed within the UK airspace policy consultation will influence what happens at airports across the country, but they do not determine specific airspace arrangements: the Government will not decide on a particular flight path or procedure for a particular airport. Instead, the Government will decide on the policy principles which will govern those decisions.
- 7.6** The Government is bringing forward the proposals on airspace alongside the consultation on the draft Airports NPS because of the close relationship between the two policy areas.
- 7.7** The policy principles set out in the consultation on UK airspace policy will influence decisions taken later in the planning process for a Northwest Runway at Heathrow Airport, including how local communities can have their say and how impacts on them are taken into account. Some of the proposals, for example the role of a new Independent Commission on Civil Aviation Noise, are also needed to influence decisions on noise management measures.
- 7.8** If you would like to respond to the consultation on UK airspace policy, then please visit the Department for Transport consultation pages on www.gov.uk/dft.

Consultation on night flights regime

- 7.9** A separate consultation on the next night flights regime at designated UK airports (Gatwick, Heathrow and Stansted), which is proposed to come into effect in October 2017 for five years, opened on 12 January 2017 and will close on 28 February 2017. It is worth noting that this is not related to airport capacity expansion, but is about operation of the three airports in their existing configurations.

⁶⁹ <https://www.gov.uk/government/publications/aviation-policy-framework>

8. Draft Airports National Policy Statement Appraisal of Sustainability

- 8.1** The Planning Act 2008 requires that the Secretary of State must carry out an Appraisal of Sustainability before the Secretary of State can designate a statement as a National Policy Statement.
- 8.2** The purpose of the Appraisal of Sustainability that accompanies the draft Airports NPS is to assess the potential environmental, social and economic impacts of the proposed policy in the draft Airports NPS, with the objective of contributing to the achievement of sustainable development, as required by the Strategic Environmental Assessment Directive (2001/42/EC).⁷⁰
- 8.3** A non-technical summary of the Appraisal of Sustainability has also been published for the benefit of non-specialist readers.
- 8.4** The format of the Appraisal of Sustainability is a main report, supported by a number of appendices:
- **Appendix A** contains 12 topic specific assessments;
 - **Appendix B** describes how the Airports Commission examined its shortlisted schemes, which have been taken forward for assessment within the Appraisal of Sustainability;
 - **Appendix C** sets out the Government's response to the short consultation with statutory environmental bodies on the Appraisal of Sustainability scoping report; and
 - **Appendix D** contains an assessment of variations to the original Airports Commission shortlisted schemes, to determine differences in the environmental or sustainability effects reported in the Appraisal of Sustainability.

Question 7: The Appraisal of Sustainability sets out the Government's assessment of the Heathrow Northwest Runway scheme, and considers alternatives. Please tell us your views.

⁷⁰ Pursuant to Directive 2001/42/EC as transposed by SI 2004/1633

9. General questions

Question 8: Do you have any additional comments on the draft Airports National Policy Statement or other supporting documents?

Question 9: The Government has a public sector equality duty to ensure protected groups have the opportunity to respond to consultations. Please tell us your views on how this consultation has achieved this.

10. Summary of consultation questions

The need for additional airport capacity

Question 1: The Government believes there is the need for additional airport capacity in the South East of England by 2030. Please tell us your views.

The Government's preferred scheme: Heathrow Northwest Runway

Question 2: Please give us your views on how best to address the issue of airport capacity in the South East of England by 2030. This could be through the Heathrow Northwest Runway scheme (the Government's preferred scheme), the Gatwick Second Runway scheme, the Heathrow Extended Northern Runway scheme, or any other scheme.

Assessment principles

Question 3: The Secretary of State will use a range of assessment principles when considering any application for a Northwest Runway at Heathrow Airport. Please tell us your views.

Impacts and requirements

Question 4: The Government has set out its approach to surface access for a Heathrow Northwest Runway scheme. Please tell us your views.

Question 5: The draft Airports National Policy Statement sets out a package of supporting measures to mitigate negative impacts of a Heathrow Northwest Runway scheme. Please tell us your views. Are there any other supporting measures that should be set out? In particular, please tell us your views on:

- 5.1. Air quality supporting measures
- 5.2. Noise supporting measures
- 5.3. Carbon emissions supporting measures
- 5.4. Compensation for local communities

Question 6: The Government has set out a number of planning requirements that a Heathrow Northwest Runway scheme must meet in order to operate. Please tell us your views. Are there any other requirements the Government should set out?

Draft Airports NPS Appraisal of Sustainability

Question 7: The Appraisal of Sustainability sets out the Government's assessment of the Heathrow Northwest Runway scheme, and considers alternatives. Please tell us your views.

General questions

Question 8: Do you have any additional comments on the draft Airports National Policy Statement or other supporting documents?

Question 9: The Government has a public sector equality duty to ensure protected groups have the opportunity to respond to consultations. Please tell us your views on how this consultation has achieved this.

11. What happens next?

- 11.1** The process set out in the Planning Act 2008, as amended by the Localism Act 2011, streamlines the process for securing consent to build major infrastructure projects, like the preferred scheme. Under the previous system, for example, the Heathrow Terminal 5 inquiry took eight years from the first planning application to Government approval.
- 11.2** We believe that people rightly need certainty, so this process is designed for speed without losing fairness. The Government has set out why it believes the UK needs a Northwest Runway at Heathrow Airport, and the evidence for that decision. The public and Parliament are now being consulted. Once views from this consultation have been considered, a final Airports NPS and Appraisal of Sustainability will be laid before Parliament. There will then be the opportunity for a vote in the House of Commons, ensuring that all MPs, representing all parties, have a say in this matter of vital national interest.
- 11.3** It will then be a matter for an applicant to submit an application for an NPS. Such an application is also subject to consultation and discussion with communities, and then a formal examination by the Planning Inspectorate follows. The Planning Inspectorate will then recommend to the Secretary of State whether or not development consent should be granted. The Secretary of State will make a final decision on whether to grant or refuse development consent.
- 11.4** This process is as follows:

February 2017	<ul style="list-style-type: none"> The Secretary of State for Transport lays before Parliament a draft Airports NPS, which sets out the Government’s policy on the need for additional capacity, why that need is best met by a Northwest Runway at Heathrow Airport, and the requirements that Heathrow Airport will need to meet
February – spring 2017	<ul style="list-style-type: none"> There is a public consultation for 16 weeks. The Government is keen to hear from the whole country about the proposal for a Northwest Runway at Heathrow Airport. We also need to hear from those communities who will be impacted by the new runway about how we can best ensure these impacts are mitigated This is not a consultation on the detailed design of the Heathrow Airport Northwest Runway scheme. Heathrow Airport will consult fully on this later in the process. The timings for this are subject to confirmation and a matter for Heathrow Airport
Spring – summer 2017	<ul style="list-style-type: none"> Once the consultation has closed, the Government will consider all responses received Alongside the public consultation, a nominated Parliamentary Select Committee will further scrutinise the Government’s proposals. The Select Committee will present a report setting out its findings and recommendations
Summer 2017 –	<ul style="list-style-type: none"> If the Government decides to proceed, it will decide whether to update the draft Airports NPS, publish a response to the

<p>winter 2017 / 2018</p>	<p>consultation and the Select Committee report, and lay before Parliament a final version of this document. This will include any changes made as a result of the public consultation and Parliamentary scrutiny</p> <ul style="list-style-type: none"> • Once the final Airports NPS has been laid before Parliament, the Government will hold a debate within 21 Parliamentary sitting days, followed by the opportunity for a vote in the House of Commons • If the vote is passed, the Secretary of State for Transport can proceed to designation
<p>2018 – 2020</p>	<ul style="list-style-type: none"> • Following designation of the Airports NPS, Heathrow Airport will be expected to submit a development consent application to the Planning Inspectorate. A development consent application combines development consent, which is similar to planning permission, with a range of other separate consents, such as listed building consent and compulsory purchase powers • As part of this, Heathrow Airport will be expected to consult with local communities on the detailed proposals of its scheme
<p>2020 onwards</p>	<ul style="list-style-type: none"> • Finally, the Planning Inspectorate, taking on board representations from communities, will make a recommendation to the Secretary of State for Transport on whether planning consent should be granted for the Heathrow Northwest Runway scheme • The Secretary of State will take the final decision on whether or not to grant this consent

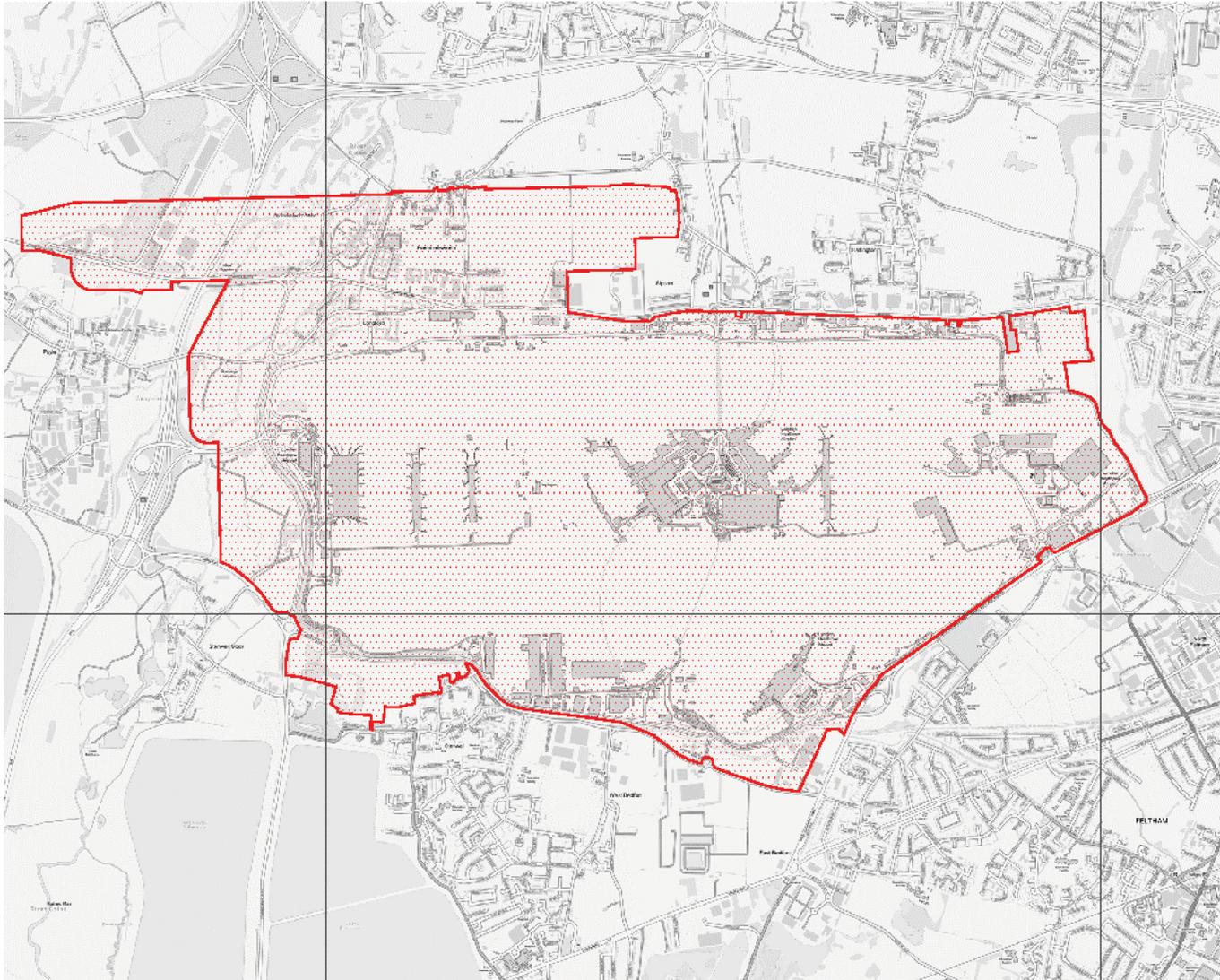
Annex A: Consultation principles

This consultation is being conducted in line with the Government's consultation principles.

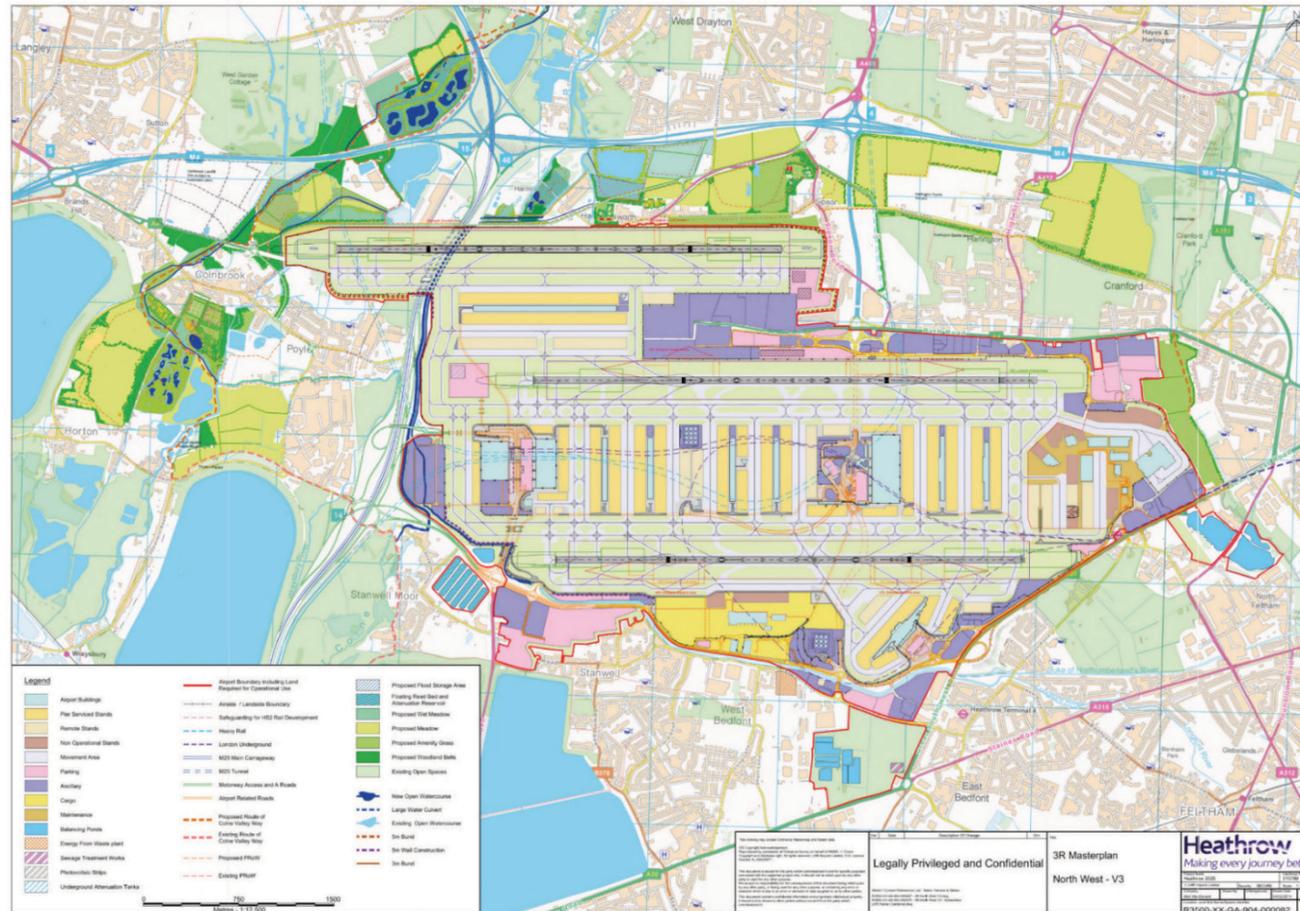
Further information on the consultation principles is available at:

<https://www.gov.uk/government/publications/consultation-principles-guidance>

Annex B: Illustrative Heathrow Northwest Runway scheme boundary map



Annex C: Illustrative Heathrow Northwest Runway scheme masterplan



NB: This map is a masterplan of the Heathrow Northwest Runway scheme as submitted by Heathrow Airport to the Airports Commission. It should not be considered as a detailed site plan; the full detail and design of the scheme will be considered as part of Heathrow Airport's development consent application.

Annex D: Schedule of consultation event locations

Local events

13 February	Southall <i>St George's Community Centre</i>
14 February	Uxbridge <i>Uxbridge Community Centre</i>
15 February	Kingston <i>Kingston University</i>
16 February	Bracknell <i>Carnation Hall</i>
17 February	Wimbledon <i>Everyday Church</i>
18 February	Ealing <i>Ealing Town Hall</i>
20 February	Staines <i>The Hythe Centre</i>
23 February	Twickenham <i>York House</i>
24 February	Putney <i>Putney Leisure Centre</i>
27 February	Hounslow <i>Hounslow Civic Centre</i>
28 February	Stanwell Moor <i>Stanwell Moor Village Hall</i>
1 March	Kensington <i>Kensington Town Hall</i>
3 March	Windsor <i>Windsor Youth and Community Centre</i>
4 March	West Drayton <i>Yiewsley and West Drayton Community Centre</i>
6 March	Hammersmith <i>Assembly Hall</i>
7 March	Maidenhead <i>Sportsable</i>
10 March	Richmond <i>Richmond Adult Community College, Queen Charlotte Hall</i>
11 March	Gerrards Cross <i>Colston Hall</i>
13 March	Slough <i>The Curve</i>
15 March	Isleworth <i>Isleworth Public Hall</i>

Regional events

The Department for Transport is also running a series of regional stakeholder information events. If you feel you should have been invited, please contact the Department's public enquiry line on 0300 330 3000.

Please note that these events are provisional and subject to change.

20 March	Manchester
22 March	Birmingham
24 March	Leeds
27 March	Newcastle
29 March	Edinburgh
31 March	Glasgow
3 April	Belfast
5 April	Liverpool
7 April	Cardiff
10 April	Newquay
12 April	Reading
18 April	Brighton
20 April	London

National Policy Statement

Briefing from HACAN

The Department for Transport (DfT) released the National Policy Statement (NPS) for public consultation on 2nd February. The consultation ends on 25th May. This is essentially a consultation on a third runway at Heathrow. In October 2016 the Government announced that a third runway at Heathrow was its preferred option. But, according to planning law, it must now consult on it. It will not become Government policy until Parliament approves the NPS. The vote is expected to take place in late 2017/early 2018. If the NPS is approved, the way will then be clear for Heathrow Airport to draw up detailed plans. These will need to be put out for consultation before being submitted to a planning inquiry. Heathrow does not expect to get approval for the new runway until 2020/21.

Responding to the Consultation

You can respond to the consultation in one of three ways: by giving online answers to the consultation document; sending an email with your views; writing in with your views. Our suggestion is that you email or write as that gives you more freedom to air your views. To submit your response online go to www.gov.uk/dft/heathrow-airport-expansion or email it to runwayconsultation@dft.gsi.gov.uk or post it to FREEPOST RUNWAY CONSULTATION. Hard copies of the draft Airports NPS are available by calling 0800 6894968.

You can find the NPS at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/588764/draft-airports-nps-web-version.pdf. But you might find the DfT's media briefing more digestible: <http://hacan.org.uk/wp-content/uploads/2017/02/DfT-consultation-press-release.pdf>

The NPS is asking for views in three main areas:

- is there a need for a new runway in London and the South East by 2030 and, if so where it should be?
- the local impacts of a new runway;
- the “conditions” Heathrow need to agree to before it gets permission for a new runway

1. The need for a new runway in the South East

On current projections, the airports in the South East will be full by 2030. Only tough fiscal measures which severely restricted the growth in demand would stop that happening. The Government argues that “aviation expansion is important for the UK both in boosting our economy and jobs and promoting us on the world stage”. It believes Heathrow is best placed to do that, arguing it will bring a £61 billion boost to the UK economy over 60 years;

HACAN comment

We haven't engaged much in the debate about whether a new runway is required as our members have a variety of views. Some argue that no new runway can be justified on climate change grounds. Others accept the need for a new runway or even a new airport in the South East. And some would prefer to see the development of regional airports. Our focus has been to argue that, if a new runway is required, it should not be at Heathrow because the downsides are considerable. We also note that the economic benefits of a Heathrow runway (£60bn to the UK economy over 60 years) have been scaled down significantly from the £211bn first talked of in the Airports Commission's report and on which Heathrow based its promises to the regions of increased jobs and prosperity.

2. The local impacts of a third runway

According to the European Commission, at least 725,000 people live under the Heathrow flight paths; that is, 28% of all people impacted by **aircraft noise** across Europe. A new runway would bring a considerable number of new people under a flight path for a first time. Additionally, those communities which currently enjoy a half day's break from the noise are likely to find that reduced to a third of a day (in order to ensure people under the new runway also get respite). A third runway is expected to increase the number of planes using Heathrow by around 250,000 a year. Quieter planes and improved operation practices cannot wish that number away.

The NPS does not indicate where **flight paths** will be. We will not know this until 2018/19 when Heathrow publishes its detailed plans. For local people this is unacceptable. It may be the biggest flaw in the consultation. It is worth saying so loud and clear.

Air Pollution levels already exceed the official safe levels in areas around Heathrow. With another quarter of a million or so planes using the airport if a third runway is built, is it really feasible that air **pollution** levels will fall even with quieter and cleaner planes coming on-stream? Vehicle traffic is the big problem. It is probably that the only way that air pollution levels will not exceed the legal limits is by restricting the number of planes permitted to use the third runway in its early years. The NPS admits that in 2025, the year a new runway would expect to open, air pollution would be a big problem as there would still be a lot of dirty vehicles on the roads. By 2030, when it expects there to be many more cleaner vehicles, the NPS argues that air pollution levels around Heathrow will be below the legal limits.

At least 783 **homes will need to be demolished** to make way for a third runway. And many more people might need to leave their homes if the noise proves intolerable. Heathrow has offered to buy nearly 4,000 homes in total. Of course these people are being offered compensation but will it be enough to enable them to buy a new home in the area of their choice? And, for many, nothing can compensate for the loss of their community.

The NPS is still unclear how much **taxpayers' money** will be required to pay for the road and rail infrastructure required for a new runway. Heathrow will pay for some of it (they also, of course, pay for the runway) but it looks as if the cost to the taxpayer could run into billions.

3. The conditions attached to the third runway. Heathrow will be required to:

- ensure it delivers its promise to provide six more domestic routes across the UK by 2030 - Belfast International, Liverpool, Newquay, Humberside, Prestwick and Durham Tees Valley;
- provide a 'world-class' package of support for communities affected by expansion including noise insulation for homes and schools;
- put in place measures to mitigate the impacts of noise including legally binding noise targets, periods of predictable respite and a ban of six and a half hours on scheduled night flights;
- implement measures to deliver on its commitment of no increase in airport related road traffic, with more than half of passengers using public transport;
- honour its commitment of paying home owners 25 percent above market value rate plus costs for the compulsory purchase of their homes if needed to make way for the new runway.

HACAN comment

These conditions will be challenging for the airport. In effect, the DfT is requiring Heathrow to find ways of honouring the pledges it has made.

- Ensuring routes are provided to these **six domestic destinations** will not be easy. Most of them will bring a low return for airlines in comparison to much more profitable international routes. How will Heathrow persuade the airlines to operate these domestic routes?
- Providing a **‘world class’ package of support** for affected communities will be expensive. Heathrow has set aside £750 million to do so but is this enough to provide quality insulation for all the homes, schools, hospitals impacted within the contour Heathrow has promised to cover (the 55Lden contour which, on its London side, stretches as far as Clapham)?
- In principle **legal binding noise targets** and predictable periods of **respite** are welcome. But the devil will be in the detail which we haven’t seen. A **night flight ban** of six and a half hours, while an improvement on the current situation, is still too short. The average adult sleeps for 7 hours. A 7 hour night ban should be the very minimum.
- Heathrow’s long-standing commitment to **no increase in airport related traffic** if a third runway is built would be welcome but is it deliverable? The onus is on Heathrow to prove that it is.
- We commented on the **compensation** offered to people who would lose their homes earlier in this briefing

We would like to see all these conditions made legally-binding.

One other area you may wish to comment on:

A 4th runway The DfT says; “The Government agrees with the Airports Commission’s conclusions on a fourth runway, and makes clear in the draft Airports NPS that it does not see the need for a fourth runway at Heathrow Airport. This policy is intended to provide residents with certainty about the extent of future expansion.” HACAN would like to see a legally-binding agreement ruling it out.

Feel free to use anything in this briefing but always remember you don’t need to be an expert to respond. Simply explaining how you feel in you own words will be sufficient.

HACAN gives a voice to residents under the Heathrow flight paths. We can be contacted at info@hacan.org.uk; tel 020 8876 0455, website: www.hacan.org.uk

February 2017

AVIATION POLICY – CONSULTATION PROGRAMME 2017 – 2018

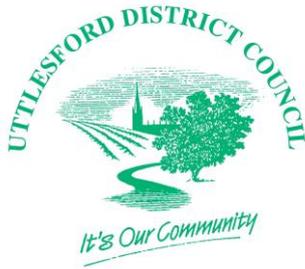
Consultation	Summary	Source	Closing Date	Comment
<u>National Policy Statement</u>	Seeking views on the planning policy framework which the applicant for a north west runway at Heathrow airport would have to comply with.	DfT	25 May 2017	Very Heathrow-centric. Report to STAAP to highlight any issues that may have carry-over value for any future planning application at Stansted
<u>Noise and Airspace modernisation</u>	Seeking views on an update to UK airspace policy to meet the needs of passengers, communities, the aviation sector and the wider economy	DfT	25 May 2017	DfT held a stakeholder event on 20 April. Report to STAAP to look at the Council's response.
<u>Draft guidance document supporting airspace modernisation</u>	New guidance drafted by CAA to support their new airspace change decision-making process.	CAA	30 June 2017	A procedure based document. Suggest an Officer response only, as the Council has already commented on the principle of the new process.
<u>Aviation Strategy - Scoping Document</u>	Will set out scope of future Green and White Papers. Designed to dovetail with the NPS – should set out all policy considerations that are not specifically Heathrow-based.	DfT – likely now to be published in July after the General Election	November 2017?	Report to STAAP.
<u>Aviation Strategy – Discussion Papers</u>	The DfT has identified seven key subjects which will be included in the discussion papers, although the discussion papers may not exactly follow the list below. The key subjects are: 1) Consumer Journey 2) Innovation and Data 3) Market Access and Trade	DfT – yet to be published	Various to March 2018? Timings likely to slip due to the General Election	The DfT has said that it will publish a timetable for the release of the draft discussion papers. Is keen to avoid the Airports Commission situation where

	<ul style="list-style-type: none"> 4) Growth and Investment 5) Environmental Impacts 6) Competition and Regulation 7) Skills and the Labour Market 			<p>consultations seemed to come “out of the blue”.</p> <p>Report to STAAP. 4) and 5) are likely to be the most pertinent to Uttlesford. May not need to respond to them all – will depend on content.</p>
<u>Aviation Strategy – Green Paper</u>	Likely to be published as a consolidated policy statement	DfT – Yet to be published	July 2018?	Report to STAAP / Cabinet
<u>Aviation Strategy – White Paper</u>	Likely to be published in Autumn 2018, replacing the 2013 Aviation Policy Framework	DfT – Yet to be published	N/A	

Jeremy Pine

Planning Policy / Development Management Liaison Officer

2 May 2017



UTTLESFORD DISTRICT COUNCIL

Council Offices, London Road, Saffron Walden, Essex CB11 4ER
Telephone (01799) 510510, Fax (01799) 510550
Textphone Users 18001
DX 200307 Saffron Walden
Email uconnect@uttlesford.gov.uk Website www.uttlesford.gov.uk

Chief Executive: John Mitchell

Stansted SID Airspace Consultation
Box 25A, 4000 Parkway
PO15 7FL

9 September 2014

Our ref: NATS / JGP

Please ask for Jeremy Pine on 01799 510460
email: jpine@uttlesford.gov.uk

Dear Sirs

RE: NATS DEPARTURE ROUTE PROPOSAL AT LONDON STANSTED AIRPORT

Thank you for the opportunity to comment on this consultation. This is the Council's reply, which has been compiled following a review by the Stansted Airport Advisory Panel.

There is no "win-win" situation for local residents when a change such as this is being proposed. As a result, extreme care must be taken in making a judgement about the merits or otherwise of this proposal. It appears that the main motive for the change is congestion reduction/airspace efficiency improvements in the London Terminal Manoeuvring Area rather than improving the living environment for local residents.

In the Aviation Policy Framework (APF), the Government says that it wants "*to strike a fair balance between the negative impacts of noise (on health, amenity (quality of life) and productivity) and the positive economic impacts of flights*" (Paragraph 3.3). In Paragraph 3.12, the Government states that its overall policy on aviation noise is "*to limit and, where possible, reduce the number of people in the UK significantly affected by aircraft noise*". Under this proposal more people would experience more overflying than the number who would experience less and the Council is also very concerned about the effect of increased overflying of Gt Easton Primary School from the more than doubling of the number of departures on the Runway 04 Clacton SID. Further along this same departure route there are also concerns about increased noise being experienced at primary schools in Stebbing and Felsted. On Runway 22 departures, increased use of the Clacton SID would bring more aircraft in closer proximity to the southern edge of Hatfield Forest than is currently the case.

NATS and London Stansted Airport should therefore clearly explain to the CAA how this proposal would comply with Government policy in the APF and its guidance on environmental airspace design objectives. If this proposal is to be implemented, there should be as a minimum a prior examination of whether the use of performance based navigation could reduce the effect on the primary schools by either finding an optimal path within the Clacton 04 NPR swathe or by practicing dispersal.

There may be wider benefits of this proposal from improved fuel efficiency, reduced CO² emissions (albeit very small – less than 1%), reduced passenger delays and reduced congestion in London airspace. It is not clear, however, how these benefits are to be

weighed against Government policy and guidance on mitigating noise impacts below 4,000ft. In country areas such as Uttlesford, aviation noise is more acutely felt because of the low background level of ambient noise. The proposal would have no effect on night noise, nor would it enable continuous descent on the Runway 04 approach, which would be the most beneficial of all the operational changes. There would, of course, be less overflying of residential areas in South Essex and North Kent, but the noise benefit would be less because the aircraft are higher in those locations.

The Council is aware of advice on continuous climb operations contained in Sustainable Aviation's Noise Road Map: (Paragraph 4.6.1): *"it is likely that the effects of continuous climbs on noise profiles are small as their effect can be some distance from the airfield and at altitudes where the noise change may not be perceptible. There may nevertheless be localised opportunities where noise benefit can be derived and these should be pursued where appropriate. The greatest manifestation of continuous climbs is likely however to be in their scope for significant reductions in fuel burn and CO² emissions"*.

The Council notes that these proposals are able to be implemented in advance of the LAMP Phase 2 programme in 2018-19. No information is currently available on what the Phase 2 changes will entail, and the Council questions the point of implementing these proposals now in advance of LAMP Phase 2. The Council is concerned that these proposals could act as a precedent for accepting revised protocols in LAMP Phase 2 on the basis that they have already been implemented.

The Council's overall conclusion is that, in advance of LAMP Phase 2, there is merit in the status quo.

Yours faithfully

A handwritten signature in black ink, appearing to read 'J. Cheetham', written in a cursive style.

Councillor Jackie Cheetham
Cabinet Member with Responsibility for Aviation