



Department
for Transport

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

Moving Britain Ahead

October 2017

The Department for Transport has actively considered the needs of blind and partially sighted people in accessing this document. The text will be made available in full on the Department's website. The text may be freely downloaded and translated by individuals or organisations for conversion into other accessible formats. If you have other needs in this regard please contact the Department.

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>



© Crown copyright 2017

Copyright in the typographical arrangement rests with the Crown.

You may re-use this information (not including logos or third-party material) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit <http://www.nationalarchives.gov.uk/doc/open-government-licence/version/3/> or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or e-mail: psi@nationalarchives.gsi.gov.uk

Where we have identified any third-party copyright information you will need to obtain permission from the copyright holders concerned.

ISBN 978-1-84864-194-5

Contents

Foreword: Rt Hon Chris Grayling MP	4
1. Introduction	6
Background and content of this consultation	6
Summary report of consultation responses	9
Consultation response on UK Airspace Policy: A framework for balanced decisions on the design and use of airspace	10
2. Responding to this consultation	11
Issue date and deadline	11
Additional copies	11
Responding online	11
Other ways to respond	11
Consultation principles	11
Equality	12
Next steps	12
Independent Consultation Adviser	12
3. Explanation of amendments	14
Section 1: Changes to the draft Airports NPS and AoS arising from analysis of the 2017 Air Quality Plan and/or from the updates to the passenger demand forecasts	14
Section 2: Changes made as a result of a change in government policy since the publication of the draft Airports NPS in February or following consideration of responses to the February Consultation	18
Section 3: Drafting changes to the draft Airports NPS in order to clarify intention	20
4. Summary	26

Foreword: Rt Hon Chris Grayling MP



Last year, the Government selected a new Northwest Runway at Heathrow as its preferred scheme for delivering much-needed airport capacity in the South East. This was not a straightforward decision and involved careful consideration of a wealth of evidence. This was a decision taken in the interests of the whole of the UK and the evidence we considered supported this.

It showed a third runway at Heathrow offered a greater choice and frequency of routes – both to important international markets and also to other UK airports. It showed that Heathrow’s freight operations are the biggest of any UK airport. In fact, Heathrow carries more freight by value than any other UK port, including major shipping centres like Southampton or Felixstowe. The evidence also showed us that Heathrow’s connections to the UK’s road and rail network are significantly stronger than other airports in the South East such as Gatwick. And this is only set to get stronger with the opening of Crossrail next year.

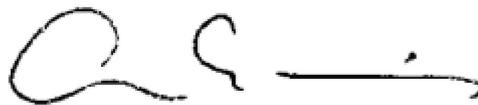
However, the government has also been clear that expansion cannot go ahead without a world-leading package of mitigation and compensation measures for those local communities affected. Our commitment to this has not changed, and the revised draft Airports National Policy Statement sets out the measures we expect to see put in place, including a new ban on scheduled night flights. Separately, I am also confirming that a new independent body will be established to ensure that local communities around our airports – including Heathrow – have a greater say in how noise is managed.

In February this year we put our proposals to the public and invited views on our preferred scheme, and on the details of the supporting measures we were proposing for local residents. Over the course of the 16 week consultation, we held 20 events around Heathrow and a further 12 across the UK. In total, more than 4,000 people attended these and more than 70,000 responses were received. I am hugely grateful to those who took the time to share their views and we have published a summary of them on gov.uk. They will be considered along with any responses to this further consultation before a final formal response is published next year.

This further period of consultation is designed to give people the chance to consider updated evidence which was unavailable when we launched the consultation earlier in the year. It includes some revisions to our long term aviation forecasts which take the latest GDP figures into account and the new National Air Quality Plan which was published in July this year.

We have always been clear that the government backs the Heathrow Northwest Runway scheme because it delivers the greatest benefits soonest, and the new evidence we are publishing today supports this. It will give this country the boost to the economy, to jobs and skills and to our ability to trade that we need. It remains our most valuable port. It's still easier to reach by road and rail than Gatwick. And, crucially, it still offers a greater choice of destinations – whether that's for helping us reach important new global markets, go on holiday or visit friends and family around the UK or abroad.

This means it is still the government's view that expanding Heathrow is the right move for businesses, passengers and communities – for securing the UK's hub status as we prepare to leave the EU, and for a country that works for everyone and invests in the next generation.

A handwritten signature in black ink, appearing to read 'Chris Grayling', with a long horizontal flourish extending to the right.

Rt Hon Chris Grayling MP
Secretary of State for Transport

1. Introduction

Background and content of this consultation

- 1.1 On 25 October 2016, the Government announced that its preferred scheme for adding new runway capacity in the South East of England was through a Northwest Runway at Heathrow Airport and this would be subject to consultation through a draft Airports National Policy Statement (draft Airports NPS). That draft Airports NPS was published on 2 February 2017, launching a 16 week period of public consultation (the “February Consultation”). On publishing that document and launching the February Consultation, the Government made a commitment to continue to update its evidence base on airport capacity, including updating passenger demand forecasts, and considering the impact of publication of the 2017 Air Quality Plan (the UK plan for tackling roadside nitrogen dioxide concentrations)¹. In order to provide as much clarity to the public as possible, we have revised the draft Airports NPS on the basis of these changes to the evidence base and as a result of initial consideration of the responses to the February Consultation, as well as other broader government policy changes which have arisen during this period. We have also revised some of the other documents which were published alongside the draft Airports NPS, as explained below.
- 1.2 This further consultation is therefore on the *revised draft Airports National Policy Statement: new runway capacity and infrastructure at airports in the South East of England* (“revised draft Airports NPS”) published 24 October 2017 and the other revised documents set out in the table below. Tables documenting the old and new text in each document have been provided to transparently display any amendments made. This consultation document seeks to explain why those amendments have been made and what impacts the changes have had.
- 1.3 As previously, 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 a scheme promoter holds its own consultation as part of the process of developing an application for development consent.
- 1.4 The Government welcomes comments on the revised draft Airports NPS and the documents set out in the table below. If you responded to the first consultation, you do not need to repeat points made previously, as we are considering these in full. Please note that when we consider responses to this further consultation, we may

¹ <https://www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017>

not be able to cross-refer to earlier responses because of the large numbers involved.

1.5 The documents being published for consultation are as follows:

Document	Purpose	Revised version published?
Draft Airports NPS	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 any application will be assessed by the Secretary of State before he considers whether to grant development consent, which would allow construction to begin	Yes – revised draft Airports NPS Table documenting old and new text published
Appraisal of Sustainability (including topic level appendices)	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) 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	Yes – revised Appraisal of Sustainability (including topic level appendices) Table documenting old and new text published
Appraisal of Sustainability non-technical summary	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	Yes – revised Appraisal of Sustainability non-technical summary Table documenting old and new text published
Appraisal of Sustainability scoping report	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 that consultation	No Refer to February 2017 version

Habitats Regulations Assessment	This document assesses the impact of airport expansion on protected European sites ² of importance to nature conservation, and recommends options for mitigating adverse effects caused by proposed development	Yes – revised Habitats Regulations Assessment, Appendix A long list alternatives considered under habitats regulations and Appendix B appropriate assessment of shortlist alternatives Table documenting old and new text published
Health Impact Analysis	This document assesses the positive and negative impacts of airport expansion on health, and recommends options for mitigating adverse effects	Yes – Revised Health Impact Analysis Table documenting old and new text published
Equality Impact Assessment	This document assesses the impact of airport expansion on equality protected groups, and recommends options for mitigating adverse effects	Yes – Revised Equality Impact Assessment Table documenting old and new text published

1.6 The following documents are also being published for information:

- Updated Appraisal Report – *this document provides an update to the assessment of the relative costs and benefits of the three shortlisted schemes taking account of updated passenger demand forecasts (published separately - see below).*
- Carbon Abatement in UK Aviation - *this is an externally commissioned report on the costs of potential policy measures that would reduce the UK’s carbon emissions from international aviation.*

² European sites include: special areas of conservation (SACs), special protection areas (SPAs), Sites of Community importance (SCIs), and candidate SACs. As a matter of Government policy, potential SPAs and RAMSAR sites are also treated as European sites

- 2017 Plan Update to Air Quality Re-Analysis – *this report assesses the impact of the Government's 2017 Air Quality Plan and updated passenger demand forecasts on each of the shortlisted scheme's compliance with legal limits for nitrogen dioxide.*
- Summary report of consultation responses - *a report, produced by OPM Group, providing a summary of the responses to the February Consultation.* Available at <https://www.gov.uk/dft/heathrow-airport-expansion>
- UK Aviation Forecasts 2017– *this is a routine periodic publication of the Department's aviation passenger demand forecasts.*
- Government Response to Consultation on UK Airspace Policy: A framework for balanced decisions on the design and use of airspace – *the Government response to the UK Airspace Policy consultation launched on 2 February 2017.* Available at: <https://www.gov.uk/government/collections/uk-airspace-policy>

Summary report of consultation responses

- 1.7 A report, produced by OPM Group, providing a summary of the 72,239 responses to the February Consultation has been published. The report is available on the Government website at <https://www.gov.uk/dft/heathrow-airport-expansion>. OPM Group, an external provider, were commissioned by the Department to receive, collate and analyse all the responses to the February Consultation. They continue to support the Department by carrying out the same activities for this further consultation. The Department itself will respond to the February Consultation and the further consultation in due course.
- 1.8 The report analyses, and then summarises, the comments made by respondents in relation to each of the nine questions included in the Consultation Document supporting the February Consultation. The report is structured around the main themes covered by each of the consultation questions. Each chapter uses a similar approach: first summarising the comments made about the general subject of each consultation question, then the comments that deal with more specific elements of that subject.
- 1.9 To analyse and produce their summary of responses, OPM Group created a coding framework to help analyse the issues raised in responses to the consultation. Each code represents a point of view expressed by respondents, and these are grouped together according to unifying themes or sentiments. OPM Group used the coding framework as the basis for writing their report. Further information on OPM Group's approach to analysing and reporting can be found in their report.

Consultation Response on UK Airspace Policy: A Framework for balanced decisions on the design and use of airspace

- 1.10 At the same time as it published the draft Airports NPS, the Government also published on the 2 February 2017 a consultation on UK Airspace Policy: A framework for balanced decisions on the design and use of airspace. Available at <https://www.gov.uk/government/consultations/reforming-policy-on-the-design-and-use-of-uk-airspace>
- 1.11 The Government has analysed the responses to this consultation and has today published its response which sets out the approach we are taking to support airspace modernisation in a way that is fair and transparent.
- 1.12 The Secretary of State for Transport will be given new call-in powers on airspace changes of national importance, providing high level direction and a democratic back-stop on the most significant airspace change decisions.
- 1.13 To enable better decision making, based on robust evidence and local circumstances, we will introduce new metrics to assess noise impacts and their health effects, including a new measure of frequency.
- 1.14 We will also set up an Independent Commission on Civil Aviation Noise (ICCAN) as a new non-departmental public body. The body will help ensure that the noise impacts of airspace changes are properly considered and that balance is achieved in noise management around any potential expansion or airspace modernisation. In order to ensure appropriate measures are being taken to address aviation noise issues, a review of ICCAN within two years of its establishment will include further consideration of statutory powers for the body.
- 1.15 These changes strike a balance between unlocking the vast economic and social benefits that airspace modernisation will bring whilst addressing local impacts, so that we can secure the UK's position as a world leader in aviation. The changes we are making will also support delivery of the airspace changes needed for the proposed new Northwest Runway scheme at Heathrow.
- 1.16 Changes to the way our airspace is managed and organised are important to the development of the Government's new Aviation Strategy. The Aviation Strategy Call for Evidence was published in July 2017. Available at <https://www.gov.uk/government/consultations/a-new-aviation-strategy-for-the-uk-call-for-evidence>

2. Responding to this consultation

Issue date and deadline

2.1 This consultation was published on 24 October 2017 and will close on 19 December 2017.

Additional copies

2.2 Additional copies are available online and can be downloaded from <http://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 <http://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 or post it to:

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

2.5 Individual hard copies of the revised draft Airports NPS, consultation document and response form are also available by calling 0300 123 4797.

Consultation principles

2.6 This consultation is being conducted in line with the Government's consultation principles, available here: <https://www.gov.uk/government/publications/consultation-principles-guidance>.

Equality

2.7 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.

Next steps

2.8 In addition to scrutiny by the public through this further consultation and the February Consultation, Parliament, through an appropriate select committee, will have the opportunity to scrutinise the revised draft Airports National Policy Statement. Once the Government has reviewed and taken into account the views of Parliament and all responses to this and the February Consultation, it will publish a formal Government response. A proposed final Airports NPS and Appraisal of Sustainability will then be laid before Parliament and there will be the opportunity for a vote in the House of Commons, ensuring that all MPs, representing all parties, can have a say in this matter of vital national interest.

Independent consultation adviser

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

2.10 The Secretary of State appointed Sir Jeremy Sullivan, former Lord Justice of Appeal, as an independent consultation adviser to oversee the February Consultation process, with responsibility for providing oversight of it and ensuring best practice was upheld. Sir Jeremy's report on the February Consultation has been published and is available here: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/642739/independent-consultation-advisor-draft-airports-national-policy-statement.pdf. In this report, Sir Jeremy highlighted that to enable consultees to have a fair opportunity to consider the implications of the final 2017 Air Quality Plan and the updated passenger demand forecasts the consultation should be re-opened for a period of not less than 8 weeks. Sir Jeremy has been re-appointed as independent adviser for this further consultation process, with the same role and responsibilities as for the February Consultation, and has provided independent challenge to the Department for Transport during the development of this consultation document.

2.11 If you have any comments or concerns about this consultation process, you can raise them directly with Sir Jeremy by emailing 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 revised draft Airports NPS, only on the consultation process itself.

3. Explanation of Amendments

- 3.1 For convenience, the amendments to the draft Airports NPS and Appraisal of Sustainability (AoS) have been grouped into three categories:
- Changes to the draft Airports NPS and AoS arising from analysis of the 2017 Air Quality Plan and/or from the updates to the passenger demand forecasts;
 - Changes made as a result of either a change in government policy since the publication of the draft Airports NPS in February 2017, or following initial consideration of responses to the February Consultation; and
 - Drafting changes to the draft Airports NPS in order to clarify intention
- 3.2 Alongside the revised draft Airports NPS and revised AoS, tables documenting the old and new text in each document have been provided to transparently display any amendments made. Paragraph references in this document are to the revised draft Airports NPS, unless specified otherwise.

Section 1: Changes to the draft Airports NPS and AoS arising from analysis of the 2017 Air Quality Plan and/or from the updates to the passenger demand forecasts

Background

- 3.3 The Further Review and Sensitivities Report (FRSR) was published in October 2016 as part of the suite of documents published alongside the Government's announcement of its preferred scheme for new runway capacity in the South East. This built on the Airport Commission's (AC) final report, providing, in some areas, an updated assessment of the impacts of expansion to provide greater assurance. The FRSR provided supporting evidence for the draft Airports NPS and AoS published in February 2017.
- 3.4 In the consultation document published for the February Consultation, the Government explained that it was undertaking further work to update its passenger demand forecasts, and that it would publish a document setting out the impacts of the new forecasts on the case for airport expansion at Heathrow Airport as soon as possible during the consultation. It was not possible to publish this information due to restrictions in place during the pre-election period. The Department's aviation model has continued to be developed to incorporate the latest market data (2016) and to produce an updated set of passenger demand forecasts.

- 3.5 In addition, the Government has now published the 2017 Air Quality Plan³ to meet legal limits for nitrogen dioxide as quickly as possible. Changes have been made in Chapter 5 of the draft Airports NPS, particularly from 5.22 onwards. Changes have also been made to the AoS in order to reflect this updated position.

Passenger Demand Forecasts – Updates and Methodology

- 3.6 The Department's passenger demand forecasts were a key input into the economic and strategic assessment set out in the AC's report and the FRSR. The analysis contained in these reports has therefore been updated making use of the latest passenger demand forecasts. The results of the updated analysis have been presented in the Updated Appraisal Report which is being published for information alongside this consultation. The AoS and draft Airports NPS have also been revised to reflect the updated analysis where appropriate.
- 3.7 Since it was used by the AC, our aviation model has been further refined and now incorporates the most up to date available market data and forecasts of key inputs, such as oil prices and long-run GDP. We have used this model to produce updated forecasts of future aviation demand, including high and low demand scenarios to reflect future uncertainty. Full detail on the model development and the latest forecasts can be found in the UK Aviation Forecasts 2017 available online at: <https://www.gov.uk/government/collections/uk-aviation-forecasts>.
- 3.8 Since the FRSR was published, the Department has made some updates to the methodology it uses for estimating the direct economic and wider economic impacts. The analysis also looks at alternative ways future carbon policy could address international aviation emissions, assessing whether, if aviation sector emissions were constrained, expansion could still deliver positive impacts. The details of these are also presented in the Updated Appraisal Report.
- 3.9 The updated forecasts show that, nationally, aviation demand is expected to be higher than previously forecast in the years up to 2030, reflecting recent growth in passenger numbers. Much of this additional demand is concentrated in London and the South East. The updated forecasts demonstrate that without expansion, London airports would be even more constrained than previously forecast, operating at full capacity by the mid-2030's. This further reinforces the need for the right additional capacity to be delivered as soon as possible.
- 3.10 Greater demand in London and the South East, and for short haul trips, notably to Western Europe, makes London Gatwick a more attractive option for passengers to fly from compared to previous forecasts, and increases the passenger numbers forecast at an expanded Gatwick. Carbon emissions are now forecast to be substantially lower than previously forecast, as aircraft are expected to fly shorter distances and airlines are using more fuel-efficient aircraft. Higher demand also means an expanded Heathrow will fill up sooner than previously forecast.

³ <https://www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017>.

3.11 In our updated appraisal, total monetised benefits⁴ are now higher across all scheme options. Monetised benefits are fairly consistent across the Gatwick and Heathrow Northwest Runway schemes and have increased by relatively more at Gatwick over a 60 year appraisal period. The Heathrow Northwest Runway scheme delivers greater monetised benefits more quickly. Until the 2070s, assuming no further South East expansion, the Heathrow Northwest Runway scheme delivers higher cumulative monetised benefits. The analysis shows that all schemes deliver positive net benefits under different approaches to meeting climate change obligations.

3.12 The monetised benefits form only one element of the rationale for the Heathrow Northwest Runway scheme preference, as outlined in the draft Airport NPS. The updated forecasts continue to reinforce this broader rationale:

- Greater international connectivity – the Heathrow Northwest Runway scheme delivers much better connectivity, especially the number of additional long haul flights, allowing more passengers to fly to where they need, when they need.
- Passenger benefits – the draft Airports NPS emphasised the importance of these occurring sooner and being greater to 2050. The Heathrow Northwest Runway scheme still delivers this.
- Greater wider economic impacts through delivering much better long haul connectivity – the Heathrow Northwest Runway scheme is expected to deliver the largest boost to air freight and greater trade benefits sooner, supporting wider productivity and GDP benefits. It is expected to deliver the most positive impacts to the local economy.
- Other elements of the strategic rationale for Heathrow are unchanged, such as: geographic location, freight capability and domestic connectivity commitments as set out in Chapter 3 of the revised draft Airports NPS and the Updated Appraisal Report.

Revised Appraisal of Sustainability

3.13 The Appraisal of Sustainability examines the likely social, economic and environmental impacts which could arise as a result of the designation of the Airports NPS. It contains an assessment of the alternatives to the Heathrow Northwest Runway scheme. This includes the economic impacts set out in the Updated Appraisal Report, as well as quantification of environmental impacts such as air quality, noise and carbon, in terms of forecasts of emissions and the number of people affected by noise, for example. As these vary with aviation demand, these impacts have been updated using the updated passenger demand forecasts (published in the UK Aviation Forecasts 2017) and most up to date methodologies where relevant, and presented in the revised AoS.

3.14 The revised AoS sets out updated estimates for populations affected by noise impacts at lower decibel levels in line with latest evidence⁵. The estimated impacts

⁴ 'Monetised benefits' are those benefits that we expect to occur, as a result of any scheme that we are able to place a monetary value on, calculated in line with Government appraisal guidance. The appraisal also includes monetised disbenefits, such as air quality, noise and carbon which are negative impacts that we are able to place a monetary value on.

⁵ <https://www.gov.uk/government/publications/survey-of-attitudes-to-aviation-noise>

presented in the revised AoS do not take account of any mitigating actions that could be deployed to minimise them. The revised AoS does identify a range of such measures for all impacts.

- 3.15 The revised AoS sets out a much wider assessment of the non-monetised impacts of expansion, and combined with the Updated Appraisal Report, provides a fuller presentation of the evidence base supporting the revised draft Airports NPS.

Revised draft Airports NPS Chapter 5 – Air Quality

- 3.16 The introduction of this chapter has been updated to reflect recent developments, namely the publication of the 2017 Air Quality Plan (paragraph 5.25), as well as updated (2015) data from the Department for Environment, Food and Rural Affairs on Heathrow Airport's current impact on nitrogen dioxide air pollution in the area (paragraph 5.27). In addition, the Department for Transport has undertaken further analysis of the air quality impacts of expansion to assess compliance against the 2017 Air Quality Plan and taking account of the updated passenger demand forecasts. The related amendments can be found at paragraph 5.30 of the revised draft Airports NPS. The analysis has been published alongside this consultation.
- 3.17 In summary, the further analysis continues to support the Government's previously stated view that the Heathrow Northwest Runway scheme can be delivered without impacting the UK's compliance with legal air quality limits (paragraph 5.30). The further analysis does not change the policy proposals set out in the February Consultation that, as part of any application for development consent, an applicant will have to demonstrate how it will comply with the relevant air quality obligations. Failure to do so will result in refusal of development consent.
- 3.18 Other amendments have been made to the rest of Chapter 5 of the draft Airports NPS in order to provide clarity, as outlined at Section 3 of this document.

Section 2: Changes made as a result of a change in government policy since the publication of the draft Airports NPS in February or following consideration of responses to the February Consultation

3.19 There are various areas of the draft Airports NPS where, following initial consideration of consultation responses, or due to a change in government policy (either related to this area or more broadly), a change has been made. The Department is still considering responses to the February Consultation and that process may lead to further proposals for amendment in the future. For the time being, initial consideration has led to the proposed changes described in this and the next section, on which your views are invited. This section sets out and explains the effects of those changes.

- On 2 February 2017 the Government launched a consultation on changes to airspace policy (UK Airspace Policy: A framework for balanced decisions on the design and use of airspace⁶). That consultation closed on 25 May 2017 and a government response has now been published. To reflect this, footnote 18 of the revised draft Airports NPS has been updated and reference to the National Policy on Airspace has been made, as appropriate, in Chapter 5. For more detail on the airspace consultation and conclusions please see <https://www.gov.uk/government/collections/uk-airspace-policy> and a short summary of the government response to the consultation on p10 above.
- The AC's final report contained a recommendation that 'It is imperative that the UK continues to grow its domestic and international connectivity [in the period prior to any new runway becoming operational] and this will require the more intensive utilisation of existing airports other than Heathrow and Gatwick.' The wording in paragraph 1.36 has been amended and new paragraphs added at 1.37 and 1.40 to confirm that other airports may well be able to establish the need to increase their planning caps in addition to the need set out in the revised draft Airports NPS. Other similar amendments have been made including at paragraphs 2.22 and 2.28. The Government's policy in this area will continue to be developed through its call for evidence on a new Aviation Strategy⁷.
- Paragraphs 1.38 and 1.39, and additionally paragraph 4.3, have also been amended to clarify that the revised draft Airports NPS has effect in relation to the reconfiguration and provision of new terminal capacity to be located between the existing north and south runways at Heathrow Airport.
- New paragraphs 5.126-5.132 have been inserted to deal with the two immigration removal centres (IRCs) located to the north-west of Heathrow Airport. In particular this new text requires an applicant for development consent to consider any impacts on the existing IRCs, to take all reasonable steps to mitigate these

⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/588186/uk-airspace-policy-a-framework-for-balanced-decisions-on-the-design-and-use-of-airspace-web-version.pdf .

⁷ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/636625/aviation-strategy-call-for-evidence.pdf.

impacts, to replace any affected IRCs before they are impacted and discuss any provisions made for replacing the centres with the Home Office and any affected local authority.

- Paragraph 5.246 has been amended to reflect the updated position in relation to the Government's broader policy on business rates.

Section 3: Drafting changes to the draft Airports NPS in order to clarify intention

- 3.20 There are various areas in the draft Airports NPS where consultees have told us that the current drafting has caused confusion or misunderstanding and may be unclear. We have made a number of amendments to address these points.
- 3.21 In addition, changes have been made throughout the draft Airports NPS for clarity and accuracy, for example, ensuring that terminology is consistent, and in line with relevant statutes, including the Planning Act 2008. All the changes are shown in the tables accompanying the documents published in this consultation. Some of the main changes are explained in broad terms below.
- 3.22 The amendments in this section are intended to provide clarification but do not represent a change in policy, either in relation specifically to airport capacity or in relation to broader Government policy.

Changes across the draft Airports NPS, AoS and associated documents

- The Habitats Regulations Assessment (HRA), published alongside the draft Airports NPS for consultation in February 2017, included a draft strategic plan-stage HRA for the preferred scheme (Heathrow Northwest Runway), as well as an assessment for the other two shortlisted schemes (Gatwick Second Runway and Heathrow Extended Northern Runway). The high-level assessment of alternative solutions was based on the shortlisting process conducted by the Airports Commission, based on its own assessment of need, and the same shortlist process was used for the assessment of reasonable alternatives within the draft Appraisal of Sustainability.
- The HRA has been revised to reflect further consideration of the assessment of alternative solutions in line with the Habitats Directive. It is the Government's view that only by increasing capacity via expansion at Heathrow Airport will the UK be able to meet the objective of maintaining the UK's hub status. As such, it now clarifies the Government's view that the Gatwick Second Runway scheme does not represent an alternative solution that can meet this objective.
- Supplementary to this, the Government's view remains that impacts of the Gatwick Second Runway on a priority habitats site cannot be ruled out. While the Heathrow Extended Northern Runway remains an alternative solution, it would be no less ecologically damaging than the Heathrow Northwest Runway scheme and so the Heathrow Northwest Runway scheme remains the preferred option.
- Changes have been made to the draft Airports NPS including at 1.29-1.31 to reflect the changes made to the draft HRA.

- Paragraph 1.15 has been amended to clarify that the revised draft Airports NPS does not identify any particular statutory undertaker as the appropriate person or appropriate persons to carry out the preferred scheme. Consistent with this, some paragraphs in Chapter 5 have been amended, so as to be clearer where they apply to any applicant in respect of the preferred scheme.
- General revisions have been made to paragraph 2.33 to be clear that the Government's preferred option for increasing capacity in the South East is through the Heathrow Northwest Runway scheme. The summary on p26 below sets out further detail on this, including how the revised draft Airports NPS continues to support this preference.
- Paragraphs 4.9, 4.13, 4.17, 5.8, 5.20 and 5.32 have been amended to make clear that the phasing of works, including any early release of capacity, proposed by an applicant, would need to form part of its Development Consent Application. The application would need to include an assessment of the impacts and proposed mitigations for such phasing.

Changes to Chapter 3

- Paragraph 3.26 has been amended as a result of a change in methodology from the FRSR to the Updated Appraisal Report. The FRSR estimated agglomeration benefits; the Updated Appraisal Report does not assess agglomeration impact, but does assess tax impact (tax wedge). Further detail on this is set out in the Updated Appraisal Report at paragraphs 5.4, 5.5 and Annex A.
- Paragraph 3.33 contains details of Heathrow Airport and Gatwick Airport's plans on domestic connectivity. This paragraph has been amended to make it clear that the scheme promoter is expected to deliver a minimum increase of six additional routes, taking Heathrow to at least 14 and Gatwick to at least 12, but the destinations listed are illustrative. The intention of this paragraph is not to bind the promoter to the exact destinations, but to provide them as a broad expectation. Paragraph 3.34 has been similarly amended.
- Paragraph 3.40 has been amended to clarify that the cost estimates for the proposed Western and Southern Rail schemes will continue to change as these schemes develop.
- Paragraph 3.50 has been amended to clarify that the mode share targets (which are set out in paragraph 5.16) are separate from Heathrow Airport's commitment of no more airport related traffic.

Changes to Chapter 4

- Paragraph 4.1 has been amended to clarify that the criteria set out in Chapter 4 of the revised draft Airports NPS only apply to the Heathrow Northwest Runway scheme and are not exhaustive as to the assessments that may be applicable to the scheme.
- Paragraph 4.3 has been amended to clarify that the successful scheme is required to deliver at least an additional 260,000 air transport movement ('ATM') capacity, but this may be used by passenger or freight ATMs.
- Paragraph 4.32 has been amended to clarify that, when designing the airport, an applicant must take account of the needs of government agencies to carry out their functions, including accounting for natural hazards such as flooding, as well as extant security, customs and immigration measures, ensuring that any design meets these needs.
- Paragraph 4.43 has been amended to improve the clarity and robustness of the analysis required to assess resilience of critical transport infrastructure to climate change, including requiring the applicant to use the latest available Climate Change Projections.
- Paragraph 4.61 has been amended to reflect the fact that the Centre for Protection of National Infrastructure (CPNI) will be advising on and contributing to the applicant's security plans but will not be providing any regulatory approval as this is not the role of CPNI.

Changes to Chapter 5

- Paragraphs 5.5 and 5.6 have been amended to include a specific reference to freight carriers as users of transport to and from the airport.
- Paragraph 5.8 has been clarified to confirm that the surface access strategy must reflect changing numbers of passengers, freight operators and airport workers attributable to the number of air traffic movements during all phases of the scheme.
- Paragraph 5.13 now includes a reference to 'mitigation measures' to be clear that reducing severance could be done by improving existing surface access and/or via mitigation measures.
- Paragraph 5.16 has been amended to clarify the baseline for staff car trip targets.

- Paragraph 5.20 describes the circumstances where the Secretary of State will impose requirements on the applicant to implement measures to mitigate the adverse impacts of the surface access proposals on the existing and surrounding transport infrastructure. The amendment clarifies that the circumstances include where the proposed mitigation measures are insufficient to effectively offset or reduce the impact of any additional passengers, freight operators and airport workers.
- Paragraph 5.22 has been amended to clarify that this paragraph refers only to the Heathrow Northwest Runway scheme.
- Paragraphs 5.32 and 5.51 have been amended to more accurately describe the assessment to be carried out, in line with statutory obligations.
- Paragraph 5.36 has been amended to ensure that the precise mitigation package will be subject to consultation with relevant stakeholders in addition to local communities.
- Paragraph 5.38 has been amended to give a clearer sense of the range of mitigations that the applicant might put in place, now including an emissions-based access charge in the list of examples.
- Paragraphs 5.46 and 5.54 have been amended to refer to general impacts as opposed to specifically economic impacts only, in order to recognise that there are other positive impacts of expansion, for example on quality of life.
- Further guidance has been introduced on the principles to be followed in undertaking the assessment of aircraft noise (paragraph 5.52). Additional guidance has also been provided on the information on flightpaths that can be expected to be available at the time of the Planning Inspectorate's consideration of the Environmental Statement (paragraph 5.51). As far as noise mitigations are concerned, a number of amendments have been made for clarity purposes, for example between paragraphs 5.53 and 5.65.
- Paragraph 5.57 has been amended to ensure the impact of aircraft noise is limited and, where possible, reduced compared to the 2013 baseline assessed by the Airports Commission⁸.
- Paragraph 5.61 has been amended to clarify that, in addition to the scheduled night flight ban, the Government expects an applicant to make particular efforts to incentivise the use of the quietest aircraft at night.

⁸ With reference to the 2013 baseline for the 54 decibel LAeq, 16h noise contour assessed by the Airports Commission. LAeq, 16h indicates the annual average noise levels for the 16-hour period between 0700 – 2300.

- Paragraph 5.68 has been amended in order to clarify that the legal obligations in relation to carbon which are referred to are broader international and domestic obligations, to which the emissions from construction and operation phases of this project will be relevant and to specifically refer to the requirements of section 5(8) of the Planning Act 2008.
- Paragraph 5.76 has been amended to ensure that an applicant undertakes a comprehensive assessment of all the carbon impacts of expansion, to include emissions from surface access due to airport passengers / visitors, and also emissions from airport operations including energy and fuel use.
- A new paragraph 5.142 has been included to clarify the Government's position that an applicant is expected to make reasonable endeavours to ensure that sufficient provision is made to address the reduction in waste treatment capacity caused by the loss of the Lakeside Energy from Waste plant.
- Amendments to paragraph 5.147 which provide greater flexibility to allow for the storage of water to take place off-site as appropriate.
- A new paragraph has been inserted at 5.150 to include reference to requirements for flood risk assessments.
- Paragraph 5.193 has been amended to emphasise that sensitive design by any applicant is encouraged and will be among the range of measures that the Secretary of State will take into consideration when assessing the impact of any proposed development on a heritage asset. The reference to the Risk Register has been removed in order to ensure that any heritage assets that are at risk would be captured by this paragraph, not just those specifically on the Register.
- The text at paragraph 5.240 has been amended to clarify that residential and agricultural owners in the area within the red line on the map shown in Annex A of the revised draft Airports NPS will be able to make a claim for statutory blight upon the designation of the Airports NPS. The current map at Annex A is illustrative for consultation purposes (and would remain illustrative for the purposes of describing the scheme boundary), but a designated Airports NPS would contain a map with a verified boundary that is conclusive and able to be relied upon for the purposes of blight claims.
- 5.243 has been amended for consistency, to reflect the exact wording of Heathrow Airport's public pledge in relation to noise insulation.

- Paragraph 5.249 has been amended so that, when considering the noise insulation scheme proposals put forward by an applicant, the Secretary of State will take into account how quickly the applicant will put the works in place.
- Paragraphs 5.261, 5.262 and 5.263 have been amended for accuracy. It is recognised that some additional jobs and apprenticeships may be created from broader airport-related business and away from the airport site.

4. Summary

- 4.1 As set out above, the Government has continued to update its evidence base on airport capacity. The Government has published updated passenger demand forecasts and analysed the impact of these and of the 2017 Air Quality Plan (the UK plan for tackling roadside nitrogen dioxide concentrations). The Government has revised the draft Airports NPS to take account of this updated evidence base, and made other amendments as a result of either initial consideration of consultation responses or a change in the Government's policy. The new data and the changes made to the draft Airports NPS do not change the views expressed in the February Consultation, namely that:
- There is a need for additional airport capacity in the South East of England by 2030; and
 - The Government's preferred scheme for meeting that need is the Heathrow Northwest Runway scheme.
- 4.2 The need for additional capacity is explored in detail in Chapter 2 of the revised draft Airports NPS and supported by the updated passenger demand forecasts. As set out in this document, demand is forecast to be higher in the years up to 2030 than previously predicted. In particular, the updated forecasts demonstrate that, without expansion, London airports would be even more constrained than previously forecast. The updated forecasts specifically highlight the increased speed with which the London airports system is likely to fill, with all five major South East airports full by the mid-2030s and four of these full by the mid-2020s.
- 4.3 The revised Appraisal of Sustainability provides an assessment of the schemes against a number of the factors considered in Chapter 4 of the revised draft Airports NPS. It concludes that the Heathrow Northwest Runway scheme is best placed to maximise the monetised economic benefits that the provision of additional airport capacity could deliver in the short term, although this scheme is likely to do so with the greatest negative impact on local communities, if left unmitigated. In response, the Government will ensure airport expansion is accompanied by a world class package of measures to mitigate the impact of expansion on the environment and affected communities.
- 4.4 Chapter 3 of the revised draft Airports NPS summarises the factors which the Government considered when evaluating each of the shortlisted schemes. The Government's preferred scheme, the Heathrow Northwest Runway:
- Continues to deliver the greatest increase in long haul flights and is expected to deliver the greatest increase and frequency in destinations served at least daily by UK airports – with particularly more long haul destinations served daily;

- Would provide benefits to passengers and to the wider economy sooner than the alternatives and would also provide the greatest boost to local jobs;
- Would maintain the UK's status as a global hub;
- Is better connected to the rest of the UK by road and rail, with good links already 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; and
- Delivers the greatest support for freight, in particular by delivering the greatest increase in frequency and destinations for long haul flights, as it is long haul flights that account for the majority of air freight transported.

4.5 In addition it is able to be delivered:

- whilst meeting the UK's climate change obligations; and
- without impacting the UK's compliance with legal air quality limits;

Consultation Question

For the reasons explained in this document, the Government proposes to make changes to the draft Airports National Policy Statement and some of the documents which were published alongside it. We are publishing these changes today, along with the supporting documents set out in the table on pages 7 and 8 of this document.

Do you have any comments on the revised draft Airports NPS or any of the documents set out in the table on pages 7 and 8?

If you responded to the first consultation, you do not need to repeat points made previously, as we are considering these in full. Please note that when we consider responses to this further consultation, we may not be able to cross-refer to earlier responses because of the large numbers involved.