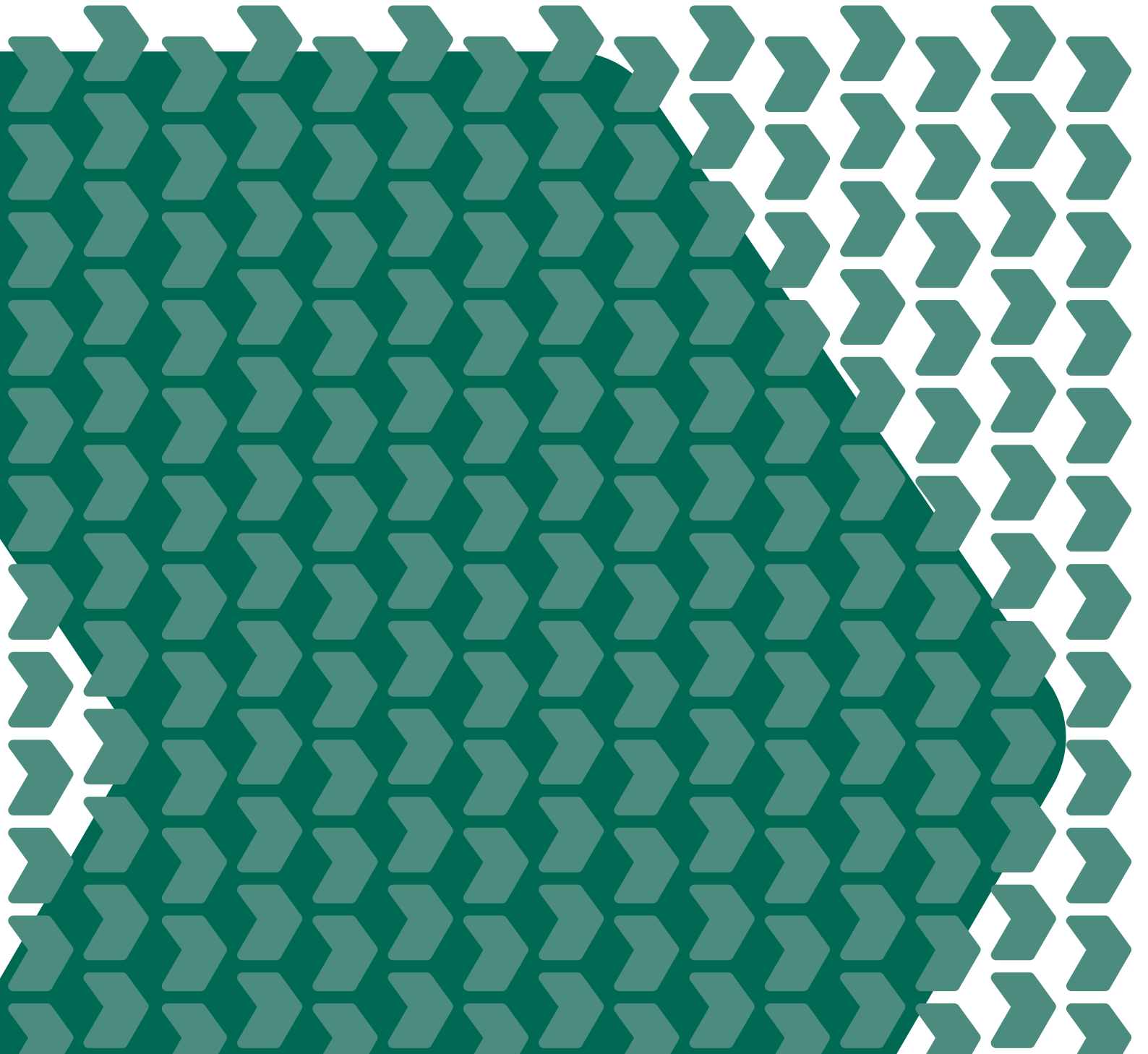




Department  
for Transport

# The proposed expansion of Heathrow

a summary



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# Foreword



Britain is a thriving, global nation which for centuries has been a leader in the world economy. Central to this success has been our outward focus and the strength of our international connections.

Through our Industrial Strategy, this Government is building a Britain fit for the future with a stronger and fairer economy, a strengthened Union and quality, well paid jobs right across the country.

When I announced in October 2016 that the Government backed the construction of a new runway at Heathrow, it was not just because London's airports are filling up – although this is happening more quickly than ever – but because we owe it to future generations to equip our country with the connections we need to be a successful, outward looking nation.

This is a decision taken in the national interest, with new capacity at our major international hub opening up opportunities across the UK – boosting connections with regional airports and increasing access to international markets for people and businesses.

The scheme also brings with it tens of thousands of new local jobs, apprenticeships and opportunities to learn new skills, more opportunities to trade with new markets and a near doubling of freight capacity at our most valuable port.

In finalising the plans we are now presenting to Parliament, I have been absolutely clear that we cannot lose sight of the impact this will have on the people living near the airport. We have spent time speaking to residents, listening to views and reviewing the more than 80,000 consultation responses we have received. That is why the plans include a package of community compensation, support and mitigation which ranks alongside the most comprehensive and generous in the world.

Similarly I have been clear that any application for development consent will only be granted if we are completely satisfied that the scheme will be compliant with our air quality and climate change obligations, and at a cost that works for consumers.

A successful, thriving aviation sector is critical to our ability as a nation to succeed, which is why we are developing a strategy to help it grow in a sustainable way. It will have consumers at its heart, as well as looking at how our congested airspace can be modernised to support quicker, quieter and cleaner journeys. I have also confirmed today that the Government is supportive of all airports beyond Heathrow making the best use of their existing runways, including those in the South East subject to relevant economic and environmental considerations.

The publication of the Airports National Policy Statement marks a significant milestone in our ambitions to give this country the international connections a successful global nation deserves. If Parliament votes to approve the NPS, it will settle once and for all a debate which successive governments have wrestled with for half a century.

This isn't just about where to build a new runway – this is about demonstrating we are prepared to back our country for the long term. To take the difficult decisions which are needed to create a truly Global Britain, and which will leave future generations better placed to succeed.

A handwritten signature in black ink, appearing to read 'Chris Grayling'.

**Rt Hon Chris Grayling MP**  
**Secretary of State for Transport**

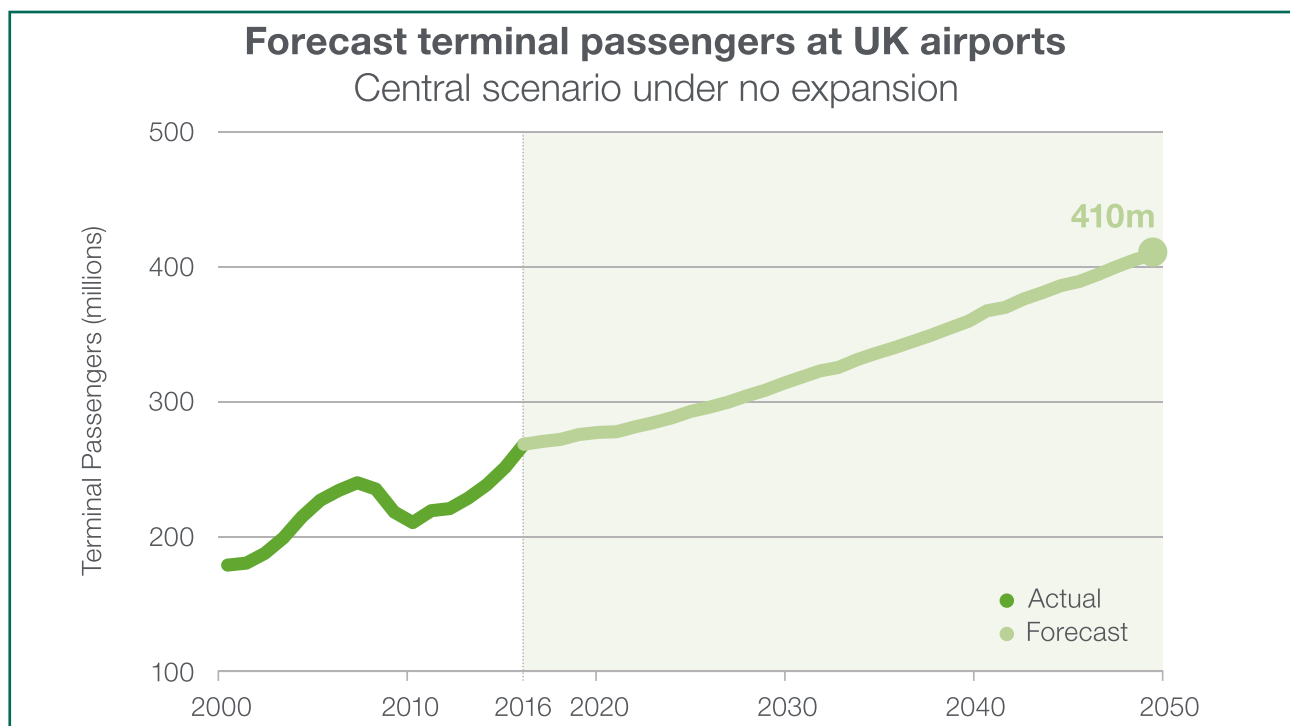


# Part 1 – The Case for Expansion

## Why aviation matters to the UK's future

Britain has one of the largest aviation networks in the world – with flights connecting us directly with over 370 destinations in more than 100 countries. These connections will be critical as we leave the European Union, and as changes in the global economy make access to markets like India, China and Brazil even more important. It is vital that we take steps to protect and increase our global links for future generations.

In 2016, 268 million people passed through our airports to do business, go on holiday or visit friends and family. In the last five years, passenger numbers have risen by 20%. Demand for international travel is projected to rise further in the period to 2050.



In addition to connecting us with the world, aviation supports hundreds of thousands of UK jobs and contributes around £22 billion to our economy every year.

This success will not continue if our airports are full. Heathrow and Gatwick are already at capacity and the rest of London's main airports will have no more room for new flights by the mid-2030s.

While the UK stands still, our competitors have taken advantage. Paris, Frankfurt, Amsterdam and Dubai have all added new runways, with Dubai overtaking Heathrow as the world's busiest airport for international passengers in 2015.

## Why a hub airport?

The UK has a strong network of regional airports offering important connections to popular destinations. Hub airports like Heathrow are different in that they bring together enough passengers and cargo from around the UK or internationally to connect onward and make frequent flights to important long-haul destinations viable. This means an airline may choose to advertise a route from the United States to China, for example, via Heathrow – boosting the UK's connectivity in the process.

As well as enabling more business travel and supporting UK tourism, these flights also carry up to 20 tonnes of freight in the belly hold, opening up new opportunities for UK manufacturers to export their goods and services around the world, as well as enabling imports.

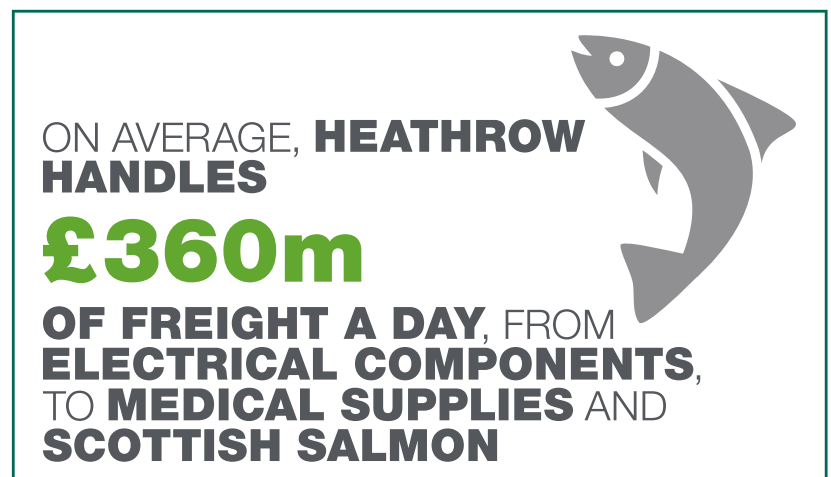
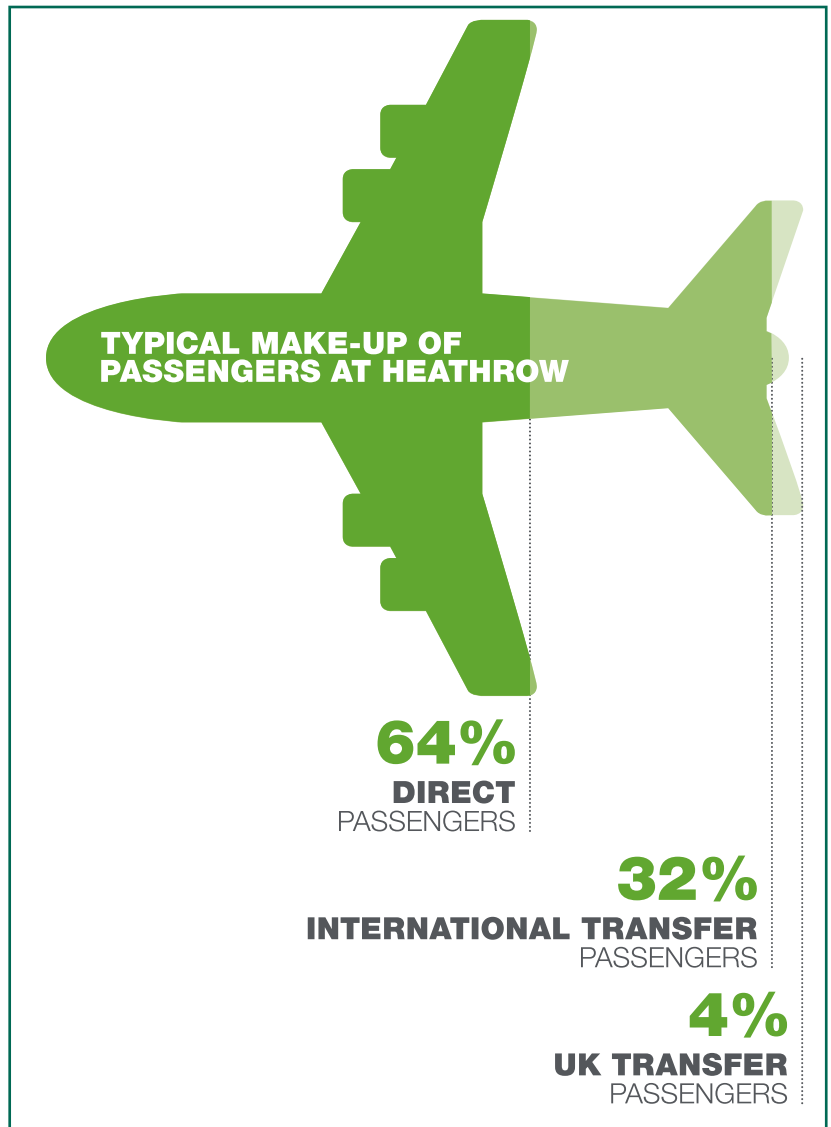
The mix of short and long-haul flights plus passenger and freight connections at a hub airport is very attractive to international businesses. It is part of the reason organisations such as Microsoft have chosen to base themselves near Heathrow.

### Why Heathrow?

As the UK's major international hub airport, Heathrow is uniquely placed to deliver the strategic connections and boost to the UK economy we need.

Heathrow is the UK's most valuable freight port, helping UK businesses get their goods to market quickly. Indeed, Heathrow was responsible for 87% of all UK freight carried in the belly-hold of passenger planes last year.

On average, Heathrow handles £360m of freight a day, from electrical components, to medical supplies and Scottish salmon which is all loaded into the belly hold of passenger aircraft and shipped to destinations around the world. This is more than all other UK airports combined, and even more than our major shipping ports such as Southampton and Felixstowe.



When compared with its competitors, Heathrow also offers the greatest variety of long-haul routes, both in terms of destinations it serves and the frequency of flights. In fact Heathrow's own figures say it accounts for around 75% of all long-haul flights in the UK.

Heathrow is well connected to the rest of the UK, both in the air and on the ground. It not only has a strong network of flights to other UK airports (which will be further strengthened with expansion), but enjoys superior road and rail links to the rest of the country. It has easy access to the M4, M3, M40, M25, Piccadilly line, and trains from Paddington. These are set to be boosted through the addition of the Elizabeth Line (Crossrail), HS2 (via Old Oak Common), a new western rail link and potential new rail access to the south.

Airlines want to fly from Heathrow and are willing to pay to do so. In 2016 it was reported that a pair of landing slots at Heathrow changed hands for around £55m. Although this was exceptional, this demonstrates the high level of demand among airlines to operate out of the airport.

In addition, a new northwest runway at Heathrow is the scheme which offers the greatest economic benefits for the UK soonest and will lead to the creation of tens of thousands of new local jobs as well as apprenticeship opportunities. Heathrow's proposal to develop construction logistics hubs will create further jobs through the supply chain throughout the UK.



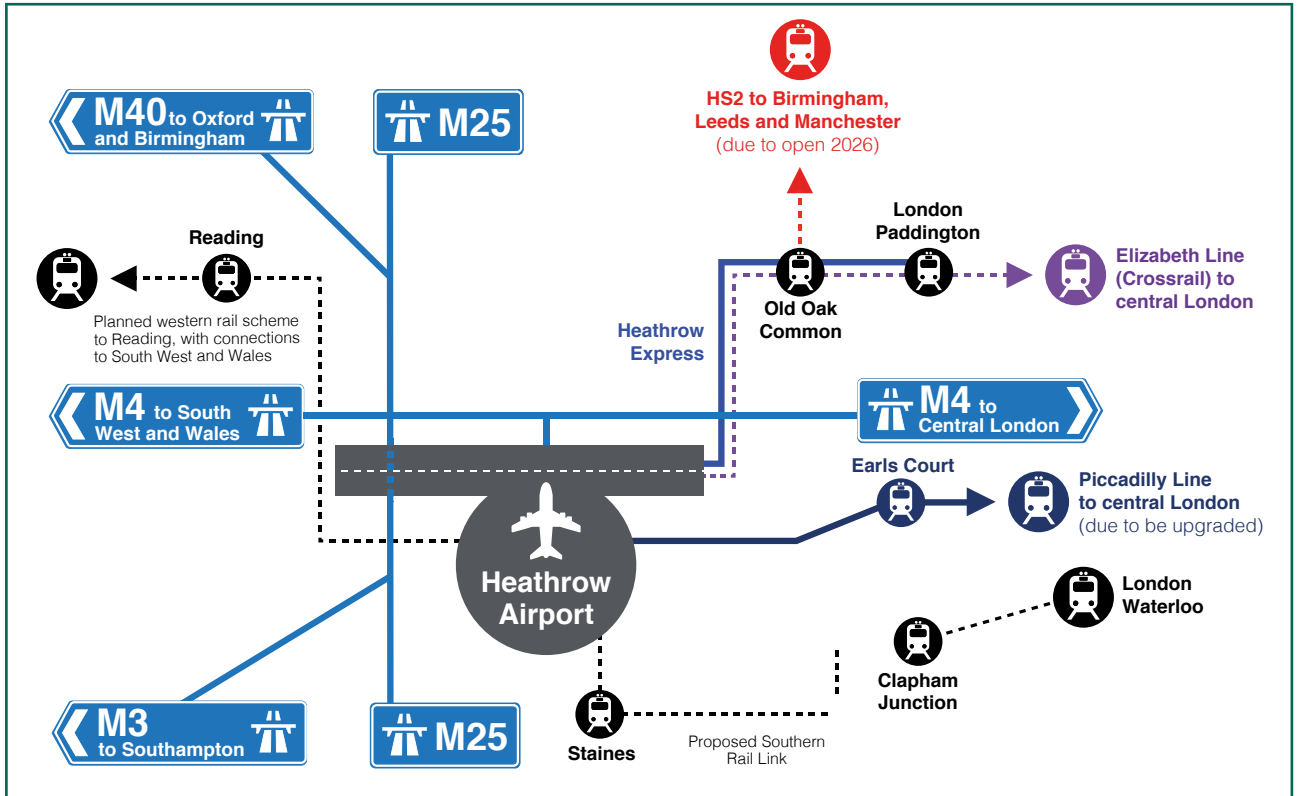
## Passenger benefits

In addition to the wider contributions to the UK and its economy, a new runway at Heathrow would also bring a number of benefits for passengers travelling through the airport.

The new capacity would create space for more airlines to operate out of the airport, and for a wider range of destinations to be served. This would offer passengers greater choice of where to fly and who they wish to fly with.

In turn, this increased competition is expected to lead to a reduction in fares compared to a world without expansion, even taking the costs of construction into account.

## Access to Heathrow is set to improve



Train services to Heathrow could double from 18 per hour today to 36 by 2030. The total number could rise even further to 42 per hour by 2040.

Services per hour	2017	2020	2030	2040
Heathrow Express	4	4	4	4
Heathrow Connect	2	0	0	0
Piccadilly Line	12	12	18	18
Elizabeth Line (Crossrail)	0	6	6	8
Western rail scheme	0	0	4	4
Southern rail scheme	0	0	4	8
<b>Total</b>	<b>18</b>	<b>22</b>	<b>36</b>	<b>42</b>

## Part 2 – The Story So Far

The issue of how best to deliver new runway capacity for the UK has been considered for half a century by successive governments. In 2012 the coalition government established the Airports Commission, chaired by Sir Howard Davies, to form an independent view of how the need for new runway capacity should best be addressed.

Over the course of three years, the Commission looked at more than 50 different options, including building a new airport in the Thames Estuary. It carried out extensive consultation with the public and industry and considered over 70,000 responses.

In 2015 the Commission published its final report, shortlisting three potential schemes – a new northwest runway at Heathrow, a new second runway at Gatwick and an extended northern runway at Heathrow. It made a unanimous recommendation that a new northwest runway at Heathrow, coupled with a significant package of mitigations, presented the strongest case.

### Listening to views and Parliamentary scrutiny

In December 2015, the Government announced it accepted the case for expansion, but commissioned further work to fully understand the environmental impacts and potential mitigations. Then in October 2016 the government confirmed it agreed with the Airports Commission's recommendation and selected the Heathrow Northwest Runway scheme as its preferred choice for delivering new runway capacity in the South East.

In February 2017, the Government published a draft Airports National Policy Statement (NPS) setting out the case for the scheme, along with details of the local and environmental mitigations that would be required before expansion could proceed.

The NPS was subject to one of the biggest consultation exercises ever undertaken. The Department for Transport delivered around 1.5m leaflets to properties around Heathrow inviting people to 20 local events to find out more about the proposals. A further 12 sessions were organised in cities around the UK. In total, more than 4,000 people came along to find out more and have their say.

A further period of consultation followed in November 2017 to allow people to consider new evidence which was unavailable at the time of the initial consultation, including updated aviation demand forecasts and the new National Air Quality Plan.

The Transport Secretary appointed Sir Jeremy Sullivan, a retired Court of Appeal judge, to act as an independent adviser on the consultations, to ensure they were carried out to the highest possible standards. His two reports have been published on [gov.uk](https://www.gov.uk), and both found that the consultations were fair and open.

In total, more than 80,000 responses were received to the public consultations, which have been carefully analysed. While the majority of the responses were supportive of the proposed expansion, a number of understandable concerns were raised and more than 100 changes have been made to the NPS as a result of the comments received. A summary has been published on [gov.uk](https://www.gov.uk).

In addition to the public consultations, the draft NPS has also been carefully scrutinised by Parliament, with the House of Commons Transport Committee carrying out a full inquiry. Throughout this process, the Committee received written evidence, and held oral evidence sessions with 30 witnesses from across the aviation industry, environmental and community groups, local authorities and the Transport Secretary. The Committee accepted the case for expansion and agreed that the Heathrow North West Runway scheme was the right option to pursue.

The government has expressed its thanks to the Committee for the thoroughness of its work, and has accepted 24 out of its 25 recommendations.

# Part 3 – Overview of Decisions and Proposals

## What the government has decided

After taking all the consultation responses and recommendations of the Transport Committee into account, the government has confirmed that the Heathrow Northwest Runway scheme is the best option for delivering the international connections the UK needs in the national interest.

The government has published an Airports NPS setting out this position which will be voted on by Parliament. However, in considering the views submitted, the Government is also clear that expansion must only go ahead if a world-class package of mitigation and compensation is included to tackle the impact this will have on those living closest to the airport, as well as meeting the Transport Secretary's ambition to keep landing charges close to current levels.

Any application for development consent would need to meet the requirements in the NPS. Mitigation measures, such as those associated with air quality and night flights, would then become legally binding through the planning process.

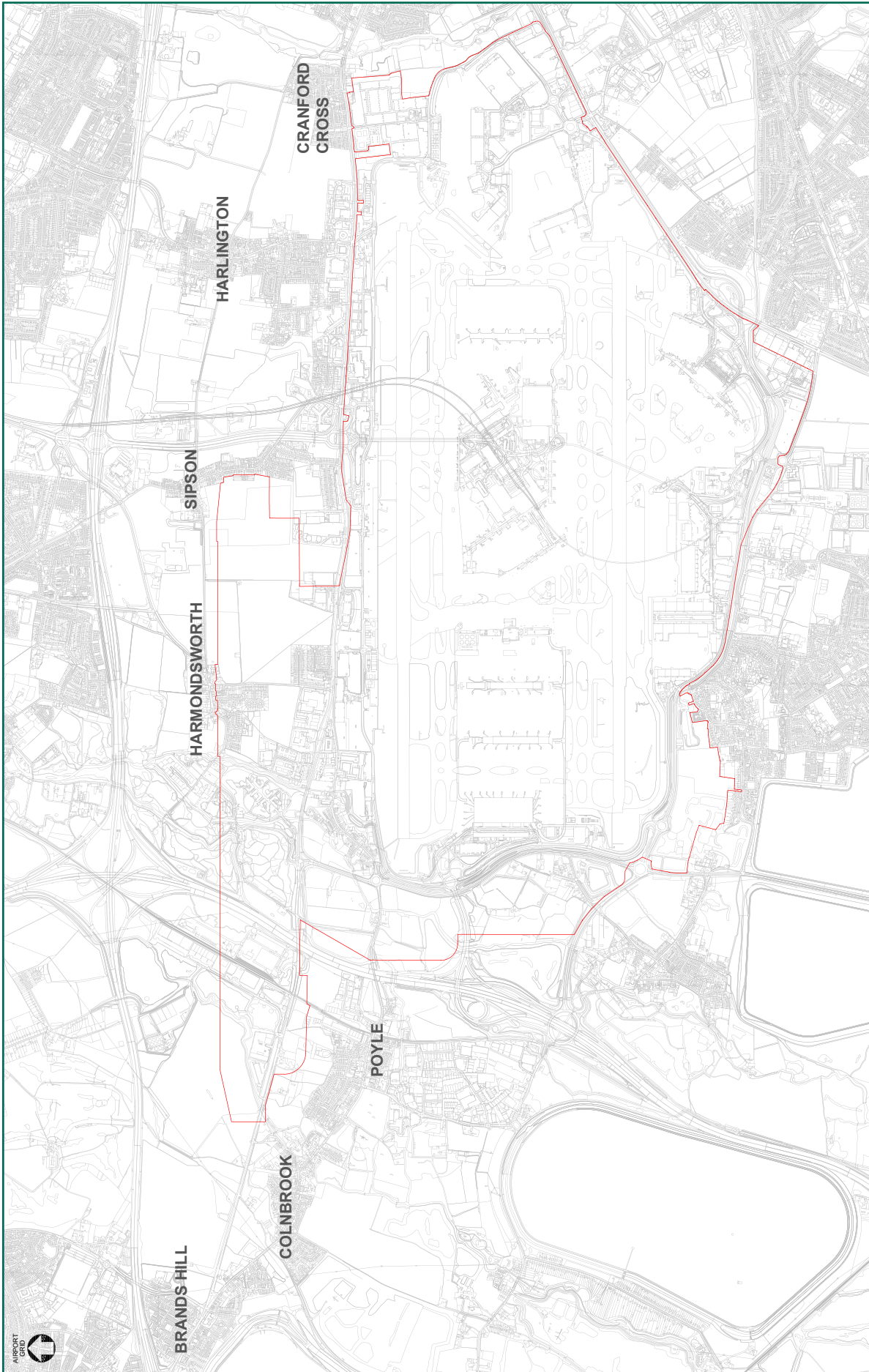
## What Heathrow is proposing

Heathrow is proposing a new runway to the northwest of the existing two runways, enabling the airport to handle at least 260,000 additional flights a year. Unlike publicly-funded projects such as road or rail upgrades, taxpayers will not foot the bill for expansion and Heathrow is expected to privately finance the development and construction of the scheme.

The proposals involve the new runway passing over the M25. This approach has been adopted at other large airports around the world, where runways pass over major roads. Heathrow has been working closely with Highways England to ensure this can be delivered with the minimum of disruption.

In January 2018 the airport carried out its own public consultation on some of the options it is considering as part of its plans for expansion. This included seeking views on the principles it should follow for the necessary airspace changes to deliver improvements for local communities and allow the operation of the new runway. Heathrow has set out how responses from this consultation will be used to develop its masterplan for expansion. This will then be consulted on through a second public consultation, currently planned for early 2019, which will include more detail on the airspace design associated with expansion.





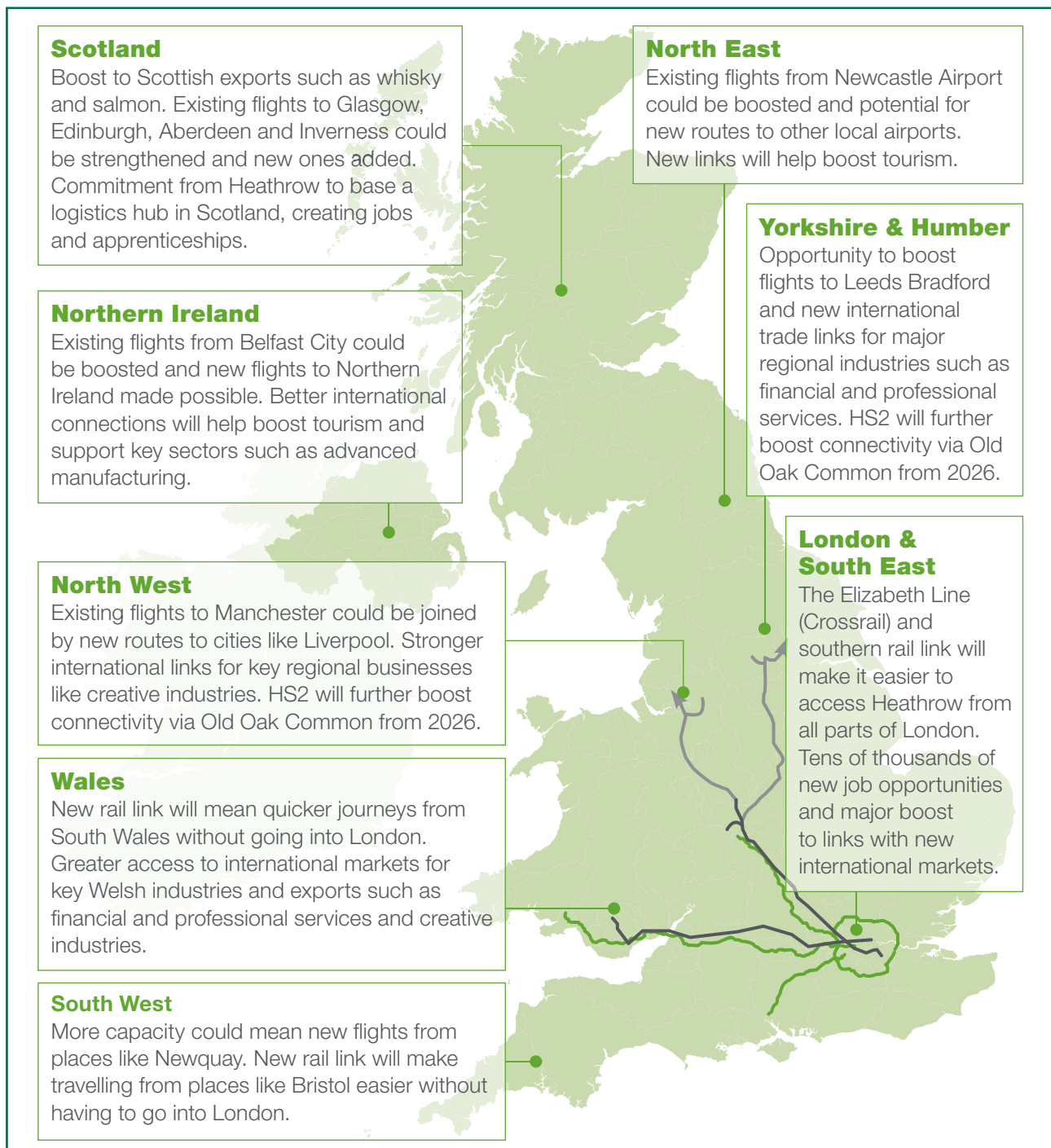
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## Around the UK

The Government has been clear that expanding Heathrow will bring benefits to the whole of the UK. In particular it will allow an increase in the number of flights between the UK's regional airports and our main international hub. This will make it easier for passengers and businesses around the country to access the full range of global connections Heathrow can offer. The government has said it expects up to 15% of slots on the new runway to be used for flights to UK airports and Crown Dependencies. This will help safeguard and strengthen existing links and mean there could be capacity in future for new services to places such as Newquay or Liverpool.

In addition, Heathrow's announcement that it intends to create logistics hubs around the UK will lead to the creation of job opportunities through the supply chain in these regions once construction begins.



# Part 4 – Managing Local Impacts

The government has decided that building a new runway at Heathrow is the right thing to do in the national interest, but is very aware that there will be negative impacts for some communities living near the airport. That is why expansion will be accompanied by a world-class package of compensation and mitigation to tackle these local impacts.

## Noise

The government has outlined a number of steps and conditions to ensure noise impacts are properly addressed.

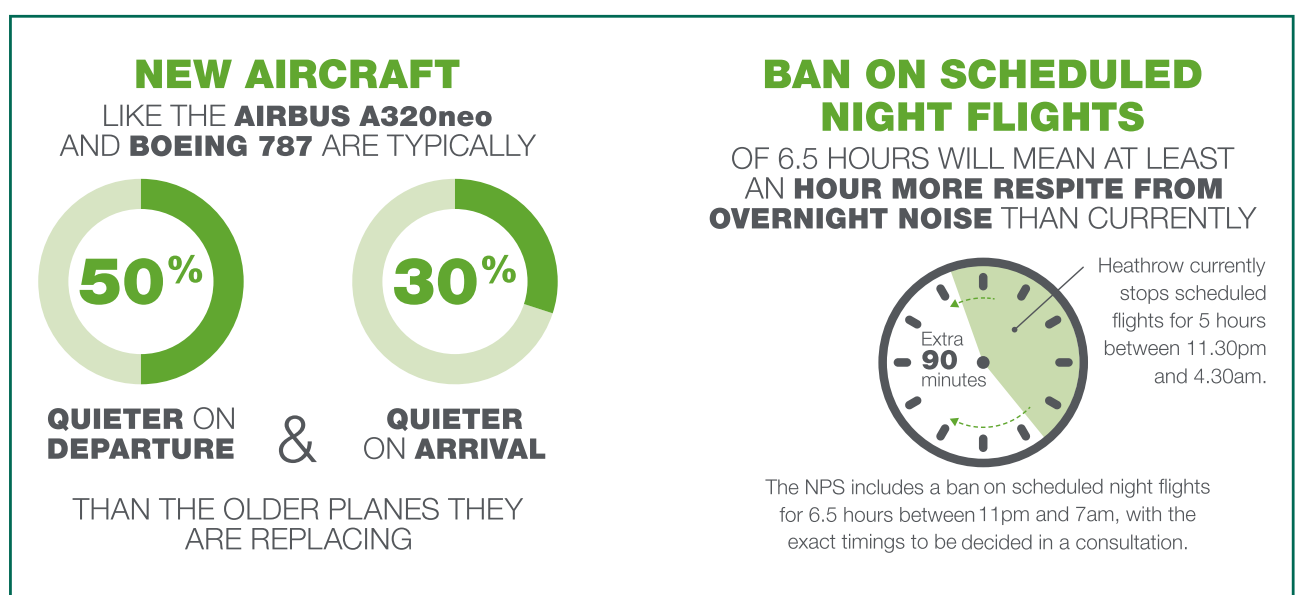
The Airports NPS is clear that a new legally-enforceable ban on scheduled night flights of 6.5 hours is expected to reduce the impact of flights late at night or early in the morning. It is also clear that local communities will receive predictable periods of respite from noise.

The Government has also announced the creation of a new Independent Commission on Civil Aviation Noise (ICCAN). This new body will be an independent expert voice on noise issues, acting as a link between airport operators, airlines and local communities.

In addition to this, Heathrow has committed to fully noise-insulating homes most affected by noise and contributing towards insulation for homes further away from the airport. It has also committed to providing noise insulation for schools and community buildings.

New technology will also lead to a reduction in noise as airlines replace older aircraft with newer, quieter models such as the Boeing 787 and the Airbus A320neo. Newer generation aircraft coming into service have a noise footprint typically 50% smaller on departure than the ones they are replacing, and at least 30% smaller on arrival.

Changes to operating procedures, such as steeper descent approaches, can also help reduce the impact of noise on local communities.



## Property compensation

Given Heathrow's location, any expansion would mean some people and businesses will need to relocate, and the government is very aware of the impact this will have on these communities. The law and the NPS make provision for a generous package of compensation for those affected by expansion and homeowners will want to be aware of their options.

Upon designation of the NPS, qualifying owners whose properties are located within the boundary of the map on page 11 may submit a blight claim, either to Heathrow Airport Limited or to the Department for Transport. Any successful claims will mean that Heathrow would buy the property for un-blighted market value, a ten per cent home-loss payment (capped at £61,000), stamp duty, legal fees and reasonable moving costs.

Subject to designation of the NPS, qualifying homeowners within the boundary shown on the map on p12, with a compelling reason to move, may also apply to Heathrow's enhanced hardship scheme. Successful applicants would receive enhanced compensation of the un-blighted market value, plus a 25% compensatory loss payment, stamp duty, legal fees and reasonable moving costs.

Those who do not have a compelling reason to move now, or who would prefer to wait, can do so. Under Heathrow's property offer those whose properties are required to make way for the new runway will also be entitled to 125% of the un-blighted market value of their property, in addition to the stamp duty, legal and reasonable moving costs of relocating. This offer would become live after any planning consent has been granted, and Heathrow has decided to proceed with construction.

The same terms will be extended to homeowners in a wider voluntary purchase zone covering the Heathrow villages whose properties do not need to be demolished, but who may decide they wish to move away from the expanded airport. This offer would apply once construction of the scheme begins and will remain open until one year after a new runway becomes operational.

Property owners are advised to visit Heathrow's website where more details of these options will be published.

## Community support

The NPS also sets out an expectation for a Community Compensation Fund, worth up to £50 million per year. The exact details of how this might be distributed would be confirmed during the planning process, but could include enhancements to local amenities such as parks or community buildings.

In addition, a Community Engagement Board has been established to forge a new relationship with local communities. In April 2018, Rachel Cerfontyne was appointed Chair. She has already made several visits to the villages closest to the airport, held meetings with local residents and MPs and welcomed a new member from the local villages to the board to represent the communities closest to the airport.

Heathrow Airport is already the highest single-site business rates payer in the UK and expansion is likely to increase that further. The Government will ensure that local people and businesses benefit from a business rate retention scheme.

## Air quality and carbon

The majority of local air quality issues around Heathrow stem from vehicle journeys in the local area rather than aircraft movements.

In July 2017 the Government published a new national Air Quality Plan and carried out further analysis to assess its impact, and to take into account updated aviation demand forecasts.

This demonstrated that the proposed expansion could be delivered without impacting on the UK's compliance with air quality limits, even before taking into account any additional measures from the operator to address emissions such as making greater use of electric vehicles, car sharing schemes and improvements to public transport.

The Government has been quite clear that development consent would only be granted if it is satisfied that, with mitigations, such as an emissions-based access charge to the airport, the scheme will be compliant with air quality obligations.

In addition, government analysis also provides further support for the Airport Commission's assessment that the Heathrow Northwest Runway scheme could be delivered within the UK's climate change obligations.

The ongoing development of policy relating to carbon emissions from international aviation will be driven forward during the development of the new Aviation Strategy.

## Holding Heathrow Airport Limited to its promises

Community and environmental mitigations required by the Airports NPS would not be optional. As an integral part of any planning approval being given, mitigations in the NPS would be imposed on the airport as legally enforceable Planning Requirements and Planning Obligations.

A breach of any Planning Requirement would be a criminal offence, and there are wide-ranging powers for the relevant planning authority to investigate and intervene should this occur. This includes criminal proceedings, fines or even court injunctions that limit the airport's operations in order to stop or restrain a breach.

# Part 5 – The Planning Process and Next Steps

## The role of the NPS process and designation

An NPS is designed to set out the policies against which planning applications for nationally important projects should be examined. This means the broad policy arguments can be settled and agreed, paving the way for more detailed scrutiny of proposals as part of the development consent process. This process has been used for other major schemes such as the new nuclear power station at Hinkley Point and the Thames Tideway sewer project.

In the case of the Airports NPS, this sets out the case for expansion, the reasons why the government believes the Heathrow Northwest Runway scheme is the right option and – critically – the compensation and mitigation measures the government expects to see as part of Heathrow's application for development consent.

Once the Airports NPS has been laid in Parliament, it is expected that it will be debated and voted on in the House of Commons. If the vote is in favour of the NPS, it can then be designated by the Transport Secretary and becomes established policy.

This would enable the scheme to move to the development consent stage, during which more detailed decisions on things such as precise scheme design, the exact timing of a night-flight ban or specific airspace changes will be made. This would include further consultation with local residents and stakeholders.

## Scheme costs

This is a privately-funded proposal and Heathrow will meet the costs of delivering their scheme. However the government has also been clear that the charges airlines pay to use the airport should remain as close as possible to current levels.

To ensure the scheme is delivered with consumers' interests at its heart, the Transport Secretary appointed the Civil Aviation Authority (CAA), as the independent regulator, to oversee and report on engagement between Heathrow and its airlines on the scope, design and cost of the scheme.

As a result of this process, Heathrow has already identified potential savings of up to £2.5bn off its original scheme design.

On 24 May this year, the Transport Secretary announced that the CAA will continue to oversee the engagement between Heathrow, airlines and consumers. This will focus on working towards the Transport Secretary's ambition to keep landing charges close to 2016 levels, putting the consumer at the forefront of expansion plans and achieving value for money.

Heathrow has also announced a search for commercial development partners to help it deliver value for money. Government welcomes this new initiative, albeit this process must not cause undue delay to the scheme.

## Next steps on surface access schemes

Access to Heathrow is set to improve as a result of a number of wider transport schemes that were being planned irrespective of expansion. The Crossrail project (the Elizabeth Line) is nearing completion, and will increase the number of trains going to and from the airport and connect it directly with central London and beyond. TfL took responsibility for operating the services from Paddington to Heathrow in May this year, and from December 2019 six trains per hour will run to and from Heathrow on the Elizabeth Line.

Network Rail is currently consulting on its plans for a Western Rail Link to Heathrow, which will enable quicker, easier journeys to Heathrow from the West of England and Wales via Reading. In addition, the government and Network Rail are already engaging with private investors, construction experts and others to seek innovative ideas for the funding and delivery of a southern rail link to the airport.

Construction of HS2 will begin soon and the interchange at Old Oak Common will provide an easy connection with Heathrow and reduce journey times to places like Birmingham, Manchester, Leeds, Nottingham and Derby.

Heathrow will soon be developing its surface access strategy, which will set out how it proposes to meet targets for how people travel to the airport, how the impacts of expansion on the surrounding transport network will be mitigated and what further measures and improvements are needed to support it.

## Heathrow's next steps

If Parliament votes in favour of the NPS, it will then be for the promoter of the scheme to take it forward.

There has been some debate among stakeholders over who should deliver expansion in order to achieve savings, however the Transport Secretary has been clear that he considers that Heathrow Airports Ltd is currently the only credible promoter who could deliver this transformational scheme in its entirety.

Heathrow plans to develop its 'masterplan' following consideration of responses from its initial expansion consultation, which will include developing the detail behind its surface access strategy.

The masterplan will then be consulted on as part of Heathrow's second, statutory consultation, which is currently scheduled for 2019. This consultation will give people the chance to have their say on the necessary airspace changes associated with expansion.

Heathrow is then expected to submit a development consent (planning) application in winter 2019/20, with a decision on whether to approve it taken the following year. If approval is granted, construction would begin soon after, with Heathrow expecting the new runway to be operational by 2026.

## Airspace change process

The construction of a new runway will naturally involve changes to the way airspace is managed around Heathrow. The airport has already consulted on the principles it will follow when considering the necessary changes to its airspace, and the details of any new flight paths will be subject to further consultation with the local community.

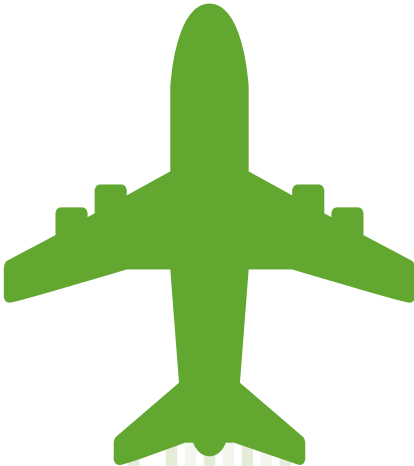
The proposals to change airspace will follow the CAA's airspace change process. The CAA introduced a new and more rigorous process from 2 January 2018, with a greater emphasis on communities and industry working together to manage the noise impacts of aviation. This included a new requirement for airports to consult on multiple different flight path options.

More generally, the Government is developing a new strategy for aviation which will look at how we achieve the significant challenge of modernising our congested airspace, using innovative technology to deliver cleaner, quieter and quicker journeys for the benefits of passengers and communities. This is necessary because the UK's airspace has remained largely unchanged for around 50 years, and without modernisation air traffic delays could rise to 30 minutes for 1 flight in every 3 by 2030.

As part of this modernisation, the Government expects that multiple airports across the South of the UK, as well as NATS, will bring forward airspace changes in the coming years. Airspace changes at Heathrow will be linked to other airports' airspace changes in the wider airspace modernisation programme and airports will therefore need to work closely together to coordinate their changes.



# Next steps



**Before summer recess 2018**  
The NPS will be debated and voted on in the House of Commons. If the vote is in favour, the Transport Secretary can designate it.

**2018-2019**  
Heathrow finalises its masterplan based on responses to its consultation held in January 2018.  
  
Heathrow public consultation on its masterplan. Will include more details on airspace change process.

**Winter 2019/20**  
Heathrow submit Development Consent Order (DCO) application to the Planning Inspectorate.

**2021**  
Anticipated timing for decision on Heathrow's DCO application.

**2021**  
If application approved, Heathrow's property compensation scheme becomes live and construction of the new runway begins.

**2021-22**  
Heathrow consults on airspace change proposal and applies for consent.

**2026**  
Potential introduction of western rail access to the airport. First phase of HS2 opens, offering quick connections via Old Oak Common.

**2026 - late 2020s**  
Assuming the planning and construction process runs in line with the timetable set out by Heathrow, the new runway could be operational by 2026 - late 2020s