

APPENDIX 2 - Safeguarding Land at Gatwick Airport for a New Runway and Preparation of Airport Masterplans – An Overview of Relevant Policy, Guidance and Documents

Document	Notes, Comments and Document Reference
<p>1979 – British Airports Authority (“BAA”) Section 52 agreement with West Sussex County Council regarding the provision of additional runway capacity</p>	<p>Part 1 (a), (b) and (c) of the agreement made under Section 52 Town and Country Planning Act 1971 dated 13th August 1979 prevented the commencement of construction of a second runway at Gatwick before 2019.</p> <p>Subsequent planning agreements between Gatwick Airport, West Sussex County Council and Crawley Borough Council have been entered into pursuant to Section 106 of the Town and Country Planning Act 1990 in 2001, 2008 and 2015 but none included any restriction on the development of additional runways.</p>
<p>2003 Air Transport White Paper (ATWP)</p> <p><i>See extracts provided below</i></p> <p><i>Examination Library Reference Number EGSM/GA/01</i></p>	<p>The ATWP followed the completion of 4 years of national studies, led by the Department for Transport, which culminated in decisions about the expansion of airport capacity across the UK. The ATWP set out the need for two additional runways in the South-East over the period to 2030.</p> <p>The Government recognised the strong case for a wide spaced runway at Gatwick, and given the uncertainty about whether the Heathrow runway option could be brought forward in the timeframe identified, it required that land should be safeguarded for a wide spaced runway and associated facilities at Gatwick for development after 2019 in the event that it became clear that the conditions necessary to support Heathrow could not be met (Page 111).</p> <p>The ATWP included an indicative plan of the land that may need to be safeguarded for the second runway at Gatwick. Paragraph 11.81 of the ATWP stated that the Government looked to the airport operator to take steps to safeguard the land needed for the wide-spaced option at Gatwick.</p> <p>The White Paper accepts that action should not be taken to overturn the 1979 agreement between West Sussex County Council and the then British Airport Authority preventing construction of a second runway at Gatwick before 2019 (page 14).</p> <p>Paragraphs 12.7 and 12.8 state that airport operators are recommended to maintain a master plan document detailing development proposals. An airport master plan does not have development plan status, but the level of detail contained within it is essential to inform the content of the Local Development Framework. We will expect airport operators to produce master plans or, where appropriate, to update existing master plans to take account of the conclusions on future development set out in this White Paper.</p>

<p>2004 DfT Guidance on the Preparation of Airport Masterplans</p> <p><i>See extracts provided below</i></p>	<p>Paragraph 7 states that the purpose of airport master plans is to provide a mechanism for airport operators to explain how they propose to take forward airport-specific proposals and that they are designed to help inform the regional and local planning processes and facilitate engagement with a wide range of stakeholders.</p> <p>Paragraph 8 states that master plans will not have any statutory basis unless they are subject to the relevant plan-making provisions in the Planning and Compulsory Purchase Act 2004. It reinforces that Government envisages that a master plan should provide a clear statement of intent on the part of an airport operator that will enable future development of the airport to be given due consideration in local and regional planning processes.</p> <p>Paragraph 9 states that it will normally be for airport operators to take the lead in preparing a master plan, and to describe how they expect their airport to develop over time. If, however, a master plan is to be fully integrated into a Local Development Framework, the airport operator should work closely with the local planning authority from an early stage, as the latter body will need to take ownership of the process and take it through the appropriate local plan stages.</p>
<p>2006 – Interim Gatwick Masterplan</p>	<p>BAA undertook more detailed studies, as part of the preparation of its Gatwick 2006 Interim Master Plan, to refine the boundary of the land that would be safeguarded.</p> <p>Drawings 7 and 8 of the Interim Masterplan show the land to be safeguarded. It reflects a runway separation distance of 1,035m from the existing runway, which is the minimum separation needed for independent mixed mode operations, together with the need to provide for the range of facilities that would be needed to support the operations of an expanded airport, including a third terminal and associated facilities between the existing and new full length 2nd runway to the south.</p> <p>The area of safeguarded land was subsequently adopted in the 2008 Crawley Core Strategy (and referred to in Policy G2) and in the 2015 Crawley Local Plan (and referred to in Policy GAT2).</p>
<p>2008 – Crawley Core Strategy (October 2008 Revision) – Policy G2</p>	<p>Policy G2 states that the Proposals Map identifies land which will be safeguarded from development which would be incompatible with expansion of the airport to accommodate the construction of an additional wide-spaced runway (if required by national policy). The area of safeguarded land was informed by the 2006 Interim Gatwick Masterplan.</p>
<p>2012 Gatwick Airport Masterplan</p>	<p>This document included plans showing land that is safeguarded for a new southern runway. Paragraph 9.16 of the 2015 Crawley Local Plan states that the land shown as safeguarded for a second runway on the Local Plan Map reflects that shown in the 2012 Gatwick Airport Master Plan, which is based on the need to cater for a wide spaced parallel runway as required by the 2003 Aviation White Paper.</p>

<p>2013 – Aviation Policy Framework</p> <p><i>See extracts provided below</i></p> <p><i>Examination Library Reference Number</i> <i>EGSM/GA/02</i></p>	<p>Paragraph 5.9 states that land outside existing airports that may be required for airport development in the future needs to be protected against incompatible development until the Government has established any relevant policies and proposals in response to the findings of the Airports Commission, which is due to report in summer 2015.</p> <p>Annex B – Section B.1 states that airport masterplans should address safeguarding and land/property take. Section B.5 states that perhaps one of the most important issues master plans should seek to address is what the long-term land requirements are for future airport development and whether this requires changes to airport boundaries.</p>
<p>2013 – Airports Commission Interim Report</p>	<p>The Airports Commission concluded that there was a clear case for one net additional runway in London and the South East, to come into operation by 2030. The option of a second full length, wide spaced, runway at Gatwick was one of three options shortlisted for detailed study by the Airports Commission (alongside two different options for an additional runway at Heathrow) (Paragraph 42).</p>
<p>2015 – Airports Commission Final Report</p>	<p>Whilst the Airports Commission finally recommended in favour of the North West Runway option at Heathrow, the option put forward by Gatwick Airport Limited was regarded to be a credible option for expansion, capable of delivering valuable enhancements to the UK’s aviation capacity and connectivity (Executive Summary, Page 9).</p>
<p>2015 - Letter from Sir Howard Davies (Chair of the Airports Commission) to Gatwick Airport Chairman Sir Roy McNulty</p>	<p>Letter dated 1st July 2015 following the Airports Commission Final Report publication which states that the Airports Commission found the Gatwick scheme as plausible, financeable and deliverable. We recognise the quality (and indeed quantity) of effort which went into the submission.</p>
<p>2015 Crawley Local Plan – Policy GAT2</p> <p><i>Examination Library Reference Number</i> <i>CBLP/02</i></p>	<p>Policy GAT2 (Safeguarded Land) (Safeguarding for a Second Runway) - the Local Plan Map identifies land which will be safeguarded from development which would be incompatible with expansion of the airport to accommodate the construction of an additional wide spaced runway (if required by national policy) together with a commensurate increase in facilities that contribute to the safe and efficient operation of the expanded airport.</p> <p>Paragraph 9.16 of the 2015 Crawley Local Plan states that the land shown as safeguarded for a second runway on the Local Plan Map reflects that shown in the 2012 Gatwick Airport Master Plan, which is based on the need to cater for a wide spaced parallel runway as required by the 2003 Aviation White Paper.</p>

	Paragraph 9.18 states Crawley BC's position that incompatible development within safeguarded land is regarded as development which would add constraints or increase the costs or complexity of the development or operation of an additional runway.
2017 – DfT, Beyond The Horizon – The Future of UK Aviation : A Call for Evidence on a New Strategy	Paragraph 7.10 states airports should set out their plans for new or upgraded transport access in an airport master plan and in a corresponding airport surface access strategy , which should be prepared in consultation with relevant interested parties.
2018 – DfT, Beyond the Horizon – The Future of UK Aviation : Next Steps towards an Aviation Strategy	This was a consultation document to assist preparation of a new Aviation Strategy that would, in due course, replace the Aviation Policy Framework. In Section 6 (Developing a Framework for Growth), paragraph 6.8 states that the Government in promoting the new Aviation Strategy will look to address what should constitute a framework for future sustainable growth at airports beyond 2030. Whilst not recommending a particular approach, paragraph 6.9 states that the Government will consider whether local planning and central government policies could be more aligned to safeguard long-term planning.
2018 - Beyond the Horizon – The Future of UK Aviation : Making Best Use of Existing Runways <i>Examination Library Reference Number EGSM/GA/04</i>	This document was issued by the Department for Transport to respond to the recommendation for other airports in the South East of England to make more intensive utilisation of their existing infrastructure following the government's decision for its preferred option for a new Northwest runway at Heathrow by 2030. It is silent on the issue of safeguarding land. However, it confirms applications to increase caps by 10mppa or more or deemed nationally significant would be considered as Nationally Significant Infrastructure Projects (NSIPs) under the Planning Act 2008 and as such would be considered on a case by case basis by the Secretary of State (para 1.27).
2018 – Airports National Policy Statement (ANPS)	The ANPS is still silent on the issue of safeguarding land at airports for future growth. The ANPS provides the primary basis for decision making on development consent applications for a Northwest Runway at Heathrow Airport, and will be an important and relevant consideration in respect of applications for new runway capacity and other airport infrastructure in London and the South East of England.
2018 – Aviation 2050 : The Future of UK Aviation : A Consultation <i>See extracts provided below</i>	Paragraph 3.66 recognises that several airports safeguard land for future development to enable growth. It states that the Government's position is that it is prudent to continue with a safeguarding policy to maintain a supply of land for future national requirements and to ensure that inappropriate developments do not hinder sustainable aviation growth.

<p><i>Examination Library Reference Number</i> EGSM/GA/03</p>	<p>The Government’s position is that the NPPF restates its commitment to “identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice” (2018 NPPF) and that the NPPF provides sufficient guidance for local authorities to consider the future needs of airports and their associated surface access requirements, when developing local plans.</p> <p>Paragraph 4.34 recognises that existing Government policy (contained in the APF 2013) states that airports are recommended to produce and keep updated master plans and airport surface access strategies.</p> <p>Paragraph 4.37 states that the Government is proposing a number of measures including updates to the 2013 Aviation Policy Framework Guidance to help airports in completing surface access strategies and master plans, by providing consistency in requirements and structures that align with future regional and national transport strategies.</p>
<p>2019 – Gatwick Airport Masterplan <i>Examination Library Reference Number</i> EGSM/GA/06</p>	<p>Gatwick Airport Limited consider that it is in the national interest for land to continue to be safeguarded to allow for a new runway to be constructed to the south of the airport, should future Government policy support this (Section 5.4 – paragraph 5.4.11). Plan 20 shows Gatwick’s additional runway scheme including road and river diversions, airfield and terminal developments and supporting infrastructure such as car parking.</p> <p>Paragraph 5.4.11 states that continuing the land safeguarding strategy will preserve the option of building an additional runway in the future to meet the future airport capacity gap that the Government’s forecasts indicate will occur even with a third runway constructed at Heathrow.</p> <p>Paragraph 5.4.12 states that the area of land currently safeguarded for the additional runway was based on a much earlier scheme developed by the previous airport owners, BAA. This safeguarded area is illustrated in orange hatching on Plan 21. In developing our proposals for the Airports Commission, we sought to contain the development within this boundary wherever possible. However, to meet operational requirements, we found it necessary to make some adjustments to this boundary. The revised safeguarding boundary for the additional runway is also shown outlined in blue in Plan 21 (area within the blue line). We recommend that the area safeguarded for the additional runway by the Local Planning Authorities, is modified to conform to this latest boundary (as outlined in blue).</p> <p>Paragraph 5.4.13 states that should Crawley Borough Council adopt our definition of the current airport boundary contained in the master plan (see Chapter 2), it would also be necessary to adjust the safeguarded land area so that it abuts the revised airport boundary.</p>
<p>2022 – Flightpath to the Future</p>	<p>The Government recently published its Aviation Strategy for the UK “Flightpath to the Future” (May 2022). This strategy does not state that safeguarding land at Gatwick Airport is no longer required.</p>

<p>2022 – Section 106 Agreement between Gatwick Airport Limited and Crawley BC</p> <p><i>Examination Library Reference Number EGSM/GA/05</i></p>	<p>There is nothing in the document that prevents bringing forward a second runway at Gatwick.</p>
<p>2023 National Planning Policy Framework (NPPF)</p>	<p>Paragraph 106(c) states that planning policies should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development.</p> <p>Paragraph 106(e) states that planning policies should provide for any large scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy. In doing so they should take into account whether such development is likely to be a nationally significant infrastructure project and any relevant national policy statements.</p>

The latest information on the government's aviation and airports policy is available on GOV.UK.

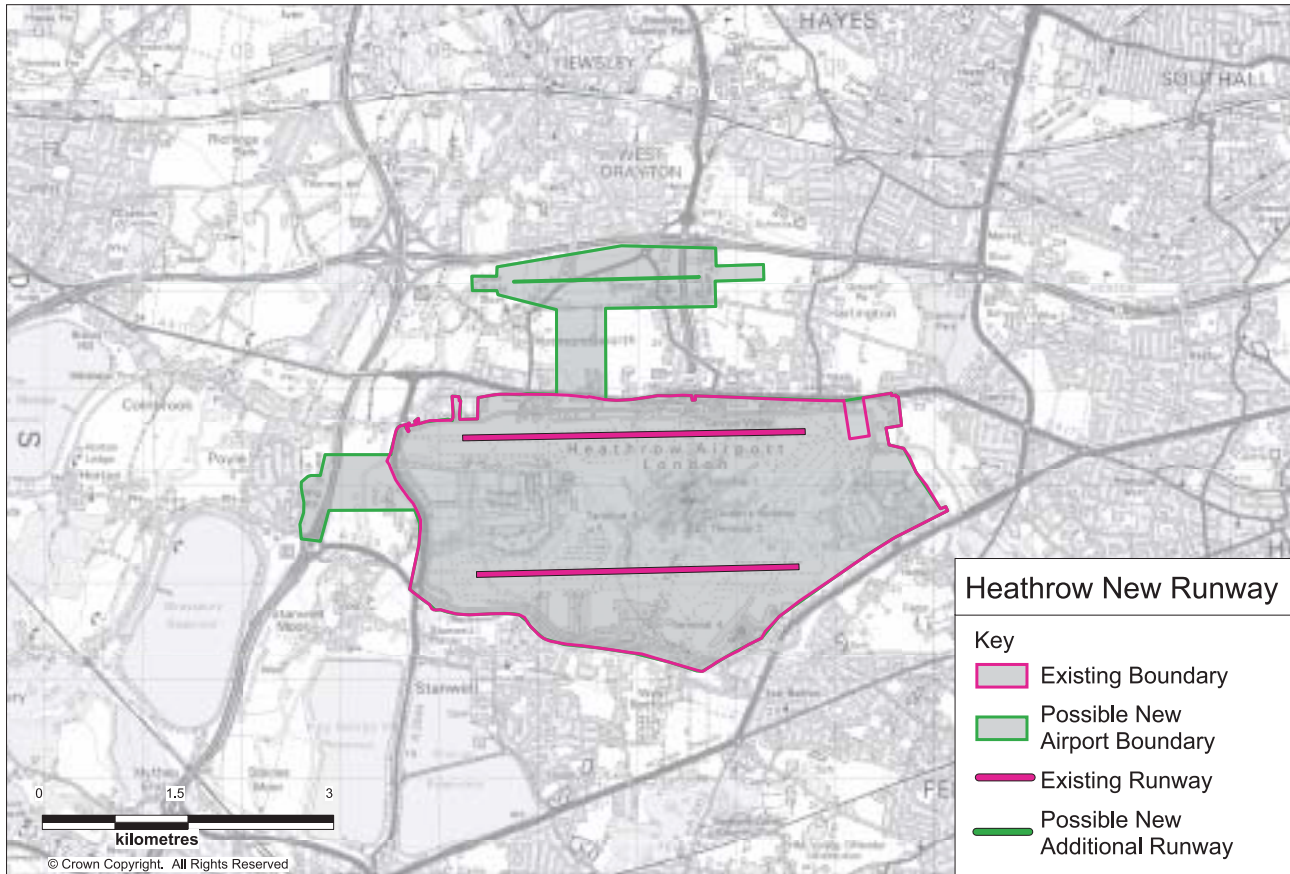
The Future of Air Transport



11.11 In summary, our principal conclusions about new runway capacity in the South East are:

- we support making best use of the existing runway at Stansted and development to its full use of a single runway at Luton;
- we support the provision of two new runways in the South East in the thirty year period to 2030;
- we do not believe that there is a strong case for attempting to create a second hub airport in the South East;
- we support development as soon as possible (we expect around 2011/2012) of a wide-spaced second runway at Stansted, with strict environmental controls, as the first new runway to be built in the South East;
- we support development of Heathrow provided that stringent environmental limits can be met, including a new runway as soon as possible after the new runway at Stansted (our assessment is that there is a substantially better chance that the limits could be met in the 2015-2020 period);
- we propose an urgent programme of work and consultation to find solutions to the key environmental issues at Heathrow and to consider how we can make best use of the existing airport;
- we have concluded that we should not take action to overturn the 1979 planning agreement that prevented construction of a second runway at Gatwick before 2019;
- we believe that there is a strong case on its merits for a wide-spaced second runway at Gatwick after 2019 and that land should be safeguarded for such a runway, in case it becomes clear in due course that the conditions that we wish to attach to our support for the construction of a third Heathrow runway cannot be met;
- the policies set out above provide for the two new runways which are needed; we do not, therefore, support development of two or three additional runways at Stansted, or development of two new runways at Gatwick;
- we do not support the option of a new airport at Cliffe, or any of the proposals for alternative locations put forward during the consultation;
- we support, in principle, development of smaller airports in the South East to meet local demand subject to relevant environmental considerations; and
- we do not support development of Alconbury for passenger or freight services, but we recognise the potential for relocation there of aircraft maintenance operations from Cambridge Airport.

It must be stressed that this map is only indicative, pending detailed design work and the submission of a planning application by the operator. The map should not therefore be taken to be a formal safeguarding map.



Gatwick Airport

- 11.69** There are three principal issues to consider in respect of Gatwick: first, whether the Government should seek to overturn the 1979 agreement between West Sussex County Council and the British Airports Authority (now BAA plc) which prevented construction of a second runway at Gatwick airport before 2019; second, whether (in either case) to support or retain options for one or more runways to be built at Gatwick; and third, if so, which option to provide for.
- 11.70** On the first issue, the Government's position on the 1979 agreement remains that it is highly undesirable as a matter of policy and principle to seek to overturn that agreement because (1) people should be able to continue to rely on agreements of this kind; (2) to overturn it would seriously undermine efforts to create greater certainty, thus creating unnecessary blight and anxiety and (3) it remains the case that West Sussex County Council and others are opposed to the overturning of it. All of these reasons are elaborated in the judgement in November 2002 in the case brought by Medway and others. We considered that it would be appropriate to seek to overturn the agreement only if there was demonstrably no alternative way forward.

11.71 The Government has considered this issue, taking account of all the factors relevant to Gatwick and the agreement, and in the light of responses to the consultation. We believe that there clearly is an alternative way forward. We have concluded that the case for a runway at Gatwick is not as strong as for the options at Stansted and (subject to meeting the critical conditions) Heathrow. We have therefore concluded that we should not take action to overturn the 1979 agreement.

11.72 Taking the second and third issues together, the second edition of the consultation document set out two options for a new runway at Gatwick: a close parallel or a wide-spaced runway. The close parallel runway would provide additional capacity of about 20mppa, the wide-spaced option about 40mppa (taking the airport to a total of about 62mppa and 83mppa respectively).

11.73 Forecasts show that additional capacity at Gatwick would be very attractive to travellers. The option for a wide-spaced runway at Gatwick would generate around double the economic benefits of the close parallel option.¹⁰

11.74 The close parallel option would increase the number of people within the 57dBA noise contour in 2030 by around 3,000, and the wide space option by around 15,000. We therefore believe that any development of a second runway at Gatwick would need to be subject to stringent limits on the area affected by aircraft noise, with the objective of incentivising airlines to introduce the quietest suitable aircraft as quickly as is reasonably practicable. The limits should look at least ten years ahead, and would need to be reviewed at intervals to take account of emerging developments in aircraft noise performance.

11.75 The Government's further analysis of local air quality, described in the section on Heathrow airport, considered the impacts in 2030 of the two options for one new runway at Gatwick if they were to come into operation in the early 2020s. Our analysis shows that, on the basis of a realistic range of mitigation measures similar to those that might be applied at



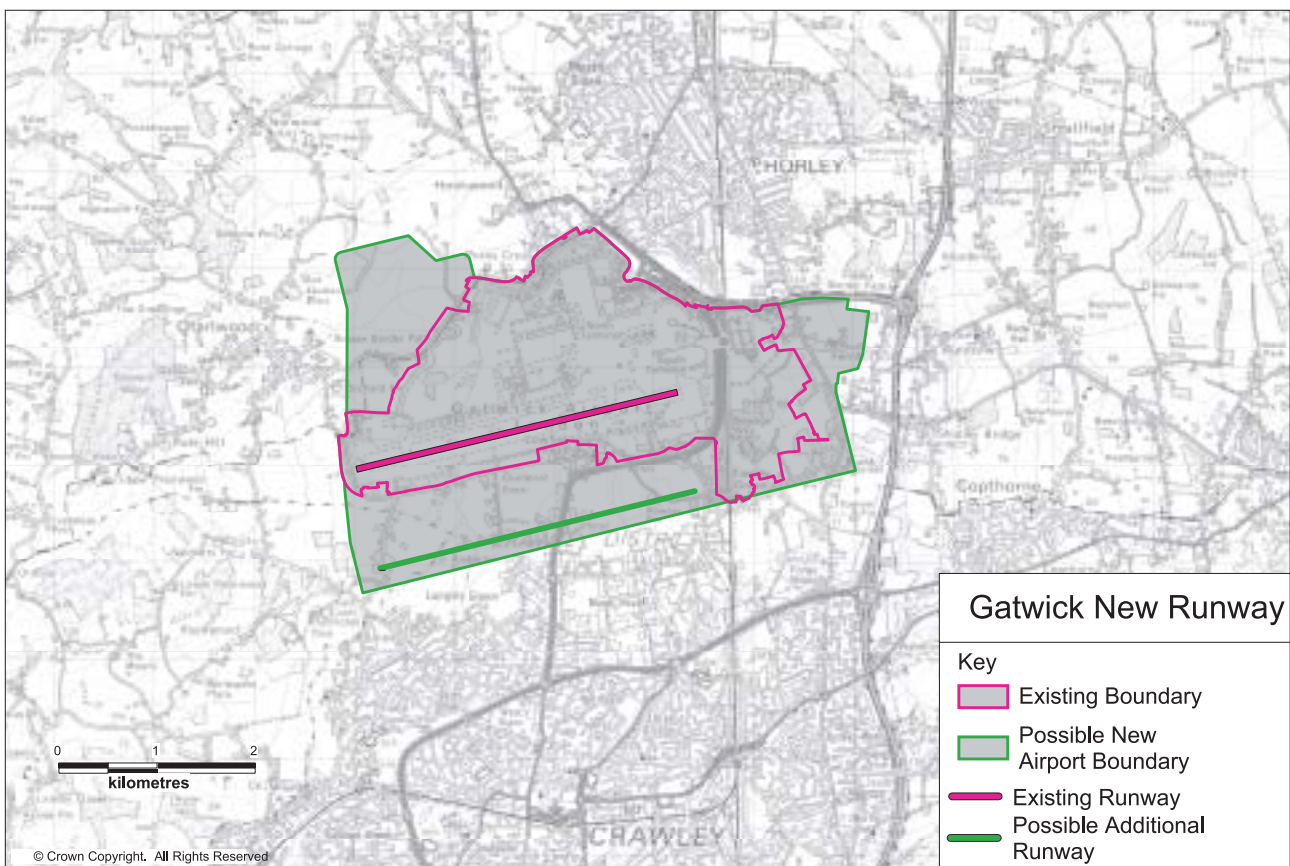
¹⁰ Estimates suggest £4.4 billion for the wide-spaced option, and about £2 billion for the close parallel option.

Heathrow, around 50 people might be exposed to concentrations of NO₂ that would exceed EU limits with the close parallel option, and around 230 people with the wide-spaced option. We believe that appropriate action by the airport operator and the aviation industry could ensure that concentrations of all relevant pollutants could be kept within legal limits.

- 11.76** Seven Grade II or Grade II* listed buildings would be lost with a close parallel runway, and seventeen with the wide-spaced Gatwick option. 50 residential properties would be lost as a result of the close parallel option, compared to more than 300 with the wide-spaced option (although the airport operator has suggested that there might be no need to take land in Povey Cross and Hookwood, which might in fact mean that less than 200 properties would be lost).
- 11.77** Gatwick is in Green Belt and that will have implications for its further development (see **Green Belt** in Chapter 12).
- 11.78** The airport operator expressed the view in their response that the close parallel option put forward in the consultation might not be capable of delivering the additional capacity that had been assumed. The Civil Aviation Authority expressed similar views. We are not able to reach a concluded view on the merits of any of the alternative options put forward by the airport operator, but we recognise that further work on this issue would be needed before a viable proposal for a new close parallel runway could be delivered.
- 11.79** On balance, we believe that there is a stronger case for the wide-spaced runway option (after 2019) at Gatwick.
- 11.80** As explained above, we cannot be certain at this stage when, or whether, the conditions attached to development of a third runway at Heathrow might be met, particularly in relation to air quality. We are also mindful of the uncertainties surrounding longer-term demand forecasts described in Chapter 2. The Government believes that it is sensible for the time being to retain and provide for a suitable alternative option, should this prove necessary. Taking all relevant factors into account, including the strong economic case for additional capacity at Gatwick, we therefore propose to keep open the option for a wide-spaced runway at Gatwick after 2019.
- 11.81** We look to the airport operator to take steps to safeguard the land needed for the wide-spaced option at Gatwick. The map below reproduces that shown in the consultation document, except that the indicative airport boundary to the north of the airport has been redrawn to avoid Hookwood and Povey Cross, in line with the suggestion by the airport operator.
- 11.82** The airport operator will need to put in place a scheme to address the problem of generalised blight resulting from the runway proposal (see paragraphs 12.13 to 12.17).
- 11.83** A further option, for two new runways at Gatwick, was also considered. The option would generate higher economic benefits than all other two runway options, other

than the combination of Heathrow and Stansted. However, the Strategic Rail Authority and the Highways Agency have identified difficult road and rail access problems for this option. Over 400 properties would be lost. A further 8,000 people would live within the 57dBA noise contour with the addition of a second new runway – around 30,000 in total by 2030. There would need to be very extensive and intrusive earthworks to accommodate the northern runway. There was very little support for this option, and the Government too does not support it.

It must be stressed that this map is only indicative, pending detailed design work and the submission of a planning application by the operator. The map should not therefore be taken to be a formal safeguarding map.



London Luton Airport

11.84 Luton currently handles about seven million passengers per annum, and is growing steadily towards its current planning limit of 10mppa. Forecasts suggest that there would be sufficient demand to justify expansion of Luton to the full potential of a single runway – say about 30mppa and 240,000 ATMs – in the period up to 2030, even with two new runways at other South East airports.

11.85 Luton/Dunstable is identified in Regional Planning Guidance as a Priority Area for Economic Regeneration and, along with Bedford, is designated as a Growth Area in the Communities Plan. The continued expansion of Luton Airport has the potential to play a key role in delivering employment-led growth in this area.

- 12.6** We know there are concerns about the effect of windfarms close to airports, both civilian and military, on airport radar. This is sometimes difficult to reconcile with our aim to increase renewable energy, and we are working on this with industry and the research community.

Airport master plans

- 12.7** Airport operators are recommended to maintain a master plan document detailing development proposals. An airport master plan does not have development plan status, but the level of detail contained within it is essential to inform the content of the Local Development Framework.
- 12.8** We will expect airport operators to produce master plans or, where appropriate, to update existing master plans to take account of the conclusions on future development set out in this White Paper. The master plans should set out proposals for development of the airport to 2015 in some detail. They should include detailed proposals for surface access, environmental controls and mitigation and, where appropriate, measures to address blight. Indicative land use plans should be included for the period from 2016 to 2030.
- 12.9** Airport operators should begin this process immediately, with a view to the production of new or revised master plans as soon as possible, and preferably within the next twelve months. These should take account of the Regional Spatial Strategy (and the Regional Transport Strategy within it) and local transport plans in England, and their equivalent in Scotland, Wales and Northern Ireland. These documents should in turn take account of airport master plans when they are revised.

Green Belt

- 12.10** A number of major airports, including Heathrow, Manchester and Edinburgh, are situated in Green Belts, where there is a general presumption against inappropriate development. Such development should not be approved except in very special circumstances. In most cases, development at airports in the Green Belt which requires planning consent will be inappropriate development and very special circumstances to justify the development will not exist unless the harm by reason of inappropriateness and any other harm is clearly outweighed by other considerations. In other cases, such as Manchester, certain parts of an airport may be designated as a Major Developed Site in a development plan, thereby permitting a certain level of in-filling; while in a few cases, such as at Newcastle, the Green Belt boundary has been realigned, through changes to the development plan, to allow the airport to develop.
- 12.11** In England, planning policy on Green Belts is set out in Planning Policy Guidance Note 2 (PPG2). PPG2 will be revised in 2004 in the context of the reforms set out in the Planning Green Paper.

Guidance on the Preparation of Airport Master Plans



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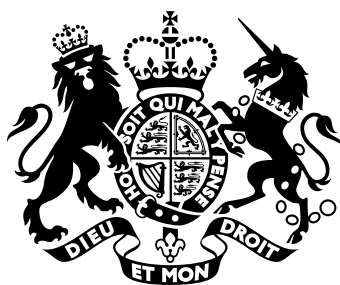
Llywodraeth Cynulliad Cymru
Welsh Assembly Government

6. The guidance has been published jointly with the Scottish Executive, the Welsh Assembly Government and the Department for Regional Development for Northern Ireland, and accordingly applies to airports in all parts of the United Kingdom.

The purpose of master plans

7. The Air Transport White Paper set out for the first time in nearly twenty years a comprehensive view of future airport requirements in the UK. This was provided in the context of a framework of broader policy, which seeks to balance airport growth against the need to minimise impacts on those who live nearby and on the natural environment. Master plans provide a mechanism for airport operators to explain how they propose to take forward this strategic framework in the form of airport-specific proposals, designed to help inform the regional and local planning processes and facilitate engagement with a wide range of stakeholders.
8. Master plans will not have any statutory basis unless they are subject to the relevant plan-making provisions in the Planning and Compulsory Purchase Act 2004². The absence of an approved master plan should therefore not be relied upon by local planning authorities as grounds for refusal to consider planning applications. But the Government envisages that a master plan should provide a clear statement of intent on the part of an airport operator that will enable future development of the airport to be given due consideration in local and regional planning processes.
9. It will normally be for airport operators to take the lead in preparing a master plan, and to describe how they expect their airport to develop over time. If, however, a master plan is to be fully integrated into a Local Development Framework, likely to be in the form of an Area Action Plan, the airport operator should work closely with the local planning authority from an early stage, as the latter body will need to take ownership of the process and take it through the appropriate stages set out in the 2004 Act.
10. The Government believes that the preparation of airport master plans will offer a range of wider potential benefits in addition to their value in informing the planning process:-
 - they will provide an indication of an airport operator's plans for infrastructure development in the light of the high-level strategic policy framework for each airport in the White Paper, and therefore bring greater clarity and certainty for all those affected or with an interest;
 - they will inform long-term resource planning for local and regional players, particularly in the preparation of strategies and local plans;
 - they will make a useful tool for communicating to a range of stakeholders, including airlines, funding institutions, local authority and other local interests, to allow them to make well informed investment decisions;
 - they will help airport operators to make clear at an early stage the key milestones of their development project such as the submission of a planning application, construction and opening;

2 In England and Wales.



Aviation Policy Framework

Presented to Parliament by the
Secretary of State for Transport
by Command of Her Majesty

March 2013

work, it is likely that the next step would be to draft and consult on a National Policy Statement for Airports. The Government has asked the Airports Commission to produce materials to support the Government in preparing a National Policy Statement to accelerate the resolution of any future planning application(s).

Planning policies

- 5.6** In preparing their local plans, local authorities are required to have regard to policies and advice issued by the Secretary of State. This includes the Aviation Policy Framework, to the extent it is relevant to a particular local authority area, along with other relevant planning policy and guidance. The Aviation Policy Framework may also be a material consideration in planning decisions depending on the circumstances of a particular application.
- 5.7** Paragraphs 3.19–3.22 in Chapter 3 explain how land-use planning and management is one of the elements of the ICAO balanced approach which should be explored when tackling noise problems at an airport.

Safeguarding

- 5.8** The National Planning Policy Framework (NPPF) makes clear that local planning authorities should ‘identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen choice’. This could apply to airport infrastructure.
- 5.9** Land outside existing airports that may be required for airport development in the future needs to be protected against incompatible development until the Government has established any relevant policies and proposals in response to the findings of the Airports Commission, which is due to report in summer 2015.
- 5.10** Airport operators to whom DfT Circular 01/2003 apply should maintain safeguarding maps to reflect potential proposals for future development of airports and ensure they are certified by the CAA.¹⁰³ This will ensure that the airport operator is consulted by the local planning authority over any planning applications which might conflict with safe operations at the airport, or nearby. The safeguarding map identifies areas by reference to the land height around the airport and its operational requirements, and describes the circumstances in which the local planning authority is required to consult the airport operator. The direction makes reference to the power of the Secretary of State to intervene where a local authority is minded to grant permission against the advice of the CAA.

¹⁰³ Safeguarding aerodromes, technical sites and military explosive storage areas: The Town and County Planning (Safeguarding aerodromes, technical sites and military explosive storage areas) Direction 2002

Annex B: Guidance on master plans, airport transport forums and airport surface access strategies

This Annex replaces existing guidance on the content of airport master plans, ATFs and ASASs.

Master plans

Suggested content

B.1 The Government recommends that the more ground covered in a master plan and the more extensive the consultation which has informed its preparation, the greater its value in informing future land use, transport and economic planning processes, and in supporting prospective planning applications. We would anticipate that, in the case of most airports, master plans will address the following ‘core’ areas:

- forecasts;
- infrastructure proposals;
- safeguarding and land/property take (please see paragraph B.5);
- impact on people and the natural environment; and
- proposals to minimise and mitigate impacts.

Forecasts

B.2 It would be helpful for airport operators to provide an introduction to the forecasts on which the master plan is based in the form of an up-to-date breakdown of current traffic (daytime and night-time, passenger, cargo and air transport movements). An explanation of this data in relation to historic trends and expected market developments would provide important context.

Infrastructure proposals

B.3 To help recipients of the master plan it would be helpful for airports to include information on existing airside and terminal infrastructure. It may also be helpful if airports were to include a statement of their adopted planning standards. These would include issues such as gate utilisation



HM Government

Aviation 2050

The future of UK aviation

A consultation



Single airline dominance at airports

3.60 One airline holding a significant market share at an airport creates opportunities for that airline to exercise market power through, for example, influencing airport decision making, blocking entry to other airlines or increasing air fares. Where a certain route is only available from one airport, this could lead to exploitation of market power. The government proposes to:

- **prioritise competition between airlines as part of reformed slot allocation processes, including allocation of new slots at an expanded Heathrow airport**

3.61 As it stands, the government does not have evidence that warrants government intervention beyond slot reform, although it believes there is a case for more frequent monitoring to ensure airline competition continues to work for the benefit of the consumer.

3.62 The CAA already has concurrent powers with the CMA for airport operation services, although not for airline services or competition between airlines. The government proposes that:

- **the CAA takes on an enhanced role in the monitoring of airline services and competition, giving it the scope to intervene in some way if problems arise in the future, even if there are no current concerns**

3.63 This could take the form of greater cooperation with the CMA on airline services without concurrent powers, with the option of implementing full concurrent powers if the situation worsened in the future.

3.64 Given the importance of slot allocation in facilitating competition between airlines, the government is also interested in a role for the CAA in slot allocation, either in advising the slot coordinator Airport Coordination Limited (ACL) of the competition impacts of allocation, or monitoring allocations as part of its current duties, or in a more formal role compatible with its current duties.

3.65 As the ACL has long held the expertise to perform the slot coordination function for UK airports, the government would put effective guidance in place to ensure that decisions were taken in line with government objectives for slot allocation, including the release of significant new capacity at constrained airports such as Heathrow.

Safeguarding of land for growth

3.66 Several airports safeguard land for future developments. The safeguarded land can be a mix of airport, council and private ownership, depending on the individual airport's circumstances. It is prudent to continue with a safeguarding policy to maintain a supply of land for future national requirements and to ensure that inappropriate developments do not hinder sustainable aviation growth. The National Planning Policy Framework (NPPF) has restated the government's commitment to "identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice".⁵⁴ The government believes that this provides

54 National Planning Policy Framework, July 2018

sufficient guidance for local authorities to consider the future needs of airports and their associated surface access requirements, when developing local plans.

Surface access

- 3.67 It is important to have good surface access links with airports. All proposed airport developments need to be accompanied by clear surface access proposals which demonstrate how the airport will ensure easy and reliable access for passengers, increase the use of public transport and minimise congestion, emissions and other local impacts.
- 3.68 Further details on surface access policies can be found in the Regional Transport Hubs section in Chapter 4.

Community engagement and sharing benefits from growth

- 3.69 Growth in aviation can benefit local communities. Airports create jobs for local residents, improve transport links and bring tourism and trade to the region. Airports should therefore create opportunities for communities to engage, particularly on issues which have the most direct impact on them such as road and rail access, airspace change and noise policy. All commercial airports and many larger General Aviation aerodromes are required to provide processes for consultation and engagement with those affected by their operations as well as users of the airport. In practice, this requirement is usually fulfilled through the existence of an airport consultative committee.
- 3.70 The government has produced guidance on how such committees should operate and it will continue to work closely with those committees to consider the scope for supplementary guidance. Communities should use those existing statutory mechanisms to engage with airports, noting that locally elected representatives sit on the committees. Representatives from residents' groups or amenity societies may also participate. In some cases, additional bespoke solutions tailored to the local circumstances may be needed to address noise management issues, such as those which have been created at Heathrow, Gatwick and Edinburgh airports. Such solutions may be particularly useful where there are major airspace changes under discussion and where local communities would benefit from help to understand the complex proposals. Local communities are encouraged to work with airports to discuss and develop such solutions where necessary.
- 3.71 In recognition of their impact on local communities and as a matter of good corporate social responsibility, a number of airports have community funds which exist to provide funding for local community projects. There is currently no national policy on such funds. In relation to the proposed Heathrow Northwest runway, the Airports NPS expects ongoing community compensation will be proportionate to environmental impacts.
- 3.72 The government believes all major airports should establish and maintain community funds, to invest sufficiently in these so that they are able to make a difference in the communities impacted and to raise the profile of these funds. The levels of investment should be proportionate to the growth at the airport. Community funds are complementary measures to ensure communities get a fair deal and do not substitute for noise reduction. The government proposes to:
- **produce guidance on minimum standards for community funds**