

Report to Partnership Meeting 5th October 2012

CONSULTATION

Department for Transport Consultation – Aviation Policy Framework

Purpose of Report

To introduce the Department for Transport Consultation Exercise launched in July 2012 entitled, “Draft Aviation Policy Framework” and to seek approval for a HITRANS response to be submitted to the consultation.

Aviation Policy Framework Consultation

The UK Government’s primary objective from their Aviation Policy Framework is to achieve long term economic growth. The aviation sector is a major contributor to, and enabler of, the economy and the Government state their intention to support its growth within a framework which maintains a balance between the benefits of aviation and its costs, particularly climate change and noise. Within this there is an emphasis on the impact on communities that live local to Airports.

The consultation document is the Government’s draft sustainable framework for UK aviation (referred to as the Aviation Policy Framework). It has been informed by the over 600 responses received to the 2011 scoping document, to which HITRANS submitted a response. It sets out the UK Government’s overall objectives for aviation, discusses how existing policies and additional policy options can achieve those objectives and seeks responses to specific policy questions. The documents states that this will be underpinned by two core principles:

- **Collaboration:** By working together with industry, regulators, experts, local communities and others at all levels: international, national and local. The Government believe they will be better able to identify workable solutions to challenges and share the benefits of aviation in a fairer way than in the past.
- **Transparency:** To facilitate improved collaboration, it is crucial to have clear and independent information and processes in place. Those involved in and affected by aviation need to have a clearer understanding of the facts and the confidence that proportionate action will be taken at the international, national or local level.

The final Aviation Policy Framework will be a high-level strategy that sets out overall objectives for aviation and the policies that will be adopted to achieve those objectives.

The main elements of the Aviation Policy Framework are detailed below.

Chapter 2:

Chapter 2 of the document summarises aviation’s benefits, particularly in helping to deliver connectivity. This recognises that the UK is an outward looking nation: an island economy that for centuries has owed its prosperity to the transport and trade routes linking it with the rest of

the world. With the increasing globalisation of our economy and society, the future of the UK will continue to be shaped by the effectiveness of its international transport networks.

In the short term, to around 2020, a key priority is to work with the aviation industry and other stakeholders to make much better use of existing runway capacity at all UK airports. Within this the document emphasises the need to ensure that airports are better integrated into our wider transport network. In the medium and long term beyond 2020 the UK Government acknowledge that there will be a capacity challenge at the biggest airports in the South East of England.

The document does not fully recognise that existing transport networks do not offer all UK, and the regions in particular, adequate international air hub capacity. The work recently completed by HITRANS on Air Access to London will be an important strand to how we must respond to the questions set out in the document and provide an evidence base for decision making.

Initially the Government indicated that they would explore the options for maintaining the UK's aviation world hub status, essentially through increased hub capacity in SE England, by means of a Call for Evidence on the means of maintaining the UK's international aviation connectivity with a focus on the medium and longer term and publish this, later this year once stakeholders have had a chance to consider this draft framework. This will not now happen and instead an independent commission has been established under the chairmanship of Sir Howard Davies. The question of new airport capacity in the South East of England will be remitted to the Davies Commission who will make recommendations on how to maintain and improve UK access to the world. This will push back the timescale of any decision on this issue to 2015 however the Commission will consider the evidence submitted to the current consultation and an interim report is due to be published by the Commission covering the short term potential, before the end of 2013.

Chapter 3:

Aviation's environmental impacts are both global (climate change) and local (primarily noise, as well as air pollution and congestion). Chapter 3 of the Draft Aviation Policy Framework considers aviation's climate change impacts. Within this there is recognition of the need to work closely with the European Union to ensure the success of the inclusion of aviation in the EU Emissions Trading System (ETS).

Chapter 4:

Chapter 4 covers noise and other local environmental impacts. The overall objective is to aim to limit and where possible reduce the number of people in the UK significantly affected by aircraft noise.

Chapter 5:

Chapter 5 focuses on the theme of working in partnership, particularly at a local level. It covers Airport Consultative Committees, airport master plans and Airport Transport Forums. The objective is to encourage the aviation industry and local stakeholders to strengthen and streamline the way in which they work together.

HITRANS Response to Consultation

The consultation will close on 31st October 2012. The consultation document is available to download from the Department for Transport website at <http://www.dft.gov.uk/consultations/dft-2012-35>

The Consultation questions are included as Appendix 1 to this report.

The consultation was included on the agenda of the HITRANS Aviation Advisory Group meeting held in mid September 2012 to inform the approach HITRANS should follow in responding to the consultation. It was agreed that there would be value in responses being submitted by a range of stakeholders in the Highlands and Islands including HITRANS reflecting their individual perspectives, and where possible the responses should be shared to establish a clearly focused and meaningful input is provided on the issues critical to the Highlands and Islands. HITRANS officers have already been in discussion with HIE and HIAL with a view to ensuring that the main thrust of our response aligns closely with our partners while accepting that each organisation will have its own focus in certain areas.

Recommendation

1. Members are asked to note the report.
2. The HITRANS Consultation Response will be circulated among Members and Advisors by 24th October to give 7 days for comments prior to the deadline for submission to the Department for Transport.
3. Members are asked to approve the submission of the HITRANS response to the consultation reflecting specific issues agreed by the Board at the Partnership Meeting, with the content to be finally approved and agreed under powers delegated to the Chair, Vice Chair and Partnership Director.

Risk	Impact	Comment
RTS delivery	√	The proposed response supports delivery of the RTS aviation horizontal theme and the outputs from the Review of Air Services in the Highlands and Islands by endeavouring to ensure UK Government aviation policy reflects the needs of the Highlands and Islands economy.
Policy	√	As above
Financial	-	
Equality	√	UK Aviation policy should ensure communities and individuals across the UK have equal opportunity to access services and employment.

Report by: Dave Duthie / Ranald Robertson
Designation: Partnership Director / Partnership Manager
Date: 21st September 2012

Appendix 1 – Consultation Questions

This Annex sets out the questions framing the consultation.

Chapter 2: The benefits of aviation

Connectivity:

- Do you agree with our analysis of the meaning and value of connectivity, set out in Chapter 2?

Fifth freedoms:

- Do you support the proposal to extend the UK's fifth freedom policy to Gatwick, Stansted and Luton? Please provide reasons if possible.
- Are there any other conditions that ought to be applied to any extension of the UK's fifth freedom policy to Gatwick, Stansted and Luton?

Airports outside the South East:

- Do you agree that the Government should offer bilateral partners unilateral open access to UK airports outside the South East on a case-by-case basis?

Any other comments:

- Do you have any other comments on the approach and evidence set out in Chapter 2?

Chapter 3: Climate change impacts

- Do you have any further ideas on how the Government could incentivise the aviation and aerospace sectors to improve the performance of aircraft with the aim of reducing emissions?

Any other comments:

- Do you have any other comments on the approach and evidence set out in Chapter 3?

Chapter 4: Noise and other local environmental impacts

- Do you agree that the Government should continue to designate the three largest London airports for noise management purposes? If not, please provide reasons.
- Do you agree with the Government's overall objective on aviation noise?
- Do you agree that the Government should retain the 57 dB LAeq,16h contour as the average level of daytime aircraft noise marking the approximate onset of significant community annoyance?
- Do you think that the Government should map noise exposure around the noise designated airports to a lower level than 57 dBA? If so, which level would be appropriate?

- Do you agree with the proposed principles to which the Government would have regard when setting a noise envelope at any new national hub airport or any other airport development which is a nationally significant infrastructure project?
- Do you agree that noise should be given particular weight when balanced against other environmental factors affecting communities living near airports?
- What factors should the Government consider when deciding how to balance the benefits of respite with other environmental benefits?
- Do you agree with the Government's proposals in paragraph 4.68 on noise limits, monitoring and penalties?
- In what circumstances would it be appropriate for the Government to direct noise designated airports to establish and maintain a penalty scheme?
- In what circumstances would it be appropriate for the Government to make an order requiring designated airports to maintain and operate noise monitors and produce noise measurement reports?
- How could differential landing fees be better utilised to improve the noise environment around airports, particularly at night?
- Do you think airport compensation schemes are reasonable and proportionate?
- Do you agree with the approach to the management of noise from general aviation and helicopters, in particular to the use of the section 5 power?
- What other measures might be considered that would improve the management of noise from these sources?
- Do you have any further ideas on how the Government could incentivise the aviation and aerospace sector to deliver quieter planes?
- Do you believe that the regime for the regulation of other local environmental impacts at airports is effective?
- Do you think that noise regulation should be integrated into a broader regulatory framework which tackles the local environmental impacts from airports?

Chapter 5: Working together

- Do you think Airport Consultative Committees should play a stronger role and if so, how could this be achieved?
- Is there a case for changing the list of airports currently designated to provide consultative facilities?
- Do you agree that the Civil Aviation Authority should have a role in providing independent oversight of airports' noise management?
- Do you agree with the Government's overall objective on working together?
- Is the high-level guidance provided in Annex E sufficient to allow airports to develop local solutions with local partners?
- Do you agree that master plans should incorporate airport surface access strategies?
- Do you agree that, where appropriate, the periods covered by master plans and noise action plans should be aligned?