

Britain's Transport Infrastructure
**Adding Capacity at Heathrow:
Decisions Following Consultation**

January 2009

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 web site in accordance with the W3C's Web Accessibility Initiative's criteria. 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
76 Marsham Street
London SW1P 4DR
Telephone 020 7944 8300
Web site www.dft.gov.uk

© Crown copyright, 2009.

Copyright in the typographical arrangement rests with the Crown.

This publication, excluding logos, may be reproduced free of charge in any format or medium for non-commercial research, private study or for internal circulation within an organisation. This is subject to it being reproduced accurately and not used in a misleading context. The material must be acknowledged as Crown copyright and the title of the publication specified.

For any other use of this material please apply for a Core Click-Use Licence at: www.opsi.gov.uk/click-use/index.htm, or by writing to the Licensing Division, Office of Public Sector Information, Information Policy Team, Kew, Richmond, Surrey TW9 4DU, or e-mail: licensing@opsi.gov.uk

To order further copies of this publication contact:

DfT Publications
Tel: 0300 123 1102
Fax: 0300 123 1103
E-mail: dftinf@capita.co.uk

This document is also available on the DfT website: www.dft.gov.uk

Cover photo acknowledgements

From left to right: Duncan Phillips/Alamy; Highways Agency; Birdlike Images Gregory Bajor/Alamy

Published by the Department for Transport



Printed in Great Britain on paper containing at least 75 recycled fibre.

ISBN: 978-1-906581-79-4

Contents

Purpose	5
Summary of Decisions	6
The Policy Context	7
<i>The Future of Air Transport White Paper</i>	7
Project for the Sustainable Development of Heathrow	8
<i>The Adding Capacity at Heathrow Airport Consultation</i>	8
Consultation Proposals – And Responses	10
A Third Runway and Additional Terminal Facilities	10
Mixed Mode	12
Other Operating Procedures	15
Additional Evidence	19
Impact Assessment	19
Equalities Impact Assessment	19
Decisions	21
A Third Runway and Additional Terminal Facilities	21
Mixed Mode	25
Other Operating Procedures	26
Annex A – The Evidence Base	28

Purpose

1. On 15 January 2009 the Secretary of State for Transport announced to Parliament his policy decisions on the future development of Heathrow airport, following the *Adding Capacity at Heathrow Airport* consultation which closed in February 2008 and the subsequent consultation on an *Equalities Impact Assessment* which closed in November 2008. The purpose of this document is to summarise those decisions and to identify the core evidence which the Secretary of State took into account.

Summary of Decisions

2. In summary, the Secretary of State –

- confirms policy support for adding a third runway at Heathrow with additional passenger terminal facilities and a slightly longer runway (2,200m operational length), but subject to an aggregate limit of 605,000 annual movements, which would be subject to review in 2020;
- does not support the introduction of mixed mode on the existing runways as an interim measure before a third runway;
- confirms his intention to end the ‘Cranford agreement’ (which currently limits easterly departures off the northern runway);
- confirms his view that the following operating practices should be retained and continued:
 - ‘westerly preference’ (the preferred direction of operation of the runways except in strong contrary winds);
 - ‘night-time rotation’ (the practice of alternating the use of the existing runways at night between westerly and easterly preference, subject to weather conditions);
 - ‘early morning alternation’ (the practice of alternating arriving aircraft between the two runways in the 0600 to 0700 period, subject to operational requirements).

The Policy Context

3. Heathrow airport plays a vital role in the economy of London, the South East, and the UK as a whole. Heathrow employs around 100,000 people directly and indirectly, and is part of a sector that employs over 200,000 people directly in the UK, contributing over £11 billion a year to the economy. As the UK's major hub airport, Heathrow should be able to support a wider range of direct flight destinations and frequencies than would be possible without transfer passengers. This brings benefits for business passengers, those visiting friends and relatives, as well as leisure passengers.
4. Heathrow has witnessed strong growth over recent decades, currently handling 68 million passengers and 477,000 flights a year compared to around 48 million passengers and 427,000 flights a year in 1996. In the absence of any increase in runway capacity, this growth has resulted in Heathrow's runways operating at around 99% capacity compared to its main European competitors which operate at around 75% capacity, leading to increased delays, lower resilience and fewer destinations served.

The Future of Air Transport White Paper

5. The challenges facing Heathrow informed just one part of the key policy conclusions of the 2003 *The Future of Air Transport White Paper* (ATWP). This was published following the largest transport consultation ever¹, attracting over 500,000 responses from the public, with 300,000 of these concerned with expansion issues in the South East, particularly at Heathrow. In addition to the main consultation document over 60 technical documents were published which examined a wide range of environmental, economic and social impacts of growth at South East airports.
6. After careful consideration of the consultation material and the responses to it, the Government identified a need for two new runways in the South East in the period to 2030, the first at Stansted and the second at Heathrow, but the latter only subject to strict local environmental conditions. These were:

¹ *The Future Development of Air Transport in the United Kingdom* series of regional consultation papers.

Consultation Proposals – and Responses

A Third Runway and Additional Terminal Facilities

The Consultation Document Position

14. The consultation document stated that³:

- ‘The Government acknowledges the case made by BAA in 2003 that a three runway airport should be supported by additional passenger terminal facilities, with road and rail connections. A new terminal would better serve the mix of airlines at Heathrow; without it, the use of a third runway would be significantly limited by the need for aircraft to taxi across the existing northern runway’.
- ‘The Government acknowledges the rationale for a slightly longer runway (2,200m operational length) than was proposed in 2002, both for operational reasons and to facilitate a balanced use of the airport, along with associated passenger terminal facilities’.
- ‘The Government believes that ... a third runway as described could be added at Heathrow by around 2020 and enable EU air quality limits for PM₁₀ and NO₂ to be met without the need for further mitigation measures’.
- ‘The Government believes that a third runway could be added at Heathrow and operate at maximum capacity in 2030 with around 702,000 ATMs (air transport movements) whilst complying with the noise test in the White Paper ... It would be for the airport operator to satisfy the planning authorities that the airport with a third runway would be managed in the 2020 – 2030 period so as to ensure that the noise limit is adhered to’.

The Evidence Base

15. The evidence from the Department’s analysis, as presented in the consultation document and supporting technical reports, can be summarised as follows:

- EU annual air quality limit values are currently being exceeded around Heathrow (and elsewhere in the UK). In 2002, for example, there were an estimated 7,336 residential properties above the annual limit value for NO₂. The position is improving, mainly due to tighter emissions standards on road vehicles, and

³ *Adding Capacity at Heathrow Airport* consultation document, p114 – 115

Decisions

A Third Runway and Additional Terminal Facilities

Policy Decisions

- Whether, in the light of all the available evidence, to agree that the conditions laid down in the ATWP have been satisfied in relation to the proposed third runway;
 - Whether to confirm support for adding a third runway (slightly longer than proposed in 2002) and with associated passenger terminal facilities, as set out in the consultation document; and
 - What further conditions, if any, should apply in respect of a future planning application by the airport operator.
- 51.** On the matter of a third runway, the consultation drew a number of repeated comments and criticisms which the Secretary of State considered carefully.
- 52.** Many opponents of expansion expressed doubts about the ability to meet the air quality limits but little detailed argument was produced to question the Department's technical assessment. Some suggested that more sensitivity tests should have been carried out. Further sensitivities have in practice been explored, some of them as a routine part of updating the Impact Assessment. It is in the nature of the exercise that the Department has relied on modelling and projections of emissions into the future, based on a series of assumptions regarded as realistic and representative. These assumptions would be tested further as part of any future planning application.
- 53.** The Secretary of State also noted that the Department's modelling had shown that, even on conservative assumptions, the progressive reduction in emissions under current and planned EU vehicle standards should ensure that the UK would be compliant around Heathrow by 2020. For example, no NO₂ exceedences were identified at residential properties in 2020 even if a third runway were operating fully at around 702,000 ATMs. In practice, however, it is expected that ATMs will need to be constrained to around 605,000 ATMs in order to ensure compliance with the noise contour test. On this basis, the Secretary of State is satisfied that the evidence presented in the consultation document and the assumptions on which it is based, remain sound. In addition, latest Euro standards for NO_x for new vehicles are significantly tighter than was assumed at the time of the consultation, further reducing any risk of exceedences.

Annex A – The Evidence Base

The following evidence helped to inform the above decisions on the future development of Heathrow airport:

- The Future of Air Transport White Paper, December 2003
- Air Transport White Paper Progress Report, DfT December 2006
- UK Air Passenger Demand and CO₂ Forecasts, DfT, November 2007
- UK Air Passenger Demand and CO₂ Forecasts, DfT January 2008
- Heathrow Impact Assessment (Annex B to the November 2007 consultation)
- Adding Capacity at Heathrow Airport Consultation, DfT, November 2007
- Adding Capacity at Heathrow Airport Consultation Responses
- Adding Capacity at Heathrow Airport: Report on Consultation Responses, Detica, December 2008
- Equalities Impact Assessment Screening Report, Scott Wilson, September 2008
- Equalities Impact Assessment Consultation, DfT & Scott Wilson, September 2008
- Equalities Impact Assessment Report, Scott Wilson, January 2009
- Equalities Impact Assessment Consultation Responses
- Monetisation of Air Quality Impacts for Future Heathrow Scenarios, AEA, November 2008
- Adding Capacity at Heathrow Airport R3 and Mixed Mode Costs, Scott Wilson, December 2008
- Adding Capacity at Heathrow 2008 Historic Environment Appraisal, Scott Wilson, October 2008

