

# APPRAISAL OF SUSTAINABILITY: AIRPORTS NPS SCOPING REPORT

MARCH 2016

# APPRAISAL OF SUSTAINABILITY: AIRPORTS NPS SCOPING REPORT

Department for Transport

**FINAL**

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## LIST OF ABBREVIATIONS

AC	The Airports Commission
AoS	Appraisal of Sustainability
Defra	Department for Environment Food & Rural Affairs
DfT	The Department for Transport
EC	European Council
EIA	Environmental Impact Assessment
HB	Hybrid Bill
HRA	Habitats Regulations Assessment
HS2	High Speed 2
IROPI	Imperative Reasons of Overriding Public Interest
NPS	National Policy Statement
NSIP	Nationally Significant Infrastructure Projects
PPP	Plans, Policies and Programmes
SA	Sustainability Appraisal
SEA	Strategic Environmental Assessment
ToR	Terms of Reference

## EXECUTIVE SUMMARY

The Department for Transport (DfT) is responsible for setting national aviation policy, working with airlines, airports, the Civil Aviation Authority (CAA) and NATS (the UK's National Air Traffic Service). Supporting the development of aviation and improving passenger experience is one of the DfT's priorities. The Airports Commission (AC) has undertaken an examination of the scale and timing of any necessary steps to maintain the UK's status as Europe's most important aviation hub.

In July 2015 the AC recommended their preferred option for addressing aviation capacity. In December 2015, the Government accepted the AC's case for airport expansion in the south-east, the shortlisted of options for expansion and that it would start preparing the building blocks for an Airports National Policy Statement. The DfT completed this Appraisal of Sustainability (AoS) Scoping Report following the announcement by the Government in December 2015.

The DfT have continued to work on environmental impacts and develop the best possible package of measures to mitigate the impacts on local people and the environment before deciding a preferred option.

The Scoping Report sets out the appraisal framework which will be used to test the alternatives as part of a full AoS to support a National Policy Statement (NPS).

**Please note that the Scoping Report is not intended to reflect any Government position on the location of additional airport capacity. At the launch of this consultation, no decision has been reached on where additional airport capacity will be located. Therefore, this consultation is without prejudice to the Government's ultimate decision on the location of additional airport capacity.**

It is expected that the government policy for Airports will set out the scale and timing of the requirement for additional capacity and will describe how the identified need for capacity should be met in the long term.

Appraisal of Sustainability (AoS) is a tool used to examine the likely social, economic and environmental effects of the policy. The AoS will need to comply with the European Council Directive 2001/42/EC on Strategic Environmental Assessment.

This scoping report describes the first stage in the AoS process. It comprises:

- a review of other relevant policies, plans and programmes (PPPs) to identify potential synergies as well as any inconsistencies and constraints with the proposed policy;
- baseline information and predicted future baseline plus the identification of sustainability issues;
- a sustainability appraisal framework which sets out the sustainability objectives to be used for appraisal;
- early identification of PPPs to assess for potential cumulative effects; and
- the next steps of the process including seeking views from the consultation bodies on the scope and level of detail in the AoS.

In particular, views on the following questions are sought from consultation of the statutory environmental bodies (SEBs) on this report:

- 1) Are the objectives and deliverables of the AoS clear?
- 2) Do you consider that all appropriate and relevant policies, plans, programmes (PPP's) have been identified (Appendix A)? Are there any other issues that have not been identified within the review of the PPP's in Chapter 3 that should be considered within the AoS?
- 3) Do you consider that all appropriate and relevant baseline information has been identified (Appendix B)? Are there any other issues that have not been identified within the review of the baseline data in Chapter 4 that should be considered within the AoS?

- 4) Do you agree with the proposed AoS Framework presented in Table 5.1 of the Scoping Report?
- 5) Do you have any views on the methodology (5.2) proposed for undertaking the AoS?
- 6) Are there any other PPPs that should be considered for cumulative effects (5.3)?
- 7) Is there anything else that needs to be taken into account in the AoS or are there any other comments on the Scoping Report?

Please send your full responses to this consultation to the Airport Capacity Programme Office by close of business on 12 April 2016 to:

**Email:** [Ac-Pmo@dft.gsi.gov.uk](mailto:Ac-Pmo@dft.gsi.gov.uk)

**By Post:** Statutory Environmental Body consultation  
Aviation Capacity Programme Office  
1/27, Great Minster House  
33 Horseferry Road,  
London, SW1P 4DR

If you have any questions regarding this consultation, please contact the Programme Office on 020 7944 2378.

## INTRODUCTION

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# 1 INTRODUCTION

## 1.1 INTRODUCTION

- 1.1.1 The Department for Transport (DfT) is responsible for setting national aviation policy, working with airlines, airports, the Civil Aviation Authority (CAA) and NATS (the UK's National Air Traffic Service). Supporting the development of aviation and improving passenger experience is one of the DfT's priorities<sup>1</sup>.
- 1.1.2 The Airports Commission (AC), chaired by Sir Howard Davies, was set up in November 2012 to undertake an independent examination of the scale and timing of any necessary steps to maintain the UK's status as Europe's most important aviation hub. They published their report on 1st July 2015.
- 1.1.3 In December 2015, the Government made several decisions relating to airport capacity. The Government accepted the case for new runway capacity in the South East, and decided that the Airports Commission's final shortlist of three schemes are the right ones to consider. The Government has also decided that its preferred route to establishing a framework for the consideration of planning matters is by using powers in the Planning Act 2008 and therefore, will prepare an Airports National Policy Statement.
- 1.1.4 The DfT have continued to work on environmental impacts and develop the best possible package of measures to mitigate the impacts on local people and the environment before deciding a preferred option.
- 1.1.5 The DfT has prepared an Appraisal of Sustainability (AoS) Scoping Report to support the decision making process which proposes an appraisal framework against which options for additional aviation capacity will be assessed.
- 1.1.6 The Scoping Report will define the objectives within the appraisal framework to test the alternatives and undertake a full AoS in support of a National Policy Statement (NPS).
- 1.1.7 **Please note that the Scoping Report is not intended to reflect any Government position on the location of additional airport capacity. At the launch of this consultation, no decision has been reached on where additional airport capacity will be located. Therefore, this consultation is without prejudice to the Government's ultimate decision on the location of additional airport capacity.**
- 1.1.8 DfT has taken the view that whichever of the three schemes is preferred the other two schemes short-listed by the Airports Commission will need to be considered as reasonable alternatives. Therefore consultation can take place on scoping in advance of any decision on which scheme to prefer. As the AoS will need to look at all three schemes in any event, we are therefore seeking the views of SEBs on the scope of the AoS, including any alternatives.

## 1.2 BACKGROUND TO THE PROJECT

- 1.2.1 The ability to move people and goods across the globe in a matter of hours is fundamental to the global economy. Airports themselves can also make an important contribution to their local economies, being major employers in their own right and having the potential to attract companies whose business depends on air travel into their immediate proximity. Airports also contribute to

<sup>1</sup> Department for Transport, 2015. *Homepage: About us* [\[online\]](#). Accessed 8.2.2016

quality of life, enabling people to travel abroad for leisure, broaden their horizons, or visit friends and relatives.

- 1.2.2 The AC's Final Report<sup>2</sup> describes various negative environmental effects associated with aviation. Air travel makes a significant contribution to global greenhouse gas emissions and this relative contribution is set to grow as other industries take steps to decarbonise. Other environmental impacts are more local in scope. Aircraft noise can cause considerable annoyance to the communities it affects and there is a growing body of evidence regarding the impacts of aircraft noise on human health. Major new infrastructure developments can alter landscapes and affect natural habitats and cultural heritage. The challenge of getting passengers into and out of airports on the ground can also place stress on local transport networks, potentially leading to congestion and air quality issues, in addition to those from aircraft.
- 1.2.3 The AC undertook a detailed review of the UK's aviation capacity and connectivity requirements, which was informed by the principles of the Strategic Environment Assessment (SEA) Directive<sup>3</sup> and by a series of discussion papers<sup>4</sup> covering key thematic issues. This included considering how demand for air travel in the UK was likely to develop across a range of future scenarios.
- 1.2.4 The AC concluded that whilst London is well-connected its airports are either at or close to capacity. Future demand forecasts the London airport system will be full by 2040<sup>5</sup>.
- 1.2.5 The AC looked at accommodating this future demand through a variety of means, including measures to meet the UK's aviation capacity and connectivity needs without the provision of new runway infrastructure. These included measures to redistribute aviation demand to less congested airports and surface access investment to replace the need for air movements. The AC found that none of these options were effective in reducing the capacity shortfall and therefore without the provision of new infrastructure the London airport system is likely to be under very substantial pressure in 2030, and demand will significantly exceed total available capacity by 2050<sup>6</sup>.

## PHASE 1 – LONG LIST OF OPTIONS

- 1.2.6 The AC invited interested parties to submit proposals for long-term capacity options. The 52 submissions included options for building new airports, for expanding existing single runway airports into large multi-runway hubs, and for the incremental expansion of existing airports. Also included were the alternatives to aviation infrastructure described in 1.2.5 above.
- 1.2.7 A sifting exercise was undertaken using criteria including: the strategic fit of the option; its economic impacts; surface access requirements and impacts; impacts on the environment and people; cost; operational viability; and deliverability. Options were not taken forward for a number of reasons including safety, legality, or because it would not meet the need for capacity<sup>7</sup>.

## PHASE 2 – SHORT LIST OF OPTIONS

- 1.2.8 At the end of the first phase, the AC identified two existing airports as credible locations for an additional runway: Gatwick and Heathrow. At Gatwick, the AC committed to further consideration of a new runway to the south of the existing runway. At Heathrow, two alternative expansion

<sup>2</sup> Airports Commission, 2015. *Final Report* [\[online\]](#) pp 167 Accessed 8.2.2016

<sup>3</sup> Airports Commission, 2015. *Final Report* [\[online\]](#) Exec Summary Accessed 08.02.2016

<sup>4</sup> Airports Commission, 2015. *Airports Commission discussion papers* [\[online\]](#). Accessed 08.02.2016

<sup>5</sup> Airports Commission, 2015. *Final Report* [\[online\]](#) Paragraph 4.19 Accessed 08.02.2016

<sup>6</sup> Airports Commission, 2015. *Final Report* [\[online\]](#) pp 17 Accessed 08.02.2016

<sup>7</sup> Airports Commission, 2014. *Interim Report . Consultation Document* [\[online\]](#). Accessed 08.02.2016

proposals were carried forward: a new runway to the north west of the existing runways; and the extension of the current northern runway to create a runway of double length.

- 1.2.9 In addition to short-listing these three schemes, further research and analysis was undertaken of the feasibility and impacts of a new airport in the inner Thames Estuary. The Final Report indicates that it was concluded that such an airport would have substantial disadvantages that collectively outweigh its potential benefits.<sup>8</sup>
- 1.2.10 At the beginning of July the AC announced its recommendations for expanding aviation capacity and its assessment of the shortlisted options<sup>9</sup>.
- 1.2.11 It should be noted that this Scoping Report was prepared independently of previous work undertaken by the Airports Commission and ensures that options are appraised on an equal basis for the AoS.

### 1.3 THE PROPOSED POLICY: AVIATION CAPACITY

- 1.3.1 The NPS for Airports is expected to set out the scale and timing of the requirement for additional capacity to maintain the UK's position as Europe's most important aviation hub. It will set out how any identified need for additional capacity should be met in the long term. The basis of the proposed policy is set out in the Airport Commission's with Terms of Reference (ToR) issued by the Government in November 2012.<sup>10</sup>
- 1.3.2 The proposed policy is underpinned by the evidence in relation to the current position in the UK with regard to aviation demand and connectivity, forecasts for how these are likely to develop, and the expected future pattern of the UK's requirements for international and domestic connectivity.
- 1.3.3 This includes:
- the assessment of the options for meeting the UK's international connectivity needs, including their economic, social and environmental impact;
  - the optimum approach to meeting any needs; and
  - ensuring that the need is met as expeditiously as practicable within the required timescale.
- 1.3.4 The proposed policy seeks to ensure that strategic issues are considered prior to any future development application for major airports infrastructure.

### 1.4 THE APPRAISAL OF SUSTAINABILITY (AOS)

- 1.4.1 The Planning Act 2008 requires that an AoS must be carried out before an NPS can be designated. The main purpose of an AoS is to examine the likely social, economic and environmental effects of designating the NPS. If potential significant adverse effects are identified, the AoS recommends options for avoiding or mitigating such effects. In this way, the AoS helps inform the preparation of the NPS to promote sustainable development.
- 1.4.2 Sustainability Appraisals (SA) are a requirement of the Planning and Compulsory Purchase Act 2004 and Strategic Environmental Assessments (SEA) are required by European Directive 2001/42/EC (SEA Directive), which was transposed into UK law by the Environmental

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<sup>9</sup> Airports Commission, 2015. *Airports Commission: final report* [\[online\]](#). Accessed 08.02.2016

<sup>10</sup> Department for Transport, 2012. *Written statement to Parliament Membership and terms of reference of the Airports Commission* [\[online\]](#) Accessed 08.02.2016

Assessment Regulations for Plans and Programmes (2004). Central government guidance<sup>11</sup> has merged these processes to allow for a single joint appraisal to be carried out.

- 1.4.3 Therefore, the AoS of the NPS will incorporate an assessment in accordance with the requirements of the European Directive on SEA (the SEA Directive) which aims for a high level of environmental protection and to promote sustainable development. It applies to certain plans that are likely to have significant effects on the environment. The AoS will consider socio-economic effects in the same way as environmental effects are required to be assessed by the SEA Directive.
- 1.4.4 The approach to the AoS is modelled on the Government's guidance for preparing SEAs and SA, as there is no guidance yet on preparing an AoS. This is a staged approach and is set out in Section 2. In this document, the term AoS includes application of SEA and SA.

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<sup>11</sup> Department for Communities & Local Government, 2015. *Strategic environmental assessment and sustainability appraisal* [\[online\]](#). Accessed 08.02.2016

## METHODOLOGY AND APPROACH

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# 2 METHODOLOGY AND APPROACH

## 2.1 INTRODUCTION

2.1.1 This section of the report sets out the proposed approach to the AoS. This is consistent with the approach to Strategic Environmental Assessment (SEA) recommended by current UK best practice<sup>12</sup>.

## 2.2 AOS PROCESS

2.2.1 The AoS process is set out below. This scoping report comprises Stage A of the process and meets the following requirement of the SEA Directive for consultation on the scope of the AoS Report.

*“The authorities ... which, by reason of their specific environmental responsibilities, are likely to be concerned by the environmental effects of implementing plans and programmes ... shall be consulted when deciding on the scope and level of detail of the information which must be included in the environmental report” (Article 5.4 and 6.3).”*

2.2.2 Where an environmental assessment is required under the SEA Directive, specific information needs to be provided and this scoping report contains the information to meet certain requirements described in Annex I of the SEA Directive as set out below:

*“(a) an outline of the contents, main objectives of the plan or programme and relationship with other relevant plans and programmes;*

*(b) the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme;*

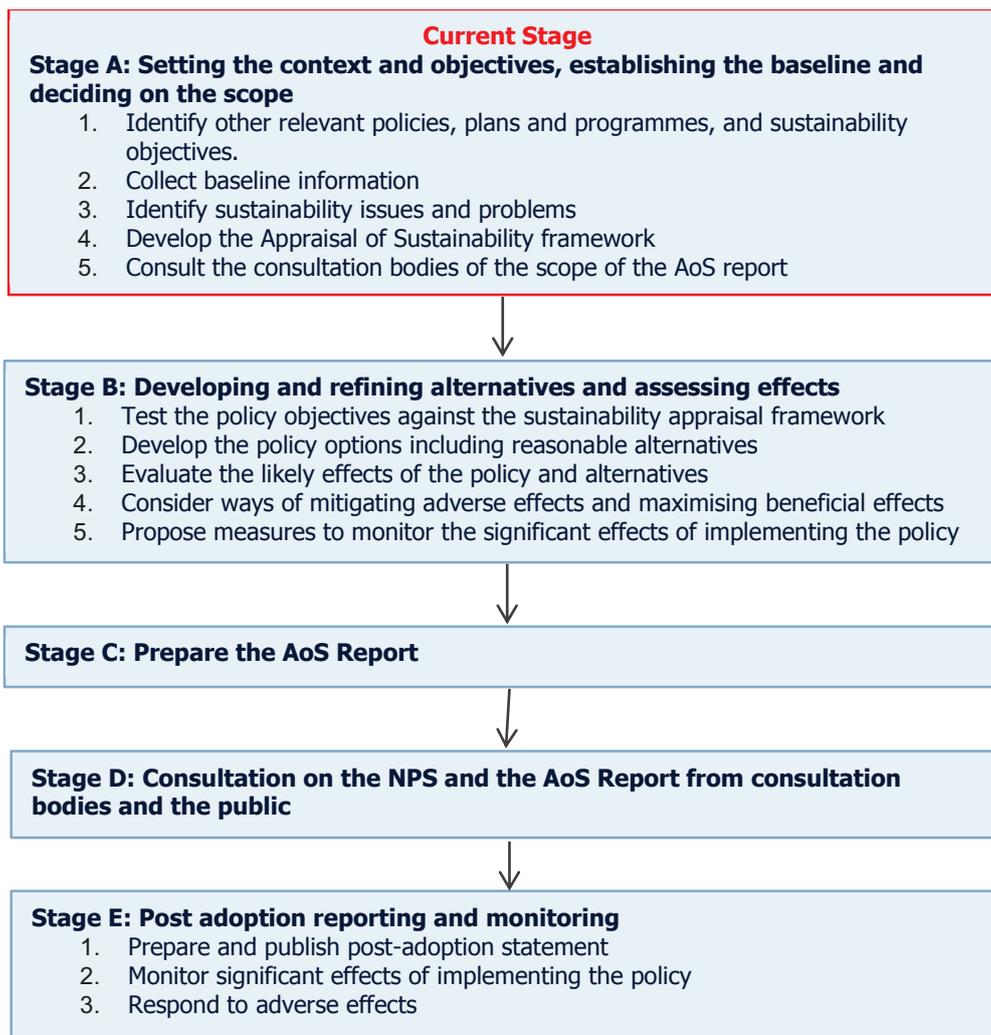
*(c) the environmental characteristics of areas likely to be significantly affected;*

*(d) any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC [Directive 2009/147/EC of the European Parliament and of the Council of 30 November 2009 on the conservation of wild birds. Directive 2009/147/EC is the codified version of Directive 79/409/EEC as amended] and 92/43/EEC [Council Directive 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora] ;*

*(e) the environmental protection objectives, established at international, Community or Member State level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation;”*

<sup>12</sup> Department for Communities & Local Government, 2015. *Strategic environmental assessment and sustainability appraisal* [\[online\]](#). Accessed 08.02.2016

Figure 2.1 Appraisal of Sustainability Process



- 2.2.3 The activities to deliver Stage A: setting the context and objectives, describing the baseline and deciding on scope are set out in Table 2.1 below.

**Table 2-1 Scoping Activities Undertaken**

ACTIVITY	DESCRIPTION	SECTION OF THIS REPORT
Identify other relevant policies, plans and programmes, and sustainability objectives.	The proposed policy may be influenced in various ways by other plans or programmes, or by external environmental protection objectives such as those laid down in policies or legislation. This activity identifies potential synergies and any inconsistencies and constraints.	Appendix A and summarised in Section 3.
Collect baseline information	Baseline information and the predicted future baseline provides the basis for predicting and monitoring environmental effects and helps to identify existing environmental problems which may be exacerbated by the proposed policy.	Appendix B and summarised in Section 4.
Identify sustainability issues and problems	Identifying environmental problems is an opportunity to define key issues and focus the SA objectives.	Appendix B and summarised in Section 4.
Develop the sustainability appraisal framework	SA objectives are a recognised way of considering the environmental effects of a policy, plan or programme and comparing the effects of alternatives. The SA objectives are derived from environmental objectives which are established in law, policy, or other plans or programmes, and/or from a review of baseline information and environmental problems as identified above. The SA framework sets out how these will be used for assessment at the next stage, including sources of information.	Section 5.
Consult the consultation bodies on the scope of the sustainability appraisal report	The DfT must seek the views of the Consultation Bodies on the scope and level of detail in the AoS. Consultation at this stage helps to ensure that the AoS will be robust enough to support the policy during the later stages of full public consultation.	Section 2.5 and Section 6.

## 2.3 CONSIDERATION OF ALTERNATIVES

- 2.3.1 The AoS will need to justify the short-listed, but ultimately not the preferred, options as *'reasonable alternatives'* under the SEA Regulations and assess them using the appraisal framework set out in Section 5 of this report.
- 2.3.2 The preferred option and the alternatives will be the subject of the AoS and the spatial scope and temporal scope of the AoS will be defined according to the criteria listed below. This will be considered for each option and includes:
- Timeframe for planning, construction and operational design life and decommissioning or change of use;
  - Masterplan footprint;
  - Surface access; and
  - Operational airspace.

## 2.4 CUMULATIVE EFFECTS

2.4.1 Cumulative effects arise, for instance, where several developments each have insignificant effects but together have a significant effect; or where several individual effects of the plan (e.g. noise, dust and visual) have a combined effect<sup>13</sup>. In the context of AoS, this is also taken to include policies, plans and programmes.

2.4.2 Although cumulative effects will not be assessed until the next stage (see Figure 2.1 above), this Scoping Report provides an initial indication of the policies, plans and programmes, (in addition to any projects) which should potentially be included in the assessment of cumulative effects of other developments. In particular, this would include:

- NPSs which may give rise to cumulative effects, either through transport related effects or location, particularly in the South East.
- Other major projects, not already taken into account in surface access proposals, which may give rise to cumulative effects during construction or operation.
- Local land-use plans and policies for proposed development in the local authorities relating to options considered.

2.4.3 This is presented in Table 5.2 in Section 5 of this document.

## 2.5 CONSULTATION

2.5.1 The AC has undertaken a number of consultations to date. Those most relevant to the AoS process are summarised in Table 2.2 below.

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<sup>13</sup> ODPM, 2005, A Practical Guide to the Strategic Environmental Assessment Directive, the 'Practical Guide', Appendix 8.

TABLE 2.2 SUMMARY OF AC CONSULTATION RELATED TO THE AOS PROCESS

Consultation	Description of consultation
Discussion Papers	In July 2013 the AC published discussion papers <sup>14</sup> on various topics, including aviation noise, aviation and climate change, and aviation connectivity and the economy. This was to encourage public and stakeholder engagement to inform assessment of the UK's airport needs.
Appraisal Framework	The AC's published its 'Draft appraisal framework' for use as the basis of its assessments of the 3 shortlisted options and this was consulted on between 16/01/2014 – 28/02/2014. The finalised 'Appraisal framework' was published in 02/04/2014 <sup>15</sup> .
Inner Thames Estuary	The environmental impacts study was published for consultation on 3/07/2014, and the remaining 3 studies in relation to surface access impacts, socio-economic impacts and operational feasibility and attitudes to moving to a new airport on 10/07/2014.  Consultation closed 08/08/2014 and a decision was issued 02/09/2014 not to add the inner Thames estuary airport proposal to the shortlist of options for providing new airport capacity by 2030 <sup>16</sup> .
Short-listed Options Appraisal	Consultation on the AC's assessment of proposals for additional runway capacity at Gatwick and Heathrow airports including sustainability appraisal ran from 11/11/2014 - 03/02/2015 <sup>17</sup> .

2.5.2 The AoS will need to undergo its own consultation process. The main stages of consultation in the process are at the scoping stage (this stage) and the draft NPS stage which will be accompanied by the draft AoS. This report will be available for consideration by the Statutory Environmental Bodies (SEB) for a minimum of 5 weeks.

2.5.3 Further information on next steps is provided in Section 6.

## 2.6 RELATIONSHIP WITH OTHER PROCESSES

2.6.1 AoS is not undertaken in isolation and there are a number of other statutory processes which assess sustainability aspects. These are summarised in Table 2.3 below.

<sup>14</sup> Airports Commission, 2013. *Discussion papers* [online] Accessed 08.02.2016

<sup>15</sup> Airports Commission, 2014. *Airports Commission: appraisal framework* [online]. Accessed 08.02.2016

<sup>16</sup> Airports Commission, 2014. *Airports Commission announces inner Thames estuary decision* [online]. Accessed 08.02.2016

<sup>17</sup> Airports Commission, 2014. *Increasing the UK's long-term aviation capacity* [online]. Accessed 08.02.2016

TABLE 2.3 RELATIONSHIP BETWEEN THE AOS AND OTHER PROCESSES

ASSESSMENT AND LEGISLATION	DESCRIPTION	RELATIONSHIP TO THIS AOS
Habitats Regulations Assessment (HRA), Habitats Directive 92/43/EEC	<p>There is a requirement under the Habitats Directive to consider impacts on sites of European importance for Nature Conservation. HRAs start with a screening stage, which determines whether more detailed study is required through an 'Appropriate Assessment'.</p> <p>Although HRA is a separate process, information can be exchanged to inform both processes.</p>	<p>An initial HRA 'screening' for likely significant effects on European sites has been undertaken for the 3 short-listed options as part of the ACs work<sup>18</sup>.</p> <p>Re-screening should be undertaken alongside AoS, further 'Appropriate Assessment' may then also be needed.</p> <p>The AoS can provide information on potential effects for the HRA and can be informed on effects on biodiversity by the HRA.</p>
'Environmental Impact Assessment (EIA) EIA Directive 2014/52/EU	<p>The EIA Directive requires that the likely significant environmental effects of a project are assessed and taken into account prior to consent for development.</p> <p>AoS would be undertaken prior to or in parallel with EIA. Information can be exchanged to inform both processes.</p>	<p>EIA will be required in conjunction with the consenting process for the preferred option. This will be carried out by the scheme promoter for the decision-maker.</p> <p>The AoS will provide information on alternatives considered, baseline and potential significant effects.</p>
Equalities Impact Assessment (EqIA) Equality Act 2010	<p>Public bodies have a duty to assess the impact of their policies on different population groups to ensure that discrimination does not take place and, where possible, to promote equality of opportunity.</p> <p>EqIA is a separate process, the AoS can provide information to support the assessment.</p>	<p>A high level screening for EqIA was undertaken by the AC,<sup>19</sup> which concluded that more detailed screening was required. This will be undertaken by the DfT.</p> <p>The AoS can provide information on potential effects for the EqIA and the EqIA can provide information on the community issues for the AoS.</p>
Health Impact Assessment (HIA) Health considerations are a requirement of the SEA process.	<p>HIA should produce evidence-based practical recommendations that should help to improve health and reduce health inequalities.</p> <p>HIA is a separate process and the AoS can provide information to support the assessment.</p>	<p>The AoS can provide information on potential effects for the HIA and the HIA can provide information on the community and quality of life effects for the AoS.</p>
Ecosystem Services Assessment (ESA) Non-statutory process	<p>The ecosystem services approach considers the environment in terms of the benefits it brings to people. It identifies different ecosystems such as farmland and woodland, and then identifies the different services that these provide such as food production, regulation of flood risk, amenity value and pollution control.</p>	<p>An ESA was undertaken by the Airports Commission<sup>20</sup>. Further work on the ESA is not being undertaken at the strategic level. However, the AoS acknowledges that further assessment of impacts on ecosystem services and identification of mitigation can be undertaken at project level.</p>

<sup>18</sup> Jacobs, 2014. 7. *Biodiversity: Assessment*, prepared for the Airports Commission. [online] Accessed 08.02.2016

<sup>19</sup> Airports Commission, 2014. *Community: Impact Assessment* [online]. Accessed 08.02.2016

<sup>20</sup> Jacobs, November 2014, 7. *Biodiversity, Ecosystem Services*, prepared for the Airports Commission [online] Accessed 08.02.2016

## **REVIEW OF POLICIES, PLANS AND PROGRAMMES**

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# 3 REVIEW OF POLICIES, PLANS AND PROGRAMMES

## 3.1 INTRODUCTION

- 3.1.1 A review of relevant Plans, Policies and Programmes (PPPs) that have the potential to influence aviation capacity was undertaken.
- 3.1.2 PPPs can constrain development, for example where formal limitations, policy contexts or requirements are stated. Through undertaking the review, the constraints to development can be identified. In addition, the review has established relevant sustainability objectives within the PPPs which may contain synergies and opportunities, or potential conflicts between aims, objectives and policy objectives associated with the policy on airport capacity. The review was used to inform the consideration of key sustainability issues and development of the AoS Framework.
- 3.1.3 This review is provided in the PPP table (Appendix A). PPPs have been categorised into overarching, environmental, economic, social and aviation-specific documents. Within each category, the spatial level of the document has also been identified (International, Europe, UK, England).

## 3.2 COMMON THEMES/OBJECTIVES FROM THE PPPS

### OVERARCHING PPPS

- 3.2.1 The overarching PPPs have the following common themes and objectives:
- Delivering sustainable development;
  - Promoting sustainable economic growth and high levels of employment;
  - Protection of the environment and countryside;
  - Improving quality of life for all, including future generations;
  - Tackling climate change (both mitigation and adaptation);
  - Promoting sustainable consumption and production including prudent use of natural resources;
  - Supporting vibrant, healthy, sustainable and inclusive urban and rural communities; and
  - Ensuring that communities and members of the public can make their views heard.

### ENVIRONMENTAL PPPS

- 3.2.2 The common objectives and themes that are found within the environmental PPPs are as follows:
- Protecting and preserving the environment as a whole for today and the future;
  - Protecting the environment as a whole and human health, by reducing emissions of atmospheric pollutants;
  - Promoting the 'Polluter Pays Principle';
  - Reducing greenhouse gas emissions;
  - Tackling climate change through mitigation and adaptation;

- Protecting and enhancing biodiversity and geological diversity in the terrestrial and marine environments;
- Working towards sustainable waste management including more efficient use of natural resources;
- Promoting the use of renewable energy;
- Promoting the protection and improvement of landscape character;
- Protecting soil, including the identification and remediation of contaminated land;
- Protecting land quality, including best and most versatile agricultural land;
- Avoiding, preventing or reducing the harmful impacts, including annoyance, due to exposure to noise;
- Protecting and improving water quality and quantity, and increasing efficiency of water use;
- Reducing and managing flood risk; and
- Conserving and enhancing heritage assets, and archaeological heritage.

## ECONOMIC PPPS

3.2.3 The common objectives and themes that are found within the economic PPPs are as follows:

- Delivering strong and sustainable economic growth;
- Full employment and greater economic productivity;
- Promoting economic competitiveness;
- Maintenance of high and stable levels of economic growth and employment;
- Promoting a low carbon economy;
- Achieving better energy security;
- Increase UK's international competitiveness; and
- Promoting sustainable tourism.

## SOCIAL PPPS

3.2.4 The common objectives and themes that are found within the social PPPs are as follows:

- Promoting better health and well-being for all (especially vulnerable persons e.g. children and the elderly);
- Promoting physical activity;
- Tackling discrimination;
- Promoting equality and social inclusion;
- Improving accessibility;
- Increasing opportunities for all;
- Making communities safer through reduction of crime and reduction of risk from terrorism;
- Building more cohesive, empowered and active communities;
- Increasing long term housing supply and affordability; and
- Ensuring that communities and members of the public can make their views heard.

## AVIATION SPECIFIC PPPS

3.2.5 Common themes and objectives found within the airports/aviation specific PPPs are as follows:

- The importance of air travel for the economy; and
- The need to minimise the global and local environmental impacts of air travel and airports.

## **ENVIRONMENTAL, SOCIAL AND ECONOMIC BASELINE AND ISSUES**

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# 4 ENVIRONMENTAL, SOCIAL AND ECONOMIC BASELINE AND ISSUES

4.1.1 A review of the existing baseline is provided in Appendix B, describing the existing sustainability characteristics at a national level and any existing problems or issues. The review also identifies predicted future trends and issues. The baseline has been reviewed with specific consideration the potential government policy on aviation capacity and the AC's short-listed options in order to identify the key issues to be taken forward to the AoS. These issues are summarised in Table 4.1 below.

<b>TABLE 4.1 KEY SUSTAINABILITY ISSUES IDENTIFIED FOR THE AOS</b>	
<b>AoS Topic</b>	<b>Key Issues for AoS (from review of baseline and future baseline, Appendix B)</b>
Community and Quality of Life	<p>Loss of, or increased demand for housing and community services and facilities.</p> <p>Direct or indirect effects on the future viability of distinct communities, for example due to loss of community services, facilities and housing.</p> <p>Loss of, or indirect effects on nationally important recreational facilities.</p> <p>Potential for disproportionate effects on certain social groups.</p> <p>Adverse or beneficial changes to quality of life in communities affected by airport expansion.</p>
Economy	<p>There is a need to deliver strong and sustainable economic growth nationally and locally.</p> <p>Maximising a sustainable growth in employment throughout both construction and operation.</p> <p>There is a need to increase the UK's productivity in a sustainable manner.</p> <p>There is a need to promote sustainable tourism.</p>
Noise	<p>Increased noise from aviation, surface transport and construction in the locality of the airports affecting increased population densities.</p>
Carbon	<p>Carbon emissions in relation to CRC, EU-ETS and Airport Accreditation Scheme.</p> <p>Emissions associated with construction activities, operation and maintenance.</p> <p>Emissions from flights leaving the UK are due to increase, although they are excluded from UK carbon budgets.</p>
Air quality	<p>The effects on local air quality from surface access, airport operations and aviation and how this impacts on achieving compliance with air quality standards.</p> <p>Contributing to an increase in national emissions totals.</p> <p>Contributing to, or producing new exceedance of EU Air Quality Limit Values,</p> <p>Contributing to impacts on ecosystems and to human health.</p>
Biodiversity	<p>Effects on statutory and non-statutory designated sites for nature conservation.</p> <p>Effects on Priority Habitats, on the connectivity between habitats and on the spaces for future growth of habitats to provide for protected species and priority species.</p> <p>Effects on areas of woodland and semi-natural woodland.</p>

<b>TABLE 4.1 KEY SUSTAINABILITY ISSUES IDENTIFIED FOR THE AOS</b>	
	Loss of ecosystem services and valuation of these.
Soils	<p>Effects on sites designated for geodiversity.</p> <p>Loss of soils from sealing, including those valuable to agriculture (Agricultural Land Classification).</p> <p>Damage to soils from erosion, degradation or contamination during construction or operation.</p>
Landscape	<p>Effects on designated landscapes and their setting.</p> <p>Effects on local landscape, waterscape and townscape character and quality.</p> <p>Effects as of tranquillity and dark skies</p>
Historic Environment	<p>Effects on the significance of designated heritage assets and their settings, including within the historic landscape or townscape.</p> <p>Indirect effects on the significance of designated assets and their settings, such as generation of traffic, air quality, and noise.</p> <p>Effects on the significance of non-designated heritage assets, and potential for unknown archaeological remains, and their settings.</p> <p>Potential to enhance the significance of heritage assets.</p>
Water	<p>Impacts upon the chemical and ecological quality of waterbodies which are at risk from physical alteration, discharges, run-off and infiltration from diverse sources, and abstraction reducing dilution.</p> <p>Effects on water resources from increased use or associated with a rise in passenger numbers and other operations.</p> <p>Increased risk of flooding affecting the airport expansion options and other areas, e.g. downstream.</p>
Resources and Waste	<p>Responding to the need to maximise consumption and use of more sustainable (recovered and low environmental impact) material resources, and minimise the consumption of virgin material resources</p> <p>Generation of construction, demolition and excavation wastes on-site and potential indirect effects arising from off-site treatment and import of materials.</p> <p>Local waste storage capacity issues and indirect effects of landfill or treatment of off-site hazardous and non-hazardous wastes during construction and operation.</p> <p>Opportunities for on-site management of operational wastes and additional sustainability effects associated with this.</p>

## PROPOSED APPRAISAL OF SUSTAINABILITY FRAMEWORK

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# 5 PROPOSED APPRAISAL OF SUSTAINABILITY FRAMEWORK

## 5.1 INTRODUCTION

- 5.1.1 This section sets out the proposed appraisal methodology for the AoS. The methodology needs to take account of the fact that any proposed policy will need to deliver aviation capacity in the UK and identify the location(s) where this is to take place.
- 5.1.2 The proposed methodology indicates the scope and level of detail for the assessment for each topic. The methodology provides sufficient information for consultation at the scoping stage and it does not intend to be prescriptive in order to allow for different development routes.
- 5.1.3 This section also provides an indication of some potential sources of cumulative effects, as described in the methodology in 2.4. in order to facilitate input from the consultation process at the scoping stage.

AoS TOPIC (SEA TOPIC <sup>21</sup> )	KEY ISSUES FROM POLICY REVIEW (SECTION 3) AND BASELINE (SECTION 4)	AoS OBJECTIVES	APPRAISAL QUESTIONS	SOURCES OF INFORMATION TO BE USED TO COMPLETE THE AoS
Community (Population, Material Assets)	<p>Loss of, or increased demand for housing and community services and facilities, including recreational facilities.</p> <p>Indirect effects on the future viability of communities, for example due to loss of community services, facilities and housing.</p>	<p>1. To avoid or minimise negative effects on community viability, including housing, facilities and indirect effects.</p>	<p>1. Will it lead to a loss of housing and community facilities?</p> <p>2. Will it lead to increasing demand for housing and community facilities?</p> <p>3. Will there be indirect effects on community viability?</p>	<p><b>Objective 1</b></p> <p>The AC Community: Impact Assessment<sup>22</sup> and Place: Assessment<sup>23</sup> reports address the issues associated with housing and community facilities which are raised by the Objective, however further assessment will be required to consider effects on community viability.</p> <p><b>Questions 1 and 2</b></p> <p>The AC Community: Impact Assessment considers impact on housing provision and housing need, and also the potential for loss of community facilities.</p> <p><b>Question 2</b></p> <p>The AC Community: Impact Assessment considers the impact on community facilities. The Local Economy Impacts: Assessment<sup>24</sup> considers effects on housing supply and demand.</p> <p>The AC Place: Assessment considers potential effects associated with loss of community facilities.</p> <p><b>Question 3</b></p> <p>Assessment of indirect effects arising from objectives on quality of life, air and noise will be applied to community viability. The Community: Impact Assessment<sup>25</sup> identifies effects on housing and community facilities such as schools and charities. The AC Air Quality Local Assessment<sup>26</sup> and Noise: Local Assessment<sup>27</sup> consider noise and air quality effects which would affect community viability.</p>
	The potential for disproportionate effects	2. To avoid or minimise disproportionate	4. Will it minimise disproportionate negative effects on particular	<b>Objective 2 and Question 4</b>

<sup>21</sup> Listed in Annex I (f), Information Referred to in Article 5 of the SEA Directive 2001/41/EC, where applicable to the AoS Topic

<sup>22</sup> Airports Commission, 2014. *Community : Impact Assessment* [online] Accessed: 08.02.2016

<sup>23</sup> Jacobs, 2014. *10. Place Assessment. Prepared for the Airports Commission.* [online] Accessed 08.02.2016

<sup>24</sup> Airports Commission, 2014. *Local Economy Impacts: Assessment.* p. 110. [online] Accessed 08.02.2016

<sup>25</sup> Airports Commission, 2014. *Community: Impact Assessment.* pp. 9-10. [online] Accessed 08.02.2016

<sup>26</sup> Jacobs, 2015. *Module 6: Air Quality Local Assessment.* [online] Accessed 08.02.2016

<sup>27</sup> Jacobs, 2014. *Module 5: Noise : Local Assessment.* [online] Accessed 08.02.2016

AoS TOPIC (SEA TOPIC <sup>21</sup> )	KEY ISSUES FROM POLICY REVIEW (SECTION 3) AND BASELINE (SECTION 4)	AoS OBJECTIVES	APPRAISAL QUESTIONS	SOURCES OF INFORMATION TO BE USED TO COMPLETE THE AoS
	on certain social groups.	impacts on any social group.	regions, users or vulnerable social groups?	<p>The AC Community: Impact Assessment<sup>28</sup> sets out the socio economic baseline and provides an assessment of how each option might affect particular social groups, or 'protected' characteristics related to age, gender, religion or belief, disability, ethnicity, sexual orientation, gender reassignment, and pregnancy and maternity.</p> <p>The Report also describes potential mitigation designed to reduce the disproportionate effects on these groups, and describes the extent to which the approach to mitigation will be effective in reducing adverse effects.</p> <p>The AC Quality of Life: Equalities Impact<sup>29</sup> considers how various groups with protected characteristics will be effected.</p>
Quality of Life (Population, Human Health)	Adverse changes to quality of life in communities affected by airport expansion	3. To maintain and where possible improve the quality of life for local residents and the wider population.	5. Will it help to maintain and improve quality of life?	<p><b>Objective 3 and Question 5</b></p> <p>The AC Quality of Life Assessment<sup>30</sup> addresses the Objective, and considers quality of life impacts. It also includes measure (Table 12), which set out how adverse effects can be mitigated.</p> <p>The Report also considers beneficial effects of the development, which would improve quality of life.</p> <p>The Report builds on HM Treasury's Green Book and the Organisation for Economic Co-operation and Development's (OECD) guidelines on measuring wellbeing.</p> <p>The AC Quality of Life Health and Equalities Assessment Review<sup>31</sup> undertakes the first two stages of a Health Impacts Assessment considering:</p> <ul style="list-style-type: none"> <li>→ Will the proposal have a direct impact on health, mental health and wellbeing?</li> <li>→ Will the policy have an impact on social, economic and environmental living conditions that would indirectly affect health?</li> </ul>
Economy	Need for strong and sustainable national	4. To maximise economic	6. Will it enhance economic growth?	<b>Objective 4</b>

<sup>28</sup> Airports Commission, 2014. *Community : Impact Assessment* [online] Accessed: 08.02.2016

<sup>29</sup> Airports Commission, 2015. *Quality of Life : Equalities Impact Report* [online] Accessed: 08.02.2016

<sup>30</sup> PricewaterhouseCoopers LLP on behalf of the Airports Commission (2014) *11: Quality of Life Assessment* [online] Accessed: 08.02.2016

<sup>31</sup> Jacobs, 2015. *Module 11: Quality of Life Health and Equalities Assessment Review* [online] Accessed: 08.02.2016

AoS TOPIC (SEA TOPIC <sup>21</sup> )	KEY ISSUES FROM POLICY REVIEW (SECTION 3) AND BASELINE (SECTION 4)	AoS OBJECTIVES	APPRAISAL QUESTIONS	SOURCES OF INFORMATION TO BE USED TO COMPLETE THE AoS
	<p>economic growth and for sustainable growth in employment.</p> <p>Need to increase the UK's international competitiveness and to promote sustainable growth of visitor numbers in the UK.</p> <p>There is a need to increase the UK's productivity in a sustainable manner.</p>	<p>benefits and to support the competitiveness of the UK economy.</p>	<p>7. Will it contribute to sustainable growth in employment?</p> <p>8. Will it support the productivity of the UK economy?</p>	<p>The AC Economy: Wider Impacts Assessment<sup>32</sup> addresses the economic benefits of each option, as well as considering the impacts on the competitiveness of the UK economy, and on productivity.</p> <p><b>Question 6</b></p> <p>The AC Economy: Wider Impacts Assessment addresses this question, describing impacts on growth at a national level (GDP and productivity statistics – the latter based on GDP or GVA per hour worked) – national employment statistics.</p> <p><b>Question 7</b></p> <p>The AC Local Economy Impacts: Assessment<sup>33</sup> describes:</p> <ul style="list-style-type: none"> <li>- Total jobs by region;</li> <li>- Clustering and agglomeration effects.</li> </ul> <p><b>Question 8</b></p> <p>The Report includes an analysis of the UK's relative international competitiveness in terms of airport capacity and how enhanced capacity will generate benefits in the form of improved trading conditions.</p>
	<p>Need for sustainable local economic growth.</p>	<p>5. To promote employment and economic growth in the local area and surrounding region.</p>	<p>9. Will it incorporate accessibility improvements, particularly with key local employment centres and areas of high unemployment?</p> <p>10. Will it contribute to growth in the local economy?</p>	<p><b>Objective 5</b></p> <p>The AC Local Economy Impacts: Assessment provides sufficient evidence to respond to the Objective.</p> <p><b>Question 9</b></p> <p>The AC Local Economy Impacts: Assessment considers the impact of the Surface Access arrangements on accessibility.</p> <p><b>Question 10</b></p> <p>The AC Local Economy Impacts: Assessment describes:</p> <ul style="list-style-type: none"> <li>- Net economic gain by region (measured by GVA analysis);</li> <li>- Total jobs by region;</li> </ul>

<sup>32</sup> Airports Commission, 2015. 2. *Economy: Wider Impacts Assessment* [online] Accessed 08.02.2016

<sup>33</sup> Airports Commission, 2015. *Local Economy: Impacts Assessment post consultation update* [online] Accessed 08.02.2016

AoS TOPIC (SEA TOPIC <sup>21</sup> )	KEY ISSUES FROM POLICY REVIEW (SECTION 3) AND BASELINE (SECTION 4)	AoS OBJECTIVES	APPRAISAL QUESTIONS	SOURCES OF INFORMATION TO BE USED TO COMPLETE THE AoS
				- Construction phase employment data.
Noise (Human Health)	Potential for noise to adversely affect communities. Main sources of noise include construction, aviation and surface transport.	6. To minimise and where possible reduce noise impacts on human receptors.	11. Will it avoid or reduce the harmful effects including annoyance due to exposure to noise?	<p><b>Objective 6 and Question 11</b></p> <p>Assessment of change in noise contours (and the impacts on people and dwellings within these contours) can be undertaken using information from AC Noise: Local Assessment<sup>34</sup> or the Noise: National Assessment reports<sup>35</sup>.</p> <p>The Noise: National and Noise: Local Assessment consider:</p> <ul style="list-style-type: none"> <li>→ Changes to local noise baseline and contours;</li> <li>→ Changes to national noise baseline and contours.</li> </ul> <p>These Reports have since been updated to include further addendums, as described in the AC Noise: Local Assessment addendum<sup>36</sup>.</p> <p>The International civil Aviation Organisation Assembly's 'Balanced Approach' principle to aircraft noise management given effect through EU Directive 2002/30<sup>37</sup>.</p>
Biodiversity (Biodiversity, flora and fauna)	Potential for loss and/or damage to designated sites for nature conservation and their interest features.	7. To protect and enhance designated sites for nature conservation.	12. Will it affect internationally, nationally and locally designated biodiversity sites?	<p><b>Objective 7 and Appraisal Question 12</b></p> <p>The AC Biodiversity Assessment Report<sup>38</sup> includes a consideration of the potential effects on designated sites.</p> <p>The Report features a Stage 1 Screening for a Habitats Regulations Assessment. The Report considers whether the Project will have Significant Effects on a European site.</p>
	Potential for loss and/or damage to habitats, including ancient	8. To conserve and enhance undesignated habitats, species,	13. Will it conserve and enhance undesignated habitats, internationally and nationally protected species	<p><b>Objective 8</b></p> <p>The AC Biodiversity Assessment Report<sup>39</sup> does not include a consideration of undesignated sites, stating that the emphasis is on sites at a strategic level.</p>

<sup>34</sup> Airports Commission, 2014. 5. Noise: National Assessment [online] Accessed: 13/05/2015

<sup>35</sup> Airports Commission, 2014. 5. Noise: Local Assessment [online] Accessed: 13/05/2015

<sup>36</sup> Jacobs, 2015 Noise: Local Assessment addendums [online] Accessed 15/07/2015

<sup>37</sup> This Directive will be repealed in June 2016 by EU Regulation 598/2014 on the establishment of rules and procedures with regard to the introduction of noise-related operating restrictions at Union airports within a Balanced Approach

<sup>38</sup> Jacobs, 2014. 7. Biodiversity: Assessment, prepared for the Airports Commission. [online] Accessed 02/08/2015

<sup>39</sup> Jacobs, 2014. 7. Biodiversity: Assessment, prepared for the Airports Commission. [online] Accessed 02/08/2015

AoS TOPIC (SEA TOPIC <sup>21</sup> )	KEY ISSUES FROM POLICY REVIEW (SECTION 3) AND BASELINE (SECTION 4)	AoS OBJECTIVES	APPRAISAL QUESTIONS	SOURCES OF INFORMATION TO BE USED TO COMPLETE THE AoS
	<p>woodlands and the species they support.</p> <p>Potential for indirect effects, including from surface transport and aviation.</p> <p>Loss of ecosystem services</p>	valuable ecological networks and ecosystem functionality.	<p>and valuable ecological networks, such as priority habitats and priority species.</p> <p>14. Will it increase the exposure of wildlife to transport noise, air pollution, and water pollution?</p>	<p><b>Question 13</b></p> <p>This question is not directly addressed by the AC's Report. Further assessment will need to be undertaken to consider the effects on undesignated habitats, species and valuable ecological networks.</p> <p><b>Question 14</b></p> <p>This question is addressed by the Report (Table 2.8).</p>
Soil (Soil)	Potential for loss of geodiversity	9. To protect sites designated for geodiversity.	15. Will it preserve, protect and improve geodiversity?	<p><b>Objective 9 and Question 15</b></p> <p>The AoS will be supported by a review of Sites of Special Scientific Interest (SSSI) and Regionally Important Geological Sites (RIGS) within 5km of the options. This assessment will include a consideration of the conservation status of designated sites, and any effects on these sites.</p> <p>In addition, estimates of land greenfield land loss will be taken from the 'Place: Assessment' Report. This will enable a consideration of the impact on soils and geodiversity.</p>
	Potential for loss and damage to soil productivity from sealing (urban development), erosion, contamination and degradation.	10. To minimise loss of undeveloped soils and protect soil against erosion, contamination and degradation.	<p>16. Will it maximise construction on previously developed land, minimise use of greenfield land?</p> <p>17. Will it lead to the disturbing, harm, contamination or loss of soil/land resources?</p>	<p><b>Objective 10</b></p> <p>The AC Place Assessment<sup>40</sup> considers impacts on greenfield land.</p> <p><b>Question 16</b></p> <p>Impacts on greenfield land are described within the Report. This includes a consideration of what agricultural land is affected.</p> <p><b>Question 17</b></p> <p>The Report addresses potential effects on contamination or loss of soil/ land resources associated with each scheme.</p>
Water (Water)	Adverse effects on water quality.	11. To protect the quality of surface and ground	18. Will surface and groundwater quality be adversely affected?	<p><b>Objective 11</b></p> <p>The AC Water Quantity and Quality Assessment<sup>41</sup> considers the impacts on Water Framework Directive (WFD) status for existing hydrological features, the</p>

<sup>40</sup>Jacobs, 2014. 10. *Place: Assessment. Prepared for the Airports Commission.* [online] Accessed 08.02.2016

<sup>41</sup> Jacobs, 2014. 9. *Water Quantity and Quality Assessment, prepared for the Airports Commission.* [online] Accessed 08.02.2016

AoS TOPIC (SEA TOPIC <sup>21</sup> )	KEY ISSUES FROM POLICY REVIEW (SECTION 3) AND BASELINE (SECTION 4)	AoS OBJECTIVES	APPRAISAL QUESTIONS	SOURCES OF INFORMATION TO BE USED TO COMPLETE THE AoS
	Potential for over-consumption of available water resources.	waters, and use water resources efficiently.	<p>19. Will it result in the modification of watercourses?</p> <p>20. Will it result in the loss in productivity of fisheries?</p> <p>21. Will it lead to an increase in the consumption of available water resources?</p>	<p>potential increase of potable water demand, and capacity to meet these requirements. The assessment considers:</p> <ul style="list-style-type: none"> <li>→ Deterioration to any WFD water body status.</li> <li>→ Local or regional water availability in Catchment Abstraction Management Strategy (CAMS).</li> </ul> <p><b>Question 18</b> The Report considers the impacts on water quality.</p> <p><b>Question 19</b> The Report considers where there will be a requirement to divert or modify watercourses.</p> <p><b>Question 20</b> The Report includes a consideration of the potential impacts on fisheries.</p> <p><b>Question 21</b> The Report includes a consideration of the consumption of water for each scheme promoter.</p>
Water (Water, Climatic Factors)	An increased flood risk and reduced risk of reduced resilience to climate change.	12. To minimise flood risk and ensure resilience to climate change.	<p>22. Will it increase flood risk through reduced greenfield run off?</p> <p>23. Will it increase area of development within areas at risk of flooding?</p> <p>24. Will it be able to adapt to climate change?</p>	<p><b>Objective 12</b> The AC Water and Flood Risk: Flood Risk Assessment<sup>42</sup> considers the addresses the impact of each of the schemes on Flood Risk, and also includes in this consideration potential increased risk from flooding associated with climate change.</p> <p><b>Question 22</b> The Report addresses the potential increase of hardstanding for each option.</p> <p><b>Question 23</b> The Report considers the addresses the impact of each of the schemes on Flood Risk.</p> <p><b>Question 24</b></p>

<sup>42</sup> Jacobs, 2014. 9. *Water and Flood Risk: Flood Risk Assessment, prepared for the Airports Commission*. [\[online\]](#) Accessed 08.02.2016

AoS TOPIC (SEA TOPIC <sup>21</sup> )	KEY ISSUES FROM POLICY REVIEW (SECTION 3) AND BASELINE (SECTION 4)	AoS OBJECTIVES	APPRAISAL QUESTIONS	SOURCES OF INFORMATION TO BE USED TO COMPLETE THE AoS
				The Report also considers the potential effects of climate change on flow and rainfall.
Air Quality (Air)	Increase in emissions (Nitrogen oxides and particulate matter), particularly from aviation and surface transport emissions, affecting local communities, wildlife and the built environment.	<b>13.</b> To improve air quality and reduce emissions consistent with EU, national and local standards and requirements.	<b>25.</b> Will it support compliance with local, national and European air quality requirements or legislation? <b>26.</b> Will it reduce the exposure to air quality issues for local communities and sites designated for nature conservation?	<b>Objective 13, Question 25</b> The AC Air Quality – National and Local Assessment and 6. Air Quality - Baseline <sup>43</sup> can be used in conjunction with subsequent modelling undertaken by the Government (2015) <sup>44</sup> to determine likely air quality exceedances attributed to Airport Expansion, and compliance with targets and legislation. <b>Question 26</b> The above Report does not incorporate promoter’s mitigation measures. (Section 2.1.4), so at this stage it may not possible to quantify whether any improvements can be delivered.
Carbon (Climatic Factors)	Increase in carbon emissions, particularly from aviation and surface transportation sources.	<b>14.</b> To minimise carbon emissions in airport construction and operation.	<b>27.</b> Will the approach to the development be consistent with overall carbon budget requirements? <b>28.</b> Will the approach minimise carbon emissions associated with surface transportation?	<b>Objective 14</b> The Carbon Assessment <sup>45</sup> provides an assessment of the carbon emissions which might be associated with each option. The Report also includes a consideration of measures which might minimise emissions. In addition, the AC Carbon: Further Assessment <sup>46</sup> has been prepared as an addendum to the original reports to enable a consideration of an alternative demand forecast scenario. <b>Question 27</b> The Report refers to the Carbon Budgets, but indicates that the legislative framework for aviation is still being negotiated. <b>Question 28</b> The Report provides an assessment of the carbon emissions which might be associated with each option.

<sup>43</sup> Airports Commission, 2014. *Air Quality: Local and National Assessment*. [\[online\]](#) Accessed 08.02.2016

<sup>44</sup> Airports Commission, 2015. *Air Quality Assessment: detailed emissions inventory and dispersion modelling*. [\[online\]](#) Accessed 08.02.2016

<sup>45</sup> Jacobs, 2014. *Carbon Assessment* [\[online\]](#) Accessed 08.02.2016

<sup>46</sup> Jacobs, 2015. *Carbon: Further Assessment* [\[online\]](#) Accessed 08.02.2016

AoS TOPIC (SEA TOPIC <sup>21</sup> )	KEY ISSUES FROM POLICY REVIEW (SECTION 3) AND BASELINE (SECTION 4)	AoS OBJECTIVES	APPRAISAL QUESTIONS	SOURCES OF INFORMATION TO BE USED TO COMPLETE THE AoS
Resources and Waste	Consumption of natural resources during construction.	<b>15.</b> To minimise consumption of natural, particularly virgin non-renewable, resources.	<b>29.</b> Will it be possible to minimise the consumption of natural resources?	<b>Objective 15 and Question 29</b>  The AC Place Assessment <sup>47</sup> considers the consumption of natural resources for each option, and provides potential mitigation for reducing consumption of virgin materials, and presents overall conclusions for each option.  The Report describes:  → Predicted waste generated during construction; and,  → Potential waste generated during operation.  → Use of raw materials during construction.
	Generation of waste during construction.  Direct and indirect effects from off-site and on-site management of materials and waste (including separation of biodegradable and residual waste) during operation.	<b>16.</b> To minimise the generation of waste in accordance with the principals of the resource efficiency hierarchy.	<b>30.</b> Will it be possible to minimise waste generated during construction and operation?	<b>Objective 16 and Question 30</b>  The AC Place Assessment <sup>48</sup> considers the potential generation of waste, the potential methods for reducing waste both during construction and operation, and presents overall conclusions for each option.
Historic Environment	Loss or harm to significance of designated heritage assets and their settings, from physical works or indirectly, e.g. through generation of traffic.  Loss or harm to non- designated heritage	<b>17.</b> Conserve and where possible enhance the historic environment including buildings, structures, landscapes, townscapes and	<b>31.</b> Will it affect the significance of internationally and nationally designated heritage assets and their settings?  <b>32.</b> Will it affect the significance of non-designated heritage assets and their settings?  <b>33.</b> Will it conserve or enhance the historic environment	<b>Objective 17 and Question 31, 32, 33 and 34</b>  The AC Place: Assessment <sup>49</sup> addresses effects on the historic environment including buildings and structures, earthworks and buried archaeological remains.

<sup>47</sup>Jacobs, 2014. 10. *Place: Assessment. Prepared for the Airports Commission.* [\[online\]](#) Accessed 08.02.2016

<sup>48</sup>Jacobs, 2014. 10. *Place: Assessment. Prepared for the Airports Commission.* [\[online\]](#) Accessed 08.02.2016

<sup>49</sup>Jacobs, 2014. 10. *Place: Assessment. Prepared for the Airports Commission.* [\[online\]](#) Accessed 08.02.2016

AoS TOPIC (SEA TOPIC <sup>21</sup> )	KEY ISSUES FROM POLICY REVIEW (SECTION 3) AND BASELINE (SECTION 4)	AoS OBJECTIVES	APPRAISAL QUESTIONS	SOURCES OF INFORMATION TO BE USED TO COMPLETE THE AoS
	<p>assets and their settings, from physical works or indirectly.</p> <p>Potential to enhance the significance of heritage assets.</p> <p>Potential effects on the historic landscape or townscape.</p>	archaeological remains.	<p>including landscapes, townscapes, buildings, structures, and archaeological remains?</p> <p>34. Will it harm the significance of heritage assets for example from the generation of noise, pollutants and visual intrusion?</p>	
Landscape	<p>Effects on nationally or locally designated landscapes, townscapes or waterscapes from new development.</p> <p>Effects on local landscape, waterscape and townscape character and quality.</p> <p>Loss of tranquillity and increase in light pollution.</p>	<p>18. To promote the protection and improvement of landscapes townscapes, waterscapes and the visual resource, including areas of tranquillity and dark skies.</p>	<p>35. Will it protect and enhance nationally and locally designated landscape, townscape and waterscape?</p> <p>36. Will it lead to impact on sensitive views?</p> <p>37. Will it lead to a loss of tranquillity and increase in light pollution?</p>	<p><b>Objective 18</b></p> <p>The AC Place: Assessment<sup>50</sup> includes a consideration of impacts on landscape and townscape, and includes a consideration of mitigation and enhancement measures which have been provided by the promoters.</p> <p><b>Question 39</b></p> <p>The Report includes a consideration of effects on nationally and locally designated landscapes and townscapes.</p> <p><b>Question 38</b></p> <p>The Report includes a consideration of the impact on sensitive views.</p> <p><b>Question 37</b></p> <p>The Report includes a consideration of the loss of areas of tranquillity from noise contours and dark skies.</p>

<sup>50</sup>Jacobs, 2014. 10. *Place: Assessment. Prepared for the Airports Commission.* [online] Accessed 08.02.2016

## 5.2 PROPOSED METHODOLOGY FOR ASSESSMENT

5.2.1 AoS Options will be appraised against the objectives using the notation set out below to provide a visual overview. This will be supported by detailed commentary:

++	Significant positive effect
+	Minor positive effect
-	Minor negative effect
--	Significant negative effect
+/-, +/-	Mixed positive and negative effect
?	Unknown effect
	No relationship/neutral effect

5.2.2 The appraisal will also identify secondary, cumulative, synergistic, short, medium and long-term, permanent and temporary effects.

5.2.3 The assessment will use quantitative data generated by the AoS Framework in Table 5.1 above. It is also anticipated that qualitative assessment will play a large role in the AoS and therefore professional judgement based on experience will form an invaluable part of the AoS. This professional judgement will use applicable thresholds and indicators where available. This approach is consistent with that described by Therivel, R. (2004)<sup>51</sup>, and is recognised best practice.

5.2.4 It is proposed that for each topic the definition of significance will be described as part of the assessment. When determining the likely significance of effects on the environment, Annex II of the SEA Directive includes the following criteria:

5.2.5 Characteristics of the effects and of the area likely to be affected, having regard, in particular, to

- a) The probability, duration, frequency and reversibility of the effects;
- b) The cumulative nature of the effects;
- c) The transboundary nature of the effects;
- d) The risks to human health or the environment (for example, due to accidents);
- e) The magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected);
- f) The value and vulnerability of the area likely to be affected due to -
  - i. Special natural characteristics or cultural heritage;
  - ii. Exceeded environmental quality standards or limit values; or
  - iii. Intensive land-use; and
- g) The effects on areas or landscapes which have a recognised national, Community or international protection status.

5.2.6 Potential mitigation and monitoring will be identified for significant adverse effects and uncertainties. An AoS Report will be prepared to document the assessment.

<sup>51</sup> Therivel, R. (2004) *Strategic Environmental Assessment in Action*

## 5.3 SCOPING OF CUMULATIVE EFFECTS

- 5.3.1 This section provides an indicative list of policies, plans, programmes and projects to be assessed for cumulative effects in the AoS (refer to methodology in section 2.4). These are presented in Table 5.2 below.
- 5.3.2 Policies, plans and programmes which are of relevance to the AoS and have informed the development of the appraisal framework are presented in Appendix A. The list of policies, plans, programmes and projects with the potential for cumulative effects (Table 5.2) is not definitive at this stage and the scoping process aims to establish a more comprehensive list for assessment within the AoS.

**Table 5-2 Initial Scoping of other Policies, Plans, Programmes and Projects for Cumulative Effects Assessment within the AoS**

TYPE	NAME	SUMMARY DESCRIPTION
Policy	National Networks (2014)	The NPS sets out the need for, and Government's policies to deliver, development of nationally significant infrastructure projects (NSIPs) on the national road and rail networks in England. <sup>52</sup>  Potential for cumulative effects relating to transport, in particular surface access.
Policy	Waste Water (2012)	The NPS sets out Government policy for the provision of major waste water infrastructure.  It also provides information on two potential NSIPs. These are: a sewage treatment works scheme at Deephams in North East London and a waste water collection, storage and transfer tunnel (the Thames Tunnel). <sup>53</sup>
Policy	High Speed Two (HS2)	HS2 is being delivered to provide Britain's railways with new capacity, better connectivity and quicker journeys. Phase One of HS2, between London and the West Midlands, is currently the subject of a Hybrid Bill.  Phase Two will connect Birmingham to Leeds and Manchester. Potential for cumulative effects relating to transport, in particular surface access.
Policy	Cross Rail	Crossrail is a set of improvements to cross London rail infrastructure which are designed to support London's economic growth. Cross Rail was adopted by the government as an Act of Parliament, the Cross Rail Act 2008.  It is intended that Cross Rail will increase London's rail transport capacity by 10%, make journey times shorter and bring an extra 1.5 million people within 45 minutes of London's business centres. Cross Rail connects Heathrow and Reading west of London, with Shenfield and Abbey Wood, east of London.

<sup>52</sup> DfT, December 2014, *National Policy Statement for National Networks*, Section 1.1.

<sup>53</sup> Defra, March 2012, *National Policy Statement for Waste Water: A framework document for planning decisions on nationally significant waste water infrastructure*, Section 1.

TYPE	NAME	SUMMARY DESCRIPTION
		Potential for cumulative effects relating to transport, in particular surface access
Plans	Local Development Plans	<p>Local planning authorities must prepare a local plan which sets planning policies in a local authority area. The plans also provide the framework for future development of land.</p> <p>For the short listed options, plans for the following local authorities apply:</p> <p>Crawley Borough Council, Horsham District Council, Mole Valley District Council, Reigate and Banstead District Council, West Sussex County Council, Surrey County Council, Hillingdon Borough Council, Hounslow Borough Council, Spelthorne Borough Council, Slough Borough Council, West London.</p>
Plans	London Plan	<p>The London Plan is the statutory spatial development strategy for the Greater London Area, and provides a strategic plan for the borough's within this area.</p> <p>The Plan identifies various schemes which support the delivery of strategic housing, infrastructure, economic and open space.</p> <p>Much of the area around Heathrow Airport is located within the Greater London boundary. Gatwick is located outside of this Boundary.</p>

## CONSULTATION QUESTIONS

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# 6 CONSULTATION QUESTIONS

- 6.1.1 This Scoping Report provides the first stage in the AoS process as shown in Figure 2.1. At the next stage a number of activities will be undertaken to support the AoS (Stage B, Figure 2.1):
- Test the policy objectives against the sustainability appraisal framework;
  - Develop the options including reasonable alternatives;
  - Evaluate the likely effects of the policy and alternatives;
  - Consider ways of mitigating adverse effects and maximising beneficial effects; and
  - Propose measures to monitor the significant effects of implementing the PPP.
- 6.1.2 The results will be recorded in the AoS report which will be consulted on alongside the draft National Policy Statement.
- 6.1.3 The Scoping Report is a draft for consultation with the Statutory Environmental Bodies. In particular, the views on the following questions are sought:
- Are the objectives and deliverables of the AoS clear?
  - Do you consider that all appropriate and relevant policies, plans, programmes (PPP's) have been identified (Appendix A)? Are there any other issues that have not been identified within the review of the PPP's in chapter 3 that should be considered within the AoS?
  - Do you consider that all appropriate and relevant baseline information has been identified (Appendix B)? Are there any other issues that have not been identified within the review of the baseline data in Chapter 4 that should be considered within the AoS?
  - Do you agree with the proposed AoS Framework presented in Table 5.1 of the Scoping Report?
  - Do you have any views on the methodology (5.2) proposed for undertaking the AoS?
  - Are there any other PPPs that should be considered for cumulative effects (5.3)?
  - Is there anything else that needs to be taken into account in the AoS or are there any other comments on the Scoping Report?
- 6.1.4 Please send your full responses to this consultation to the Airport Capacity Programme Office by close of business on 13 April 2016 to:
- Email: [Ac-Pmo@Dft.Gsi.Gov.Uk](mailto:Ac-Pmo@Dft.Gsi.Gov.Uk)
- By Post: Statutory Environmental Body consultation, Aviation Capacity Programme Office, 1/27, Great Minster House, 33 Horseferry Road, London, SW1P 4DR
- 6.1.5 If you have any questions regarding this consultation, please contact the Programme Office on 020 7944 2378.
- 6.1.6 Figure 6.1, below provides an outline programme which indicates the requirements of the consenting route for additional aviation capacity. The AoS will be undertaken in parallel with the steps set out below.

Figure 6.1 OUTLINE OF ACTIVITIES



