

**DEVELOPING A SUSTAINABLE FRAMEWORK FOR UK AVIATION:
SCOPING DOCUMENT**

What this paper is about

This paper gives details of the Government's recently published *Developing a sustainable framework for UK aviation: Scoping document*. It sets out some comments for discussion on the three strategic themes of aviation and the economy, aviation and climate change and aviation and the local environment. The full list of the consultation questions is set out in the Annex for consideration. Delegates are asked to agree the questions upon which UKACCs should submit a collective response and to agree a process for approving the response following the Annual Meeting.

Points for Discussion

- The issue of regional connectivity and the need to protect slots for domestic services and London airports – paras 17-24
- Whether a collective response should be made on the section relating to aviation and climate change – paras 28-32
- To consider whether the existing statutory/advisory arrangements for local engagement are effective – para 40
- To consider whether more can be done to minimise the number of people affected by aircraft noise and whether the burden of those affected should be shared across a wider population – paras 41 – 44
- The process for approving a collective response – para 47

Points for Possible Action

Delegates are asked to agree the questions upon which UKACCs should submit a collective response and to agree a process for approving the response following the Annual Meeting.

Introduction

1. On 30 March 2011 the Government issued for consultation its Scoping Document *Developing a sustainable framework for aviation* (the Scoping Document). The publication of the document represents the start of a dialogue aimed at giving a wide range of stakeholders an opportunity to contribute to the development of a long-term sustainable aviation policy framework. The Government has stated that there is an urgent need for a genuinely sustainable framework to guide the aviation industry in planning its investment and technological development in the short, medium and long term. It believes the previous Government's 2003 White Paper, *The Future of Air Transport*, is fundamentally out of date, because it fails to give sufficient weight to the challenge of climate change.
2. There is a six months consultation period ending on 30 September 2011. Delegates are asked to consider whether UKACCs should submit a collective response to the consultation and if that is the case to agree a process for approving such a response.

The Scoping Document

3. Scoping Document, together with the ministerial statement and accompanying press release, can be found on the DfT's website¹. It sets out the Coalition Government's priorities for aviation and puts forward a set of strategic questions to help broaden the debate on the long-term future of aviation. The document does not focus on aviation policies where work is already being taken forward such as the economic regulation of airports, aviation safety and aviation security regulation.
4. The Scoping Document is one element of a three part process. Following the initial consideration of views on the Scoping Document, the Government will undertake a full consultation in March 2012 on a suggested policy framework with a view to issuing a final new policy framework in March 2013. In launching the document the Rt. Hon Philip Hammond MP, Secretary of State for Transport, has set out a broad proposition which is:

“Aviation should be able to grow, but to do so, it must be able to play its part in delivering our environmental goals and protecting the quality of life of local communities.”

The Government's view is that transport needs to be greener and more sustainable, with tougher emissions standards and more sustainable technologies and to strike a balance in a new framework for aviation.

5. Government's objective is to develop a long-term, high-level framework for aviation which:
 - sets out the Government's aims for aviation and the parameters within which they can be delivered;
 - takes account of the positive and negative impacts of aviation, and achieves a sustainable balance between them;
 - integrates aviation policy with wider Government objectives, including delivering sustainable economic growth, combating climate change and protecting the local environment;
 - builds consensus among those who rely on and are affected by aviation; and
 - provides industry with the clarity it needs to invest in the UK over the long term.
6. There are 49 questions based around three strategic themes of:
 - Aviation and the Economy
 - Aviation and Climate Change
 - Aviation and the Local Environment
7. Aviation policy in the UK is largely a reserved matter so the framework will set out aviation policy for the whole UK, including Northern Ireland, Scotland and Wales. The

¹ <http://www.dft.gov.uk/consultations/open/2011-09/>

Government has stated that it will work closely with the Devolved Administrations as it develops the policy framework to take into account any relevant devolved policies and initiatives.

8. The full list of the consultation questions is set out in the Annex for delegates' consideration. Those questions shown in bold italics are felt to be of key interest to UKACCs and on which it is suggested a collective response might be submitted.
9. The current HM Treasury consultation on the Reforms to Air Passenger Duty (APD) is also highlighted in the Scoping Document and requests that the proposed reforms to APD should not be considered in isolation but as an integral part of the Government's overall strategy for aviation in the UK. There is a paper suggesting a response to the HM Treasury consultation considered elsewhere on the Agenda for this meeting which discusses the impact of APD on regional services. Other UKACCs concerns about the decline of regional services to and from London airports are also discussed in more detail below.
10. The Government asks respondents to also take into account any additional material produced over the next six months. For example, the DfT's updated forecasts for air passenger demand and aviation carbon dioxide (CO₂) emissions, which will be published later this year and also its response to the Committee on Climate Change report on options for reducing UK aviation CO₂ emissions out to 2050 (due to be issued in July). In addition the Government also intends to consult on the National Planning Policy Framework later this summer. Last year the Government published the first ever *National Infrastructure Plan*. The plan did not cover airport infrastructure development as a new policy framework for aviation, including airports was to be developed. The Government recognises the strong view of some stakeholders, particularly within the business community, that additional airport capacity is required to meet the UK economy's needs. But the Government says it is not prepared to support growth at any price.
11. Delegates will note that there are no specific consultation questions relating to passenger interests. The Government says in the Scoping Document and elsewhere that improving the passenger experience is at the heart of the Government's vision for UK aviation and that its immediate priority is to make the UK's airports better not bigger. The establishment of the *South East Airports Taskforce (SEAT)*, which brings together key players from across the industry to consider how to make the most of existing airport infrastructure and improve conditions for all users, has a strong focus on improving the passenger experience. For example, SEAT has been working with the *UK Border Agency* on initiatives to maintain effective border security, while minimising inconvenience to passengers.
12. The CAA is also leading a sub-group to identify measures that could help to provide greater resilience, increased punctuality and reduced delays at airports. SEAT is due to the report to the Government in July and delegates should note that there could be themes flowing from its recommendations which will need to be taken into account. (See also the update about the work of SEAT in the UK Aviation Roundup paper). Jackie Knight from the CAA will update the meeting on the CAA's current work on enhancing passenger representation at airports.
13. In addition, the Government has announced that it will introduce legislation in the next Parliamentary session to reform the framework for airport economic regulation. Such legislation will introduce a more flexible licence based system for UK airports, both regulated airports and those airports that will be captured by the provisions of the *Airport Charges Directive 2009/12 (ACD)*. Members will also wish to refer to the paper on Reform of the Framework for the Economic Regulation of Airports considered at last year's Annual Meeting²).
14. The themes of key interest to UKACCs are discussed in more detail below.

² <http://www.ukaccs.info/10almfiles/10airportsreg.pdf>

UK Connectivity

15. The Scoping Document recognises that air transport provides the international connectivity the country needs to succeed in a competitive global economy and that it connects the remoter regions of the UK as well as the UK to other countries. However, the Government is keen to ensure that the right balance is struck between the economic, social and environmental costs and benefits of aviation. It believes that unconstrained growth of aviation is not an option but wants to ensure that connectivity needs can be met in an environmentally responsible way in order to maintain the UK's economic competitiveness for the long term.
16. Regional airports have an important role in providing international and domestic connections across the UK, and contributing to local economies. The Government would like to explore how to create the right conditions for regional airports to flourish. Delegates will be interested to note that the Scoping Document says "Although air transport will continue to provide essential links to more remote parts of the UK and areas not served by rail, the Government expects that, in the longer term, demand for domestic aviation and much of that for near-European short-haul aviation could be met by high-speed rail."

Comment

17. The Government has rightly highlighted that economic growth is best promoted through additional inward investment, and a push for more export-led economic activity. Airports, particularly in the South East, are key international gateways for the UK. They provide international access to what is, and will remain, the UK's key economic driver; London and its hinterland. UK airports will play a significant role in helping to realise the Government's ambitions for economic growth. Without an expeditiously formulated policy framework for aviation, the success of the Government's wider strategy for economic growth is likely to be put at risk.
18. The destinations passengers actually want to travel to is also of key importance. In response to a Parliamentary question the Government confirmed that it has not conducted any recent assessment of current demand for air travel to and from regional airports. Without such an assessment, which will in turn outline where future air travel may be concentrated within the UK, there is a real risk that traffic could be directed towards airports in locations where there is no passenger demand and additional capacity might be permitted at regional airports which would then be unused. Both business and private users of air travel could then be faced with dual problem: insufficient flights to and from airports they wish to use, as well as no capacity for additional flights to those airports that they do want to use
19. Regional airports are increasingly becoming reliant on international hubs outside the UK to gain access to the wider world. Heathrow is the UK's main global gateway but fewer and fewer regional airports are able to maintain access to it. There are few incentives for airlines to continue to operate domestic services if the slots they hold at a London airport can be used more profitably to serve foreign destination using larger jets.
20. UKACCs has long lobbied the Government to address the issue of protecting domestic services from the far regions of the UK into the London airports. The Group has highlighted that there is an urgent need to review the worsening situation. In addition to this, there has been over the last year a number of concerns about the increase in landing charges at Heathrow and Gatwick airports which has resulted in some regional carriers withdrawing services between the regions and the London airports because a viable operation can no longer be sustained. The Flybe Inverness – Gatwick service is one such route which is currently under threat.
21. The previous Government had no plans to undertake a fundamental review of the Public Service Obligation (PSO) Guidance which provides the only mechanism to preserve routes for domestic services. The crowding out of regional services from the

capacity constrained London airports is continuing to have an adverse impact on the economic performance of the far regions of the UK.

22. UKACCS has consistently sought from the Government a willingness to seek an imaginative alternative solution to the problem particularly for those regions of the UK where other public transport modes, including the proposed high speed rail network, are unlikely ever to offer a suitable viable alternative. The suggestion put forward in response to the APD consultation (considered elsewhere on the Agenda for this meeting) is one way to try to devise a different approach to UK domestic services. In addition, in the response from the Minister for Aviation to the UKACCs letter following last year's Annual Meeting, the Minister said: "... if a decision was taken to try to modify the PSO rules so as to secure slots at specific airports, this would give rise to some difficult legal obstacles to overcome. Even if it proved to be possible to get over these legal hurdles, caution would be needed because what you propose would involve Government intervention in the use of valuable slots. You will appreciate that such intervention could be controversial". The Minister was however open to ideas as to how routes could be preserved in an efficient way for passengers.
23. The Government's desire for high speed rail to serve long term demand for UK domestic aviation and near-European short-haul aviation is noted. Delegates will recall that the UKACCS Working Group at its meeting in January 2010 concluded that the construction of a third runway at Heathrow was key to preserving regional slots at the airport in the longer term and that High Speed Rail would have a role to play but it would not provide a substitute for regional air links to London from the far regions of the UK. It should also be noted that the high speed rail network goes nowhere near Gatwick or Stansted airports and it will not have a direct link to Heathrow for at least 20 years! It is vital therefore that UKACCs reiterates its previous view in its response to the consultation questions (consultation questions 5.17-5.20 refer).
24. The Scoping Document says that there may be potential to reform EU slot allocation legislation to increase capacity and/or improve resilience at UK airports based on existing airport infrastructure. At the 2009 Annual Meeting in Belfast, the current slot allocation rules were discussed with James Cole *from Airport Coordination Limited*. At that time it was emphasised that only airline operating companies could apply for a slot and that the EU Regulations did not permit a local authority or a regional development agency to apply for slots. There is also the use it or lose it rule. The European Commission is conducting a review of slot regulation in order to evaluate its current operation and collect information to assess possible changes to it. It is therefore suggested that UKACCs continues to urge the Government to put forward suggestions to the European Commission to seek amendments to the current slot allocation rules as part of the search for creative solutions to the problem of protecting slots for regional services at congested airports to complement the PSO legislation.

Aviation and Climate Change

25. The Scoping Document says that the aviation sector is responsible for approximately 1 – 2 % of global greenhouse gas (GHG) emissions. In the UK, domestic and international aviation accounted in 2009 for around 6% of UK GHG emissions, or 21% of the transport sector's GHG. This compares to 43% emitted by cars, 13% by heavy goods vehicles and 7% by domestic and international shipping. Rail's carbon emissions are relatively low with rail responsible for less than 1% of total UK carbon emissions. The Government has indicated that as other sectors decarbonise over the coming decades, aviation emissions are likely to make up an increasingly large proportion of global emissions which is one of the reasons why the Government is keen for the high speed rail network to serve long term demand for UK domestic aviation and near-European short-haul aviation.
26. The Government's aim is to achieve meaningful progress on reducing its climate change emissions, while avoiding competitive disadvantage to the UK. Aviation will be included in the *EU Emissions Trading System (ETS)* from 2012, and the Government is continuing to push for a global agreement on reducing aviation's CO₂ emissions.

Achieving more efficient airspace management will also have an important part to play in reducing the environmental impact of aviation.

27. Delegates will be interested to note that the Government is soon to publish "*Climate Resilient Infrastructure: Preparing for a Changing Climate*" which examines the likelihood of more frequent extreme weather events, such as increased rainfall and higher temperatures, and the impact this may have on the UK's infrastructure. Ten UK airports will also be reporting on how they are identifying and addressing the risks they may face from climate change under the Climate Change Act (2008) Reporting Power.

Comment

28. There is much concern within the industry that the aviation sector is currently facing a taxation regime centred on apparent impacts on the environment, and in particular, carbon emissions, in the UK and across Europe. Airlines operating in the UK are currently paying the highest levels of APD in Europe, which the Government claims is partly aimed at achieving environmental goals. In addition, the 2010 Comprehensive Spending Review removed the revenue recycling element of the *Carbon Reduction Commitment (CRC) Efficiency Scheme*. This reform effectively established a new carbon tax in all but name, as many airports are mandatory participants in the CRC scheme and obliged to buy allowances. Finally, aviation is voluntarily going to become part of the EU Emissions Trading Scheme in 2012, which has substantial administrative costs as well as upfront costs in purchasing allowances. There are also fixed costs which airports must meet. Any policy framework on sustainable aviation must determine the best approach towards reducing the contribution of aviation to climate change and whether the approach adopted should be effectively punitive or incentive-based, or a mixture of both.
29. A recent survey of 154 MPs, conducted by ComRes and Airport Operators Association (AOA), has shown that more than two thirds of the MPs surveyed did not know about the double taxation that airport passengers are facing in 2012. Of those MPs who did know about the additional tax caused by the introduction of the EU ETS, 63% believed that APD should be reduced or abolished. The question as to whether the Government should be urged to reduce the level of APD when aviation is brought into the EU ETS in 2012 has been raised in the APD paper considered elsewhere on the agenda.
30. However, from an environmental perspective, the *Aviation Environment Federation (AEF)* and others say that the aviation industry is under-taxed. Whereas, for example, motorists pay fuel duty plus VAT. No tax or duty is currently payable on aviation fuel. It is important therefore that in setting the level of APD the Government fully considers the vulnerability of the aviation industry in the current economic climate and the competition from other European airports and strikes a proper balance.
31. In addition to the taxation regime, delegates will wish to consider measures to address aviation's climate change impacts particularly in respect of influencing passenger choices on alternative modes of travel. Reducing car journeys to and from airports remains a key objective of airport operators as car transport is still by far the biggest contributor to GSG emissions. As reported to previous Annual Meetings, airport operators have made great progress in recent years in meeting public transport modal split targets and the preparation of airport surface access strategies have played an important role in engaging local authorities and transport operators in addressing surface access issues. Such progress is commendable and should be recognised by the Government.
32. There are a number of consultation questions on the subject of climate change. It is suggested that UKACCs gives consideration to making a general response rather than address the specific questions particularly as the climate change impacts and measures to address those impacts are also linked to the following section on local impacts.

Aviation and the local environment

33. The Scoping Document says that the most prominent local environmental impacts of aviation are generally considered to be noise and local air pollution, which can in turn impact on health. Measures introduced to mitigate local environmental impacts can be a trade-off such as changes in operational procedures designed primarily to achieve fuel savings and reduce CO₂ emissions which may result in increased noise impacts for local communities.
34. The Government believes that community involvement in aviation issues, particularly local airport operations and development plans, is very important and therefore it is essential that airports continue to work with local communities to consider options on how best to mitigate local environmental impacts and seek mutual agreement on any proposed measures. It has highlighted the effective engagement process at over 51 airports and aerodromes through airport consultative committees (ACCs). There is a specific consultation question relating to the work of ACCs - consultation question 5.41 refers. It is suggested that UKACCs makes a collective response to this question.
35. The Scoping Document also makes reference to the DfT's review of the guidance for Airport Consultative Committees. Frank Evans from the DfT will give a presentation on the progress of the review at the meeting.
36. The Government views community engagement as an important part of managing and addressing an airport's local impact. There are specific consultation questions on the value of airport master plans in explaining an airport's future development plans and the related local environmental impacts and proposed mitigation measures and the value of airport transport forums which oversee an airport's surface access strategy.
37. Noise has been identified as one of the most prominent local impacts and is one of the main topics of debate at most ACC meetings. The Government wants to explore options to refresh noise policy with a view to providing clear objectives for industry to improve aircraft technology and operating procedures. The UK is working internationally to take forward initiatives to assist in future noise mitigation. These include operational procedures, such as steeper approaches and continuous climb departures, and developments in air navigation equipment and procedures.
38. The Scoping Document is seeking views on the future management of noise impacts and has raised specific questions around (consultation questions 5.40 – 5.48 refer):
 - flight paths which are designed to minimise noise disturbance by concentrating aircraft departures along routes avoiding the more densely populated areas. *Prescribed Noise Preferential Routes (NPRs)* are already in existence at many UK airports. They support an underlying aim of limiting and, where possible, reducing the number of people significantly affected by aircraft noise. Future developments in air navigation will also bring advanced technology and improved procedures to further mitigate the effects of aircraft noise around airports. However, these often result in concentrating flights along a very narrow routes which increases the burden for those living under the flight paths. The Government has therefore raised the question as to whether the burden should be shared more evenly through wider flight path dispersal – concentration v dispersal – so that a greater number of people are affected by noise less frequently.
 - The idea of setting a noise envelope at larger airports within which aviation growth would be possible. Such an approach would aim to limit the total noise impact from airport operations, thus defining the 'envelope' within which growth would be possible, as technology and operations reduce noise impacts per plane. Local circumstances would also need to be taken into account in such an approach
 - The improvement of night flight regimes and possible extended respite periods from night noise.
39. Local air quality is also considered and the Government has recognised that air pollution has improved significantly in recent decades. However there are levels of pollution in some areas of the UK that remain harmful to health, and the rate of

reduction in some key air pollutants is now levelling off – e.g. NO_x and particulate matter. Air quality is subject to a strict legal framework, which sets concentration limits for the protection of human health and the natural environment. The Government is therefore asking whether more needs to be done to encourage aircraft manufacturers and airlines to continue to strive to achieve further reductions in noise and air pollutants.

Comment

40. There are many strands to this part of the consultation. The key consultation question for UKACCs to consider is the question 5.41 which asks whether the current arrangements for local engagement on aviation issues through ACCs, Airport Transport Forums and the development of airport master plans are effective. In the Minister's letter to UKACCs in October 2010, she recognised the important role played by UKACCs and the individual ACCs. However, delegates are asked whether the current statutory arrangements are effective and whether improvements can be made to further enhance local engagement.
41. Delegates will no doubt agree that aircraft noise is a particularly emotive subject and can have a significant impact on quality of life for those people living close to airports or under flight paths, especially when penetrating aircraft noise results from 24 hour-a-day operations. Noise often causes annoyance and interferes with communication, children's learning and sleep patterns. Delegates will recall that at the end of last year the CAA published a consultation into its Future Airspace Strategy (FAS), which is designed to modernise the UK's airspace system over the next 20 years. Strategy identifies three broad strategic drivers to modernise the UK airspace system and achieve the aims of safety, capacity and environment. Cost benefits were also considered. The environmental benefits refer primarily to reducing aircraft greenhouse gas emissions and noise impact.
42. It has long been argued that aircraft noise can significantly affect people outside traditional 'noise contours', including those living directly underneath flight paths more distant from the airport. It is important that these communities are not overlooked in the policy making process and this raises the question whether noise should be assessed with a range of different metrics. There have been calls in the past for consideration to be given to the use of a different metric such as N70 contours³ which shows the number of noise events within an noise contour in areas rather than just a noise footprint.
43. The current policy of minimising the number of people affected by aircraft noise has led to some flight paths being concentrated over very specific narrow route, with people living under those routes having little respite. It is believed that this problem will intensify as technological improvements in air navigation become more accurate and precise. It is therefore time that the Government reviewed this policy and considered alternatives to give affected communities respite and perhaps share the burden across wider population, such as a move to temporal dispersion (using different flight paths at different times of day or days of the week). Delegates' views are sought on such an approach.
44. The issue of Planning and Noise is an area upon which delegates may wish to raise as part of its response to the consultation. The current *Planning Policy Guidance Note 24 (PPG 24)* is outdated and is long overdue a review. PPG 24 was issued in 1994 and does not reflect or complement current noise legislation such as the EU's *Environment Noise Directive* which requires the production of strategic noise maps and noise action plans. It is suggested that UKACCs reiterates its previous pleas to Government to review the planning guidance.

³ N70 is a metric which originated from Australia and it describes the number of noise events (N) exceeding an outdoor maximum noise level (L_{max}) of 70 dBA. The 70 dBA outdoor level was chosen because it corresponds to the Australian standard for the onset of indoor speech interference of 60 dBA

45. In respect of air quality around airports pollution is largely related to concentrations of nitrogen dioxide (NO₂ - a component of NO_x), and is a matter of concern at some UK airports. While road traffic is generally the major source of these pollutants, progress is being made in reducing emissions from aircraft and in understanding the relative contributions from other airport sources as well as those from road traffic close to airports. The industry is committed to reducing aircraft and airport emissions and *Sustainable Aviation* (see the UK Round-up paper elsewhere on the Agenda for this meeting) is continuing to assess the opportunities for NO_x reductions through airside operational efficiencies. *Sustainable Aviation's* third progress report advises that the industry is on track to meet the ACARE 2020 goal for emission reductions. Technological advances are being developed but it will take time for the benefits to be realised as it will be dependent on airlines investing in new fuel efficient, less polluting aircraft. Additional measures to further incentivise airlines to invest in new fuel efficient, "cleaner" aircraft is through the implementation of greater differentials in the structure of landing charges at airports. This would however be controversial particularly in the current economic climate.

UKACCs collective response - the next steps

46. The full list of the consultation questions is set out in the Annex for delegates' consideration. Those questions shown in bold italics are felt to be of key interest to UKACCs but there are others that delegates would like to consider. Delegates are asked to consider and agree the questions upon which a collective response could be submitted.
47. The views expressed by delegates at the meeting will then be incorporated into a draft consultation response that the Secretariat will ask the members of the Working Group to approve via email following the meeting.

Paula Street
May 2011

Aviation Scoping Document Consultation Questions

The aviation sector

- 5.1 How does the aviation sector as a whole benefit the UK? Please consider the whole range of aviation activities including, for example, air freight, General Aviation and aerospace.
- 5.2 What do you consider to be the aviation sector's most important contributions to economic growth and social well-being?
- 5.3 Are some sub-sectors of aviation more important than others? If so, which and why?
- 5.4 How do you think the global aviation sector will evolve in the medium and long term (twenty to fifty years)? What do you expect to be the most significant changes?
- 5.5 How, and within what constraints, can aviation growth occur as technological developments and improved operating procedures reduce CO₂, pollutant emissions and noise impacts?
- 5.6 How should decision-makers address trade-offs or competing interests, where these occur both (a) between different aviation objectives, e.g. CO₂ emissions versus local noise reduction, and (b) between aviation and other sectors, e.g. airspace use versus renewable energy objectives, or the use of land for maintaining a viable network of smaller airfields versus housing development?
- 5.7 Should some aspects of UK aviation be considered to be of strategic national interest (e.g. certain airports, air traffic control)? If so, based on what criteria?
- 5.8 How might the cost of regulation to the aviation sector be reduced, while achieving the Government's objectives of promoting sustainable aviation, improving the passenger experience at airports, and maintaining high standards of safety and security for passengers and freight?

International connectivity and hub airports

- 5.9 ***How important are air transport connections – both international and domestic – to the UK at both national and regional levels?***
- 5.10 As long as people and goods can easily reach their desired destination from the UK, does it matter if they use a foreign rather than a UK hub airport?
- 5.11 Are direct connections from the UK to some international destinations more important than others? If so, which and why?
- 5.12 How will the UK's connectivity needs change in the light of global developments in the medium and long term (twenty to fifty years)?
- 5.13 What are the benefits of maintaining a hub airport in the UK?
- 5.14 How important are transfer and transit passengers to the UK economy?
- 5.15 What are the relative merits of a hub versus a point-to-point airport?

5.16 Would it be possible to establish a new 'virtual' hub airport in the UK with better connectivity between existing London and / or major regional airports? Could another UK airport take on a limited hub role? What would be the benefits and other impacts?

Regional connectivity and regional airports

5.17 Can regional airports absorb some of the demand pressures from constrained airports in the south-east? What conditions would facilitate this?

5.18 *What more can be done – and by whom – to encourage a switch from domestic air travel to rail?*

5.19 *How could the benefits from any future high speed rail network be maximised for aviation?*

5.20 *How can regional airports and the aviation sector as a whole support the rebalancing of the economy across the UK?*

Making better use of existing capacity

5.21 To what extent do UK airports meet the needs of their customers? How might those needs be more effectively met within existing capacity? What is the right balance between competition and regulation?

5.22 Can we extract more capacity out of the UK's existing airport infrastructure? Can we do this in a way which is environmentally acceptable? To what extent might demand management measures help achieve this?

5.23 How can we support Heathrow's hub status within the constraints of its existing capacity? Can we do this in a way which is environmentally acceptable?

5.24 How important is increased resilience at the UK's major airports to reduce delays? How best could resilience be improved with existing capacity, e.g. how might trade-offs between existing capacity and resilience play a role in this?

5.25 *Could resilience become an issue at regional airports? If so, how might this be avoided?*

5.26 *Could existing airport capacity be more efficiently used by changing the slot allocation process, for example, if the European Commission were to alter grandfather rights? If so, what process of slot allocation should replace it?*

5.27 *What provision, if any, should be made for regional access into congested airports?*

5.28 What provision, if any, should be made for General and Business Aviation access into congested airports?

5.29 What is the role of airspace design and air traffic management in making better use of existing capacity?

Climate change impacts

5.30 What do you consider to be the most significant impacts of aviation, including its non-CO₂ emissions, on climate change? How can these impacts best be addressed?

5.31 *What role should aviation play relative to other sectors of the economy in reducing greenhouse gas emissions in the medium and long term?*

- 5.32 How effective do you believe the EU ETS will be in addressing the climate impacts of aviation? Should the UK consider unilateral measures in addition to the EU ETS? If so, what?
- 5.33 What is the best way to define and quantify the UK's share of the CO₂ emissions generated from international aviation?
- 5.34 What is the potential for increased use of sustainable biofuels in aviation and over what timeframe? What are the barriers to bringing this about?
- 5.35 What mechanisms could the Government use to increase the rate of uptake of sustainable biofuels in the aviation sector? In particular, how can we accelerate the successful development of second generation biofuels?
- 5.36 Which technologies (e.g. for aircraft and air traffic management) have the most potential to help reduce aviation's CO₂ emissions (noting potential trade-offs with local environmental impacts)?
- 5.37 What more could be done to encourage the aviation industry to adopt new technology to reduce its climate change impacts?
- 5.38 What more can the UK aviation industry do to reduce the climate change impact of its ground operations and surface access to and from the airport (which can also help reduce local environmental impacts)?
- 5.39 ***What scope is there to influence people and industry to make choices aimed at reducing aviation's climate change impacts, e.g. modal shift, alternatives to travel, better information for passengers, fuller planes, airspace management (which can also help reduce local environmental impacts)?***

Local impacts

- 5.40 ***What do you consider to be the most significant impacts – positive and negative - of aviation for local communities? Can more be done to enhance and / or mitigate those impacts? If so, what and by whom?***
- 5.41 ***Do you think that current arrangements for local engagement on aviation issues, e.g. through airport consultative committees and the development of airport master plans, are effective? Could more be done to improve community engagement on issues such as noise and air quality? If so, what and by whom?***
- 5.42 ***Do you think that current arrangements for ensuring sustainable surface access to and from airports, e.g. Airport Transport Forums and airport surface access strategies, are effective? Could more be done to improve surface access and reduce its environmental impacts? If so, what and by whom?***
- 5.43 What are your views on the idea of setting a 'noise envelope' within which aviation growth would be possible, as technology and operations reduce noise impacts per plane? What do you consider to be the advantages and disadvantages of such an approach?
- 5.44 ***Is it better to minimise the total number of people affected by aircraft noise (e.g. through noise preferential routes) or to share the burden more evenly (e.g. through wider flight path dispersion) so that a greater number of people are affected by noise less frequently?***

- 5.45** What is the best way to encourage aircraft manufacturers and airlines to continue to strive to achieve further reductions in noise and air pollutant emissions (notably particulate matter and NO_x) through the implementation of new technology?
- 5.46** What are the economic benefits of night flights? How should the economic benefits be assessed against social and environmental costs?
- 5.47** How can the night flying regime be improved to deliver better outcomes for residents living close to airports and other stakeholders, including businesses that use night flights?
- 5.48** Should extended periods of respite from night noise be considered, even if this resulted in increased frequency of flights before or after those respite periods?

Any other comments

5.49 If you have comments on any strategic issues not covered in this scoping document, which you consider to be relevant to the development of the aviation policy framework, please include them in your response.