



PRE-DRAFT

**REGIONAL SPATIAL STRATEGY
(RSS)**

TOPIC PAPER 5e:

AVIATION

**Consultation
Winter 2004/05**

Foreword

The Yorkshire and Humber Assembly has reached another crucial stage in the development of 'PLANet Yorkshire and Humber' - the new Regional Spatial Strategy (RSS). A draft of the new RSS is to be submitted to Government by the end of April 2005.

In preparing the new draft RSS the Assembly is committed to involving as wide a range of organisations and individuals as possible. The preparation process for the new draft RSS therefore provides for two specific periods of public consultation *before* a new draft RSS is prepared and submitted to Government. This is in addition to the continual involvement of many partners in the technical work for the new RSS.

The first consultation document - 'Draft Spatial Vision and Strategic Approach' (July 2004) - considered the overall approach that should guide the preparation of the new RSS (particularly the role of sub-areas), key issues facing different parts of the region and possible responses to these issues.

We have now reached the second stage of consultation. This is based on the need to consider in more detail how we can develop a clear spatial strategy for the region that takes into account all of the issues identified in the RSS Project Plan ('Shaping the Future', January 2004). This second stage of consultation is therefore structured around a series of 'topic papers', of which this is one. The full list of topic papers is:

- Topic paper 1: Introduction to Pre-Draft RSS
- Topic paper 2: Spatial Options
- Topic paper 3: Housing
- Topic paper 4: Economy
- Topic paper 5a: Freight
- Topic paper 5b: Strategic Public Transport
- Topic paper 5c: Public Transport Accessibility
- Topic paper 5d: Demand Management
- Topic paper 5e: Aviation
- Topic paper 5f: Transport Investment Priorities
- Topic paper 6: CAP reform
- Topic paper 7: Energy
- Topic paper 8: Water
- Topic paper 9: Sustainable Tourism
- Topic paper 10: Forestry
- Topic paper 11: Biodiversity
- Topic paper 12: Culture
- Topic paper 13: Health
- Topic paper 14: Education
- Topic paper 15: Minerals
- Topic paper 16: Sustainable Waste Management
- Topic paper 17: Retail and Leisure
- Topic paper 18: Monitoring

Please bear in mind that these topic papers are raising many challenges that policies in the new RSS will need to address. The topic papers do not include draft policies and there will need to be a great deal of integration across topic areas before the policies are drafted. The purpose of this stage of consultation is to receive feedback on what direction you think RSS policy should take.

Please note that these topic papers have not been endorsed by the Assembly, or its advisory body the Regional Planning and Infrastructure Commission. They do not represent Assembly policy but give an important opportunity for a wide range of stakeholders to feed in to the further development of the new RSS for the Yorkshire and Humber region.

Your comments

We would like your comments on these topic papers. You can answer the questions that we ask in the papers or you can send us your general comments.

We need to hear from you by **Friday 25 February 2005** so that your views and ideas can be taken into account as we prepare the new draft RSS to submit to Government.

Please send your comments to

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Or email them to: emma.hunt@yhassembly.gov.uk

All the topic papers and accompanying documents can be found at www.yhassembly.gov.uk

Strategic Environmental Assessment/Sustainability Appraisal

At each stage of the development of the new RSS, a Strategic Environmental Assessment/Sustainability Appraisal (SEA/SA) is being carried out. At this stage, this appraisal has particularly concentrated on Topic Paper 2 – Spatial Options. The report of this appraisal is also available from the Assembly.

Any queries

If you have any queries about the topic papers, or any aspect of RSS, please call the Regional Planning and Transport team on 01924 331590.

Topic Paper 5e: Aviation

Introduction

1. Air travel, particularly by low-cost airlines, is growing rapidly and this has implications for the development of airport facilities and surface access to airports both within and outside Yorkshire and Humber. There are also wider considerations in respect of the global environmental impact of aviation.

Background

2. RPG12 (October 2001) was drafted before the Government published its Aviation White Paper. The White Paper has implications for the development of all the region's airports and for surface travel to the airports. Also, because of the importance of Manchester Airport to air travellers from Yorkshire and Humber, surface access to south Manchester will increase on surface links across the Pennines, which already suffer from congestion.
3. A further development since RPG12 was prepared is that Finningley Airfield secured permission in April 2003 to operate as a civil airport and this will open as Robin Hood Doncaster Sheffield International Airport early in 2005.

Process

4. RPG12 (October 2001) includes text on aviation but it was known at the time of drafting that Government was working on a White Paper which would have implications for RPG.
5. Aviation was not included as a Matter for the Selective Review of RPG12 as the White Paper was still not available to inform the debate. The references to aviation in RPG12 were slightly changed in the Selective Review – to include short descriptions of Leeds/ Bradford and Humberside Airports, to note that the development of Finningley as a civil airport had obtained planning permission, and to summarise the Assembly response to the national consultation ahead of the White Paper.
6. Individual proposals for improving access to airports were considered along with other investment priorities at the Public Examination of the Selective Review. This led to changes in the presentation of proposals for Leeds/ Bradford Airport.
7. The existing RSS (issued in December 2004) as the outcome of the Selective Review of RPG adds some more detail about the development of Finningley but deletes the reference to the Assembly's recommendation to Government on environmental impacts.

8. The Assembly is represented on the Airport Forums for both Leeds/Bradford and Robin Hood airports. These Forums are required under the 1998 Transport White Paper to prepare Airport Surface Access Strategies, and specific proposals for improved surface access will be considered as potential priority interventions in the RSS.

White Paper Issues

9. The White Paper *The Future of Air Transport* (December 2003) addressed the development of airport capacity in the UK over the next 30 years. It set out a national policy framework against which the relevant public bodies, airport operators and airlines can plan ahead.
10. The White Paper does not remove the need for normal planning procedures in respect of airport developments, but it provides a clear indication of whether particular developments enjoy Government support or not.
11. Government expects that the White Paper proposals for new airport capacity and related development should reflect, and be reflected in, the spatial development, transport and economic strategies of the English regions.
12. Concerns have been expressed at the Regional Transport Forum that expanding airport capacity as outlined in the Aviation White Paper would not be consistent with efforts elsewhere in RSS to reduce the environmental impacts of transport.
13. Although the White Paper includes a number of proposals for mitigating the environmental impacts of growth in aviation, most of these require agreement at national, EU or international level.

Current background in the region

14. Leeds/ Bradford Airport has developed rapidly following the introduction of low-cost operations and growth is forecast to grow from 2.4 million passengers per annum (mppa) in 2004 to around 7mppa by 2030. The Government supports the further development of the airport through additional terminal capacity and possible a 300m runway extension.
15. Humberside Airport was forecast in the Government's consultation paper to grow from the current 0.5m (mppa) to 1.6mppa by 2030.
16. Robin Hood (Finningley) Airport is due to start operations in Spring 2005 with a mix of low-cost and charter operations. The existing planning permission allows up to 2.3mppa and the airport is expected to attract about 1mppa in its first year of operation. Given the airport's location, a significant part of its catchment area is in the East Midlands.
17. Manchester Airport is expected to have to meet much of the significant growth in demand for air travel in the North of England, expanding from

19 mppa at present to around 50 mppa over the 30-year forecast period. It is expected that a significant element of the growth will come from Yorkshire & Humber travellers – particularly on long-haul routes- as some 48% of air travellers from this region use Manchester Airport. Also, Manchester Airport has the ability to open new routes because of its large catchment area. This has major implications for trans-Pennine travel on both the M62 and TransPennine Express rail. Infrastructure improvements may be required outside Yorkshire & Humber to help address the priority of improved airport access.

18. Teesside International Airport serves passengers from some parts of North Yorkshire.
19. East Midlands (Nottingham) Airport is a convenient airport for travellers from the southern parts of the region and it has seen rapid growth following the introduction of low-cost services. It also has a major air freight operation.
20. On the particular issue of regional air access to London, services are currently available from Leeds/ Bradford and the Government has consulted on protection mechanisms to protect landing slots at Heathrow if there were a future proposal to withdraw these services.

Policy Issues for RSS

21. If RSS were to attempt to restrict the number of flights out of Yorkshire & Humber airports, the measures would have to be deliverable through either land-use or transport policy recommendations.
22. Given the clear wish by UK residents to take advantage of the travel opportunities presented by new and established airlines, the overall effect of restricting flights from Yorkshire & Humber would be marginal as alternative airports in neighbouring regions continue to provide these services. The propensity to fly in Yorkshire & Humber is substantially below the national average, which implies that the market is under-served.
23. Airports have a wider role in spatial strategy, particularly in respect of serving their respective city regions.
24. There is a very substantial leakage (75%) of air travellers in Yorkshire & Humber to airports outside the region. This implies a potential for clawback of passengers to the region's own airports.
25. Surface access to the region's airports has been identified as one of the eight priority transport themes by regional partners. This is reflected in the current set of priority interventions (set out in existing RSS). It should be noted that in general developers will be expected to pay the costs of upgrading or enhancing transport networks where this is needed to cope with additional airport passengers. Where an upgrading scheme has wider benefits there may be opportunities for a broader funding package.

Related issues

26. Airfreight issues are being addressed within the Regional Freight Strategy. The development of East Midlands Airport as the UK's largest regional airfreight facility has particular importance for Yorkshire & Humber.
27. There are major issues for tourism. The services which are currently expanding tend to serve overseas leisure markets. Tourism in Yorkshire & Humber would benefit if overseas visitors could arrive in the region direct rather than using the London airports as UK gateways. However, the growth of the tourism market cannot be achieved by the aviation sector alone and has implications for developing sustainable tourism in the region (see Topic paper 9).

Questions for Consultation

1. *If it is considered that current trends in aviation work against the main sustainability thrust of transport policy, should the Regional Spatial Strategy include policies aimed at controlling the expansion of aviation in the region?*
2. *If some form of "demand management" is proposed for regional aviation, are any measures appropriate for inclusion in RSS? How might these work?*
3. *Should Airport Master Plans include, as proposed by the Northern Way Growth Strategy, investment programmes to provide more office, warehouse and industrial space in close proximity to the region's airports?*
4. *Should there be a continued policy of trying to claw back passengers from other airports in other parts of the country (particularly Manchester and Nottingham East Midlands) – to try to ensure more of the region's residents use the region's airports? How could new RSS help to make this happen?*

References and Background Documents

The Aviation White Paper (December 2003) and consultation documents (2002) include detailed descriptions of airport facilities, forecasts of service growth and provide a national policy framework for airport development
www.dft.gov.uk

In July 2004 Government published guidance on Airport Master Plans. They will provide an indication of airport operators' plans for infrastructure

development in the light of the high-level strategic policy framework for each airport in the White Paper www.dft.gov.uk

PPS11 (September 2004) states that the Regional Transport Strategy should *provide a strategic steer on the future development of airports and ports in the region consistent with national policy...* In particular it states that Regional Planning Bodies will need to address in conjunction with the HA and SRA the surface access issues, including freight access and requirements for development of airports in their region www.odpm.gov.uk

The Northern Way (September 2004) proposes the preparation of a Northern Airports Priority Plan (and Access Plan) to identify how to secure the growth of all the North's airports, increasing business trips and inbound tourism and setting priorities for improving rail and road access. It also states that by the end of 2005 the NWGS will ensure that all the Airport Master Plans now being prepared will feature investment programmes to provide more office, warehouse, and industrial space in close proximity to the airports where appropriate www.odpm.gov.uk