Department
for **Transport**

The Future Development of Air Transport in the United Kingdom: Midlands

A National Consultation

Summary Document

Contents

1. Introduction

1.1 Consultation on the Future of Aviation in the Midlands

This document is a summary of the Regional Air Services Consultation Document (RCD) for the Midlands. It provides an overview of a number of national and regional issues that have implications for the future development of air services and airports in the Midlands and across the UK as a whole. It goes on to identify the key policy choices that will affect the future of aviation in the Midlands on which the Government is seeking your views. The analysis we have undertaken and your comments will then be used to inform preparation of the forthcoming UK Air Transport White Paper as it relates to the Midlands.

1.2 Policy Background

In the Integrated Transport White Paper *"A New Deal for Transport: Better for Everyone"*,[1] published in 1998, the Government announced that it would prepare a UK airports policy looking 30 years ahead and bring forward new policies on civil aviation. The Government intends to publish an Air Transport White Paper, the overriding aim of which will be to provide a sustainable long term policy framework for the future of aviation across the UK. Working closely with the Government Offices for the East and West Midlands, we will seek to ensure that this wider framework also meets the Midlands' aviation needs.

The Air Transport White Paper will need to consider aviation's effect on:

- people (air passengers and those whose lives are affected by airports and aviation);

- the economy;

- the environment;

- regional development; and

- integration with surface transport.

The 'Future of Aviation',[2] published in December 2000, sought ideas and views on a wide range of strategic policy issues underpinning air transport policy in a national and international context. The Midlands RCD, along with its counterparts for the six other air service regions (including the South East and East of England), is more geographically focused and project orientated in its approach. However, the range of RCDs form an equally important step in identifying the key policy decisions that Government will need to address in drawing up the forthcoming Air Transport White Paper.

To support the production of the new White Paper and the RCDs, the Government commissioned a wide-ranging programme of broad regional and topic-based studies. The studies used a range of modelling, analytical and appraisal techniques as well as discussions with airports, airlines and other key stakeholders, to:

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[1] Integrated Transport White Paper "A New Deal for Transport: Better for Everyone", Department of the Environment, Transport and the Regions (July 1998).

[2] "The Future of Aviation", Department of the Environment Transport and the Regions (December 2000).

- develop a clearer understanding of the current role of aviation and airports both nationally and regionally;

- look forward 30 years and try to forecast air passenger and freight traffic under a range of different growth and policy scenarios;

- examine the airport and airspace infrastructure that would be required to address the resulting demand forecasts; and

- assess the economic, environmental, social and safety implications of doing so.

It is important to emphasise that forecasting 30 years ahead is difficult to do accurately, especially in an industry as dynamic as aviation. However, we believe the analysis presented in the main Midlands RCD and associated technical studies provides a sound basis for considering the future development of aviation in the Midlands. It will not be easy to define a long-term sustainable policy framework that will enable us to maximise the benefits of airports and air services while minimising the negative impacts and allowing those concerned to plan with greater certainty, but this is the challenge and we must face up to it.


Figure 1: Map of the UK with Midlands Highlighted

1.3 The Demand for Air Travel in the Midlands

Demand for air travel has been growing rapidly in recent years in all parts of the UK, including the Midlands. In 2000, around 180 million passengers passed through UK airports, of these 10 million used the Midlands major airports.

Our forecasts for air traffic in 2030 indicate that, if unconstrained, total demand across the UK may rise to between 400 million (low) and 600 million (high) passengers per year by 2030. For our work on regional air services we have used the mid-point of the forecast range (i.e. around 500 million passengers per annum or 'mppa'). The forecasts suggest that demand at the Midlands' principal airports could reach 60mppa in 2030 but this will be dependent upon additional capacity being provided at airports in the South East of England.

Figure 2: **Annual Percentage Growth in Passenger Traffic from 1991-2000**
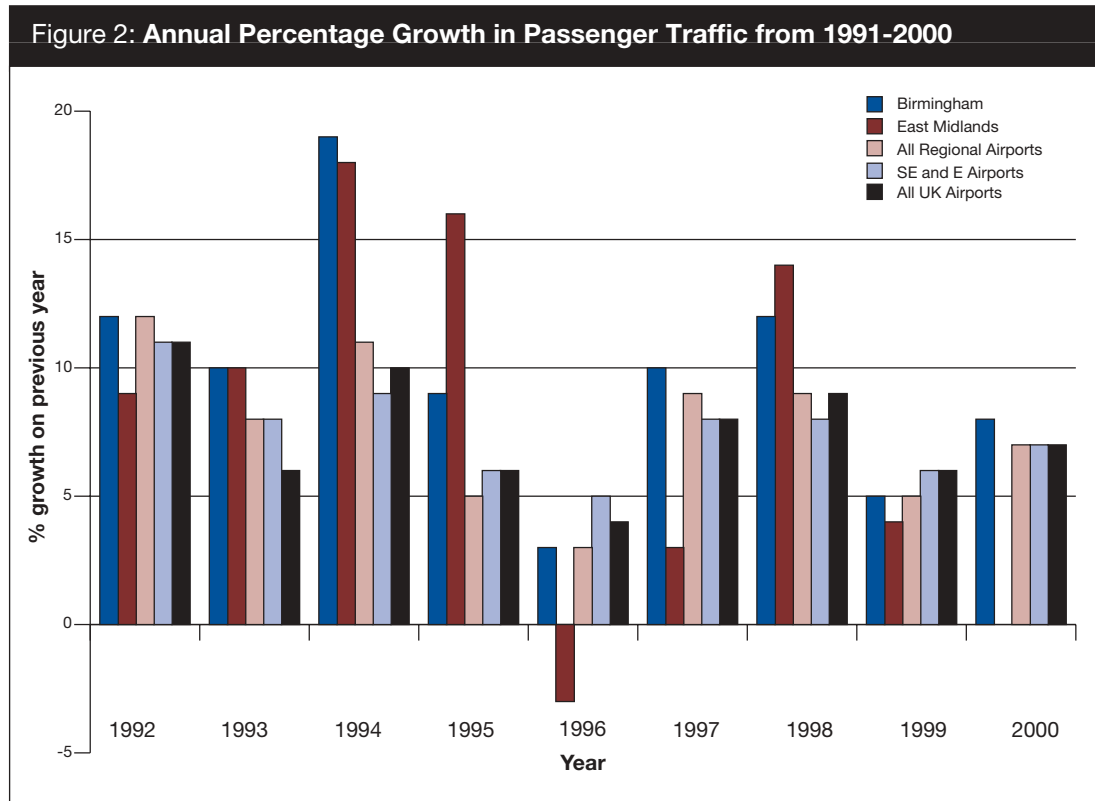
The terrorist attacks of 11 September 2001 have had a major impact on aviation at least in the short-term. It is not possible to say what the longer-term effects will be but there are signs that the industry is already recovering. When considering the development of the aviation industry over the last 30 years, it is likely that major events and the usual cycles of the global economy will cause demand for air travel to fluctuate (as occurred during the Gulf War and the recession of the early 1990s). An examination of historical data shows that traffic growth has always returned to long run average trends following such events. The air traffic forecasts presented in the document take account of this.

1.4   The Importance of Aviation to the Midlands

Airports and air services are widely recognised as making a substantial contribution to the economy and social welfare of the UK as a whole and to its constituent regions, including the Midlands. They open up opportunities for travel on business, for those wishing to visit friends and relatives and for holidaymakers. Around 50% of the UK population travelled by air in 2001 according to a recent survey[3]. This survey also indicates that up to a further 10% are considering doing so this year. Of those who flew

[3] Omnibus Survey: Office of National Statistics (July 2002)

last year, 25% flew more than twice and many regard it as an essential means of travel for business and leisure. In the majority of cases air services are the only way of reaching international destinations quickly and conveniently and for regions, such as Scotland and Northern Ireland, are the only realistic means travelling to places within the UK.

Air services have a vital role in reducing travel times, increasing accessibility and, therefore, improving economic efficiency and productivity. They serve an important role in attracting inward investment, particularly from overseas, and help to stimulate and sustain the growth of local businesses by opening up new markets and supply chains. Airports are also frequently the focus of 'clusters' of businesses serving the aviation industry directly or those requiring easy and frequent access to air services, such as the important local manufacturing industry. Aviation in the Midlands currently supports 9,480 jobs directly and 41,250 jobs in total.

The UK has the fourth largest economy in the world and is heavily dependent on external trade and the provision of high added value goods and services for its prosperity. Internationally recognised and well-connected airports are essential if the UK is to remain competitive in increasingly globalised markets. In the Midlands many of the key growth sectors, are heavily dependent on air travel to access to their principal export markets.

Aviation is currently estimated to add £0.5 billion of added value[4] to the Midlands economy each year directly and is important to the effective functioning of many businesses. This accounts for 1.06% of the Midlands GDP and these figures are expected to rise over the next 30 years. Aviation is also a key factor in attracting inward investment to the Midlands.

1.5   Achieving a Sustainable Aviation Strategy for the Midlands

While growth in airports and air services has the potential to generate significant economic and social benefits for the Midlands it brings with it important implications for:

- people who live close to airports or under their flight paths;

- the built and natural environment; and

- surface transport services and infrastructure.

4   Contribution of Aviation to the UK Economy, Oxford Economic Forecasting 1999.

For example, growth in air services is likely to lead to an increase in the number of people exposed to aircraft noise and in greater emissions contributing to local air pollution and global warming. If new infrastructure, for example new terminal buildings, roads, car parks and public transport links, is developed this may require land take; in some cases this may impact negatively on green belt or ecological and heritage resources. More people travelling to and from airports can lead to more congestion on the roads in the vicinity of the airport.

If we are to put in place a sustainable long term strategy for aviation in the Midlands the positive and negative impacts of growth need to be carefully balanced so that the benefits are maximised and any potential adverse effects minimised. One key aim of this consultation is, therefore, to determine what the appropriate balance should be in the Midlands and how any residual impacts can be effectively mitigated and managed. Your views will play an important role in ensuring we get this balance right.

1.6 Summary Document

The assessment we have undertaken of broad national policy scenarios and major infrastructure options at Midlands' airports is presented in summary form in the remainder of this document. This document is aimed at those with an interest in the future development of aviation in the Midlands to consider and offer views. Comments received will then be used to inform the preparation of the forthcoming Air Transport White Paper.

Subsequent sections of this document set out:

- 2: A summary of the recent trends in air service and airport growth, both in the Midlands and elsewhere in the UK.

- 3: A range of potential National Policy Scenarios; these are intended to provide information on the nature and scale of the impacts of different possible options, both nationally and regionally.

- 4: An overview by scenario of the passenger forecasts and impacts for the Midlands airports.

- 5: An examination of the option for a new airport site in the Midlands and an overview of its impact.

- 6: An overview of the key policy issues of importance to the Midlands.

- 7: The consultation process, access to information, the address for responses and the code of practice.

It is important to emphasise, that while this summary document provides an introduction to the key issues it is by no means the full story. Many consultees will wish to examine the more detailed analysis which is set out in the main Regional Consultation Document and its supporting technical studies. Details of how to access these are in Section 7.

2. The Aviation Scene in the Midlands

2.1 Airports and Air Services

There are three principal airports in the Midlands region, of which Birmingham is the largest. The second largest is East Midlands. Both serve scheduled and charter passenger flights. East Midlands airport also handles a large amount of air freight. The third airport, Coventry, does not currently handle commercial passenger flights but does serve the freight market.

Figure 3: **Principal Airports in the Midlands**
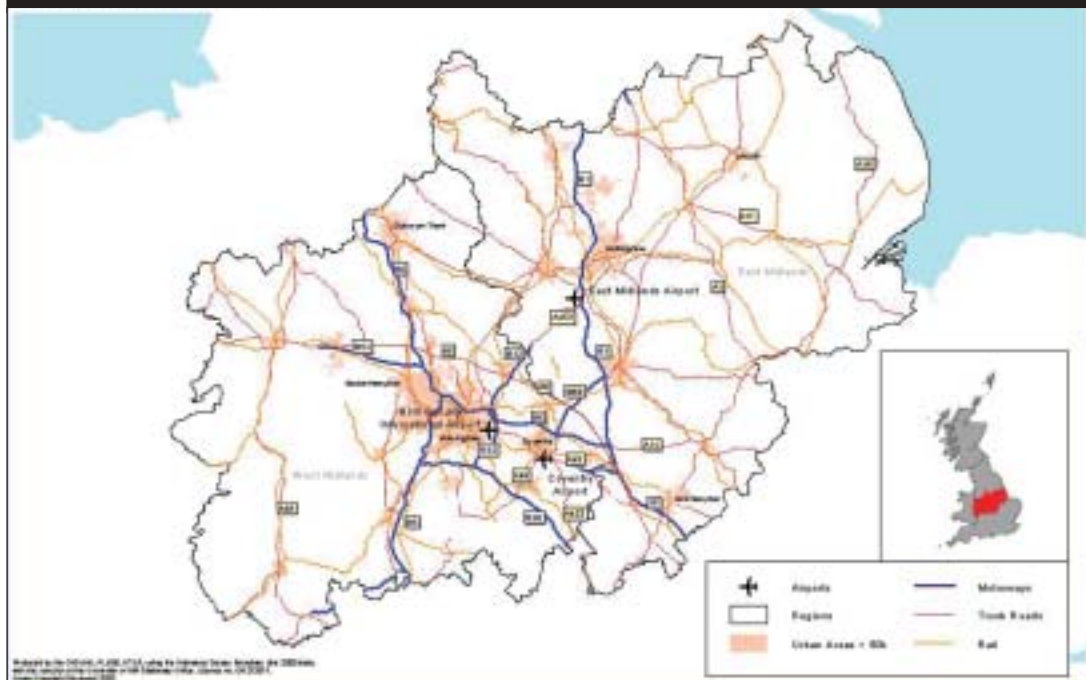
There are a number of other airports and airfields in the region, two of which, Wolverhampton Business Airport (formerly Halfpenny Green) and RAF Cosford, have some potential to attract commercial activity. Other airports like Retford Gamston and Wellesbourne currently serve general aviation (GA) requirements. GA includes a range of different activities, including business aviation (corporate jets and air taxis), recreational flying, pilot training and emergency and utility services.

2.2 Traffic Trends

Over the past decade the number of passengers travelling through UK airports has grown by an average of 7.3% per year. Growth has been faster at regional airports

(around 8% per year) than at South East of England airports (around 7% per year).

The two main airports in the Midlands, Birmingham and East Midlands, are both relatively large and both fall within the top ten of UK regional airports. Birmingham airport is the fifth largest passenger airport in the UK and the second largest outside the South East after Manchester. Passenger traffic at Birmingham has been growing at nearly 10% per year over the last decade with particularly strong growth in international scheduled traffic.

East Midlands airport is around a third of the size of Birmingham airport in passenger terms. Growth in passenger traffic at the airport has been weaker over the last decade, slightly below the national average, although the establishment of "no frills" bases by go and bmibaby should result in rapid growth in the next few years. However, freight traffic has grown rapidly over the last decade, as the airport has become an important base for the rapidly growing express freight market. East Midlands is now the third largest freight airport in the UK after Heathrow and Gatwick and is the largest in terms of the number of dedicated freighter aircraft movements.

Coventry airport is much smaller than Birmingham and East Midlands and did not have any scheduled services in 2000. The airport is principally a freight airport at present although traffic has fallen recently. Like East Midlands, it is part of Royal Mail Skynet network and carries a significant amount of mainly domestic mail.

Table 1 shows the growth in total passenger traffic at Midlands airports from 1991–2000. Table 2 illustrates the growth in total freight traffic over the same period.

Table 1: **Total Passenger Traffic at Midlands Airports 1991-2000 ('000 pax)**					
Airport	1991	1996	2000	Actual Growth 1991–2000	Average Growth pa 1991–2000
Birmingham	3,247	5,353	7,493	4,246	9.7%
Coventry	6	3	4	-2	-4.4%
East Midlands	1,145	1,822	2,227	1,082	7.7%
Mids Total	**4,398**	**7,178**	**9,724**	**5,326**	**9.2%**
Regional Airports Total[1]	30,772	45,624	61,037	30,265	7.9%
SE Total[2]	63,352	88,560	117,046	53,514	7.1%
UK Total[3]	94,124	134,184	178,083	83,959	7.3%
Regional Airports as % of all UK	32%	35%	34%		
MIDS as % RASCO regions	15%	16%	16%		

Source: CAA Statistics (1991-2000)

[1] Defined here as the largest regional airports considered under the RASCO study
[2] Defined here as the largest airports in the South East and East of England considered under the SERAS study
[3] Defined here as the RASCO and SERAS airports only. In 2000 a further 2 mppa used small UK airports

Table 2: **Total Freight Traffic at Midlands Airports 1991–2000 ('000 tonnes)**					
Airport	1991	1995	2000	Actual Growth 1991–2000	Average Growth pa 1991–2000
Birmingham	26	19	10	-16	-10.1%
Coventry	2	23	5	3	10.7%
East Midlands	8	105	179	171	41.2%
Mids Total	**36**	**147**	**194**	**158**	**20.6%**
Regional Airports Total	179	338	456	277	10.9%
SE Total	916	1,428	1,825	909	8.0%
UK Total	1,096	1,766	2,282	1,186	8.5%
Regional Airports as % of all UK	16%	19%	20%		
MIDS as % RASCO regions	20%	43%	43%		
Source: CAA Statistics (1991-2000)					

2.3   Services and Access

Birmingham airport is well served by public transport with frequent services between Birmingham International and Birmingham New Street stations. The airport is situated close to the main motorway network giving good levels of accessibility from the airport's catchment area (the population from which an airport draws its passengers) which extends to Wales and the South West of England. This allows Birmingham airport to support a wide range of scheduled services with more than 20 airlines serving over 50 destinations, including a limited range of long-haul destinations.

East Midlands is poorly served by public transport. Consequently, 99% of passengers access the airport by road. Currently, public transport links are by bus but a shuttle link from a new station on the Midland Main Line is in prospect. The airport's catchment area is concentrated in the Midlands, particularly the cities of Derby, Nottingham and Leicester. Charter services make up over 80% of passenger flights at the airport with bmi british midland providing the majority of the entirely short-haul scheduled flight network. Operators *go* and bmibaby began "no frills" services in Spring 2002. East Midlands is the UK base for DHL and UPS with over 100, mainly night-time, scheduled freighter services.

Coventry airport serves the business and general aviation sectors and currently has no scheduled or charter passenger services. The airport's main commercial traffic is domestic mail and freighter services.

2.4   Propensity to Fly

People living in the Midlands make fewer journeys by air than the UK average. We define 'propensity to fly' (PTF) as the number of return air journeys (by both Midlands' residents and visitors to the Midlands), with an ultimate origin or destination somewhere in the Midlands. On this basis, PTF for the Midlands was around 0.75:1 in 2000 (i.e. on average around three quarters of a return trip per year for every person living in the Midlands), compared to the UK average of 1.3:1 and the UK regional average (excluding the South East) of 0.9:1.

PTF on scheduled and charter services is similar in both the East and West Midlands, although use of scheduled services in the West Midlands is slightly higher. There was little use of "no frills" services reflecting the fact that few such services operated out of the region in 2000. This may well change given recent developments at East Midlands. At present the use of domestic air services by people living in the Midlands is significantly lower than the UK average. This is mainly because the region is well served by road and rail links to other major population and business centres in the UK and the region's proximity to the main London airports means there are no air services to London.

3. National Policy Scenarios

3.1 Introduction

This section sets out a range of possible options for the development of airports and air services over the next 30 years and the policy mechanisms that might be used to deliver them. Both the policy scenarios and the policy mechanisms should be considered as options for consultation, not firm proposals for action.

3.2 Policy Scenarios

These scenarios are summarised below:

GROWTH SCENARIOS

The RASCO Reference Case (RRC) – This scenario assumes that current policies continue in the future. It also assumes that significant new runway capacity is provided over the course of the next thirty years at London airports (up to 300 mppa).

The South East Constrained Scenario (SEC) – This scenario assumes that capacity at regional airports is allowed to grow in line with demand. The critical difference between this scenario and the RRC outlined above, is that capacity at London airports is fixed at around 150 mppa, which would only be about half the expected demand for those airports in 2030.

The UK-Wide Constrained Scenario (UKC) – This scenario assumes that airport growth is severely constrained in all parts of the UK. Development is restricted to that which has already been supported in the planning system. This constraint is reinforced through the use of measures to limit environmental impacts as far as possible. Our forecasts indicate that under this scenario all airports in the UK would be effectively 'full' by around 2020 (and many airports would be full long before then). Many people would be forced to make long surface journeys to access air services.

The Facilitating Growth Scenario (FG) – This scenario assumes that all airports in the UK are permitted to grow in line with demand and that demand would be encouraged. This would involve developing sufficient capacity at South East airports that they remained effectively 'unconstrained' and major new infrastructure including new runways at a number of existing airports in the regions.

SPATIAL SCENARIOS

These scenarios involve the redistribution of demand within a particular region by way of Government intervention:

The Fly Local Scenario (FL) – Encourages growth at all regional airports to meet as much demand locally as is possible.

The Concentrated Growth Scenario (CG) – Growth is focused on a limited number of airports within a region, with the objective of those selected airports attracting services to a wider range of destinations with increased frequencies.

3.3　Policy Mechanisms for Delivery

This section provides an overview of some of the main policy levers which could be used to help bring about the range of policy scenarios presented in the previous section. These bullets are not intended to be exhaustive nor scenario specific. Policy levers might include:

- making use of the land use planning system to prevent, constrain or facilitate the development of airports;

- introducing financial support or creating a regulatory environment which encourages or curtails investment in the development of airport and airport associated infrastructure;

- introducing measures which could help to encourage route development (e.g. support for research and marketing, training and maintenance) or constrain demand for air services (e.g. an aviation fuel tax or levies on noise impacts or local air quality emissions);

- introducing restrictive regulatory or voluntary frameworks (e.g. setting targets for acceptable levels of emissions and limits on aircraft noise exposure and night time noise controls);

- prioritising surface access schemes such as new road and rail links to airports; introducing measures to encourage greater use of public transport for journeys to and from airports (e.g. increasing car parking charges; improving public transport links);

- encouraging or restricting air services from regional airports to the major London airports by way of measures to regulate availability of landing and take-off slots at those airports; and

- ensuring adequate airspace and air traffic control capacity is available or restricting it.

4. The Need for Additional Runway Capacity in the Midlands

4.1 Midlands Forecasts under National Policy Scenarios

The potential need for a new runway in the Midlands was identified in both the RAS study for the Midlands and the subsequent RASCO study.

This work indicated that:

- passenger demand at Birmingham airport is forecast to exceed the capacity of a single runway before 2030 under all the National Policy Scenarios set out in Section 3.1, with the exception of the UK-wide Constrained scenario.

- under the UK-Wide Constrained scenario terminal capacity at all UK airports, including Birmingham, is constrained to current planning constraints. This means the existing runway at Birmingham would not be fully utilised as it could serve many more passengers than the available terminal facilities would allow.

- the existing runway at East Midlands Airport would be likely to be able to serve forecast levels of passenger and freight traffic to 2030 under all our National Policy Scenarios, with the exception of the South East Constrained scenario.

- pressures on the existing runway at East Midlands would be particularly acute if capacity at the main London airports was severely constrained and no new runway was provided at Birmingham.

4.2 The Part 3 Study for the Midlands

As outlined in Section 4.1, the results of the RASCO appraisal suggested there was a case for examining the potential for developing additional runway capacity to serve the Midlands, focusing on Birmingham and East Midlands airports. In order to address this issue, a Part 3 Study was undertaken to examine long-term runway capacity in the region. The study also examined options for an entirely new airport to serve the Midlands. This part of the study is covered in Section 5 of this summary.

The runway capacity study was carried out in two parts:

Part A: Optioneering – This produced an initial long list of potential runway options for Birmingham and East Midlands airports. These were evaluated, taking into account a wide variety of criteria – including capacity, land use and planning implications, environmental impacts, operational considerations and safety.

Part B: Appraisal – Shortlisted options produced by Part A were then taken forward for full appraisal. As part of this process the passenger and freight forecasts for each option were refined. The study assessed in detail the impacts on:

- the economy;

- people;

- the natural and built environment;

- regional planning;

- surface access; and

- safety.

For the purposes of the Part 3 work, we have appraised options under two of our National Policy scenarios, the RASCO Reference Case (RRC) and South East Constrained (SEC) scenario. These two scenarios were selected in order to examine the implications for the Midlands if capacity in the South East was provided to meet demand or, alternatively, if capacity in the South East was constrained.

4.3   Potential Airport Capacity Options

This section sets out the runway options identified for Birmingham and East Midlands and summarises our analysis and appraisal of those options.

The box below provides a summary of our options at existing airports in the Midlands:

Maximum Use – the maximum use of existing runways at Birmingham and East Midlands (with the provision of additional terminal and associated facilities).

Birmingham Close-Spaced – a close-spaced second runway at Birmingham situated 400m south west of the existing runway with new passenger terminal, air cargo and maintenance facilities.

Birmingham Wide-Spaced – a wide-spaced second runway situated 1035m south west of the present runway with the expansion of existing passenger and cargo traffic. This would be able to serve considerably more traffic than a new close-spaced runway, as it could be operated independently of the existing runway.

East Midlands Wide-Spaced – a wide-spaced second runway to the South of the village of Diseworth. This would give similar additional capacity to the Birmingham wide-spaced option.

4.4   Overview of Impacts

This subsection presents our analysis of core forecasts and impacts by option.

MAXIMUM USE

Table 3: **Airport Traffic with Maximum Use Option**						
	2000 actual		2030 RRC		2030 SEC	
	Pax (mppa)	Freight (mt)[1]	Pax (mppa)	Freight (mt)	Pax (mppa)	Freight (mt)
Birmingham	7.5	0.01	21	0.1	22	0.1
East Midlands	2.2	0.18	15	2.6	20	3.1
Midlands Total	**9.7**	**0.19**	**36**	**2.7**	**42**	**3.2**

[1] Million tonnes of freight.

Birmingham

- Passenger demand for Birmingham airport is strong with growth forecast to be high in the short- and long-haul scheduled markets.

- In the RASCO Reference Case (RRC) the existing single runway at Birmingham would reach capacity sometime in the early to mid 2020s and a little earlier in the South East Constrained scenario (SEC).

- The benefits to the Midlands economy and the number of jobs generated by the airport and its air services would be fewer than those created by new runway options. However, benefits would still be substantial relative to the current situation, with around twice as many jobs at the airport itself than there are today.

- Impacts on people and on the natural and built environment, including ecology, heritage and local air quality, would not be significantly greater than at present. However, exposure to aircraft noise would be significant, with around 80,000 people forecast to live within the 57 dBA contour (the commonly accepted noise level at which aircraft noise can cause annoyance to the community). Also, green belt land would be taken for a new terminal facility.

- The growth in passenger numbers relative to the current situation would place pressures on local transport infrastructure, in particular on the road network, with severe congestion forecast on the A45 and B4438. Improvements to the public transport system, such as the West Coast Main Line upgrade, would be needed to increase the share of passengers travelling to and from the airport by public transport.

Figure 4: **Birmingham Maximum Use Option**
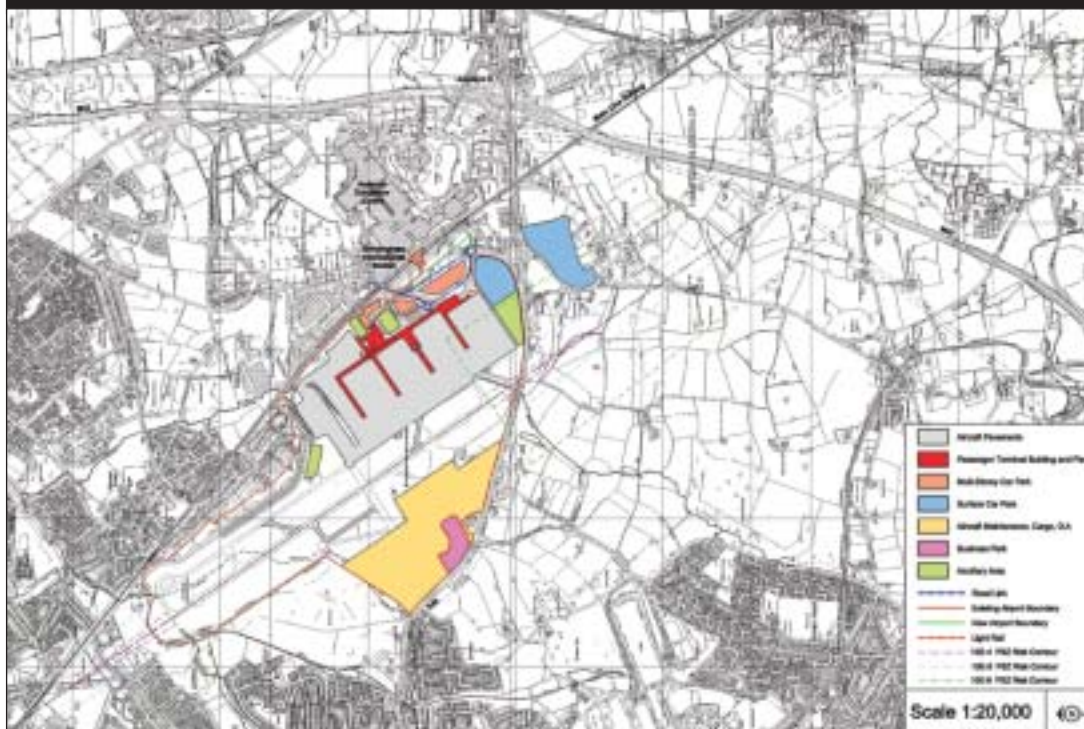
East Midlands

- The existing runway at East Midlands would be sufficient to serve our forecasts for passengers and freight in 2030 under the RRC.

- The benefits to the Midlands economy and the number of jobs generated by the airport and its passenger and freight services would be significantly greater than current benefits. There would be five to six times as many jobs at the airport itself compared to current levels, largely as a result of the major increase in freight throughput.

- Impacts on people and on the natural and built environment would not be significantly greater than current impacts, with the exception of a significant increase in demand for night flights generated by the airport's role as a major freight airport.

- As with Birmingham, the growth in passenger numbers (as well as freight carried to the airport by road) would place pressures on local transport infrastructure, in particular on the road network, with severe congestion forecast on the A453 and A42. Both these road links would require improvements to increase their capacity. Public transport access to the airport would also need to be improved, for example a separate bus lane may be required between East Midlands Parkway Station (due to open in 2004) and the airport.

- Due to the major increase in passenger and freight throughput, particularly under the SEC scenario, there may be urbanisation pressures (i.e. the possible need for new housing for airport and airport-related workers) if additional employees cannot be accommodated in the major urban centres near the airport, such as Nottingham and Loughborough.

Figure 5: **East Midlands Maximum Use Option**

Coventry and other Midlands Airports

If Birmingham airport was to remain a single runway airport and therefore reach its capacity sometime in the latter half of the forecasting period, Coventry airport could help to serve some of the demand (both passenger and freight). Other smaller sites within the region might also be able to play a similar role, notably Wolverhampton Business Airport and RAF Cosford.

A detailed appraisal of options for expanding Coventry airport has not been carried out. However, it is likely that the airport could serve the 'no frills' and charter markets. Any significant expansion of passenger services from the airport, if a new runway was not built at Birmingham or East Midlands, would require the construction of new passenger facilities. Coventry would also benefit from the overspill of freight traffic from the South East. Coventry airport would reach a maximum throughput of 0.25 million tonnes by 2030 under the SEC scenario. Again this would require the development of new warehousing and associated freight facilities. The expansion of passenger or freight facilities would involve the airport spreading into surrounding land.

Figure 6: **Coventry Current Masterplan**

Coventry Airport

BIRMINGHAM CLOSE SPACED NEW RUNWAY

Table 4: **Airport Traffic with Birmingham Close Spaced New Runway Option**						
	2000 actual		2030 RRC		2030	
	Pax (mppa)	Freight (mt)	Pax (mppa)	Freight (mt)	Pax (mppa)	Freight (mt)
Birmingham	7.5	0.01	31	0.1	34	0.1
East Midlands	2.2	0.18	11.1	2.6	19	3.0
Midlands Total	**9.7**	**0.19**	**42.1**	**2.7**	**53**	**3.1**

Birmingham

● The introduction of a new close spaced runway at Birmingham would provide sufficient capacity until after 2020 under the RRC although the airport would be 'full' before 2030. Under the SEC scenario, a new close spaced runway would be full before 2020.

● The introduction of a new close spaced runway would be strongly beneficial to the Midlands and UK economy. The benefits would be around twice the cost of the scheme (quantified by a commonly used measure, known as the benefit-cost ratio). The scheme would be likely to provide around 8000 more jobs than the Maximum Use option, with significant improvements in the range and frequency of services the airport offers, particularly short haul services.

● Impacts on people and on the natural and built environment would be very significant. The new runway would require the loss of around 450 hectares of green belt land. Around 110 properties would be lost, including the Bickenhill conservation area. This scheme would also cause the loss of both Bickenhill sites of special scientific interest. Around 100 000 people are forecast to live within the 57 dBA noise contour under this option, around 20,000 more than in the Maximum Use option.

● In addition to the improvements that would be required for the Maximum Use option, the A45 would need to be diverted. Capacity enhancements would be needed on the M42. Proposed public transport enhancements from the West Midlands Multimodal study (MMS) – Midland Metro and enhanced rail services between Coventry and Wolverhampton – would be required to increase the number of passengers accessing the airport by public transport.

Figure 7: **Birmingham Close Spaced New Runway Option**
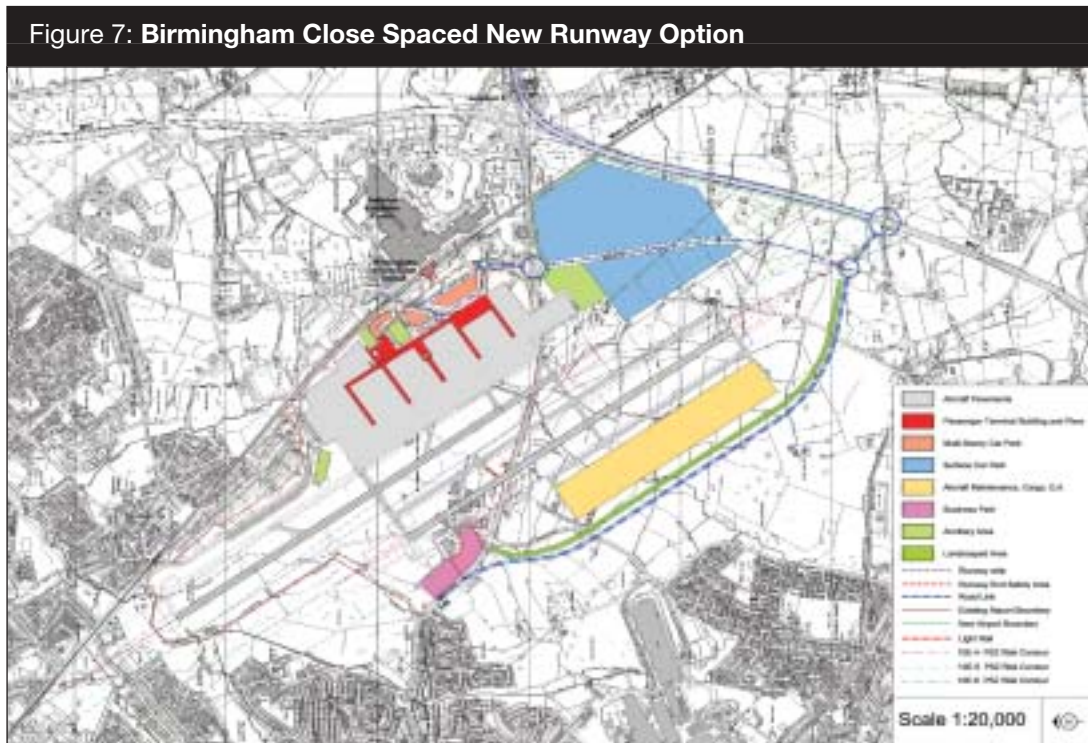
East Midlands

● Passenger and freight forecasts at East Midlands, with a new close spaced runway at Birmingham, would be broadly in line with forecasts under the Maximum Use option. Therefore, impacts under all our indicators are likely to be in line with that option.

BIRMINGHAM WIDE SPACED NEW RUNWAY

Table 5: **Airport Traffic with Birmingham Wide Spaced New Runway Option**

Forecasts	2000 actual		2030 RRC		2030 SEC	
	Pax (mppa)	Freight (mt)	Pax (mppa)	Freight (mt)	Pax (mppa)	Freight (mt)
Birmingham	7.5	0.01	35.8	0.2	44.4	0.2
East Midlands	2.2	0.18	10.0	2.5	17.1	3.1
Midlands Total	**9.7**	**0.19**	**45.8**	**2.7**	**61.5**	**3.3**

Birmingham

- A new wide spaced runway at Birmingham airport would be able to accommodate our RRC passenger demand forecasts beyond 2030. As with the close spaced runway option, demand would exceed capacity well before 2030 under the SEC scenario.

- This scheme would maximise the economic benefits for the Midlands and UK economy, particularly under the SEC, where benefits would be around three times the cost. The scheme would be likely to provide around 15,000 more jobs than the Maximum Use option, with major improvements in the range and frequency of services the airport offers, with a significant increase in long haul as well as short haul services.

- Impacts on people and on the natural and built environment would be significant. The new runway would result in the loss of around 600 hectares of green belt land. Around 150 properties would be lost, including the Bickenhill conservation area. As with the Close Spaced option, this scheme would also require the loss of both Bickenhill sites of special scientific interest. Noise impacts would be severe, with around 180,000 people forecast to live within the 57 dBA contour under this option, around 100,000 more than Maximum Use, as there are effectively two separate runway 'noise footprints' under this option.

- Improvements in the public transport network would be similar to those required for the close spaced option.

Figure 8: **Birmingham Wide Spaced New Runway Option**

East Midlands

● Passenger and freight forecasts at East Midlands, with a new wide spaced runway at Birmingham would be broadly in line with forecasts under the Close-Spaced option. Therefore, impacts under all our indicators are likely to be in line with that option.

EAST MIDLANDS WIDE SPACED NEW RUNWAY

Table 6: **Airport Traffic with East Midlands Wide Spaced New Runway Option**						
Forecasts	2000 Actual		2030 RRC		2030 SEC	
	Pax (mppa)	Freight (mt)	Pax (mppa)	Freight (mt)	Pax (mppa)	Freight (mt)
Birmingham	7.5	0.01	20.6	0.1	20.9	0.1
East Midlands	2.2	0.18	15.4	2.6	30.6	3.1
Midlands Total	**9.7**	**0.19**	**36.0**	**2.7**	**51.5**	**3.2**

Birmingham

● Passenger and freight forecasts at Birmingham, with a new wide spaced runway at East Midlands, would be broadly in line with forecasts under the Maximum Use option, therefore impacts under all our indicators are likely to be in line with that option.

East Midlands

● A single runway should be sufficient to accommodate the RRC demand forecasts beyond 2030, although there could be capacity constraints in peak periods. Under the SEC demand forecasts a single runway would reach capacity after 2025, as demand spills from Birmingham and the South East.

● The economic benefits of the scheme are likely to be marginal with benefits approximately equal to costs. However, this assessment is based upon passengers and excludes the significant wider benefits to freight operators from a consolidation of their operations at East Midlands. Around 9,000 additional jobs would be generated under this scheme relative to the Maximum Use option.

● Impacts on people and on the natural and built environment would be less significant than those from either of the new runway options at Birmingham. The new runway would require around 600 hectares of land outside the existing site boundaries. However, this land is largely agricultural and is not designated as green belt. Around 30 properties would be lost. This scheme would not require the loss of any designated sites, though there might be impacts upon the Breedon Hill site of special scientific interest. Noise impacts would be slight in comparison with any of the Birmingham options, though as with the Maximum Use option there could be a significant increase in night flights to serve the freight market.

● Improvements in the road network would be similar to those required for the close spaced option, with an additional need for realignment of the A453. However, in order to serve the large number of passengers forecast under the SEC scenario, the Trent and Weston line (currently disused) would need to be reopened. This would allow rail access to the West Midlands, with trains diverted to run past the airport from Derby to Coventry and Birmingham.

Figure 9: **East Midlands Wide Spaced New Runway Option**

5. A New Airport Site for the Midlands

5.1 Introduction

In addition to examining options for new runways at existing airports, we have also examined an option for a new airport in the Midlands. The decision to do this was based on RASCO appraisal findings which indicated that, depending on the importance attached to the environmental impact (especially in respect of surface access, noise and air quality) an additional runway at the existing Birmingham site may not be a sustainable option.

At East Midlands airport night noise has become a major local issue. It also faces considerable road congestion on its principal road connections (the M1 and A453) and poor rail access. This, arguably, does not make it an ideal location for major expansion, particularly if it was intended to cater for West Midlands demand as well.

We were also conscious that if capacity in the South East of England was heavily constrained there might be significant potential for a purpose designed new airport to capture a share of the South East demand.

5.2 Study Approach

A search of possible site locations in the Midlands was carried out, based on a wide range of selection criteria. This evaluation led to the selection of a single site which performed best in terms of noise, environmental considerations and commercial viability. Further study was then carried out to determine the best configuration for a new multi-runway airport.

The location taken forward is between Coventry and Rugby. It is bounded by the A45 to the South, the M6 to the North and the B4455 to the West. The Birmingham and Manchester branches of the West Coast Main Line railway (WCML) both run close to the site.

The further study of the configuration developed a limited range of land-use options, including airfield, airport facilities and road and rail layouts. It aimed to:

- maximise the benefits in terms of location, layout and flexibility for future expansion;

- minimise land take and the impact on the surrounding communities and the environment; and

- provide the greatest opportunities for integration with the surface access networks, particularly the WCML and the motorway network.

Figure 10: **Layout of Potential New Airport for the Midlands**

Our analysis indicates that a new site would only be economically viable if no, or at most one, new runway was provided at airports in the South East and if Birmingham airport was to close at the point when the new site opened. Therefore appraisal has only been undertaken for the South East Constrained scenario.

5.3 Overview of Impacts

This sub-section presents our analysis of forecasts and impacts for the new airport option.

Table 7: **Airport Traffic with a New Midlands Airport**		
2030	**Pax (mppa)**	**Freight**
New site	63.9	1.4
East Midlands	8.9	1.9
Midlands Total	**72.8**	**3.3**

● Based on an assumption that Birmingham International closes in 2011, with the new site opening immediately, our forecasts show strong demand, with around 64 mppa by 2030. As this option has only been examined on the basis of no new runway capacity in the South East, a large proportion of this demand is drawn from the South East as well as the Midlands.

- The opening of a new airport would be beneficial to the Midlands and UK economy, with the net benefits broadly similar to those for the new close spaced runway option at Birmingham airport. Development of a new site would offer a great deal more capacity than any options at existing sites and provide access to a wider and more frequent range of services, both short and long haul, than any other option for the Midlands could provide.

- Impacts on people and on the natural and built environment would be substantial. The new airport would require around 1600 hectares of green field land, of which around 1,400 hectares are designated green belt. Development would be likely to require the loss of two villages (Church Lawford and Kings Newham) as well as several outlying properties. The new site would also have an adverse ecological impact with the loss of part of the River Avon Site of Special Interest for Nature Conservation.

- However, exposure to aircraft noise would be moderate, with around 11,000 people forecast to live within the 57 dBA contour. Closure of Birmingham airport would remove around 80,000 people from the 57 dBA contour. Therefore net impacts on population affected are potentially extremely positive. In terms of local air quality, our modelling indicates that around 3,500 people would be likely to live within an area within which EU limits on NO_2 concentrations would be exceeded, but this estimate may be high and may be capable of mitigation through technological improvements.

- The forecast airport-related traffic would place heavy additional pressures on the road network around the new site as well as on public transport provision. The links most affected would be the M6 and A45 to the West of the airport site and the M1 to the South. The extra traffic could require, or at least bring forward the need for, an extra lane in each direction.

- Initial analysis indicates the new airport site would benefit from a much higher proportion of passengers travelling to and from it by rail (around 27%) than for existing sites, due to large numbers of passengers travelling from London to the airport on the West Coast Main Line (WCML). This would result in a potential need for some further capacity on the line, in addition to the currently programmed WCML upgrade.

5.4   Interactions with the South East

Our decision to examine a new airport site in the Midlands was primarily based upon its potential to serve the Midlands market, which would otherwise be likely to use Birmingham airport. However, the potential airport site's location to the south east of the existing Birmingham airport site means that it would also be likely to attract passengers from further afield.

Our assessment of its likely catchment area indicates that it would attract passengers from the M1 corridor, in particular from Northampton to the northern fringes of London. Modelling also suggests it would serve a significant number of passengers from London itself, with direct rail access by way of the West Coast Main Line increasing its attractiveness.

In our analysis of options for additional runways to serve the South East and East of England, we have assumed that capacity at regional airports is unconstrained, implying an additional runway at Birmingham. The Midlands new site option would provide one more runway in the Midlands, and at a location which would attract some more passengers from the South East.

In terms of the net effect on total UK air passenger traffic, the new site's impact would equate closely to a single new runway at Stansted when compared against a base case of no new runways in the South East. However, the economic benefits from a new Stansted runway are calculated to be greater because capacity at Stansted better serves demand from the South East. The benefits of a single new runway at Heathrow would be even higher for the same reason.

Two new runways in the South East would perform substantially better in economic terms compared to two new runways in the Midlands (that is to say three at the new site, less the runway at the existing Birmingham airport). However, the Midlands new site would perform significantly better than any of the one or two runway South East options in terms of net noise impacts, because closure of Birmingham airport would relieve a substantial population of daytime noise. A broader comparison of environmental impacts is more complex because there are a number of one and two runway options for the South East, and their relative performance in terms of other indicators will vary.

6. Key Policy Issues of Importance to the Midlands

6.1 Role of RDAs

Both the East Midlands Development Agency and Advantage West Midlands recognise the important role which airports and air services play within their respective regions and are keen to ensure the wider economic benefits arising from the industry are captured within the region.

RDAs could also play a role in route development, promoting and marketing airports and air services, improving accessibility and, for smaller airports serving areas in the greatest need of growth and regeneration, in the development of airport infrastructure.

6.2 Airport Competition versus Complementary Development

The degree to which UK regional airports should compete with or complement one another is a complex issue. Birmingham and East Midlands airports compete with one another, particularly in the charter market, as well as competing with airports outside the region, notably the South East airports and Manchester.

Birmingham's dense catchment, located within a major urban concentration, gives it an advantage in terms of serving short and long-haul scheduled services. The length of the East Midlands runway and its better night-time noise climate has given it an in-built advantage in terms of express freight. It has built a strong position in this market and is increasingly serving a national as well as regional role. Consequently in terms of key market sectors the two airports are to some degree complementary.

A reasonable aim might be to build on the region's strengths in terms of its airport assets and to address, where necessary, their weaknesses. Another aim is to ensure that key market opportunities can be exploited where they arise, while ensuring the region's airports are able to compete effectively with airports in neighbouring regions.

6.3 Aircraft Maintenance

The Government has pledged its support for measures to ensure that there is a sufficient number of suitably qualified aircraft engineers, following fears that a shortage could compromise safety. Focus has been placed on training initiatives with associated funding packages, in order to develop centres of excellence to provide training, using expertise in specific disciplines (e.g. avionics and composite materials).

There are a number of proposals for specialist or heavy maintenance centres currently in the pipeline or identified as possibilities. In the Midlands, RAF Cosford has developed commercial links with a civil market consortium involving BAe, Rolls Royce, Westland and a local college, in order to use spare maintenance and training capacity at the base.

6.4 The SERAS Study

The South East consultation document presents a wide range of options for the development of capacity at the major South East airports, ranging from no new runways at any of those airports through to scenarios including three or four new runways. Specifically, the options and combinations of options presented are:

- no development beyond that already approved or envisaged in land-use plans.

- no new runways, but expansion of terminal capacity at Luton and Stansted.

- one new runway at Heathrow.

- one new runway at Stansted.

- two new runways at Stansted.

- one new runway at each of Heathrow and Stansted.

- three new runways at Stansted.

- one new runway at Heathrow and two new runways at Stansted.

- a new four runway airport at Cliffe Marshes in North Kent.

The future development of capacity in the South East of England will have important implications for the Midlands.

6.5 Mitigation

Growth in air services will result in consumer benefits – greater choice, a wider range and frequency of services and lower prices. Growth will also generate more jobs and produce other economic benefits but is also likely to have negative impacts. There are many different ways mitigation can help to address these negative impacts, such as noise and air quality issues, congestion on the roads, land take and loss or damage to important ecological sites. The most appropriate measures are, of course, dependent on the nature and scale of the impact. They may take the form of 'high level' international agreements or national policy initiatives but may also be regional or local frameworks, designed to cater for a particular set of circumstances. The Government is committed to developing sustainable policies for aviation and airports in the UK.

7. The Consultation Process

7.1 Introduction

This consultation will run for approximately 4 months, until the end of November 2002.

The Government is keen to consult widely in producing the Air Transport White Paper. We recognise the importance of taking into account, and seeking to balance appropriately, the views of all interested parties.

Your views are essential in informing this process and we would be grateful if you could complete the questionnaire that accompanies this summary document.

Further information about the consultation process and copies of all the Regional Consultation Documents and main background documents are on our website: **www.airconsult.gov.uk**

If you have a query on any aspect of this consultation please call: **0845 100 5554**

7.2 Documents

As explained in Section 1, this summary document provides a very brief synopsis of the main Midlands RCD. If you would like to read the main Midlands RCD, or any of the other RCDs or their summary documents, you can:

download them from our website:	**www.airconsult.gov.uk**
phone our enquiry number:	0845 100 5554
send an e-mail request to:	dft@twoten.press.net
or write to:	DfT free literature PO BOX No 236 Wetherby LS23 7NB

The main background reports for the consultation are available on the website site to view or download. Copies of all the RCDs, background reports and supporting studies will also be available to view at regional inspection centres. You can find out the address of your nearest centre by calling 0845 100 5554 or from our website: **www.airconsult.gov.uk**

7.3   Responses

Completed NOP questionnaires should be returned to:

"Consultation on the Future Development of Air Transport in the UK – Midlands"
NOP Research Group Ltd
Caxton House
Freepost KE4466
Chelmsford CM1 1ZZ

Alternatively, if you wish to complete the NOP questionnaire electronically and return it by e-mail you may do so via our website: **www.airconsult.gov.uk**.

If you would like to provide more detailed comments on any of the issues highlighted by this summary document, please feel free to do so. A wider range of consultation questions are included with the main RCDs and you may wish to address these. Any such detailed responses (not the NOP questionnaires) should be sent to:

"Consultation on the Future Development of Air Transport in the UK – Midlands"
Department for Transport
Zone 1/28c Great Minster House
76 Marsham Street
FREEPOST LON 17806
London SW1P 4YS

Alternatively, if you wish to reply by e-mail you may do so via the website.

All responses must be received no later than *30th November 2002*.

Disclosure of Responses

Your response will be made publicly available unless you specifically indicate that it is to be treated in confidence.

All responses will be included in any statistical summary of results, although individuals will not be identified. Names and addresses may be held in an electronic database of interested parties for the purpose of distributing future consultation documents on similar issues. However, any such details on a database will not be given to any third party.

If you wish to view individual responses after the consultation period had ended, these will be available for public viewing for a period of 6 months at the Ashdown House Library and Information Centre. The address is Ashdown House, 123 Victoria Street, London SW1E 6DE. An appointment can be made by telephoning the enquiry desk on 0207 944 3039.

7.4 Code of Practice

This consultation has been carried out in accordance with the Government's Code of Practice on Written Consultation. The Code of Practice requires that:

1. Timing of consultation should be built into the planning process for a policy (including legislation) or service from the start, so that it has the best prospect of improving the proposals concerned, and so that sufficient time is left for it at each stage.

2. It should be clear who is being consulted, about what questions, in what timescale and for what purpose.

3. A consultation document should be as simple and concise as possible. It should include a summary, in two pages at most, of the main questions it seeks views on. It should make it as easy as possible for readers to respond, make contact or complain.

4. Documents should be made widely available, with the fullest use of electronic means (though not to the exclusion of others), and effectively drawn to the attention of all interested groups and individuals.

5. Sufficient time should be allowed for considered responses from all groups with an interest. Twelve weeks should be the standard minimum period for a consultation.

6. Responses should be carefully and open-mindedly analysed, and the results made widely available, with an account of the views expressed, and reasons for decisions finally taken.

7. Departments should monitor and evaluate consultations, designating a consultation coordinator who will ensure the lessons are disseminated.

A full version of the code can be found at:

http://www.cabinet-office.gov.uk/servicefirst/index/consultation.htm

If you have any complaints about this consultation process please contact:

Martin Leppert
Head of Corporate Modernisation Branch
Corporate Branch Division
ODPM & DfT
Zone 6/J10 Eland House
Bressenden Place
London SW1E 5DU