



Gatwick Airport Northern Runway Project

Environmental Statement Chapter 2: Planning Policy Context

Book 5

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2 Planning Policy Context

2.1 Introduction

- 2.1.1 This chapter sets out an overview of the relevant planning policy context taken into account for the **Environmental Statement** (ES) (Doc Ref. 5.1). Each topic chapter of the ES (chapters 7 to 19) (Doc Ref. 5.1) also provides a summary of the relevant planning policy taken into account for each particular topic assessment.
- 2.1.2 The separate **Planning Statement** (Doc Ref. 7.1) for the DCO application considers the planning case for granting a DCO for the Project. It assesses the impacts and benefits of the Project against the legislative and planning policy context and reaches a conclusion on the planning balance that the Project accords with the relevant policy tests and should be granted consent.

2.2 Planning Policy

- 2.2.1 This section summarises the key planning policy documents that have informed the EIA process. Further detail on the national planning policy documents is presented in **ES Appendix 2.2.1 National Planning Policy Context** (Doc Ref. 5.3).

Airports National Policy Statement

- 2.2.2 The Planning Act 2008 requires that in deciding applications for development consent, regard must be had to any National Policy Statement (NPS) which has 'effect' in relation to development of the description to which the application relates (a 'relevant national policy statement').
- 2.2.3 On 26th June 2018, the Government designated the Airports NPS (Department for Transport, 2018a) referred to in this chapter as the ANPS. The ANPS only has 'effect' in relation to the delivery of additional airport capacity through the provision of the Heathrow Northwest Runway project, including new terminal capacity between the new runway and the existing northern runway at Heathrow Airport, as well as the reconfiguration of terminal facilities in the area between the two existing runways at Heathrow Airport (paragraph 1.40). Paragraph 1.41 of the ANPS makes it clear that it does not have 'effect' in relation to an application for development consent for airport development that does not comprise an application relating to the Heathrow Northwest Runway. However, paragraph 1.41 continues by stating:
- 'Nevertheless, the Secretary of State considers that the contents of the Airports NPS will be both important and relevant considerations in the determination of such an application, particularly where it relates to London or the South East of England. Among the considerations that will be important and relevant are the findings in the Airports NPS as to the need for new airport capacity and that the preferred scheme is the most appropriate means of meeting that need'. (paragraph 1.41)*
- 2.2.4 As a result, whilst the ANPS does not have direct effect for the purposes of the Project, it is an 'important and relevant' consideration for the determination of the application for development consent.

2.2.5 Paragraph 1.38 of the ANPS confirms that other Government policy on airport capacity has been set out in the Aviation Policy Framework published in 2013 and that the ANPS does not affect wider aviation issues. Paragraph 1.38 of the ANPS states that:

‘...for which the 2013 Aviation Policy Framework and any subsequent policy statements still apply.’ (paragraph 1.38)

2.2.6 Paragraph 1.39 of the ANPS states that:

‘... the Government has confirmed that it is supportive of airports beyond Heathrow making best use of their existing runways. However, we recognise that the development of airports can have positive and negative impacts, including on noise levels. We consider that any proposals should be judged on their individual merits ... taking careful account of all relevant considerations, particularly economic and environmental impacts.’ (paragraph 1.39)

2.2.7 While paragraph 1.42 of the ANPS states that:

‘... airports wishing to make more intensive use of existing runways will still need to submit an application for planning permission or development consent to the relevant authority, which should be judged on the application’s individual merits. However, in light of the findings of the Airports Commission on the need for more intensive use of existing infrastructure as described at paragraph 1.6 above, the Government accepts that it may well be possible for existing airports to demonstrate sufficient need for their proposals, additional to (or different from) the need which is met by the provision of a Northwest Runway at Heathrow. As indicated in paragraph 1.39 above, the Government’s policy on this issue will continue to be considered in the context of developing a new Aviation Strategy.’ (paragraph 1.42)

2.2.8 Paragraph 4.4 of the ANPS provides further detail of the considerations for weighing adverse impacts against benefits for any airport development:

‘In considering any proposed development, and in particular when weighing its adverse impacts against its benefits, the Examining Authority and the Secretary of State will take into account:

- *Its potential benefits, including the facilitation of economic development (including job creation) and environmental improvement, and any long term or wider benefits; and*
- *Its potential adverse impacts (including any longer term and cumulative adverse impacts) as well as any measures to avoid, reduce or compensate for any adverse impacts.’ (paragraph 4.4)*

2.2.9 The ANPS also makes clear that its designation does not affect Government policy on wider aviation issues, for which the Aviation Policy Framework and by implication subsequent policy statements still apply including Beyond the Horizon - The Future of UK Aviation: Making Best Use of Existing Runways (HM Government, 2018) and Flightpath to the Future (Department for Transport, 2022a). Further detail is provided for both these policy statements in section 2.2.15 and section 2.2.17 of this chapter.

- 2.2.10 The Government's policy framework for airports (other than the expansion of Heathrow), which sets out the Government's support for making best use of existing airports and their capacity, is set out below.

Aviation Policy Framework

- 2.2.11 In 2011, the Government commenced the process of preparing a new policy framework for UK aviation to replace the 2003 Future of Air Transport White Paper (Department for Transport, 2003) – a national aviation policy which had set out a strategic framework for the development of airport capacity, supporting the development of new runways at Heathrow and Stansted, and making the best use of other existing airport capacity. At Gatwick, the White Paper found that there *'is a strong case on its own merits for a new wide-spaced runway at Gatwick after 2019'* and that land should be safeguarded for that purpose.
- 2.2.12 The Aviation Policy Framework was published in March 2013 (Department for Transport, 2013) and it sets out the Government's objectives and principles to guide plans and decisions on airport development at the local and regional level.
- 2.2.13 The Aviation Policy Framework recognises that the aviation sector contributes significantly to the UK economy. However, it also notes that airports in the south east of England (including Heathrow and Gatwick) face capacity challenges. The Aviation Policy Framework identifies a number of other challenges in the aviation sector, noting that aviation needs to grow, delivering benefits essential to economic wellbeing, while respecting the environment and protecting quality of life.
- 2.2.14 The Aviation Policy Framework confirms the Government's support for making best use of existing airport capacity to improve performance, resilience and passenger experience in the short term. As outlined later in this chapter, Flightpath to the Future (Department for Transport, 2022a) also focuses on providing clarity on the key priorities for the aviation sector and how the government and industry will work together to deliver them. Both the Aviation Policy Framework and Flightpath to the Future recognise the value of the aviation sector to the UK and globally.

Beyond the Horizon – The Future of UK Aviation: Making Best Use of Existing Runways

- 2.2.15 In late 2012, during the preparation of the Aviation Policy Framework, the Government set up the Airports Commission. Included within the Airports Commission's brief was the requirement to examine the nature, scale and timing of any requirements for additional airport capacity to allow the UK to maintain its position as Europe's most important aviation hub. Amongst the recommendations of the Airports Commission was the need to make more intensive use of airport infrastructure.
- 2.2.16 The Government published Beyond the Horizon - The Future of UK Aviation: Making Best Use of Existing Runways (HM Government, 2018) in June 2018. The document forms part of the Government's aviation strategy and sets out its policy support for airports making best use of their existing runways. Paragraph 1.29 of the document states:

'...the Government is supportive of airports beyond Heathrow making best use of their existing runways. However, we recognise that the development of airports can have negative as well as positive local impacts, including on noise levels. We therefore

consider that any proposals should be judged by the relevant planning authority, taking careful account of all relevant considerations, particularly economic and environmental impacts and proposed mitigations.’ (paragraph 1.29)

Flightpath to the Future

- 2.2.17 ‘Flightpath to the Future’ is a strategic framework for the aviation sector that supports the Department for Transport’s vision for a modern, innovative and efficient sector over the next 10 years (Department for Transport, 2022a). The framework reaffirms the Government’s continued support for airport development making best use of existing runways. The framework supports the Government’s objective to realise the benefits of aviation for the UK.
- 2.2.18 The foreword to the framework confirms that
- ‘...supporting airport expansion where it’s justified, to boost our global connectivity and level up the UK. But it also means committing to a much greener future. UK aviation can play a pioneering role in decarbonising air travel, and hence earn the right to grow.’*
- 2.2.19 One of the key objectives is supporting an innovative, environmentally sustainable sector and encouraging the use of new technology. The document highlights the Government’s continued commitment to the sustainable growth of the aviation sector. It also recognises aviation’s vital importance to the UK, in terms of economic contribution, jobs, and the personal value it provides to individuals throughout our regions and nations. In addition, it sets out key priorities for the next ten years, including a ten point plan for delivery, and how the Government will work closely with the sector, including through the new Aviation Council, to implement the commitments established through the framework.

Jet Zero Strategy: Delivering net zero aviation by 2050

- 2.2.20 The Jet Zero Strategy (Department for Transport, 2022b) sets out the Government’s proposed approach and principles to reach net zero aviation by 2050. The ambition is to:
- decarbonise aviation in a way that preserves the benefits of air travel; and
 - maximise the opportunities that decarbonisation can bring.
- 2.2.21 The document explains that the Government is committing the sector to achieve Jet Zero by 2050. The strategy puts the clear ‘Jet Zero’ goal – net zero UK aviation emissions by 2050 – at the heart of the Government’s strategy, acknowledging there are multiple pathways to see it achieved. It proposes a suite of policies to support industry to reduce and, where possible, eliminate carbon dioxide emissions from aviation. These policies span five different measures that aim to:
- improve the efficiency of our aviation system;
 - accelerate the development and deployment of sustainable aviation fuels;
 - support the development of zero emission flight;
 - ensure we use markets to drive down emissions in the most cost-effective way; and
 - influence the behaviour of consumers.
- 2.2.22 The Strategy sets out commitments which include to: *‘support airport growth where it can be delivered within our environmental obligations’* in paragraph 3.61 and *‘keep under review whether further guidance is needed to assist airport planning decision-making, with particular reference to*

environmental impacts’ in paragraph 3.63. In implementing these commitments, the strategy notes that applicants should engage with the relevant planning authority at an early stage of the planning process to agree an appropriate approach.

2.2.23 The delivery plan states that:

‘... applicants should therefore provide sufficient detail regarding the likely environmental and other effects of airport development to enable communities and planning decision-makers to give these impacts proper consideration’. (paragraph 3.62)

2.2.24 The Strategy sets out a commitment in para 3.60 that the Department for Transport *‘will work with airports, other government departments, local authorities, and other interested bodies to help airports in England improve their surface access through developing Master Plans and Surface Access Strategies’*. The aim is to encourage passengers and employees to travel by sustainable modes of transport to and from the airport where possible.

2.2.25 The Jet Zero Strategy supports:

‘... airport growth where it can be delivered within our environmental obligations. The Government’s existing policy framework for airport planning in England – the Airports National Policy Statement (ANPS) and Beyond the horizon, the future of UK aviation: Making best use of existing runways (MBU) – have full effect, as a material consideration in decision making on applications for planning permission. Our analysis shows that it is possible to achieve our goals without the need to restrict people’s freedom to fly’. (page 74)

2.2.26 The Government provided its response to the Jet Zero Consultation: Summary of responses and government response (Department for Transport, 2022c) in July 2022. In relation to matters of demand management, the Response confirmed that:

‘...airport growth has a key role to play in boosting our global connectivity and levelling up in the UK. The Government is, and remains, supportive of airport expansion where it can be delivered within our environmental obligations. Our existing policy frameworks for airport planning - the ANPS and MBU - provide a robust and balanced framework for airports to grow sustainably within our strict environmental criteria. We do not, therefore, consider restrictions on airport growth to be a necessary measure’. (paragraph 3.4).

2.2.27 The Jet Zero consultation provided four different trajectories or scenarios through which aviation forecasts can be met at the same time as achieving net zero by 2050. Jet Zero commits to the ‘High Ambition Scenario’, which assumes the progressive adoption of the use of Sustainable Aviation Fuels, the development of zero emission flights through electric or hydrogen powered flight and the use of carbon trading markets or greenhouse gas removal technologies. The document confirms that the Government will use this scenario to set an in-sector CO₂ emissions reduction trajectory for aviation from 2025 to 2050. Progress against the trajectory will be monitored annually followed by a major review of the Strategy every five years. The reviews will be used to take stock of how emerging technologies are developing, whether they are developing at the pace required and if they are being adopted by the sector. If Government finds that the sector is not meeting the emissions reductions trajectory, Jet Zero explains that Government will

consider what further measures may be needed to ensure that the sector maximises in-sector reductions to meet the UK's overall 2050 net zero target.

Decarbonising Transport

- 2.2.28 Decarbonising Transport: A Better, Greener Britain (Department for Transport, 2021) was published in July 2021 and sets out the Government's commitments and the actions to decarbonise the transport system in the UK. This commits to the end of the sale of new petrol and diesel cars and vans from 2030 and a switch to zero emission vehicles, thereby removing a significant source of the UK's total domestic greenhouse gas emissions. The plan has pledged investment into electric vehicle and associated infrastructure. This includes ensuring the UK's charging infrastructure network meets the demands of its users and a zero emission fleet of cars, vans, motorcycles, and scooters. There are also commitments to decarbonise all forms of transport including; busses, coaches, railways, maritime and aviation.
- 2.2.29 The Plan includes details regarding:
- a pathway to achieving net zero transport in the UK;
 - the wider benefits net zero transport can deliver; and
 - the principles that underpin the government's approach to delivering net zero transport.
- 2.2.30 The plan follows on from Decarbonising Transport: setting the challenge, published in March 2020, which identified the scale of additional reductions needed to deliver transport's contribution to legally binding carbon budgets and delivering net zero by 2050.

National Networks National Policy Statement

- 2.2.31 While the primary purpose of the Project is airport-related development, highways improvements are proposed in order to facilitate the increased passenger throughput (specifically improvements to the North Terminal and South Terminal roundabouts). These highways' works meet the threshold for a highways Nationally Significant Infrastructure Project (NSIP) in their own right. Therefore, the NPS for National Networks (Department for Transport, 2015a) (referred to in this chapter as the NNNPS) has effect in relation to those distinct components of the Project ¹.
- 2.2.32 The NNNPS sets out the need for development of road, rail and strategic rail freight interchange projects on the national networks and the policy against which decisions on major road and rail projects will be made.
- 2.2.33 Further information about the national policies within this document are provided in Section 2.6 of **ES Appendix 2.2.1: National Planning Policy Context** (Doc Ref. 5.3).

¹ The Department for Transport published a revised draft National Policy Statement for National Networks ("NNNPS") for consultation on 14 March 2023. The draft NNNPS confirms in paragraph 1.16 that the existing NNNPS remains the relevant government policy and has full force and effect in relation to any applicable applications for development consent accepted for examination before designation of the updated NPSNN. The draft NNNPS further notes in paragraph 1.17 that the emerging draft NNNPS is capable of being an important and relevant consideration in the Secretary of State's decision making process. As such, the Applicant will continue to monitor the progress of the NNNPS review process and incorporate any updates to the Project's application documentation where considered appropriate/helpful in due course.

National Planning Policy Framework

- 2.2.34 The National Planning Policy Framework (NPPF) was published in 2012 and updated in 2018, 2019 and 2021 (Ministry of Housing, Communities and Local Government, 2021).
- 2.2.35 The NPPF sets out the Government's planning policies for England and how these are to be applied in relation to the determination of planning applications made under the Town and Country Planning Act 1990 (as amended). The NPPF states that planning law requires planning applications to be determined in accordance with the Development Plan for the relevant area unless material considerations indicate otherwise. Paragraph 2 states the NPPF '*... is a material consideration in planning decisions*'.
- 2.2.36 Paragraph 5 states that the NPPF does not contain specific policies for NSIPs. These are to be determined in accordance with the decision-making framework set out in the Planning Act and relevant NPSs for nationally significant infrastructure, as well as any other matters that are considered both important and relevant (which may include the NPPF). Further detail is provided in the topic chapters (chapters 7-19) (Doc Ref. 5.1) where relevant to the assessments.
- 2.2.37 The Government consulted upon draft changes to the NPPF in December 2022 as part of the reforms to the planning system being progressed by the Levelling Up and Regeneration Bill. The consultation closed in March 2023. The main proposed changes to the NPPF relate to; plan making, beauty and placemaking, housing need and supply of land for housing, and the formulation of new national development management policies.

National Planning Practice Guidance

- 2.2.38 On 6 March 2014, the then Department for Communities and Local Government (now Department for Levelling Up, Housing and Communities) launched the planning practice guidance web-based resource to support the NPPF. The National Planning Practice Guidance provides guidance across a range of topic areas, including in relation to environmental topic areas relevant to the EIA process. There is guidance which explains the EIA process and relevant stages. Further detail is provided in the topic chapters (chapters 7-19) (Doc Ref. 5.1) where relevant to the assessments.

Local Planning Policy

- 2.2.39 The Planning Act 2008, as amended, does not incorporate Section 38(6) of the Planning and Compulsory Purchase Act 2004, which provides the principal basis in legislation for the determination of planning applications under the Town and Country Planning Act 1990, namely that they must be determined in accordance with the statutory development plan unless material considerations indicate otherwise. Applications for development consent made under the Planning Act are determined as set out above. The local development plan is not therefore the starting point for the consideration of an application for development consent. Nevertheless, local planning policy can be both important and relevant to the determination of applications for an order granting development consent and has therefore been considered through the EIA process.
- 2.2.40 Table 2.2.1 outlines the key local planning policy documents that have been taken into account during the EIA process. Where relevant, emerging policy documents are also listed. Further consideration of local planning policy is provided in the topic chapters (chapters 7-19) (Doc Ref. 5.1) where relevant to the assessments.

2.2.41 The ES was finalised ready for submission as part of the DCO application during May 2023. This coincided with Crawley Borough Council's consultation on its Submission Draft Local Plan (Regulation 19 version) as part of its Local Plan Review. This consultation ran from 9th May until 20th June 2023. Due to the timing of this consultation and the Local Plan Review being in its very early stages, no weight has been afforded to the draft policies in the Regulation 19 and the policies have not been considered in the environmental assessment. Gatwick Airport Limited (GAL) is aware that there are plans by neighbouring Local Planning Authorities to progress reviews of their Local Plans during the Summer/Autumn 2023. In the event that there are implications for the environmental assessment as a consequence of these Local Plan Reviews, they can be considered in the post-submission stages.

Table 2.2.1: Key Local Planning Policy

Authority	Adopted Policy	Emerging Policy
West Sussex County Council	West Sussex Local Transport Plan 2011-2026 (LTP3) (2011) West Sussex Joint Minerals Local Plan (July 2018, (partial review March 2021)) (2021) West Sussex Waste Local Plan (2014) West Sussex Transport Plan 2022-36 (2022)	n/a
Surrey County Council	Surrey Local Transport Plan 2022 - 2032(LTP4) (2022) Surrey Minerals Plan Core Strategy (2011a) Surrey Minerals Plan Primary Aggregates Development Plan Document (2011b) Surrey Aggregates Recycling Joint Development Plan Document (2013) Surrey Waste Local Plan 2019-2033 (2020)	Minerals and Waste Local Plan: Issues and Options Consultation (2021)
Crawley Borough Council	Crawley 2030: Crawley Borough Local Plan 2015-2030 (2015)	Draft Crawley Borough Local Plan 2021-2037: Regulation 19 Consultation (2023)
Reigate and Banstead Borough Council	Reigate and Banstead Local Plan: Core Strategy (2014, reviewed 2019) Reigate and Banstead Local Plan Development Management Plan (2019)	n/a
Tandridge District Council	Tandridge District Core Strategy (2008). Tandridge Local Plan Part 2: Detailed Policies 2014-2029 (2014)	Our Local Plan: 2033 (Regulation 22 Submission) (2019)
Mid Sussex District Council	Mid Sussex District Plan 2014-2031 (2018) Saved Policies from the Mid Sussex Local Plan 2004 (2004) Site Allocations Development Plan Document (2022)	n/a

Authority	Adopted Policy	Emerging Policy
Horsham District Council	Horsham District Planning Framework (Horsham District Council, 2015) Site Specific Allocations of Land (2007)	Draft Horsham District Local Plan 2019-2036: Regulation 18 Consultation (2020)
Mole Valley District Council	Mole Valley Core Strategy (2009) Mole Valley Local Plan (2000)	Draft Future Mole Valley 2020-2037: Proposed Submission Version (2022)

2.2.42 In addition, relevant supplementary planning documents have also been considered where they are relevant and important. Where study areas for individual topics extend beyond the above administrative areas, planning documents relevant to additional administrative areas within the study areas have been taken into account.

2.3 References

Published Documents

Crawley Borough Council (2015) Crawley 2030: Crawley Borough Local Plan 2015-2030, Adopted December 2015.

Crawley Borough Council (2021) Crawley Local Plan: Draft Crawley Borough Local Plan 2021-2037, January 2021. For Submission Publication Consultation: January-February 2021.

Department for Transport (2003) The Future of Air Transport, December 2003.

Department for Transport (2013) Aviation Policy Framework, March 2013.

Department for Transport (2015a) National Policy Statement for National Networks.

Department for Transport (2018a) Airports National Policy Statement: New Runway Capacity and Infrastructure at Airports in the South East of England.

Department for Transport (2021) Decarbonising Transport: A Better, Greener Britain.

Department for Transport (2022a) Flightpath to the Future: a strategic framework for the aviation sector.

Department for Transport (2022b) Jet Zero Strategy: Delivering net zero aviation by 2050.

Department for Transport (2022c) Jet Zero Consultation: Summary of responses and government response.

HM Government (2018) Beyond the Horizon: The Future of UK Aviation. Making Best Use of Existing Runways.

Horsham District Council (2007) Site Specific Allocations of Land (2007).

Horsham District Council (2015) Horsham District Planning Framework, November 2015.

Horsham District Council (2020) Draft Horsham District Local Plan 2019-2036.

Mid Sussex District Council (2004) Mid Sussex Local Plan, Adopted May 2004.

Mid Sussex District Council (2018) Mid Sussex District Plan 2014-2031, Adopted March 2018.

Mid Sussex District Council (2020) Mid Sussex Site Allocations Development Plan Document Regulation 19 Submission Draft – July 2010.

Ministry of Housing, Communities and Local Government (2021) National Planning Policy Framework (NPPF).

Mole Valley District Council (2000) The Mole Valley Local Plan.

Mole Valley District Council (2009) The Mole Valley Local Development Framework: Core Strategy, adopted October 2009.

Mole Valley District Council (2022) Draft Mole Valley Local Plan 2020-2037 Proposed Submission Version.

Reigate and Banstead Borough Council (2014) Reigate and Banstead Local Plan: Core Strategy, Adopted July 2014 and reviewed 2019.

Reigate and Banstead Borough Council (2019) Reigate and Banstead Local Plan Development Management Plan, adopted September 2019.

Surrey County Council (2011a) Surrey Minerals Plan 2011 Core Strategy Development Plan Document, adopted 19 July 2011.

Surrey County Council (2011b) Surrey Minerals Plan 2011 Primary Aggregates Development Plan Document, adopted 19 July 2011.

Surrey County Council (2013) Aggregates Recycling Joint Development Plan Document for the Minerals and Waste Plans, adopted 12 February 2013.

Surrey County Council (2020) Surrey Waste Local Plan, December 2020.

Surrey County Council (2022) Surrey Transport Plan 2022-2033 (LTP4), July 2022.

Tandridge District Council (2008) Tandridge District Core Strategy, adopted October 2008.

Tandridge District Council (2014) Tandridge Local Plan – Part 2: Detailed Policies 2014-2029, adopted October 2008.

Tandridge District Council (2019) Our Local Plan: 2033 (Regulation 22 Submission), January 2019.

West Sussex County Council (2011) West Sussex Transport Plan, 2011-2026 (LTP3), adopted February 2011).

West Sussex County Council (2014) West Sussex Waste Local Plan, April 2014.

West Sussex County Council (2022) West Sussex Transport Plan 2022 to 2036: Draft for Consultation.

West Sussex County Council and South Downs National Park Authority (2021) West Sussex Joint Minerals Local Plan, July 2018 (Partial Review March 2021).

2.4 Glossary

Table 2.4.1: Glossary of Terms

Term	Description
ANPS	Airports National Policy Statement
DCO	Development Consent Order
EIA	Environmental Impact Assessment
ES	Environmental Statement
GAL	Gatwick Airport Limited
NNPS	National Networks National Policy Statement
NPPF	National Planning Policy Framework
NPS	National Policy Statement
NSIP	Nationally Significant Infrastructure Project