

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

POLICY & RESOURCES COMMITTEE

ALDERNEY AIRPORT RUNWAY REHABILITATION

The States are asked to decide:-

Whether, after consideration of the Policy Letter entitled 'Alderney Airport Runway Rehabilitation' dated 20th March 2025, they are of the opinion:-

1. To authorise and direct the Policy & Resources Committee, working with the States of Alderney (or one or more of its Committees) to:
 - a) agree the terms of reference and constitution of a commission on the future arrangements for the constitutional and working relationships between Guernsey and Alderney;
 - b) establish that commission; and
 - c) bring the relevant findings of that commission back to the parliaments of the islands involved, firstly with an interim report before the end of 2025 and secondly with a final report 12 months after that (before the end of 2026), ideally being before or at the same time as any Policy Letter setting out the outcomes of Proposition 2.
2. To direct the Policy & Resources Committee, working with the States' Trading Supervisory Board and in consultation with the States of Alderney, to undertake the work set out below and return to the States of Deliberation with its recommendations on the future of Alderney Airport:
 - a) to assess the feasibility, costs and timescales to extend the useable operational 'lifespan' of the current runway and airport infrastructure, including the existing control tower, fire station and terminal building, which may include pre-emptive patching work on the most critical parts of the runway and other airport pavement areas; and
 - b) to commission an aerodrome design company to investigate the viability of delivering a functional solution for an operational aerodrome in Alderney suitable for commercial air transport operations at a level appropriate for a small island community, within the £24 million budget as at 2025 commercial prices, as identified in the Major Capital Projects Portfolio.
3. To direct the Policy & Resources Committee, working with the States' Trading

Supervisory Board and other States' Committees as needed, to develop detailed contingency plans for any extended period of closure of Alderney Airport as set out in Section 11 of this Policy Letter.

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

POLICY & RESOURCES COMMITTEE

ALDERNEY AIRPORT RUNWAY REHABILITATION

The Presiding Officer
States of Guernsey
Royal Court House
St Peter Port

20th March 2025

Dear Sir

1. Executive Summary

- 1.1. Whether and how Alderney Airport's runway and other facilities could be rehabilitated has been considered by the States of Deliberation ('the States') several times in the last 10 years (and more). Under the Resolutions agreed by the States of Guernsey (on 5th November 1948) and the States of Alderney (on 27th October 1948) which are together known as the 1948 Agreement, the States of Guernsey assumed financial and administrative responsibility for providing certain public services in Alderney, which expressly included the maintenance of an airfield in Alderney. This part of the 1948 Agreement was recommended to the States of Deliberation with reluctance by the Guernsey representatives proposing the agreement, noting that it was a part of the services provided which may need to be varied or withdrawn in time due to cost pressures.
- 1.2. In December 2022, the States agreed that a preferred design for a construction project (known as Option C+) should be put out to tender. Option C+ was for an increased length of runway from 877 to 1,050m; increase of width from 18 to 30m; realigned Bravo taxiway, new apron; new terminal and a new fire station which were sufficient to cope with the additional security requirements and additional resources required for Code C aircraft, such as the ATR -72 aircraft, to operate on the route to the island. This business model took account of the likely financial saving for Aurigny operating the route, which could have been achieved by simplifying its fleet¹. As the route between Guernsey and Alderney had a subsidy from Guernsey's government, lower costs for Aurigny (which is owned

¹ ATR 72s are used by Aurigny on routes to and from Guernsey; Dorniers are used on routes to and from Alderney.

by the States of Guernsey) would mean a net benefit for Guernsey's government. Lower operating costs for Aurigny would also mean a lower overall liability of the States in its underwriting of the airline. The project budget was agreed as an envelope not exceeding £24.1 million, following advice after analysis by a leading aerodrome design consultant.

- 1.3. The best and final offer received for the project was £37 million. With such a large divergence from the cost agreed by the States, the project no longer met its objectives under the original business case. The Policy & Resources Committee ('the Committee') directed that options for a smaller and more affordable solution should be found, including a do-minimum option based on the current runway design. That solution is to meet safety requirements and provide resilience whilst staying within the original funding allocation.
- 1.4. Discussions have been ongoing with Alderney's Policy & Finance Committee and the Policy & Resources Committee undertook to lay a Policy Letter before the States, to be considered before the end of this political term in Guernsey.
- 1.5. In the meantime, in the past three years, significant costs have been incurred for runway maintenance and repairs in Alderney. Funding has been made available from the Budget Reserve.
- 1.6. Repairs have been needed to address the degradation of the asphalt runway and taxiway surfaces. Standards need to be maintained to avoid the imposition of closures or operating restrictions by the local regulator (Office of the Director of Civil Aviation).
- 1.7. In order to bring the project into a more financially and politically acceptable cost envelope, it will be necessary to move away from the existing runway design and size in order to provide an option that is smaller and more affordable, that provides the opportunity for connectivity utilising aircraft types used elsewhere in the British Islands and other small island jurisdictions. This requires a change in the project's principal strategic driver from Alderney Airport primarily as an economic enabler, to delivering the core connectivity needed by Alderney's population at the lowest cost, recognising the airport's social, rather than commercial, value. This should be done without delay to end the current uncertainty, but also with an open mind as to the option that delivers on these strategic objectives.
- 1.8. During the numerous debates on the Alderney Airport runway, the topic of the 1948 Agreement has been raised, including whether it remains fit for purpose in modern times; not limited to the provision of what is now an airport in Alderney, but also other transferred services. There are differing views amongst politicians and members of the public in Guernsey and Alderney about how the relationship between the islands should develop in the future so that it is fit for purpose, but

also fair and sustainable for both jurisdictions.

- 1.9. The Committee's view is that the relationship between Guernsey and Alderney should be resettled to ensure that both sides have a clear and shared understanding of the parameters and reasonable expectations. The Committee recognises that any resettling of the relationship needs to be agreed by the parliaments of both islands and it is suggested that the islands work together to set up a constitutional commission (a 'Bailiwick Commission'). If Sark's government agrees to participate, then the Bailiwick Commission could include and involve Sark too. Sark also faces the challenges of modern governments, including increased globalisation, regulation, international conflicts, and various domestic challenges.
- 1.10. The work of the Bailiwick Commission would run in parallel to the new airfield design work and it is intended that it would report, at least on an interim basis, before the end of 2025, before or at the same time as any Policy Letter setting out the recommendations for the future of Alderney Airport. A final report would be expected 12 months after the interim report by the end of 2026. This would ensure that the decisions about Alderney Airport were also informed by the possible future trajectory of the relationship between Guernsey and Alderney.

2. Introduction

- 2.1. The rehabilitation of Alderney Airport's runway is recognised as an extremely important issue for both Alderney and Guernsey given the fiscal union between the two islands. Strong and resilient transport links are critical to the success of the economies and communities of the islands of the Bailiwick.
- 2.2. The Alderney Airport Runway Rehabilitation project has been underway since 2013. An overview of the history of the project has been provided in Appendix 1 for information.
- 2.3. In 2013, as part of its consideration of the Capital Prioritisation Policy Letter², the States resolved to direct the then Public Services Department and the Treasury and Resources Department to advance preparations for the rehabilitation of Alderney runway as a Category A pipeline project in their capital investment programme. The work had been recommended as a result of CAA audit reports and an engineering inspection which identified issues with spalling³ of edges on the asphalt runway. The work at that time would "realise the installation of improved groundwater drainage on up to two grass runways, with re-grading and

² Policy Letter - Treasury and Resources Department - 'CAPITAL PRIORITISATION' - Billet d'État XIX of 2013 - 25 SEPTEMBER 2013 - as at: <https://gov.gg/CHttpHandler.ashx?id=84018&p=0>

³ Spalling is the occurrence of ore, rock or stone breaking off in fragments.

re-seeding of those runways and a second package of work to relay the edges and improve drainage on the existing asphalt runway". The total indicative cost of all ten projects in the Category A pipeline was £44-45 million in 2013.

- 2.4. The scope of the project has changed significantly over the past decade, moving from repair works to address specific concerns to instead encompassing a full reconstruction of the runway and redevelopment of associated infrastructure.
- 2.5. The States last debated the matter in December 2022⁴ ("the November 2022 Policy Letter") and agreed that Option C+ provided the best overall public value for money and approved a budget for that scheme of £24 million. Option C+ would, in addition to restoring and extending the existing pavements to facilitate larger aircraft operations, include the construction of a new airport terminal building and a new fire station building. The subsequent tender exercise for Option C+ returned a fixed price of £38 million for the runway build and the design and build of the terminal building and fire station building. This price was significantly greater than the £24 million that had been set aside in the capital projects portfolio. Further engagement with the contractor on value engineering resulted in a best and final offer of £37 million in June/July 2024. Based on this information, the Committee decided that further work was required to consider what should be included and excluded from the project with a view to reducing the likely costs and to return to the States before the end of the 2020-2025 political term.
- 2.6. To assist in its preparations for a policy letter, the Committee:
- Requested that the States of Alderney be asked to consider firm proposals for funding to contribute to the runway rehabilitation in addition to the airport terminal. Such proposals should set out the maximum amount possible which could be contributed to the overall costs of this project, as opposed to funding a particular element of it, including plans to service any debt which may be incurred.
 - Directed States of Guernsey officers to explore the costs for a 'minimal approach' to rehabilitation. This included engaging with tenderers that withdrew from the Option C+ proposal for various reasons to understand their commercial appetite.
- 2.7. The purpose of this Policy Letter is to provide an update on the outcome of these investigations and to set out the proposed next steps for this project, balancing the needs of the Alderney community with the needs of the Guernsey community and the wider fiscal position of the States of Guernsey.

⁴ Policy Letter - Policy & Resources Committee and the States' Trading Supervisory Board - 'ALDERNEY AIRPORT RUNWAY REHABILITATION' - Billet d'État XX of 2022 - 23 NOVEMBER 2022 - as at: <https://gov.gg/CHttpHandler.ashx?id=160673&p=0>

3. 1948 Agreement and the Alderney airfield

- 3.1. After the Occupation, during the Second World War, in 1947 the Privy Council established a “Committee of Inquiry” to consider the assistance that Alderney’s community would need to return and rebuild the island. In parallel to that Privy Council investigation, the States of Guernsey initiated its own discussions with the States of Alderney on the support it could offer to help Alderney recover and become self-sufficient.
- 3.2. In 1948, the States of Guernsey and the States of Alderney came to an agreement about the support for Alderney. That happened before the Privy Council Committee of Inquiry had reported. This is what is known as the “1948 Agreement” (a history of it has been provided in Appendix 2).
- 3.3. The 1948 Agreement is underpinned by legislation and has three main components:
 - The first is the agreement itself to assume financial and administrative responsibility for the transfer of certain public services, which is reflected in a set of corresponding Resolutions from the States of Guernsey and the States of Alderney made in 1948. Those Resolutions set out that the residents of Alderney would pay Guernsey taxes, licence fees, impôts and duties and that, in return, the States of Guernsey would assume “financial and administrative responsibility” for certain public services (known as ‘the transferred services’).
 - The second part is The Alderney (Application of Legislation) Law, 1948, which was approved by the States of Guernsey and the States of Alderney (‘the Application of Legislation Law’). That Law reflects the Resolutions mentioned above and sets out which taxes, licence fees and other duties and impôts apply in Alderney and provides that the States has legislative power to extend legislation related to the transferred services. It also contains a schedule listing the topics for which the States of Guernsey can legislate for Alderney in respect of the transferred services.
 - The third aspect is The States of Guernsey (Representation of Alderney) Law, 1978 (which was approved by the States of Guernsey and by the States of Alderney) and the Reform (Guernsey) Law 1948 as amended which set the number of Alderney Representatives that sit in the States of Deliberation (currently two people).
- 3.4. Amongst other services, the 1948 Agreement includes an obligation to maintain an airfield in Alderney. A history of Alderney Airport, including the provision and maintenance of an airfield since the 1948 Agreement came into effect, has been provided in Appendix 3.
- 3.5. The services provided by the States of Guernsey to Alderney under the 1948

Agreement have evolved for a number of reasons, not least as a result of substantial changes to the demographics in Alderney and as policy has developed and modernised in Guernsey (and therefore Alderney). That is particularly evident in the areas of health care and social care. It has become clear in recent years that there are differing views on how the relationship could and should develop in the future so that it is fit for purpose, but also in a manner which is fair and sustainable for both jurisdictions.

- 3.6. There is a reference in the November 1948 Policy Letter⁵ (which led to the 1948 Agreement) which makes it clear that the then States' Advisory Council had some reservations regarding the future costs of maintaining an airfield in Alderney. Further, it was anticipated that there might be a point in the future where the Alderney airfield no longer represented value for money for the islands.

"We feel it would be right to point out that the States cannot guarantee against any actions which its successors may think fit to take. Yet, when once the proposed services have been transferred it would be extremely difficult, if not impossible, to withdraw from some of them – social services is an outstanding example of what we have in mind. Nor do we think that in general there will be any inclination on the part of the future States to withdraw from the decisions of the present States may take in regard to Alderney. To this statement we should, however, like to make one reservation: we can visualize circumstances arising in which the States would no longer feel that the worth of an airfield to Alderney justified the cost."

- 3.7. The report from the Guernsey Airport Commandant (attached to the November 1948 Policy Letter) recorded that:

"The Airfield, while it may be considered adequate to the needs of Alderney, does not, in fact, conform to standards internationally required. The attainment of such a standard would, in my opinion, require expenditure, both capital and of a recurring nature, far beyond the needs of the situation, and I recommend that, provided the sanction of the appropriate Authority can be obtained, the landing and take off area at Alderney can be considered as such and no more."

- 3.8. This accounts for the reluctance expressed in the November 1948 Policy Letter about taking on responsibility for Alderney's airfield. The Commandant's report also suggested concerns that, unless a concession was obtained from the relevant air transport and safety authorities of the time, the international standards required would make it hard to justify the cost of the airfield in the

⁵ Policy Letter - The States Advisory Council - ALDERNEY - Billet d'État XX of 1948 (p679-705) - NOVEMBER 1948

long term.

- 3.9. It is noteworthy that, as part of the Privy Council's Inquiry, consideration had been given to the UK's Ministry of Civil Aviation (MCA) taking responsibility for Alderney's airfield. However, having considered the matter, the MCA declined on the basis that it was not responsible for providing airfields outside the UK. At the time, the MCA did contribute to the cost of airfield facilities in the Overseas Territories due to their strategic value to the UK as British controlled layover stops for long haul flights, which was not exclusively for the OTs' benefit. The MCA said that the situation was different for Alderney as the airfield was required exclusively for Alderney's own interests. The MCA, recognising the financial situation in Alderney at the time, authorised £6,000 to assist the States of Alderney to purchase the airfield but made clear that the operation of it would be for whichever body took over administration of the island.
- 3.10. The States of Guernsey has supported the operation of an Alderney airfield since the late 1940s as the population of Alderney started to grow and its post-war economy developed. Whilst mindful of costs, airport management has been able to maintain compliance with the required operating regulations, despite the aerodrome design itself being challenging from a compliance perspective. The airfield and its associated facilities could all now be described as being at end-of-life status. This means that, in essence, a complete new airport (including runway, terminal building and fire station building) would need to be built in Alderney for the first time since a small grass airfield was established and licensed in 1935. The creation or complete redevelopment of an airfield/airport in Alderney goes far beyond the situation that was agreed in 1948, as demonstrated in the relevant extracts of the 1948 reports (see paragraphs 3.6 and 3.7 above). This issue goes to the core of the current predicament.

4. Developments since the 2022 Policy Letter

Public Service Obligation (PSO)

- 4.1. The States of Guernsey entered into a contract with Aurigny to provide airlinks to and from Alderney under what is known as the 'PSO' (public service type obligation)⁶. The five-year contract, which started on 01 January 2021, includes scheduled passenger services between Alderney and Guernsey, and Alderney and Southampton, plus the provision of ad hoc medivac services using the same fleet of aircraft.
- 4.2. The contract requires a subsidy of £2 million per annum, which sum is never to exceed £2.5 million per annum. Under the terms of the agreement, Aurigny does

⁶ In accordance with the 2018 Air Transport Licensing Policy Statement:
<https://gov.gg/CHttpHandler.ashx?id=116904&p=0>

not make a profit from the services, and in turn, the States of Guernsey hold the cost and revenue risks. The parties work together to adjust the services and the commercial model to deliver services within the subsidy level of £2 million.

4.3. It was stated in the November 2022 Policy Letter that:

“A runway extension in Alderney⁷ would enable Aurigny to operate the ATR 72-600 series of aircraft in place of the current Dornier 228NG aircraft operating the routes. Given the additional capacity that the ATR 72 offers over the Dornier 228NG this would inevitably lead to a reduction in the frequency of services between Alderney and Guernsey and this would need to be reflected in a change to the terms of the PSO arrangement. Likewise, Aurigny’s own financial analysis suggests such a change would deliver a financial benefit of around £800,000 per annum and this would need to be reflected in a revised PSO agreement.”

4.4. These savings will no longer be realised without the full Option C+ (both runways, a terminal building and a fire station building that can cope with the enhanced security requirements for ATR 72 connectivity).

4.5. During the debate on that Policy Letter, an amendment from Deputy Helyar and Alderney Representative Snowden was carried which directed the Committee “to seek to renegotiate the current Alderney Public Service Obligation contract with Aurigny with a view to reducing the current level of subsidy payable under the contract by the States of Guernsey with effect from 1st January 2024”.

4.6. Changes to the PSO contract were announced on 13th November 2024. The changes (as set out below) were in two phases. Firstly, an immediate change to reduce the level of subsidy as it had exceeded the agreed target in the PSO contract by £600,000. Secondly, a later change to reduce further the level of subsidy payable under the PSO contract.

- From mid-November 2024, fares on Alderney routes increased by £5 one way, to help bring the subsidy closer to the levels required in the contract.
- From 1st January 2025, the target subsidy was reduced to £1.5 million. To achieve this, a further fare increase of between £25-£30 one way would have been needed, if applied across all routes. However, the Committee directed that fare increases to reduce the subsidy were to be applied primarily to the Alderney-Southampton route. This was to help protect the Alderney-Guernsey route which

⁷ Policy Letter - Policy and Resources Department and the States’ Trading Supervisory Board - ‘ALDERNEY AIRPORT RUNWAY REHABILITATION’ - as in Option C+ - Billet d’État XX of 2022 p21 - 23 NOVEMBER 2022 - <https://gov.gg/CHttpHandler.ashx?id=160673&p=0>

benefits some residents in both islands.

2025 States of Guernsey Budget

- 4.7. In November 2024, the States considered the 2025 Budget⁸ which included a recommendation to temporarily increase the personal rate of income tax to help to reduce a forecast deficit. The temporary increase in the personal rate of income tax was proposed to address the immediate financial challenge and to enable the States to continue investing in the capital projects which it had previously agreed were essential, including the Alderney runway rehabilitation project. The recommendation about the personal income tax rate was rejected by the States in favour of introducing a Goods and Services Tax (GST) in 2027.
- 4.8. On 20th January 2025, the Committee published a green paper titled 'Major Projects Portfolio Review'⁹ in which it reviewed the States' capital portfolio. While no changes were recommended for the projects already being undertaken, the green paper set out the difficult financial situation for the States of Guernsey now and in the future. While noting that the Alderney Airport runway rehabilitation would be the subject of a further Policy Letter, the green paper highlighted the Committee's view that the project costs should be limited to the original £24 million allocation in the capital portfolio given the current fiscal situation.
- 4.9. The current Major Capital Projects Portfolio is likely to require the States of Guernsey to take out c£155 million of new debt in order to fund it. If the Alderney Airport runway project was to remain in the portfolio, it could be assumed it would be funded from this new debt in which case the total project costs could also include the estimated cost of its financing. Interest rates are currently estimated to be in the region of 5.5% for long term government funding such as an issue of a new bond, which might be considered for future funding of the major projects portfolio. Assuming a 30-year term and the funds remained invested in the project, interest of c£40 million (on the £24 million invested in the Alderney Runway) would be incurred by the States of Guernsey over this time. Noting that at the end of the 30 years the States of Guernsey would need to repay the debt.

⁸ Policy Letter – Policy and Resources Committee - 'ANNUAL BUDGET FOR 2025' - Billet d'État XIX of 2025 - 5 NOVEMBER 2024 - as at: <https://www.gov.gg/article/202155/States-Meeting-on-Tuesday-5th-November-2024-Annual-Budget-for-2025>

⁹ Green Paper - Policy and Resources Committee - 'MAJOR PROJECTS PORTFOLIO REVIEW' - Billet d'État V of 2025 - 19 FEBRUARY 2025 - as at: <https://www.gov.gg/CHttpHandler.ashx?id=186710&p=0>

5. Outcome of investigations into delivery of Option C+

- 5.1. Following the States' decisions in December 2022¹⁰ to tender for Option C+, the subsequent tender returned an estimated design and build cost of £38 million (£37 million as a final and best offer) which was significantly greater than the £24 million that had been set aside in the capital projects portfolio. Based on this information, the Committee decided that further work was required to consider what should be included and excluded from the project with a view to reducing the likely costs and to return to the States.
- 5.2. To assist in its preparations for a policy letter, the Committee directed States of Guernsey officers to explore the costs for a 'minimal approach' to rehabilitation. This included engaging with tenderers that withdrew from the Option C+ proposal for various reasons, to understand their commercial appetite.
- 5.3. RPS was commissioned in September 2024 to deliver a report with broad costs estimates for a concept design stage. The options included a do-minimum option (as a base line) based on the current length; a maximum expansion (the former C+ option, but without the terminal and fire station); and a hybrid option that would allow ATR 72 aircraft to land (albeit with a reduced payload). The designs include the runway, apron and taxiways as well as new drainage. RPS had delivered other work for Guernsey Ports, such as design consultancy work on the Guernsey Airport Pavements Project (2010-2013). The company had performed well and has a comprehensive knowledge of Guernsey Airport and the challenges of working in an island location.
- 5.4. The project team worked closely with RPS, in line with the political direction, to explore the options. Some additional designs were also considered based on information received during the contract. Appendix 4 sets out the initial options considered by RPS, all of which had been included in the November 2022 Policy Letter, as well as additional options designed in consultation with Aurigny for its possible future fleet design. The project team decided to focus on two options, to speed up the option design process and proceed to indicative costs at pace. The reasons for elimination are contained in Appendix 4.
- 5.5. Based on the initial options analysis, the following options were shortlisted for further consideration:

Option 24A(ii) – reconstructing the runway to its existing length of 877m and widening to 30m.

¹⁰ Policy Letter - Policy & Resources Committee and the States' Trading Supervisory Board - 'ALDERNEY AIRPORT RUNWAY REHABILITATION' - Billet d'État XX of 2022 - 23 NOVEMBER 2022 - as at: <https://gov.gg/CHttpHandler.ashx?id=160673&p=0>

- **Option 24A “Do Minimum Option”**
 - Runway Code 2B design with a PCN¹¹ strength suitable for Code B aircraft¹² including but not limited to the Dornier 228
 - Reconstruction and resurfacing of the current 877m asphalt runway plus widening to 30m
 - Reconstruction and resurfacing of the Bravo taxiway
 - Resurfacing of the apron
 - Installation of new AGL on the runway and Taxiway Bravo
 - Installation of new drainage

Option 24C – extending the runway to provide a runway length of 1,050m, with a width of 30m, to allow operation of the ATR 72 under reduced payload restrictions.

- **Option 24C “Maximum Expansion Option”** (this is the previous Option C+ minus the terminal and fire station building)
 - Runway Code 2C design with a PCN strength suitable for Code C aircraft¹³ including but not limited to the ATR 72
 - Reconstruction, resurfacing and extension of the asphalt runway to a length of 1,050m and widening to 30m
 - Construction of a realigned Bravo taxiway suitable for Code C aircraft
 - Resurfacing and slight extension of the apron (SE corner) to facilitate Code C aircraft operations either now or in the future
 - Installation of new AGL¹⁴ on the runway and Taxiway Bravo
 - Installation of new drainage

5.6. RPS produced an extensive report which was supplemented by technical notes such as a comparison of other island air services and design aircraft which had been considered as part of the options analysis.

Review of Island Air Services

5.7. Appendix 5 sets out a summary of five comparable island air services from across the UK and Ireland. These services are:

- Skybus (Isles of Scilly)
- Loganair (Highlands and Islands and Orkney Inter-Island Service)

¹¹ PCN - Pavement Classification Number - a standardised international metric used to assess the strength and load-bearing capacity of airport pavements.

¹² Code B aircraft – Wingspan 15-24 metres

¹³ Code C aircraft – Wingspan 24-36 metres

¹⁴ AGL – Aeronautical Ground Lighting – Any light specially provided as an aid to air navigation, other than a light displayed on an aircraft.

- Hebridean Air Services (Oban and The Isles)
- Aer Arann (Aran Islands).

5.8. Alderney's runway is 877 metres long. It has been compared to the 21 airfields on islands covered by the air services above. Those runways are between 490-1400 metres long (with 13 airports having runways in the 490m-700m range). Given the number of comparative airfields in the UK and Ireland, it is highly likely that there will continue to be a market for planes with a 'short takeoff and landing' (STOL) capability which can operate into small islands.

Aircraft type analysis

5.9. Appendix 6 sets out a review of current and new aircraft types that could be used to provide commercial services from Alderney to the other Channel Islands and the UK mainland. The technical note states that the de Havilland Canada Twin Otter and Britten-Norman Islander are most commonly used to provide regular connectivity for small islands across the UK and Ireland.

6. Benefits Analysis

6.1. A series of workshops were held in October 2024 to discuss and analyse the benefits associated with works to repair, rehabilitate or reconstruct Alderney Airport's runway. The workshops were run by Guernsey Ports and involved representatives of the relevant elements of the Guernsey and Alderney public sectors, Aurigny and specialist advisors.

6.2. The work identified that the key strategic benefit for Guernsey would be maintaining an operational airfield in Alderney, in alignment with the provisions of the 1948 Agreement. The core benefits are satisfying regulatory compliance issues for the airfield. The remaining benefits are material including the connectivity and societal benefits that the runway enables for Alderney's population. A full overview of the benefits workshop has been provided in Appendix 7.

6.3. The output from this work emphasises that whilst the project has a huge and obvious benefit for the population in Alderney, there is only a limited strategic benefit to Guernsey or the Bailiwick as a whole. This does not suggest the project is not important, but that its strategic importance should be kept in context.

7. Estimated costs

7.1. Cost estimates have been developed for the two principal options which are both 'runway only'. These have been developed by RPS using previous tender information, data and discussion from industry partners, and local information

from the Guernsey/Alderney construction industry.

- 7.2. The range of construction values for the two options are shown below in Table 7.1:

Option	2024 Estimated Costs (£ millions)		2026 Estimated Costs ¹⁵ (£ millions)	
	Lower Value	Higher Value	Lower Value	Higher Value
Option 24A – 877m x 30m runway	£24.49	£41.85	£32.25	£55.10
Option 24C – 1050m x 30m runway	£26.65	£45.30	£35.09	£59.64

Table 7.1: Estimated construction costs for options 24A and 24C.

- 7.3. It is recognised that the range of the estimated costs is significant. RPS advised that it was not possible in the current context to reduce the ranges due to the high level of uncertainty over the final design, logistical challenges (as set out in the next paragraph) and date of commencement of any project.
- 7.4. One of the main reasons for the high costs of the rehabilitation of the runway is the logistical challenges of undertaking a major project on a small remote island. The key challenges have been outlined below:
- Braye Harbour – Alderney’s sole harbour is not equipped to cope with the significant size and weight of materials and equipment that would need to be imported to the island for the construction phase of the project. This would include equipment such as batching plants and lorries. The current crane has a maximum lift of 20 tonnes. As an example, a batching plant for the asphalt, even when broken down into parts, would include parts that weigh up to 36 tonnes. In particular, an alternative crane facility would need to be installed or beach landings considered.
 - Site compounds and storage of equipment and materials – A site(s) would need to be identified that is both sufficiently close to the Airport to enable the construction works to take place easily, while not infringing on the “obstacle limitation zone” (though the latter would not be an issue should the Airport be closed during the construction phase). Further sites would also be required to store raw materials, again preferably close to the site compound/batching plant to reduce pressure on the road network (see point below). The location of any compound(s) could also affect whether the electricity grid will need upgrading which has been a factor

¹⁵ Based on construction start in Q2 2026, including project contingency sum and risk factors.

considered in the estimated costs.

- Accommodation for workforce – It is estimated that the construction phase for a 'runway only' project would require approximately 70 people at its peak. While contractors would be responsible for providing accommodation, it has been identified that there is currently insufficient capacity in Alderney to accommodate the estimated workforce needed. It might be necessary to expand hotels which are currently operating and/or to upgrade hotels which are currently closed to make them habitable. Alternative options could include the use of temporary accommodation such as caravans and mobile homes, which would require planning permission. Further work is needed to finalise accommodation plans to reduce estimated costs and risks.
- Provision of utilities:
 - Electricity – Should a site compound be needed to the north (of Runway 13) new infrastructure would need to be added to the grid or mobile generators would be required.
 - Water – There are constraints on the existing water supply which could be a limiting factor in the daily batch production of the asphalt required for resurfacing. This could result in a longer construction phase to make allowances for water availability. The contractor would also need to consider arrangements for the removal of wastewater. It is not expected that there would be any interruption to water supply to the public.
- Traffic issues – While construction traffic would be routed through the most suitable roads, widening work will be necessary. Whilst there are not restrictions or weight limits on the roads, it is expected that there would be damage to the roads which would need to be rectified by any contractor as part of the demobilisation, therefore adding to the overall cost of the project. It is not anticipated that the increase in construction traffic will affect the public.

7.5. There are several known logistical challenges which affect the construction cost, as outlined above. These factors add significantly to the capital cost which might not have been expected in other locations. It will be essential to identify possible mitigations for those known logistical challenges during the design stage and then included in any tender documents for the construction phase. This could include undertaking additional surveys, such as topological, utility and structural surveys, particularly at the harbours and airport. It is only after this point, when there is greater certainty, that it will be possible to more accurately estimate the total costs of the project.

8. Additional costs

PFAS and other soil pollution issues

- 8.1. An initial survey of soil samples from around the airport site shows that Perfluoroalkyl Substances and Polyfluoroalkyl Substances (PFAS) are present in the soil in quantities that could be harmful to human health. The samples that show a high reading are all within the fire training area, which is within the boundary of the current Alderney Airport. There is also evidence of metals present in those samples. Further investigation would be required to assess whether that poses a threat to human health.
- 8.2. The cost of dealing with the PFAS or any other pollutant has not been factored into the cost estimate contained within this Policy Letter.

Associated airport facilities

- 8.3. The estimated costs set out in Table 7.1 in this Policy Letter are for a 'runway only' option. However, to operate effectively and meet the required international standards, an airfield requires other infrastructure, notably an Air Traffic Control Tower, terminal and fire station. As mentioned earlier in Section 3 (1948 Agreement) it has been identified that all of these facilities are now at end-of-life status and will need replacing in the near future.
- 8.4. A 2024 structural survey identified that the ATC Tower is well beyond its design life and needs to be replaced within the next 12 to 24 months. Further work will be required to refine the specification and ascertain reasonable costs.
- 8.5. The Terminal Building and Airport Fire Station have also been identified as being beyond design life. These did form part of Option C+. It is difficult to assess items in isolation from the tender as it covered the whole of Option C+. It also specified a larger terminal and fire station building to meet the requirements for larger planes, such as the ATR 72, to land in Alderney. However, as an estimate based on the percentage of the whole costs assigned to just the building elements, it gives a value to replace these two buildings¹⁶ of up to £15 million. However, there is scope to value engineer, phase the projects and lower the specification, subject to maintaining compliance with regulatory requirements. Whilst further work would be required to fully scope the additional capital costs, it is clear that significant additional capital investment is required to keep Alderney Airport operating safely and within regulatory parameters.
- 8.6. Remedial works have already been required to enable the airport to continue to operate. In autumn 2024, a section of masonry fell off the ATC Tower which

¹⁶ See Paragraph 8.4 about ATC tower being considered separately.

required remedial work. Furthermore, the Departures Building was identified as being in dangerous condition and will be replaced in 2025 at a cost of approximately £30,000.

9. Next steps

- 9.1. The optioneering work undertaken by RPS has highlighted that even with a 'runway only' option, the cost of reconstructing the runway is substantial and further investment would be required in the associated airport facilities in the relatively near future (likely within the next 5 years). In the current fiscal climate, the Committee considers that it is impossible to justify an investment of the scale evidenced by the tender for Option C+ and the subsequent investigations by RPS at the end of 2024. As flagged earlier in this paper, when agreeing the terms of the 1948 Agreement, it was recognised by the States of Guernsey that there may come a time when the worth of maintaining an airfield in Alderney would not justify the costs. It is recognised that such a decision by the States of Guernsey would have implications for Alderney and the wider Bailiwick, which are explored in Section 10.
- 9.2. Should the States be minded to continue to support the provision and maintenance of an airfield in Alderney, then it is the Committee's view, as set out in the Major Capital Portfolio Review, that to ensure affordability, any solution must be contained within the original estimate of £24 million. As set out in the Major Capital Portfolio Review green paper, doing so would reduce the overall capital portfolio cost to £405 million and the funding shortfall to £48 million.
- 9.3. It is recognised that connectivity is important to any island jurisdiction and a necessity to support the community. However, due to the cost of Option C+ and the current financial situation, it is time for a more radical reconsideration of this project. It is necessary to find a functional solution, that can achieve a reasonable level of connectivity for the Alderney community within the financial limits of the States of Guernsey in the coming years, which might include considering alternatives such as grass runways and/or lighter aircrafts.
- 9.4. Further discussions will also be required with the States of Alderney to consider the financial and non-financial contributions which it can make to support any rehabilitation to and/or associated construction works at the Airport given its strategic importance to that island. There has already been a commitment of £3.5 million to deliver Option C+.

10. Impact analysis of delaying/ending the Alderney Airport Runway Rehabilitation Project

- 10.1. Given the significant estimates for progressing the rehabilitation of the Alderney

Airport runway and the current fiscal climate for the States of Guernsey, it is prudent to consider the “do nothing” option which can be split into:

- “Do nothing now” – A decision may be taken to pause the project to either enable work to be undertaken to develop options that can deliver a functional solution under £24 million or to allow time for the States’ finances to improve and seek funding in a future iteration of the capital projects portfolio.
- “Do nothing” – A decision is taken to wind down the commercial airport¹⁷ operations in Alderney with the status quo maintained while contingency plans are put in place to ensure vital services can continue through transport by sea. This option would release £24m back into the capital portfolio.

- 10.2. Both the approaches outlined above would require the STSB to maintain the current maintenance programme of repairs on the runway for the time being, which generally involves patching of the surface. In 2023 and 2024 this maintenance programme cost approximately £400,000 per annum. It is understood that there may be options to undertake more significant patching of larger areas of the asphalt runway to target areas of specific concern. However, further work would be required to better understand the feasibility and cost-benefit of such an approach, which may face the same or similar logistical challenges (and costs) as a full reconstruction. It would also be necessary to assess any regulatory implications of more substantial patching works.
- 10.3. If the States were to decide to delay or not proceed at all with any significant works to the Alderney Airport runway, there would be consequences to manage. Those consequences include the impacts for Alderney’s community and for Alderney and Guernsey’s economies (given the existing fiscal relationships between the islands). The UK Government might expect Guernsey to have a moral, if not a political, responsibility to support Alderney beyond the terms of the 1948 Agreement, due to the close relationships within the Bailiwick. The reputation of Guernsey is also tied to that of Alderney.
- 10.4. The outcome of the above approaches, even the “do nothing now” option, would likely be a closure of Alderney Airport, either for a short/medium period, or indefinitely.
- 10.5. High level analysis conducted by Frontier Economics has identified three main groups of impacts, should Alderney Airport need to close either temporarily or longer term:

¹⁷ Commercial air transport means an aircraft operation to transport passengers, cargo or mail for remuneration.

- Reduced local spending by visitors to the island.
 - Contraction in the local finance and professional services sectors
 - Other impacts to local residents, particularly involving off-island healthcare and education.
- 10.6. The latest available figures estimate that, in 2022, Alderney's economy was worth £61 million (£28,676 per capita). Guernsey's economy in the same period was estimated to be worth £3,332 million (£52,413 per capita). Analysis by Frontier Economics has estimated that the closure of Alderney Airport could have an economic cost of between £3.1 million to £6.2 million per year, which is 5 to 10% of Alderney's total Gross Value Added. The economic cost is based on reduced visitor spending (33-65% reduction) and a contraction in the local finance and professional services sectors (10-20% contraction).
- 10.7. It is clear that there would be an impact on Alderney's economy and community as a result of a temporary/permanent closure of Alderney Airport. As part of the work on contingency plans (covered in the next section) there should be further investigation of supporting measures that could be introduced which would mitigate the impact, which may include but are not limited to:
- Medivac facilities, by the Flying Christine III and/or by helicopter.
 - Subsidy for ferry operator to assist with:
 - Alderney residents needing to attend States of Guernsey or UK medical facilities, pupils attending secondary school or tertiary education in Guernsey, or any person in Alderney needing a patient transfer to Guernsey or the UK.
 - States of Guernsey employees providing transferred services, and other services, in Alderney such as: medical staff; teaching staff; Guernsey law enforcement staff; staff and contractors inspecting or maintaining the Alderney Breakwater; amongst others.
 - Mitigation measures to ease the immediate economic and social impacts and to manage the progression to a more stable situation. This might include income support arrangements for individuals, economic support for businesses and the community.

11. Contingency plans for times when Alderney Airport cannot operate

- 11.1. Guernsey Ports (as the operator of Alderney Airport) already has contingency plans to deal with short-term closures of Alderney Airport (including for planned maintenance or urgent repair works). Risks are also assessed more widely by the States of Alderney and States of Guernsey in respect of the transferred services. Such closures might occur when emergency repairs are identified as necessary by Guernsey Port's inspection schedule, or due to restrictions imposed on the use of the runway by the Director of Civil Aviation (DCA). Such closures are still

relatively rare and generally very short-term. The most recent closure on 1st February 2025 lasted only a day, to allow for an urgent repair on the runway due to subsidence as a result of unusually heavy rain. The contingency plans used in such instances include provision for medical evacuations.

11.2. Further work will be needed to reduce the costs of the rehabilitation project to fit within the £24 million provision (as explained earlier in section 9). Consequently, the earliest time that work could commence would be spring/summer 2027. It is recognised that this, and any further delay to the Alderney runway rehabilitation project, means that there is an increased risk of airport closures due to the current Director of Civil Aviation's (DCA) restrictions¹⁸ and potential further restrictions if the runway condition were to deteriorate further. In addition, it is likely that parts of the construction work for the project would require Alderney Airport to be closed altogether for 5 months to enable the work to be completed in the swiftest and most cost-effective manner.

11.3. It is understood that any airport closure needed for the construction work to take place, and the increased risk of airport closures before that construction phase happens, will be concerning for Alderney's community and its businesses. It also creates significant challenges for the ongoing delivery of the transferred services. It is important that more work is undertaken, in parallel to investigating the options to bring the project costs within the £24 million envelope, to ensure that contingency plans are in place for potential longer-term closures for the timespans below.

- Very short term (days/weeks) (these are the current contingency plans, in case urgent repairs are required or extreme weather closes the airport)
- Short term (up to 6 months)
- Medium term (6 month to 3 years)
- Long term (3+ years)

12. Proposed Commission on intra-Bailiwick constitutional relationships

12.1. Over the last decade, the subject of the maintenance and provision of an airfield/airport in Alderney has been debated by the States of Guernsey on several occasions. During those debates and others, the topic of the 1948 Agreement has been raised, including whether it remains fit for purpose in modern times. This is not just about the provision of an airfield/airport in Alderney, but about other transferred services too. As previously noted, the services provided by Guernsey to Alderney under the 1948 Agreement have evolved over the years not least as a result of substantial changes to the

¹⁸ Director of Civil Aviation - Civil Aviation in Guernsey and Alderney is regulated by the Office of the Director of Civil Aviation (ODCA). This Office was created by the Aviation (Bailiwick of Guernsey) Law, 2008.

demographics in Alderney and also as policies for the services provided have developed and modernised in Guernsey (which also apply to Alderney). This is particularly marked for health and social care services. There are differing views amongst politicians and members of the public in Guernsey and Alderney about how the relationship between the islands should develop in the future so that it is fit for purpose, but also fair and sustainable for both jurisdictions.

- 12.2. The Committee's view is that the relationship between Guernsey and Alderney should be resettled to ensure that both sides have a clear and shared understanding of the parameters and reasonable expectations. Such consideration should not be limited to a backward looking review of the 1948 Agreement, but should instead be forward looking. It should consider the entire breadth of the relationship to ensure that any future arrangement is fit for purpose. Furthermore, it is envisaged that any work should also invite Sark to take part to enable a Bailiwick-wide approach. There are likely to be issues explored which would be relevant to Sark even though it has a different constitutional relationship with Guernsey (there being no fiscal union or official "transferred services").
- 12.3. There have been significant reforms in the machineries of government and the electoral systems of each jurisdiction of the Bailiwick of Guernsey in the last 25 years. Most notably by the States of Guernsey (in 2004, 2016, 2020)¹⁹, States of Alderney (in 2004)²⁰ and Chief Pleas of Sark (in 2008)²¹. Aspects of the machinery of government of each island have also been adjusted from time to time on an *ad hoc* basis in response to external pressures and domestic issues.
- 12.4. The main reasons for those reforms have been to ensure that the systems of government in each island are capable of meeting the increasingly complex demands on governments in the 21st century. These include, but are not limited to:
- Achieving and maintaining modern democratic norms;
 - Setting and meeting regulatory standards to protect the interests of the economy, businesses and the public;
 - Providing services within their communities;
 - Meeting their respective international obligations.

¹⁹ 2004 – Machinery of government changing committee structure to departments, reducing the number of political committees required to cover the States' mandate. 2016 – Further machinery of government changes reducing the political committees to 7. 2020 – Introduction of island wide voting for elections of People's Deputies to the States of Deliberation.

²⁰ Review of the Reform Law. Set out election process for President and members of the States of Alderney, rules of procedure for States of Alderney and civic precedence.

²¹ Abolition of the feudal system in Sark. Introduction of full democratic process to elect Conseillers to the Chief Pleas of Sark.

- 12.5. During the same 25-year period, there have been challenges that have tested these systems of government and intra-Bailiwick relationships, including the 2008 global financial crash, Brexit, the Covid-19 pandemic and certain challenges in respect of the constitutional relationship with the UK. There have also been domestic political and operational challenges, including the current financial pressures, the provision of healthcare, education, energy supply and external transport links. There are growing global political pressures, such as on taxation, energy markets and climate change, which create an increasingly demanding and complicated global environment in which all jurisdictions need to operate. All of these issues have become increasingly complex in nature, faster-paced and more difficult for small jurisdictions (such as those within the Bailiwick) to resolve.
- 12.6. Each of the islands continues to review and develop their own governance systems, either as part of their own strategic plans or *ad hoc*. However, there are complex links between the islands of the Bailiwick, including:
- the 1948 Agreement (in respect of Guernsey and Alderney) – including payment of Guernsey income tax by Alderney residents, provision of services by Guernsey to Alderney residents and two Alderney representatives being members of the Guernsey parliament;
 - Bailiwick-wide civil legislation (or legislation that covers two of the three jurisdictions), civil legislation being made by each of three parliaments;
 - Guernsey (the States of Deliberation) which can approve criminal law for the entire Bailiwick;
 - the links between the judicial systems of the islands;
 - the application of international agreements across the Bailiwick implemented by the States of Guernsey only by virtue of the transferred services or services undertaken by Guernsey due to domestic legislation (such as financial service regulation);
 - public services provided by the States of Guernsey to residents of the other islands.
- 12.7. These complex inter-relationships are not widely understood, leading to confusion about oversight and accountability.
- 12.8. The Committee is of the view that it is important to review the existing relationships and set out recommendations for how the constitutional and governance arrangements might work for each island and for relationships within the Bailiwick, rather than each island making piecemeal reforms in isolation. This should include looking at pan-island relationships and the strategic, policy, administrative and operational support that is, and might be, provided to the governments and legislatures of the islands.
- 12.9. It is suggested that the islands work together to set up a constitutional

commission (to be called a “Bailiwick Commission”) with agreed and clear terms of reference which include objectives and timelines, agreed by the parliaments of the islands that intend to take part. There should be a common understanding of the Bailiwick Commission’s purpose and intended outputs, in addition to an acknowledgement of the need to exercise fiscal restraint and obtain value for money.

- 12.10. A constitutional commission is a form of review by an external party. It will help to ensure that there is wide community engagement to support any mandate for change. A constitutional commission would be undertaken by an independent panel tasked with reviewing the relationships within the Bailiwick and making recommendations for the islands to consider.
- 12.11. The constitutional commission format could be based on models that have been conducted elsewhere. The most recent example is in Wales²², but various Privy Council Committees or Royal Commissions over the centuries have also occurred which could provide helpful ideas about how a Bailiwick Commission could be constituted and be operated.
- 12.12. The proposal from the Committee is to establish a similar commission in the Bailiwick to undertake a review, informed by a “national conversation” and subject matter experts, with a view to the Bailiwick Commission putting forward ideas for the islands to consider in terms of reform, based on the input from the community. The community engagement piece creates a basis for the legitimacy of any subsequent reforms to be considered and creates a possible platform for constitutional change.
- 12.13. The establishment and operation of such a commission would need to be by consent from the governments of those jurisdictions involved (Guernsey, Alderney and/or Sark). It would be the intention that the commission members would consider the relationships between Guernsey and Sark, and Guernsey and Alderney, separately. It could work on these issues in parallel or as separate

²² The Independent Commission on the Constitutional Future of Wales was formed in 2021 and published its final report in January 2024.

The commission had 11 commissioners, 2 of whom were co-chairs, and was set up to consider and develop options for reforming the constitutional structures of the UK and to consider and develop all ‘progressive principal options’ to strengthen Welsh democracy. The commission ran for two years and gathered evidence via a range of methods, including taking oral evidence from experts and political leaders, public consultation and a programme of citizen and community engagement. An interim report was published in December 2022. <https://www.instituteforgovernment.org.uk/explainer/independent-commission-wales>

The commission received support from an expert panel and a secretariat staffed by officials from the Welsh government. During the period, August 2021 to October 2023 the Commission expenditure was £1,507,377. c£816,000 of that was for secretariat staff costs. <https://www.gov.wales/sites/default/files/publications/2024-07/independent-commission-on-the-constitutional-future-of-wales-final-report.pdf>

phases. There would need to be coordination between the two strands of the commission to ensure that any Bailiwick-wide issues could be properly considered and relevant recommendations tailored to accommodate the needs of all three jurisdictions.

- 12.14. The outcome of a constitutional commission is informative, it is not binding. Any proposed changes resulting from the Bailiwick Commission's report(s) would be for the governments/parliaments of each of the islands involved to approve (or otherwise).
- 12.15. Membership of the Bailiwick Commission would include external independent experts and professionals. It is suggested that the Commission would have 3 or 5 members depending on the members' skills and expertise (ideally with an odd, rather than even, number of members). Suitable candidates would have a good knowledge of the islands and their constitutions. This could include independent external experts with knowledge and experience of the islands of the Bailiwick of Guernsey and their constitutions. This may include Privy Councillors, former MPs (particularly former previous Ministers from the Ministry of Justice, or chairs of relevant UK Government parliamentary select committees), members of the House of Lords, lawyers, academics or public servants. There may be potential to seek external experts from the other Crown Dependencies. It is the intention that the Bailiwick Commission would have significant experience of public service in general and relevant expertise.
- 12.16. To assist the Commission, a panel of experts on constitutional matters or relevant areas of public service delivery from within and outside the Bailiwick could be established to provide advice to the Bailiwick Commission. It would allow for subject matter experts on the islands' constitutional relationships to be part of the process.
- 12.17. The Bailiwick Commission would seek to gather evidence on a range of core issues, determined by the terms of reference for the inquiry. Evidence could be provided in writing and in person, as appropriate. Oral evidence sessions could be held in the islands for the general public, stakeholders and subject matter experts. The general public could be provided with various opportunities to engage with the process and to enable all views to be expressed. Evidence would be invited on a voluntary basis. There would be no powers to compel any evidence to be provided. The evidence gathering process could be phased throughout the period of the project and could be split out into distinct and logical themes.
- 12.18. The current debate on the future of Alderney's Airport has made clear that, for Guernsey and Alderney in particular, there is an urgent need to have such discussions facilitated by independent experts. The Committee is keen that the commission be established by the summer of 2025, working with Alderney and,

if possible, Sark too. The Commission's work could then happen at the same time as the work to bring the Alderney runway project within the £24 million allocation. The work of the Bailiwick Commission should be prioritised so that it can report (at least on an interim basis) at the same time that the States considers a suitable scheme for Alderney Airport. This would clarify the roles and responsibilities for any facilities which may be developed in Alderney, providing much needed clarity for both islands.

- 12.19. The intent is for the Commission to report back, with at least an interim report, in 2025 and a final report in 12 months after that, before the end of 2026. This would also have the benefit of providing the next political assembly with clear recommendations on how it can work with the other islands of the Bailiwick.

13. Engagement and Consultation

- 13.1. As the operational lead for the maintenance of the Alderney Airport, previous Policy Letters on the matter of the rehabilitation project have been submitted by STSB. However, following political discussions in July 2024, it was identified that, due to the significant costs of the project and the recognition that Alderney Airport is an asset that has a high social value, but a limited commercial value, it was felt that the matter should be handed to the Committee to bring forward the current Policy Letter. STSB has continued to lead the Alderney Airport Runway Rehabilitation Project and has dealt with RPS about the optioneering report. STSB officers have been involved in the development of this Policy Letter.
- 13.2. The Committee has engaged directly with Alderney's Policy & Finance Committee on the matter of the runway rehabilitation and on the matter of the proposed Bailiwick Commission. A letter of comment from the Chair of Alderney's Policy & Finance Committee has been attached to this Policy Letter (Appendix 8).
- 13.3. The Law Officers of the Crown have been consulted on this Policy Letter.

14. Resources

Further work on the options for the runway rehabilitation

- 14.1. If the States were to direct officials to investigate further options to deliver a functional solution for the runway within the £24 million cost envelope, there will be a continued need for a project office. That office is currently being run by Guernsey Ports and includes a project manager. While the resource needs will remain the same, consideration will need to be given by Guernsey Ports as to whether to continue to run the same project board or whether to close and reopen a new project, with a redefined scope focused on a scaled down solution.

- 14.2. Furthermore, there will be additional costs to commission an aerodrome design company to investigate the viability of delivering a functional solution for an operational aerodrome in Alderney within the £24 million allocation in the Major Capital Projects Portfolio. If the project remains in the capital portfolio, then funding for the next investigatory phase would be available.

Bailiwick Commission

- 14.3. Subject to the agreement of Alderney, further work will be required as the islands work together to set up the Bailiwick Commission (as in section 12 above) with clear objectives and timelines, agreed by the parliaments of the islands that intend to take part (which might also include Sark).
- 14.4. Members of the Bailiwick Commission might be prepared to act voluntarily or would be appointed on a contract for services, which will require appropriate compensation for their time, reasonable travel, accommodation and expenses as well as any external legal and technical advice they might require. Any rate for their work has yet to be agreed, but there are existing precedents which can be used to ensure best value.
- 14.5. The Bailiwick Commission would need a secretariat function. This could be provided by Guernsey civil servants seconded to the Bailiwick Commission for this purpose. It would be appropriate for the secretariat to be connected to Guernsey's External Relations and Constitutional Affairs team. This support would be impartial and in line with the Civil Service Code of Conduct. This support would be similar to that provided by the Clerks that support UK parliamentary Select Committees in Westminster.
- 14.6. It is recommended that the Bailiwick Commission's work run in parallel to the next stage of options analysis on the Alderney runway, with the intent for the Commission to report back, with at least an interim report in 2025 and a final report 12 months after that, before the end of 2026²³. This would have the benefit of providing the next political assembly with clear recommendations on how it can work with the other islands of the Bailiwick.
- 14.7. A budget will be required for the Bailiwick Commission to cover the costs of the work, including a secretariat and travel and expenses for the expert panel. The budget for this project will need to be agreed by the Committee. It is estimated that the Commission would cost approximately £400,000-500,000 at the most and the proportion of the work undertaken during 2025 would be funded in year from the budget reserve.

²³ This is comparable with timeframes that a UK parliamentary Select Committee would need to undertake a detailed inquiry.

15. Conclusions

- 15.1. The rehabilitation of Alderney Airport's pavements is recognised as an extremely important issue for both Alderney and Guernsey given the fiscal union between the two islands. Strong and resilient transport links are critical to the success of the economies and communities of the islands of the Bailiwick.
- 15.2. In order to bring the project into a more financially and politically acceptable cost envelope, it will be necessary to move away from the existing runway design and size in order to provide an option that is smaller and more affordable, that provides the opportunity for connectivity utilising aircraft types used elsewhere in the British Islands and other small island jurisdictions. This requires a change in the project's principal strategic driver from Alderney Airport primarily as an economic enabler, to delivering the core connectivity needed by Alderney's population at the lowest cost, recognising the airport's social, rather than commercial, value. This should be done without delay to end the current uncertainty, but also with an open mind as to the option that delivers on the strategic objectives.
- 15.3. Furthermore, during the numerous debates on the Alderney Airport runway, the topic of the 1948 Agreement has been raised, including whether it remains fit for purpose in modern times; not limited to the provision of an airport in Alderney, but about other transferred services too. There are differing views amongst politicians and members of the public in Guernsey and Alderney about how the relationship between the islands should develop in the future so that it is fit for purpose, but also fair and sustainable for both jurisdictions.
- 15.4. The Committee's view is that the relationship between Guernsey and Alderney should be resettled to ensure that both sides have a clear and shared understanding of the parameters and reasonable expectations. It is suggested that the islands work together to set up a constitutional commission (a 'Bailiwick Commission', which might also include and involve Sark to cover its relationships with the other islands too).
- 15.5. The work of the Bailiwick Commission would run in parallel to the new airfield design work and it is intended that it would report, at least on an interim basis, before the end of 2025, before or at the same time as any Policy Letter setting out the recommendations for the future of Alderney Airport. A final report would be expected 12 months after the interim report by the end of 2026. This would ensure that the decisions about Alderney Airport were also informed by the possible future trajectory of the relationship between Guernsey and Alderney.

16. Propositions

16.1. The States are asked to decide: -

- 1 To authorise and direct the Policy & Resources Committee, working with the States of Alderney (or one or more of its Committees) to:
 - a) agree the terms of reference and constitution of a commission on the future arrangements for the constitutional and working relationships between Guernsey and Alderney;
 - b) establish that commission; and
 - c) bring the relevant findings of that commission back to the parliaments of the islands involved, firstly with an interim report before the end of 2025 and secondly with a final report 12 months after that (before the end of 2026), ideally being before or at the same time as any Policy Letter setting out the outcomes of Proposition 2.
- 2 To direct the Policy & Resources Committee, working with the States' Trading Supervisory Board and in consultation with the States of Alderney, to undertake the work set out below and return to the States of Deliberation with its recommendations on the future of Alderney Airport:
 - a) to assess the feasibility, costs and timescales to extend the useable operational 'lifespan' of the current runway and airport infrastructure, including the existing control tower, fire station and terminal building, which may include pre-emptive patching work on the most critical parts of the runway and other airport pavement areas; and
 - b) to commission an aerodrome design company to investigate the viability of delivering a functional solution for an operational aerodrome in Alderney suitable for commercial air transport operations at a level appropriate for a small island community, within the £24 million budget as at 2025 commercial prices, as identified in the Major Capital Projects Portfolio.
- 3 To direct the Policy & Resources Committee, working with the States' Trading Supervisory Board and other States' Committees as needed, to develop detailed contingency plans for any extended period of closure of Alderney Airport as set out in Section 11 of this Policy Letter.

17. Compliance with Rule 4

- 17.1. Rule 4 of the Rules of Procedure of the States of Deliberation and their Committees sets out the information which must be included in, or appended to, motions laid before the States.
- 17.2. In accordance with Rule 4(1)(a), the propositions within this Policy Letter contribute to the States' objectives²⁴ and policy plans, notably the States' responsibilities under the 1948 Agreement. At its meeting on 19th February 2025, the States considered a green paper titled 'Major Projects Portfolio Review' Policy Letter²⁵ which stated that to ensure affordability, any solution must be contained within the original estimate of £24m. Doing so would reduce the overall capital portfolio cost to £405m and the funding shortfall to £48m. The proposed Bailiwick Commission contributes to the States objectives and policy plans, including defining future Bailiwick relationships which is in priority 4 're-shaping government' as set out in the Government Work Plan reset 2023-2025.
- 17.3. In accordance with Rule 4(1)(b), the Committee's consultation with other parties is outlined in Section 13. The Committee will continue to consult and engage with relevant stakeholders regarding the Alderney Airport runway project and the Bailiwick Commission as outlined in this Policy Letter.
- 17.4. In accordance with Rule 4(1)(c), the Propositions have been submitted to His Majesty's Procureur for advice on any legal or constitutional implications.
- 17.5. In accordance with Rule 4(1)(d), the resources required to fulfil the Propositions of this Policy Letter are set out in Section 14 above.
- 17.6. In accordance with Rule 4(2)(a), the Propositions relate to the duties and powers of the Policy & Resources Committee because its mandate includes responsibilities for: developing and promoting the States' overall policy objectives (a1); requiring and monitoring the implementation of extant States' resolutions (a8); setting the framework for the planning, approval and control of public expenditure (b1); advising, when necessary, on the financial implications of other committees' proposals, policies and activities (b5); and relations with the other islands of the Bailiwick and the island's parishes (c4).

²⁴ While the Alderney Airport Runway Rehabilitation Project has been in the capital prioritisation portfolio since 2013, there is no reference to Alderney's airport or runway in the Government Work Plan reset 2023-2025 - Policy Letter - Policy & Resources Committee - 'GOVERNMENT WORK PLAN 2023-25 POLICY, STRATEGIES AND PLANS' - Billet d'État XVII of 2023 - 18 AUGUST 2023 - as at: <https://gov.gg/CHttpHandler.ashx?id=170639&p=0>

²⁵ Policy Letter - Policy & Resources Committee - 'MAJOR PROJECTS PORTFOLIO REVIEW' - Billet d'État V of 2025 - 17 JANUARY 2025 - as at: <https://gov.gg/CHttpHandler.ashx?id=185855&p=0>

17.7. In accordance with Rule 4(2)(b), it is confirmed that the Propositions have the unanimous support of the Committee.

Yours faithfully

L S Trott OBE
President

H J Soulsby MBE
Vice-President

J A B Gollop
J P Le Tocq
R C Murray

TIMELINE OF ALDERNEY AIRPORT PROJECT

25 September 2013 - The States considered the Treasury and Resources Department's Policy Letter²⁶ on Capital Prioritisation. The States' Resolutions directed the Public Services Department and the Treasury and Resources Department to advance preparations for the rehabilitation of Alderney runway as a Category A pipeline project in their capital investment programme.

31 October 2013 - Alderney Representative Paul Arditti submitted a Requête titled 'The Airfield in Alderney'²⁷, requesting that the Public Services Department lay before the States a report to set out measures considered necessary to ensure the suitability of the airfield for the subsequent 25 years.

January 2014 - The Policy Council and the Treasury and Resources Department endorsed in writing to the Chief Minister the approach to undertake a strategic options appraisal of the costs and benefits of the various strategic options for the future of Alderney Airfield.

29 January 2014 - The States considered the Arditti Requête and a subsequent amendment proposed by Deputies Harwood and Stewart²⁸. The Requête was unanimously carried as amended. The most significant Resolution was to direct that the Policy Council lay before the States, by March 2015, recommendations which would contribute to stimulating Alderney's economy and reversing depopulation, with particular regard to the case for any work at the airfield which may be necessary to make it suitable for the next 25 years.

10 December 2014 - The States considered a Policy Letter²⁹ by the Policy Council titled 'The Airport and Economic Development in Alderney' which presented the results of specially commissioned pieces of research detailing recommendations to contribute to sustainable economic growth in Alderney, and 'future proofing' Alderney Airport for the next 25 years. The most significant Resolutions were to direct the Policy Council to report back to the States with the results of its appraisal of the financial relationship between Guernsey and Alderney no later than March 2016; to direct the Policy Council to publish an action plan defining the extent of the above appraisal no later than March

²² Policy Letter - Treasury and Resources Department - 'CAPITAL PRIORITISATION' - Billet d'État XIX of 2013 - 25 SEPTEMBER 2013 - as at: <https://gov.gg/CHttpHandler.ashx?id=84018&p=0>

²⁷ Requête - Alderney Representative Arditti and others - 'THE AIRFIELD IN ALDERNEY' - BILLET D'ÉTAT I of 2014 - 29 JANUARY 2014 (p52-62) - as at: <https://gov.gg/CHttpHandler.ashx?id=85309&p=0> (Requête dated 31 October 2013)

²⁸ Amendment - Harwood and Stewart - AMENDMENT TO ARTICLE 9 'THE AIRFIELD IN ALDERNEY' - as at: <https://gov.gg/CHttpHandler.ashx?id=99552&p=0>

²⁹ Policy Letter - Policy Council - 'THE AIRPORT AND ECONOMIC DEVELOPMENT IN ALDERNEY' - Billet d'État XXVI of 2014 (p2711) - as at: <https://gov.gg/CHttpHandler.ashx?id=92905&p=0>

2015; to direct the Public Services Department to prepare its Alderney Airport States Corporate Investment Portfolio submission; as well as to direct the Commerce and Employment Department, in co-operation with Alderney, to consider the best mechanism(s) by which the existing Guernsey-Alderney and Alderney-Southampton air routes might be safeguarded in terms of fares, frequencies and capacities.

16 March 2015 - The Policy Council published the terms of reference of the joint review³⁰, undertaken by the Policy Council in Guernsey and the Policy & Finance Committee in Alderney, to look at the effects of the 1948 Agreement between the islands, and gather the necessary primary financial data necessary to move forward. The main objectives of the review were to undertake a detailed review of current resources (including financial – capital and revenue), to identify all public revenues accrued either directly in Alderney or by Alderney resident individuals and any companies trading there, and to identify opportunities for possible future reconfiguration of services to improve efficiency and effectiveness. The outcome was to be reported to both States no later than March 2016.

16 February 2016 - ‘Review of the Financial Relationship between Guernsey and Alderney’ Policy Letter was considered by the States³¹. All Propositions were unanimously approved by those present. The principal change to the implementation of the 1948 Agreement as a result of that endorsement was that, while Guernsey retained responsibility to fund all Transferred Services and the Social Security Funds, the States of Alderney became responsible for funding all other public services in Alderney from all other levies, rates, taxes, fees, rents, duties and other income collected from sources based in Alderney.

In addition, the Treasury and Resources Department was directed to work with the Alderney Policy and Finance Committee to report back to the States in the budget report for 2017 (i.e. October 2016) with proposals to implement any changes, including recommendations on how each of the large cost items (including the deficit incurred by operating Alderney Airport), were to be treated in the financial relationship and how future capital provision was to be made for Alderney.

01 November 2016 - The Budget Report for 2017³² was considered in the States. Resolutions included to delegate authority to the States of Alderney to transfer from the States of Alderney capital allocation to the Alderney Economic Development Fund a

³⁰ Action Plan - Policy Council and Alderney Policy and Finance Committee - ‘JOINT REVIEW OF THE FINANCIAL RELATIONSHIP BETWEEN GUERNSEY AND ALDERNEY’ - Terms of Reference - as at: <https://www.gov.gg/CHttpHandler.ashx?id=95320&p=0>

³¹ Policy Letter - Policy Council - ‘REVIEW OF THE FINANCIAL RELATIONSHIP BETWEEN GUERNSEY AND ALDERNEY’ - Billet d’État III of 2016 (Volume I p186) - 16 FEBRUARY 2016 - as at: <https://gov.gg/CHttpHandler.ashx?id=99840&p=0>

³² Policy Letter - Policy and Resources Committee - ‘THE STATES OF GUERNSEY ANNUAL BUDGET FOR 2017’ - Billet d’État XXVI of 2016 - 1 NOVEMBER 2016 - as at: <https://gov.gg/CHttpHandler.ashx?id=104410&p=0>

maximum amount of £300,000 in each of 2017, 2018 and 2019; and to delegate authority to the States of Alderney to approve use of the Alderney Economic Development Fund.

18 July 2018 - 'Review of Air Transport Licencing' Policy Letter was considered in the States³³. Resolutions about safeguarding Alderney's air routes and the future of the transport infrastructure included the designation of the Gatwick and Alderney routes to and from Guernsey as lifeline routes; the Committee *for* Economic Development's work to establish a Public Service Obligation – along with any necessary funding arrangement – for air services on the Alderney-Guernsey route; and that the Alderney-Southampton route, while not subject to Guernsey Air Transport Licensing, may also be considered for a Public Service Obligation, should such a combined approach be possible following the tender process, and subject to agreement about the source of funding.

30 January 2019 - The STSB's 'Alderney Airport Runway Rehabilitation' Policy Letter was considered in the States³⁴. The most significant Resolutions were to approve Option 3 as the 'preferred option' (to restore the existing pavement surfaces to provide a more lasting life for the runway, including widening and other improvements), conditional on the undertaking of a detailed appraisal; and, subject to the Policy & Resources Committee's approval of the Final Business Case, to direct that Committee to increase the existing capital vote for the Alderney Airport Project, funded from the Capital Reserve, to a maximum of £12.2 million, including a maximum increase of £460,000 in the existing capital vote for Design, Specification Approval and Procurement Stage Funding.

2020-2021 - The project was suspended due to the Covid-19 pandemic, which affected many areas of business, especially the aviation industry. Much of the focus of government activity in the Bailiwick in 2020 and 2021 centred around the Covid-19 pandemic. In the meantime, the runway was patched and repaired in 2020, during lockdown. Following the general (first island-wide) election in 2020, there was a high turnover of Guernsey Deputies, including changes in the membership of the Policy & Resources Committee.

16 December 2022 - The STSB's 'Alderney Airport Runway Rehabilitation' Policy Letter was considered in the States³⁵. The most significant Resolutions were to rescind the Resolutions about on the former Option 3 and to replace that proposal with a new

³³ Policy Letter - Committee *for* Economic Development - 'REVIEW OF AIR TRANSPORT LICENCING' - Billet d'État XIX of 2018 - 18 JULY 2018 - as at: <https://eforms.gov.gg/Downloads/Billet%20D'Etat%20XIX%20-%2018th%20July%20-%20Combined%20PDF.pdf>

³⁴ Policy Letter - States' Trading Supervisory Board - 'ALDERNEY AIRPORT RUNWAY REHABILITATION' - Billet d'État I of 2019 - 30 JANUARY 2019 - as at: <https://gov.gg/CHttpHandler.ashx?id=116926&p=0>

³⁵ Policy Letter - States' Trading Supervisory Board - 'ALDERNEY AIRPORT RUNWAY REHABILITATION' - Billet d'État XXII of 2022 - 14 DECEMBER 2022 - as at: <https://gov.gg/CHttpHandler.ashx?id=163212&p=0>

Option C+ scheme outlined in the Government Work Plan; to direct the Policy & Resources Committee to negotiate with Alderney's Policy & Finance Committee to update the operational relationship and secure capital funding for the Option C+ scheme (estimated in the Policy Letter from the Outline Business Case to be circa £24.1 million); to agree that, if the Option C+ scheme was to be adopted, then the amount of money which can be made available by the Policy & Resources Committee for any future Public Service Obligation contract (or alternative arrangement), for air services to and from Alderney would be limited to 50% (in real terms) of the funding being provided under the current Public Service Obligation contract with Aurigny, such a limit to become operative as soon as the works for Option C+ were completed; to direct the Policy & Resources Committee to renegotiate the current Alderney Public Service Obligation contract with Aurigny to try to reduce the current level of subsidy payable under the contract with effect from 01 January 2024; to direct the Policy & Resources Committee to work collaboratively with Alderney's Policy & Finance Committee to develop options to strengthen the relationship between Guernsey and Alderney; and to report back to the States on the progression of all Resolutions no later than 31 March 2024.

17 November 2023 - A planning application to rebuild and extend the runway at Alderney Airport, together with a new passenger terminal and fire station, was published³⁶. Submitted by infrastructure consultants AECOM on behalf of Guernsey Ports, the application sought permission for: "Reconstruction, lengthening and widening of the current asphalt runway, reconfiguration of the Bravo taxiway and resurfacing of the apron area. New aerodrome ground approach lighting and drainage to be installed along with the construction of new terminal and fire station buildings."

30 May 2024 - The planning application for Alderney Airport submitted by AECOM, as above, was considered by Alderney's Building and Development Control Committee at an open meeting. All three members voted in favour of the proposals.

03 July 2024 - The Policy & Resources Committee confirmed in a public statement that it had received information from the STSB about the tendering process for the redevelopment of Alderney Airport. The Committee confirmed that the best and final offer from the prospective contractors for the Option C+ project, was £37m. The project agreed by the States was £24.1m. The Committee agreed with STSB that the project no longer met its objectives under the original business case and was unviable and unaffordable based on the tender response. The Committee wished to explore further with the States of Alderney options for Alderney to contribute financially to the rehabilitation of the runway in addition to the terminal. The Committee also stated its intention to return the matter to the States for debate before the end of the term.

14 November 2024 - The Policy & Resources Committee agreed steps to bring the taxpayer-funded subsidy for Alderney's air links back in line with the agreed amount for

³⁶ Planning Application - AECOM - 'AIRPORT RUNWAY REHABILITATION PROJECT' - Application Reference PA/2023/113 - as at: <https://alderney.gov.gg/Alderney-Runway-Rehabilitation-Project>

2024 alongside a re-assessment of the total value of subsidy for 2025. The forecast subsidy for 2024 was £600,000 above the £2m. target in the contract. With immediate effect fares on Alderney routes increased by £5 one way. From 01 January 2025, the target subsidy was reduced to £1.5m. To achieve this, a further fare increase of between £25-£30 one way was needed, if applied across all routes. However, the Committee directed that fare increases to achieve the subsidy reduction would be applied primarily to the Alderney-Southampton route. This would help to protect the Alderney-Guernsey route which benefits taxpaying residents in both islands.

05 November 2024 - The States considered the 2025 Budget Report in Billet d'État XIX³⁷. Among the Resolutions resulting from that debate was the following in relation to Alderney Airport:

“States’ Trading Supervisory Board (Note 11) – A one-off addition of £121k was incorporated in the 2024 Budget of the STSB, which has been removed for 2025. This related to the anticipated lost income during forced closure as part of the Alderney Airport runway project. For 2025, £138k has been included to fund the cost associated with runway repairs.”

In addition, the proposed rise in the personal rate of income tax, which was considered necessary for continued investment in capital projects including the Alderney Airport Runway Rehabilitation, was not approved by the States.

20 January 2025 - The Policy & Resources Committee published the Major Projects Portfolio Review³⁸ which was debated in the States at its meeting commencing on 19 February 2025. Following debate, the States noted that this Policy Letter would be coming to the Assembly for further consideration of the matter. The Review stated as follows about the Alderney Airport runway rehabilitation project:

“The Alderney Airport runway rehabilitation project will be debated by the States in the coming months, but the latest reported costs for the agreed solution have risen to £38m, £14m above the funding agreed by the States. The Committee considers that, to ensure affordability, any solution agreed by the States must be contained within the original estimate of £24m. Doing so would reduce the overall portfolio cost to £405m and the funding shortfall to £48m.”

³⁷ Policy Letter - Policy and Resources Committee - ‘THE STATES OF GUERNSEY ANNUAL BUDGET FOR 2025’ - BILLET D’ÉTAT XIX of 2024 - 5 NOVEMBER 2024 - as at: <https://gov.gg/CHttpHandler.ashx?id=183067&p=0>

³⁸ Policy Letter - Policy and Resources Committee - ‘MAJOR PROJECTS PORTFOLIO REVIEW’ - Billet d’État V of 2025 - 19 FEBRUARY 2025 - as at: <https://gov.gg/CHttpHandler.ashx?id=186710&p=0>

HISTORY OF THE 1948 AGREEMENT

Government before the Second World War

In terms of its governance, Alderney's relationship with Guernsey links back to the 'governorship' of the island which was once held by the Seigneur of Sausmarez in Guernsey, who acquired it from the Carteret family in Jersey in 1683 with a Patent from King Charles II. The governor of Alderney effectively had seigneurial rights. The governorship passed to the Le Mesurier family in 1721. The relationship between the various governors of the family and the Alderney population was often difficult. However, in 1825, John Le Mesurier, amid a rising financial burden that the island placed on him, surrendered the Patent in return for a life annuity. The governorship was then held by the Crown and managed by the UK's Home Office from 1825 until 1949.

Second World War

During the Second World War, Alderney was evacuated save for 7 people who refused to leave. The devastation caused by the German Occupation has been documented elsewhere. Following the end of the war, the German Forces in Alderney did not surrender until 16 May 1945, 8 days after VE Day. A clean up of the island was commenced by British Forces and German prisoners of war. It included some investigations into what had happened on the island during the Occupation, including the camps established there. Those members of the Alderney population that wished to return did not do so until 15 December 1945. The first returning inhabitants included those with relevant practical and administrative skills. The island's land boundaries had been removed, people's homes damaged and all wood had been used as fuel. The island had no economy, which also had to be rebuilt. The UK Government provided a package of financial assistance to ensure that properties were made habitable again. Shopkeepers were provided assistance with stores and goods. A community farming project was established (although this was broken up by 1947)³⁹. Work to establish a land registry started.

A Committee of Inquiry⁴⁰

The immediate assistance given to the island was expected to come to an end in 1947, so a longer-term plan was necessary. It was clear that Alderney's community would need assistance from outside that island. The UK Government established a Privy Council Committee, a "Committee of Inquiry" chaired by the Rt Hon Chute Ede MP (the Home Secretary) and also included as members Viscount Stansgate (Wedgewood

³⁹ [ALDERNEY \(RESTORATION WORK\) \(Hansard, 24 July 1947\)](#)

⁴⁰ [STATE OF ALDERNEY \(COMMITTEE OF INQUIRY\) \(Hansard, 10 July 1947\)](#)

Benn)⁴¹ and the Rt Hon Osbert Peake MP⁴². It is important to distinguish that the Committee of Inquiry was not a body of the UK Government, but a body of the Privy Council.

The Committee of Inquiry took evidence, including from visits to Alderney. It held discussions with the UK Government. It examined the whole ambit of issues associated with redeveloping Alderney and providing services in the short and medium term. This included the operation of the Alderney airfield. The Committee of Inquiry examined options for the airfield, including putting it under the administration of the Ministry of Civil Aviation (MCA). The MCA had responsibility for the Airfields in the Overseas Territories (OTs). The MCA took the view that the airfields in the OTs were of strategic interest for the UK (they provided the opportunity for layovers for long distance flights) whereas the Alderney airfield was not of strategic interest for the UK. On that basis the MCA declined to take responsibility for the airfield.

The 1948 Agreement

The Home Office and the Committee of Inquiry were both in discussion with the States of Guernsey about Alderney (“the Privy Council Investigation”). The States of Guernsey was undergoing its own constitutional change which was linked to the work of another Committee of the Privy Council. That other Committee was considering the governance of the islands and evolution of democracy in the Channel Islands following the Second World War. In the same time period, the States of Guernsey started its own discussions with the States of Alderney about what support it could offer towards Alderney’s recovery.

The chairman of the Committee of Inquiry visited Alderney in January 1948 to discuss with members of the States of Alderney if they wished to make a formal approach to Guernsey. It was noted in the subsequent report of that Committee that a “full and frank discussion took place on all the problems involved [in facing the future alone]”. Subsequently Alderney formed a special committee which was involved in a meeting held in Alderney on 27 April 1948 chaired by the Bailiff with Guernsey Jurats, States of Guernsey representatives and Judges, Jurats and States of Alderney representatives from Alderney. Neither the Privy Council nor the UK Government was part of that meeting. The outcome of the discussions, including a Memorandum of the April meeting, were included in a Policy Letter considered by the States at a meeting of 21 July 1948⁴³. The States’ Resolution was for work to set out the framework of transferred services for the 1948 Agreement and to develop the proposals including through discussion with the Home Office and the Committee of Inquiry. Further detail was then put to the States for discussion at a second debate in the States of Alderney on 27

⁴¹ Who replaced Lord Ammon, when he was appointed Chair of a parliamentary mission to China in 1947.

⁴² A Conservative MP and a former Financial Secretary to the Treasury (1944-1945).

⁴³ Billet D’État XIV 1948

October 1948 and States on 05 November 1948⁴⁴ ('November 1948 Policy Letter').

The 1948 Agreement is underpinned by legislation. It has three main components:

- The first is the agreement itself to assume financial and administrative responsibility for the transfer of certain public services, which is reflected in a set of corresponding Resolutions from the States of Guernsey and the States of Alderney made in 1948. Those Resolutions set out that the residents of Alderney will pay Guernsey taxes, licence fees, impôts and duties and that in return the States of Guernsey would assume "financial and administrative responsibility" for certain public services (known as the 'transferred services').
- The second part is the Alderney (Application of Legislation) Law, 1948, which was approved by the States of Guernsey and the States of Alderney ('the Application of Legislation Law'). That Law reflects the Resolutions above and sets out which taxes, licence fees and other duties and impôts apply in Alderney and provides that the States has legislative power to extend legislation related to the transferred services. It also contains a schedule listing the topics for which the States of Guernsey can legislate for Alderney in respect of the transferred services.
- The third aspect is the States of Guernsey (Representation of Alderney) Law, 1978 (which was approved by the States of Deliberation and the States of Alderney) and the Reform (Guernsey) Law 1948 as amended, which set the number of Alderney Representatives that sit in the States of Deliberation (currently two people).

The package of States' Resolutions and legislation took effect from 01 January 1949.

There is a reference in the November 1948 Policy Letter, which led to the 1948 Agreement, which makes it clear that Guernsey had some reservations regarding the future costs of maintaining an airfield in Alderney. Further, it was anticipated that there might be a point in the future where the Alderney airfield no longer represented value for money for the islands.

"We feel it would be right to point out that the States cannot guarantee against any actions which its successors may think fit to take. Yet, when once the proposed services have been transferred it would be extremely difficult, if not impossible, to withdraw from some of them – social services is an outstanding example of what we have in mind. Nor do we think that in general there will be any inclination on the part of the future States to withdraw from the decisions of the present States may take in regard to Alderney. To this statement we should, however, like to make one reservation: we can visualize circumstances arising in

⁴⁴ The States Advisory Council – Alderney, Billet d'État XX of 1948, p679-705 – November 1948

which the States could no longer feel that the worth of an airfield to Alderney justified the cost.”

The report from the Guernsey Airport Commandant (attached to the November 1948 Policy Letter) recorded, amongst other points that:

“The Airfield while it may be considered adequate to the needs of Alderney, does not, in fact, conform to standards internationally required. The attainment of such a standard would, in my opinion, require expenditure, both capital and of a recurring nature, far beyond the needs of the situation, and I recommend that, provided the sanction of the appropriate Authority can be obtained, the landing and take off area at Alderney can be considered as such and no more.”

Privy Council Report

The Privy Council Committee of Inquiry reported on its investigations in 1949, after the 1948 Agreement was formed and had taken effect. The report provided a summary of the state of Alderney at that time, its past economy (quarrying, agriculture, horticulture and fishing) and the standard of core services like welfare, healthcare and education (which were poor), as well as its governance, which was outdated and not aligned to modern democratic standards of that time. The recommendations in the report summarised all of the aims of the 1948 Agreement. The Committee of Inquiry supported the 1948 Agreement.

The Committee of Inquiry considered two factors to be of primary importance: “that the island should be able to offer to its inhabitants a healthy balance of economic pursuits and secondly that it should be able to provide a reasonable standard of life”. The report notes the remoteness of Alderney and stated that tourism was a developing sector thanks to air connectivity. It noted that:

“Air travel and improved communications have done much, and will do more, to diminish the remoteness of the Islands, and it is quite clear that if Alderney does not offer services and opportunities which were broadly comparable with those on the larger Islands and in the rural areas of the mainland it will fail to retain that proportion of its younger people which is essential to any healthy community and will no longer attract fresh residents. If this were to happen in course of time the Island might become derelict, a situation which His Majesty’s Government could not allow to occur.”

HISTORY OF ALDERNEY AIRPORT

Adapted from A History of Aviation in Alderney by Edward Pinnegar (2013).

Operation of the Airfield between 1948 and the modern day

Infrastructure Development:

- **Before 1935** - There was an informal airfield in Alderney.
- **1935** - Alderney Development Ltd⁴⁵ secured land for an airfield at La Grand Blaye, Alderney, with the intention to establish an aerodrome. The area was smoothed, grass resown and a few walls built. Three grass runways were set up, the main one being 500 yards long. Work there was undertaken by two tractors and manual workers. The first airport building was a small, corrugated iron hut erected next to the main runway.
- **15 August 1935** - Airfield first used.
- **11 October 1935** - Airfield licensed.
- **1939** - *Guernsey airfield in Forest parish was first opened 06 May 1939.*
- **1940** - Obstructions were put in place at Alderney Airport by departing residents and then by occupying forces
- **1945** - Obstacles were placed on the runway during the Occupation to prevent its use. These had to be cleared and the runway recommissioned. Initial work to the airport terminal was undertaken by Prisoners of War.
- **1947** - Alderney Airport was operated by radio from Guernsey with a local presence.
- **1945-1948** - Airfield run by B.E.A (British European Airways) at the expense of UK Government.
- **1948** - Airfield no longer met evolving international standards. The States of Guernsey accepted responsibility for maintaining the runway under the 1948 Agreement.
- **1953** - The main runway was extended by 170 feet to allow the de Havilland Heron to land, as larger aircraft were needed to meet increased demand.
- **1954** - Mains electricity connected to airfield.
- **1962** - New airport building relocated a little further north to accommodate the new, larger Heron aircraft operated increasingly by Jersey Airlines.
- **1966** - Upgraded Airport terminal (£125,000 = £78,000 + £46,000 overspend)
- Suggestion of lengthening runway – work to be done by the British army at a proposed cost of £130,000 (which was below commercial costs to do the work). Guernsey felt this was excessive and did not support the project.

⁴⁵ A Jerseyman named Captain Harold Benest MC, an affiliate of Jersey Airways, set up Alderney Development Ltd to build Alderney Airport and the Grand Hotel. He organised the acquisition of land (about 150 verges from 60 landowners) on La Grand Blaye, with the intention of turning it into an aerodrome.

- **1966-67** - Improvements were undertaken to the runway and buildings which cost £46,000.
- **1968** - An asphalt runway was laid, costing £26,811 and measuring 880 metres. This was to address waterlogging which had caused frequent disruption. This new runway was extremely narrow in places and was part grass and part asphalt. The tarmac/grass runway replaced one with a hoggin surface (a mixture of sand, gravel and clay) – which had contained elements which blew away and contaminated the water catchment.
- **1968** - The current terminal building was erected. Mains water was also installed then.
- **1969** - Air traffic control function introduced to Alderney Airport.
- **1988** - Rebuilding of the ATC control tower, so that an old wooden cabin was replaced by a new metal and glass structure (still basic).
- **1989** - The asphalt runway was widened and partly resurfaced to address waterlogging issues. Due to the regulations in force at that time, the grass area no longer counted for the runway size so the overall width actually narrowed from 23 to 18 metres.
- **2006** - The approach and runway lights were replaced by Ian C. Tugby, a local building contractor and also a member of the States of Alderney.
- **2013** – project to rehabilitate surface commenced.
- **2019** – ‘Alderney Airport Runway Rehabilitation’ Policy Letter considered by the States.
- **2020** - During the 2020 Covid-19 pandemic lockdown, while aircraft movements were very few, Airport staff refurbished the buildings, including repairs to a leaky flat roof on the 1960s terminal, and also patch repaired the runway.

Airlines operating to/from Alderney:

- Air travel for the Bailiwick was primarily developed for tourism purposes.
- When the airfield opened, the first officially recorded arrival was a Channel Islands Airways Saro Windhover, which arrived on 15 August 1935.
- In autumn 1935, services were operated to/from Southampton and Guernsey.
- Alderney was the first regularly scheduled destination from London Gatwick Airport following the Second World War, with a summer trial service run by BEA from 1950-1952.
- Routes between Alderney and other destinations, such as Brighton, Bournemouth, Cherbourg, Exeter, Plymouth and Jersey, were tried and abandoned over the years due to what Blue Islands, for example, claimed was 'lack of interest'. The routes were operated on and off by Aurigny and Blue Islands but also by Alderney Air Ferries, Air Sarnia, and Air Camelot during the 1970s and 1980s.
- The number of air routes to the island is now at its lowest since the Second World War, except for a brief period in 1967-68 when another airline (Glos Air, later to be Aurigny Air Services) was found to fill the gap.
- From September 2013, Aurigny operated direct flights between Alderney and

Jersey on a trial basis for a period of six weeks.

- In April 2015, it was announced that the States of Alderney had asked the airline Citywing to operate a seasonal summer service between Alderney and Jersey using Let L-410 aircraft.
- In January 2017, a new airline Air Alderney was set up with the intention of commencing direct flights using Britten-Norman Islander aircraft from Alderney to destinations including Jersey, Cherbourg, Lee-on-Solent, and Brighton. Despite considerable progress being made in acquiring aircraft and obtaining an Air Operator's Certificate, no flights have taken place yet due to complications about ground operations at the intended destination airports.

OVERVIEW OF OPTIONS ANALYSIS

	Summary	Initial review
Option 24A(i)	Reconstruct the runway to its existing length, 877m, with an increased width of 23m.	DISCARDED - The advice from Guernsey Ports' aerodrome regulators is that Alderney Airport should be altered to allow for future precision approach operations. These operations will require a minimum runway width of 30m so the option to only widen to 23m is disregarded.
Option 24A(ii)	Reconstruct the runway to its existing length, 877m, with an increased width of 30m.	PROGRESSED
Option 24B(i)	Maximise the runway length within the current boundary with an increased width of 23m and maintaining compliant RESAs ⁴⁶ at either end of the runway	DISCARDED - There are minimal benefits if the runway length is extended within the existing airport boundary (an extension of c30m). The extended length would be achieved by reducing the RESA at both ends of the runway to the minimum length of 90m. The western RESA could be reduced by c8m and the eastern RESA by c21m. However, significant earthworks would be required along the extended runway centreline at the eastern end to provide compliant gradients for the runway extension, runway strip and to tie into the existing RESA profile.
Option 24B(ii)	Maximise the runway length within the current boundary with an increased width of 30m and maintaining compliant RESAs at either end of the runway.	

⁴⁶ Runway End Safety Areas

Option 24C	Extend the runway to the west to provide a pavement surface of 1,050m with a width of 30m.	PROGRESSED
Option 24D(i)	Increase the paved runway length to 1,100m by extending Option 24C with a 50m extension to the east and a runway width of 23m.	DISCARDED - Discussions and advice from the manufacturer of the new Cessna Sky Courier suggested that, for a 1,100m runway in certain weather conditions, the new aircraft type would need a significant payload restriction. That could mean a reduction in passengers from 19 to 14 people. Despite the further promise of further testing by the aircraft manufacturer, such an aircraft may not be able to operate reliably from this runway length and therefore constructing a runway of that length for such aircraft types would be inappropriate.
Option 24D(ii)	Increase the paved runway length to 1,100m by extending Option 24C with a 50m extension to the east and a runway width of 30m.	
Option 24E	A variation of Option 24D to consider the benefits of a displaced threshold on runway 26.	DISCARDED - The feedback from Guernsey Ports is that the declared distances on Runway 09 at Guernsey Airport, due to the displaced 27 threshold, can create issues for operating airlines when confirming payloads for flights and considering the risk of disruption from certain weather conditions. Considering the sensitive nature of potential disrupted operations due to changes in weather in Alderney, the advice from the Alderney Airport Project Team is not to progress an option that involves a displaced threshold and variations in declared distances depending on runway direction.

**REVIEW OF ISLAND AIR SERVICES – TECHNICAL NOTE EXTRACTED FROM THE RPS
OPTIONEERING REPORT**

Introduction

There are numerous air services in the UK and Ireland that provide a similar service to that required by Alderney to maintain air connectivity with neighbouring islands or the UK and Irish mainland.

The following section provides a summary of these services, considering the aircraft type and flight ranges and/or durations where information is available and basic runway data summarised from the UK and Irish AIP aerodrome charts.

Examples of Other Island Air Services

Isles of Scilly Skybus

The Isles of Scilly have a population similar to Alderney, circa 2,000 people. Located off the coast of Cornwall the population is reliant on access to and from the Isles via sea or air.

Air service is provided by the Isles of Scilly Skybus, a British airline that operates a year-round scheduled service from Land's End Airport and Newquay Airport, and a seasonal service from Exeter, as illustrated in Figure A5.1 below.

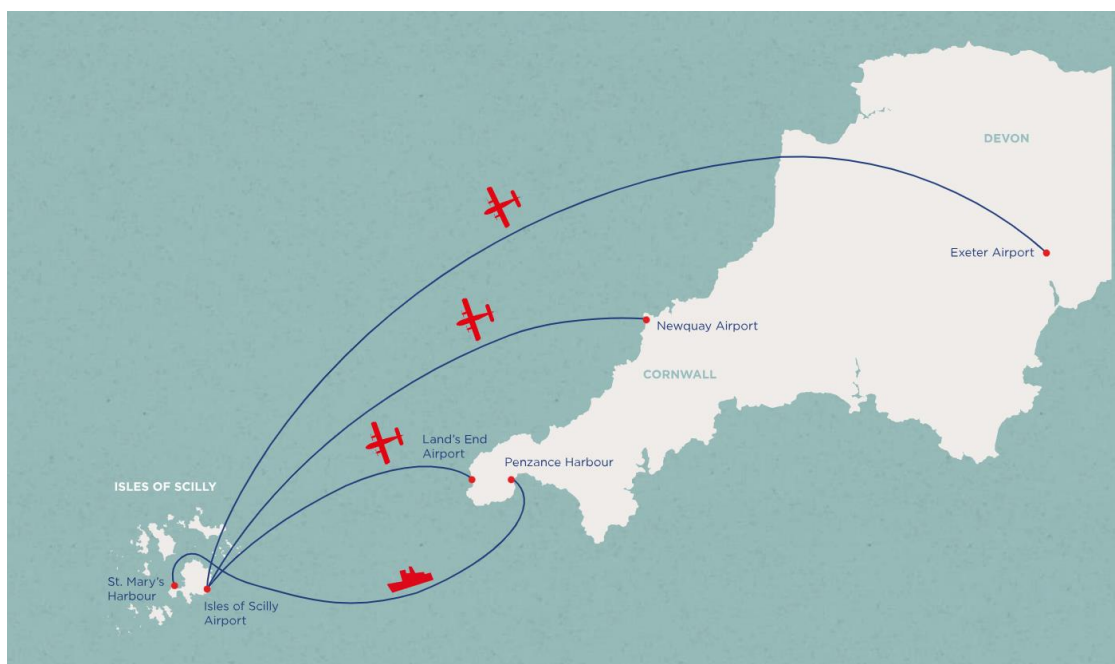


Figure A5.1 – Air Route Provided by Skybus to the Isles of Scilly

The Skybus fleet currently consists of 8 aircraft: 4No. Britten-Norman Islanders and 4No. de Havilland Canada Twin Otters.

Flight times to the Isles of Scilly are advertised as:

- 20-minute journey from Land's End Airport (similar to Alderney to Guernsey),
- 30-minute journey from Newquay,
- 60-minute journey from Exeter (similar to Alderney to Southampton)

Skybus advise that with their fleet of eight aircraft, across this network during busy periods, they can operate more than 60 flights per day.

Land's End Airport is served by two asphalt runways, Runway 07-25 and Runway 16-34. The physical characteristics of the runways are summarised in Table A5.1 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
07	693 x 18	Asphalt	693	693	693	693
25	693 x 18	Asphalt	693	693	693	630
16	784 x 18	Asphalt	784	784	784	683
34	784 x 18	Asphalt	724	784	724	724

Table A5.1 – Land's End Airport: Runway Data

Isles of Scilly Airport is served by two asphalt runways, Runway 09-27 and Runway 14-32. The physical characteristics of the runways are summarised in Table A5.2 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
09	522 x 18	Asphalt	522	522	522	522
27	522 x 18	Asphalt	510	510	510	501
14	695 x 23	Asphalt	622	622	622	603
32	695 x 23	Asphalt	647	647	647	603

Table A5.2 – Isles of Scilly Airport: Runway Data

Loganair - Highland and Islands

Loganair provides the air connectivity that links the 11 regional airports managed by Highlands and Islands Airport Limited (HIAL). These airports serve some of the most remote island communities⁴⁷ in the UK. These 11 regional airports include Barra,

⁴⁷ Isles of Scilly - 2.28k, Highland and Islands - 469,365 (includes Highland population – islands alone is not available), Orkney Islands - 22.27k, Oban and the Isles/Hebridean Islands - 45k, Aran Islands - 1,347

Benbecula, Campbeltown, Dundee, Inverness, Islay, Kirkwall, Stornoway, Sumburgh, Tiree and Wick. Figure A5.2 illustrates the locations of these airports across the Scottish mainland and islands.

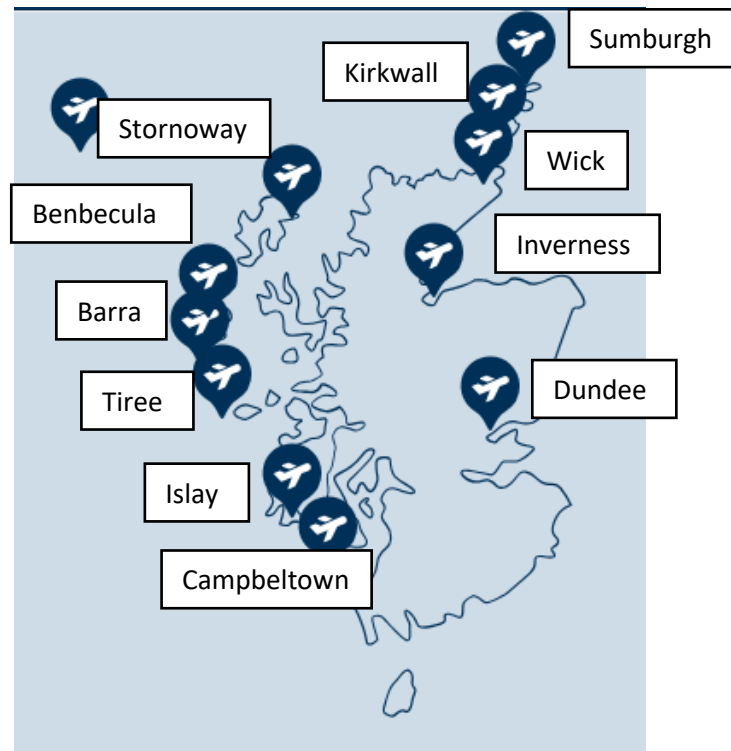


Figure A5.2 – Highland and Islands: Airport Locations

The current Loganair fleet includes the following five aircraft.

- ATR 42-500 – 48pax (range of 825 miles) – 2 pilots
- ATR 72-600 – 70pax (950 miles) – 2 pilots
- Britten-Norman Islander – 8/9pax (869 miles) – single pilot
- Embraer 145 – 49pax (1439miles) – 2 pilots
- de Havilland Canada Twin Otter – 19pax (540miles) – 2 pilots

Loganair report that they retired their Saab 340B aircraft in 2023, one of the aircraft that could operate from the Option 24D runway length under consideration for Alderney Airport, however, with a restriction on passenger numbers.

As Loganair are using the ATR and Embraer aircraft as its main aircraft, the runways at all their airports, excluding Barra, are of a minimum length of 1,400m. Barra offers the unique situation of providing a beach landing, for which the de Havilland Canada Twin Otter is the ideal aircraft, with its high wings and fixed wheel gears.

Loganair - Orkney Inter-Island Service

Loganair operates the Orkney Inter-island service, with flights from Kirkwall to the North Isles of Eday, Stonsay, Westray, Papa Westray, Sanday and North Ronaldsay. This service is provided under a Public Service Obligation (PSO) Contract by Orkney Islands Council. Figure A5.3 illustrates the locations of these airports across the Orkney islands.



Figure A5.3 – Transport Links Across the Orkney Islands

The aircraft used to provide this service is the Britten-Norman Islander.

Eday Airport is served by one asphalt runway, Runway 07-25. The physical characteristics of the runway are summarised in Table A5.3 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
07	527 x 18	Asphalt	498	498	498	469
25	527 x 18	Asphalt	498	498	498	469

Table A5.3 – Eday Airport: Runway Data

Stronsay Airport is served by one graded hardcore runway, Runway 02-20. The physical characteristics of the runway are summarised in Table A5.4 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
02	515 x 18	Graded Hardcore	476	476	476	463
20	515 x 18	Graded Hardcore	493	493	493	463

Table A5.4 – Stronsay Airport: Runway Data

Westray Airport is served by one graded hardcore runway, Runway 09-27. The physical characteristics of the runway are summarised in Table A5.5 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
09	527 x 18	Graded Hardcore	527	527	527	527
27	527 x 18	Graded Hardcore	527	527	527	527

Table A5.5 – Westray Airport: Runway Data

Papa Westray Airport is served by one graded hardcore runway, Runway 03-21. The physical characteristics of the runway are summarised in Table A5.6 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
03	527 x 18	Graded Hardcore	497	497	497	497
21	527 x 18	Graded Hardcore	527	527	527	497

Table A5.6 – Papa Westray Airport: Runway Data

Sanday Airport is served by one graded hardcore runway, Runway 02-20. The physical characteristics of the runway are summarised in Table A5.7 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
02	527 x 18	Graded Hardcore	497	497	497	467
20	527 x 18	Graded Hardcore	497	497	497	467

Table A5.7– Sanday Airport: Runway Data

North Ronaldsay Airport is served by one graded hardcore runway, Runway 10-28. The physical characteristics of the runway are summarised in Table A5.8 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
10	527 x 18	Graded Hardcore	527	527	527	527
28	527 x 18	Graded Hardcore	527	527	527	527

Table A5.8 – North Ronaldsay Airport: Runway Data

Hebridean Air Services – Oban & The Isles Airports

Hebridean Air Services offer connections from Oban to the islands of Coll, Colonsay and Tiree, and to Stornoway and Benbecula in the Western Isles, under a PSO agreement with Argyll and Bute Council. The service relies on two Britten-Norman Islanders and each flight is typically 30 minutes. Figure A5.4 illustrates the locations of the remote islands that Hebridean Air Services serve.

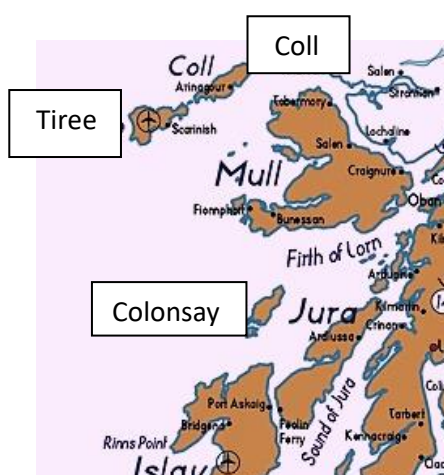


Figure A5.4 – Location of the Hebridean Islands

Oban Airport is served by one asphalt runway, Runway 01-19. The physical characteristics of the runway are summarised in Table A5.9 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
01	1264 x 30	Asphalt	1064	1064	1199	1110
19	1264 x 30	Asphalt	1142	1142	1193	993

Table A5.9 – Oban Airport: Runway Data

Coll Airport is served by one asphalt runway, Runway 02-20. The physical characteristics of the runway are summarised in Table A5.10 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
02	501 x 18	Asphalt	501	501	501	501
20	501 x 18	Asphalt	501	501	501	501

Table A5.10 – Coll Airport: Runway Data

Colonsay Airport is served by one asphalt runway, Runway 10-28. The physical characteristics of the runway are summarised in Table A5.11 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
10	502 x 18	Asphalt	502	502	502	502
28	502 x 18	Asphalt	502	502	502	502

Table A5.11 – Colonsay Airport: Runway Data

Aer Arann – Aran Islands

Aer Arann is an Irish airline that operates a fleet of three Britten-Norman Islanders which connect the Aran Islands of Inishmaan, Inishmore and Inisheer, with Connemara Airport in County Galway. Figure A5.5 illustrates the locations of these island airports off the Irish coast.

Between Connemara Airport and the three Aran islands, Aer Arann can operate ten to thirty daily flights, each with an average flight time of eight minutes.



Figure A5.5 – Location of the Aran Islands

Inishmaan Airport is served by one asphalt runway, Runway 15-33. The physical characteristics of the runway are summarised in Table A5.12 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
15	534 x 18	Asphalt	534	534	534	534
33	534 x 18	Asphalt	534	534	534	534

Table A5.12 – Inishmann Airport: Runway Data

Inishmore Airport is served by one asphalt runway, Runway 14-32. The physical characteristics of the runway are summarised in Table A5.13 below.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
15	490 x 18	Asphalt	490	490	490	490
33	490 x 18	Asphalt	490	490	490	490

Table A5.13 – Inishmore Airport: Runway Data

Inisheer Airport is served by one asphalt runway, Runway 13-31. The physical characteristics of the runway are summarised in Table A5.14 on the next page.

Runway Designator	Runway Dimensions (m)	Runway Surface	Declared Distances (m)			
			TORA	TODA	ASDA	LDA
15	500 x 18	Asphalt	500	500	500	500
33	500 x 18	Asphalt	500	500	500	500

Table A5.14 – Inisheer Airport: Runway Data

**REVIEW OF DESIGN AIRCRAFT – TECHNICAL NOTE EXTRACTED FROM THE RPS
OPTIONEERING REPORT**

Introduction

To assist with the decision-making process to determine the runway length required by Alderney Airport, this Appendix reviews the current and new aircraft on the market that could be considered for providing the commercial services from Alderney to the other Channel Islands and the UK mainland. Consideration is given to the status of the aircraft in terms of age, reported availability of spare parts for maintenance and passenger capacity.

Also included in this Section is a review of the opportunities presented by the development of electric aircraft and their requirements of runway length.

Review of Aircraft Currently Serving Alderney

Commercial Service

Alderney Airport is currently served by one service provider, Aurigny, under a Public Service Obligation (PSO) arrangement with the States of Guernsey.

Within its current fleet, Aurigny has two aircraft, namely:



ATR 72-600



Dornier 228 NG

It is the Dornier 228 NG aircraft that Aurigny uses to facilitate services between Alderney and Guernsey, and Alderney and Southampton.

The Dornier 228 NG has the following characteristics:

- Passenger capacity – 19
- Maximum Take-off Weight – 6,575kg

- Take of Run-off – 792m
- Landing Distance – 451m
- Wingspan – 16.97m
- Outer Main wheel Gear Span – 3.85m

Due to the current operational restrictions imposed on the runway at Alderney Airport, e.g. wind direction and wet/dry condition of the runway surface, the passenger capacity can be restricted with passengers offloaded from the flight prior to departure.

In accordance with the UK Regulations 139-2014 (UK 139), the wingspan and wheelbase of the Dornier 228 NG classify the aircraft as a Code B aircraft.

Through discussions with Aurigny, it is understood that the Dornier 228 NG aircraft is getting increasingly difficult to maintain in service with the difficulty of sourcing parts and ongoing costs for maintenance compared to the ATR 72-600. On that basis this Section is provided to review the aircraft available to replace the Dornier 228 NG for the commercial services to Alderney, whilst in parallel considering the potential aircraft that could serve from one of the longer runway options under consideration (refer to Section 9).

Medivac Services

Alderney is served by a medivac service to transport hospital patients to and from the island. This service is provided by Aurigny through the PSO agreement with the States of Guernsey. The aircraft used for this service is the Dornier 228 NG. Aurigny are also supported by the UK Coastguard who provide a helicopter service.

Review of Aircraft on the Market

Based on the proposed runway lengths that form the scope a review of the aircraft available on the wider market is reviewed. For clarity the runway options under consideration are:

- Option 24A – this option involves the reconstruction of the runway to its existing length, i.e. 877m.
- Option 24B – this option maximises the runway length within the current boundary, i.e. 907m. Clarification on how this runway length is derived is detailed in Section 7 of this report.
- Option 24C – this option looks to extend the runway to the west to provide a pavement surface of 1,050m.
- Option 24D – this option looks to increase the paved runway length to 1,100m by extending Option 24C with a further 50m extension to the east.
- Option 24E – This option is a variation of Option 24D to consider the benefits of a displaced threshold on runway 26.

Therefore, the aircraft will be categorised into a runway length of 877/907m, 1,050m and 1,100m.

Runway Length of 877/907m

Table A6.1 below, details the current and future aircraft that could operate on a runway of circa 900m long, maintaining similar passenger capacity to the current Dornier service.

Aircraft Type	A/C Code	ACN (based on CBR = 6%)	PAX Capacity	Max Take-off Weight (kg)	Max. Landing Weight (kg)	TORA (m)	LDA (m)	Comment
Commercial								
Dornier 228 NG	B	6	19	6,575		792	451	Current aircraft used by Aurigny for the Guernsey – Alderney and Southampton – Alderney Services
Beechcraft King Air 90	B	-	7-9	4,756	4,460	605	640	
Britten-Norman Islander	B		9	2,994		370	300	Common aircraft used for other island services around the UK and Ireland
DHC-6 Twin Otter	B	3	19	5,670	5,579	454	460	Aircraft used on the service to the Isles of Scilly
ATR 42-600 STOL	C		48	18,600	18,300	945	805	PAX capacity may require reducing for TORA needs
Tecnam P2012	A		9	3,680	3,630	564	743	New aircraft to market
Tecnam P2012 STOL	A		10-11	3,680		425	360	New aircraft to market

Table A6.1 – Aircraft that could Operate from a Runway Length of 900m

Aircraft Type	A/C Code	ACN (based on CBR = 6%)	
General / Private Aviation (below are regular visitors to Guernsey and Alderney Airports)			
Piper Cherokee	A	-	Movements: GCI – 1,908, ACI - 997
Piper Cherokee Lance	A	-	Movements: GCI – 319, ACI - 208
Beech 300 Super King Air	B	4	Movements: GCI – 1,116
Cirrus SR22	A	-	Movements: GCI – 688
Eclipse 550	A	-	Movements: GCI – 648
TBM-700	A	-	Movements: GCI – 505
North American Rockwell	A	-	Movements: GCI – 414
Cessna 337 Skymaster	A	-	Movements: ACI - 159
Piper Arrow	A	-	Movements: ACI - 156
Piper PA34 Seneca II	A	-	Movements: ACI - 123
Tecnamo-2010	A	-	Movements: ACI - 120

Table A6.1 – Aircraft that could Operate from a Runway Length of 900m

The current status of each aircraft is as follows:

- **Dornier 228 NG** – an aging aircraft no longer in production, however, there are suggestions in industry press that General Atomics may re-start production of the Dornier 228 in 2024/25. Parts for routine maintenance are becoming more difficult to source and increasingly more expensive to buy.
- **Britten-Norman Islander** – a popular aircraft on other island services around the UK and Ireland and still in production in the UK. The Islander offers a reduced passenger capacity compared to the current Dornier service so more daily rotations may be required to meet passenger demands. However, the most significant negative for this aircraft is it is single pilot operated, which is a concern for obtaining the necessary CAA licences.
- **de Havilland Canada Twin Otter** – an aircraft that has been operational for many decades and still in production today. An aircraft that is expensive to purchase and maintain.
- **ATR 42-600 STOL** – an adaption of the ATR 42-600 that allows take-off and landings on shorter runways. An expensive aircraft to purchase. Recent reports in industry press suggest the development of this ATR variant maybe abandoned.
- **Tecnam P2012** – an emerging aircraft on the market. It is understood that it has the necessary licenses to operate across Europe but not yet in UK airspace. It is also offering a reduced passenger capacity compared to the current Dornier.

Runway Length of 1,050m

Table A6.2 below, details aircraft that could operate on a runway of 1,050m long.

Aircraft Type	A/C Code	ACN (based on CBR = 6%)	PAX Capacity	Max Take-off Weight (kg)	Max. Landing Weight (kg)	TORA (m)	LDA (m)	Comment
ATR 42-500/600	C	11	48 max. (reduced to serve Alderney)	18,600	18,300	1,165 / 1,107	966	PAX capacity reduced to balance vs runway pavement length
ATR 72-500	C	14	78 max. (reduced to serve Alderney)	22,800	22,350	1,224	915	PAX capacity reduced to balance vs runway pavement length – see aircraft status below
ATR 72-600	C	14	78 max. (reduced to serve Alderney)	22,800	22,350	1,279	915	PAX capacity reduced to balance vs runway pavement length – see aircraft status below
Beechcraft King Air 350/360	B	4	11	6,804	6,804	1,006	821	

Table A6.2 – Aircraft that could Operate from a Runway Length of 1,050m

The current status of each aircraft is as follows:

- **ATR 42-500/600** – the small version of the ATR 72; similar to the ATR 72 (explained below) it would be expected that the passenger capacity would have to be reduced to enable operations from Alderney Airport with a runway length of 1,050m.
- **ATR 72-500/600** – along with the Dornier 228 NG, the ATR 72-600 is the other aircraft within the Aurigny fleet. The ATR is used on the other routes offered by Aurigny, typically between Guernsey and the UK. At maximum take-off weight (MTOW) the ATR would not be able to operate on the existing runway length at Alderney Airport and the length of runway to allow operations at MTOW is not feasible. Therefore, the runway length of 1,050m is a balance between physical buildability on Alderney and providing a reduced capacity that still meets the required passenger demands of the Alderney routes. It is reported that the capacity of the ATR 72 would be reduced as follows for a runway length of 1,050m.
 - Alderney to Southampton – Summer 45 passengers and Winter 35 passengers
 - Alderney to Guernsey – Summer 49 passengers and Winter 38 passengers
- **Beechcraft King Air 350/360** – the King Air 350/360 offers a capacity of 11 passengers, which is a significant reduction on the current Dornier 228 NG aircraft and therefore the benefits of a runway extension are not realised in terms of passenger capacity.

Runway Length of 1,100m

Table A6.3 below, details aircraft that could operate on a runway of 1,100m long.

Aircraft Type	A/C Code	ACN (based on CBR = 6%)	PAX Capacity	Max Take-off Weight (kg)	Max. Landing Weight (kg)	TORA (m)	LDA (m)	Comment
ATR 42-500/600	C	11	48 max. (reduced to serve Alderney)	18,600	18,300	1,165 / 1,107	966	PAX capacity reduced to balance vs runway pavement length
ATR 72-500	C	14	78 max. (reduced to serve Alderney)	22,800	22,350	1,224	915	PAX capacity reduced to balance vs runway pavement length – see aircraft status below
ATR 72-600	C	14	78 max. (reduced to serve Alderney)	22,800	22,350	1,279	915	PAX capacity reduced to balance vs runway pavement length – see aircraft status below
Cessna Sky Courier 408	B	8	19	8,618	8,437	1,116	1,058 / 1,217	Landing distances provided for dry/wet conditions

Table A6.3 – Aircraft that could Operate from a Runway Length of 1,100m

The current status of each aircraft is as follows:

- **ATR 42-500/600** – subject to confirmation from the airline the ATR 42-600 would be able to operate close to capacity from a runway length of 1,100m, however, a slight reduction on passenger capacity should be expected for the ATR 42-500.
- **ATR 72-500/600** – as described for the 1,050m runway option the passenger capacity of the ATR 72-600 would need to be reduced to cater for the runway length available. It is presumed that the passenger numbers provided for the Alderney to Southampton and Alderney to Guernsey routes during the summer and winter months would be increased slightly for the extra 50m of runway provided by the 1,100m runway option.
- **Cessna Sky Courier 408** – a new aircraft on the market currently mainly used for cargo operations, with limited use for passenger operations in North America. There remains some uncertainty with its performance and required runway length for take-off and landing, and the impact on the passenger capacity. The manufacturer is conducting further tests with different tyre sizes to reduce the landing distance, in particular. However, at present there is no fixed performance data to confirm its performance from a 1,100m runway.

Opportunities for Advanced Air Mobility (AAM)

For information, consultation with industry specialists in electric aviation has provided the following advice, which may be included in the discussion regarding the runway length to safeguard for future aircraft developments.

Regional Air Mobility

In future years, Alderney presents significant opportunities for electric Conventional Take-off and Landing (eCTOL) and electric Short Take-off and Landing (eSTOL) aircraft operations. The range and payload capabilities of these aircraft make them suitable for regional air mobility, especially with the potential to reduce the cost of access to the island. Lower capital, operating, and maintenance costs for eCTOL/eSTOL aircraft could encourage direct flights to Alderney. This aligns with the possibility of Public Service Obligation (PSO) funding for operators who utilise these aircraft. While early years may see consistent traffic volumes, a reduction in costs could stimulate increased demand for direct connections.

Urban Air Mobility - Electric Vertical Take-off and Landing (eVTOL)

Urban Air Mobility (UAM) is a term for on-demand and automated passenger or cargo carrying air transportation services, typically flown without a pilot, using electric aircraft

which can take-off and land vertically. Opportunities for eVTOL operations in Alderney are minimal due to several factors:

- The small geographic size of the island and its low population density.
- The limitations of eVTOL aircraft in crossing significant bodies of water due to stringent equipment requirements, which would reduce payload and undermine the economic feasibility of UAM operations between Alderney, Guernsey, and the UK mainland.

Infrastructure Considerations

Alderney Airport would need to accommodate a range of new aircraft types, each with different runway and energy requirements:

- The Heart Aerospace ES30 requires approximately 1,100 meters of runway for take-off.
- The Eviation Alice electric aircraft needs around 800 meters.
- The Britten-Norman Islander modified by Cranfield Aerospace for hydrogen electric operations may require up to 500 meters.
- Electra Aero's eSTOL aircraft, with its blown wing design and advanced aerodynamics, only requires 91 meters for take-off, thanks to its multiple engines and hyper flap configuration.

Table A6.4 below summaries the available data for electric aircraft in development.

Aircraft Type	PAX Capacity	TORA (m)	Target Certification for Commercial Use
Heart Aerospace ES30	30	1,100	2029
Eviation Alice	9	800	2027
Britten-Norman Islander	9	500	n/a
Electra Aero's eSTOL	9	91	n/a

Table A6.4 – Available Data for Electric Aircraft

Energy Infrastructure

Supporting electric and hydrogen powered aircraft introduces significant energy requirements:

- Electric aircraft will need substantial electricity supplies, potentially reaching megawatt scale for fast recharging during short turnaround periods.

- Hydrogen powered aircraft may have more flexibility, as they can potentially carry enough hydrogen for multiple flights ("tanker" hydrogen), reducing infrastructure demands.
- Some engine manufacturers are also exploring hybrid electric propulsion systems, which combine electric propulsion with batteries and range extending turbine engines running on conventional Jet A1 fuel.

In conclusion, Alderney Airport has clear opportunities for AAM operations, especially with eCTOL/eSTOL aircraft. However, the infrastructure requirements for energy supply will need careful planning to ensure the Airport can support these new technologies. A distributed electric aviation system offers lower cost subregional flights closer to passengers' origins and destinations while helping reduce the carbon impact of travel.

Observation

The aircraft types suitable for use at Alderney are related to the proposed runway length. Further information is provided in the following section of this report – Review of Runway Options. This section provides a summary and recommendation.

Consideration should also be given to safeguarding for electric aviation, in particular electric Conventional Take-off and Landing (eCTOL) and electric Short Take-off and Landing (eSTOL) aircraft operations. However, it should be noted that the energy infrastructure at the Airport and island need careful planning to ensure these new technologies can be accommodated. It is likely that the energy requirement will be the driving constraint rather than the airport infrastructure.

BENEFITS WORKSHOP

A series of workshops were held with representatives of the relevant elements of the Guernsey and Alderney public sector, as well as specialist advisors to discuss and analyse the benefits associated with an investment in Alderney Airport's runway. The output of these meetings was a 'benefits model' to demonstrate how the benefits from an investment can be achieved.

The workshop identified high, medium and low priority benefits. The summary in this Appendix only outlines High and Medium priority benefits, which were defined as follows:

- High priority: achieving the benefit is a regulatory, statutory or constitutional necessity.
- Medium priority: the benefit
 - (a) is of material benefit to the whole Bailiwick's public sector or society, and
 - (b) can be clearly measured, and
 - (c) would be significantly influenced by the investment.

These benefits are summarised below:

Intermediate Benefits

Title	Description	Priority
Meet regulatory requirements	Resurfacing the runway will ensure long-term compliance with current CAA requirements and remove the need for repeated short-term repairs. (The CAA is the UK's Civil Aviation Authority which sets the standards for airports within the UK and the CDs.)	High
Support currently available commercial fleet	Resurfacing the runway will ensure that the aerodrome continues to be useable by existing Category B aircraft types. Extending the runway's length and width could increase the flexibility with which Category B aircraft could use the aerodrome and extend its use to Category C aircraft types.	High
Address existing alleviation	Increasing the runway's width will remove the need for an alleviation from the CAA regarding Category B aircraft's existing use of the aerodrome. It should be noted that the current alleviation is granted on the assumption that the runway width (which is currently non-compliant	High

	at 18m) will be addressed when facilities are invested in. It is not guaranteed that the CAA will continue to grant the alleviation following any investment in the runway if this isn't addressed.	
Reduce exceptional patch and repair costs	Significant further investment in patch and repairs will not be required following reconstruction of the runway.	Medium
Support anticipated commercial fleet	Extending the runway's length and width will safeguard the aerodrome's ability to support commonly available aircraft types during the investment's operational life. Credible assumptions show that the variety of commercial aircraft that will be able to operate using the current runway dimensions will be limited during the operational life of the pavement.	Medium
Decrease disruption to scheduled flights	Increasing the runway's width will decrease the number of flights that are delayed or cancelled due to weather conditions failing to align with those specified in the CAA alleviation. This is currently applying a lower cross wind limitation on aircraft.	Medium
Protect lifeline services to Alderney	Resurfacing the runway will ensure that medivac, passenger and freight services can continue to be delivered to Alderney by air, protecting a critical element of the infrastructure relied on by the island.	Medium
Support public service provision into Alderney	Resurfacing the runway will ensure that key public services (such as enhanced policing and health provision) can continue to be delivered responsively to Alderney using air transport. This prevents the need for 'standing provision' of such services on Alderney, or a reduction in the public services provided to the island.	Medium
Increase safety of medivac services	Extending the runway's length and width will allow for specialist air ambulances to use the aerodrome. These vehicles provide a materially safer environment for transporting critically ill patients than temporarily converted Dorniers, which do not comply with current clinical guidelines. Air ambulances are equipped, for example, with specialist medical equipment, and allow patients to be seated (as opposed to lying	Medium

	down) if their condition requires it.	
Decrease disruption from medivac services	Extending the runway's length and width will allow for specialist air ambulances to use the aerodrome. This could remove the need to disrupt scheduled commercial services to reconfigure Dorniers as temporary medical vehicles.	Medium

Strategic End Benefits

Title	Description	Priority
Maintain operational airport in line with 1948 Agreement	Investing in the runway would allow us to maintain an operational airport, in full compliance with CAA standards. This is a key factor in order that STSB can continue to meet its mandated obligations to provide an airfield function in Alderney.	High
Evidence to UK Government of effective self-governance (within the Bailiwick)	Investing in the runway would allow us to maintain effective air transport links to Alderney, in full compliance with CAA standards. This would be a positive indication to the UK Government that the Bailiwick of Guernsey was able to autonomously govern, fund and manage the provision of critical public services.	Medium
Maintain public service provision in line with the 1948 Agreement	Investing in the runway would allow the aerodrome to continue to be used in the effective provision of public services into Alderney. This includes maintenance of current provision (for example allowing rapid deployment of public safety officials), and service enhancements (for example the use of specialist air ambulances). This protects our ability to deliver the services specified in the 1948 Agreement to a high standard.	Medium
Increase value for money in delivery of 1948 Agreement	Investing in the runway would improve the value for money with which the 1948 Agreement could be delivered. Some of this value would be derived from the direct avoidance of cost (for example, the cost of disrupting commercial flights to repurpose planes for medivac purposes). Some would be derived from the potential to deliver services more efficiently (for example, state subsidised air transport using a consolidated fleet). Some would be derived from increased use of	Medium

	contributions towards fixed costs (for example increased traffic through the airport reducing current losses).	
Improve economic position for the Bailiwick	Investing in the runway would improve the transport infrastructure into Alderney, which in turn would improve the island's ability to attract tourists and residents and have a healthy economy. This, in turn, increases its contribution to the wider economic health of the Bailiwick.	Medium

Disbenefits

Title	Description
Cost of project per person in the Alderney population	The cost of the project is high for the population of Alderney (2,167 at end of March 2023).
Disruption to air traffic	During the construction period, there will be disruption to air traffic on / off Alderney. This can be mitigated by temporary use of an enhanced ferry service.
Damage to existing roads	The process of bringing large quantities of construction materials from the harbour to the airport may damage the fabric of the roads on the route. This will be repaired at the end of the project.
Reduction in passenger journeys during construction (ferry and air)	During the project it will be harder to access Alderney. Following completion, the access will be greatly improved.

LETTER OF COMMENT FROM THE CHAIR OF ALDERNEY'S POLICY & FINANCE COMMITTEE



States of Alderney
PO Box 1001
Alderney
Channel Islands
GY9 3AA
+44 (0) 1481 820010
E: Bill.Abel@alderney.gov.gg
W: www.alderney.gov.gg

Deputy Lyndon Trott OBE
Sir Charles Frossard House
La Charroterie
St Peter Port
Guernsey
GY1 1FH

17th March 2025

Dear Lyndon,

Policy Letter - Alderney Runway Rehabilitation Project

On behalf of the Policy & Finance Committee, I would like to extend my gratitude to you, and the Officers of the Policy and Resources Committee, for sharing the Policy Letter relating to the Alderney Airport Runway prior to it being made available to the States of Guernsey Deputies.

The Policy & Finance Committee, having had the opportunity to meet and discuss the Policy Letter, is encouraged by its contents, and acknowledges that the prime focus of the Policy Letter is no longer simply about the construction or rehabilitation of Alderney's runway, but also the establishment of a Bailiwick Commission; an independent body to review the current and long-standing relationship between the islands of the Bailiwick.

Recognising that; *"It is suggested that the islands work together to set up a constitutional commission (to be called a "Bailiwick Commission") with agreed and clear terms of reference which include objectives and timelines, agreed by the parliaments of the islands that intend to take part."*

The Policy & Finance Committee is encouraged by this proposal which seeks to commence constructive dialogue on the terms of reference and the composition of the Commission to ensure Alderney is properly embedded in the process.

There is value of a structured, forward-looking approach to governance and service provision, ensuring the arrangements in place are fit for purpose, fair and sustainable. This initiative is therefore welcomed by The Policy & Finance Committee, and it is felt that this is the clearest intent to date to move forward with a sustainable, modernised relationship.

The Policy & Finance Committee welcomes the processes and options outlined in the Policy Letter in regard to the runway and look forward to further engagement on developing a solution that is beneficial to the Bailiwick as a whole.

This Policy Letter represents a significant milestone for the Bailiwick, particularly Alderney and Guernsey and there is an excellent opportunity for joint communications on the proposals set out in the Policy Letter and would look forward to working with your officers in this regard.

The Policy & Finance Committee look forward to engaging further on these matters and it is appreciated that you have allowed Alderney the opportunity to view this Policy Letter at an earlier stage.

Once again, my sincere thanks to yourself, The Policy & Resources Committee, and its officers for the expedient manner in which you have delivered this comprehensive Policy Letter, particularly in light of the many challenges The Committee is facing.

Yours sincerely



W (Bill) J Abel
Chair of the Policy & Finance Committee