

Dariusz Tłoczyński

dr hab. prof. UG

Katedra Rynku Transportowego

Uniwersytet Gdański

Dariusz.tloczynski@ug.edu.pl

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State policy in relation to public airfield

Abstract: Air transport is one of the elements of the world economy. In many analyzes, it has been argued that there is a close relationship between the development of air transport and the economic development of country. As a result of the increase in GDP, the number of passengers served by airports increases. The main owners of the airports are public entities. They and the governmental institutions determine the direction of branch development. In Poland the most important act defining the detailed functioning of aerodromes is The program of development of airfield and aerial devices (2005). No strategy for the development of Polish civil aviation has been identified so far. The only records are only the latest strategies and documents determining the economic policy of the state. Therefore, it is necessary first and foremost to adapt this strategy to the current market conditions. Based on the above, the main objective of the article is to define the areas requiring immediate correction in the airfield development program. The content of this article may serve as a basis for a broad analysis and development of the directions of Polish air transport.

Keywords: Airports; Airfield; Transport policy

Introduction

Air transport is widely regarded as one of the pillars of the economy. In many analyzes, the thesis that there is a close relationship between the development of air transport and the development of the economy. Thus, along with the increase in GDP, the number of passengers served by airports is growing. The main owners of the ports are public entities. It is they and government institutions that determine the directions of branch development.

Public institutions can affect the functioning of airports on many levels:

- creating frameworks, studies, assumptions, concepts, policies and strategies for the development of air transport,
- supporting regional air transport in strategic terms by local government authorities,
- impact on the activities of aviation entities through ownership participation,
- supporting aviation operations in the region,
- attracting new air carriers,
- co-creation and co-financing of promotional campaigns related to regional air transport.

Considering the degree of involvement of public institutions in aviation activities, the above activities may be active or passive. Nevertheless, one should point to the involvement of the public sector in the development of transport activity and related to infrastructure management. The level of influence on the indicated types of activity varies. However, state interference in transport activities also indirectly affects activities related to infrastructure management and vice versa.

Airports operation conditions of public use

There are several dozen airports serving public use in Poland. According to art. 2 para. 4 of the Aviation Law [8], an airport is a separate area on land, water or other surfaces, in whole or in part, intended for take-offs, landings, and ground-based aircraft traffic, along with permanent objects and construction equipment, inscribed to the airport register. The list of civil airports is shown in Table 1. Airports can be divided according to various criteria, including function, size of supported traffic, property and technical criterion [4]. The Act also specifies the concept of the aeronautical part of the aerodrome as an area permanently intended for the take-off and landing of aircraft and for associated aircraft traffic, together with devices used to service this traffic, to which access is controlled. Among the airports listed in the table, public airports used for commercial flights should be distinguished. This separation is necessary due to their role in the transport system. The main airport functions should be indicated:

- social,
- transport
- economic [5].

Most passengers and the largest number of aircraft movements are served at commercial airports. The ownership structure and air traffic are presented in Table 2.

Tab. 1. The register of Civil Airports is maintained in accordance with art. 58 par. 1 of the Aviation Law [1]

Ordinal number	AIRPORT NAME	REGISTRATION NUMBER	MANAGING	ACCESS TO USERS	Surface type	ICAO CODE	YEAR OF THE ENTRY
1.	Aleksandrowice k/Bielska-Białej	1	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPBA	1969
2.	Poznań/Kobylnica	2	Aeroklub Poznański im. Wandy Modlibowskiej	publicly not subject to certification	without artificial surface	EPPK	1969
3.	Radawiec k/Lublina	3	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPLR	1969
4.	Katowice Muchowiec	4	Aeroklub Polski	publicly not subject to certification	artificial	EPKM	1969
5.	Lisie Kąty k/Grudziądz	5	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPGI	1969
6.	Michałków k/Ostrów Wlkp.	6	Aero Partner Sp z o.o.	publicly not subject to certification	without artificial surface	EPOM	1969
7.	Inowrocław	7	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPIN	1969
8.	Strzyżewice k/Leszna	8	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPLS	1969
9.	Żar k/Żywca	9	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPZR	1969
10.	Jelenia Góra	10	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPJG	1969
11.	Gotartowice k/Rybnika	11	Aeroklub Rybnickiego Okręgu Węglowego	publicly not subject to certification	without artificial surface	EPRG	1969
12.	Mielec	12	Lotnisko Mielec Sp. z o.o.	publicly not subject to certification	artificial	EPML	1969
13.	Lubin	14	Aeroklub Zagłębia Miedziowego	publicly not subject to certification	artificial	EPLU	1987
14.	Świdnik	15	Wytwórnia Sprzętu Komunikacyjnego „PZL - Świdnik” S.A.	wyłączne	artificial	EPSW	1969
15.	Łososina Dolna k/Nowego Sącza	16	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPNL	1969
16.	Przylep k/Zielonej Góry	17	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPZP	1969
17.	Gliwice	18	Górnośląska Agencja Przedsiębiorczości i Rozwoju Sp. z o.o.	exclusive	without artificial surface	EPGL	1969
18.	Jeżów Sudecki k/Jeleniej Góry	19	Aeroklub Polski	exclusive	without artificial surface	EPJS	1969
19.	Iwonicz	21	Aeroklub Polski	exclusive	without artificial surface	EPIW	1969
20.	Krosno	22	Gmina Krosno	exclusive	without artificial surface	EPKR	1969
21.	Piotrków Trybunalski	23	Aeroklub Polski	publicly not subject to certification	artificial	EPPT	1969
22.	Masłów k/Kielc	24	Aeroklub Polski	wyłączne	artificial	EPKA	1969
23.	Pobiednik k/Krakowa	25	Aero Partner Sp z o.o.	publicly not subject to certification	without artificial surface	EPKP	1969
24.	Płock	26	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPPL	1970
25.	Kruszyn k/Włocławka	27	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPWK	1970
26.	Turbia k/Stalowej Woli	29	Aeroklub Polski	exclusive	without artificial surface	EPST	1970
27.	Białystok Krywlany	30	Aero Partner Sp z o.o.	public with limited certification	without artificial surface	EPBK	1970

28.	Dajtki k/Olsztyna	31	Aeroklub Polski	publicly not subject to certification	artificial	EPOD	1970
29.	Piastów k/Radomia	32	Aeroklub Polski	publicly not subject to certification	without artificial surface	EPRP	1971
30.	Nowy Targ	33	Aeroklub Polski	exclusive	without artificial surface	EPNT	1971
31.	Polska Nowa Wieś k/Opola	34	Aeroklub Polski	exclusive	without artificial surface	EPOP	1971
32.	Łódź - Lublinek	35	Port Lotniczy Łódź im. Władysława Reymonta Sp. z o.o.	exclusive	sztuczna	EPLL	1971
33.	Szczecin Dąbie	37	Aeroklub Polski	exclusive	without artificial surface	EPSD	1971
34.	Chopina w Warszawie	38	Przedsiębiorstwo Państwowe "Porty Lotnicze"	public	artificial	EPWA	1972
35.	Poznań - Ławica	39	Port Lotniczy Poznań – Ławica Sp. z o.o.	public	artificial	EPPO	1972
36.	Toruń	40	Aeroklub Polski	publicly not subject to certification	artificial	EPTO	1972
37.	Gdańsk im. Lecha Wałęsy	41	Port Lotniczy Gdańsk Sp. z o.o.	publiczne	artificial	EPGD	1974
38.	Kętrzyn	43	Aeroklub Krainy Jezior	exclusive	without artificial surface	EPKE	1975
39.	Elbląg	44	Aeroklub Polski	exclusive	without artificial surface	EPEL	1992
40.	Suwałki	45	Aeroklub Polski	exclusive	without artificial surface	EPSU	1992
41.	Rzeszów - Jasionka	48	Port Lotniczy Rzeszów-Jasionka Sp. z o.o.	public	artificial	EPRZ	2000
42.	Szczecin - Goleniów	49	Port Lotniczy Szczecin - Goleniów Sp. z o.o.	public	artificial	EPSC	2000
43.	Zamość	50	Aeroklub Polski	exclusive	without artificial surface	EPZA	2000
44.	Krepa k/Słupska	52	Aeroklub Polski	exclusive	without artificial surface	EPSK	2002
45.	Rzeszów	53	Ośrodek Kształcenia Lotniczego Politechniki Rzeszowskiej	exclusive	artificial	EPRJ	2002
46.	Katowice - Pyrzowice	54	Górnośląskie Towarzystwo Lotnicze S.A.	public	artificial	EPKT	2003
47.	Bydgoszcz - Szwederowo	55	Port Lotniczy Bydgoszcz S.A. im. Ignacego Jana Paderewskiego	public	artificial	EPBY	2005
48.	Kraków - Balice	56	Międzynarodowy Port Lotniczy im. Jana Pawła II Kraków – Balice Sp. z o.o.	public	artificial	EPKK	2005
49.	Wrocław - Strachowice	57	Port Lotniczy Wrocław S.A.	public	artificial	EPWR	2005
50.	Zielona Góra - Babimost	58	Przedsiębiorstwo Państwowe "Porty Lotnicze"	public	artificial	EPZG	2005
51.	Olsztyn-Mazury	59	Warmia i Mazury Sp. z o.o.	public	artificial	EPSY	2005
52.	Warszawa/Modlin	60	Mazowiecki Port Lotniczy Warszawa - Modlin Sp. z o.o.	public	artificial	EPMO	2010
53.	Bagicz k/Kolobrzegu	61	Lotnisko Bagicz Sp. z o.o.	exclusive	artificial	EPKG	2012
54.	Warszawa - Babice	62	Centrum Usług Logistycznych	exclusive	artificial	EPBC	2012
55.	Lublin	63	Port Lotniczy Lublin S.A.	public	artificial	EPLB	2012
56.	Radom - Sadków	64	Port Lotniczy Radom S.A.	publicly not subject to certification	artificial	EPRA	2014
57.	Kaniów	65	Bielski Park Technologiczny Lotnictwa, Przedsiębiorczości i Innowacji Sp. z o.o.	publicly not subject to certification	artificial	EPKW	2014
58.	Deputytze Królewskie	66	Państwowa Wyższa Szkoła Zawodowa w Chełmie	exclusive	without artificial surface	EPCD	2014
59.	Rudniki k/Częstochowy	67	Aero Partner Sp z o.o.	publicly not subject to certification	artificial	EPRU	2017
60.	Sanok - Baza	68	Lotnicze Pogotowie Ratunkowe	exclusive	artificial	EPSA	2017

Tab. 2. Characteristics of entities managing commercial airports [6]

Airport	Legal form	IATA code	ICAO code	Year of establishment airports	Share capital in PLN	Shareholders in%				Air traffic in 2016 in thous. passengers
						City (a)	Region	Enterprises, associations, individuals	PPL	
Bydgoszcz	S.A.	BZG	EPBY	1929 (1995)	73 549 710	22,62 – Bydgoszcz 0,05 – Toruń 0,01 – Inowrocław ~0,00 - Sicienko	68,50	1,20	7,62	322
Gdańsk	Sp. z o. o.	GDN	EPGD	1919/1974 (1993)	125 290 000	33,62 – Gdańsk 2,23 – Gdynia 2,19 - Sopot	32,89	0	29,09	3964
Katowice	S.A.	KTW	EPKT	1940 (1991)	137 099 300	4,89 - Katowice	34,87	42,48	17,30	3188
Kraków	Sp. z o. o.	KRK	EPKK	1964 (1996)	101 232 000	1,04 – Kraków 0,04 - Zabierzów	22,73	0	76,19	4974
Lublin						58,42 – Lublin 5,39 - Świdnik	36,19	0	0	377
Łódź	Sp. z o. o.	LCJ	EPLL	1925 (2004)	162 737 500	94,29 – Łódź	5,71	~0,00	0	241
Modlin	Sp. Z o.o.	WMI	EPMO	1937 (2005)	323 824 500	4,91 – Nowy Dwór Mazowiecki	30,37	34,43	30,39	2859
Olsztyn	Sp. z o. o.	SZY	EPSY	lata 30. XX w. (1996/2015)	2 275 000	0	100,00	0	0	41
Poznań	Sp. z o. o.	POZ	EPPO	1921 (1997)	290 385 000	37,00 - Poznań	24,00	0	39,00	1689
Radom	S.A.	RDO	EPRA	2006 (2014)	83 906 500	100,00 - Radom	0	0	0	9
Rzeszów	Sp. z o. o.	RZE	EPRZ	1940 (2007)	470 642 600	0	53,78	0	46,22	661
Szczecin	Sp. z o. o.	SZZ	EPSC	1967 (2001)	135 550 000	33,39 – Szczecin 3,35 - Goleniów	13,52	0	49,74	466
Warszawa	PP	WAW	EPWA	1920/1934		0	0	0	100	12791
Wrocław	S.A.	WRO	EPWR	1932 (1992)	206 830 000	31,11	0	19,74	31,11	2371
Zielona Góra*	Sp. z o. o.	IEG	EPZG	brak danych	380 000	0	100	0	0	9

In the European Union countries, most airports are dominated by public property - states or local authorities. In Poland, all ports are public enterprises within the meaning of art. 106 sec. 1 of the Treaty on the Functioning of the European Union [7], public ownership prevails in all ports in the structure of capital.

Plane of state interference in the market of air transport services

Air transport is part of an economy in which the rules of functioning and access to the market and infrastructure are subject to regulation. The manner and scope of state interference depend on the relationship between the "imperfect market" and the "imperfect state", as well as changes in the level of trust in market regulation and state regulation. In infrastructural industries, the goal of intervention is to ensure the availability of high-quality services. In addition, air safety issues that are subject to market regulation play an important role in air transport [3].

Economic and legal literature indicates two approaches to the problem of regulation of the aviation market. The first concerns countries that have a little competitive potential for air transport. On the other hand, countries in which the competitive potential is significant, the opportunity to expand their own share in air transport is seen by the introduction of competition. The way they work is related to the theory of liberalism. Analyzes of the SGH team also indicate that regulation can be seen in two areas, as an action of power to create an institutional framework for market processes and as a direct intervention in market processes, through political control of market economic systems [3].

The state's influence on the market of air transport services carried out at the economic level should not differ from the common assumptions of the economic policy of the State. The most important goal of the economic regulation of air services is:

- the availability of air transport services for regions,
- ensuring sufficient transport capacity,
- providing an appropriate standard of air services in the areas of: flight safety, flight continuity, punctuality and traveling convenience,
- protection of consumer interests with regard to the carrier's liability for improper fulfillment of obligations and damage to air transport,
- reasonable (non-contagious and non-discriminatory tariffs) and conditions of their application [10].

Regardless of the above objectives, the state also pursues goals related to the optimization of participation on international markets. To this goal, M. Żylicz subordinates partial objectives:

- supporting the development of activity and increasing the competitiveness of its own air carriers, aimed at exporting their services and reducing expenditure on paying services of foreign carriers performed for the benefit of the state,
- supporting the development of a network of domestic airports and increasing their use in servicing international flights in competition with other international ports,
- controlling the activities of foreign airlines in terms of securing the interests of national air transport,
- supervising the development of good conditions for cooperation for Polish carriers operating on international markets [10].

The role of the state in relation to the air transport services market is implemented on two economic and social levels. For this purpose, various forms of action and legal instruments are applicable, they can be included in the following categories:

- regulation of participation on the market of air transport services according to ICAO, including basic rights of carriers and on what routes they can perform specific types of flights and transports and auxiliary rights - operational in detail defining access to the market, eg access to aviation infrastructure (runways, terminals, gates), access to slots,
- regulation of the performance of services refers to air carriers and other entities of the analyzed market. The most important instruments include regulation of transport capacity, regulation of pricing policy, programming of routes and auxiliary services for air transport. As a result of the above-mentioned activities, the disruption of competition and its effects on the domestic and international market of air transport services should be eliminated,
- safety in the air transport sector,
- public service obligation (PSO), consisting in the regulator imposing on the air operators an obligation to serve a given air service on certain terms,
- others, eg relating to externalities, protection of passenger rights, environmental protection [9].

On the Polish air transport market, the role of the regulator is fulfilled by the Minister responsible for transport and the institution - Civil Aviation Office established by law. Their tasks and competences are set out in the Aviation Law. The Act specifies the control, financial supervision and planning tools. Among the planning tools, the Act indicates the general plan of the airport, the plan of effectiveness of air navigation services and PANSAs. The tasks of the President of the Civil Aviation Office, appointed by the Prime Minister of the Republic of Poland on the Minister's request, include matters related to civil aviation, not reserved in the Aviation Law and other legal acts, as well as matters related to the performance of the functions of the aviation administration body and aviation supervision, specified in the Act and aviation

authority functions within the meaning of international agreements and regulations, including those related to the regulation of the air services market.

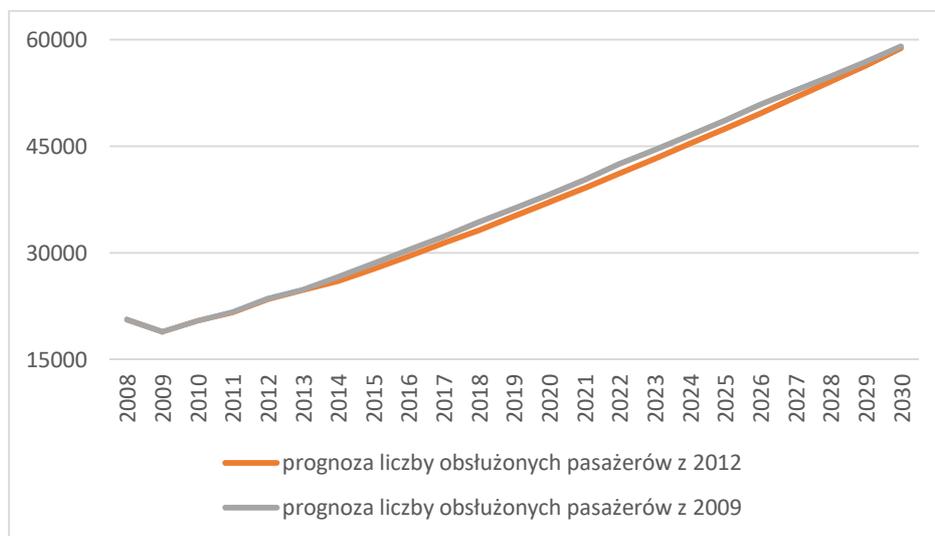
Program for the development of the network of airports and aerodrome equipment - postulated changes

The program for the development of the network of airports and aerodrome equipment is the basic government document specifying the directions of development of the airport and navigational infrastructure in Poland. It was adopted by a resolution of the Council of Ministers on May 8, 2007. The program was created in cooperation with the Team, composed of representatives of the minister responsible for finance, Minister of National Defense, minister competent for regional development, minister competent for internal affairs, minister competent for administration, minister responsible for the environment, minister responsible for transport and the Civil Aviation Office, State Enterprise "Airports", Polish Aeroclub, Polish Airlines LOT SA, and the Regional Airports Association.

Until the adoption of the Program, civil aviation in Poland did not have a plan for the development of aviation infrastructure, specifying the directions of development of aviation infrastructure for the coming years, activities necessary to achieve these objectives, entities responsible for their implementation and sources of financing.

The program was the basis for the creation of operational programs containing investments in the civil aviation sector for the years 2007-2013, which were supported by European Union funds (under the Infrastructure and Environment Program, regional programs). It was also the basis for the approval by the European Commission of support under the Cohesion Fund and the European Regional Development Fund. The program defined new tools for the impact of the Minister on the development of infrastructure of airports belonging to the TEN-T network (constituting the basic airport infrastructure of the country) and communication, navigation and surveillance infrastructure (as part of the implementation of supremacy in the Polish airspace).

The air transport services market has changed substantially over the ten years since the program was approved. In 2007, there were 11 airports operating on the market, in which 19 million passengers were served, 264 thousand passengers were made. operations, the mobility factor was 0.45. Currently, after 10 years, 15 airports operate serving 35 million passengers. In 2016, 310,000 were completed operation, and the mobility factor was 0.9. The forecast presented in the concept and the current forecast differ significantly.



1. The level of air traffic from 2008 and 2012

Source: ULC

The greater dynamics of air traffic and market changes necessitate updating or developing a new program for Poland.

When updating the program it should be included:

- the risk related to the construction of the Central Communication Port for Poland and the functioning of small, unprofitable regional ports,
- inter-branch competition - its effects on the functioning of the Polish market,
- the need to ensure complementarity of road and railway infrastructure with respect to airports of public use,
- changes in transport behavior of Polish citizens,
- the possibility of privatizing regional airports and selling the airport to them. Chopin in Warsaw,
- a change in the state's involvement in the operation of airports for self-government institutions, while maintaining the public function resulting from the service of public traffic,
- implementation of investment processes at airports, in particular in large regional airports, to propose new concepts for the development of local airports,
- greater cooperation between airports and scientific and research institutions, including higher education in the use of know-how and the implementation of innovative processes,
- less availability of aid funds from the European Union,
- new trends in global and European air transport and analyze the factors affecting the volatility of market conditions,
- striving to limit the negative impact of air transport, including ports on the natural environment,
- port involvement in CSR activities and striving for sustainable development.

Summary

Despite the urgent need to update the program for air transport and the awareness of the governing authorities, no changes have been made so far. The proposed changes should be subject to a quick assessment for implementation. At the same time, their wider analysis should be the beginning of discussions for the environments related to air transport.

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