

Airspace Strategy Board meeting: (No. 2)

Date: 28th February 2019

Venue: Department for Transport, 33 Horseferry, London, SW1P 4DR

SASIG Chairman's Summary of Notes and Key Points:

Below is a summary of notes and key points which were made by SASIG Chairman and representative, Cllr Keith Artus at the second meeting of the Airspace Strategy Board (ASB), chaired by the Aviation Minister, Baroness Sugg and held on 28th February 2019.

1. The Heathrow group's proposal could be summarised as "In order to ensure airspace modernisation delivers win/win outcomes we propose that the CAA should be given responsibility not just for approving airspace changes that facilitate increases in airspace capacity but also for setting conditions on the use of that airspace so that noise is reduced in a proportionate, fair and balanced way", and that the ASB should set up a sub-committee to address this point. Cllr Artus suggested to the Board that it would be an ideal role for the new Independent Commission on Civil Aviation Noise (ICCAN) and that this should be the way forward.
2. Cllr Artus also suggested that simply because the CAA and NATS have an 'engagement programme' with stakeholders (local communities) this does not mean that any true action will occur. Engagement is no substitute for results.
3. The Aviation Green Paper – Aviation 2050 - still refers to average noise metrics rather than addressing the more representative 'N' numbers measure of event noise. The latter is more readily available, can be measured on the ground and can be used for modelling departure and arrival noise abatement procedures.

End

AgendaAirspace Strategy Board - 28th February 2019

<u>Agenda Item</u>	<u>Topic</u>	<u>Time</u>	<u>Lead</u>	<u>For discussion or information</u>
1	Introduction	5 minutes	Baroness Sugg	Information
2	Interaction between airspace and noise policies	25 minutes	Sarah Bishop	Information & Discussion
3	Communities presentation	15 minutes	Charles Lloyd	Information & Discussion
4	CAA delivery update <ul style="list-style-type: none"> ▪ Formation of the Delivery Monitoring and Oversight group ▪ Resourcing update 	5 minutes	Richard Moriarty	Information
5	NATS delivery update: <ul style="list-style-type: none"> ▪ Set up of ACOG ▪ Masterplan Commission ▪ Progress of FASI-N and FASI-S 	20 minutes	Juliet Kennedy	Information & Discussion
6	DfT Communications update	10 minutes	Abigail Morris	Information
7	AOB – including agenda for next ASB	10 minutes	Baroness Sugg	Discussion

ASB: List of Attendees: 28th February 2019

Baroness Sugg – DfT Aviation Minister (Chair)	Karen Dee – AOA
Dan Micklethwaite – DfT	Roger Hopkinson – GA
Sarah Bishop – DfT	Keith Artus – SASIG
Caroline Low – DfT	Neil Robinson – Sustainable Aviation/MAG
Tony Poulter – DfT Non-Executive Director	Tim Johnson – Aviation Environment Federation
Abigail Morris – DfT	Charles Lloyd – Aviation Communities Forum
Gary Cox – Scottish Government	John Stewart – HACAN
Air Vice-Marshal Gerry Mayhew CBE – MOD	Klaus Goersch – British Airways
Robert Light – ICCAN	Phil Maher – Virgin Atlantic
Sam Hartley – ICCAN	Fiona Carleton – Heathrow Airport
Richard Moriarty – CAA	Neil Thompson – London Luton Airport
Andrew Farrimond – IPA	Andy Sinclair – London Gatwick Airport
Juliet Kennedy – NATS	Ann Reynolds – Isle of Man Airport

SECURING EQUITABLE AIRSPACE OUTCOMES PAPER FOR THE AIRSPACE STRATEGY BOARD

The issues

Community groups recognise that airspace modernisation has the potential to deliver some noise benefits on a per-flight basis. But those benefits appear likely to be modest and may be substantially outweighed by noise from additional flights facilitated by the significant increase in capacity that modernisation will enable.

We are also concerned that the CAA airspace change process, through which modernisation will primarily be delivered, is likely to prioritise industry interests over community interests whenever the two are in conflict because its statutory duties place greater weight on the efficient use of airspace than on environmental objectives.

These issues are compounded by the separate institutional arrangements for creating new airspace capacity and subsequently authorizing and regulating its use. No single person or body is currently responsible for ensuring that the government's overall airspace policies, both those that enable growth and those that require the reduction and mitigation of noise, are achieved in a proportionate, fair and balanced way.

For these reasons we believe it is likely that airspace modernisation will result in a series of "win/lose" outcomes, where the industry achieves substantial cost and capacity benefits but communities are subjected to greater total noise. That is not an acceptable or sustainable basis on which to take forward a fundamental redesign of UK airspace.

We recognise that the government is considering (through the Aviation Strategy Green Paper) revised arrangements that might make aviation growth conditional on noise limits or reductions, specifically noise caps and noise plans. But those arrangements do not appear to be sufficiently ambitious, and are not sufficiently defined, to give us confidence that noise will be reduced in a proportionate, fair and balanced way as capacity grows.

Proposals

We propose the following measures to address this situation:

1. Responsibility for facilitating increases in airspace capacity and for ensuring noise is reduced in a proportionate, fair and balanced way should rest in the same place so that a holistic approach is adopted and equal attention paid to industry objectives and community objectives.
2. The ASB's terms of reference should be amended to make clear that its role is to advise on the shape, and subsequently the delivery and effectiveness, of all the government's airspace policies not just the increase in capacity that modernisation is primarily intended to achieve.
3. The CAA's section 70 duties should be changed so that it is required to secure both the efficient use of airspace and proportionate, fair and balanced reductions in noise and noise impacts over time.

4. To achieve 3 above the CAA should be empowered to approve airspace changes subject to modifications or conditions intended to secure both outcomes. It should also have the authority to monitor adherence to any conditions and to take remedial action where breaches occur.

Industry and community benefits of airspace modernisation

The capacity and cost benefits to the industry of the airspace modernisation programme are very substantial. NATS' feasibility study states that the programme will deliver every airports' capacity aspirations, although the total capacity increase modelled has not been provided. NATS also estimate that the programme will deliver a 10-20% improvement in fuel burn.

The community benefits of the programme are modest or negative. NATS' study states that there may be opportunities to improve noise over the ground of each flight. The principal noise benefit claimed arises from the expected removal of stacking, but this is neither quantified nor certain, and is in any event likely to be small given stacks generally terminate at 7,000', the height at which government judges aircraft noise ceases to be an issue.

The CAA's conclusion is that "*although the [modernisation] concept offers new opportunities to mitigate some of the environmental impacts of aviation, the absolute levels of aircraft noise and emissions may increase with airspace modernisation because it enables traffic growth that would not otherwise occur*".

Airspace modernisation on its own therefore appears unlikely to offer communities material benefits. We believe the ASB and the CAA should both address the totality of government's airspace policies, in the ways described above, rather than just those intended to benefit the industry.

The CAA's airspace change process

We welcome many aspects of the CAA's new airspace change process, particularly its commitment to engagement. However, the process as a whole, and the legal context in which the CAA operates, favour industry interests at the expense of community interests. In particular:

- The CAA's airspace change process starts with a Statement of Need prepared by a sponsor, generally an airport or NATS. The sponsor is not required to consult on the Statement of Need. It is therefore unlikely that such statements will adequately reflect the airspace needs or aspirations of local communities. Subsequent stages of the process, such as the analysis of options, are required to address the sponsor's Statement of Need, thus entrenching the industry's objectives throughout the process.
- The airspace change process concludes with a regulatory decision by the CAA. In making that decision the CAA is currently obliged by law to give greater weight to industry interests than to community interests. The Airspace Modernisation Strategy appears to entrench and strengthen this bias when it says, for example, that opportunities for noise improvements should be explored "*where these are not in conflict with growth*". As far as we are aware this "industry preference" is unique amongst UK regulators. All other regulators exist primarily to protect the interests of those who are not able to do so themselves.

The effect of these arrangements, in our view, is that there are few incentives, let alone firm requirements, for the industry to address noise minimisation seriously as it progresses the airspace modernisation programme. Whilst we welcome the engagement required by the CAP 1616 process, no amount of engagement will change the underlying reality that the industry will not trade viable capacity for noise benefits, and that the regulatory regime does not require it to do so. This bias should be revised and a more balanced legal position established before modernisation commences.

It might be possible for a somewhat comparable re-balancing to be achieved by:

- Amending the government's Air Navigation Guidance to the CAA, particularly to spell out the need for the CAA to ensure proposals achieve noise-optimized ascents and descents and provide for dispersal or respite as appropriate to local circumstances;
- Requiring ICCAN to assess and advise whether airspace change proposals fairly balance the interests of the industry and communities; and
- Asking the CAA to set out much clearer regulatory decision principles.

But we believe this would be less effective and provide less certainty for all parties than a legislative change.

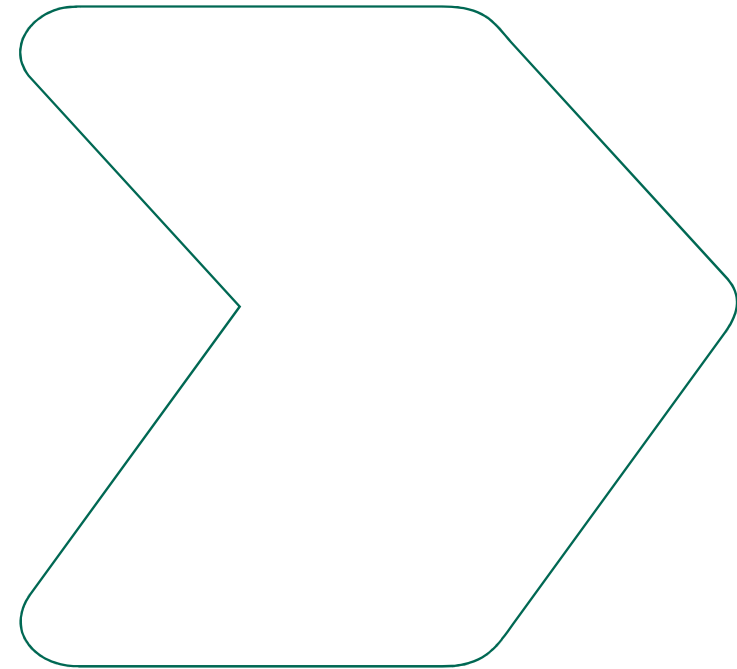
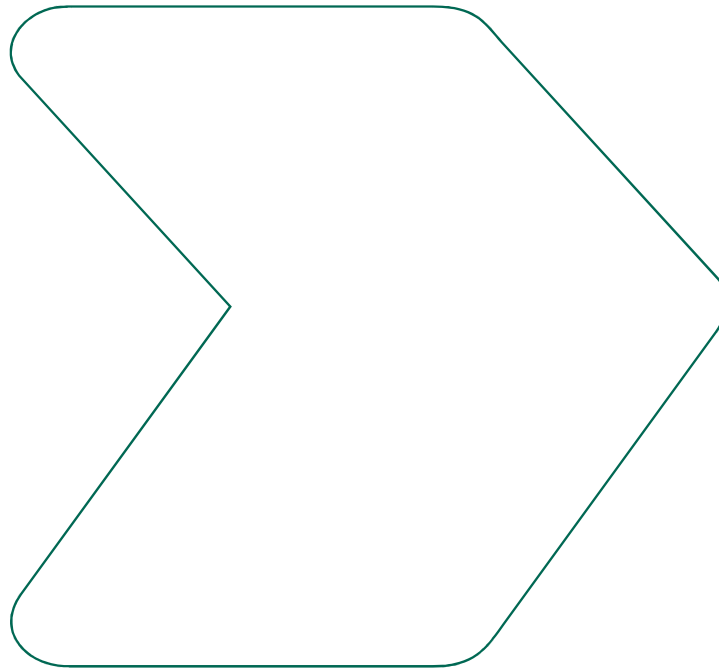
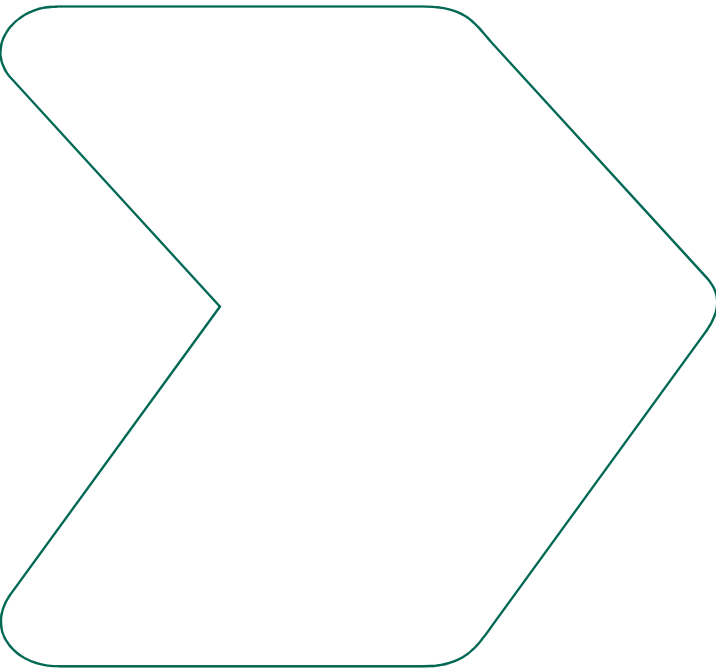
Charles Lloyd, Aviation Communities Forum
Tim Johnson, Aviation Environment Federation
John Stewart, HACAN

February 2019



Department
for Transport

Airspace Strategy Board Airspace and Noise Update 28th February 2019



OFFICIAL SENSITIVE: Aviation Policy Division

Government published a suite of airspace documents in December

Publication	Summary
Aviation Strategy Green Paper	<ul style="list-style-type: none"> • Support for modernisation of UK airspace • DfT/CAA objectives for modernisation • Consultation on enforcing the development of airspace change proposals • New proposals for managing aviation noise
CAA' Airspace Modernisation Strategy (AMS)	<ul style="list-style-type: none"> • Initiatives that the aviation industry must deliver to modernise UK airspace • Updated regularly with an annual progress report to the Secretary of State • Replaces the Future Airspace Strategy
AMS Governance Structure	<ul style="list-style-type: none"> • New governance structure to oversee delivery of the AMS • Recruitment has now commenced for some of the key new teams in the governance • Delivery groups will create and publish ToRs and set out plans for engagement in first half of 2019
NATS' Feasibility Assessment & CAA Assurance	<ul style="list-style-type: none"> • Main findings: <ul style="list-style-type: none"> ○ Sufficient airspace to meet future demands for airspace, subject to the introduction of new technology ○ Major per flight noise reductions and carbon benefits can be achieved, as well as reducing need for stacking ○ Changes are interdependent and a group of 8-15 airports should work closely together to develop their airspace change proposals





The strategy sets out a new partnership for sustainable growth

Partnership for sustainable growth

Future growth

- Access the needs case for further runways
- Use an NPS model to bring forward growth
- Support airports to develop surface access
- Safeguarding of land around airports to allow future growth

Air quality

- Airport level monitoring
- International action on fuel standards
- Surface access and on airport improvements

Managing noise

- National noise indicator and planning guidance for noise reduction
- Noise caps, regularly reviewed, monitored and enforced
- New Independent Commission on CMI Aviation Noise



Modernising our airspace for the future

- Powers to ensure airspace change is brought forward
- DfT & CAA joint leadership
- New governance structure

Efficiency

- Airports making best use of existing runways
- Slots reform to encourage competition and connectivity
- Ensuring resilience at airports

Community engagement

- Best practice community engagement
- Community amenities, including surface access improvements
- Community funds

Tackling climate change

- Government accepts CCC recommendation – emissions from UK-departing flights should be at or below 2005 levels in 2050
- Support and strengthen CORSIA
- Negotiate at ICAO for a long term goal for international aviation





We set out our objective for airspace modernisation

To deliver quicker, quieter and cleaner journeys and more capacity for the benefit of those who use and are affected by UK airspace

The above overall objective will be determined within the following parameters

Create sufficient airspace capacity to deliver safe and efficient growth of commercial aviation

Progressively reduce the noise of individual flights, through quieter operating procedures and, in situations where planning decisions have enabled growth which may adversely affect noise, require that noise impacts are considered through the airspace design process and clearly communicated

Use the minimum volume of controlled airspace consistent with safe and efficient air traffic operations

In aiming for a shared and integrated airspace, facilitate safe and ready access to airspace for all classes of airspace users, including, General Aviation and the military, and new entrants such as drones and spacecraft

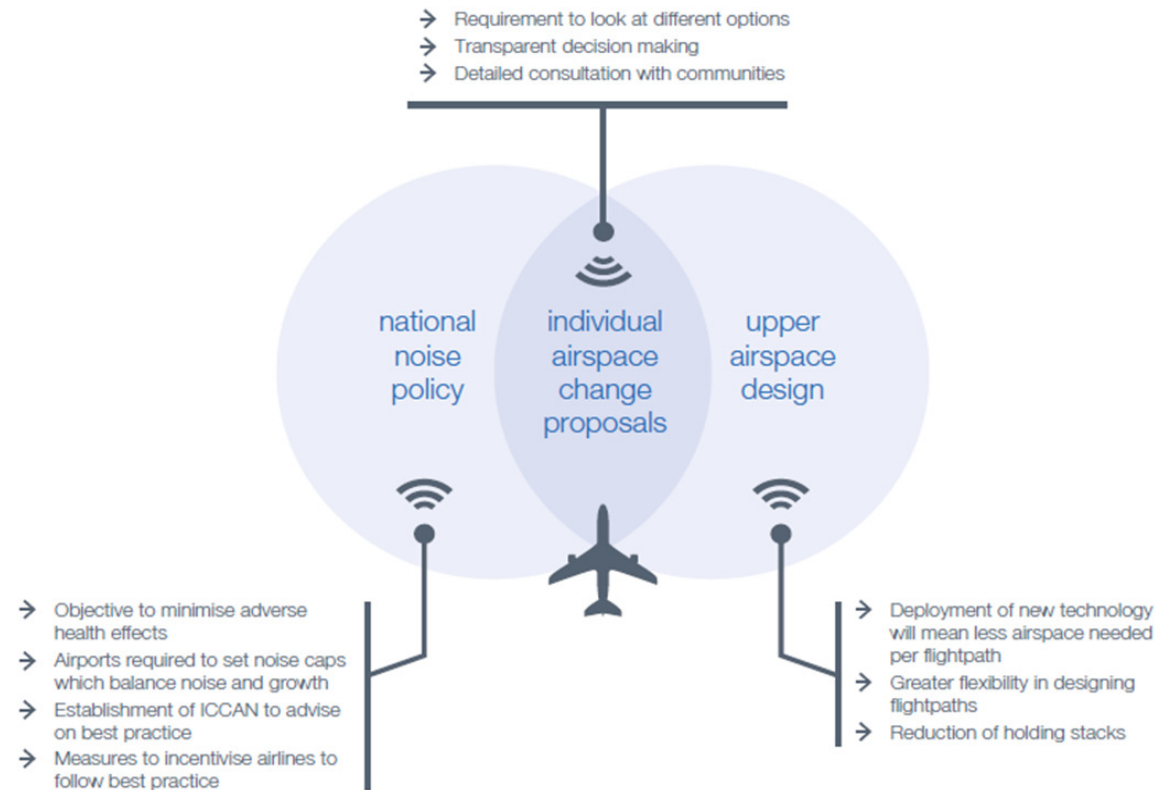
Not in conflict with national security requirements (temporary or permanent)





And the interaction between our airspace and noise policies

- ▶ While airspace modernisation will bring noise benefits for many people, it will increase noise for others.
- ▶ At many airports existing planning conditions limit the number of flights or passengers. Planning approvals are required for airports to increase these limits.
- ▶ Additional airspace capacity can only be used if planning approval is given for the increase.
- ▶ Increase in capacity should be determined through the planning process and not through the Airspace Change Process.





We are consulting on a stronger noise policy to ensure industry is incentivised to reduce noise or mitigate noise where reductions are not possible

- ▶ The government announced a new airspace and noise policy in 2017 to ensure the decision making process for airspace change proposals is fair and transparent. This includes:
 - **Establishment of a new Independent Commission on Civil Aviation Noise (ICCAN)**
 - **More transparent assessment of noise across a wider area, including the assessment of different options**

- ▶ New measures proposed in the Green Paper aim to build on the 2017 noise policies and include:
 - **Setting a new objective to limit, and where possible, reduce total adverse effects on health and quality of life from aviation noise.**
 - **A new national indicator to track the long term performance of the sector in reducing noise.**
 - **Routinely setting noise caps as part of planning approvals (for increase in passengers or flights).**
 - **Requiring all major airports to set out a plan which commits to future noise reduction, and to review this periodically.**





We are also proposing a package of new measures

- **Guidance for housebuilding near to airports and improving information for prospective home buyers**
- **New measures to ensure better noise outcomes from the way aircraft operate**
- **Considering new statutory enforcement powers for ICCAN or CAA if other measures prove insufficient**
- **New measures to improve noise insulation schemes for existing properties, including:**
 - Extending noise insulation policy threshold from 63dB LAeq 16hr to 60 dB LAeq 16hr
 - Requiring airports to review their schemes e.g whether levels of contribution are affecting uptake.
 - Government or ICCAN issuing new guidance on best practice for noise insulation schemes.
 - Where airspace changes which lead to significantly increased overflight, setting a new minimum threshold of an increase of 3dB LAeq, which leaves a household in the 54dB LAeq 16hr contour or above





Airspace Change Masterplan

- ▶ DfT and the CAA commissioned NATS to take responsibility for drawing together a UK-wide airspace change masterplan for changes required 2020-2024, starting with the South of the UK.
- ▶ NATS are creating the Airspace Change Organising Group (ACOG) to create the masterplan.
- ▶ ACOG will be overseen by a Steering Committee chaired by NERL, with airport, airline and independent representation.
- ▶ The masterplan will build on the design concept proposed in NATS' feasibility assessment and with work undertaken with FASI-South airports. ACOG will need to agree the masterplan with these airports and will also consider what other engagement is required.
- ▶ The South of the UK masterplan is expected to be produced by the end of June 2019 and will be submitted to CAA and DfT for assurance.

The Airspace Change Masterplan Criteria

- Where airspace changes could be developed in Southern England in light of forecast growth and where delays could be improved.
- Changes that may be required to deliver benefits, such as changes that can reduce total adverse effects of noise (as set out in the Air Navigation Guidance 2017), and improved access to airspace for all users, such as GA and military.
- The operational concepts required, timescales for adherence to CAA's airspace change process and the interdependencies and level of commitment of each party.





Aviation Strategy 2050: The Future of Aviation

How you can become involved in the conversation

- Visit: <https://aviationstrategy.campaign.gov.uk/>
- Email: aviationstrategy@dft.gsi.gov.uk
- Respond to the consultation
- Come and speak to us directly



Airspace Updates

Juliet Kennedy, Operations Director, NATS

NATS

South East Airspace Masterplan



NATS will identify where airspace changes could be developed in Southern England in light of forecast growth, airspace bottlenecks, new runways and new airspace designs. The Masterplan will include:

- the operational concepts required to deliver these changes and their level of maturity
- the set of assumptions on which the proposed changes are based and are dependent
- the key risks associated with delivering the plan and how they shall be mitigated
- the recommended coherent sequence of individual or modules of changes against the evaluated alternatives (this will not be finalised until all stakeholders pass Gateway 2B)
- the preferred timescale for their adherence against each step of the CAA's CAP1616 process and subsequent implementation
- the interdependencies between individual changes (Finalised at Gateway 2B)

ACOG is to manage and coordinate the airspace change programme in the South East and Northern England (eventually encompassing the whole of the UK)

Mobilising ACOG

- Funding approved in December 2018, mobilisation underway.
- Recruitment process commenced for half of the posts, first appointments have been made and further interviews completed in February and early March
- ACOG will take over leadership and coordination of FASI South and North Board and workgroups through 2019.
- Recruitment for Head of ACOG continues.
- Establishment of ACOG Steering Committee progressing well, on schedule for first meeting in March 2019.

Delivery Update – FASI - North and FASI- South



FASI South

- FASI South Programme Board and Technical Workgroups (airports and NATS) are engaging well in a coordinated shared roadmap for airspace change – to be taken over with ACOG management by June 2019
- London airports have all passed Gateway 1A of the ACP process.
- Low level Luton and Terminal Control changes scheduled for December 2020 fully integrated into the ACOG managed change
- NATS commencing 26 airspace design sprints using advanced data driven designs tools in March 2019 to conclude by December 2019.

FASI North

- Prestwick airport changes completed this month
- Low altitude changes at Birmingham and Newcastle scheduled for May 2019 (subject to CAA Approval)
- Leeds changes in September 2019 (CAA approval expected June 2019)

Thank you

