

## **CAP1616 & the airspace change process**

### **Guiding Principles for ACCs**

DRAFT

## Introduction

The CAA's CAP1616: Airspace Design Guidance describes the different stages of the airspace change process and the activities involved – from the conception of the need for a change, to engaging with those potentially affected, assessing the impacts of different design options from a safety, operational and environmental perspective, and ultimately the regulatory decision, and if appropriate the implementation and subsequent review of the change. The 7 stages in the process are set out in Annex 1.

It is recognised that all airports are different and approaches to developing airspace change design options and design principles will vary according to local circumstances. But there is a need for there to be consistency in taking forward the airspace change process. This Guidance Note therefore gives some practical advice and guidance to ACCs on how they need to be involved in airspace change proposals affecting the use of airspace around their airports.

Given the need to establish trust and acknowledgement of the important work of ACCs as the statutory advisory bodies for airports, it is important for ACCs to clearly articulate at an early stage in the airspace change process, and preferably in advance of an airspace change being formally initiated, its agreed role to the airport, across its membership and through its membership to their wider communities so that all interested parties are aware of and what is expected of their ACC in the process. There are two distinct roles for an ACC - its role in offering advice to the airport on methods of engagement and issues of key concern to local communities before the airspace change process is initiated; and its role as a key stakeholder during the formal CAP1616 process.

In agreeing the role of the ACC locally it will very much depend upon the scope of the airspace change and the expertise available to the ACC. The extent of the engagement will be up to local judgement and circumstance but must align with the CAA's CAP1616 process.

Set out below are some suggested guiding principles and matters to be considered by ACCs.

### **1. Prior to the airport/airspace change sponsor initiating the formal airspace change process:**

Questions and areas ACCs might first wish to consider:

- How the airport engages with the ACC and more generally with the local community on airspace issues?
- Is this confined to the formal ACC meeting or is there informal engagement outside the normal cycle of meetings? The latter happens at some airports and can provide an early “heads up” of potential changes.
- Do the agendas of regular ACC meetings include consideration of airspace issues or are these only discussed when there is a live issue?
- What information is regularly provided to the ACC on noise/movements/breaches?
- Are there any local pressure groups? What engagement exists with these groups (either through the airport's own channels or through the ACC's own network)? Are these represented on the ACC or are their views heard through their local authority representatives?
- What is the timeline envisaged for the airspace change? Is the airport's thinking at a stage when the ACC can influence its approach to initiating the airspace change process or has the airport already made decisions on its approach, the issues to be addressed and methods of engagement?
- In terms of noise impacts, what monitoring does the airport undertake? Does the ACC have an opportunity to suggest monitoring sites? At some airports, ACCs have been able to persuade the airport to monitor sites before, during and after an airspace change. This helps to determine whether the objectives of the change have been achieved and actual noise impacts measured

The ACC's role in offering advice to their airport:

- Given the need to gain the trust and confidence of local communities of the need for the airport/airspace change sponsor to make changes to the use of airspace, the ACC has an important role as the independent statutory advisory body for their airport in acting as the critical

friend to the airport's management and, as such, by offering feedback on the airport's initial thoughts on its approach to the airspace design process set out in the CAA's CAP1616. ACCs may wish therefore to consider whether they seek an initial informal meeting with the airport to discuss how the airspace process will be managed locally. [NB although such an informal meeting is outside of the formal airspace change process, it might be helpful for the ACC secretary to take a note of the meeting for the ACC to revisit in the initial stages of the formal airspace change process when the methods of engagement, engagement/consultation strategies and the formal consultation plan are being developed]. Examples of matters to consider at such a meeting are:

- Agree with the airport the role of the ACC in the process -  
As referenced in the DfT Guidelines for ACCs, a key aim of an ACC's work is to promote greater understanding both to the surrounding community and to the airport operator of airport operations and its impacts. One of the roles of the ACC in the CAP1616 process is therefore to assist the airport in helping to build an understanding across its membership of the need for change; of local community issues that need to be taken into account; raising awareness of the timeline of the various stages of the CAP1616 process and how interested parties can get involved. The ACC also has a role in the formal process which is discussed in Section 2 below.
  - Initial thoughts on the methods of engagement –  
An early discussion of who/which communities/organisations need to be invited to engage in the process and what form the engagement will take will assist the airport in developing a robust engagement strategy (although the development of one is not a mandatory process requirement). The breadth of knowledge the ACC's membership has of the local area can prove valuable in developing thoughts for consideration at Stage 1 of the formal process.
  - Additional ACC meetings –  
Consider with the airport whether additional/special meetings of the ACC are required to consider matters at key stages in the CAP1616 process.
- Recognising that the ACC is one of many channels of communication and engagement with the airport, ACCs need to clearly articulate to their airport that they should not be viewed as the only channel through which to engage and consult. ACCs are well placed to advise on issues of a strategic or generic nature but should not be expected to comment on route specific issues or issues affecting a particular community. CAP1616 advises that an airport may find it useful to use the ACC, or its local noise management body, as one initial basis for a focus group. If this is the case then the ACC should consider whether there are other interested parties who need to be invited to participate in the ACC's discussions. For a significant airspace change proposal the ACC may wish to recommend to the airport/airspace change sponsor the need to convene a focus group to be used throughout the airspace change process and may also wish to advise on interested parties that need to be invited to participate in the focus group, which could also include representatives of the ACC to avoid duplication of effort. There might be value in the airport placing information on its website about local engagement and the role of the ACC. An example of Manchester Airport's approach to the airspace change process is set out in Annex 2.
  - Ensuring that all communications from the airport/airspace change sponsor, including any communications from the CAA and/or the Government related to the airspace change proposals and /or process are effectively communicated to the ACC member organisations as well as the wider communities in a timely manner. ACC members and their organisations have an important role in assisting in the dissemination of information through the use of their own communication networks to help reach the wider communities. The ACC can help ensure a fully joined up approach to communication from different sources.

## **2. The ACCs role in the formal CAP1616 process**

As a representative stakeholder group identified in CAP1616, ACCs have an important role to play in this formal process and in helping the various interests reach a common understanding on matters of

common concern, matters of a strategic or generic nature on which to advise and make recommendations to the airport as well as responding to the formal consultation. The principle aims of the ACC in this process are:

- **General guiding principles:**

- To ensure that ACC discussions, advice and recommendations throughout the process are clearly documented, published and circulated widely across its membership organisations with a request that they in turn circulate the information to their wider community.
- Working through the ACC's member organisations, to raise awareness of the ACC's role in the process (also making it clear that the ACC is not a dispute resolution forum in the process) and of the timeline for the CAP1616 process highlighting when there will be opportunities for engagement and consultation and the mechanisms to input. ACCs need to encourage their member organisations to help disseminate this information to their wider communities.
- Transparency and publication of flight profiles and track density and usage, noise impacts and altitude data is an important part of the process and will help local communities, the industry and the CAA assess the affect and success of the airspace change. The ACC may wish to review with the airport the data required to ensure that it is accurate, understandable to the lay person and is publicly available at the right time. Local understanding is key if airspace decisions are gain local acceptance.

- **At Stage 1 (DEFINE) and Stage 2 (DEVELOP & ASSESS) to:**

- Advise on the development of the engagement strategy (not a mandatory process requirement), the methods of engagement and helping to identify those to be invited to engage in the process.
- Help highlight what considerations are important to communities around their airport to support the development of design principles. It should be noted that a key process requirement for the change sponsor is to develop design options that address the Statement of Need (this is the document that the airspace change sponsor is required to submit to the CAA to determine whether the CAP1616 process is to be initiated) and that are aligned with the design principles.

- **At Stage 3 (CONSULT):**

CAP 1616 states "*Engagement with local representatives such as local authorities, airport consultative committees and local groups may assist the change sponsor in developing its consultation strategy*"

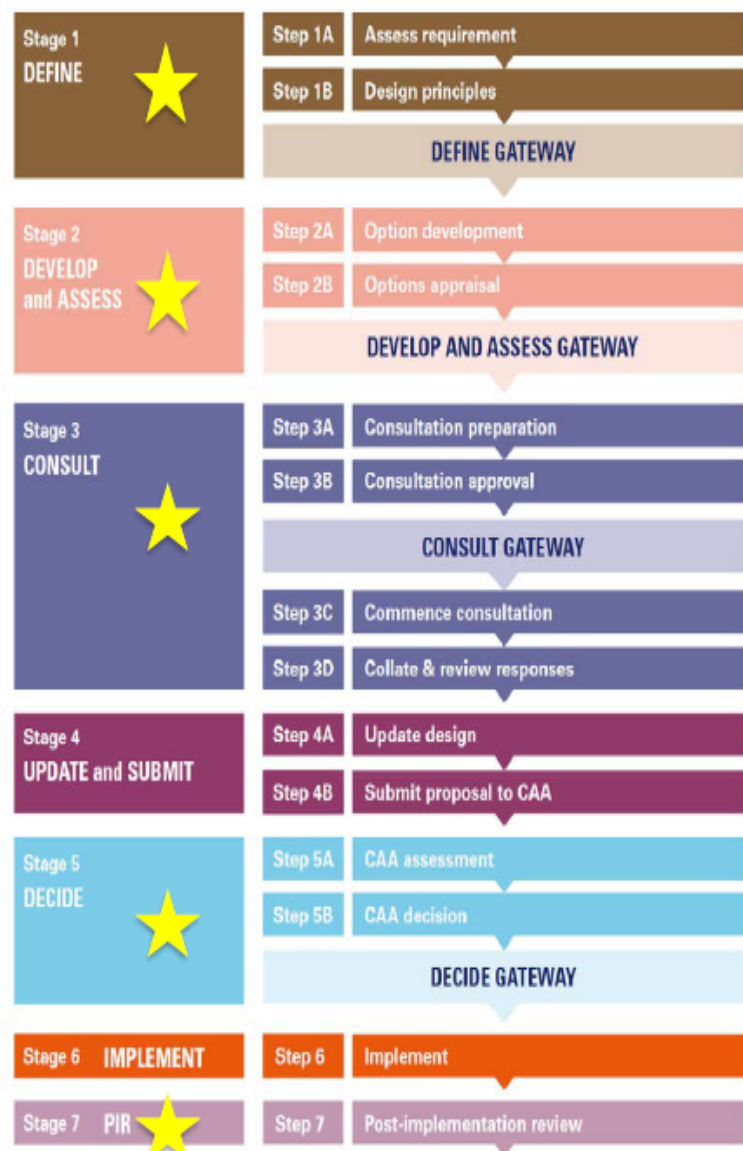
- To make observations on the development of the consultation strategy and consultation material by drawing on the local knowledge and expertise of the ACC's membership organisations.
- To ensure the airport proactively takes steps to communicate and raise awareness of proposals for change across all communities around the airport and how communities can get involved and where to find information.
- To encourage all the ACC's member organisations to individually submit a formal response to the consultation proposals.
- To only respond to the formal consultation in the event that there are serious concerns and issues of a strategic and/or generic nature which are of common concern across the ACC's membership

- **At Stage 6 (IMPLEMENT),** as change sponsors need to consider how to notify members of the local community and other stakeholder groups about the ultimate outcome of the consultation and the decision, to advise on the development of communication plans about the decision outcome, implementation timetable and the next stage in the process.

- **At Stage 7 (POST IMPLEMENTATION REVIEW (PIR)),** ensuring that communities have access to verified accurate data on the use of airspace before and after the airspace change and to help raise awareness of the publication of related information and where it can be accessed.

## Opportunities to engage throughout the process

- **Stage 1 DEFINE** – Design principles
- **Stage 2 DEVELOP and ASSESS** – Options development
- **Stage 3 CONSULT** – ACC named as an audience within consultation strategy and provide response to consultation
- **Stage 5 DECIDE** – Attend Public Evidence Session as a representative group (if requested)
- **Stage 7 PIR** – Provide feedback to the CAA on PIR data



**EXAMPLE OF AN ACC'S APPROACH TO THE CAP1616 PROCESS – MANCHESTER AIRPORT**

In 2018, Manchester Airport identified the need to increase the hours of operation for Runway 2, which would affect the noise impacts on local communities. To help with effective community engagement in the change process, a Stakeholder Reference Group (SRG) was constituted by the Airport, with the following broad terms of reference:

- Acting as a critical friend
- Commenting and reporting on the responses and concerns
- Advising on community engagement
- Representing views of Community Groups

The SRG was chaired by the Chairman of the Consultative Committee and included two other members of the Committee. It also involved a number of key Interest Groups and other local Bodies. The Group met regularly to oversee and advise the Airport on the process, and the agendas, minutes and other relevant papers were published on the Airport website as part of the whole programme. The minutes were also reported to and discussed at the Consultative Committee's Technical Advisory Group each quarter. The changes involved were significant and were implemented fully with minimal local complaints which is an indication of the success of the public engagement programme.

Setting up the SRG was seen as a valuable trial for the Airspace Change process. When this commences later in 2019 it is likely that two such SRG's will be established, one for each end of the runways.

The SRG is considered to be an effective aid to the Consultative Committee's involvement in Airspace Change, as the Group(s) include strong local representation in their membership, and they provide an effective means of ensuring that local Interest/Action Groups and Town and Parish Councils are fully consulted and engaged.

