

***OPERATIONAL NOISE MITIGATION DEVELOPMENT
ENGAGEMENT PLAN***



Heathrow



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1. Introduction

- 1.1.1 This Engagement Plan has been prepared to describe Heathrow's proposed engagement with stakeholders and interested parties on proposed operational noise mitigation measures that will be included in the Development Consent Order (DCO) application for the Heathrow Expansion Project (HEP).
- 1.1.2 This Engagement Plan describes (or refers to) the consultation and engagement measures that will be taken to meet the requirements of:
1. the Airports National Policy Statement (Airports NPS);
 2. the Planning Act 2008; and
 3. EU Regulation 598,¹
- 1.1.3 in relation to the development of proposed operational noise mitigation measures for the HEP only.
- 1.1.4 Operational noise mitigation measures are only one part of the HEP and Heathrow will be consulting and engaging on all elements of the HEP in different ways. This separate Engagement Plan has been prepared specifically in relation to the development of operational noise mitigation measures to support specific engagement requirements set out in the Airports National Policy Statement in relation to certain mitigation measures, the requirements of the Planning Act 2008 and the requirement of EU Regulation 598. These requirements are explored below.

¹ Full title: Regulation (EU) No 598/2014 of the European Parliament and of the Council of 16 April 2014 on the establishment of rules and procedures with regard to the introduction of noise-related operating restrictions at Union airports within a Balanced Approach and repealing Directive 2002/30/EC



2. Requirements under the airports national policy statement

2.1.1 The Airports NPS includes specific requirements for engagement with local communities and stakeholders in relation to some specific operational noise mitigation measures which the Airports NPS states should accompany Heathrow's proposals for the HEP. The relevant extracts are set out below at Table A.

Table A

Airports NPS Para	Airports NPS Text (Emphasis added)
5.57	While the package and detail of noise mitigation measures should be subject to consultation with local communities and other stakeholders to ensure the most appropriate and effective measures are taken forward , in the context of Government policy on sustainable development, the Government expects the applicant to make particular efforts to avoid significant adverse noise impacts and mitigate other adverse noise impacts as a result of the Northwest Runway scheme and Heathrow Airport as a whole.
5.60	The applicant should put forward plans for a noise envelope. Such an envelope should be tailored to local priorities and include clear noise performance targets. As such, the design of the envelope should be defined in consultation with local communities and relevant stakeholders, and take account of any independent guidance such as from the Independent Commission on Civil Aviation Noise . The benefits of future technological improvements should be shared between the applicant and its local communities, hence helping to achieve a balance between growth and noise reduction. Suitable review periods should be set in consultation with the parties mentioned above to ensure the noise envelope's framework remains relevant.
5.61	The applicant should put forward plans for a runway alternation scheme that provides communities affected with predictable periods of respite (though the Government acknowledges that the duration of periods of respite that currently apply will be reduced). Predictability should be afforded to the extent that this is within the airport operator's control. [Footnote 156] ² The details of any such scheme, including timings, duration and scheduling, should be defined in consultation with local communities and relevant stakeholders, and take account of any independent guidance such as from the Independent Commission on Civil Aviation Noise .
5.62	The Government also expects a ban on scheduled night flights for a period of six and a half hours, between the hours of 11pm and 7am, to be implemented. [Footnote 157] ³ The rules around its operation, including the exact timings of such a ban, should be defined in consultation with local communities and relevant stakeholders, in line with EU Regulation 598/2014 . In addition, outside the hours of a ban, the Government expects the applicant to make particular efforts to incentivise the use of the quietest aircraft at night.

² Footnote 156 of the Airports NPS reads "Examples of circumstances outside of an airport operator's control might be severe weather disruption and similar events"

³ Footnote 157 of the Airports NPS reads "11pm to 7am is the standard night period used in noise measurement, and is used in World Health Organisation guidelines and the Environmental Noise Directive"



Airports NPS Para	Airports NPS Text (Emphasis added)
5.63	It is recognised that Heathrow Airport already supports a number of initiatives to mitigate aircraft noise, such as developing quieter operating procedures (like steeper descent approaches) and keeping landing gear up as long as possible. The applicant is expected to continue to do so, and to explore all opportunities to mitigate operational noise in line with best practice. The implementation of such measures may require working with partners to support their delivery.

- 2.1.2 In addition, paragraph 5.358 of the Airports NPS requires Heathrow to "*engage constructively with the community engagement board throughout the planning process, with its membership (including an independent chair), and with any programme(s) of work the community engagement board agrees to take forward*". The Airports NPS explains that goal of developing a community engagement board at Heathrow is "*to help to ensure that local communities are able to contribute effectively to the delivery of expansion, including to consultations and evidence gathering during the planning process.*"⁴
- 2.1.3 Heathrow has a developed relationship with the Heathrow Community Engagement Board (HCEB), which was established pursuant to the paragraphs referenced above in January 2018. More information about the HCEB can be found on its website: <https://www.hceb.org.uk/>

⁴ paragraph 5.257



3. *Requirements under the Planning Act 2008*

- 3.1.1 The Planning Act 2008 contains requirements in relation to consultation which Heathrow will have to meet in developing its DCO application for the HEP. Those requirements can be briefly summarised as obligations to:
- a. consult on preliminary environmental information that is reasonably required for certain statutory consultation bodies to develop an informed view of the likely significant environmental effects of the HEP (and of any associated development);⁵
 - b. consult certain named statutory bodies, which includes organisations such as the Civil Aviation Authority and the Environment Agency;⁶
 - c. consult local authorities whose boundaries include or are adjacent to the land proposed to be used for the HEP;⁷
 - d. consult those people with interests in land that will be affected by the HEP;⁸ and
 - e. consult those people living in the vicinity of the HEP on the proposed application.⁹
- 3.1.2 The activities Heathrow has undertaken and will undertake to meet these requirements shall be evidenced elsewhere as part of the DCO application for the HEP, but the primary activity will be to undertake formal 'statutory consultation' (i.e. a consultation or consultations designed to meet the statutory requirements summarised out above) on all elements of the HEP, including the noise mitigation measures.
- 3.1.3 The activities described in this Engagement Plan will inform that statutory consultation, and may help to refine the Heathrow's proposals for the HEP after the statutory consultation has taken place and before the DCO application is submitted.

⁵ See regulation 12 of Infrastructure Planning (Environmental Impact Assessment) Regulations 2017

⁶ Section 42(1)(a) of the Planning Act 2008 and Schedule 1 to the Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009.

⁷ Section 42(1)(b) and (c) of the Planning Act 2008

⁸ As described in section 44 of the Planning Act 2008

⁹ Section 47 of the Planning Act 2008



4. Engagement requirements of EU Regulation 598

- 4.1.1 The general role and purpose of EU Regulation 598 in ensuring that the *ICAO Balanced Approach to Aircraft Noise Management* is met at airports in the UK is explained in the information paper *Developing Our Approach to Noise Management*.
- 4.1.2 The Secretary of State is the competent authority responsible for ensuring that the requirements of EU Regulation 598 are met.
- 4.1.3 In relation to stakeholder engagement and consultation, EU Regulation 598 specifically requires competent authorities to ensure that:
- a. at the appropriate level, technical cooperation is established between the airport operators, aircraft operators and air navigation service providers to examine measures to mitigate noise¹⁰ ;
 - b. local residents, or their representatives, and relevant local authorities are consulted, and that technical information on noise mitigation measures is provided to them¹¹ ;
 - c. the process of consultation with 'interested parties', which may take the form of a mediation process, is organised in a timely and substantive manner, ensuring openness and transparency as regards data and computation methodologies¹² ; and
 - d. 'interested parties' shall have at least three months prior to the adoption of the new operating restrictions to submit comments¹³ .
- 4.1.4 EU Regulation 598 defines a number of 'interested parties' which are reflected in the engagement categories set out in Appendix 1 to this Engagement Plan.
- 4.1.5 Heathrow's DCO application for the HEP, will propose operational noise mitigation measures to which EU Regulation 598 will apply.
- 4.1.6 Engagement undertaken by Heathrow is intended to reflect the requirements of EU Regulation 598 and ensure that the Secretary of State has the necessary information and evidence available to him or her to support a decision to grant a DCO for the HEP which contains operational noise mitigation measures to which EU Regulation 598 applies.

¹⁰ EU Regulation 598 Article 6(2)(b)

¹¹ EU Regulation 598 Article 6(2)(b)

¹² EU Regulation 598 Article 6(2)(d)

¹³ EU Regulation 598 Article 6(2)(d)



5. *Key objectives of engagement*

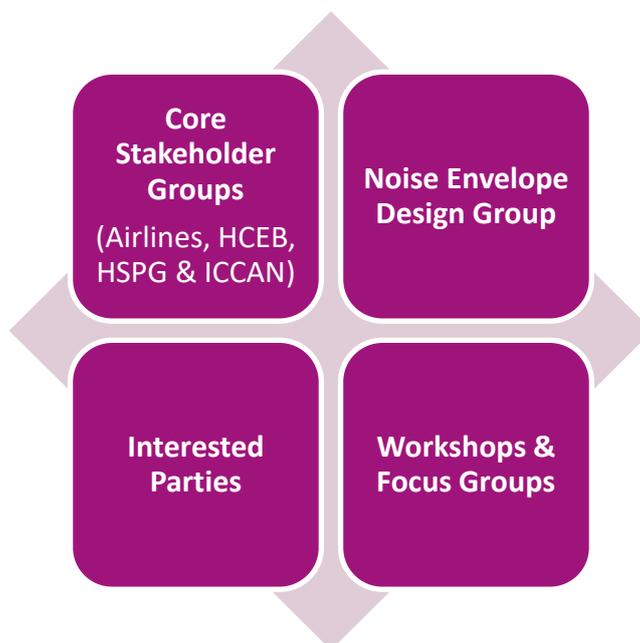
5.1.1 They key objectives from this Engagement Plan are:

1. to inform key stakeholders about our options evaluation process for operational noise mitigation measures, and test some of the methodologies with them;
2. to obtain feedback from the community and stakeholders about issues that could help inform evaluation of operational noise mitigation measures;
3. to test some of Heathrow's early work in relation to operational noise mitigation measures for the HEP, and to open this up to comment from stakeholders;
4. to test proposed noise abatement objective(s) with key stakeholders and the community;
5. to undertake a wider consultation in January 2019 on a proposed noise objective and some operational noise mitigation measures; and
6. to allow the community and stakeholders to comment on a proposed package of operational noise mitigation measures in consultation at the Airport Expansion Consultation planned for June 2019.



6. Approach to engagement

6.1.1 Heathrow proposes to undertake its engagement operational noise mitigation measures with stakeholders on four different bases as follows:



6.1.2 These are explored in turn below at sections 7 to 10 below.

6.1.3 Where Heathrow identifies the need for stakeholder engagement at a particular milestone in the development of its operational noise mitigation measures, the **Core Stakeholder Groups** (see section 7) and the **Noise Envelope Design Group** (see section 8) will be the primary avenues through which Heathrow shall undertake its consultation and engagement.

6.1.4 Engagement with wider '**Interested Parties**' (see section 9) will take place in a more flexible manner to help inform options development and evaluation.

6.1.5 **Workshops and Focus Groups** will also be used less regularly to test ideas and communications.

6.1.6 **All interested parties** will be given an opportunity to comment during at least two public processes which are:

1. during Heathrow's statutory consultation on its proposed application under the Planning Act 2008, currently planned as the Airport Expansion Consultation on the HEP expected to take place in June 2019; and



2. during the examination of Heathrow's DCO application under the Planning Act 2008, at which those who wish to comment can register to be part of the examination phase.¹⁴

6.1.7 These public processes will help ensure that interested parties have at least three months prior to the adoption of the new operating restrictions to submit comments, as required by EU Regulation 598.

¹⁴ Please note 'interested parties' has a different meaning under the Planning Act 2008 and requires those who wish to comment on the application to actively register.



7. Core stakeholder groups

7.1.1 In order to meet Heathrow's engagement objectives and the core legal requirements while ensuring that proposals can be progressed in a timely manner, Heathrow intends to focus its more detailed and technical engagement on operational noise mitigation measures around four core stakeholder groups as described below, and the Noise Envelope Design Group (explained at section 8 below).

7.2 Airlines

7.2.1 As our customers and the main businesses that will operate at an expanded Heathrow, we engage regularly with airlines and airline representative groups on our proposals for expansion. Airlines are likely to be directly affected by the operational noise mitigation measures we put in place, particularly any bans or restrictions we seek to impose to reduce noise.

7.2.2 Heathrow will engage with its existing multi-lateral airline groups to plan working-level engagement on operational noise mitigation measures. Bi-lateral engagement with airlines may still take place where required.

7.3 Heathrow Strategic Planning Group

7.3.1 The Heathrow Strategic Planning Group (HSPG) represents the local authorities and other organisations responsible for the land use planning, transport, environment, economic development and sustainable development in the wider area surrounding Heathrow Airport. The HSPG is independent of Heathrow but works constructively with Heathrow to achieve the best possible future planning of the area.

7.3.2 The Full Members of the HSPG are: Buckinghamshire County Council, Colne Valley Regional Park, Enterprise M3 Local Enterprise Partnership, London Borough of Ealing, Elmbridge Borough Council, London Borough of Hounslow, Royal Borough of Windsor and Maidenhead, Runnymede Borough Council, Slough Borough Council, South Bucks District Council, Spelthorne Borough Council, Surrey County Council, Thames Valley Berkshire Local Enterprise Partnership, and Buckinghamshire Thames Valley Local Enterprise Partnership.

7.3.3 The London Borough of Hillingdon and Mayor of London are invited to join or participate with the Group but do not currently do so. Other organisations participate in many of the activities of the HSPG with 'Observer' status. Slough Borough Council is the accountable body for the HSPG, and acts as host for the



small Core Team of technical and administrative staff who service the HSPG. More information about the HSPG can be found on its website.¹⁵

- 7.3.4 Heathrow believes that the HSPG is the best forum through which to focus its engagement with local authorities likely to be affected by the proposed operational noise mitigation measures for the HEP. Bi-lateral engagement with local authorities who attend HSPG and those others who are relevant local authorities as defined by section 42(1)(b) and (c) of the Planning Act 2008 (but do not attend HSPG) will still take place where appropriate.

7.4 *Heathrow Community Engagement Board*

- 7.4.1 The Heathrow Community Engagement Board (HCEB) was established in January 2018 and is a non-profit company limited by guarantee which operates independently from Heathrow. The HCEB was set up to enable communities and key stakeholders to scrutinise, challenge and contribute effectively to decision-making at Heathrow Airport. The HCEB aims to build the relationships necessary to ensure that these groups have the opportunity for their views to be heard.

- 7.4.2 The HCEB has been set up in part to meet the requirements of the Airports NPS in relation to a Community Engagement Board, as described at section 2.1.2 above. More information on the HCEB is available on its website:
<https://www.hceb.org.uk/>

- 7.4.3 In addition to the role performed by local authorities in representing local communities, the HCEB provides a separate and independent voice to representing community interests. As such, Heathrow believes the HCEB should be the primary community representative group which Heathrow engages with in relation to the proposed operational noise mitigation measures for the HEP.

7.5 *ICCAN*

- 7.5.1 Heathrow is committed to testing its proposals with relevant experts. Paragraph 5.60 of the Airports NPS (see above) requires Heathrow "*take account of any independent guidance such as from the Independent Commission on Civil Aviation Noise*" (ICCAN) when preparing its noise envelope.

- 7.5.2 Heathrow proposes to engage with the ICCAN on its package of proposed operational noise mitigation measures.

¹⁵ <http://heathrowstrategicplanninggroup.com/>



7.6 Other core stakeholder groups

- 7.6.1 In addition to the stakeholder groups above, Heathrow will also continue to obtain additional expert input on its operational noise mitigation measures from the Noise Expert Review Group (NERG). The NERG is a group of noise experts established by Heathrow to provide expert peer review of Heathrow's expansion noise assessment and proposals. NERG will advise Heathrow in the development of its operational noise mitigation measures and the preparation of the noise envelope, in light of guidance from ICCAN.
- 7.6.2 Although engagement with not be limited to these groups (see sections 8 and 9 below), we believe that together the groups above have the right responsibilities and expertise to represent the range of different interests that are concerned with noise mitigation at the airport.



8. Noise Envelope Design Group

- 8.1.1 In order to achieve a balance between growth and noise reduction, Heathrow is required by the Airports NPS to develop a 'noise envelope' will be legally binding, and which has been defined in consultation with local communities and relevant stakeholders to respond to the needs of local residents around Heathrow.
- 8.1.2 The term “noise envelope” is used to describe a dynamic arrangement of legally binding controls and limits for the ongoing and future management of noise. Its aim is to provide certainty to communities on the airport’s impacts, whilst allowing operators (e.g. airlines) a degree of flexibility on how they can grow their use of the airport. Some of Heathrow's operational noise mitigation measures will form part of the noise envelope.
- 8.1.3 Heathrow is establishing a noise envelope design group (NEDG). This will be formed of a small number of technical and legal experts representing the interests of communities, local authorities and airlines in line with Civil Aviation Authority guidance on noise envelopes.¹⁶ Heathrow intends to establish this NEDG in early 2019.
- 8.1.4 Heathrow proposes to engage the NEDG on its proposed operational noise mitigate measures for expansion. The NEDG need not replace the engagement with the core stakeholder groups described above at section 7, but is designed as a forum where those with potentially competing interests can debate issues and information in an effort to develop the most appropriate operational noise mitigation package for the HEP in a collaborative and timely manner.
- 8.1.5 Engagement via the NEDG will also, alongside bi-lateral engagement conducted by Heathrow, help to ensure that the requirement of EU Regulation 598 that "***at the appropriate level, technical cooperation is established between the airport operators, aircraft operators and air navigation service providers to examine measures to mitigate noise.***", has been met in relation to the operational noise mitigation measures that will be included in Heathrow's DCO application for the HEP.

¹⁶ CAP 1129 Noise Envelopes
<http://publicapps.caa.co.uk/docs/33/CAP%201129%20Noise%20Envelopes.pdf>



9. *Interested parties & key stakeholders*

- 9.1.1 *Appendix 1* below describes in broad terms the wider categories of interested parties and stakeholder groups Heathrow proposes to engage with and, where possible, how it will engage with them.
- 9.1.2 All of these groups will have an opportunity to comment on Heathrow's proposed operational noise mitigation measures for the HEP at the open processes of statutory consultation(s) and DCO examination described above at section 6.1.6 above, in addition to non-statutory consultation conducted by Heathrow.
- 9.1.3 Additional engagement will take place as required with these interested parties in a more flexible manner, in order to supplement the engagement undertaken via the Core Stakeholder Groups and the NEDG.



10. Workshops and focus groups

- 10.1.1 In addition to the engagement described above, Heathrow will hold workshops and focus groups with individuals or representatives of stakeholder groups and local residents in order to test and develop some of the more complex proposals, or to explore certain issues which may illicit subjective responses. Workshops and focus groups may also be used to test consultation and engagement materials and issues, to ensure that Heathrow prepares public materials that can be easily understood.
- 10.1.2 Workshops and focus groups are expected to take place with residents and also (separately or together) with representatives from more informed stakeholder groups, for example action groups or representatives of the organisations named above or other groups representing interested parties.
- 10.1.3 Workshops and focus groups will take place when Heathrow considers they would support the development of operational noise mitigation measures for the HEP.



Appendix 1

Engagement Categories

Category	Notes
Local residents living in the vicinity of the airport and their representatives.	<p>Heathrow will undertake consultation with those communities Heathrow as identified in the Statement of Community Consultation it will prepare pursuant to section 47 of the Planning Act 2008.</p> <p>Engagement will take place primarily with the Heathrow Community Engagement Board as described above (given their specific role to enable communities local to scrutinise, challenge and contribute effectively to decision-making in relation to the HEP) but Heathrow will also engage the Heathrow Community Noise Forum¹⁷ and the Heathrow Local Focus Forum¹⁸.</p> <p>Heathrow may also undertake additional targeted engagement with local residents and communities through workshops and focus groups.</p> <p>Heathrow will endeavour to keep elected representatives for local communities (including MPs) up to date about its consultation activities.</p>
Relevant local authorities.	<p>To include relevant local authorities prescribed by section 42(1)(b) and (c) of the Planning Act 2008.</p> <p>All relevant local authorities will be notified of Heathrow's statutory consultation(s) and the DCO examination in accordance with the requirements of sections 42 and 56 of the Planning Act 2008.</p> <p>Engagement will take place primarily with the Heathrow Strategic Planning Group, but Bi-lateral engagement with local authorities who attend HSPG and those others who are relevant local authorities as defined by section 42(1)(b) and (c) of the Planning Act 2008 (but do not attend HSPG) will also take place where appropriate.</p>
Representatives of local businesses based in the vicinity of the airport, whose activities are affected by air traffic and the operation of the airport.	<p>All those living and working in the vicinity and wider members of the public (including businesses and their representatives) will have a chance to comment on the proposed operational noise mitigation measures as part of the statutory consultation to be undertaken by Heathrow to meet the requirements of section 47 of the Planning Act 2008, any non-statutory consultation(s) undertaken by Heathrow and the DCO examination process.</p>

¹⁷ <https://www.heathrow.com/noise/heathrow-community-noise-forum>

¹⁸ <https://www.heathrow.com/company/community-and-environment/community/local-focus-forum>



Category	Notes
	<p>Heathrow may undertake additional targeted engagement of businesses and their representatives. The businesses and representatives Heathrow will engage with will depend on the proposals and the extent of any impact they may have.</p>
<p>Airport operators (nationally and internationally) that may be affected by any of the operational noise mitigation measures.</p>	<p>Airport operators and their representatives will have a chance to comment on the proposed operational noise mitigation measures as part of the statutory consultation to be undertaken by Heathrow to meet the requirements of section 47 of the Planning Act 2008, any non-statutory consultation(s) undertaken by Heathrow and the DCO examination process.</p> <p>In addition, Heathrow may undertake targeted engagement with specific airports. The airports Heathrow will engage with will depend on end on the proposals and the extent of any impact they may have.</p>
<p>Representatives of aircraft operators which may be affected by any of the operational noise mitigation measures.</p>	<p>Aircraft operators and their representatives will have a chance to comment on the proposed operational noise mitigation measures as part of the statutory consultation to be undertaken by Heathrow to meet the requirements of section 47 of the Planning Act 2008, any non-statutory consultation(s) undertaken by Heathrow and the DCO examination process.</p> <p>Heathrow also proposes to engage with airlines currently operating at Heathrow, airline representative groups and, where possible, with airlines who may wish to operate at an expanded airport, through the existing avenues established for engagement with airlines in relation to the HEP.</p>
<p>Relevant air navigation service providers, the Network Manager and the designated slots coordinator.</p>	<p>Relevant air navigation service providers, the Network Manager and the designated slots coordinator) will have a chance to comment on the proposed operational noise mitigation measures as part of the statutory consultation to be undertaken by Heathrow to meet the requirements of section 47 of the Planning Act 2008, any non-statutory consultation(s) undertaken by Heathrow and the DCO examination process.</p> <p>Heathrow proposes to engage with NATS, NATS (En Route) plc (NERL), the European Organisation for the Safety of Air Navigation (Eurocontrol); and Airport Coordination Limited.</p>
<p>Statutory bodies and organisations prescribed under the Planning Act 2008</p>	<p>To include bodies prescribed under section 42(1)(a) (duty to consult) and listed in column 1 of the table set out in Schedule 1 to the Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009, where the circumstances set out in column 2 of that table are satisfied in respect of that body.</p>

Heathrow Expansion

Operational noise mitigation development engagement plan



Category	Notes
	<p>All relevant bodies will be notified of Heathrow's statutory consultation(s) and the DCO examination in accordance with the requirements of sections 42 and 56 of the Planning Act 2008 and will have a chance to comment on the proposed operational noise mitigation measures.</p> <p>In addition, Heathrow may undertake targeted engagement with those bodies most likely to be interested in or affected by Heathrow's proposed operational noise mitigation measures for the HEP.</p>
Independent Commission on Civil Aviation Noise	<p>The Independent Commission on Civil Aviation Noise will have a chance to comment on the proposed operational noise mitigation measures as part of the statutory consultation to be undertaken by Heathrow to meet the requirements of section 47 of the Planning Act 2008, any non-statutory consultation(s) undertaken by Heathrow and the DCO examination process.</p> <p>In addition, Heathrow will conduct specific targeted engagement with the Independent Commission on Civil Aviation Noise as described at section 7.5 above.</p>
Those people with interests in land that will be affected by the HEP	<p>As described in section 44 of the Planning Act 2008.</p> <p>Those people with relevant interests in land affected by the HEP will be notified of Heathrow's statutory consultation(s) and the DCO examination in accordance with the requirements of sections 42 and 56 of the Planning Act 2008 and will have a chance to comment on the proposed operational noise mitigation measures.</p> <p>Heathrow does not envision specific targeted engagement with this category of interested party at this stage, to the extent that a person with an interest in land does not fall into any of the other categories above.</p>

