

LONDON BOROUGH OF NEWHAM

ENVIRONMENT COMMITTEE 13th April 1999

DEVELOPMENT CONTROL & LICENSING COMMITTEE 26th April 1999

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| | AGENDA ITEM NO. |
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| | DRN. NO. |

SUBJECT: London City Airport - New Noise Management Scheme

SOURCE: DIRECTOR OF ENVIRONMENT

WARDS AFFECTED: Custom House & Silvertown and South

Summary

This report outlines the new and extended Noise Management Scheme proposed for London City Airport, and seeks the Committee's approval to it. It also seeks the Committee's guidance on how any accumulated financial penalties imposed on airlines should be used.

Implications:

(a) **Legal and Financial**

London City Airport are required to submit a new Noise Management Scheme for the approval of the Council as a requirement of the legal agreement concluded on 21st July 1998 under Section 106 of the Town & Country Planning Act 1990 in connection with the planning permission of that date to increase Air Transport Movement limits.

With regard to the financial penalties discussed in this report, it should be noted that the Council has no contractual relationship with Airlines operating at City Airport. Only the Airport has the contractual relationship to enable it to impose and realise financial penalties, and so any money raised would rest with the Airport and not the Council. The Section 106 Agreement is also silent on the value and destination/use of any financial penalties. The report therefore only asks for an "in principle" view from Members (not a decision) on what the Airport should do with any such money so this view can be communicated to the Airport. There are no financial implications in this report for the Council at present, but there may be modest positive implications in future months if the Airport agree that a proportion

of any money raised from financial penalties should be passed to the Council's Environmental Health service to assist with running costs associated with additional noise and track monitoring work.

(b) **Service Delivery**

The Council's implementation and monitoring of the various environmental control regimes in force at City Airport under the planning permission and Section 106 Agreement (including the Noise Management Scheme) has kept complaint levels significantly below that at other comparable Airports.

(c) **Equality**

None Specific

Recommendations

Your Committee is asked to :

Environment Committee

Note the proposed new and extended Noise Management Scheme for London City Airport, and refer any comments on the scheme, including the use of any money accumulated from financial penalties, to Development Control & Licensing Committee.

Development Control & Licensing Committee

1. Approve the new and extended Noise Management Scheme for London City Airport.
2. Agree an "in principle" view that any money accumulated from financial penalties on Airlines should be used to supplement the local community grants programmes administered by the Royal Docks Trust (London), and to support additional airport noise and track monitoring carried out by the Council's Environmental Health service.
3. Delegate authority to the Director of Environment to agree with London City Airport
 - (a) the financial value of a penalty or credit point within the meaning of the Scheme.
 - (b) the percentage allocation of any money accumulated from financial penalties between the Royal Docks Trust (London) and the Council's Environmental Health service, as described in recommendation 2 above.

Malcolm Smith
Director of Environment

Originator of Report: Ian Fines

Date: 26th March 1999

Reference: IF/REPT1A

Fog Index:

Local Government (Access to Information) Act, 1985

Background papers used in preparing this report:

Section 106 Agreement between London City Airport, Newham Council and others dated 21st July 1998.

London City Airport New Noise Management Scheme, 9th December 1998

REPORT

1.0 Background

1.1 Planning permission was granted on 21st July 1998 for an increase in Air Transport Movements at London City Airport. This followed the conclusion of a legal agreement under Section 106 of the Town & Country Planning Act between the Airport and the Council covering a range of environmental protection, transport and jobs/training matters. Under Clause 7.7 of this Agreement the Airport are required to submit a new and extended Noise Management Scheme to the Council for its approval, following consultation with the Airport Consultative Committee. The Airport Consultative Committee considered the proposed new Scheme at its meeting on 6th January 1999 and made no observations on it.

2.0 The Proposed New Scheme

2.1 The existing scheme has been operated continuously since its approval in May 1993 with the objective of minimising noise disturbance from aircraft using London City Airport. The July 1998 Agreement requires the new Scheme to include:

- * the combined monitoring of noise and track-keeping to identify any deviations from the standard routes that should be followed by aircraft using the Airport and to verify the noise contours.

- * a system of incentives and penalties (to include financial penalties as well as operational penalties) designed to minimise noise disturbance from aircraft, to ensure that track-keeping is maintained by aircraft, and to control maximum noise levels of aircraft - and to implement such a system within a period of 9 months from the date of approval by the Council of the Noise Management Scheme.

- * minimising noise disturbance from any aircraft overhaul facility, from ground running or generally from any aircraft ground noise source.

- * regular meetings and consultation with the Airport Consultative Committee and such other statutory body or bodies as may be reasonably nominated by the Council to review the operation of the Noise Management Scheme.

2.2 The new scheme as submitted incorporates these requirements, and an overview of its main features is set out in Appendix 1. Approval is recommended.

3.0 Financial Penalties and their use

3.1 Penalty points will be issued to Airlines for unjustified “noisy departures”, excessive use of reverse thrust on landing, and exceptional divergence from track. Credit points

will be issued to them for “quiet departures”. The Airport will report the number of credit and penalty points issued to each Airline to the Council on a quarterly basis. Where an Airline has a greater number of penalty points than credit points, a **financial penalty** will be raised.

- 3.2 The value of the financial penalties has yet to be fixed and agreed. This is not a problem as the Section 106 Agreement only requires this aspect of the Scheme to be implemented within 9 months from the date of the Council’s agreement to the overall Noise Management Scheme. The Airlines will also need to be consulted on this matter. Over the next few months the system will be monitored to see what levels of penalty points (or indeed credits) might be expected from the scheme, and the financial value of a penalty can then be agreed at an appropriate level to effectively discourage noisy or “off-track” flying. Members are asked to delegate authority to agree the value of a financial penalty to the Director of Environment.
- 3.3 It is not clear at present (ie in advance of monitoring) whether actual money will accrue from this system of penalty and credit points. This is because the financial penalties may do their job effectively and discourage noisy and off-track flying completely, or that credits from good flying practices may offset any penalty points issued. However the system would not be complete without a destination for any money which might accrue. It would not be appropriate for any such money to rest with the Airport. It is therefore recommended as an “in principle” view that any money accumulated from financial penalties on Airlines under this scheme should be used for two purposes. Some should be passed to the Royal Docks Trust (London) to be used to supplement its local community grants programmes. The balance should be passed to the Council’s Environmental Health service to help support the additional airport noise and track monitoring work that will be undertaken on behalf of the community using the on-line terminals to be supplied as part of the Noise Management Scheme. Members are asked to delegate authority to agree an appropriate split between these two uses to the Director of Environment.

APPENDIX 1

The new Noise Management Scheme is overviewed below under general headings, starting with the measures to maintain a responsible operating culture in order to minimise noise and achieve good track-keeping by airlines operating from the Airport.

Airport Awareness

The Airport have now appointed an Environmental Officer (Rob Grafton, tel 0171 646 0200) to manage environmental issues connected with the Airport (including noise and track-keeping) and to liaise with the local community and the Council.

Operator/Airline Awareness

All aircraft operators allowed to use City Airport must instruct their staff (particularly air crew) on the special nature of this airport so that they conduct all operations in a way that will create the least disturbance from aircraft noise. Includes keeping to flight tracks, operational procedures on take off and landing, and ground operations. LCA can ask for evidence that this has been done.

Noise Monitoring System

A precision noise monitoring system has been continuously operating since March 1992. This consists of four monitors (microphones) in two gateway pairs which pick up and download noise data from aircraft movements to a central computer. The measured results are used to provide data for the noise management scheme, aircraft noise categorisations, etc. The software for this system is now to be improved, and an on-line terminal will be provided in a building designated by the Council (probably the Environmental Health Pollution Unit).

Track Keeping System

This will be newly installed to allow aircraft movements in the vicinity of the Airport to be displayed on screen both live and recorded. This will allow us to check that aircraft are keeping to the approved arrival and departure paths, and to identify any deviations. Again an on-line terminal will be provided to the Council.

Combined Noise & Track Monitoring

The software used will enable the above features to be combined, so that the noise level and tracks of any individual aircraft can be scrutinised.

Planning Controls

Many of the conditions attached to the Airport's planning permission are designed to control noise levels - eg. restriction and categorisation of aircraft types permitted to use City Airport; noise factoring for flight movements by particular aircraft; flight number limits; hours of operation; ground running controls.

Additional Section 106 Agreement Measures

The Agreement contains noise mitigation measures beyond the conditions attached to the planning permission, such as the Noise Management Scheme itself, and notably the extensive Sound Insulation Programme to homes, schools and other noise-sensitive premises close to the Airport.

Incentives and Penalties

It is the aim of both the Council and City Airport to control particularly noisy departures and landings. To do this a system of credits and penalties has been developed. **For departures/take-offs** the mean (or average) annual departure noise level for each Aircraft type using the Airport is worked out from noise monitoring records. Any individual departure registering a certain noise level (initially 5dB) greater than that average is given a “noisy departure” classification. Any individual departure registering a certain noise level (again initially 5dB) less than that average is given a “quiet departure” classification. When these events happen the Airport will write to the responsible Airline seeking an explanation. If no suitable explanation is forthcoming a credit or penalty point is issued as appropriate. Every 3 months the Airport will report to the Council the number of credit and penalty points issued to each Airline, and where an Airline’s penalty points exceed its credit points a financial penalty is raised.

For landings the emphasis is on keeping the use of reverse thrust to the minimum required for the necessary safe deceleration of the aircraft. Any pilot observed using reverse thrust without the clear need to do so will be made to submit a report to the Airport with an explanation. Where no justification is found the Airline will incur a penalty point, and such penalty points will be added to those arising from “noisy departures”.

This system will also to be used for **exceptional divergence from the normal spread of aircraft tracks** on approach to and departure from the Airport. Where no operational or safety reason is given for such exceptional divergence (which will be picked up on the new track monitoring system) the responsible Airline will incur a penalty point, and such penalty points will be added to those arising from “noisy departures”.

Ground Noise Controls

Airlines are required to adopt practices that generate the least amount of noise from ground operations such as taxiing, or holding on stand, at the runway, and prior to take-off. This involves using minimum power settings necessary for the operation. Fixed power supplies are also available at the Aircraft stands to minimise and discourage the use of noisy auxiliary power units.

Improved Reporting Procedures

The Airport has undertaken to continue to service the Airport Consultative Committee (ACC) which meets quarterly. At each meeting the ACC receives an Environmental Monitoring report from the Airport including aircraft noise monitoring results, complaints records and other environmental matters. This reporting, both to the ACC and the Council, will now be extended. On an **annual** basis the Airport will report in May on Aircraft categorisations, the position of the 57 Laeq 16 hour noise contour (which governs the progress of the Sound Insulation Programme), and the Annual Assessment of Ground Running. On a **quarterly** basis the Airport will report on the position regarding Credit/Penalty points accumulated by airlines, and on Track Keeping.