City of Busselton

Geographe Bay

COUNCIL AGENDA

SUPPLEMENTARY ITEMS

8 December 2021

ALL INFORMATION AVAILABLE IN VARIOUS FORMATS ON REQUEST

city@busselton.wa.gov.au

CITY OF BUSSELTON

LATE ITEMS FOR THE COUNCIL MEETING TO BE HELD ON 8 DECEMBER 2021

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8. CONFIRMATION AND RECEIPT OF MINUTES

Committee Meetings

8.4 Minutes of the Airport Advisory Committee Meeting held 1 December 2021

RECOMMENDATION

That the Minutes of the Airport Advisory Committee Meeting held 1 December 2021 be noted.

12. REPORTS OF COMMITTEE

12.7 Airport Advisory Committee - 1/12/2021 - BUSSELTON MARGARET RIVER AIRPORT - NOISE MANAGEMENT PLAN REVIEW

STRATEGIC THEME	OPPORTUNITY - A vibrant City with diverse opportunities and a prosperous economy.
STRATEGIC PRIORITY	3.4 Develop aviation opportunities at the Busselton Margaret River Airport.
SUBJECT INDEX	Busselton Margaret River Airport
BUSINESS UNIT	Commercial Services
REPORTING OFFICER	Manager Economic and Business Development Services - Jennifer May
AUTHORISING OFFICER	Director, Community and Commercial Services - Naomi Searle
NATURE OF DECISION	Executive: Substantial direction setting, including adopting budgets, strategies, plans and policies (excluding local planning policies); funding, donations and sponsorships; reviewing committee recommendations
VOTING REQUIREMENT	Simple Majority
ATTACHMENTS	Attachment A BMRA Noise Management Plan January 2019 Track Changes Attachment B Draft BMRA Noise Management Plan January 2022

This item was considered by the Airport Advisory Committee at its meeting on 1/12/2021, the recommendations from which have been included in this report.

COMMITTEE RECOMMENDATION

That the Council:

1. **Notes the process undertaken to date to review the Busselton Margaret River Airport Noise Management Plan (NMP) as required by Ministerial Statement 1088 including:**
   - **(a) Noise monitoring results;**
   - **(b) Noise amelioration assessments and/or implementation;**
   - **(c) Number of complaints received and actions taken to resolve complaints;**
   - **(d) Published flight paths to minimize impacts; and**
   - **(e) The findings of the review to determine the effectiveness of the Busselton Margaret River Airport Noise Management Plan, and whether amendments to the Plan are required.**

2. **Notes the draft NMP (January 2022) and endorses it to be advertised for public comment as outlined in this report, with the following amendments recommended by the Committee:**
   - **a) On page 43 (first paragraph), the addition of the words "City of Busselton" added before the word "website";**
   - **b) On page 43, the first sentence of the second paragraph be amended to read "The ANECs and N70 contours will be used by the City's Strategic Planning department in future land use planning and town planning scheme amendments to protect both the community and future amenity for noise sensitive land users."**
   - **c) On page 53 (bullet-points 3 and 4), the addition of the words "City of Busselton" before the word "website";**

d) On page 57 (fifth bullet-point), the words "Prosecuting serial non-compliant aircraft operators" be changed to "infringe in accordance with City of Busselton local laws serial non-compliant aircraft operators"; and

e) The addition of a reference to the Airport's special control zone to note that "the City has and will apply Airport notifications on the land titles".

3. Notes that where further amendments to the draft NMP (January 2022) are required as a result of public comment, the draft NMP (January 2022) will be brought back to Council prior to submitting a report to the CEO of the Office of the Environmental Protection Authority.

Reasons: The Committee sought some administrative changes to the Noise Management Plan for clarity and the addition of a reference to the Airport notifications that the City holds and will apply to land titles.

OFFICER RECOMMENDATION

That the Council:

1. Notes the process undertaken to date to review the Busselton Margaret River Airport Noise Management Plan (NMP) as required by Ministerial Statement 1088 including:
   (a) Noise monitoring results;
   (b) Noise amelioration assessments and/or implementation;
   (c) Number of complaints received and actions taken to resolve complaints;
   (d) Published flight paths to minimize impacts; and
   (e) The findings of the review to determine the effectiveness of the Busselton Margaret River Airport Noise Management Plan, and whether amendments to the Plan are required.
2. Notes the draft NMP (January 2022) and endorses it to be advertised for public comment as outlined in this report.
3. Notes that where further amendments to the draft NMP (January 2022) are required as a result of public comment, the draft NMP (January 2022) will be brought back to Council prior to submitting a report to the CEO of the Office of the Environmental Protection Authority.

EXECUTIVE SUMMARY

This report provides the recommendations resulting from the review of the Busselton Margaret River Airport Noise Management Plan version 2 (January 2019) and a draft Noise Management Plan (January 2022) to be advertised for public comment and stakeholder consultation prior to a report being submitted to the CEO of the Office for the Environmental Protection Authority by 7 April 2022.

BACKGROUND

The concept of a Noise Management Plan (NMP) for the Busselton Margaret River Airport (BMRA) was first initiated in 2009 when environmental consulting firm Strategen was engaged to prepare a draft NMP. This was in response to the first fly in-fly out (FIFO) services commencing at the then Busselton Regional Airport and the need to address the restrictive hours of operations and conditions specified in Ministerial Statement 399, approved by the Minister for the Environment (October 1995).

The key elements of Statement 399 that the then Shire of Busselton was looking to revise and seek approval from the Office of the Environmental Protection Authority (OEPA) and Minister for the Environment were:

> *4.1 The proponent shall ensure that noise emissions from the aerodrome, including emissions from aircraft using the aerodrome, are effectively managed.*
>
> *4.2 To achieve the objectives of condition 4.1, at all times during the operation of the aerodrome, the proponent shall ensure that noise emissions from the aerodrome activities, including emissions from aircraft using the aerodrome, do not cause noise levels at any residential premises in occupation to exceed an average of 55 dB(A)Ldn or a maximum of 65 dB LA slow, unless a specific variation to the maximum noise level is agreed to by the Minister for the Environment on advice of the Department of Environment and Conservation and following consultation with relevant agencies.*
>
> *4.3 Where a variation has been granted by the Minister for the Environment, as referred to in condition 4.2, the variation may only apply for operation between 0700 hours and 2200 hours, and the proponent shall ensure that the maximum noise level does not exceed 80 dB La slow and that the number of flights is limited.*

A variation, described in condition 4.3, had been granted by the Minister for the Environment to allow two (2) flights per day between the hours of 0700 and 2200 with aircraft noise to be limited to 80 dB(A) to enable the first Skywest Airlines Fokker100 fly-in-fly-out (FIFO) operations to commence.

The draft NMP was further developed by the Airport Advisory Group (AAG) and in July 2010 was presented to the Council for consideration. Furthermore, at this time the AAG was transitioned to an official committee of the Council, the Airport Advisory Committee (AAC), with four nominated Councillors. In October 2010, the newly formed AAC requested City staff to review and update the draft NMP (developed by the AAG) and present a final draft to the Council for endorsement prior to being submitted to the OEPA for consideration. A final draft version of the NMP was presented to the Council for endorsement on 15 December 2010, followed by submission to the OEPA on 1 February 2011.

A lengthy consultation period occurred with the OEPA, including a public consultation period, prior to a final NMP being submitted to the OEPA Board for consideration and referral to the Minister of the Environment; Water for approval. The City of Busselton's Noise Management Plan (June 2012) was approved as part of Ministerial Statement 901 on 22 June 2012.

In accordance with Condition 4 of Statement 901, the City of Busselton had the opportunity to review and submit proposed amendments or updates to the NMP. Following Council endorsement at its meeting on 28 August 2013, City officers submitted a proposed amended NMP to the OEPA for assessment in September 2013. The OEPA assessment resulted in the proposed amendments being resubmitted by the City of Busselton in March 2014 and following further discussions with the OEPA, the City of Busselton submitted a final revised version of the NMP in December 2014, which came into effect in July 2015.

In June 2015, the State Government committed to funding the upgrade of the BRA which required environmental approvals from the Minister of the Environment; Heritage. The environmental approvals required the City to undertake a full review of the NMP (2015) resulting in in the draft NMP (2016) that was then advertised for public comment in March 2016. Following Council consideration of the public submissions received and endorsement of the draft NMP (2016), the City applied to OEPA to amend the proposal description as described in Ministerial Statement 901 and submit the revised draft NMP (2016) that would allow for proposed interstate and international jet air services resulting from the State Government funded Airport Development Project.

Following extensive consultation with the OEPA, the City was notified in November 2016 that the level of environmental assessment for the BMRA Development Project (the Airport Expansion Proposal) was to be a Public Environmental Review (PER).

The determination for a PER referral process for the operational components of the Development Project provided a further opportunity for the City to review the draft NMP (2016) and incorporate comments and feedback received from the community and airport stakeholders resulting in the draft NMP (2017). The 2017 version included changes to the Standard Hours of Operations, Flight Training Guidelines and Noise Amelioration Criteria which was then advertised for public comment, in addition to extensive noise modelling, flight path analysis and community consultation. Following Council endorsement of the draft NMP (2017) the City submitted a draft Environmental Review Document (ERD) including the draft NMP (2017) and public submissions to the OEPA for review and comment as part of the PER process. Following considerable engagement with the OEPA, the amended NMP was approved on 27 December 2018 (version 1 May 2018) in accordance with Ministerial Statement 1088 by the Minister for Environment; Disability Services. Subsequent to this a number of minor, non-material amendments were made to the NMP in early 2019, resulting in the current version of the NMP (version 2 January 2019).

The current version of the NMP has been in place for just under three years and has enabled the City to manage the BMRA operations effectively. In accordance with Statement 1088, the Airport team are required to monitor and report to the OEPA any operational non-compliances, which may include aircraft movements outside of the approved operating hours, any unauthorised flight training, and aircraft noise breaches. As part of this process, the City is required to submit annual compliance reports outlining the effectiveness of the NMP to the OEPA.

Statement 1088 not only includes the conditions for managing noise emissions from the BMRA but also the requirements for the review of the NMP. Condition 6 Review of NMP, included in Statement 1088 outlines the following:

6-1 Within three months of each three year period, from the date of issue of this Statement, the proponent shall submit a report to the CEO which reviews the effectiveness of the Busselton Margaret River Airport Noise Management Plan 2018 (version 1, May 2018) or any subsequent approved versions, in achieving the objective of condition 5-1.

6-2 The report required by condition 6-1 shall include, but not be limited to:

1) Noise monitoring results;

2) Noise amelioration assessments and/or implementation;

3) Number of complaints received and actions taken to resolve complaints;

4) Published flight paths to minimize impacts; and

5) The findings of the review to determine the effectiveness of the Busselton Margaret River Airport Noise Management Plan 2018 (version1, May 2018) or any subsequent approved revisions, and whether amendments to the Plan are required.

Further, 'Chapter 9.2 Review Process' of the NMP details the process which is to be undertaken every three years in conjunction with the AAC (or its equivalent replacement at any future time). The NMP states that the review will be undertaken in consultation with key stakeholders, including the community, industry, government agencies, and airport users.

The results of the review and any proposed changes to the NMP are then be advertised for public comment in the local newspapers following Council's consideration of the recommended changes. It is noted that proposed amendments to the NMP may require approval under the *Environmental Protection Act 1986* or other relevant Acts depending on the extent of the proposed changes.
This report outlines the review process completed to date, further actions still to be completed and a revised, draft NMP to be advertised for public comment and distributed to BMRA stakeholders for comment.

OFFICER COMMENT

A report presented to the AAC in October 2021 outlined the following to be consider in the review process:

1. *How the development opportunities for the airport have been pursued;*
2. *Whether the flight paths and noise abatement zones need updating;*
3. *Whether the standard hours of operation need to be adjusted;*
4. *How well noise emissions associated with the airport have been managed, which will include consideration of noise monitoring data, complaints statistics and compliance information; and*
5. *The review will also include a review of the Fly Neighbourly Agreement and the Flight Training Guidelines.*

A review has now been completed and this report provides an update on the officers' findings and recommendations.

<u>BMRA Development Opportunities</u>

Over the last three years, the City has achieved significant development milestones relating to the BMRA. The BMRA Development Project commenced in 2016 and comprised two main phases - the airside development works and landside works. Both phases have been completed with the exception of the new terminal building.

The airside works, completed in 2018 comprised the following:

- Runway: extended from 1800m to 2460m; widened from 30m to 45m and strengthened from PCN 20 to 58;
- Central apron: expanded from 3 x Code 3C to 4 x Code 4C apron bays;
- Southern Apron: newly constructed 3 x Code 4C bays and 1x Code 4E bay;
- Taxiways: newly constructed Code 4E strength Alpha and Bravo; Charlie upgraded to Code 4C
- General Aviation precinct: newly constructed taxiway Delta Code B; 2 x aprons and 34 hangar lots ready for hanger construction and lease;
- Newly constructed RESAs and runway strip upgraded;
- Newly installed AGL and double sided PAPIs and Central/Southern Apron lighting;
- Relocated and upgraded AWIS;
- Drainage and dam enlarged; and
- Airside Security fencing ad gates in place.

The landside works completed in March 2019 included:

- Existing terminal expansion;
- Newly constructed arrivals hall;
- New 422 bay public car park and car parking system;
- Upgraded transport operators car park;
- Internal road networks and entry statement; and
- Water, power, and communications services extended/ installed to the BMRA site.

Operational developments achieved by the City also included the implementation of Tier 2 classified security screening, new flight paths, and new Wildlife Hazard Management Plan and procedures.

In addition to the airside and landside works, the City has developed seven serviced lots available for aviation and/or commercial businesses, four with direct airside access in the BMRA Industrial and Commercial Precinct which are now being advertised through a request for proposal process.

The City also secured direct Jetstar domestic RPT services to Melbourne in 2019 which were due to commence in March 2020 however have been delayed as a result of the COVID-19 pandemic and border restrictions that have been in place. Jetstar services are expected to commence in February 2022.

Closed charter services supporting mining resources operations in the North West have increased significantly from 12 services per week in 2019 to currently 20 FIFO services a week, with the 2020/2021 financial year recording a high of 40,000 passengers passing through the BMRA.

The BMRA has also been designated as the Department of Fire, Emergency Services (DFES) firefighting base for both the Helitac (helicopter) and Large Air Tanker (LAT) aircraft to respond to fire and emergency incidents during the WA bushfire season. The City has leased and licenced DFES to setup fire retardant equipment and base aircraft at the BMRA to ensure a rapid response for Perth and the South West region.

The 2021/2022 financial year will see further development with the first three general aviation hangars to be constructed in the General Aviation Precinct, with the expectation that additional hangar construction will follow. The City is also undertaking two capital works projects with extending the central apron to allow for drive in drive out operations on bay 11 and relocating the Royal Flying Doctor Service patient transfer station to the Emergency Precinct.

Over the past three years, the City has pursued and delivered significant infrastructure and business development upgrades at the BMRA with positive outcomes to date, and more still to be realised in 2022 onwards.

Flight Paths and Noise Abatement Zones

New flight paths were designed and implemented for the commencement of RPT services and use by the larger A320 aircraft. The use of the new flight paths are not mandatory for non-RPT aircraft and hence there is no flight data available at this time to assess how effective the new flight paths have been. The commencement of RPT flights will provide flight and noise data such that the flight paths can be assessed. A review of the BMRA noise contours should also be undertaken once this flight path and noise data is available.

A desktop review of the noise abatement zones has been undertaken and officers are proposing not to amend the noise abatement zones at this time as the existing zones include recent urban development areas such as Provence and Via Vasse. However, if the public consultation highlights any new areas not included then this can be reassessed prior to reporting to the OEPA.

It is therefore proposed they are reviewed within 12 months from commencement of the RPT services due to start in February 2022.

Standard Hours of Operation

The standard hours of operations are considered to be appropriate for the current charter schedules and at this time the proposed RPT flight schedules to commence in 2022. The only potential change that could be considered is to extend the operating hours for Open, Closed Charters, RPT / Commercial Operators from 0600-0000 hours to 0500-0000 hours to provide additional flexibility for the FIFO closed charters. This could be considered a substantial, material change by the OEPA and require updated noise contour and assessment reporting to be provided. While officers believe there is benefit in obtaining the additional flexibility it may be more advantageous to wait until the RPT services have commenced and new N-contour and noise assessment reports are prepared at this time.

As such, officers propose no amendments are made to the standard hours of operations at this time and that they are reviewed within 12 months from commencement of the RPT services due to start in February 2022.

Noise Monitoring and Emissions

The City's Environmental Health department recently completed noise monitoring in August-September 2021 at two locations in the vicinity of the BMRA; one directly to the north and one south of the runway. The noise loggers were positioned to capture aircraft arrivals and departures for both Fokker100 (F100) and A320 aircraft. At the time of the monitoring there were 16 scheduled closed charter flights per week using jet aircraft, of which only two flights per week were using A320 aircraft. The noise monitoring performed in August/September only captured one A320 flight (with a reading of 69.1 LASmax arriving from the south) and hence a representative sample of data is not available for the A320 aircraft.

The data collected, did however provide results for the F100 aircraft which indicated that the highest decibel reading was 79.2 LASmax for a F100 aircraft arriving at 0650 hours from the north of the airport. The average decibel reading for arrivals and departures (including from both the north and the south) in the morning was 70 dB and the average for the afternoon and evening was 72 dB. Based on the noise data collected to date, there have been no exceedances of the maximum decibel level of 85dB as defined in the NMP.

An external consultant has been engaged to assist with further noise monitoring which will commence from the beginning of December for four weeks and capture recordings for the A320 and F100 aircraft. Further noise monitoring will be performed once the RPT services commence in February 2022.

Reviewing the number of non-compliances with the standard hours of operation and also the total number of complaints received over the past three years (table below), officers are of the opinion that noise is being effectively managed through the current NMP and conditions. With respect to the number of noise complaints recorded for 2020/2021, seven of the nine complaints were from one resident and the remaining two complaints from two separate individuals (one relating to a military aircraft and the other to a DFES large air tanker involved in the Perth firefighting operations in 2021, both aircraft operations are exempt under the NMP).

Year	# Non-compliances reported	Summary resulting actions	OEPA further action	# noise complaints / year
17/18	4	All operators contacted and informed of non-compliance	No	8
18/19	3	All operators contacted and informed of non-compliance	No	8
19/20	2	All operators contacted and informed of non-compliance	No	3
20/21	4	All operators contacted and informed of non-compliance	No	9

Based on the above information, officers are of the opinion that aircraft noise is being effectively managed at the BMRA through the existing NMP guidelines. Further noise monitoring is required to be able to make an assessment of the overall noise footprint of the BMRA and comparison against the noise contours and modelling that has previously been completed. This assessment can be completed within 12 months from commencement of the RPT services due to start in February 2022 once additional noise monitoring has been conducted.

Fly Neighbourly Agreement and Flight Training Guidelines

The existing Fly Neighbourly Agreement (FNA) has been in place for the last three years and all operators using the BMRA on a regular basis are requested to sign the FNA. To date no complaints have been received nor have any concerns or issues with operators with not adhering to the FNA been raised. As such, officers propose no change to the FNA.

Officers have consulted with the Busselton Aero Club on the Flight Training Guidelines, who are the only flight training operator permitted to operate at the BMRA, and based on their feedback are proposing two amendments to the flight training guidelines.

1. The first proposed change is to amend the aircraft type permitted for flight training from ‘single engine aircraft under 1500kgs MTOW only’ to ‘single engine, non-turbine aircraft only’. The justification is that weight is not necessarily the best metric to use with the noise difference between a 1500kg aircraft and a 2000kg aircraft often being marginal with the main differences in noise resulting from factors such as make and model, engine size, airframe design and modifications.

2. The second proposed change is to increase the number of flight training hours for each instructor per week from 25 to 35 hours per week. The Busselton Aero Cub have requested this change to allow for efficiency in relation to longer lessons such as navigation training.

Officers have no objections to the requested changes. The flight training performed by the Busselton Aero Club does not generate any complaints or concerns from the community and is an important part of their activities that they offer to the community and allows the Club to generate revenue in order to be sustainable into the future.

Noise Management Plan (NMP)

The current NMP document is a lengthy and wordy document that was prepared at a time when history and context for the plan was necessary. The NMP has now been in place since 2012 and feedback received from operators is that the document is 'long' and 'difficult' to find the relevant information for their operations. Hence officers are of the view that a condensed version, incorporating the key criteria for managing noise emissions at the BMRA should be implemented. As such, officers have completed a review and propose the key sections relating to understanding noise, airport operational activities, noise complaints, assessment and monitoring, noise amelioration, communication and consultation, and implementation and review are generally unchanged. However it is proposed that other sections that relate to the development objectives of the NMP, principles and statement of intent are removed as these may be better placed in an airport master plan or more strategic document. The NMP should be succinct document that allows airport users and the community to access the relevant operational and noise information easily. The following table highlights were chapters have been removed or amended:

NMP January 2019		**NMP Proposed Draft**		
Chapter heading	***Section heading***	***Chapter heading***	***Section heading***	***Comment***
1. Introduction and Background		Introduction		Included objectives
	Noise Context		Understanding Noise	Changed from "Description of noise and perceived nuisance" to "Definition of sound and noise"
	Structure of Document			Removed - Not needed
	Background			Removed to appendix – historical background to BRA and development project
2. Principles and Statement of Intent	Objectives for BRA development			Removed to appendix – historical background to development project
	A Balanced Approach		Who is responsible for noise?	Removed to appendix – replaced with Context to ICAO and organisations responsible for noise management
	Limitations			Removed – included in other sections throughout the document
	Statement of Intent			Removed - BMRA Strategic objectives and more aligned with Master Plan than NMP

3. Management of operational Activities		Airport Operational Activities		
Flight Training Guidelines	Aircraft Operations Classifications	Flight Training Guidelines	Aircraft Type	Amended from Single engine aircraft under 1500kgs MTOW only to Single engine non-turbine aircraft only
	Frequency & Type of Use	Flight Training		Instructor cumulative hours changed from 25hrs/week/instructor to 35hrs/week/instructor Added MS criteria for overflying wetlands
	Flying heights for Training operations			Removed CASA guidelines on height restrictions over rural and urban areas - set by CASA
	Aircraft Noise management			Removed – included in Who is responsible for Noise?
	Activities requiring City approval			Removed – duplication with Standard hours of operation
	Approval for Charter and RPT Operations			Removed – duplication of Standard Hours or Operation
	Approval for Flight Training or Licence Renewal Training			Removed – duplication of Standard Hours or Operations & Flight Training Guidelines
4. Noise Complaints		Noise Complaints		Updated to reflect roles and responsibilities for aircraft noise complaints
5. Noise Assessment & Monitoring		Noise Assessment & Monitoring		
	Noise Monitoring		Noise Monitoring	Amended to remove duplication of text and table.
	Noise modelling		Noise Measurement	Updated to reflect better/current wording

6. Noise Amelioration				
	Noise Context			Removed – covered in other chapters
	Noise reduction and Amelioration measures		Noise reduction and Amelioration measures	Updated to reflect better/current wording
7. Land Use Planning				Chapter removed as this should be covered in the Airport master Plan and Strategic documents
8. Communication & Consultation		Communication & Consultation		Updated were relevant
9. Implementation & Review		Implementation & Review		Updated were relevant
	Compliance Framework		Compliance Framework	Updated to remove Land based activities and Activates in Airspace which are covered in other chapters

A tracked changes version of the current BMRA NMP version 2 – January 2019 can be viewed in Attachment A. A clean version of the draft NMP January 2022 can be viewed in Attachment B.

Statutory Environment

The BMRA Noise Management Plan (version 2 January 2019) was approved by the then Minister for the Environment; Disability Services after review and consideration by the Environmental Protection Authority. Compliance reporting and review of the NMP is defined under Ministerial Statement 1088.

Relevant Plans and Policies

The officer recommendation aligns to the following adopted plan or policy:

- Ministerial Statement 1088
- Busselton Margaret River Airport Noise Management Plan (version2 January 2019)
- Busselton Margaret River Airport Compliance Assessment Plan (Version 2) (CAP) (23 September 2019)

Financial Implications

The financial implications associated with the officer recommendation are staff time, advertising in the local media and preparation of materials and printing for public consultation, all of which can be funded from the Airport Operations budget.

Stakeholder Consultation

The following public consultation activities are proposed as part of the NMP review process:

Who	Forum	Description
BMRA airline users	Individual meetings	• Discuss use of flight paths • Hours of operations • Flight training • Noise abatement zones • Fly neighbourly agreement • Draft revised NMP
BMRA general aviation users	Individual meetings	• Hours of operations • Flight training • Noise abatement zones • Fly neighbourly agreement • Draft revised NMP
Community comment – Draft revised NMP	Local Media; YourSay; City and BMRA website	• Results of review • Draft revised NMP • Flight paths • Noise contours
Residents in vicinity of the Airport and/or near flight paths including: • Reinscourt • Yalyalup • Kalgup • Yoogarillup	By invitations for community access meeting	• Results from review • Draft revised NMP • Flight paths • Noise contours
Community information sessions (All information sessions open to all community members)	Community information session	• Results from review • Draft revised NMP • Flight paths • Noise contours • Information on how to comment/make a submission
Community (Circulation approx. 14,000 residents)	Bay to Bay newsletter	• General Information • Link to website/ Your Say

Risk Assessment

An assessment of the potential implications of implementing the officer recommendation has been undertaken using the City's risk management framework, with risks assessed taking into account any controls already in place. No risks of a medium or greater level have been identified.

Options

As an alternative to the proposed recommendation, the Council could:

1. Choose not to support the proposed amendments and draft NMP January 2022 for public consultation.

2. Choose to support specific proposed amendments and a revised draft NMP is advertised for public consultation.

CONCLUSION

The current version of the NMP has been in place for just under three years and has enabled the City to manage the BMRA operations effectively. In accordance with Statement 1088, the City is required to monitor and report to the OEPA any operational non-compliances which may include aircraft movements outside of the approved operating hours, any unauthorised flight training and aircraft noise breaches, and submit annual compliance reports outlining the effectiveness of the NMP. The City has completed its mandatory compliance reporting over the past three years and in accordance with Statement 1088 is required to undertake a full review of the NMP and report its effectiveness to the CEO of the OEPA. Both Statement 1088 and NMP outline the criteria for consideration in completing this review. This report outlines the criteria for consideration and process undertaken to date and proposes a revised, draft NMP be advertised for public consultation.

TIMELINE FOR IMPLEMENTATION OF OFFICER RECOMMENDATION

Officers will commence consultation with airlines, aviation users of the BMRA and advertise the draft NMP (January 2022) for public comment following Council endorsement. If further amendments are proposed to the draft NMP, a report will be presented to the AAC in February 2022 outlining the additional amendments consideration. The City is required to report to the CEO of OEPA on the findings of the review of the NMP by 7 April 2022.

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BUSSELTON-MARGARET RIVER AIRPORT

NOISE MANAGEMENT PLAN

Draft~~Version 2~~ – January 2022~~2019~~

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~~Table 9 - Amelioration Assessment Process~~

~~Table 10 - Management Structure~~

~~Figure 1 - Existing and Planned Residential Development with Proximity to the Busselton-Margaret River Airport~~

~~Figure 2 - Five and Ten Nautical Mile Boundaries~~

~~Figure 3 – Noise amelioration process flow~~

Definitions

Accredited Environmental Noise Personnel - a person authorised in accordance with Sections 87 and 88 of the *Environmental Protection Act 1986.*

AGL (Above Ground Level) - a height reference to distance above ground level.

ANEC- These are scenario contours and are used to produce 'what if' contours, for example, in the process of examining flight path options around an airport.

ANEF - These are the official forecasts of future noise exposure patterns around an airport and they constitute the contours on which land use planning authorities base their controls.

Australian Noise Exposure Forecast (ANEF) - a prediction of the cumulative exposure to aircraft noise which communities near an airport are likely to experience in a specified future time (usually 10 – 20 years) and over a specified duration (usually one year). The results are depicted in the form of contours linking areas that have the same noise exposure.

Charter (Closed) - Operation, with fixed schedule to and from fixed terminals, in which the purchase of tickets is not available to any member of the public but specifically to an individual or organisation.

Charter (Open) - Operation, with fixed schedule to and from fixed terminals, in which the purchase of tickets is available to any member of the public through either a agent or directly on-line.

dB $L_{A\ SLOW}$ - the A-weighting filter covers the full audio range - 20 Hz to 20 kHz and the shape is similar to the response of the human ear at the lower levels, SLOW refers to the time weighting applied.

Flight Training – instruction received from a flight training school or qualified flight training instructor in an aircraft or flight simulator. Training only applies to student pilots or unqualified pilots. Flight training definition does not include recurrent training or licence renewal training, ground training or a demonstration flight.

Fly Neighbourly Agreement (FNA) - a voluntary code of practice included in the Noise Management Plan to be actively promoted and facilitated by the City

Licence Renewal Training - training performed by a qualified pilot, whereby specific operations are required to be completed to maintain pilot licence as current (example; Take off/Landings, VFR operations) as defined under CAR 1988 Volume 2 – Part 5, Division 8.

MTOW – Maximum Take Off Weight

Noise Abatement Zones - areas of land with proximity to the airport with existing or planned noise sensitive land uses over which aircraft activity is to be minimised.

Noise Contours (N-Contour or Nxx) - the noise contours on a map indicate the number of aircraft noise events louder than the specified dB(A) level which would occur on the average day during the period covered (example - an N65 contour map would depict the number of events that would exceed 65dB(A) on the average day).

Noise Sensitive Location - a land-use with an identified sensitivity to noise eg: residence, hospital.

Regular – occurring at uniform (even / constant) intervals

Regular Passenger Transport (RPT) – commercial airline services operating to a regular schedule, to and from fixed terminals, where the purchase of tickets is available to any member of the public.

Special Control Areas - areas of land with proximity to the airport where noise sensitive land uses can be restricted.

Table 1 – Document Management Information

Action	***Date***	***Organisation***
NMP revision – Version 2	January 2019	City of Busselton
NMP revision – Version 1	May 2018	City of Busselton
NMP revision	March 2017	City of Busselton
NMP revision	18 February 2016	City of Busselton
NMP (January 2015) Ministerial Approval	7 July 2015	Minister for Environment; Heritage
NMP Final revision	22 December 2014	City of Busselton
NMP resubmission	10 March 2014	City of Busselton
NMP revision (First review period)	7 November 2013	City of Busselton
Final Ministerial Approval	22 June 2012	Minister for the Environment
Final proponent revision	3 February 2012	City of Busselton
EPA Board consideration	19 January 2012	EPA Board
Public Consultation	4 weeks advertising	Shire of Busselton
Submission to EPA	1 February 2011	Environmental Protection Authority
Council review and adoption	15 December 2010	Council
Busselton Airport Advisory Committee recommendations	7 December 2010	Airport Advisory Committee
Shire of Busselton review and recommendations	October-December 2010	CEO – Mike Archer
Busselton Airport Advisory Committee revisions and updates	August/September 2010	Airport Advisory Committee (previously Advisory Group)

Busselton Airport Advisory Group development of draft plan The draft Noise Management Plan was developed by the Airport Advisory Group, consisting of: Cr Tom Tuffin – Shire of Busselton Cr Jackie Emery – Shire of Busselton Cr David Binks – Shire of Busselton Mr Ray McMillan – Busselton Chamber of Commerce Ms Natalie Venosi – Geographe Bay Tourism Association Mr Andrew Svalbe – Community representative Mr Peter Stark – Community Representative Mr Ross Beatty / Mr Geoff McGlasson – Busselton Aero Club Mr John McCallum / Mr Brian Rulyancich – Dunsborough-Yallingup Chamber of Commerce Two representatives (with one deputy) of the Airport Residents' Group	August 2009 to July 2010	Airport Advisory Group (later Advisory Committee)
Draft Noise Management Report developed by Strategen	April 2009	Strategen Consultants

1. INTRODUCTION ~~AND BACKGROUND~~

~~Introduction~~

~~The Busselton-Margaret River Airport is a developing airport for the South West region of WA with the further potential to deliver social and economic benefits for both the City of Busselton and the region as a whole.~~

The City of Busselton, as the owner and operator of the Busselton-Margaret River Airport, seeks to operate the airport~~utilise it~~ to its full potential~~capacity~~ for the benefit of tourism, export producers and freight, aviation business and economic development of the South West region. In doing so, the City recognises, ~~while recognising~~ that noise can and does affect members of its community and hence this noise management plan outlines the strategies and measures to minimise noise impacts for the community.

The main objectives of the Noise Management Plan are to;

- ~~The purpose of the Busselton-Margaret River Airport Noise Management Plan (NMP) is to provide a comprehensive plan for the effective management of noise generated by aircraft using the airport in order to protect the amenity of community members potentially affected by aircraft and airport noise. The main objectives of the NMP are to~~ identify and implement controls and procedures for the effective management of aircraft noise and the reduction of aircraft noise impacts;
- ~~, to~~ provide clear and specific guidelines for airport users as to their responsibilities and obligations with regard to noise management;
- procedures for monitoring and ongoing review of the plan;
- outline noise assessment and mitigation procedures; and

~~, and to~~ provide the general community with clear and transparent information and guidelines as to the noise management controls and procedures to be employed in respect of aircraft noise in the vicinity of the Busselton-Margaret River Airport.

Understanding Noise ~~Context~~

Sounds are vibrations through the air or other mediums that are received and 'heard' by a person or animal. Whereas 'noise' can be simply defined as unwanted or unpleasant sound.

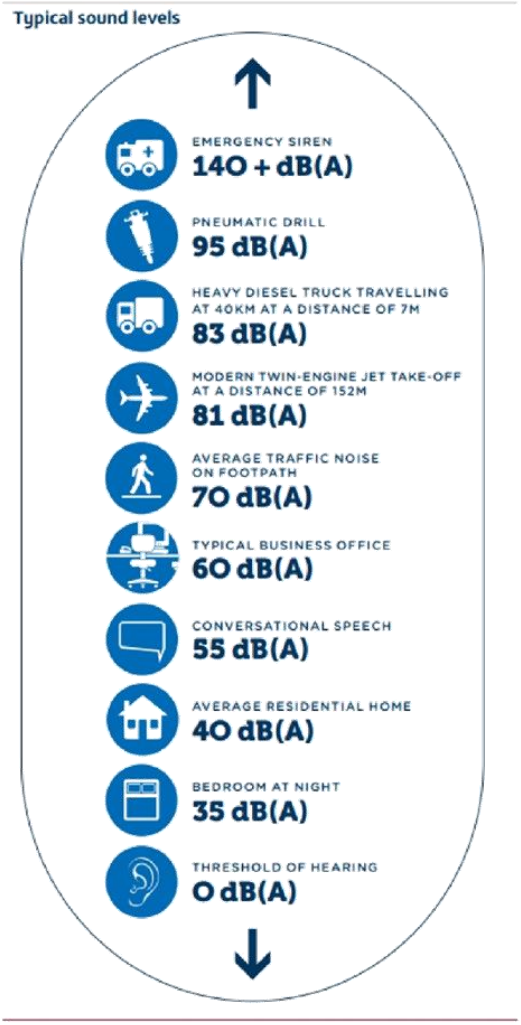
Sound is measured in decibels (dB) and is represented on a non-linear (logarithmic) scale. This means that a person is unlikely to notice a change in 1 or 2 dB while a 10 dB change in noise levels reflects a doubling or halving of loudness.

The human ear is less sensitive to low audio frequencies so instrument measured sound levels are typically 'A-weighted' to mimic the response of the human ear to sound. This is indicated by adding (A) to the dB unit and expressed as dB(A).

The majority of aircraft noise is generated by the engines and depends on a range of factors including:

- aircraft size and weight,
- number and type of engines,
- atmospheric conditions;
- thrust setting,
- speed, and
- altitude and distance.

Some examples of typical sound levels are listed below:



Who is responsible for aircraft noise management?

The City of Busselton, through the NMP, recognises~~Noise is generally considered to be sound that has become annoying, unpleasant or unwanted. The overall level of sound is expressed in decibels as a dB(A) value. Industry research in regard to what creates aircraft noise annoyance has been significant, including how to effectively measure, monitor, manage and reduce aircraft noise impact. Annoyance experienced with regard to any noise can vary greatly from individual to individual and~~

also according to the prevailing conditions such as the time of day or night, other background noise, interruption caused by the noise, or its tone, frequency and repetition.

On this basis, methods employed in this NMP to reduce noise annoyance to residents in noise sensitive premises address these factors by restricting evening flight activity, restricting flight training activity as it has a tendency to be repetitious, setting a maximum noise generation capacity for aircraft as it applies to any residence, and developing a "noise-tolerant" society in these noise sensitive areas by the use of land use planning initiatives.

It is outside of the scope of the NMP to identify changes to flight paths and general airborne operations as these are controlled by Airservices Australia and the Civil Aviation Safety Authority. The City will however continue to work with Airservices Australia to monitor and review flight paths to facilitate Fly Neighbourly principles as key strategies to improve amenity outcomes.

Structure

The NMP is structured as follows:

- **Chapter 1** provides an introduction to the purpose and objectives of the NMP, information on the Busselton-Margaret River Airport's history and the conditions imposed by the Minister for the Environment.
- **Chapter 2** explains the principles on which the NMP is founded and the City of Busselton's intent with regards to the Busselton-Margaret River Airport.
- **Chapter 3** describes the initiatives to be employed under the NMP to manage and reduce potential aircraft noise impacts at and in the vicinity of the Busselton-Margaret River Airport.
- **Chapter 4** explains how land-use planning and management measures will be implemented to minimise the impact of aircraft noise on the community.
- **Chapter 5** describes initiatives to be employed to monitor and assess aircraft noise at and in the vicinity of the Busselton-Margaret River Airport.
- **Chapter 6** provides for noise reduction measures that can be implemented to protect the amenity of noise sensitive residences.
- **Chapter 7** provides for communication and community consultation initiatives.
- **Chapter 8** explains strategies and available measures to achieve compliance with the requirements and objectives of this NMP and provides information on complaints procedures.

- **Chapter 9** provides for the implementation and review of the NMP.

~~Background~~

~~The Busselton-Margaret River Airport opened in 1997 with the primary objectives of improving tourism, business and medical access to the selected regions and to this end it supports the entire Capes region. The Busselton-Margaret River Airport is regarded as the most strategically located of all the regional airports in the South West region of Western Australia.~~

~~Prior to the construction of the Busselton-Margaret River Airport, the Busselton area was being serviced by a privately owned Authorised Landing Area with an 1100m North/South gravel runway. The potential to upgrade the privately owned site was severely limited by adjacent residential developments, close proximity to the Busselton town and surrounding infrastructure like major roads, power lines and a diversion drain.~~

~~Hence, it was determined that a new site that would cater for a 'regional airport' to support the existing Royal Flying Doctor Service, light aviation and charter flights as well as for future requirements was needed. As part of the process for selecting a new site, the then Shire of Busselton was required to perform both public and environmental consultation.~~

~~In accordance with the Environmental Protection Authority (EPA) requirements this involved the preparation of a Consultative Environmental Review (CER) for the proposed development of a regional aerodrome for Busselton and surrounds at Four Mile Hill, which is Busselton-Margaret River Airport's existing location. The proposal involved the EPA assessment of the proposed site and likely impacts from the aerodrome, and also submissions from the public, stakeholders and interested parties.~~

~~The CER performed by the EPA determined that the *"proposed Four Mile Hill site was considered satisfactory for the development of the Busselton Regional Aerodrome"* subject to a number of Management commitments for the Physical and Biological Environment (Proposed Busselton Regional Aerodrome Consultative Environmental Review; April 1995). The Management commitments established were detailed in Bulletin 785, Statement 399 under the Environmental Protection Act. At the time the proposal prepared and considered by the EPA and included in Bulletin 785 stated: *"The proposal by the Shire of Busselton does not include pilot training programs"*.~~

~~The Busselton-Margaret River Airport is located approximately 6.5 km from the town centre of Busselton. The airport has a single sealed 1800m long runway (No. 03/21) which is capable of handling a wide range of aircraft up to and including medium sized jet passenger aircraft and currently supports aviation services for airline operators, the private commercial sector, the Busselton Aero Club and private individuals.~~

When the Busselton-Margaret River Airport commenced operations in 1997, Environmental Conditions outlined in Ministerial Statement 399 were in force. These conditions required the then Shire to ensure that noise emissions did not cause levels at any residential premises in occupation to exceed an average of 55L_{dn} or a maximum of 65dB $L_{A\ SLOW;}$ with the exception of two flights per day that were able to go up to 80dB $L_{A\ SLOW}$. While the conditions were put in place to protect the amenity of adjacent residential properties, they also limited the number of aircraft movements and types of aircraft able to utilise the airport.

Since the implementation of Ministerial Statement (MS) 399, there have been subsequent statements, notably MS901 which introduced the NMP (2012) and conditions 3 (Compliance Reporting), 4 (Noise Management Plan) and 5 (Non-conforming activities). MS 1009 further defined conditions 4 and 5.

However, the future potential uses of the airport continued to be limited by these conditions, particularly to meet the region's future demand for interstate and international air services. The City of Busselton, as owner and operator of the Busselton-Margaret River Airport, seeks to utilise the airport on a commercially viable basis for the benefit of the whole region, while also providing amenity protection for those community members affected by noise. This NMP therefore provides the parameters within which opportunities for development of the airport and its uses can be expanded while providing appropriate protection for residents affected by its operations.

In June 2015, the State Government committed to delivering a domestic airport to service the South West region. After reviewing a rigorous Business Case submitted by the South West Development Commission in 2013, and considering the views of the Steering Committee appointed by the then Minister for Transport to oversee the development of the Business Case, the Government publically committed to allocating funding for the redevelopment of the Busselton Regional Airport (BRA).The funding will allow for the upgrade of the BMRA to a minimum Code 4C classification (A320 and B737 aircraft) that is compliant with Civil Aviation Safety Authority (CASA) and airline standards to enable domestic air services to operate to/from the airport.

The Development Project includes:

- lengthening, widening and strengthening of the runway to 2,520m x 45m to facilitate code 4C and code 4E jet aircraft operations;
- construction of four new apron parking bays to facilitate 3 x code 4C and 1x code 4E jet aircraft operations and two connecting taxi-ways;
- upgrade of the existing taxiway and apron to accommodate an additional two Code 4C aircraft;

- construction of a General Aviation Precinct comprising of:
  - two new aprons with parking for Code B aircraft;
  - a new Code B stub taxiway and Code B parallel taxiway connecting to the upgraded Code 4C apron;
  - expansion of the existing apron to accommodate Code B firefighting aircraft;
- construction of a new terminal building to facilitate a minimum of 350 domestic and international passengers concurrently;
- a new car park to accommodate an additional 400 parking bays;
- connection to essential services;
- development and implementation of a successful airline engagement and freight strategy; and
- Development and implementation of a successful Busselton Margaret River Regional Airport (BMRA) business development strategy.

The City of Busselton however, is mindful that this development must be undertaken in recognition of potential amenity impacts.

2. Principles and Statement of Intent

Objectives for Development

The South West Region, and in particular the City of Busselton, is one of the fastest growing regions in Western Australia. Major infrastructure development is necessary to serve the region and to ensure that future growth is sustainable. The Busselton-Margaret River Airport is a valuable community asset with the potential, when developed responsibly, to benefit the whole region. It is the intention of the City to, amongst other things, further develop the Fly-in Fly-out (FIFO) potential for transporting workers to and from the region for work opportunities and to be able to attract and retain Regular Passenger Transport (RPT) services for domestic, interstate and international flights for the area into the future. The City is committed to do so in accordance with the parameters set out in the NMP, in consultation with affected landowners and residents.

The City seeks to implement a facilitative approach to aircraft utilising the airport for passenger, business (import and export), tourism and recreational related uses, and hence an acceptance of controlled noise associated with those uses due to the broader local and regional community benefit. However, a series of stringent controls on the use of the airport for flight training purposes, and hence reducing the noise impact associated with these uses, is established such that approval can only be provided for instructors based at the Busselton-Margaret River Airport and utilising light aircraft.

The City of Busselton's main objectives with the development of the Busselton-Margaret River Airport are:

- To provide the South West region of Western Australia with a safe, easily accessible and well managed airport for the social and economic benefit of the region;
- To deliver more domestic and international tourists to the region to bolster the tourism industry, including occupancy increases, event attendance and incentive to invest in further development of major tourism infrastructure;
- To allow for the expansion of fly-in fly-out capacity to mine sites in the East Pilbara to assist in underpinning the State's iron ore production industry with the use of larger aircraft. With expanded infrastructure at the BRA, the opportunity to base FIFO aircraft and crews at the airport is a future possibility; and
- To enable direct aviation access providing the stimulus for increased new visitation into the region and possible domestic and international freight opportunities resulting in economic and social growth and in turn long term regional sustainability.

- ~~To operate and manage the airport on a commercially sound basis to ensure that it remains economically viable; and~~
- ~~To protect the amenity of community members potentially affected by the impacts of aircraft noise and activities at the airport.~~

~~A Balanced Approach~~

~~The City of Busselton is committed to ensuring that the community's valuable asset that is the Busselton-Margaret River Airport is developed to its potential for the social, economic and tourism benefit of the region. This development must however recognise the potential amenity and therefore lifestyle impacts that the operations at the airport will have on certain residences within its vicinity. This NMP has been developed and will be implemented in recognition of the City of Busselton's responsibility to manage noise impacts on members of the community at and in the vicinity of the airport.~~

~~The NMP provides the basis for recognising~~ the International Civil Aviation Organisation's (ICAO) internationally accepted and employed principle of a balanced approach to aircraft management. This consists of identifying the noise impacts~~problems~~ at an airport and then analysing the various measures available to reduce noise and noise impacts through four principal elements, being:

- Reduction of noise source~~ – aircraft built today are required to meet certain noise certification standards implemented by the Council of ICAO~~;
- ~~Operating restrictions at airports – such as restricting operating hours, restricting/regulating certain activities like flight training and banning the operation of certain noisy aircraft;~~
- Land use planning and management~~ – as an effective tool to ensure that activities nearby airports are compatible with aviation~~;
- Noise abatement operational procedures; and ~~– there are several methods, including preferential runways and flight paths, and noise abatement procedures for take-off, approach and landing.~~

~~The City of Busselton confirms its commitment to a balanced approach with regards to aircraft noise management at the Busselton-Margaret River Airport. The principles on which the NMP are based that are considered to be consistent with these principal elements include:~~

- ~~Effective management of aircraft noise through a cooperative approach by the City of Busselton, AirServices Australia and aircraft operators;~~
- ~~Land use planning compatibility with community concerns and Government policy about aircraft noise, but also allowing for optimal long-term development of the airport;~~
- ~~High level of transparency including consulting with and informing the community members in the vicinity of the airport on an ongoing basis;~~
- ~~Investigation and analysis of aircraft noise complaints in such a way so that trends, patterns and issues of concern can be identified at an early stage; and~~

- Identification of practical and cost effective noise management initiatives within the NMP that recognise that the Busselton-Margaret River Airport is an integral part of the built and economic environment of the South West region.

The NMP provides for the implementation of a range of strategies for managing noise generated by users of the airport, with the main objective to provide a balance of airport development and amenity protection for potentially affected residents. These strategies include operational hours restrictions, regulatory measures for flight training, assessment for potential improvement of flight paths, identification of noise abatement zones, the preparation of Fly Neighbourly agreements, noise assessment and monitoring, land use planning and noise reduction techniques.

The NMP establishes a process by which the usage of the airport can be expanded to meet the needs of the community, and provides a process by which noise impacts that unreasonably exceed established standards can be mitigated. In addition, prospective land uses for and development of any land identified to be in areas sensitive to airport noise will be undertaken in a manner that recognises the location of and development needs for the airport, to minimise the future potential for mitigation action to be required.

In this regard ANEC contours and N65 and N75 contours will be further considered for land use planning purposes and the development of an Airport Buffer Zone and Special Control Areas via a Town Planning Scheme Amendment process. Noise modelling has been undertaken by the City of Busselton in 2010 and recently in December 2015 and will be updated as required as airport activity increases. The Noise Management Plan establishes noise criteria to enable fair, objective and transparent assessment of noise impacts and certainty for the parties involved.

Limitations

The City of Busselton, as an accountable and responsible owner and operator of the Busselton-Margaret River Airport, is committed to implement, apply and enforce, within its powers, all required strategies and available measures to achieve the requirements and objectives of this NMP.

For purposes of transparency it is however necessary to clarify and understand certain limitations with regards to the City of Busselton's regulatory powers in respect of aircraft noise. The Civil Aviation Safety Authority (CASA) and AirServices Australia (ASA) considers the powers to regulate and administer Australian airspace under the Airspace Act and Regulations to be exclusive to CASA. Therefore, the City of Busselton as owner and operator of the Busselton-Margaret River Airport has no power or authority to regulate activities happening in airspace.

~~This, however, does not prevent the City from actively facilitating compliance by aircraft operators with measures aimed at managing and reducing the impacts of activities in airspace, including aircraft noise which may have an impact on community members. There are a suite of Commonwealth and State regulatory measures regulating activities in airspace around Australian airports, including the Busselton-Margaret River Airport. The City will, where it is determined that a matter of non-compliance is not within the jurisdiction of the City to take enforcement action, report such activity to the relevant authority and take ongoing follow up action with that authority, while also recognising and supporting complainants to utilise these complaints processes directly with the relevant agencies like CASA, AirServices Australia, the Environmental Protection Authority or Department of Transport.~~

~~The Fly Neighbourly Agreement within this plan will be actively promoted with any users of the airspace over the district of the City of Busselton to ensure the impact of these activities is minimised. Where an operator also utilises the land-based facilities at the airport, the City has a range of mechanisms available to it to implement operational parameters to ensure that the activities are undertaken in a manner that recognises residential amenity concerns.~~

~~*Statement of Intent*~~

Vision for the Facility

The Council of the City of Busselton holds a vision for the Busselton-Margaret River Airport as the South West Regional Airport to deliver quality air transport outcomes for the benefit of the residents of the City of Busselton and the South West region.

A Balanced Approach

The airport will be developed in a manner that respects residential amenity, recognising community impacts associated with its operations, particularly noise, while providing economic, social and tourism benefits to the City and the South West. Over time, the airport will become a hub for passenger, business, tourism and recreational uses that deliver benefit to the broader community.

Protecting Your Environment

As with any airport facility, there will be residents affected by its operations either by proximity to the facility or flight paths associated with it. To minimise that impact as far as possible, the City of Busselton makes the following commitments:

- We will manage noise by proactively implementing the Noise Management Plan
- We will proactively promote Fly Neighbourly practices
- We will consider the amenity implications when proposing any expansion of airport facilities and airport operations
- We will update and review noise modelling data as required and respond appropriately to changes in impact revealed
- We will respond to and investigate noise complaints
- We will consider potential noise amelioration as part of development proposals

Viability for the Community

The City of Busselton is committed to turning the Busselton-Margaret River Airport into a commercially viable community facility for the benefit of ratepayers. It is a particular vision to reverse the trend of operating deficits associated with the facility and to seek to turn that into operating profit.

- We will proactively seek Government funding for the facility
- We will seek to develop airport uses delivering income streams through landing fees, head taxes, licensing fees and other charges
- We will invest in infrastructure upgrades following favourable cost/benefit analysis

Economic Benefits

The City of Busselton recognises the significant economic opportunities associated with having an airport located in the District.

- We will promote Busselton as a destination as serviced by the Busselton-Margaret River Airport for visitors, nationally and internationally
- We will investigate and pursue business (import and export) opportunities

Social Benefits

The City of Busselton seeks to deliver an accessible air transport service for the benefit of its residents and those of the broader South West.

- We will seek to facilitate the provision of efficient and accessible passenger services such as interstate and international services
- We will seek to facilitate the provision of fly-in fly-out services to provide additional employment opportunities for local community members

Governance

The Busselton-Margaret River Airport will be managed by the City of Busselton in a manner that gives the highest regard to relevant regulations and safety, is responsible and progressive.

- We will have the highest regard for CASA and Air Services safety regulations and standards
- We will report any matter not in the jurisdiction of the City to the relevant authority
- We will be a responsible and accountable airport operator on behalf of the community
- We will continuously improve and review where necessary management principles and practices

Community Involvement

The City of Busselton recognises it is managing the Busselton-Margaret River Airport on behalf of its community and will therefore involve the community in decision-making.

- We will be consultative, informative and responsive
- We will regularly report on airport activities supporting the highest levels of transparency and visibility
- We will support a committee to provide advice on relevant airport matters

- Operating restrictions at airports.

To achieve a balanced approach, a range of organisations have roles and responsibilities in managing aircraft noise as listed below:

The City liaises with CASA and Airservices to effectively manage aircraft noise impacts associated with the BMRA. This includes the design and publication of flight paths, Master Planning and preparation of ANEF/N-contours, handling of noise complaints and implementation of this NMP. However, it is important to note that the City only has control in the management of ground based aircraft noise, with the CASA and Airservices responsible for the administration and regulation of Australian airspace.

1. AIRPORT OPERATIONAL ACTIVITIES

The BMRA has developed mechanisms for managing aircraft noise including but not limited to:

- Noise Abatement Procedures
- Flight Paths
- Standard Hours of Operation
- Flight Training Guidelines
- Fly Neighbourly Agreement

1.1. Noise Abatement Procedures

Noise Abatement Zones identify areas that include existing and future planned residential development in close proximity to the airport. These are shown in figure 1.

As far as practicable, in accordance with air safety standards, operators shall:

- minimise the over flight at less than 1500 feet (AGL) of areas identified as noise abatement zones.

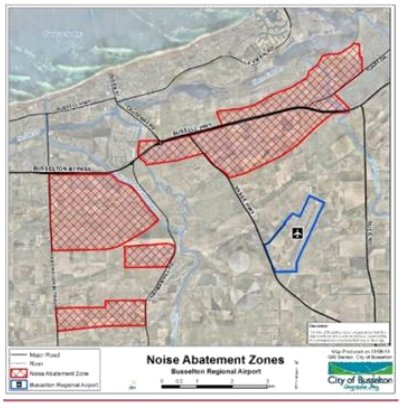


Figure 1 – Existing and Planned residential development with proximity to the Busselton-Margaret River Airport

~~3. MANAGEMENT OF OPERATIONAL ACTIVITIES~~

~~The management of potential impacts arising from the operations of the Busselton-Margaret River Airport requires the implementation of a range of initiatives to protect the amenity of affected residents by ensuring that noise levels meet statutory requirements and acceptable standards.~~

~~The management plan addresses the key elements of:~~

- ~~Airport operational activities~~

  ~~*Operations at the airport will be controlled such that activities are undertaken in a manner that the noise impact is minimised by the use of flight paths, noise abatement zones, prescribed hours of operation, a fly neighbourly agreement and flight training restrictions.*~~

- ~~Aircraft noise management~~

  ~~*Aircraft utilising the airport will be required to meet the specifications set out in the NMP such that the noise generated does not exceed the statutory requirements and acceptable standards.*~~

~~3.1. Airport Operational Activities~~

~~As an overarching principle for use of the Busselton-Margaret River Airport, operators will utilise the ERSA (En-route Supplement Australia) and AIP (Aeronautical Information Package) generally, and as they apply specifically to the Busselton-Margaret River Airport.~~

~~Operators are to observe the following specific requirements:~~

~~3.1.1.~~1.1.1. Flight Paths

As far as practicable, in accordance with applicable regulatory requirements, guidance, procedures and limitations, operators shall:

1. maximise the use of flight paths over coastal waters and non-residential areas, rural land and State forest;
2. minimise the over flight of residential areas, including rural residences and other noise-sensitive premises, particularly at less than 1500 feet (AGL);
3. utilise descent profiles with low-power and low-noise operations.

Any future development of alternative flight paths for the Busselton-Margaret River Airport will recognise these three key components.

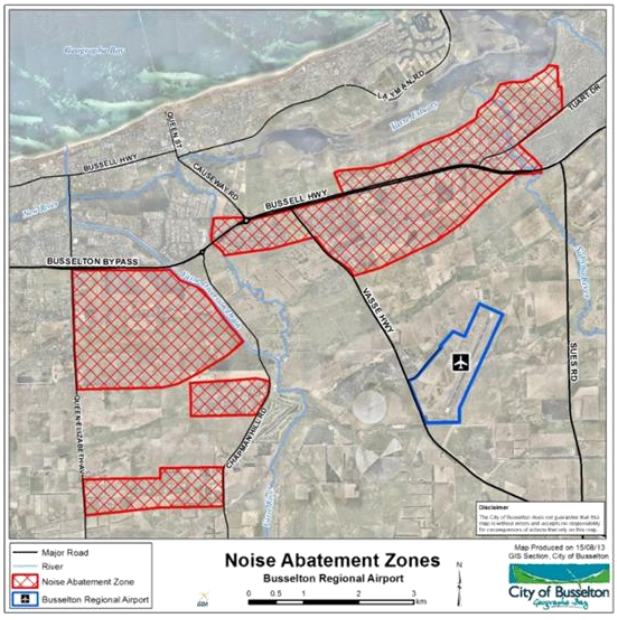
~~3.1.2. Noise Abatement Zones~~

~~Noise Abatement Zones identify areas that include existing and future planned residential development in close proximity to the airport. These are shown in figure 1.~~

~~As far as practicable, in accordance with air safety standards, operators shall:~~

- ~~minimise the over flight at less than 1500 feet (AGL) of areas identified as noise abatement zones.~~

Noise abatement zones will be recognised in any future development of flight paths.



~~Figure 1 – Existing and Planned residential development with proximity to the Busselton-Margaret River Airport~~

~~3.1.3.~~1.1.2. Standard Hours of Operation

The following table has been established to advise airport users of those operations that need City approval and to specify overall limits on operations to limit impacts for the community.

Table 2 – Operational Limitations and Approved Parameters

Operator / Aircraft Type	Standard Hours of Operation	Conditions
Emergency Services	**UNRESTRICTED**	Emergency situations and normal flight patterns • training flights require approval under the Flight Training Guidelines
Light Aviation/ General Aviation	**RESTRICTED** **0600hrs – 2200hrs**	Maximum noise level of 85dB (A)* Flight Training approval required (only available for aircraft below 1500kg MTOW and flight training conditions apply) Aircraft above 5,700kgs MTOW – City approval required
Open, Closed Charters, RPT/Commercial Operators	**RESTRICTED**** **0600hrs – 0000 hrs** ****Five flights per week approved between 0000 - 0600hrs.**	Maximum noise level of 85dB (A)* City approval required
* The Aircraft Noise levels identified in this table are maximum noise levels recorded at any residential or other noise-sensitive location when determined as an LA Slow value at any point within 15m of the identified building. Noise levels regularly exceeding this may initiate noise mitigation procedures (Chapter 6.2.3)		
Any application that does not conform to the standard hours of operation or conditions set out in this table is considered a Special Event. Assessment of Special Events will be undertaken using the procedures defined in Section 3.2.4		

- Emergency Services include:

- ~~**Emergency Services** will have unrestricted use of the airport for emergency situations and normal flight patterns, but will require approval for flight training activities. Emergency Services are:~~
    - Royal Flying Doctor Service;
    - Sea Search and Rescue~~ / AeroRescue~~;
    - Department of Fire and Emergency Services (DFES) and Department of Biodiversity, Conservation and Attractions (DBCA) aircraft (Firefighting/rescue fixed wing & rotary);
    - Police Airwing;
    - W.A Surf Life Saving (Westpac rescue Helicopter)
    - Military aircraft (no flight training approval required).

- ~~**Light Aviation / General Aviation** – will have restricted use of the airport. Light and General aviation aircraft above 5,700kgs MTOW require prior City approval to operate. Flight training requires specific approval and no approval for flight training activities can be granted to aircraft above 1500kgs MTOW.~~

- ~~**Open, Closed Charters and RPT Services** – All open, closed charters and RPT services can operate between 0600-0000hrs unrestricted, subject to maximum noise of 85 dB(A)* and aircraft over 5,700kgs MTOW require City approval.~~

~~* The Aircraft Noise levels identified are maximum noise levels recorded at any residential or other noise-sensitive location when determined as an LA Slow value at any point within 15m of the identified building. Noise levels exceeding this may initiate noise mitigation procedures (Chapter 6.2.3).~~

3.1.4. Fly Neighbourly Agreement

This Fly Neighbourly Agreement (FNA) is a code of practice to be observed by users of the Busselton-Margaret River Airport to assist with the minimisation of noise nuisance experienced by the Airport's neighbours. Pilots utilising the airport are alerted that there are noise management considerations associated with the airport and these should be taken into consideration during their operations.

Operators are to endeavour to adopt the best practicable noise mitigation solutions in the environs of the airport, generally considered to be within the 10 nautical mile radius of the aerodrome reference point including the circuit area and recognised training area, to reduce the impact of their operations.

In utilising the Busselton-Margaret River Airport, pilots are to observe the following requirements:

- Observe the flight path principles in 3.1.1 of this NMP;
- Observe residential noise abatement zones as identified at 3.1.2 of this NMP;
- Pilots should endeavour to maximise flight paths over coastal water, forest and highways while avoiding residential areas and rural homes wherever possible;
- Avoid flying below 1000 feet AGL within in the circuit area, and avoid flying below 1500 feet AGL over built up areas;
- Observe the Operational Limitations and Approved Parameters as depicted at 3.1.3 of this NMP;
- Observe the noise generation specifications as depicted at 3.2 of this NMP;
- During take-off:
  - utilise the full length of the runway where possible;
  - aircraft to climb out at best rate of climb (Vy) or for Jet aircraft to conduct jet noise abatement climb procedures;
  - consider neighbours when selecting power and propeller pitch control settings by reducing power as soon as possible after take-off.
- When flying in the circuit:
  - light and rotary wing aircraft should not fly below 1000 feet (AGL);
  - jet and turbo prop aircraft should not fly below 1500 feet (AGL);
  - rotary wing aircraft should avoid 'rotor slap' conditions in the circuit area;
  - avoid using individual houses as circuit reference points.

- When landing:
  - Do not increase propeller to full RPM until power has been reduced to final approach power.



Figure 2 – 5nm and 10nm boundaries

~~3.1.5.~~1.1.3. Flight Training Guidelines

These Guidelines are intended to provide consistency ~~and conformity~~ in considering applications for ~~the establishment of~~ aircraft pilot training for **flight training operators based** at the Busselton-Margaret River Airport. ~~The Guidelines have been developed to ensure maximum Airport usage in a manner that does not unduly impact upon the amenity of the residents of the City of Busselton.~~ The intent of the Guidelines are~~is~~ to provide guidance in relation to pilot training and pilot training schools based at the Busselton-Margaret River Airport. The specific aims of the Guidelines are as follows:

- To minimise impacts on City of Busselton residents from flight training operations based at the Busselton-Margaret River Airport;
- ~~To recognise the need for the City of Busselton to optimise airport operations;~~
- To establish guidelines for flight training which relate to ~~safety,~~ types of aircraft, frequency of flights, ~~flying heights, training areas, flight paths,~~ hours/days of operation; and ~~provision of facilities which are in accordance with the Civil Aviation Safety Authority;~~
- To establish a standardised procedure for assessment and approval of flight training proposals~~;~~
- ~~To develop consultative mechanisms with the community~~.

The City of Busselton will use these guidelines in relation to proposals to establish pilot training and pilot training schools based at the Busselton-Margaret River Airport.

Application for a Permit

The City of Busselton requires~~will require~~ an application for a permit to be lodged ~~in order~~ for proposals for~~associated with~~ pilot training and pilot training schools at the Busselton-Margaret River Airport to be considered.

Applications for a permit will only be considered ~~by the City of Busselton~~ for flight training from Instructors based/operating from the location of the Busselton-Margaret River Airport. The Proponent will need to include information in relation to the following:

- Name of individual flying instructor/ Flight Training School;
- Number, type (model/description) and weights of aircraft to be used for flight training;
- Noise characteristics of aircraft to be used for flight training;
- Provide a Flight Training Plan outlining their training programs including ~~description and~~ maps of flight training areas/flight paths and circuits; ~~(including nominated emergency landing training areas);~~

- ~~Number and frequency of flights within the Permit Provisions outlined below;~~
- Estimated number of trainee pilots;
- ~~Offices/headquarters/hangar base – other land based facilities;~~
- Airfield emergency response plan;
- ~~Details of any discussions with Department of Water and Environmental Regulation, DBCA, Department of Transport, CASA and residents;~~
- Professional/commercial background of operator;
- ~~Details on scope of training.~~

A permit to conduct Flight Training at the Busselton-Margaret River Airport may be issued for a period of 12 months and at the finalisation of this period a further permit may be granted at the discretion of the City.

In addition, the City of Busselton ~~as landowner~~ will require the proponent to sign up~~provide in writing with the application, a commitment to observe the requirements of the Flight Training Guidelines and other aspects of~~ the NMP, including the Fly Neighbourly Agreement.

Permit Provisions

The Guidelines will apply to the following aircraft classifications, frequency, times and type of use;

~~**1. AIRCRAFT OPERATIONS CLASSIFICATIONS**~~

~~**i.** **Aircraft Type**~~

~~A.~~ Single engine, non-turbine aircraft only under 1500kgs MTOW only

~~B. Aircraft as per Part A to be approved by the City based on published noise emissions (manufacturers or recognised regulatory body, ie CASA, ASA) to be less than 85 db(A)~~

~~**ii. Frequency and Type of Use (for each licensed instructor)**~~

~~A. A cumulative total of less than 25 flying hours per week of student / instructor flying training (inclusive of circuit training, navigational instrument training (NDB))~~

~~B. Circuit Training and/or "touch and go"~~

- ~~No more than 6 'continuous' circuits in any one flight training session~~

~~2. FLYING HEIGHTS FOR TRAINING OPERATIONS~~

- ~~Civil Aviation Regulations flying heights to be observed as an absolute minimum at all times (500 feet (AGL) over rural and 1000 feet (AGL) over urban areas)~~
- ~~All aircraft fly a minimum of 640 ft (AGL) over wetlands and estuaries of the Vasse and Wonnerup areas to avoid bird strike and disturbance of waterbird habitat.~~

~~3.~~ **TIMES OF OPERATION**

The hours of operation for flight training will be as follows:

- 8am to last light on Monday – Friday;
- 9am to 5pm on Saturdays, Sundays and public holidays.
- There is to be no Flight Training on Christmas Day, Boxing Day or Good Friday.

1. Flight Training

- A cumulative total of 35 hours per week per instructor (inclusive of circuit training and NDB training)
- No more than 6 'continuous' circuits in any one flight training session

All aircraft fly~~**4. FLIGHT TRAINING MOVEMENTS**~~

~~If~~ a minimum of 640 feet (AGL) over wetlands and estuaries of ~~permit is issued by~~ the Vasse and Wonnerup areas~~City, conditions will be imposed~~ to ~~require the operator/pilots to use their best endeavours to undertake the following movements unless unsafe to do so:~~

- ~~Take offs should~~ avoid ~~wetlands in order to minimise impact on waterbirds and the incidence of~~ bird strike ~~(refer Appendix A). Accordingly, take offs should be on runway 21 (Southward) whenever possible.~~

  ~~*"**protected wetland**" means a conservation category wetland recorded in Table C of the Register or a wetland coloured green on Department of Land Administration Plan Miscellaneous Plan 1815;*~~

  ~~*"**wetland**" means land in the permit area that is subject to permanent or seasonal inundation or waterlogging, whether by water that is fresh, brackish or saline, or flowing or static, but does not include estuaries, rivers or their tributaries.*~~

- ~~Follow the Airport circuit with the departure and arrival procedures as published from time to time in the En-Route Supplement of Australia (ERSA).~~

- ~~Operators to comply with Rules of the Air (CARS) and standard circuit approach~~ and disturbance of waterbird habitat. ~~departure procedures published in AIP~~

2. Emergency response

~~5. EMERGENCY RESPONSE~~

Applicants proposing to operate pilot training at Busselton-Margaret River Airport shall be aware of the Airport Emergency Plan at the airport. Applicants are to provide their Emergency Response Plan.

~~6.~~ **NOISE**

Flight training aircraft are subject to the same ~~requirements as other aircraft under the City of Busselton commitment to~~ noise levels detailed in Chapter XXX. ~~the Noise Management Plan for the Busselton-Margaret River Airport.~~

Conditions of approval will reflect consideration of the estimated noise and frequency of flight.

7. FLY NEIGHBOURLY AGREEMENT

All applicants ~~for a flight training licence~~ will be requiredrequested to abide by the FNA.

Revocation of Approval ~~8. REVOCATION OF APPROVAL~~

Any permit issued by the City of Busselton will contain provisions enabling the City to revoke that approval in the event of non-compliance with any of the conditions contained therein.

~~9.~~ **EXEMPTIONS FOR FLIGHT TRAINING**

Flight training exemptions will be provided for the Emergency Services however an approval is still required to be applied for. The exemption will apply to the following Emergency Services;

- Royal Flying Doctor Service
- Sea Search and Rescue ~~/ AeroRescue~~
- DFES ~~FESA~~/ DBCA
- Police Airwing
- Other Emergency Services providers as required from time to time.

RAAF and Military Services are exempt from applying for flight training permits however are required to provide prior notice to the City of Busselton.

~~3.1.6.~~1.1.4. Licence Renewal Training

Licence renewal training requires written permission, approved by the CEO of the City of Busselton and will only be issued to airline operators that utilise the Busselton-Margaret River Airport on a frequent basis for either FIFO operations or RPT services. A permit will only be issued once a FNA has been agreed to between the potential operator and the City of Busselton.

1.2. Fly Neighbourly Agreement

This Fly Neighbourly Agreement (~~**Guidelines**~~

~~License Renewal Training~~ FNA) ~~- A FNA will be agreed between the operator and the City and will include;~~

- ~~Days per month where license renewal training~~ is a code~~permitted;~~
- ~~Hours~~ of practice~~operation;~~
- ~~Minimum approach~~ to be observed by users of~~operations (i.e no circuit training, however circuits where landings are required or NDB approaches);~~
- ~~Residential consultation to occur.~~

~~3.2. Aircraft Noise Management~~

~~Where aircraft utilising~~ the Busselton-Margaret River Airport to assist with the minimisation of ~~(that is they are based at the Airport or regular users of the airport such as RPT, FIFO charter operators or Commercial Operators) generate~~ noise nuisancelevels experienced ~~at any residential or other noise-sensitive location when determined as an $L_{A\ Slow}$ value at any point within 15m of the identified building that exceed 85dB(A), noise amelioration processes may apply. A residence may be exempt from this requirement by negotiation (such as where noise amelioration has occurred).~~

~~Any aircraft assessed~~ by the Airport's neighbours. See Appendix C~~City to generate noise or potentially generate noise at any non-exempt residential location above that threshold may have restrictions imposed regarding utilisation of the Busselton-Margaret River Airport. Notwithstanding this requirement, the noise level and restrictions shall not apply~~ for the BMRA Fly Neighbourly Agreement.~~emergency and military aircraft required to utilise the airport. Where aircraft are over-flying the City of Busselton in un-controlled airspace and do not utilise the Busselton-Margaret River Airport, the City has no jurisdiction over the pilot or owner of the aircraft and hence not subject to this NMP. Aircraft activities in un-controlled airspace are solely the responsibility of Airservices Australia (ASA) and the Civil Aviation Safety authority (CASA). ASA works to minimise the effects of aircraft noise on communities through operating the national aircraft noise and flight path monitoring system and managing all aircraft noise complaints through the Noise Complaints and Information Service (NCIS). Information on aircraft noise and making a complaint to the NCIS can be found on the ASA website;~~ http://www.airservicesaustralia.com/aircraftnoise

~~3.2.1. Activities Requiring City Approval~~

~~To ensure activity at the Busselton-Margaret River Airport complies with the requirements set out in the NMP and therefore community expectations with regard to noise impacts, airport users are to comply with the relevant sections of the plan. Some airport activities require approval, while others can be undertaken without specific approval, subject to compliance with the operational hours, noise generation limitation and other aspects of the NMP.~~

~~Any activity identified as requiring City approval in Section 3.1.3 of the NMP, any request for exemption from one or more requirements of the NMP, and any flight training activity will require specific approval of the City of Busselton. Operators must comply with the approval, including any conditions thereto. An approval can be issued for a single event, such as for a special one off exceedance of the noise generation limitation, or for a particular time period allowing the activity to occur on an ongoing basis.~~

~~In considering any application, the CEO or the Council as the case may be, shall have due regard to the cumulative impact of other approved applications and hence recognise potential amenity impacts, the requirements of the Noise Management Plan that relate to noise amelioration procedures and regarding the potential need to update the N65 and/or N75 Noise Modelling.~~

~~3.2.2. Approval for Charter and RPT Operations~~

~~Any operator seeking to conduct Charter or RPT services utilising the Busselton-Margaret River Airport shall apply to the City of Busselton. Ongoing Charter and RPT activity may be undertaken during the specified hours and utilising aircraft that meet the specifications for noise generation as provided for in this NMP. The City Chief Executive Officer is authorised and empowered to determine applications in accordance with this criteria.~~

~~3.2.3. Approval for Flight Training or Licence Renewal Training~~

~~Any operator seeking to utilise the Busselton-Margaret River Airport for the purposes of training shall apply to the City of Busselton. Applications will be assessed in accordance with the relevant guidelines and a permit may be issued in accordance with the Busselton-Margaret River Airport Local Law. A new application for a permit shall be referred to the Council for determination after its consideration and comment by the Airport Advisory Committee (or its equivalent replacement at any future time) and public consultation. The CEO is authorised to renew permits, subject to a review of the operator's compliance with the existing permit conditions.~~

~~3.2.4.~~1.2.1. Approval for Special Events

Any operator seeking to utilise the BMRA for an event or operation that does not comply with the specifications in section 3.1.3 can~~shall~~ apply to the City of Busselton setting out the details of the proposal. The City Chief Executive Officer (or approved delegate) is authorised ~~and empowered~~ to determine applications for up to and including twelve (12) Special Events that are approved for a single event or circumstance, where the operation is due to the following circumstances;

- Inclement weather
- Unserviceable aircraft
- One-off events

Assessment of other applications

An application for an Othera Special Event that is not a single event or circumstance is to be assessed under a broader Consultation Process outlined in Table 3.

Table 3 – Consultation Process for Special Events

Receipt of application for Special Events that is not a single event or circumstance that does not comply with the Standards Established in 3.1.3;
Referral to the Airport Advisory Committee for recommendation to Council; - refusal to proceed; - alternative proposal; or - approval to proceed.
Consideration by Council for approval to progress with the application - refusal to proceed; or - approval to proceed.
Release for public consultation period
Council consideration of consultation outcomes, resulting in: - refusal; or - approval, subject to conditions as required; or - approval for a trial period
If approval is sought for extension to the application: • Evaluation of the trial period, including: - public feedback; - Airport Advisory Committee consideration
Council consideration after evaluation of trial, resulting in: - refusal; or - approval, subject to conditions as required
CONDITIONS: In limited circumstances an ongoing Special Event may be approved, subject to a comprehensive assessment of the potential amenity impact of the proposal, in accordance with the noise amelioration requirements of this plan. Any approval provided shall include: • Noise generation limitation; • Hours within which the operations cannot occur; • Noise reduction requirements; • Any other conditions appropriate to the specific application.

4.2. NOISE COMPLAINTS

Airservices Australia manages enquiries and complaints regardingis a federally owned organisation that works with partners in the aviation industry to minimise the impacts of aircraft noise throughout Australia through the Noise Complaints and Information Service (NCIS).

Airservicesson communities around airports. Its role involves:

- ensuring that flight departures and arrivals are designed to minimise noise impacts
- providing information about aircraft noise
- monitoring aircraft noise around major airports
- providing a national Noise Complaints and Information Service.
- All aircraft noise complaints should be lodged with Airservices Australia

Whilst the City will manage the Busselton-Margaret River Airport through implementing the Noise Management Plan and promoting Fly Neighbourly practices, the City recommends in the first instance that all noise complaints are lodged with Airservices Australia. If you would like to make a complaint, you should contact Airservices by:

- completing the online form available at: airservicesaustralia.com (aircraft noise/making a complaint),
- contacting the Airservices NCIS hotline on 1800 802 584, 9am – 5pm EST,
- emailing ncis@airservicesaustralia.com, or
- writing tothe ASA Noise Complaints and Information Service GPO Box 367, Canberra ACT 2601.

For more information visit: airservicesaustralia.com

If you feel your issue has not been effectively addressed, or you believe you have not been provided with adequate information, you(NCIS). Residents may also lodge a complaint withdirect their noise complaints to the Aircraft Noise Ombudsman (ANO). The ANO's website is www.ano.gov.au) by: In addition, noise complaints will be responded to, investigated and treated with priority in accordance with the below procedure.

- emailing ano@ano.gov.au,
- completing the online form available at ano.gov.au (making a complaint/online complaint form),
- contacting the ANO on 1800 266 040, or
- writing to the ANO GPO Box 1985, Canberra ACT 2601.

For more information visit: ano.gov.au

4.1. If you wish to make a Noise Complaints Procedure

Any complaint regarding noise complaint to the City of Busseltonimpact associated with the Busselton-Margaret River Airport, it should be submitted to the Chief Executive Officer (or CEO's nominated complaints officer) of the City. Complaints can be lodged verbally, via email or in writing and will needa contact telephone number, email address and postal address for complaints relating to include:airport noise impacts will be published and made available via a range of mediums outlined in Section 8.

TheIn order for a complaint to be properly investigated, complainants should be aware that they will need to endeavour to provide:

- Their name;
- The location at which the noise nuisance occurred;
- The date(s) and or dates on which the noise nuisance occurred;
- The time(s) on or times at which the noise nuisance occurred;
- Any details of the aircraft that may have been observed;
- Any other information that will enable the complaint to be properly investigated.

Complaints will be acknowledged in writing and complainants will receive a response once the complaint has been investigated.

The City will maintain records of complaints regarding aircraft noise impact and utilise this information in the ongoing review and implementation of the NMP.

A preliminary response to the complainant, identifying in the least the length of time that will be required to formally respond to the complaint, is to be provided in accordance with the City's Customer Service Charter requirements. If possible, the preliminary response should also include advice as to whether it is believed to be a matter within the City's enforcement provisions to control or not.

~~4.2. Noise Complaint Investigation~~

~~Where the City receives a noise complaint, the details provided by the complainant can be used by the City to investigate the complaint. The City will seek to determine whether the noise nuisance has been caused by an approved operator or an operator that may have utilised the airport in a manner that does not comply with the requirements of the NMP.~~

~~The City's focus in relation to operators utilising the Busselton-Margaret River Airport is:~~

- ~~to ensure that they are aware of the requirements of the NMP;~~
- ~~to ensure that they are complying with the requirements of the NMP;~~
- ~~to ensure that operators are acting within the conditions of any approval they have received; and~~
- ~~to ensure that any operation requiring approval that does not have the necessary approval is ceased.~~

~~Where a noise complaint has been investigated, the City will utilise this approach to ensure ongoing compliance with the requirements of the NMP. In addition, the City will report and follow up on any matter of complaint deemed not to be in the jurisdiction of the City.~~

~~The City of Busselton will:~~

- ~~Do what is appropriate with a view to resolving complaints in a cooperative, efficient, timely and fair manner;~~
- ~~Regularly monitor and report to complainants on the progress and outcome of complaints that have been lodged;~~
- ~~Maintain records of complaints regarding aircraft noise impact and utilise this information in the ongoing review and implementation of the NMP;~~
- ~~Provide advice to the community on issues to note when making noise complaints; and~~
- ~~Be as transparent as possible, whilst also acting in accordance with its confidentiality and privacy obligations.~~

~~Where a noise complaint is determined outside of the City of Busselton's jurisdiction, the complainant will be advised to make a formal complaint to ASA Noise Complaints and Information Service (NCIS). Residents may also direct their noise complaints to the Aircraft Noise Ombudsman (ANO). The ANO's website is~~ www.ano.gov.au

~~5.~~3. NOISE ASSESSMENT AND MONITORING

~~The City of Busselton undertakes to implement the NMP and ensure ongoing compliance with its requirements to deliver a viable airport operation on behalf of the community and to provide protection from undue noise impact for affected residents. This will involve noise monitoring and noise modelling for the purposes of providing for the amenity of existing and future residents in noise sensitive areas. The City of Busselton will also utilise various mechanisms to ensure community awareness of airport operations and noise impacts.~~

~~5.1.~~3.1. Noise Monitoring

Noise monitoring will be used~~utilised~~ to assess compliance with the noise standards established in the NMP. Noise monitoring may be carried out both on Busselton-Margaret River Airport land and the surrounding areas. Where a representative sample of data has been collected noise monitoring results will be used for:

- ~~determining whether a property is significantly affected by Busselton-Margaret River Airport noise emissions and therefore, requires consideration for noise amelioration strategies;~~
- ~~future land use planning purposes;~~
- ~~assessing compliance with approval conditions for operations at the Busselton-Margaret River Airport;~~
- ~~one-off assessments for special events.~~

Table 4 – Noise Monitoring Schedule

Purpose	When	Where
Noise monitoring	Response to requests or complaints or significant change in operations	At affected noise-sensitive premises (outdoors and / or indoors)
Land use planning	Assessment of proposal	Relevant subject site
Events or one-off occurrences	During the event or at specified time intervals.	Referenced locations (eg runway ends) or at residential properties.

All noise monitoring and assessment

~~The surrounding areas and identified noise sensitive premises~~ will be performed~~monitored~~ by accredited Environmental noise personnel and will involve collecting samples~~a sample~~ of representative data. The results of the~~this offsite~~ noise monitoring will also be used to verify compliance with the NMP and ~~the FNA, and~~ considered when reviewing the NMP.

3.2. Noise Measurement

For land use planning around airports, Australia has adopted the Australian Noise Exposure Forecast (ANEF) system, which describes cumulative aircraft noise for an 'average annual day'. The ANEF system was developed on the basis of social survey data which aimed to correlate aircraft noise exposure with community reaction in residential areas. The ANEF system is useful for controlling new noise sensitive developments near airports. An Australian Noise Exposure Concept (ANEC) is a noise chart produced for a hypothetical future airport usage pattern. ANEC noise exposure contours are calculated using the same methods as the ANEF; however, they use indicative data on aircraft types, aircraft operations and flight paths. Australian Standard 2021:2015 contains advice on the acceptability of building sites based on ANEF zones. The acceptability criteria vary depending on the type of land use. An aircraft noise exposure level of less than 20 ANEF is considered acceptable for the building of new residential dwellings.

Building type	Forecast noise exposure level (ANEF)		
	Acceptable	Conditionally acceptable	Unacceptable
House, home, unit, flat, caravan park	Less than 20 ANEF	20 to 25 ANEF	Greater than 25 ANEF
Hotel, motel, hostel	Less than 25 ANEF	25 to 30 ANEF	Greater than 30 ANEF
School, university	Less than 20 ANEF	20 to 25 ANEF	Greater than 25 ANEF
Hospital, nursing home	Less than 20 ANEF	20 to 25 ANEF	Greater than 25 ANEF
Public building	Less than 20 ANEF	20 to 25 ANEF	Greater than 30 ANEF
Commercial building	Less than 25 ANEF	25 to 30 ANEF	Greater than 35 ANEF
Light industrial	Less than 30 ANEF	30 to 40 ANEF	Greater than 40 ANEF
Other industrial	Acceptable in all ANEF zones		

Building site acceptability table based on ANEF zones (AS2021)

3.3. What are 'Number Above' noise contours?

Noise measures based on the intensity and frequency of individual aircraft noise events is an effective way of conveying information about aircraft noise impacts. These measures are often more easily interpreted compared to the ANEC/ANEF. While 'Number Above' data show the number of events that are predicted to exceed a certain noise level at a given location, they do not show the intensity of noise to be experienced at that location. 'Number Above' (NXX) measures indicate the average number of aircraft overflights per day exceeding a specified noise level (XX dBA). For example at the 5 event contour on the N70 map there would

be expected to be on average 5 events per day that exceed 70 decibels. The ANEC and N65 and N75 contours are accessible on the website.

The ANECs and N70 contours will be used by the City's Strategic Planning Department in future land use planning and town planning scheme amendments to protect both the community and future

~~Aircraft noise levels can be greatly affected by prevailing weather conditions occurring at the time of noise emission. It is equally important to monitor weather conditions as well as noise levels as the two are closely related to the perceived level of noise at any given location. The Busselton-Margaret River Airport currently has an automatic weather station on site which provides data on air temperature, relative humidity, wind direction and strength. For noise amelioration purposes, data can be correlated with noise monitoring information to determine worst case conditions for the noise environment.~~

~~5.2.~~ Noise Modelling

~~Noise Modelling~~ based on ANEF,~~ANEC/ANEI and~~ N65, N70 and N75 contours has been undertaken by the City of Busselton and will continue to be utilised to provide direction for future land use planning considerations as the Busselton-Margaret River Airport develops. ~~In addition, the ANEC and N65 and N75 contours can provide information to be considered when determining whether a property may be significantly affected by noise emissions with the changing environment at the airport.~~

Noise modelling (~~ANECs or~~ ANEFs and/or ANECs and N-contours) will be reviewed every five years or upon the following trigger points (which will be reviewed on an annual basis~~)~~):

- change in aircraft models used for RPT and freight operations from those assumed in the aircraft modelling (B737 and A320);
- increase of more than 20% from the aviation movement forecasts used in the current noise modelling at the time; or
- re-design of flight paths and DAPs.

~~Where any significant proposal is to be considered which may result in a significant increase in traffic or a change in the types of aircraft utilising the airport, N65 and N75 contours will be updated to reflect this changing environment.~~

6.4. NOISE AMELIORATION

~~The community must be provided with a mechanism by which it can be assured that any complaint relating to the noise impact associated with the Busselton-Margaret River Airport will be appropriately dealt with in a timely manner. The Noise Complaints Procedure will enable the City of Busselton to respond effectively to community members impacted by aircraft noise, but the following section provides the parameters within which airport impacts at noise sensitive premises can be addressed.~~

~~6.1. Noise Context~~

~~Noise from aircraft taking off and landing at the Busselton-Margaret River Airport can potentially affect the amenity of a number of residents living in the vicinity of the airport. Although it is not possible to completely stop aircraft noise emanating from the airport, there are standard aircraft operating procedures that form part of the NMP that can be implemented to reduce the effect on residents living near airports. These operating procedures have been encapsulated in the Fly Neighbourly Agreement that forms part of this NMP.~~

~~The City has undertaken noise monitoring in a number of areas under aircraft flight paths and considers that standard operating procedures need to be better managed to reduce noise levels. The NMP outlines the strategies employed to reduce the level of noise emanating from the airport. Therefore, to assist residents who have aircraft noise complaints, the City of Busselton will measure the actual noise levels being experienced at the airport on a regular basis in accordance with Clause 5.1.~~

~~Should the airport conditions change by any method, i.e. additional flights, changes in flight departures and arrival times, unscheduled flights, flight paths, aircraft size or type or any other airport related conditions, then these changes would be communicated to the residents and stakeholders by various methods (see Section 8).~~

~~6.2.~~4.1. Noise Reduction and Amelioration Measures

The ongoing implementation and enforcement of the NMP ~~and proper investigation of noise complaints~~ is intended to result in an airport operation that does not significantly impact on the amenity and lifestyle of residents in the vicinity of the Busselton-Margaret River Airport.

Based on~~The City does, however, acknowledge that it is necessary to provide a mechanism by which actual noise impact can be assessed for a specific location where it is considered that the aircraft noise impact is excessive.~~

~~Following research of the literature published by~~ the Australian Department of Infrastructure and Regional Development (including National Airports Safeguarding Framework Principles and Guidelines) and AirServices Australia information, the City of Busselton utilises~~has decided to utilise~~ the Australian Standard AS2021;2015 for the basis of its noise assessment and amelioration process. This ~~decision~~ is ~~partly~~ based on one of the objectives of the Standard being to provide guidance to local governments, and communities concerned with planning and building development on the siting and construction of new buildings against aircraft noise intrusion and on the acoustical acceptability of existing buildings located in the vicinity or near aerodromes. ~~Additionally, the Standard provides guidance on determining building siting acceptability for aerodromes with (i) ANEF charts and (ii) for light general aviation aerodromes without ANEF charts.~~

~~To facilitate the City in identifying areas or residential properties that may be impacted by aircraft noise in the future, the City has prepared both ANECs and N-contours based on the extended runway infrastructure that will be delivered as part of the Airport Development Project. The ANECs and N70 contours will be used by the City's Strategic Planning Department in future land use planning and town planning scheme amendments to protect both the community and future Airport development and growth.~~

Further, in adopting the Australian Standard AS2021;2015 the City will apply the definitions of 'determination of Building site acceptability' of "Acceptable", "Conditionally Acceptable" and "Unacceptable". Using the Standard, the ANEF, N-Contours and noise monitoring techniques, in certain circumstances where the level of impact may be proven to be excessive, the residence can be considered for noise amelioration.

~~6.2.1.~~4.1.1. Noise Reduction Parameters

As a general guide, the following noise levels have been broadly established as:

- Acceptable - whereby under normal circumstances no noise reduction measures will be necessary;
- Conditionally Acceptable - whereby negotiations may be necessary in an attempt to reduce the number of events and the noise impact;
- Unacceptable - whereby consideration will be given as to how the noise impact may be reduced.

Table 5 – Guide to Noise Level Acceptability

Acceptable	Conditionally Acceptable	Unacceptable
<75dB(A)	75-85dB(A)	>85dB(A)

These criteria relate to ~~all~~ noise sensitive receivers~~,~~ including residences, and do not relate to commercial and industrial receivers. Where a noise sensitive receiver is experiencing regular noise levels as set out in the Noise Amelioration Assessment table actions may~~can~~ be taken by the City of Busselton to implement further controls on any activity consistently generating this level of noise. Where a residence experiences noise levels that regularly exceed 85dB(A) the City of Busselton may~~can~~ restrict the ongoing use of any aircraft that generates such noise. Should operational noise reduction measures not prove successful, noise amelioration will be utilised.

~~6.2.2.~~4.1.2. Noise Amelioration as a Noise Reduction Technique

One strategy that the Council will utilise in reducing the noise impact will be noise amelioration measures for specific residences at which such noise levels have been experienced. In assessing any residence as to whether it qualifies for noise amelioration, the City will follow the process below as defined in AS2021; 2015;

Table 6 – Noise Criterion for Amelioration

Outdoor Noise Criterion
Noise Amelioration action is required where L_{Amax} regularly exceeds[2] – (1) 85dB(A); or (2) 80dB(A) for > 6 events[1] per day; or (3) 75dB(A) for > 12 events[1] per day. Notes: (1) Each aircraft noise event occurring between 7pm and 7am is to be counted as 4 events. (2) Regularly exceeds refers to events occurring at uniform (even / constant) intervals. Noise generated by Emergency Services Aircraft operating in emergency situations are not to be taken to count towards the monitored noise events for amelioration purposes. AND / OR Table 2.1 Building Site Acceptability based on ANEF Zones in AS2021:2015; where a house, home, unit, flat, caravan park falls in the 20-25 ANEF zone

~~For the option of Acoustic Insulation to be considered a relevant response to the need for Noise Amelioration, the *Australian Standard (AS2021-2015) for Indoor Design Sound Levels for Determination of Aircraft Noise Reduction as it relates to residences is the target to ensure the adequate design of the Noise Attenuation Package.~~

Table 7 – Target Levels for the Design of an Acoustic Insulation Package

Building type and activity	Indoor design sound level dB(A)
Houses, home units, flats, caravan parks	
Sleeping areas, dedicated lounges	50
Other habitable spaces	55
Bathrooms, toilets, laundries	60

~~Table 8 – Noise Exceedance Response~~

Consideration Initiated as a Result of Flight Training Activity
In addition to the parameters that address the louder noise events, it is also necessary to include consideration of the repetitive noise events, which are those caused by flight training and, given the restriction on the aircraft to be used for flight training, will not cause the noise levels identified above. High levels of repetitive noise caused by flight training may also qualify a resident for Noise Amelioration Assessment, with the primary noise amelioration action to be operational controls / permit reviews before the consideration of the other noise amelioration measures identified. Ultimately, the determination of these levels will necessarily be discretionary for the Council and will primarily be dealt with by the determination of whether to issue a permit or not.

~~6.2.3.~~4.1.3. Process for Amelioration Assessment

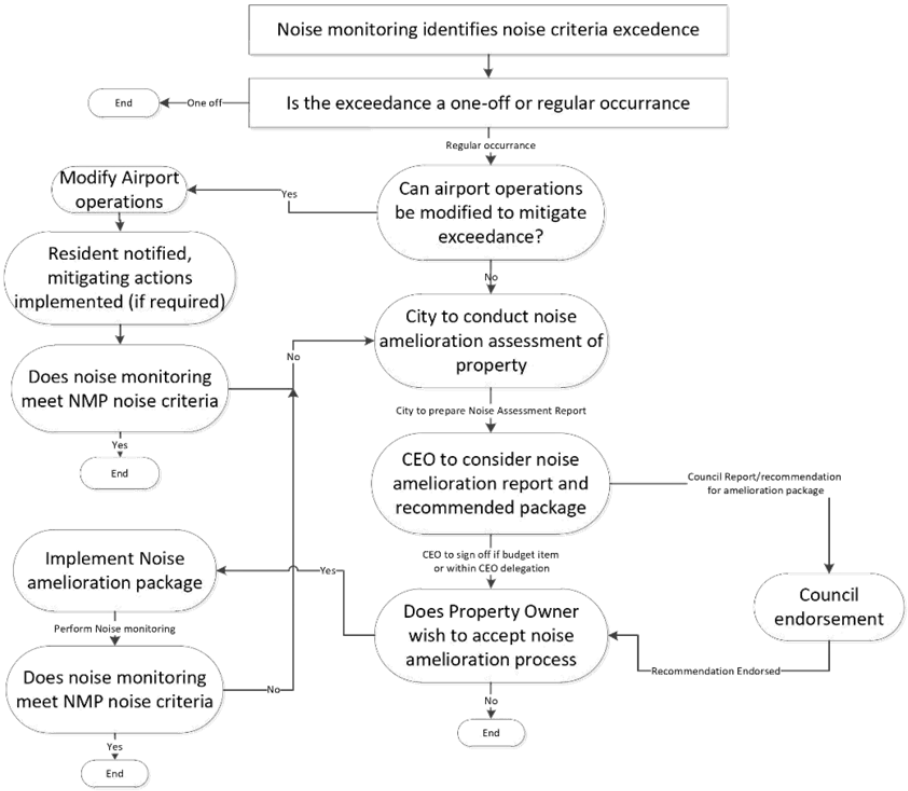
A key management action for the implementation of the NMP is to identify residences requiring noise amelioration assessment. This assessment will be undertaken in accordance with the process identified in Table 8 and process flow detailed in Table 9.

Table 9 – Amelioration Assessment Process

Action	Input / Output	Parties Involved
Identify Residential Property for assessment	1. Request or complaint from property owner; or 2. Noise Monitoring data identify noise level 'breach'	Property owner City of Busselton
Desktop analysis of noise monitoring	1. Determine if noise monitoring data exists or is required 2. Conduct noise monitoring (if required) 3. Compare noise monitoring to noise level criteria	City of Busselton Property owner
Liaison with Property owner	Initial discussions with property owner regarding amelioration packages provided for in the NMP	City of Busselton Property owner
Acoustic assessment for amelioration design	Assessment of property for amelioration design packages in accordance with Australian Standard Indoor Design Sound Levels*	Acoustic Engineers Acoustic insulation specialists City of Busselton Property owner
Liaison with Property owner	Further discussion with property owner to confirm options on amelioration packages	City of Busselton Property owner
Report to CEO	Report on details of amelioration and officer recommendation including if Council consideration is required.	City of Busselton
Report to Council (if required)	Report to contain - results of noise monitoring - Cost of possible amelioration packages - Results of consultation with private property owner - AAC and City Officers' Recommendation	City of Busselton

Follow-up acoustic assessment	Noise monitoring to assess effectiveness of amelioration implementation	Accredited Noise Monitoring

Figure 3: Noise amelioration process flow.



7. Land Use Planning

Several planning documents are in place for land use relating to areas in close proximity to the Busselton-Margaret River Airport. The plans have been developed in recognition of the airport's location and potential impacts, leading to specific planning controls.

The City has commenced the process of developing a broad land-use strategy and a Town Planning Scheme amendment in order to provide protection to the airport as a continuing acceptable use of the land in its current location and to protect future amenity for noise sensitive land-uses.

For future development purposes ANEF contours provide information as to the likely cumulative exposure to aircraft noise that communities near an airport are likely to experience in a specified future time and over a specified duration. This then enables potential land uses to be established based on the noise exposure contour within which an area is located. It is noted that ANEF contours have inherent limitations for the purposes of regional airports, and while an indicator with some application, should not be relied upon as the only appropriate land use indicator.

There are a number of existing planning documents that are relevant to the land that may be considered to be "airport noise sensitive". In addition to this, the ANEF, N70 contours will be utilised for land use planning purposes. As part of a town planning scheme amendment process, the noise modelling information will guide the identification of frame areas for notification, insulation and restricted use areas.

The planning process will therefore result in Special Control Areas whereby the considerations for those areas is clearly identified as to where noise sensitive uses are not permitted, where noise insulation and title notifications are a specific development requirement and where title notifications are otherwise required. In addition to this, prospective owners of properties identified in airport noise sensitive areas shall be informed of the issues associated with airport noise and the parameters established in the NMP. Where appropriate, title notifications will be utilised to ensure this level of awareness and ultimately acceptance of the airport noise impact associated with the land.

Areas covered by the following planning documents will be further considered in this scheme amendment process.

7.1. Busselton Airport Development Guide Plan

The Busselton Airport DGP outlines the planning within the City of Busselton owned and managed Busselton-Margaret River Airport land. The plan describes the development that is permissible on the land, known as an "Airport Business Park". This plan will cater for the expansion of aircraft hangars, on-ground passenger and engineering support infrastructure for the airport.

7.2. Busselton Airport Structure Plan

The Busselton Airport Structure Plan deals with all of the privately owned land to the northwest of the Busselton-Margaret River Airport precinct. It outlines guidance policy statements that relate to environmental issues including noise. With specific reference to noise, the structure plan provides that:

- appropriate investigations shall be undertaken to ensure that the potential for future noise impacts from the airport operations are taken into account in the development of the land;
- any required noise attenuation associated with potential noise impacts determined from investigations are adequately planned for.

Noise monitoring information gathered in accordance with this NMP will be used to ensure the planning policy requirements are adhered to.

7.3. Urban Growth Strategy

The Urban Growth Strategy outlines the preferred areas of urban growth to the south of the existing town site and the focus of this strategy is to locate any further development further to the west of the Busselton-Margaret River Airport. A key component of this strategy is the Ambergate North District Structure Plan. The area covered in the plan will cater for an additional 12,000+ people over the next 15-30 years. This area of land is located within 6km to the west of the airport and is included in noise abatement zones depicted at 3.1.2. In addition the use of regular noise monitoring and noise modelling information will assist City decisions relating to building approval and change of land use applications, both within the airport development precinct, and in the adjoining town site and rural land.

~~8.~~5. COMMUNICATION AND CONSULTATION

~~Community access to information and involvement in high impact decisions is a key component of the management of noise impact associated with the Busselton-Margaret River Airport. The City of Busselton will therefore utilise a range of mechanisms to ensure that the community is informed and involved.~~

~~In this regard,~~ the City may utilise at various times any or all of the following communication and consultation initiatives:

- An advisory committee or similar established body to provide specific input to various proposals and to assist with stakeholder communication and consultation;
- Regularly update the City of Busselton's Busselton-Margaret River Airport website with airport operations information;
- Ensure that airport noise complaints procedures are advertised and available on the website;
- Place all Council endorsed, related noise exposure contour maps on the website and make available to the public by various other means (i.e. ANEF, ANEI, N-contours);
- Provide land use planning information in various formats along with the noise contour information;
- Utilise newspaper releases, radio updates, forums, community meetings and advisory committee meetings;
- ~~Ensure that all members of the community have an opportunity to have input at the formative stage of any change to operations, policy or procedure;~~
- Direct communication with interested members of the public (eg those living near the airport) with information pertaining to Airport operations.~~containing any imminent happenings~~
- Noise amelioration Information Package.

~~The NMP is established to provide community protection from the impacts of noise associated with the operation of the airport. In establishing the parameters within which the airport can operate and therefore the operations that will be deemed acceptable, there is of course acknowledgement that some operations and noise impacts are unacceptable. The Noise Complaints section provides the framework by which the community can raise concerns regarding the noise impact of the operations~~

~~at the airport and the City of Busselton can assess complaints and the actual noise impact of the airport's operations.~~

~~9.~~6. IMPLEMENTATION AND REVIEW

The Busselton-Margaret River Airport is ~~owned and managed by the City of Busselton, which is~~ required to implement this Noise Management Plan to ensure all operators utilising the airport are doing so in an approved manner~~, either by utilising the airport in the manner specified in the NMP or by seeking a specific approval or permit as required~~.

Table 10 - The Management Structure consists of:

Council	Sets high level direction for Airport development and management Approves land use planning parameters, including scheme amendments Approves changes to Noise Management Plan Considers initial applications for Flight Training Considers applications for ongoing special event or special circumstance exemptions
Airport Advisory Committee	Provides input to: • high level direction for Airport development and management • changes to Noise Management Plan • initial applications for Flight Training • applications for ongoing special event or special circumstance exemptions

The Chief Executive Officer	Informs and makes recommendations to the Council and/or Airport Advisory Committee Manages the day to day operations of the Busselton-Margaret River Airport Ensures compliance with the NMP and Flight Training Permits Considers applications for Charter and RPT services in accordance with the NMP Considers one-off special event or special circumstances exemptions Considers requests for flight training permit renewal Considers Noise amelioration assessments and implementation packages

~~9.1.~~6.1. Compliance Framework

Operators are required to comply with the parameters outlined in this Noise Management Plan and in accordance with any approval granted by the City for operations at the Busselton-Margaret River Airport.

~~The City of Busselton, as an accountable and responsible owner and operator of the Busselton-Margaret River Airport, is committed and able to implement, apply and enforce, within its powers and available resources, all required strategies and available measures to achieve the requirements and objectives of this NMP.~~

~~For purposes of developing and implementing such strategies and/or enforcing compliance with these measures, it is necessary to distinguish between land based activities and activities taking place in airspace.~~

~~**Land based activities**~~

~~The City of Busselton, as owner of the land where the Busselton-Margaret River Airport is located and also as operator of the airport, has the power to regulate, subject to certain limitations (like safety~~

~~requirements and/or emergency measures), land based activities at BMRA. These powers include (but are not limited to) determining:~~

- ~~Operating hours;~~
- ~~Types of aircraft which may use the aerodrome for landing or taking off;~~
- ~~Which aircraft operators may use the facilities at the airport (including who may use the aerodrome for landing or taking off);~~
- ~~Whether flight training operators may use the aerodrome for landing and taking off and under what conditions.~~

In order to seek/enforce compliance by aircraft operators with the requirements and objectives of this NMP, the City of Busselton shall implement/employ the following measures with regards to land based activities at BMRA:

- City of Busselton Airport Local Law;
- ~~City of Busselton Airport Local Law which, among other things, regulates the activities of flight training operators. Under this process a proponent will be required to apply for a flight training permit and only operators holding valid permits will be allowed to use the facilities at BMRA for flight training. Further detail about this process is set out under Paragraph 3.1.5 of the NMP;~~
- ~~Entering into~~ Fly Neighbourly Agreements with aircraft operators ~~– see paragraph 3.1.4 of the NMP~~;
- Consultation with aircraft operators using the BMRA;
- ~~Consultation with aircraft operators using the facilities at the airport. This is a two tiered process, firstly ensuring that approved aircraft operators are aware of the regulatory measures which apply to the airport and also of the requirements of the NMP, and secondly consulting with non-compliant aircraft operators in an attempt to resolve any issues and prevent re-occurrence of unapproved/non-compliant activities;~~
- Reporting non-compliance to relevant government agencies (like CASA, AirServices Australia and OEPA);~~DWER) and seeking support from these agencies to prevent re-occurrence of such activities;~~
- Prosecuting serial non-compliant aircraft operators;
- Ban serial non-compliant aircraft operators from using the facilities at the airport (banning certain non-compliant activities at the airport or prohibiting such operators from landing and taking off from the aerodrome).

~~**Activities in Airspace**~~

~~Since the powers to regulate Australian administered airspace are considered to be exclusive to CASA and AirServices Australia, the City of Busselton has no power or authority to regulate activities in airspace. The City, for instance, does not have the power to regulate matters like height restrictions and flight paths through a local law. That does however not prevent the City from seeking and enforcing compliance by aircraft operators with existing measures regulating activities in airspace.~~

~~9.2.~~6.2. Review Process

The review of the Noise Management Plan will be undertaken every three years in conjunction with the Airport Advisory Committee (or its equivalent replacement at any future time). The review will be undertaken in consultation with key stakeholders, including the community, Industry, government agencies and airport users. The results of the review and any proposed changes to the NMP will be advertised for comment in the local newspapers following Council's consideration of the recommended changes. It is noted that proposed amendments to the NMP may require approval under the Environmental Protection Act 1986 or other relevant Acts.

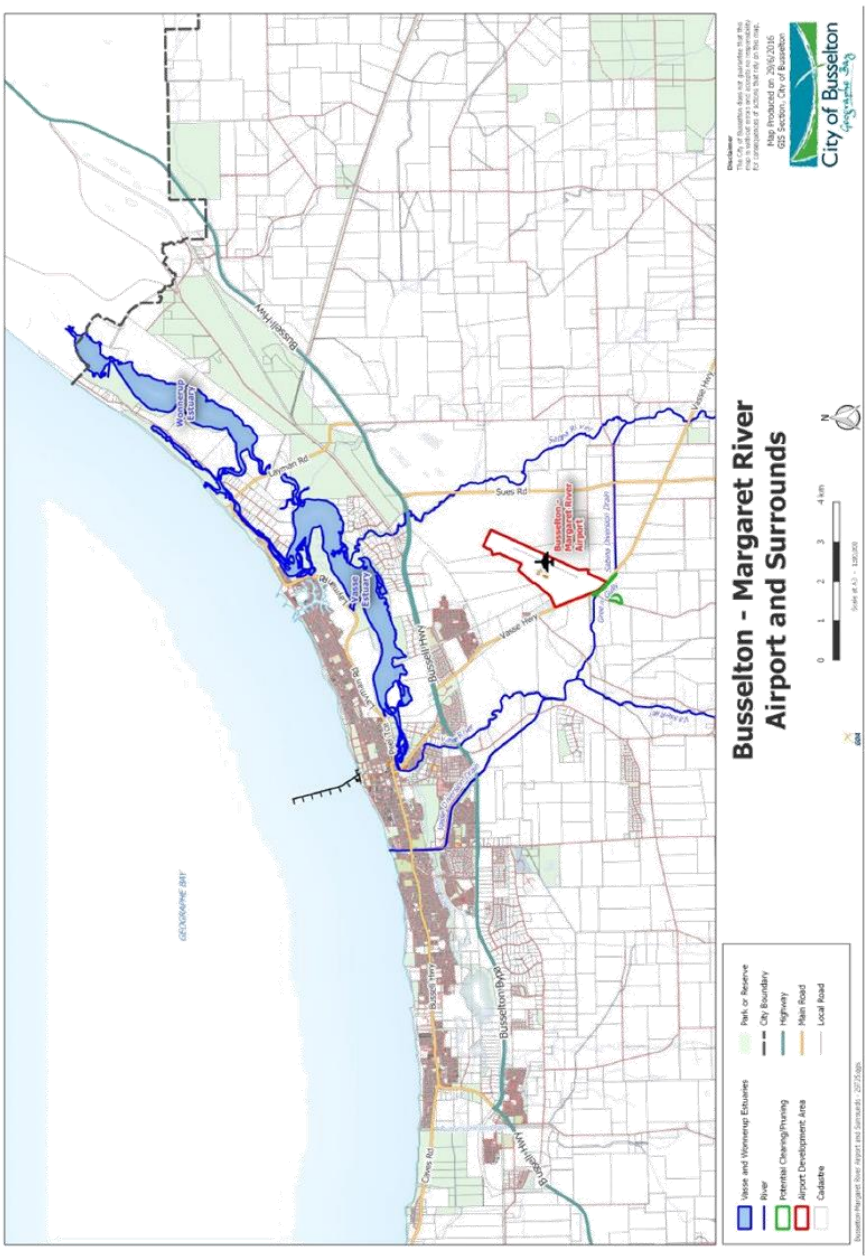
~~Following the review of the NMP, if adopted by the Council and sanctioned, where necessary, by the relevant statutory bodies, the revised NMP will take effect for the airport operations for the forthcoming twelve month period or until a further review is held.~~

Any review of the NMP will take into consideration:

- How the development opportunities for the airport have been pursued;
- Whether the flight paths and noise abatement zones need updating;
- Whether the hours of operation need to be adjusted;
- How well noise emissions associated with the airport have been managed, which will include consideration of noise monitoring data, complaints statistics and compliance information.

The review will also include a review of the Fly Neighbourly Agreement and the Flight Training Guidelines.

Appendix A – Busselton-Margaret River Airport Surrounds



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City of Busselton
Geographe Bay

BUSSELTON-MARGARET RIVER AIRPORT

NOISE MANAGEMENT PLAN

Draft – January 2022

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Definitions

Accredited Environmental Noise Personnel - a person authorised in accordance with Sections 87 and 88 of the *Environmental Protection Act 1986.*

AGL (Above Ground Level) - a height reference to distance above ground level.

ANEC- These are scenario contours and are used to produce 'what if' contours, for example, in the process of examining flight path options around an airport.

ANEF - These are the official forecasts of future noise exposure patterns around an airport and they constitute the contours on which land use planning authorities base their controls.

Australian Noise Exposure Forecast (ANEF) - a prediction of the cumulative exposure to aircraft noise which communities near an airport are likely to experience in a specified future time (usually 10 – 20 years) and over a specified duration (usually one year). The results are depicted in the form of contours linking areas that have the same noise exposure.

Charter (Closed) - Operation, with fixed schedule to and from fixed terminals, in which the purchase of tickets is not available to any member of the public but specifically to an individual or organisation.

Charter (Open) - Operation, with fixed schedule to and from fixed terminals, in which the purchase of tickets is available to any member of the public through either a agent or directly on-line.

dB $L_{A\ SLOW}$ - the A-weighting filter covers the full audio range - 20 Hz to 20 kHz and the shape is similar to the response of the human ear at the lower levels, SLOW refers to the time weighting applied.

Flight Training – instruction received from a flight training school or qualified flight training instructor in an aircraft or flight simulator. Training only applies to student pilots or unqualified pilots. Flight training definition does not include recurrent training or licence renewal training, ground training or a demonstration flight.

Fly Neighbourly Agreement (FNA) - a voluntary code of practice included in the Noise Management Plan to be actively promoted and facilitated by the City

Licence Renewal Training - training performed by a qualified pilot, whereby specific operations are required to be completed to maintain pilot licence as current (example; Take off/Landings, VFR operations) as defined under CAR 1988 Volume 2 – Part 5, Division 8.

MTOW – Maximum Take Off Weight

Noise Abatement Zones - areas of land with proximity to the airport with existing or planned noise sensitive land uses over which aircraft activity is to be minimised.

Noise Contours (N-Contour or Nxx) - the noise contours on a map indicate the number of aircraft noise events louder than the specified dB(A) level which would occur on the average day during the period covered (example - an N65 contour map would depict the number of events that would exceed 65dB(A) on the average day).

Noise Sensitive Location - a land-use with an identified sensitivity to noise eg: residence, hospital.

Regular – occurring at uniform (even / constant) intervals

Regular Passenger Transport (RPT) – commercial airline services operating to a regular schedule, to and from fixed terminals, where the purchase of tickets is available to any member of the public.

Special Control Areas - areas of land with proximity to the airport where noise sensitive land uses can be restricted.

Table 1 – Document Management Information

Action	***Date***	***Organisation***
NMP revision - Draft	January 2022	City of Busselton
NMP revision – Version 2	January 2019	City of Busselton
NMP revision – Version 1	May 2018	City of Busselton
NMP revision	March 2017	City of Busselton
NMP revision	18 February 2016	City of Busselton
NMP (January 2015) Ministerial Approval	7 July 2015	Minister for Environment; Heritage
NMP Final revision	22 December 2014	City of Busselton
NMP resubmission	10 March 2014	City of Busselton
NMP revision (First review period)	7 November 2013	City of Busselton
Final Ministerial Approval	22 June 2012	Minister for the Environment
Final proponent revision	3 February 2012	City of Busselton
EPA Board consideration	19 January 2012	EPA Board
Public Consultation	4 weeks advertising	Shire of Busselton
Submission to EPA	1 February 2011	Environmental Protection Authority
Council review and adoption	15 December 2010	Council
Busselton Airport Advisory Committee recommendations	7 December 2010	Airport Advisory Committee
Shire of Busselton review and recommendations	October-December 2010	CEO – Mike Archer
Busselton Airport Advisory Committee revisions and updates	August/September 2010	Airport Advisory Committee (previously Advisory Group)

Busselton Airport Advisory Group development of draft plan The draft Noise Management Plan was developed by the Airport Advisory Group, consisting of: Cr Tom Tuffin – Shire of Busselton Cr Jackie Emery – Shire of Busselton Cr David Binks – Shire of Busselton Mr Ray McMillan – Busselton Chamber of Commerce Ms Natalie Venosi – Geographe Bay Tourism Association Mr Andrew Svalbe – Community representative Mr Peter Stark – Community Representative Mr Ross Beatty / Mr Geoff McGlasson – Busselton Aero Club Mr John McCallum / Mr Brian Rulyancich – Dunsborough-Yallingup Chamber of Commerce Two representatives (with one deputy) of the Airport Residents' Group	August 2009 to July 2010	Airport Advisory Group (later Advisory Committee)
Draft Noise Management Report developed by Strategen	April 2009	Strategen Consultants

INTRODUCTION

The City of Busselton, as the owner and operator of the Busselton-Margaret River Airport, seeks to operate the airport to its full potential for the benefit of tourism, export producers and freight, aviation business and economic development of the South West region. In doing so, the City recognises that noise can and does affect members of its community and hence this noise management plan outlines the strategies and measures to minimise noise impacts for the community.

The main objectives of the Noise Management Plan are to;

- identify and implement controls and procedures for the effective management of aircraft noise and the reduction of aircraft noise impacts;
- provide clear and specific guidelines for airport users as to their responsibilities and obligations with regard to noise management;
- procedures for monitoring and ongoing review of the plan;
- outline noise assessment and mitigation procedures; and
- provide the general community with clear and transparent information and guidelines as to the noise management controls and procedures to be employed in respect of aircraft noise in the vicinity of the Busselton-Margaret River Airport.

Understanding Noise

Sounds are vibrations through the air or other mediums that are received and 'heard' by a person or animal. Whereas 'noise' can be simply defined as unwanted or unpleasant sound.

Sound is measured in decibels (dB) and is represented on a non-linear (logarithmic) scale. This means that a person is unlikely to notice a change in 1 or 2 dB while a 10 dB change in noise levels reflects a doubling or halving of loudness.

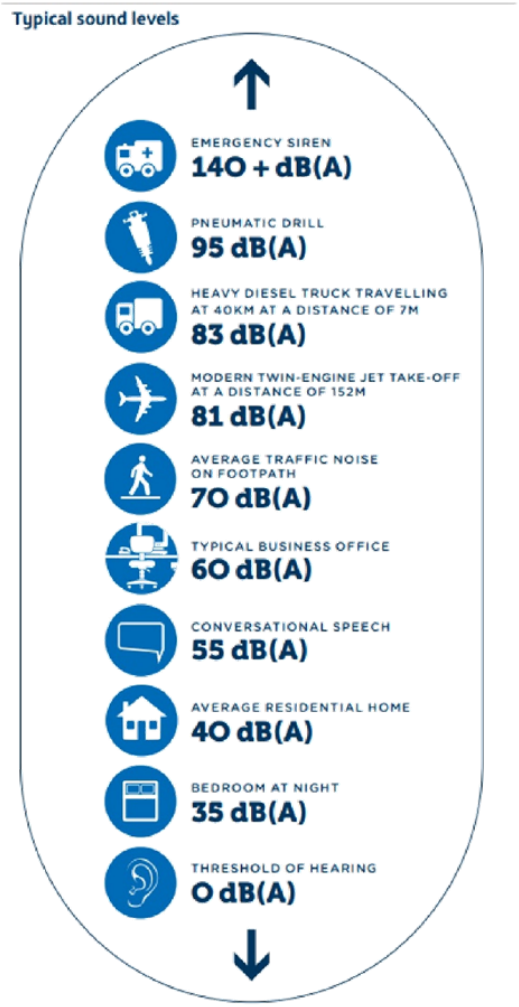
The human ear is less sensitive to low audio frequencies so instrument measured sound levels are typically 'A-weighted' to mimic the response of the human ear to sound. This is indicated by adding (A) to the dB unit and expressed as dB(A).

The majority of aircraft noise is generated by the engines and depends on a range of factors including:

- aircraft size and weight,
- number and type of engines,
- atmospheric conditions;

- thrust setting,
- speed, and
- altitude and distance.

Some examples of typical sound levels are listed below:



Who is responsible for aircraft noise management?

The City of Busselton, through the NMP, recognises the International Civil Aviation Organisation's (ICAO) internationally accepted and employed principle of a balanced approach to aircraft management. This consists of identifying the noise impacts at an airport and then analysing the various measures available to reduce noise and noise impacts through four principal elements, being:

- Reduction of noise source;
- Land use planning and management;
- Noise abatement operational procedures; and
- Operating restrictions at airports.

To achieve a balanced approach, a range of organisations have roles and responsibilities in managing aircraft noise as listed below:

Organisation	Roles and Responsibilities
International Civil Aviation Organisation (ICAO)	• Establishes noise certification standards for new aircraft • Provides guidance on noise management strategy
Civil Aviation Safety Authority (CASA)	• Independent statutory authority with responsibility for regulation of civil aviation operations in Australia • Provides overriding consideration to air safety • Responsible for airspace regulation through the Office of Airspace Regulation
Department of Infrastructure, Transport, Regional Development and Communications	• Advises the Federal Government on the policy and regulatory framework for Australian airports and the aviation industry • Provides policy advice to the Minister on the management of aircraft noise • Provides regulatory oversight of the *Air Navigation (Aircraft Noise) Regulations 1984* as they apply to aircraft which do not meet Australian aircraft noise standards
Airservices Australia	• Provides Air Traffic Control (ATC) services • Manages and maintains aircraft navigation, surveillance, and noise monitoring infrastructure • Establishes flight paths at Australian Major City Airports • Manages noise complaints and enquiries through the Noise Complaints and Information Service • Provides information on aircraft movements, runway and flight path usage and noise impacts using a range of noise descriptors

	• Reviews and endorses Major City Airport ANEF charts for technical accuracy
Airlines and aircraft operators	• Operate and maintain aircraft that meet the ICAO noise certification requirements • Implement noise abatement procedures principles for flight operations
Aircraft Noise Ombudsman (ANO)	• Oversees the handling of aircraft noise enquiries and complaints by Airservices • Conducts independent reviews of noise complaint handling • Makes recommendations for improvements and changes where necessary and feasible
State and Local Government	• State Government develop land use planning frameworks to prevent developments that are inappropriate having regard to aircraft noise • Local Governments implement State Government land use planning frameworks • Local Governments own & operate regional airports
City of Busselton	• Manages operations at the airport • Develops and maintains infrastructure to support aircraft operations • Publishes a Master Plan with associated ANEF • Manages aircraft noise associated with the BMRA through BMRA Noise Management Plan in accordance with MS 1088 • Manages commercial opportunities, including air services, general aviation, retail, commercial and industrial at the BMRA

The City liaises with CASA and Airservices to effectively manage aircraft noise impacts associated with the BMRA. This includes the design and publication of flight paths, Master Planning and preparation of ANEF/N-contours, handling of noise complaints and implementation of this NMP. However, it is important to note that the City only has control in the management of ground based aircraft noise, with the CASA and Airservices responsible for the administration and regulation of Australian airspace.

AIRPORT OPERATIONAL ACTIVITIES

The BMRA has developed mechanisms for managing aircraft noise including but not limited to:

- Noise Abatement Procedures
- Flight Paths
- Standard Hours of Operation
- Flight Training Guidelines
- Fly Neighbourly Agreement

1.1. Noise Abatement Procedures

Noise Abatement Zones identify areas that include existing and future planned residential development in close proximity to the airport. These are shown in figure 1.

As far as practicable, in accordance with air safety standards, operators shall:

- minimise the over flight at less than 1500 feet (AGL) of areas identified as noise abatement zones.



Figure 1 – Existing and Planned residential development with proximity to the Busselton-Margaret River Airport

1.2. Flight Paths

As far as practicable, in accordance with applicable regulatory requirements, guidance, procedures and limitations, operators shall:

1. maximise the use of flight paths over coastal waters and non-residential areas, rural land and State forest;
2. minimise the over flight of residential areas, including rural residences and other noise-sensitive premises, particularly at less than 1500 feet (AGL);
3. utilise descent profiles with low-power and low-noise operations.

1.3. Standard Hours of Operation

The following table has been established to advise airport users of those operations that need City approval and to specify overall limits on operations to limit impacts for the community.

Table 2 – Operational Limitations and Approved Parameters

Operator / Aircraft Type	Standard Hours of Operation	Conditions
Emergency Services	**UNRESTRICTED**	Emergency situations and normal flight patterns • training flights require approval under the Flight Training Guidelines
Light Aviation/ General Aviation	**RESTRICTED** **0600hrs – 2200hrs**	Maximum noise level of 85dB (A)* Flight Training approval required (only available for aircraft below 1500kg MTOW and flight training conditions apply) Aircraft above 5,700kgs MTOW – City approval required
Open, Closed Charters, RPT/Commercial Operators	**RESTRICTED**** **0600hrs – 0000 hrs** ****Five flights per week approved between 0000 - 0600hrs.**	Maximum noise level of 85dB (A)* City approval required
* The Aircraft Noise levels identified in this table are maximum noise levels recorded at any residential or other noise-sensitive location when determined as an LA Slow value at any point within 15m of the identified building. Noise levels regularly exceeding this may initiate noise mitigation procedures (Chapter 6.2.3)		

Any application that does not conform to the standard hours of operation or conditions set out in this table is considered a Special Event. Assessment of Special Events will be undertaken using the procedures defined in Section 3.2.4

- Emergency Services include:
  - Royal Flying Doctor Service;
  - Sea Search and Rescue;
  - Department of Fire and Emergency Services (DFES) and Department of Biodiversity, Conservation and Attractions (DBCA) aircraft (Firefighting/rescue fixed wing & rotary);
  - Police Airwing;
  - W.A Surf Life Saving (Westpac rescue Helicopter)
  - Military aircraft (no flight training approval required).

1.4. Flight Training Guidelines

These Guidelines are intended to provide consistency in considering applications for aircraft pilot training for **flight training operators based** at the Busselton-Margaret River Airport. The intent of the Guidelines are to provide guidance in relation to pilot training and pilot training schools based at the Busselton-Margaret River Airport. The specific aims of the Guidelines are as follows:

- To minimise impacts on City of Busselton residents from flight training operations based at the Busselton-Margaret River Airport;
- To establish guidelines for flight training which relate to types of aircraft, frequency of flights, hours/days of operation; and
- To establish a standardised procedure for assessment and approval of flight training proposals.

The City of Busselton will use these guidelines in relation to proposals to establish pilot training and pilot training schools based at the Busselton-Margaret River Airport.

Application for a Permit

The City of Busselton requires an application for a permit to be lodged for proposals for pilot training and pilot training schools at the Busselton-Margaret River Airport to be considered.

Applications for a permit will only be considered for flight training from Instructors based/operating from the location of the Busselton-Margaret River Airport. The Proponent will need to include information in relation to the following:

- Name of individual flying instructor/ Flight Training School;

- Number, type (model/description) and weights of aircraft to be used for flight training;
- Noise characteristics of aircraft to be used for flight training;
- Provide a Flight Training Plan outlining their training programs including maps of flight training areas/flight paths and circuits;
- Estimated number of trainee pilots;
- Airfield emergency response plan;
- Professional/commercial background of operator;

A permit to conduct Flight Training at the Busselton-Margaret River Airport may be issued for a period of 12 months and at the finalisation of this period a further permit may be granted at the discretion of the City.

In addition, the City of Busselton will require the proponent to sign up the NMP, including the Fly Neighbourly Agreement.

Permit Provisions

The Guidelines will apply to the following aircraft classifications, frequency, times and type of use;

1. **Aircraft Type**
   - Single engine, non-turbine aircraft only ~~under 1500kgs MTOW only.~~
2. **Times of Operation**

The hours of operation for flight training will be as follows:

- 8am to last light on Monday – Friday;
- 9am to 5pm on Saturdays, Sundays and public holidays.
- There is to be no Flight Training on Christmas Day, Boxing Day or Good Friday.

3. **Flight Training**
   - A cumulative total of 35 hours per week per instructor (inclusive of circuit training and NDB training)
   - No more than 6 'continuous' circuits in any one flight training session
   - All aircraft fly a minimum of 640 feet (AGL) over wetlands and estuaries of the Vasse and Wonnerup areas to avoid bird strike and disturbance of waterbird habitat.
4. **Emergency response**

Applicants proposing to operate pilot training at Busselton-Margaret River Airport shall be aware of the Airport Emergency Plan at the airport. Applicants are to provide their Emergency Response Plan.

5. Noise

Flight training aircraft are subject to the same noise levels detailed in Chapter XXX. Conditions of approval will reflect consideration of the estimated noise and frequency of flight.

6. Fly Neighbourly Agreement

All applicants will be required to abide by the FNA.

7. Revocation of Approval

Any permit issued by the City of Busselton will contain provisions enabling the City to revoke that approval in the event of non-compliance with any of the conditions contained therein.

8. Exemptions for Flight Training

Flight training exemptions will be provided for the Emergency Services however an approval is still required to be applied for. The exemption will apply to the following Emergency Services;

- Royal Flying Doctor Service
- Sea Search and Rescue
- DFES / DBCA
- Police Airwing
- Other Emergency Services providers as required from time to time.

RAAF and Military Services are exempt from applying for flight training permits however are required to provide prior notice to the City of Busselton.

9. **Licence Renewal Training**

Licence renewal training requires written permission, approved by the CEO of the City of Busselton and will only be issued to airline operators that utilise the Busselton-Margaret River Airport on a frequent basis for either FIFO operations or RPT services. A permit will only be issued once a FNA has been agreed to between the potential operator and the City of Busselton.

1.5. Fly Neighbourly Agreement

This Fly Neighbourly Agreement (FNA) is a code of practice to be observed by users of the Busselton-Margaret River Airport to assist with the minimisation of noise nuisance experienced by the Airport's neighbours. See Appendix C for the BMRA Fly Neighbourly Agreement.

APPROVAL FOR SPECIAL EVENTS

Any operator seeking to utilise the BMRA for an event or operation that does not comply with the specifications in section 3.1.3 can apply to the City of Busselton setting out the details of the proposal. The City Chief Executive Officer (or approved delegate) is authorised to determine applications for up to and including twelve (12) Special Events that are approved for a single event or circumstance, where the operation is due to the following circumstances;

- Inclement weather
- Unserviceable aircraft
- One-off events

Assessment of other applications

An application for an Other Special Event that is not a single event or circumstance is to be assessed under a broader Consultation Process outlined in Table 3.

Table 3 – Consultation Process for Special Events

Receipt of application for Other Special Events that is not a single event or circumstance that does not comply with the Standards Established in 3.1.3;
Referral to the Airport Advisory Committee for recommendation to Council; - refusal to proceed; - alternative proposal; or - approval to proceed.
Consideration by Council for approval to progress with the application - refusal to proceed; or - approval to proceed.
If an approval is sought for extension to the application: • Evaluation of the initial period, including: - public feedback; - Airport Advisory Committee consideration
Council consideration after evaluation of initial period, resulting in: - refusal; or - approval, subject to conditions as required

CONDITIONS: In limited circumstances an ongoing Special Event may be approved, subject to a comprehensive assessment of the potential amenity impact of the proposal, in accordance with the noise amelioration requirements of this plan.

Any approval provided shall include:

- Noise generation limitation;
- Hours within which the operations cannot occur;
- Noise reduction requirements;
- Any other conditions appropriate to the specific application.

NOISE COMPLAINTS

Airservices Australia manages enquiries and complaints regarding aircraft noise throughout Australia through the Noise Complaints and Information Service (NCIS).

Airservices role involves:

- ensuring that flight departures and arrivals are designed to minimise noise impacts
- providing information about aircraft noise
- monitoring aircraft noise around major airports
- providing a national Noise Complaints and Information Service.
- All aircraft noise complaints should be lodged with Airservices Australia

The City recommends that all noise complaints are lodged with Airservices Australia. If you would like to make a complaint, you should contact Airservices by:

- completing the online form available at: airservicesaustralia.com (aircraft noise/making a complaint),
- contacting the Airservices NCIS hotline on 1800 802 584, 9am – 5pm EST,
- emailing ncis@airservicesaustralia.com, or
- writing to Noise Complaints and Information Service GPO Box 367, Canberra ACT 2601.

For more information visit: airservicesaustralia.com

If you feel your issue has not been effectively addressed, or you believe you have not been provided with adequate information, you may also lodge a complaint with the Aircraft Noise Ombudsman (ANO) by:

- emailing ano@ano.gov.au,
- completing the online form available at ano.gov.au (making a complaint/online complaint form),
- contacting the ANO on 1800 266 040, or
- writing to the ANO GPO Box 1985, Canberra ACT 2601.

For more information visit: ano.gov.au

If you wish to make a noise complaint to the City of Busselton associated with the Busselton-Margaret River Airport, it should be submitted to the Chief Executive Officer (or CEO's nominated complaints officer) of the City. Complaints can be lodged verbally, via email or in writing and will need to include:

- The complainants name;
- The location at which the noise nuisance occurred;
- The date(s) and time(s) on which the noise nuisance occurred;
- Any details of the aircraft that may have been observed;
- Any other information that will enable the complaint to be properly investigated.

Complaints will be acknowledged in writing and complainants will receive a response once the complaint has been investigated.

The City will maintain records of complaints regarding aircraft noise impact and utilise this information in the ongoing review and implementation of the NMP.

NOISE ASSESSMENT AND MONITORING

Noise Monitoring

Noise monitoring will be used to assess compliance with the noise standards established in the NMP. Noise monitoring may be carried out both on Busselton-Margaret River Airport land and the surrounding areas. Where a representative sample of data has been collected noise monitoring results will be used for:

Table 4 – Noise Monitoring Schedule

Purpose	When	Where
Noise monitoring	Response to requests or complaints or significant change in operations	At affected noise-sensitive premises (outdoors and / or indoors)
Land use planning	Assessment of proposal	Relevant subject site
Events or one-off occurrences	During the event or at specified time intervals.	Referenced locations (eg runway ends) or at residential properties.

All noise monitoring and assessment will be performed by accredited Environmental noise personnel and will involve collecting samples of representative data. The results of the noise monitoring will also be used to verify compliance with the NMP and considered when reviewing the NMP.

Noise Measurement

For land use planning around airports, Australia has adopted the Australian Noise Exposure Forecast (ANEF) system, which describes cumulative aircraft noise for an 'average annual day'. The ANEF system was developed on the basis of social survey data which aimed to correlate aircraft noise exposure with community reaction in residential areas. The ANEF system is useful for controlling new noise sensitive developments near airports. An Australian Noise Exposure Concept (ANEC) is a noise chart produced for a hypothetical future airport usage pattern. ANEC noise exposure contours are calculated using the same methods as the ANEF; however, they use indicative data on aircraft types, aircraft operations and flight paths. Australian Standard 2021:2015 contains advice on the acceptability of building sites based on ANEF zones. The acceptability criteria vary depending on the type of land use. An aircraft noise exposure level of less than 20 ANEF is considered acceptable for the building of new residential dwellings.

Building type	Forecast noise exposure level (ANEF)		
	Acceptable	Conditionally acceptable	Unacceptable
House, home, unit, flat, caravan park	Less than 20 ANEF	20 to 25 ANEF	Greater than 25 ANEF
Hotel, motel, hostel	Less than 25 ANEF	25 to 30 ANEF	Greater than 30 ANEF
School, university	Less than 20 ANEF	20 to 25 ANEF	Greater than 25 ANEF
Hospital, nursing home	Less than 20 ANEF	20 to 25 ANEF	Greater than 25 ANEF
Public building	Less than 20 ANEF	20 to 25 ANEF	Greater than 30 ANEF
Commercial building	Less than 25 ANEF	25 to 30 ANEF	Greater than 35 ANEF
Light industrial	Less than 30 ANEF	30 to 40 ANEF	Greater than 40 ANEF
Other industrial	Acceptable in all ANEF zones		

Building site acceptability table based on ANEF zones (AS2021)

What are 'Number Above' noise contours?

Noise measures based on the intensity and frequency of individual aircraft noise events is an effective way of conveying information about aircraft noise impacts. These measures are often more easily interpreted compared to the ANEC/ANEF. While 'Number Above' data show the number of events that are predicted to exceed a certain noise level at a given location, they do not show the intensity of noise to be experienced at that location. 'Number Above' (NXX) measures indicate the average number of aircraft overflights per day exceeding a specified noise level (XX dBA). For example at the 5 event contour on the N70 map there would be expected to be on average 5 events per day that exceed 70 decibels. The ANEC and N65 and N75 contours are accessible on the Community & Environment - Busselton Margaret River Airport website.

The ANECs and N70 contours will be used by the City's Strategic Planning Department in future land use planning and town planning scheme amendments to protect both the community and future

Noise Modelling based on ANEF, N65, N70 and N75 contours has been undertaken by the City of Busselton and will continue to be utilised to provide direction for future land use planning considerations as the Busselton-Margaret River Airport develops.

Noise modelling (ANEFs and/or ANECs and N-contours) will be reviewed every five years or upon the following trigger points (which will be reviewed on an annual basis)

- Change in aircraft models used for RPT and freight operations from those assumed in the aircraft Modelling (B737 and A320);
- Increase of more than 20% from the aviation movement forecasts used in the current noise modelling at the time; or
- re-design of flight paths and DAPs.

NOISE AMELIORATION

Noise Reduction and Amelioration Measures

The ongoing implementation and enforcement of the NMP is intended to result in an airport operation that does not significantly impact on the amenity and lifestyle of residents in the vicinity of the Busselton-Margaret River Airport.

Based on the Australian Department of Infrastructure and Regional Development (including National Airports Safeguarding Framework Principles and Guidelines) and AirServices Australia information, the City of Busselton utilises the Australian Standard AS2021;2015 for the basis of its noise assessment and amelioration process. This is based on one of the objectives of the Standard being to provide guidance to local governments, and communities concerned with planning and building development on the siting and construction of new buildings against aircraft noise intrusion and on the acoustical acceptability of existing buildings located in the vicinity or near aerodromes.

Further, in adopting the Australian Standard AS2021;2015 the City will apply the definitions of 'determination of Building site acceptability' of "Acceptable", "Conditionally Acceptable" and "Unacceptable". Using the Standard, the ANEF, N-Contours and noise monitoring techniques, in certain circumstances where the level of impact may be proven to be excessive, the residence can be considered for noise amelioration.

Noise Reduction Parameters

As a general guide, the following noise levels have been broadly established as:

- Acceptable - whereby under normal circumstances no noise reduction measures will be necessary;
- Conditionally Acceptable - whereby negotiations may be necessary in an attempt to reduce the number of events and the noise impact;
- Unacceptable - whereby consideration will be given as to how the noise impact may be reduced.

Table 5 – Guide to Noise Level Acceptability

Acceptable	Conditionally Acceptable	Unacceptable
<75dB(A)	75-85dB(A)	>85dB(A)

These criteria relate to noise sensitive receivers including residences, and do not relate to commercial and industrial receivers. Where a noise sensitive receiver is experiencing regular noise levels as set out in the Noise Amelioration Assessment table actions may be taken by the City of Busselton to implement further controls on any activity consistently generating this level of noise. Where a residence experiences noise levels that regularly exceed 85dB(A) the City of Busselton may restrict the ongoing use of any aircraft that generates such noise. Should operational noise reduction measures not prove successful, noise amelioration will be utilised.

Noise Amelioration as a Noise Reduction Technique

One strategy that the Council will utilise in reducing the noise impact will be noise amelioration measures for specific residences at which such noise levels have been experienced. In assessing any residence as to whether it qualifies for noise amelioration, the City will follow the process below as defined in AS2021; 2015;

Table 6 – Noise Criterion for Amelioration

Outdoor Noise Criterion
Noise Amelioration action is required where L_{Amax} regularly exceeds[2] – (1) 85dB(A); or (2) 80dB(A) for > 6 events[1] per day; or (3) 75dB(A) for > 12 events[1] per day. Notes: (1) Each aircraft noise event occurring between 7pm and 7am is to be counted as 4 events. (2) Regularly exceeds refers to events occurring at uniform (even / constant) intervals. Noise generated by Emergency Services Aircraft operating in emergency situations are not to be taken to count towards the monitored noise events for amelioration purposes. AND / OR Table 2.1 Building Site Acceptability based on ANEF Zones in AS2021:2015; where a house, home, unit, flat, caravan park falls in the 20-25 ANEF zone

Table 7 – Target Levels for the Design of an Acoustic Insulation Package

Building type and activity	Indoor design sound level dB(A)
Houses, home units, flats, caravan parks	
Sleeping areas, dedicated lounges	50
Other habitable spaces	55
Bathrooms, toilets, laundries	60

Process for Amelioration Assessment

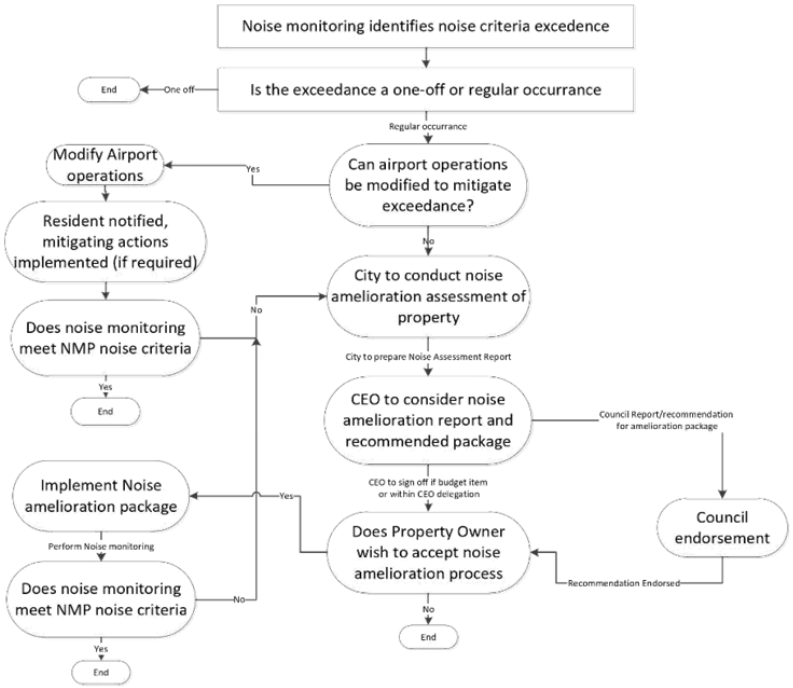
A key management action for the implementation of the NMP is to identify residences requiring noise amelioration assessment. This assessment will be undertaken in accordance with the process identified in Table 8 and process flow detailed in Table 9.

Table 9 – Amelioration Assessment Process

Action	Input / Output	Parties Involved
Identify Residential Property for assessment	1. Request or complaint from property owner; or 2. Noise Monitoring data identify noise level 'breach'	Property owner City of Busselton
Desktop analysis of noise monitoring	1. Determine if noise monitoring data exists or is required 2. Conduct noise monitoring (if required) 3. Compare noise monitoring to noise level criteria	City of Busselton Property owner
Liaison with Property owner	Initial discussions with property owner regarding amelioration packages provided for in the NMP	City of Busselton Property owner
Acoustic assessment for amelioration design	Assessment of property for amelioration design packages in accordance with Australian Standard Indoor Design Sound Levels*	Acoustic Engineers Acoustic insulation specialists City of Busselton Property owner
Liaison with Property owner	Further discussion with property owner to confirm options on amelioration packages	City of Busselton Property owner
Report to CEO	Report on details of amelioration and officer recommendation including if Council consideration is required.	City of Busselton
Report to Council (if required)	Report to contain - results of noise monitoring - Cost of possible amelioration packages - Results of consultation with private property owner - AAC and City Officers' Recommendation	City of Busselton

Follow-up acoustic assessment	Noise monitoring to assess effectiveness of amelioration implementation	Accredited Noise Monitoring

Figure 3: Noise amelioration process flow.



COMMUNICATION AND CONSULTATION

The City may utilise at various times any or all of the following communication and consultation initiatives:

- An advisory committee or similar established body to provide specific input to various proposals and to assist with stakeholder communication and consultation;
- Regularly update the City of Busselton's Busselton-Margaret River Airport website with airport operations information;
- Ensure that airport noise complaints procedures are advertised and available on the website;
- Place all Council endorsed, related noise exposure contour maps on the website and make available to the public by various other means (i.e. ANEF, ANEI, N-contours);
- Provide land use planning information in various formats along with the noise contour information;
- Utilise newspaper releases, radio updates, forums, community meetings and advisory committee meetings;
- Direct communication with interested members of the public (eg those living near the airport) with information pertaining to Airport operations.
- Noise amelioration Information Package.

IMPLEMENTATION AND REVIEW

The Busselton-Margaret River Airport is required to implement this Noise Management Plan to ensure all operators utilising the airport are doing so in an approved manner.

Table 10 - The Management Structure consists of:

Council	Sets high level direction for Airport development and management Approves land use planning parameters, including scheme amendments Approves changes to Noise Management Plan
Airport Advisory Committee	Provides input to: • high level direction for Airport development and management • changes to Noise Management Plan • applications for ongoing special event or special circumstance exemptions

The Chief Executive Officer	Informs and makes recommendations to the Council and/or Airport Advisory Committee Manages the day to day operations of the Busselton-Margaret River Airport Ensures compliance with the NMP and Flight Training Permits Considers applications for Charter and RPT services in accordance with the NMP Considers one-off special event or special circumstances exemptions Considers requests for flight training permit renewal Considers Noise amelioration assessments and implementation packages

Compliance Framework

Operators are required to comply with the parameters outlined in this Noise Management Plan and in accordance with any approval granted by the City for operations at the Busselton-Margaret River Airport.

In order to seek/enforce compliance by aircraft operators with the requirements and objectives of this NMP, the City of Busselton shall implement/employ the following measures with regards to land based activities at BMRA:

- City of Busselton Airport Local Law;
- Fly Neighbourly Agreements with aircraft operators;
- Consultation with aircraft operators using the BMRA;
- Reporting non-compliance to relevant government agencies (like CASA, AirServices Australia and OEPA);
- Prosecuting serial non-compliant aircraft operators;
- Ban serial non-compliant aircraft operators from using the facilities at the airport (banning certain non-compliant activities at the airport or prohibiting such operators from landing and taking off from the aerodrome).

Review Process

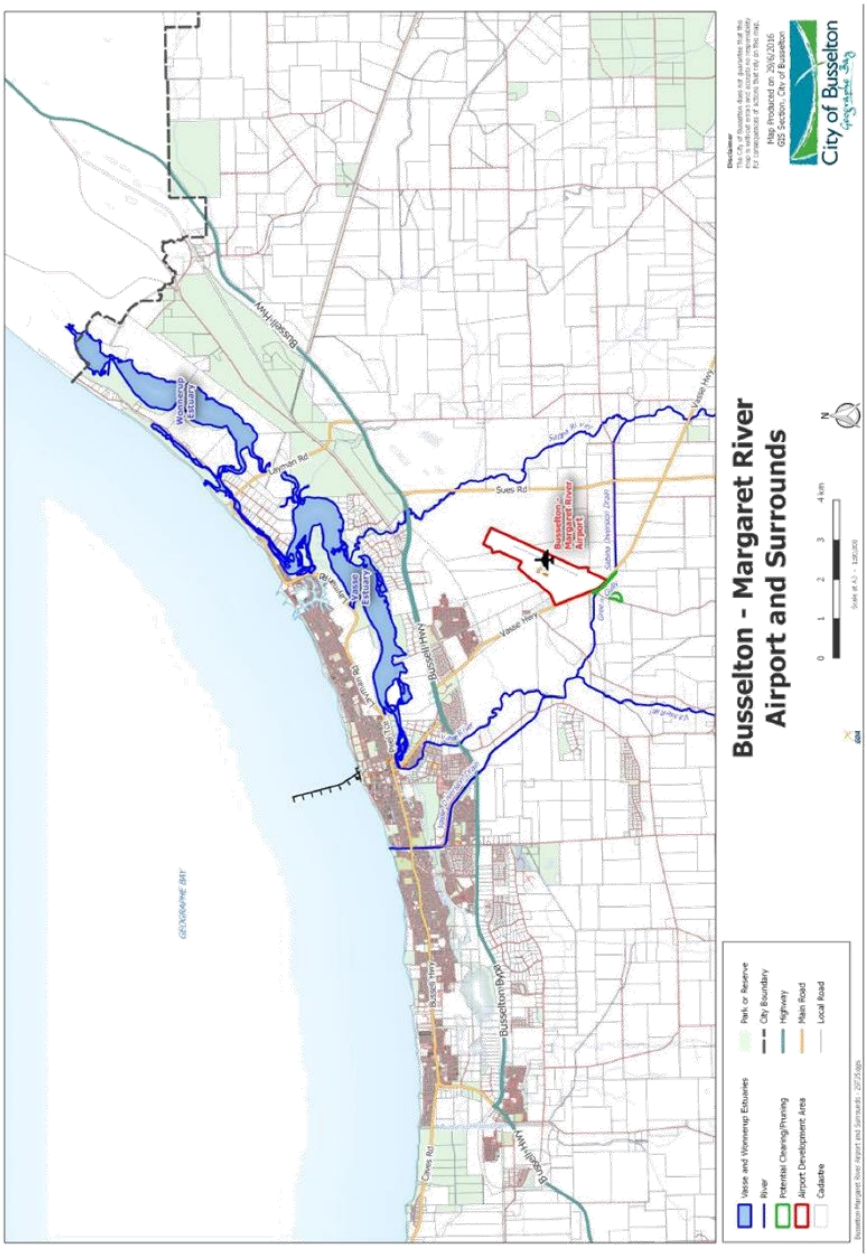
The review of the Noise Management Plan will be undertaken every three years in conjunction with the Airport Advisory Committee (or its equivalent replacement at any future time). The review will be undertaken in consultation with key stakeholders, including the community, Industry, government agencies and airport users. The results of the review and any proposed changes to the NMP will be advertised for comment in the local newspapers following Council's consideration of the recommended changes. It is noted that proposed amendments to the NMP may require approval under the Environmental Protection Act 1986 or other relevant Acts.

Any review of the NMP will take into consideration:

- How the development opportunities for the airport have been pursued;
- Whether the flight paths and noise abatement zones need updating;
- Whether the hours of operation need to be adjusted;
- How well noise emissions associated with the airport have been managed, which will include consideration of noise monitoring data, complaints statistics and compliance information.

The review will also include a review of the Fly Neighbourly Agreement and the Flight Training Guidelines.

Appendix A – Busselton-Margaret River Airport Surrounds



12.8 Airport Advisory Committee - 1/12/2021 - BUSSELTON MARGARET RIVER AIRPORT - AIRPORT UPDATE

STRATEGIC THEME	OPPORTUNITY - A vibrant City with diverse opportunities and a prosperous economy.
STRATEGIC PRIORITY	3.4 Develop aviation opportunities at the Busselton Margaret River Airport.
SUBJECT INDEX	Airport Operations
BUSINESS UNIT	Commercial Services
REPORTING OFFICER	Airport Operations Coordinator - David Russell
AUTHORISING OFFICER	Director, Community and Commercial Services - Naomi Searle
NATURE OF DECISION	Noting: The item is simply for information purposes and noting
VOTING REQUIREMENT	Simple Majority
ATTACHMENTS	Nil

This item was considered by the Airport Advisory Committee at its meeting on 1/12/2021, the recommendations from which have been included in this report.

COMMITTEE RECOMMENDATION

That the Council receives and notes the Airport Operations Report.

OFFICER RECOMMENDATION

That the Council receives and notes the Airport Operations Report.

EXECUTIVE SUMMARY

This report provides an overview of the operations and activities of the Busselton Margaret River Airport (BMRA) for the reporting period 1 October 2021 – 30 November 2021. This includes an update on passenger numbers, aircraft landings, and actions relating to COVID-19 and general airport operations.

BACKGROUND

Focus in the October - November period centred on the bi-annual emergency exercise held on the 16 October, the RAAF / BMRA open day held on 7 November and Request for Quotations (RFQs) for the central apron extension and Royal Flying Doctor Service (RFDS) patient transfer station, together with ongoing business development regarding commercial and leasing opportunities.

Aircraft Movements

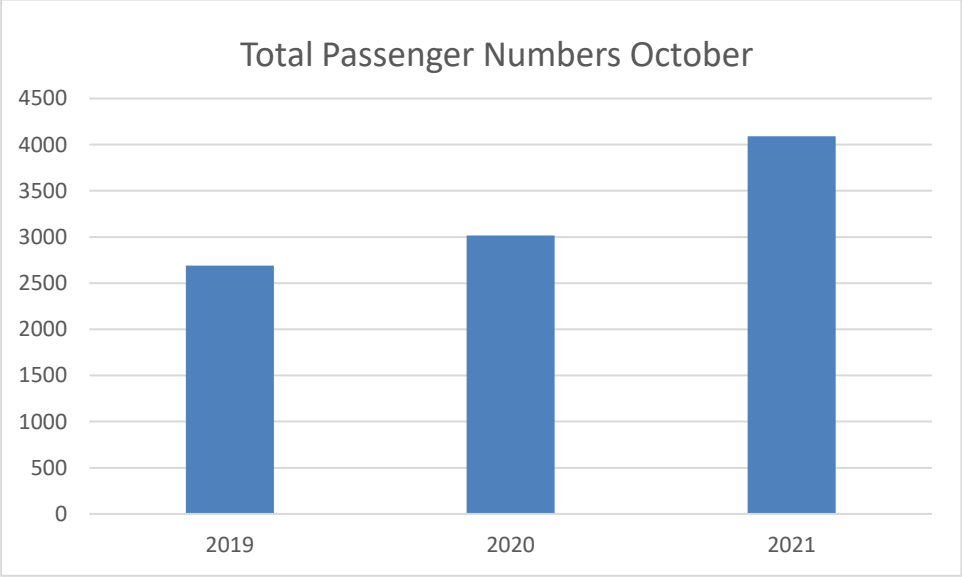
The total number of fly-in-fly-out (FIFO) services using BMRA is currently 20 flights (40 movements) per week. Currently there are four airlines operating from the BMRA utilising the F70, F100, A320 and Dash 8 aircraft.

The total number of aircraft landings declined in October (309) compared to 2020 (342) and increased from 2019 (248).) Landings for compared to November 2020 landings (207) (November landing figures are due from Avdata Pty Ltd on 21 December 2021).



Passenger Numbers

October passenger numbers has seen an increase (4,090) compared to October 2020 (3019). This can be attributed to the commencement of services by Alliance Airlines and Network Aviation for FIFO passengers employed by BHP and FMG.



Carpark

There are currently 1,128 car park patrons using the FIFO swipe card system, an increase of 103 since October 2021.

Car parking statistical figures are not available for this report as SKIDATA technicians are investigating a failure in report generation regarding average car park numbers and maximum patronage.

Operations

The focus for the reporting period has focused on:

- Bi-annual emergency field exercise that was held on 16 October 2021
- RAAF/BMRA open day held on 7 November 2021
- Noise Management Plan review
- Preparation of capital works for the central apron expansion and relocation of the RFDS/St John patient transfer station
- Business development activities

BMRA Open day / RAAF Centenary

The City of Busselton partnered with the RAAF to host the BMRA Open Day and RAAF Centenary to showcase the airport's upgraded facilities and give residents and visitors the opportunity to get up close with the Air Force Hawk 127 Lead-In-Fighter jets, Pilatus PC-21 and a range of other private, commercial and emergency services aircraft. The open day was held on Sunday November 7 and was an all-day event with gates opening at 9am and closing at 3.30pm.

The open day featured two aerial displays with RAAF PC-21 aircraft and static ground displays of Air Force PC-21 and Hawk 127 Lead-In-Fighter aircraft from RAAF Base Pearce. In addition there was aircraft displays including Cobham Aviation ASMA Search and Rescue Challenger 604, Surf Lifesaving Western Australia rescue/ shark spotting helicopter, Scenic Helicopters joy flights, Virgin Australia (A320) and Alliance Airlines (F100), and an eclectic display of aircraft organised by Busselton Aero Club. The RAAF provided an excellent display in the arrivals terminal with memorabilia, giveaways, flight simulation stands and recruitment sessions. There was an array of food vans, a bouncy castle for the kids and entertainment for the public to enjoy, DFES fire truck and Australian Army vehicle displays and a free bus service to shuttle people from Bovell oval.

It was estimated that 5,500 people attended the event over the day with 35 aircraft also flying in over the weekend with no reported incidents or major complaints, and only positive comments via social media.

An event this size is not without considerable organisation, and with the added complexity of COVID-19 and social distancing, face mask wearing exemptions were issued and restrictions on some aircraft operations for the event were applied.

On the evening of Saturday 6 November, Busselton Aeroclub hosted an informal BBQ for the aviation community where RAAF 79 Hawk Squadron and two FTS where presented with honorary membership of the Busselton Aeroclub and in return were presented with a RAAF 100 year commemorative coin.

The City was also presented with a RAAF 100 year commemorative coin highlighting the history Busselton has had with the RAAF over this 100 years.

BMRA Emergency Exercise

On the 16 October 2021 BMRA conducted a bi-annual emergency field exercise to practice and review all or part of the Airport Emergency Plan as required under the Civil Aviation Safety Regulations.

Exercise ABORT TAKEOFF was a field exercise involving all emergency services agencies nominated in the Aerodrome Emergency Plan (DFES, St John, WA Police, and Department of Communities) regarding an aviation emergency incident at the BMRA.

The scenario involved an RPT aircraft with 156 passengers and crew which developed a wheel/undercarriage fire after an aborted take-off. A number of passengers were injured while disembarking down the emergency slides.

These emergency exercises are a good opportunity for emergency services to familiarise themselves with the airport facilities and the environment, and practice/develop their emergency response to an incident at the airport.

Request to investigate Jetty Helicopter Operations

At the 24 October 2021 Airport Advisory Committee (AAC) meeting, a request was made for officers to investigate the feasibility of conducting helicopter operations on the Busselton Jetty and subsequently endorsed by Council (AIR2110/066).

Officers have liaised with the Major Projects team to determine that the Jetty is 11m wide and the structure may be able to structurally support helicopter operations. However, under CASA CAAP 92-4(0) Guidelines for the development and operation of off-shore helicopter landing sites, the minimum perimeter of a designated helideck for a Robinson R44 and AS350 Squirrel helicopters (commonly used in local tourism) or equivalent is 12m and therefore the Jetty as it stands would not meet the minimum required criteria for use as a helideck.

Further to the width requirements for a helideck, further details containing rotational forces, dynamic load due to impact landing, wind loading, punching shear, obstacle protected surfaces, non-slip surfaces/friction testing, fire-fighting requirements and environmental impact would also require investigation. There is also the question of restrictions of public access to the end of the Jetty during opening hours and the conflicts and operating safeguards that might need to be in place to protect the public. A floating pontoon may be an alternative.

KAS helicopter permit

As reported at the October 2021 AAC meeting, Ballina Corporation P/L trading as KAS helicopters approached the City In September with a proposal to operate helicopter scenic flights from the BMRA.

Acknowledging the previous AAC resolution, a permit has now been approved by the CEO including the following conditions:

- Flight operations permitted Monday – Friday 8.00am to 5.00pm and Saturday - Sunday 9.00am to 5.00pm
- Minimum flight duration 20 minutes
- No flights allowed on Good Friday, Christmas day and Anzac day
- Monthly reports to be provided to the City of Busselton on all flights (times and duration)
- Flight operations in accordance with the BMRA Noise Management
- Signed Fly Neighbourly Agreement
- Signed BMRA Conditions of Use
- No flight training without training permit
- Alternate departure direction where possible (wind dependent)
- Provide an emergency response plan and insurance
- Use of the grass helicopter parking area located in front of the central hangar

KAS helicopters have agreed to these conditions and are expected to commence operations on 1 December 2021.

OFFICER COMMENT

FIFO passenger numbers through the BMRA have continued to increase from the previous year, and officers expect passenger numbers to continue on this trajectory as FIFO employment recruiting from the South West continues. The 40 aircraft movements (20 flights) per week equate to 28 movements for RioTinto (Virgin Australia), four for FMG (Qantas Group), four for BHP (Alliance Airlines) and four for Northern Star Resources (Maroomba Airlines).

Officers continue to liaise regularly with Jetstar executives and operations teams for the commencement of the Busselton - Melbourne flights now expected to commence in February 2022. BMRA is operationally ready to commence RPT services with the exception of the security screening contractor's team who need to be redeployed and complete final training.

The summer maintenance programs have commenced now the ground water table has subsided including mowing and spray programs, and apron/ runway line marking maintenance will be a focus over the summer period.

Statutory Environment

The BMRA operates in accordance with the following:

- *Aviation Transport Security Act 2004*
- *Aviation Transport Security Regulations 2005*
- CASA Manual of Standards 139 (Aerodromes)
- City of Busselton Transport Security Plan
- Ministerial Statement 1088
- City policies and procedures

Relevant Plans and Policies

The officer recommendation aligns to the following adopted plan or policy:

- Busselton Margaret River Airport Noise Management Plan 2019.

Financial Implications

Airport revenue up to the end of October 2021 is $636,546 compared to the amended year to date budget of $727,498. The reason for revenue being less than expected is due to outstanding Virgin Australia Regional Airline's (VARA) passenger fees estimated at $45,000 for September, and no airport screening fees due to the delay to RPT operations. Landing fees and car park revenue are higher than expected due to additional FIFO flights commencing this financial year.

Expenses (excluding screening services, depreciation and airline attraction) to the end of October 2021 are $184,334 compared to the amended October 2021 expense budget of $256,812. Lower expenses are attributed to delays in consultancy expenses.

Stakeholder Consultation

Consultation has been occurring on a regular basis with Department of Transport, Government agencies, airport stakeholders, Department of Home Affairs, Aviation Marine Security (AMS), Civil Aviation Safety Authority (CASA), Air Services Australia, Virgin Australia Regional Airline, Qantas Group, the Busselton Aero Club, Albany, Esperance, Geraldton Airports and Australian Airports Association, concerning many topics and issues relating to the Airport.

Risk Assessment

An assessment of the potential implications of implementing the officer recommendation has been undertaken using the City's risk management framework, with risks assessed taking into account any controls already in place. No risks of a medium or greater level have been identified.

Options

The Council may choose not to receive and note the Airport Operations Report.

CONCLUSION

The airport summer grounds work maintenance is well under way including mowing and line marking programs. RFQs for the central apron expansion and RFDS Patient transfer station relocation have been drafted and are due to be advertised in the last week of November. Officers will continue to provide a high level of customer service ensuring the airport is compliant, safe and security is maintained throughout.

TIMELINE FOR IMPLEMENTATION OF OFFICER RECOMMENDATION

Not applicable.