



City of Busselton
Geographie Bay

Airport Advisory Committee Agenda

26 February 2016

ALL INFORMATION AVAILABLE IN VARIOUS FORMATS ON REQUEST

CITY OF BUSSELTON

MEETING NOTICE AND AGENDA – 26 FEBRUARY 2016

TO: THE MAYOR AND COUNCILLORS

NOTICE is given that a meeting of the Airport Advisory Committee will be held in the Meeting Room A2, Harris Road Administration on Friday, 26 February 2016, commencing at 9.00am.

The attendance of Committee Members is respectfully requested.



MATTHEW SMITH

**ACTING CHIEF EXECUTIVE
OFFICER**

23 February 2016

CITY OF BUSSELTON

AGENDA FOR THE AIRPORT ADVISORY COMMITTEE MEETING TO BE HELD ON 26 FEBRUARY 2016

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1. **DECLARATION OF OPENING AND ANNOUNCEMENT OF VISITORS**

2. **ATTENDANCE**

Apologies

Cr John McCallum

Approved Leave of Absence

Nil

3. **PUBLIC QUESTION TIME**

4. **DISCLOSURE OF INTERESTS**

5. **CONFIRMATION OF MINUTES**

5.1 **Minutes of the Airport Advisory Committee held on 12 February 2016**

RECOMMENDATION

That the Minutes of the Airport Advisory Committee Meeting held 12 February 2016 be confirmed as a true and correct record.

6. REPORTS

6.1 BUSSELTON REGIONAL AIRPORT - NOISE MANAGEMENT PLAN REVIEW

SUBJECT INDEX:	Busselton Margaret River Regional Airport
STRATEGIC OBJECTIVE:	Infrastructure assets are well maintained and responsibly managed to provide for future generations.
BUSINESS UNIT:	Commercial Services
ACTIVITY UNIT:	Commercial Services
REPORTING OFFICER:	Manager, Commercial Services - Jennifer May
AUTHORISING OFFICER:	Director, Community and Commercial Services - Naomi Searle
VOTING REQUIREMENT:	Simple Majority
ATTACHMENTS:	Attachment A Noise Management Plan - 2016 - DRAFT

PRÉCIS

This report presents the updated Busselton-Margaret River Regional Airport Noise Management Plan (2016) (NMP) following a review of the plan initiated by the State Government's decision to fund the upgrade of the Airport. The revised NMP will be advertised for public comment and be submitted to the Office of the Environmental Protection Authority as part of the environmental approval process for the Airport Development Project.

BACKGROUND

The concept of a Noise Management Plan (NMP) for the Busselton Regional Airport (BRA) was first initiated in 2009 when environmental consulting firm Strategen was engaged to prepare a NMP. This was in response to the first Fly in Fly out (FIFO) services commencing at the BRA 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;

"4.2 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 L a 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 FIFO operations to commence.

Environmental consulting firm Strategen was engaged to prepare a draft NMP that was presented to the then Airport Advisory Group (AAG). The AAG was a working group made up of community members, three Shire Councillors, and representatives from the Busselton and Dunsborough Chambers of Commerce, Geographe Bay Tourism Association and the Busselton Aero Club.

The draft NMP was further developed by the AAG and in July 2010 a draft plan was presented to the Council for review and 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 the 1 February 2011.

A lengthy consultation period occurred with the OEPA, including a public consultation period of four weeks, 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 the 22 June 2012.

As part of the annual compliance reporting detailed in the Ministerial Statement for the Busselton-Margaret River Regional Airport (BMRRA), the City of Busselton has the opportunity to review and submit proposed amendments or updates to the NMP. In a report presented to the Council at its meeting on 28 August 2013, City Officers presented a number of proposed changes, some were considered minor or not technical in nature and hence did not change the intent of the existing NMP. However, some of the proposed changes to the Hours of Operations were considered material under Condition 4-2 of the then Statement 901 and were advertised for public comment. Following Council endorsement, City Officers submitted a proposed, amended NMP to the OEPA for review and approval in September 2013.

The OEPA assessment resulted in the proposed material amendments being resubmitted by the City of Busselton as a Section 46 application under the Environmental Protection Act (1986), which occurred in March 2014. Following further discussions with the OEPA and gaining agreement on the proposed amendments, 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. 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 BRA.

The Airport Development Project Team was established soon after the funding announcement and one of the priority approval processes identified for the project was the environmental approvals required from the Minister of the Environment; Heritage. The environmental approvals specifically involve the City of Busselton applying to the Office of Environmental Protection Authority (OEPA) to amend the proposal description that underlies the current Ministerial Statement 1009 and submit a revised NMP that will allow for the proposed interstate air services resulting from the Airport Development Project. Following consultation with the OEPA, an Assessment of Proponent Information-Category A (API-A) is considered the most appropriate assessment application to amend the existing Ministerial Statement and implement a revised NMP.

As identified in the preparation of the Business Case and by the project team, one of the key constraints of the current NMP to future operations and viability of the BMRRA is the current hours of operations, hence Officers are proposing such changes. Officers are also recommending that the relevant sections of the NMP relating to noise acceptability, criteria, reduction measures and amelioration be updated to be in line with the recently updated Australian Standards *AS2021: Acoustics—Aircraft noise intrusion, Building Siting and Construction (2015)*. The recommended amendments to the NMP (2015) can be summarised into the following key areas listed below;

Description	Chapter(s) of the NMP	Comments relating to proposed NMP (2016)
Grammatical updates	All	Includes amendments such as airport name change (BRA-BMRRRA), typographical errors, index page update, addition of terms to 'Definitions page' etc These changes do not change the intent of the NMP (2015).
Inclusion of Airport Development Project information	Background (p3) Objectives for Development (p5)	Information relating to the upgrade of the Airport has been added as context in describing the future operations, expansion of infrastructure and objectives including management of aircraft noise.
Standard Operating hours	3.1.3 Standard Hours of Operations (p13-15)	<ol style="list-style-type: none"> 1. Number of operating categories has been reduced from five to three (See Table 3) – Light and General Aviation categories have been combined into one; Open& closed Charter Flights and RPT services have been combined into one category. 2. In combining the Light Aviation and General Aviation categories the requirement for light aviation / Single Engine Aircraft under 2000kg MTOW not to exceed 65dB(A) has been removed. 3. All operating categories have unrestricted operating hours subject to aircraft noise not exceeding 85dB(A) and aircraft >5,700kgs MTOW requiring approval to operate.
Flight Training	3.1.5 Flight Training Guidelines (p19-22)	<ol style="list-style-type: none"> 1. Aircraft type has been amended to include "Single engine aircraft" under 1500kgs MTOW 2. Single engine aircraft noise emissions has been changed from 'to be less than 65dB(A)' to 'to be less than 85 dB(A)'. 3. Times for flight training operations amended to Mon-Fri 8am – last light; Saturdays, Sundays and Public Holidays 9am -5pm.
Non-Conforming Activities	3.3.2 Approval for Non-Conforming Activity (p25-26)	Based on the assumption that the proposed amendments to the Standard Hours of operations are accepted this section will be deleted.
Methods for determining Noise Impacts and reduction measures	6.2 Noise reduction, Amelioration and Measures (p32-33)	<ol style="list-style-type: none"> 1. Added information relating to the City's decision to adopt the AS2021;2015 Acoustics – Aircraft noise intrusion – Building siting and construction. 2. Added information on the preparation and use

		of ANECs and N-contours for the developed Airport.
Noise Acceptability Criterion	6.2.1 Noise Reduction Parameters (p33)	Inserted the acceptability definitions and noise levels detailed in AS2021;2015 Section 2.3 and Table E1.
Noise Amelioration	6.2.2 noise Amelioration as a Noise Reduction Technique (p34)	Inserted the building site acceptability criteria detailed in AS2021;2015 Table 2.1 and Table E1.
Implementation of NMP	9.3 Implementation Priorities (p45)	Deleted this section as originally included to detail the implementation actions of the NMP approved in 2012.

Table 1: Summary of proposed amendments to the NMP.

STATUTORY ENVIRONMENT

The Noise Management Plan (22 June 2012) was approved by the then Minister for the Environment; Water after review and consideration by the Environmental Protection Authority. Compliance reporting and review of the NMP is defined under Ministerial Statement 1009; Busselton Regional Aerodrome.

As part of the Airport Development Project, the City of Busselton is required to seek environmental approvals for the project in accordance with the Environmental Protection Act (1986) from the Minister for the Environment; Heritage through the assessment processes of the OEPA. Following recent consultation with the OEPA, an Assessment on Proponent Information Category A (API-A) is considered the most appropriate process for the City to submit an application which will include the revised NMP. The City will submit the API-A referral application in accordance with the Environmental Protection Authority's Environmental Assessment Guideline 14 (EAG14) and the Environmental Protection Act (1986).

The BMRRA operates in accordance with the following: Aviation Transport Security Act 2004, Aviation Transport Security Regulations 2005, CASA MOS 139, Council's Transport Security Plan and City policies and procedures.

RELEVANT PLANS AND POLICIES

This report is in-line with the City of Busselton's current Noise Management Plan and processes for monitoring and reporting of aircraft movements and proposed changes to update the NMP.

FINANCIAL IMPLICATIONS

The Commercial Services Business unit has an approved operational budget allocated to the maintenance and upkeep of the facility and aviation related services. None of the recommended changes to the NMP are expected to have an additional cost implication to the operational budget.

The Airport Development Project, funded by the State Government and overseen by the Project Governance Committee (PGC) has a budget allocated for the project approval processes, including the environmental approvals being sought.

One of the possible future actions resulting from the approval of the recommended changes to the NMP could be to perform noise monitoring at residential properties in the vicinity of the Airport. As such a budget allocation for noise amelioration has been included in the Airport Development Project and will be considered at the appropriate time.

Long-term Financial Plan Implications

An operational financial model was developed as part of the State Government Business Case proposal which incorporated a 10-year financial plan. The model considered revenues and costs associated with the upgraded facility, including up-front and recurrent capital and ongoing operational expenditure. The model demonstrates that the upgraded facility will be self-sustainable, generating a modest profit into the future, to be transferred into the City's Airport Infrastructure Renewal and Replacement Reserve at the end of each financial year. It should be noted however that the revenue projections were based on Regular Public Transport (RPT) aircraft being able operated beyond the current Standard Hours of Operations as governed through the NMP.

The Long Term Financial Plan (LTFP) is currently based on the current operations, and will require updating to reflect the Development Project, including ongoing operational and capital revenue and expenditure based on the funded project. This work has commenced.

STRATEGIC COMMUNITY OBJECTIVES

This report is consistent with the City of Busselton's Strategic Community Plan (2013) community goals and objectives;

Well Planned, Vibrant and Active Places:

1. Infrastructure assets that are will maintained and responsibly managed to provide for future generations.

Connected City:

2. Transport options that provide greater links within our district and increase capacity for community participation.

RISK ASSESSMENT

An assessment of the potential implications of implementing the officer recommendation has been undertaken using the City's risk assessment framework. The assessment identifies 'downside' risks only, rather than 'upside' risks as well. The table below describes identified risks where the residual risk, once controls have been identified, is identified as 'medium' or greater;

<i>Risk</i>	<i>Controls</i>	<i>Consequence</i>	<i>Likelihood</i>	<i>Risk Level</i>
Extending the Hours of Operation cause noise nuisance and complaints requiring noise monitoring and mitigation.	Monitor and assess any increase in aircraft traffic during the extended hours for the potential for noise complaints from the community.	Minor	Unlikely	Medium
NMP Public consultation results in OEPA API- A appeals process that could delay the commencement of the Development Project construction phases.	Community information sessions and private meetings held with members of the community on aircraft noise management. NMP public consultation period performed to assess community feedback.	Moderate	Unlikely	Medium

CONSULTATION

Officers will continue to consult with the OEPA, CASA, AirServices Australia, City of Busselton residents and wider community, airport users and stakeholders throughout the environmental approval process and Airport Development Project.

The City will utilise the API-A referral process to submit the revised NMP for approval. This process requires the City to complete a public and stakeholder consultation process prior to submitting the API-A application. As such the City of Busselton is undertaking the following public and stakeholder consultation;

Who	Meeting Forum	Description	Information Provided
Residents in vicinity of the Airport and/or near flight paths	Private meeting either at residents home or at the City offices.	<ul style="list-style-type: none"> Brief outline of the development project, objectives and infrastructure; Predicted flight movements; Predicted noise impacts including ANECs, N-Contours and flight paths Noise Management Plan review 	<ul style="list-style-type: none"> City's Noise brochure; City project Fact sheet; Information on External websites and agencies for further information.
Community information sessions	Information session for up to 12 people held at the City offices.	<ul style="list-style-type: none"> Brief outline of the development project, objectives and infrastructure; Predicted flight movements; Predicted noise impacts including ANECs, N-Contours and flight paths Noise Management Plan review 	<ul style="list-style-type: none"> City's Noise brochure; City project Fact sheet; Information on External websites and agencies for further information.
Decision Making Agencies (DMAs) engagement	Individual meetings with DMAs – Libby Mettam MLA Dept Of Water Dept Parks and Wildlife Dept of Transport	<ul style="list-style-type: none"> Brief outline of the development project, objectives and infrastructure; Predicted flight movements; Predicted noise impacts including ANECs, N-Contours and flight paths Noise Management Plan review 	<ul style="list-style-type: none"> City's Noise brochure; City project Fact sheet; Information on External websites and agencies for further information.
NMP Public Comment	Revised NMP	<ul style="list-style-type: none"> Revised NMP 	<ul style="list-style-type: none"> Revised NMP

	<p>advertised on the City's Airport website for public comment.</p>	<p>showing track changes advertised for 21 days for public comment.</p>	<ul style="list-style-type: none"> • Summary of changes and justification for changes • Information on API-a process
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Eighty seven letters were sent out to residential property owners in the vicinity of the airport inviting them to a private meeting regarding the Development Project and aircraft noise management associated with the BMRRA. A total of 8 meetings were booked with one resident cancelling prior to the meeting. The majority of feedback received from residents related to questions on flight paths and the possibility of flights late at night as well as asking to be kept informed of updates throughout the project.

Additionally, 1180 letters were sent out to property owners in residential areas approximately within 5km of the airport informing community members of the community information sessions and how to register. The community information sessions were also advertised in the local media. A total of five community sessions were held with between 10 and 14 people attending each session. As with the private meetings the main feedback received from the sessions related to questions on the flight paths and the possibility of flights late at night as well as requesting to be kept informed of updates throughout the project.

Following Council's consideration of the revised NMP, Officers will advertise the NMP for a period of 21 days from 14 March – 1 April 2016 on the City and Airport websites for public comment. All public submissions will be presented back to the Council and also included in the API-A referral application to be submitted to the OEPA.

OFFICER COMMENT

The NMP has now been in effect for over four years and has resulted in a positive impact for the BMRRA with increased charter services and a reduction in the number of noise complaints associated with the airport compared to previous years.

The initial review of the NMP provided an opportunity for the City to identify areas for improvement and make amendments to the plan that continued to safeguard the community and provide flexibility to airport users. As the BMRRA has now been identified strategically as a 'Gateway' airport for the South West Region and the upgrade to cater for interstate services has been funded, the second review of the NMP has considered current and future operations with appropriate controls allowing for flexibility in increased growth.

Officers are recommending a number of amendments to the current NMP, some of which are minor including grammatical and typographical changes and information relating to the Development Project, and therefore do not change the intent of the NMP. These amendments are considered minor in nature and under the current Ministerial Statement 1009 (condition 4.2) the CEO has the authority to approved these changes.

However, the proposed amendments to chapters 3.1.3 Standard hours of operation, 3.1.5 Flight Training Guidelines, 6.2 Noise reduction, Amelioration and measures are considered material and under condition 4.2 of Statement 1009 need to be considered by the OEPA for approval. These proposed amendments will be assessed by the OEPA through the API-A referral process. The proposed amendments are discussed below;

Standard hours of Operation

Officers recommend consolidating the number of different aircraft operating categories in this section. This is primarily to remove some of the confusion around the definitions of light and general aviation. The current NMP distinguishes between light and general aviation with light aviation aircraft being defined as single engine aircraft under 2000kg MTOW not exceeding 65dB(A) and general aviation including all other aircraft not included in the light aviation definition. There are instances where light aviation aircraft under 2000kgs MTOW exceed the 65dB(A) noise level and hence cause confusion for pilots leading to non-compliances. The current definitions also places responsibility on Airport staff for deciding if the noise level of light aircraft breaches the 65dB(A) based on published information which can be difficult to source. Hence, Officers are recommending that the light and general aviation categories are combined with the conditions that aircraft can have unrestricted operations, but do not exceed 85dB(A) and general aviation aircraft over 5,700kgs require prior approval to operate from in/out of the BMRRA.

Officers also recommend that the categories of open and closed charters and RPT services are combined into one category. The conditions proposed that apply to this category are for unrestricted operations with City approval and aircraft noise not to exceed 85dB(A). The justification for approved, unrestricted operations are to facilitate future interstate operations that may need to operate at ‘back of clock’ hours. In the City’s initial discussions with airlines interested in potentially servicing future interstate services from the BMRRA, have indicated that until the BMRRA route demand has been established they may want to fly unutilised aircraft between the hours of 1100pm – 0200am depending on the destination (Melbourne or Sydney). To ensure that noise is managed effectively, the City of Busselton will have an approval process for all aircraft in this category operating in/out of the BMRRA. The proposed amendments to the standard hours of operation are listed below;

Operator / Aircraft Type	Current Standard Hours of Operation	Proposed Standard Hours of Operation	Proposed Conditions
Emergency Services	UNRESTRICTED	UNRESTRICTED	Emergency situations and normal flight patterns
Light Aviation/ General Aviation	Light Aviation Single Engine Aircraft under 2000kg MTOW not exceeding 65dB(A)* General Aviation (Any aircraft that does not comply with the Light Aviation definition)	UNRESTRICTED	(training flights require approval under the Flight Training Guidelines) Subject to noise not exceeding 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
	0700 to 1900 May – November		

Open, Closed Charters, RPT/Commercial Operators	0600 to 2100 December - April Open and Closed Charter Flights 0600 to 2200 Regular Passenger Transport Flights 0600 to 2300	UNRESTRICTED	Subject to noise not exceeding 85dB(A)* City approval required
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Flight Training Guidelines

Officers recommend a number of amendments to this chapter. The first is to further define the type of aircraft that can perform flight training from the BMRRA by including 'single engine aircraft' under 1500kgs MTOW in the definition. This will ensure that flight training is restricted to the smaller light aircraft and hence minimise the noise impact from training. Further, the daily hours allowable for flight training have been amended to reflect an even spread of hours throughout the week and on public holidays.

Non-Conforming Activities

The current NMP allows for the CEO to approve twelve non-conforming activities per reporting year. Non-conforming activities are flight activities that operate outside of the standard hours of operations and approved for operations in support of delayed scheduled FIFO services and events such as the Variety Charity Bash or Leeuwin Concerts that occur annually. Based on the acceptance of the proposed amendments to chapter 3.1.3 Standard Hours of Operations, chapter 3.3.2 Non-Conforming Activities can be deleted from the NMP.

Noise Reduction, Amelioration and Measures

The current NMP (2015) approach to noise reduction, amelioration and noise criterion is based on the inclusion of building siting criteria and noise acceptability criteria from a number of different sources including the superseded Australian Standard AS2021;2000. Officers recommended that the revised NMP be based on the AS2021;2015 standard and use a combination of criteria from the standard that relates to aerodromes with Australian Noise Exposure Forecast (ANEFs) and for aerodromes that do not have ANEFs.

The recommendations from government, regulatory bodies and the aviation industry for measuring and predicting noise impacts at Australian airports is broadly based on the use of the ANEF system. The ANEF system was developed in 1980 following results from surveys from the existing system in use in Australia at that time (the NEF system) which was then modified to suit Australian conditions and became termed the ANEF system. The ANEF system was developed as a land use planning tool aimed at controlling encroachment on airports by noise sensitive buildings. The system underpins Australian Standard AS2021 'Acoustics—Aircraft noise intrusion—Building siting and construction'. The Standard contains advice on the acceptability of building sites based on ANEF zones and for aerodromes that do not have ANEFs (ANEFs are not considered a suitable tool for light aviation aerodromes that do not have jet aircraft operations), building site acceptability using decibel (dB(A)) levels.

The proposed amendments to this section of the NMP include a combined approach of using the ANEF zones and decibel levels to determine the acceptable, conditionally acceptable and unacceptable aircraft noise levels for buildings (including homes, units, flats) potentially impacted by

aircraft noise. The acceptability criteria vary depending on the type of land use. The Table below details the recommended criterion taken from AS2021; 2015 to be included in the NMP;

Outdoor Noise Criterion
<p>Noise Amelioration action is required where L_{Amax} regularly exceeds² –</p> <p>(1) 85dB(A); or</p> <p>(2) 80-85dB(A) for >15 events¹ per day; or</p> <p>(3) 75-80dB(A) for >30 events¹ per day; or</p> <p>Notes:</p> <p>(1) Each aircraft noise event occurring between 7pm and 7am is to be counted as 4 events.</p> <p>(2) Regularly exceeds consists of events arranged in or constituting a constant and definite pattern, especially with the same space between individual circumstances. 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.</p> <p>OR</p> <p>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</p>

Officers have used a combination of criterion from AS2021;2015 applicable to both aerodromes with and without ANEFs. This approach is to ensure that the community is provided with a suitable level of protection from aircraft noise.

CONCLUSION

The NMP has been in effect for over three years now and has been subject to one review. With the funding secured from the State Government to upgrade the BMRRRA and the required environmental approval process underway for the project, there is a need to update the current NMP. As such Officers have reviewed the NMP and are proposing amendments to a number of sections, in particular the standard hours of operations, flight training guidelines, noise reduction, amelioration and noise criterion measures. This report presents the proposed amendments to the NMP to be advertised for public comment for a period of 21 days and then to be included in the API-A referral application to the OEPA.

The proposed amendments have been drafted to allow and support the development of the BMRRRA, particularly with the funding announcement to upgrade the airport to operate interstate services to Melbourne and Sydney, and continue to provide protection to the community from aircraft noise. Areas included in NMP such as the noise complaints process and request for noise amelioration assessment have been reviewed and remain in place without any amendments. Where amendments are being proposed, Officers have also considered appropriate control measures such requiring approval for operations.

OPTIONS

The Council may choose not to support the Officers recommendation and;

1. Reject the second review and proposed amendments for the NMP; or
2. Support the review of the NMP however recommend alternative amendments to the NMP;

TIMELINE FOR IMPLEMENTATION OF OFFICER RECOMMENDATION

The revised NMP will be advertised for public comment following Council endorsement for 21 days from 14 March – 1 April 2016 on the City and Airport websites for public comment. All public submissions will be presented back to the Council and also included in the API-A referral application to be submitted to the OEPA by the end of April 2016.

OFFICER RECOMMENDATION

That the Council:

1. Notes and supports the second review of the Busselton-Margaret River Regional Airport (BMRRA) Noise Management Plan and the proposed amendments as per the attached draft BMRRA Noise Management Plan (2016).
2. Endorses the draft BMRRA Noise Management Plan (2016) for public comment for a period of 21 days with public submissions to be referred to Council for consideration.



SOUTHERN DRIVE, BUSSELTON, WESTERN AUSTRALIA

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ALL COMMUNICATIONS TO: THE CHIEF EXECUTIVE OFFICER, LOCKED BAG 1 BUSSELTON WA 6280



BUSSELTON-MARGARET RIVER
REGIONAL AIRPORT

NOISE MANAGEMENT PLAN

2016

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Southern Drive, Busselton, Western Australia	1
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Figure 1 - Existing and Planned Residential Development with Proximity to the [Busselton-Margaret River Regional Airport](#)

Figure 2 - Five and Ten Nautical Mile Boundaries

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.

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 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

<u>NMP revision</u>	<u>18 February 2016</u>	<u>City of Busselton</u>
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)

<p>Busselton Airport Advisory Group development of draft plan</p> <p>The draft Noise Management Plan was developed by the Airport Advisory Group, consisting of:</p> <p>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</p>	<p>August 2009 to July 2010</p>	<p>Airport Advisory Group (later Advisory Committee)</p>
<p>Draft Noise Management Report developed by Strategen</p>	<p>April 2009</p>	<p>Strategen Consultants</p>

1. INTRODUCTION AND BACKGROUND

Introduction

The [Busselton-Margaret River Regional 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 Regional Airport](#), seeks to utilise it to its capacity for the benefit of tourism and economic development of the region, while recognising that noise can and does affect members of its community.

The purpose of the [Busselton-Margaret River Regional 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, 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 Regional Airport](#).

Noise Context

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 has, however, identified the potential for alternative flight paths being proposed to AirServices Australia and the facilitation of Fly Neighbourly principles as key strategies in the NMP 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 Regional 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 Regional 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 Regional 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 Regional 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 Regional 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 Regional 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 Regional 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 Regional 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 Regional 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 Regional 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.

The future potential uses of the airport were 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 Regional 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 BRA 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 2,340m x 45m to facilitate B737/A320 jet aircraft operations;](#)
- [construction of two new apron parking bays to facilitate B737/A320 jet aircraft operations and connecting taxi-way;](#)
- [construction of a new terminal building to facilitate up to 350 passengers;](#)
- [a new car park to accommodate an additional 600 parking bays;](#)
- [connection to essential services;](#)
- [development and implementation of a successful airline engagement strategy; and](#)

- development and implementation of a successful Busselton Margaret River Regional Airport (BMRRA) 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 Regional 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 Regional Airport](#) and utilising light aircraft.

The City of Busselton's main objectives with the development of the [Busselton-Margaret River Regional 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 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 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 Regional 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 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 - 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 Regional 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 Regional 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 was undertaken](#) by the ~~then Shire~~[City of Busselton](#) –in [September/October 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 Regional 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 Regional 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 Regional 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 Regional 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 Regional 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 Regional 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 Regional 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 Regional 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

3. MANAGEMENT OF OPERATIONAL ACTIVITIES

The management of potential impacts arising from the operations of the [Busselton-Margaret River Regional 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 Regional 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 Regional Airport](#).

Operators are to observe the following specific requirements:

3.1.1. 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 Regional Airport](#) will recognise these four 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.

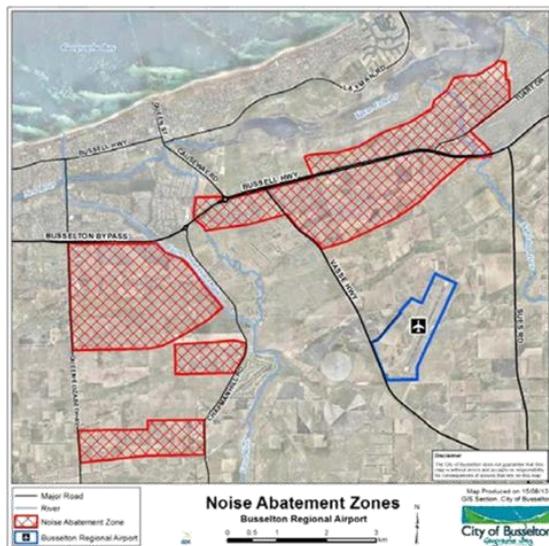


Figure 1 – Existing and Planned residential development with proximity to the [Busselton-Margaret River Regional Airport](#)

3.1.3. 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

<u>Operator / Aircraft Type</u>	<u>Standard Hours of Operation</u>	<u>Conditions</u>
<u>Emergency Services</u>	<u>UNRESTRICTED</u>	<u>Emergency situations and normal flight patterns</u> <ul style="list-style-type: none"> <u>training flights require approval under the Flight Training Guidelines</u>
<u>Light Aviation/ General Aviation</u>	<u>UNRESTRICTED</u>	<u>Subject to noise not exceeding 85dB(A)*</u> <u>Flight Training approval required (only available for aircraft below 1500kg MTOW and flight training conditions apply)</u> <u>Aircraft above 5,700kgs MTOW – City approval required</u>
<u>Open, Closed Charters, RPT/Commercial Operators</u>	<u>UNRESTRICTED</u>	<u>Subject to noise not exceeding 85dB(A)*</u> <u>City approval required</u>

Operator / Aircraft Type	Standard Hours of Operation	Conditions
Emergency Services	UNRESTRICTED	Emergency situations and normal flight patterns <ul style="list-style-type: none"> training flights require approval under the Flight Training Guidelines
Light Aviation Single Engine Aircraft under 2000kg MTOW not exceeding 65dB(A)*	UNRESTRICTED	Flight Training approval required (only available for aircraft below 1500kg MTOW and flight training conditions apply)
General Aviation Any aircraft that does not comply	0700 to 1900 May – November	Subject to noise not exceeding 85dB(A)*

with the Light Aviation definition	0600 to 2100 December - April	
Open and Closed Charter Flights	0600 to 2200	Subject to noise not exceeding 85dB(A)* City approval required
Regular Passenger Transport Flights	0600 to 2300	Subject to noise not exceeding 85dB(A)* City approval required
Any application that does not conform with the standard hours of operation or conditions set out in this table is considered a Non-Conforming Activity. Assessment of Non-Conforming Activities will be undertaken using the procedures defined in Section 3.3.3.		
Example non-conforming activity Scheduled Passenger Flight	Non-conforming hours 2300 to 0100	Subject to noise not exceeding 85dB(A)* Consideration as a non-conforming activity required via consultative process
*The Aircraft Noise levels identified in this table are not to be exceeded 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.		

- **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;
 - DFES and DPAW 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 – Includes all non-commercially owned/operated aircraft where aircraft noise does not exceed 85dB(A)* will have unrestricted use of the airport. Light and General aviation aircraft above 5,700kgs 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.
- Open, Closed Charters and RPT Services – All open, closed charters and RPT services can operate unrestricted, subject to noise not exceeding 85 dB(A)* and aircraft over 5,700kgs requiring City approval.
- ~~**Light Aviation** – Single engine aircraft under 2000kgs maximum take off weight and not exceeding 65dB(A)* will have unrestricted use of the airport, except for flight training~~

~~activities. Flight training requires specific approval and no approval for flight training activities can be granted to an aircraft above 1500kgs.~~

- ~~• **General Aviation** – Aircraft over 2000kgs maximum take off weight and/or twin engine aircraft and/or that exceed 65dB(A)* will be able to utilise the airport between the hours of 0700 and 1900 for the months of May through to November and 0600–2100 for the months of December through to April, subject to the noise level not exceeding 85dB(A)*. No flight training is allowed.~~
- ~~• **Open and Closed Charter services** may utilise the airport between the hours of 0600 and 2200 with City approval, subject to the noise level not exceeding 85dB(A)*.~~
- ~~• **Regular Passenger Transport services** may utilise the airport between the hours of 0600 and 2300 with City approval, subject to the noise level not exceeding 85dB(A)*.~~

* The Aircraft Noise levels identified are not to be exceeded at any residential or other noise-sensitive location when determined as an $L_{A\text{ Slow}}$ value at any point within 15m of the identified building.

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 Regional 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 ~~in~~ 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 Regional 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 takeoff:
 - utilise the full length of the runway where possible;
 - aircraft to climb out at best rate of climb (V_y) 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 takeoff.
- 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. 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 Regional 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 is to provide guidance in relation to pilot training and pilot training schools based at the [Busselton-Margaret River Regional Airport](#). The specific aims of the Guidelines are as follows:

- To minimise impacts on City residents from flight training operations based at the [Busselton-Margaret River Regional 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 Regional Airport](#).

Application for a Permit

The City of Busselton will require an application for a permit to be lodged in order for proposals associated with pilot training and pilot training schools at the [Busselton-Margaret River Regional 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 Regional 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 d](#)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 DEC, EPA, CALM, DOT, CASA and residents;
- Professional/commercial background of operator;
- Details on scope of training.

A permit to conduct Flight Training at the [Busselton-Margaret River Regional 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 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 a~~Aircraft 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 ~~8565~~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, cross country training, navigational instrument training)

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

- No more than 4 'continuous' circuits in any one flight training session

~~C. Navigational instrument procedure training including RNAV and GPS procedures~~

~~D. Cross country flight training~~

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)

~~• The objective of these Guidelines is to seek to avoid training over all residences, urban areas and over sensitive land use areas.~~

~~• In CASA approved training areas the City seeks under these Guidelines that pilots observe a minimum height of 1500ft over developed areas including rural residences at all times when and where safe and practicable.~~

• ~~Environmental approval for the Airport requires that~~ 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:

- ~~87am to last light on Monday – Friday, Thursday, Friday and Saturday;~~
- ~~7am to 8pm on Wednesday;~~
- 9am to 5pm on Saturdays, Sundays and public holidays.
- There is to be no Flight Training on Christmas Day, Boxing Day or Good Friday.

4. FLIGHT TRAINING MOVEMENTS

If a permit is issued by the 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 attached wetland map need to insert map). 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 departure procedures published in AIP

5. EMERGENCY RESPONSE

Applicants proposing to operate pilot training at [Busselton-Margaret River Regional Airport](#) shall be aware of the Airport Emergency Plan at the airport. ~~Applicants are to provide their Emergency Response Plan. Applicants shall also commit to compliance with the Manual of Standards 139.~~

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 the Noise Management Plan for the [Busselton-Margaret River Regional 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 requested to abide by the FNA.

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
- FESA
- 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. 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 Regional 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.

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 permitted;
- Hours of operation;
- Minimum approach to operations (i.e no circuit training, however circuits where landings are required or NDB approaches);
- Residential consultation to occur.

3.2. Aircraft Noise Management

No aircraft utilising the [Busselton-Margaret River Regional Airport](#) shall generate noise levels experienced at any residential or other noise-sensitive location when determined as an $L_{A\text{ Slow}}$ value at any point within 15m of the identified building that exceed 85dB(A). This requirement relates to single-event noise generation by a specific aircraft. A residence may be exempt from this requirement by negotiation (such as where noise amelioration has occurred).

Any aircraft assessed by the City to generate noise or potentially generate noise at any non-exempt residential location above that threshold will have restrictions imposed regarding utilisation of the [Busselton-Margaret River Regional Airport](#). Notwithstanding this requirement, the noise level and restrictions shall not apply for emergency and military aircraft required to utilise the airport.

3.3. Activities Requiring City Approval

To ensure activity at the [Busselton-Margaret River Regional 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.

3.3.1. Approval for Charter and RPT Operations

Any operator seeking to conduct Charter or RPT services utilising the [Busselton-Margaret River Regional 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.

3.3.2. Approval for Flight Training or Licence Renewal Training

Any operator seeking to utilise the [Busselton-Margaret River Regional 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 Regional 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.

~~3.3.3. Approval for Non-Conforming Activity~~

~~Any operator seeking to utilise the for an event or operation that does not comply with the specifications in section 3.1.3 shall apply to the City of Busselton setting out the details of the proposal. The City Chief Executive Officer is authorised and empowered to determine applications for a Non-Conforming Activity that is proposed for a single event or circumstance in accordance with this clause.~~

~~Assessment of other applications~~

~~An application for a non-conforming activity that is not a single event or circumstance is to be assessed under a broader Consultation Process outlined in Table 3.~~

Comment [JM1]: This section to be reviewed following consideration of proposed amendments to the Standard Hours of Operations

Table 3 – Consultation Process for Non-Conforming Activity

Receipt of application for Non-Conforming Activity <u>for a trial period</u> ;
A Proposal to Operate Without Complying with the Standards Established in 3.1.3
<u>Referral to the Airport Advisory Committee for recommendation to Council:</u> <ul style="list-style-type: none"> - <u>refusal to proceed</u>; - <u>alternative proposal</u>; or - <u>approval to proceed</u>.
Initial Consideration by Council for approval to progress with the application <ul style="list-style-type: none"> - refusal to proceed; or - approval to proceed.
If approval to proceed with the application is granted- <ul style="list-style-type: none"> • Referral to the Airport Advisory Committee for comments
<ul style="list-style-type: none"> • Release for public consultation period
<ul style="list-style-type: none"> • Referral to the EPA for information and advice for consideration <u>if required</u>.
Council consideration of consultation outcomes, resulting in: <ul style="list-style-type: none"> - refusal; or - approval, subject to conditions as required; or - approval for a trial period
If approval is <u>sought for extension to the for a</u> trial period: <ul style="list-style-type: none"> • Evaluation of the trial period, including: <ul style="list-style-type: none"> - public feedback; - Airport Advisory Committee consideration
Council consideration after evaluation of trial, resulting in: <ul style="list-style-type: none"> - refusal; or - approval, subject to conditions as required
CONDITIONS: In limited circumstances an ongoing non-conforming activity 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: <ul style="list-style-type: none"> • Noise generation limitation; • Hours within which the operations cannot occur; • Noise reduction requirements; • Any other conditions appropriate to the specific application.

4. LAND USE PLANNING

Several planning documents are in place for land use relating to areas in close proximity to the [Busselton-Margaret River Regional 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, N65 and N75 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.

4.1. Busselton Airport Development Guide Plan

The Busselton Airport DGP outlines the planning within the City of Busselton owned and managed [Busselton-Margaret River Regional 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.

4.2. 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 Regional 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.

4.3. Urban Growth Strategy

The Urban Growth Strategy outlines the preferred areas of urban growth to the south of the existing townsite and the focus of this strategy is to locate any further development further to the west of the [Busselton-Margaret River Regional 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 townsite and rural land.

5. 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. Noise Monitoring

Noise monitoring will be utilised to assess compliance with the noise standards established in the NMP. Noise monitoring may be carried out both on [Busselton-Margaret River Regional 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 Regional 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 Regional Airport](#);
- one-off assessments for special events.

Table 4 – Noise Monitoring Schedule

Purpose	When	Where
Noise mitigation	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 part subject site
Compliance with approval	At specified period or as needed for complaint response	Reference location (eg runway end) or affected premises

~~The City of Busselton may in due course install online noise monitoring stations for an appropriate period of time, at either end of the current runway or at specific positions on the Airport precinct, with a view to obtaining continuous noise monitoring data in the event that the airport usage increases.~~

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

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 Regional 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 ANECF 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 Regional Airport](#) develops. In addition, the ANEFC 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.

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. 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 Regional 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 Regional 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 7).

6.2. 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 Regional Airport](#).

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, the City of Busselton 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.

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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. These ANECs and N95, N70, N75 and N80 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. 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 will be reduced.

Table 5 – Guide to Noise Level Acceptability

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

- ~~Acceptable~~ whereby under normal circumstances no noise reduction measures will be necessary;
- ~~Generally Acceptable~~ whereby under normal circumstances no noise reduction measures will be necessary, however, operational controls to reduce the impact can be considered;
- ~~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 will be reduced.

Table 5 – Guide to Noise Level Acceptability

Acceptable	Generally Acceptable	Conditionally Acceptable	Unacceptable
<65dB(A)	65 – 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 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 exceed 85dB(A) the City of Busselton 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. 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 ~~defined below as defined in AS2021:2015;~~

Table 6 – Noise Criterion for Amelioration

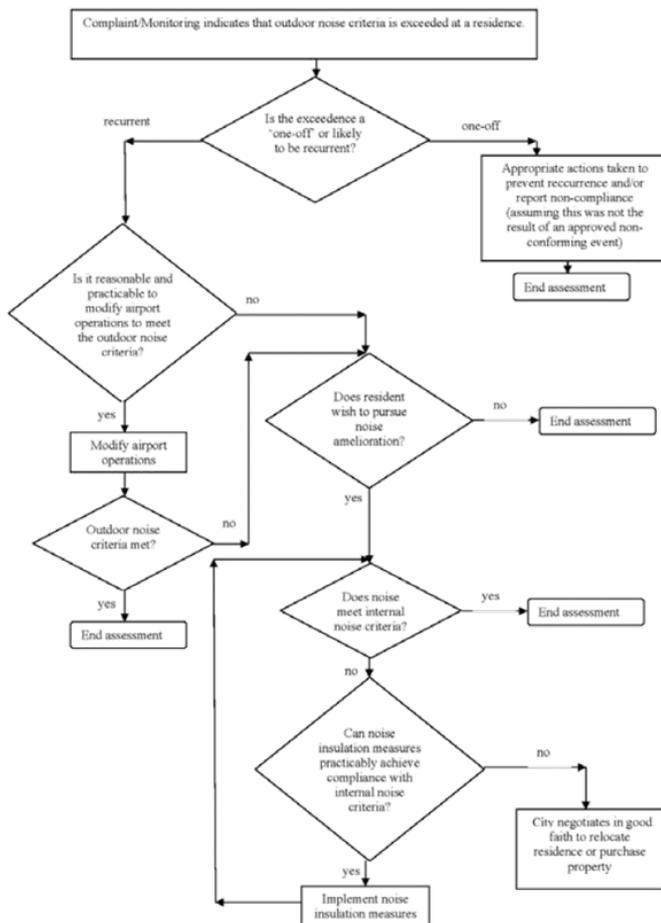
Outdoor Noise Criterion
<p>Noise Amelioration action is required where L_{Amax} regularly exceeds² –</p> <p>(1) 85dB(A); or (2) 80-85dB(A) for >6-15 events¹ per day; or (3) 75-80dB(A) for >30+2 events¹ per day; or (4) 65dB(A) for >20 events per day.</p> <p>Notes:</p> <p>(1) Each aircraft noise event occurring between 7pm and 7am is to be counted as 4 events. (2) Regularly exceeds consists of events arranged in or constituting a constant and definite pattern, especially with the same space between individual circumstances. <u>Noise generated by Emergency Services Aircraft operating in emergency situations are</u> not to be taken to count towards the monitored noise events for amelioration purposes.</p> <p><u>AND / OR</u></p> <p><u>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</u></p>

For the option of Acoustic Insulation to be considered a relevant response to the need for Noise Amelioration, the **Australian Standard (AS2021-201500) 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)
<i>Houses, home units, flats, caravan parks</i>	
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
<p>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.</p>

6.2.3. 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.

Table 9 – Amelioration Assessment Parameters

Action	Input/Output	Parties Involved
Identify Residential Property for assessment	<ol style="list-style-type: none"> 1. Request or complaint from property owner; or 2. Noise Monitoring data identify noise level 'breach' 	<p>Property owner</p> <p>City of Busselton</p>
Desktop analysis of amelioration assessment	<ol style="list-style-type: none"> 1. Determine if noise monitoring data exists or is required 2. Conduct noise monitoring (if required) 3. Compare noise monitoring to noise level criteria 	<p>City of Busselton</p> <p>Property owner</p>
Liaison with Property owner	Initial discussions with property owner regarding amelioration packages provided for in the NMP	<p>City of Busselton</p> <p>Property owner</p>
Acoustic assessment for amelioration design	Assessment of property for amelioration design packages in accordance with Australian Standard Indoor Design Sound Levels*	<p>Acoustic Engineers</p> <p>Acoustic insulation specialists</p> <p>City of Busselton</p> <p>Property owner</p>
Liaison with Property owner	Further discussion with property owner to confirm options on amelioration packages	<p>City of Busselton</p> <p>Property owner</p>

Report to AAC	Report on details of amelioration and officer recommendation (where confidentiality is not breached)	City of Busselton Presiding Member AAC
Report to Council	Report to contain <ul style="list-style-type: none"> - 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

7. 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 Regional 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 Regional 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, N65, N70 and N75);
- 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 containing any imminent happenings.

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.

8. NOISE COMPLAINTS

The City will manage noise emissions from the [Busselton-Margaret River Regional Airport](#) by proactively implementing the Noise Management Plan and promoting Fly Neighbourly practices. In addition, noise complaints will be responded to, investigated and treated with priority.

8.1. Noise Complaints Procedure

Any complaint regarding noise impact associated with the [Busselton-Margaret River Regional Airport](#) 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 a contact telephone number, email address and postal address for complaints relating to airport noise impacts will be published and made available via a range of mediums outlined in Section 7.

In 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 or dates on which the noise nuisance occurred;
- The time 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.

8.2. 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 Regional 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.

9. IMPLEMENTATION AND REVIEW

The [Busselton-Margaret River Regional 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	<p>Sets high level direction for Airport development and management</p> <p>Approves land use planning parameters, including scheme amendments</p> <p>Approves changes to Noise Management Plan</p> <p>Considers initial applications for Flight Training</p> <p>Considers applications for ongoing special event or special circumstance exemptions</p>
Airport Advisory Committee	<p>Provides input to:</p> <ul style="list-style-type: none"> • 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

<p>The Chief Executive Officer</p>	<p>Informs and makes recommendations to the Council and/or Airport Advisory Committee</p> <p>Manages the day to day operations of the Busselton-Margaret River Regional Airport</p> <p>Ensures compliance with the NMP and Flight Training Permits</p> <p>Considers applications for Charter and RPT services in accordance with the NMP</p> <p>Considers one-off special event or special circumstances exemptions</p> <p>Considers requests for flight training permit renewal</p>
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9.1. 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 Regional Airport](#).

The City of Busselton, as an accountable and responsible owner and operator of the [Busselton-Margaret River Regional 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 Regional 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 BRA. 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 BRA:

- 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 BRA 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 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) 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 ~~happening~~ 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. Review Process

The review of the Noise Management Plan will be undertaken bi-annually 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, officers from OEPADEC 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 Section 46 of the Environmental Protection Act 1986.

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.

Nothing in this section prevents a more regular review of the City of Busselton's NMP if the Council resolves to conduct such a review, which may be referred to the Airport Advisory Committee.

Any bi-annual 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 annual review will also include a review of the Fly Neighbourly Agreement and the Flight Training Guidelines.

9.3. Implementation Priorities

~~From the date of final approval, the following Key Management Actions are the focus for the first 12 months of the City of Busselton — Noise Management Plan. ———~~

~~Table 11 — Key Management Actions Year 1~~

Adoption of Noise Management Plan		Date
Non-compliance	Develop and adopt policies and procedures to address non-compliance of both the FNA and	Month 4

	the NMP generally, including recommendations for inclusions in the Local Law	
Noise Attenuation in buildings	Identify residences requiring noise amelioration assessment	Month 4
Noise Monitoring	Investigate purchase and installation of noise monitoring equipment	Month 6
Local Law	Finalise recommended Local Law	Month 6
Noise Attenuation	Develop budget for proposed mitigation and secure Council approval	Month 8
Review	Noise complaints register for previous 12 months when NMP is reviewed	Month 10
Audit	Undertake an annual audit of NMP	Month 10
Review	Review the NMP against the findings of that annual audit and register of complaints	Month 11
Report	Prepare annual report on the operations of the airport	Month 12

7. **GENERAL DISCUSSION ITEMS**

8. **NEXT MEETING DATE**

Friday, 29 April 2016

9. **CLOSURE**