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Revision History

1st Edition    February 2003
CAP 738 offers guidance to those responsible for the safe operation of an aerodrome or technical site, to help them assess what impact a proposed development or construction might have on that operation. This assessment is known as Safeguarding.

2nd Edition    December 2006
This edition incorporates the inclusion of the London Tall Buildings Policy. In addition, the opportunity has been taken to incorporate a few minor changes to the text.
Chapter 1  Safeguarding of Aerodromes

1  Introduction

1.1 A process of consultation between a Local Planning Authority (LPA) and consultees, which is made obligatory by Statutory Direction, safeguards some aerodromes and aeronautical technical sites in the United Kingdom. This is called 'statutory' or 'official' safeguarding, and concerns facilities that were originally developed under financial support from Her Majesty’s Treasury.

1.2 Other aerodromes are safeguarded by privately agreed consultation with the LPA. This is called 'unofficial' safeguarding and is not obligatory under Statutory Direction; however, it is the published advice of Her Majesty’s Government that all aerodromes should be safeguarded.

2  Purpose

2.1 The purpose of this document is to offer guidance to those responsible for the safe operation of an aerodrome or a technical site, to help them assess what impact a proposed development or construction might have on that operation. The information required to enable them to make this assessment, known as Safeguarding, is detailed in CAP 168, Licensing of Aerodromes, which reflects the Standards and Recommended Practices of Annex 14 Volume I, Aerodrome Design and Operations, to the Convention on International Civil Aviation (Chicago 1944), to which the UK is a signatory.

2.2 This document is not an exhaustive guide to all the issues associated with safeguarding, many of which are outside the responsibility or expertise of the Civil Aviation Authority (CAA).

3  Scope

3.1 The guidance contained within this document applies to officially safeguarded aerodromes in the United Kingdom in accordance with the requirements of the CAA. The guidance may be relevant to other licensed aerodromes and unlicensed aerodromes may find parts useful.

3.2 Planning law plays a very important rôle in the safeguarding of aerodromes, but is not covered by this document. You are advised to contact your LPA or an appropriate source to discuss issues concerning planning law.

4  Safeguarding Consultation

CAA certified safeguarding maps relevant to officially safeguarded aerodromes are used by the associated LPA(s). Other aerodromes may produce their own safeguarding maps and lodge them with their LPA(s). Appendix A describes how to produce a safeguarding map.
5 The Safeguarding Process

5.1 Notification of an application for a proposed development can be received in the form of consultation from a LPA or direct from an architect/developer or their representative. The safeguarding process is outlined in Figure 1 and described in the following paragraphs.

5.2 Consultations from LPAs require a response within a statutory time limit of 21 days from the date of receipt, for the consultee to reply. If a reply is not forthcoming within that period, the LPA is entitled to assume that the consultee has no comment to make and can decide on the application without further delay.

5.3 It is essential that accurate records are kept of all consultations, even those on which no objections were raised. There may be occasions where a second or further planning application is submitted for a development on which comments have already been made. The information provided may differ between applications, e.g. a Recreation Centre at one application could be a Sports Facility at a second; a Leisure Park at a third; and the coordinates could be different. In addition, the construction materials or elevations may be altered. Differing responses to what the LPA may consider to be the same project will be questioned as inconsistency, and confidence in the response offered may be diminished.

5.4 Insufficient Information

Outline planning applications do not normally provide sufficient information to assess the impact a development may have on an aerodrome. They usually consist of just an address with a 12-figure national grid reference. This information will only confirm whether the proposed development is located within the safeguarded area. If, at outline planning stage, you decide certain conditions may be appropriate (e.g. landscaping or lighting or height restriction - see 5.7) you should respond in a way that requests that these conditions are attached to any permission. It is important to remember that outline planning details can be changed without further consultation. In some cases, when it is clear that a proposed development would be unacceptable in principle at that location, you should respond accordingly. For example, if the proposed development falls within the area where the Take-off Climb, Approach or Transitional Surface prevails and the ground height almost meets it, then a structure in that position would present an unacceptable safety risk.

5.5 Reserved matters or full planning applications normally provide sufficient information to assess the impact a development may have on an aerodrome. However, if insufficient information has been supplied, the application should be returned with a request that the applicant resubmit the application with the details required. The response time for planning applications does not start until receipt of the required information.
Figure 1  Safeguarding Process Flowchart
NOTE: May not apply in all cases

**Figure 2** Guidance on the Measurement of the Location of a Proposed Development in Relation to the Aerodrome and its Obstacle Limitation Surfaces, Where the Longest Runway is Less Than 1800 m in Length
Figure 3  Guidance on the Measurement of the Location of a Proposed Development in Relation to the Aerodrome and its Obstacle Limitation Surfaces, Where the Longest Runway is Greater Than 1800 m in Length

NOTE:  May not apply in all cases.

KEY

- Inner Horizontal Surface (IHS)
- Conical Surface
- Outer Horizontal Surface (OHS)
- Take-off Climb Surface (TOCS)
- Approach Surface (APPS)
- Transitional Surface

See CAP 168 (Chapter 4, paragraph 4.4)
5.6 Sufficient Information

The safeguarding assessment procedure is as follows:

- Generate a 'safeguarding case slip' to annotate all relevant information (see Appendix B for sample case slip).
- Plot the location of the proposed development on a suitable map.
- Measure the distance of the site from the aerodrome. If the site layout does not clearly indicate the exact location of the structure, use the part of the site nearest to the aerodrome.
- Determine the most critical, normally the highest, point of the proposed structure.
- Determine the exact ground height and add to the height of the structure to achieve an above ordnance datum (AOD) maximum height of the proposed development.
- Establish the prevailing surface or surfaces using CAP 168.
- Calculate the height of the applicable obstacle limitation surface(s) at the site.
- Compare the height of the applicable obstacle limitation surface(s) at the site, with that of the maximum AOD height of the proposed structure to determine if there is an infringement and by how much.
- Record the details of the assessment on the safeguarding case slip.
- Consider the potential impact of the issues outlined in 5.7.
- Respond to the LPA or developer (see 5.8 to 5.12) or seek CAA advice as appropriate (see 5.13).
- Keep a record of all calculations and correspondence, and of the reasoning behind the decision made.

5.7 Other considerations to take into account, include the following:

a) Birdstrike Hazard. It may be appropriate to place a condition, which would normally be included as a landscaping condition, in your response that gives assurance that the proposal does not include landscaping or water features that may increase the risk of a birdstrike to aircraft using the aerodrome. It is recommended that expert advice be sought on potential bird hazard developments such as landfill sites, wetlands and nature reserves. Further details of birdstrike hazard and possible mitigation measures are outlined in CAP 680, Birdstrike Risk Management.

b) Lighting. It may be appropriate to place a condition in your response that gives assurance that the proposal does not include lighting that may dazzle or distract pilots or air traffic controllers on or in the vicinity of the aerodrome.

c) Cranage. Should a crane be required on or in the vicinity of an aerodrome, the attention of the Crane Operator should be brought to the British Standard Institute Code of Practice for the safe use of Cranes, BS 7121, Part 1. In particular, paragraph 9.3.3 Crane control in the vicinity of aerodromes/airfields says: “The appointed person should consult the aerodrome/airfield manager for permission to work if a crane is to be used within 6 km of the aerodrome/airfield and its height exceeds 10 m or that of the surrounding structures or trees.” It may be appropriate to place an informative in your response that gives assurance that safety will be maintained where cranes are used in the construction of the proposed development, especially when within 6 km of the boundary of the aerodrome.
NOTE: The Air Navigation Order makes it an offence to act “recklessly or negligently in a manner likely to endanger aircraft.” The developer should contact the airport/aerodrome/airfield at least one month before the crane (or other tall construction equipment) is expected on site as, sometimes, other bodies have to be consulted.

d) **Technical Site Safeguarding.** Physical characteristics, such as the size, shape and construction materials, of a proposed development may affect the performance of aeronautical systems at or near an aerodrome. In addition, the siting of telecommunication or other radiating equipment can cause adverse electromagnetic interference to these systems. It may be appropriate to approach other aviation organisations, especially where the Air Traffic Services (ATS) are provided by a third party organisation, on the aerodrome to ensure the proposal does not impact on their electronic systems. It is the responsibility of aerodromes with their ATS Providers for the technical safeguarding of all of the radio sites for which they hold approvals under the ANO. Where necessary, procedures should be established to meet this requirement. Details of interference safeguarding criteria for these systems are outlined in CAP 670, Air Traffic Services Safety Requirements.

e) **Wind turbines.** Apart from the potential to be a physical obstacle, wind generator turbines can distort radar performance. Proposed wind turbine sites should be notified to the CAA’s Directorate of Airspace Policy (DAP) and Ministry of Defence (Defence Estates) prior to application for planning permission. DAP will forward all proposed wind turbine sites within a 30 km circle of an aerodrome to that aerodrome. The CAA will continue to be notified of any proposed wind turbine development that constitutes a power station. Further advice is contained in CAP 764 CAA Policy and Guidelines on Wind Turbines.

Where it has been determined that a planning application for a proposed development may have an effect on navigational or other aeronautical systems, it is common for simulation or other types of interference modelling of the effects of the development to be conducted. It is usual for the developer to bear the cost of the modelling.

f) **Roads and railways.** Road or rail vehicles may be potential obstructions to aircraft. The International Civil Aviation Organisation (ICAO) provides for this by considering a road to be a mobile obstruction of 4.8 metres and a railway to be a mobile obstruction of 5.4 metres. This principle has been adopted as safeguarding practice in the United Kingdom, and consultations where a road or railway is an element should be assessed accordingly. Street furniture, signal gantries, lighting poles and other associated structures should also be the subject of consultation appropriate to their height.

g) **Consultations which fall outside the safeguarded area.** If a proposal is sent to you for consultation but the development falls outside your safeguarded area, it may be appropriate for you to advise the consulter to seek the comment of the Ministry of Defence (MoD), National Air Traffic Services (NATS) or Directorate of Airspace Policy (DAP).

5.8 If the proposed development does not infringe an obstacle limitation surface and there are no associated issues as detailed in 5.7, a response should be sent to the LPA or developer indicating that you have no safeguarding objections to the proposed development.
5.9 If the assessment in 5.6 reveals a conflict with safeguarding criteria, a response should be sent to the LPA raising an objection to the proposed development. However, see paragraph 5.12.

5.10 If the assessment in 5.7 reveals a conflict(s) with safeguarding criteria, a response should be sent to the LPA raising an objection to the proposed development, or an indication that it may be acceptable subject to certain listed condition(s), as appropriate. If the consultation is direct from a developer, the response should list the areas of concern and, if possible, a suggestion of measures that could be used to remove those concerns. The response to a developer should be specific as your letter of "no objection" could accompany an altered planning application submitted at a later date.

5.11 Occasionally, a consultation might include an environmental statement. While the physical aspects of the development may be acceptable, if one or more issues as detailed in 5.7 is deemed unacceptable, the consulter should be notified of the potential objection. There may be an opportunity to develop a good working relationship with a developer by offering to contribute to the production of an environmental statement in order to account for any issues at the earliest stage.

5.12 When the calculations are complete and you confirm that the proposed development infringes an obstacle limitation surface, before objecting to the proposal or seeking the advice of the CAA (see 5.13) it might be reasonable to consider whether:

a) the proposed development can be reduced in height or moved to an area where the ground height is lower;

b) there are mitigating circumstances: e.g. the proposed development may be in an area where it is surrounded or shielded by higher topography; and

c) in certain circumstances, the infringement of an obstacle limitation surface could be mitigated by the installation of obstacle lighting and/or by notification in Aeronautical Information Service publications.

The consulter could be advised and the application amended accordingly.

5.13 Ultimately, it is the responsibility of an aerodrome licensee to ensure safety is maintained in the airspace surrounding a licensed aerodrome. If a proposed development infringes an obstacle limitation surface or is deemed unacceptable due to one or more of the issues detailed in 5.7, a licensee could seek the advice of the CAA. Aerodrome Standards Department (ASD) should be consulted, giving written details of the infringement/issue and, if applicable, any proposed mitigation. The CAA will provide a written response as appropriate.

Enquiries should be addressed to:

   Aerodrome Standards Department,
   Civil Aviation Authority Safety Regulation Group
   Aviation House
   Gatwick Airport South
   West Sussex RH6 0YR

or at the following email address: aerodromes@srg.caa.co.uk.

5.14 Apart from the obstacle limitation surfaces, Instrument Flight Procedures (IFP) also have safeguarded surfaces, and it is imperative to ensure that any proposed structure does not impact on the IFP surfaces. In most cases, the IFP surfaces are located on the extended runway centreline, above the obstacle limitation surfaces or in close proximity to the runway. DAP should be consulted where a structure is likely to be
permitted to infringe certain obstacle limitation surfaces, or the airspace representing the aerodrome visual circuit.

5.15 When giving your final response confirming a safeguarding objection, it may be helpful to offer the reasons for your decision to the LPA or developer. Remember, if you have any doubts or concerns, or if an infringement is indicated then you should object on the grounds of safety.

6 Safeguarding of Airspace

6.1 Under its statutory responsibilities, as set out in the Transport Act 2000 (TA2000), the CAA is required to exercise its air navigation functions in order to maintain a high standard of safety in the provision of air traffic services. Moreover, in exercising these air navigation functions, it is required to secure the most efficient use of airspace consistent with the safe operation of aircraft and the expeditious flow of air traffic. In the capacity constrained airspace in the southeast of England, and over Central London in particular, this includes the safe and efficient integration of arrival and departure routes from a number of busy airports, including London Heathrow and London City. The CAA is also required to have regard to the guidance on environmental matters that has been issued by the Department for Transport and this adds further constraints to the design and implementation of flight procedures and profiles.

6.2 In this context, the CAA has particular regard to applications for the construction of tall buildings in the Central London area that may impact upon the safety or efficiency of existing airspace arrangements.

6.3 The London Tall Buildings Policy (see Appendix C) addresses areas that are outside the formal safeguarded areas, but could still have an impact on flight procedures unless the appropriate obstacle clearance can be maintained. This policy states how the CAA engages with planning authorities at an early stage in the development of any application to develop a tall building in the defined area.

6.4 In addition to general safeguarding considerations, which are set out in this CAP, the CAA Tall Buildings Policy is concerned mainly with proposed development in the area shown in Figure C1 (attached at Appendix C) - London Tall Buildings Development Area. The rectangular box depicts an area within which there would be particular concerns about tall building development in excess of 1000 feet above mean sea level, mainly in respect of flight procedures to London Heathrow Airport and London City Airport.
Appendix A  Producing a Safeguarding Map

1. The maps currently used as standard for civil aerodromes reflect the need to protect licensing surfaces around the aerodromes and have a squared format superimposed on the national grid. In this system each square of the national grid is coloured to represent the most critical interaction between the obstacle limitation surface and ground height within that square. It is acceptable to reduce the notification height within a square, as desired, to include a safety factor. The following colour coding is normally used:

   Grey: All developments should be notified
   Red: Developments exceeding 10 m AGL should be notified
   Green: Developments exceeding 15 m AGL should be notified
   Yellow: Developments exceeding 45 m AGL should be notified
   Blue: Developments exceeding 90 m AGL should be notified

\textbf{NOTE:} Not all safeguarding maps will comply with this convention and for unofficial safeguarding maps different colour/height bands may be used.

2. A safeguarding map should also show a circle of 13-kilometre radius about the aerodrome reference point representing the need for consultation about potential bird attractant developments. These developments would comprise any of the following: waste disposal sites, reservoirs, sewage works, major landscaping schemes, areas of water, and bird sanctuaries. The 13-kilometre birdstrike circle is based on the fact that 99\% of bird strikes occur below 2000 feet. An aircraft on a normal approach will descend into this zone when approximately 8 statute miles from the runway, which converts as 13 km.

3. Future developments may be represented on the map. First you must decide what it is that you want to safeguard. Is it the present configuration of the aerodrome, or a different configuration planned for the future? Is it the full use of the infrastructure or some more limited use? Is it intended to install radar or other navigation aids? Planning law allows for future facilities to be safeguarded in advance. If, for example, a radar is to be moved to a new position at some time in the future, both positions can be marked on the map and safeguarded simultaneously. The map may also be designed to take other special considerations into account, which affect the use of the airspace around the aerodrome.

4. To develop a safeguarding map, first determine the Aerodrome (Runway) Reference Code as outlined in CAP 168 Chapter 3. The Code comprises a number and a letter and is determined by selecting the higher value of declared Take Off Distance Available (TODA) or Accelerate-Stop Distance Available (ASDA). It indicates the extent of the lateral, longitudinal and sloping planes of the airspace and ground surfaces surrounding each runway that should be kept free of obstacles.

5. Having established the Aerodrome (Runway) Reference Code you may find that the following will be under consideration in the case of each runway to be safeguarded:
   a) runway designation and magnetic heading;
   b) whether the runway is Instrument or Visual;
   c) National Grid Reference and elevation, in metres AOD, of the following:
      i) start and end of Landing Distance Available (LDA) (threshold);
ii) start and end of Take Off Run Available (TORA);

iii) end of ASDA and TODA.

d) National Grid Reference of:

i) mid-point of main runway (if less than 1800 m long) for the determination of the Inner Horizontal and Conical Surfaces;

ii) Aerodrome Reference Point for the determination of the Outer Horizontal Surface (where applicable); and

iii) co-ordinates and elevation of any FATO for helicopter operations.

6 Having identified the present and future landing and take-off distances you should base the map on the most demanding elements of the existing and planned aerodrome features. This will enable the map to be used as a “worst case” reference.

7 **Runway Strip and Obstacle Limitation Surfaces**

Once you have identified the present and future landing and take-off distances you can plot the runway strip and obstacle limitation surfaces. The starting point is the Aerodrome (Runway) Reference Code. When the strip is drawn on the map you can add the approach surface slope and dimensions, then the take-off surfaces, the transitional surfaces, the inner horizontal surface, the conical surface, and the outer horizontal surface, all of which are explained in Chapter 4 of CAP 168.

8 **Instrument Flight Procedures**

The protected areas for instrument flight procedures are complex and, if they are to be safeguarded, advice on their exact shape and location should be sought from an expert. It cannot be assumed that the obstacle limitation surfaces will provide sufficient protection for instrument flight procedures.

9 **Technical Sites**

Add parameters for safeguarding of technical sites, such as telecommunications facilities. To deduce the criteria which apply it will be necessary to consult the service provider (or, where applicable, the manufacturer) and/or study the advice in CAP 670. This is available on the CAA website; access the section in CAP 670 Part B dealing with generic requirements and guidance.
# Appendix B  Example Safeguarding Case Slip

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**Letter Received:** Hold Date: 

**Description:**

**Type of Application:** FULL [ ] OUTLINE [ ]

**1** Ordnance Survey Co-ordinates: Eastings/Northings:

**2** Safeguarding Map Colour Zone:

**3** Height of proposed structure above ground level:

**4** Height of ground level at development location:

**5** Overall maximum height of proposed structure:

Cross Reference(s) to previous case:

Comments:

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**OBJECTION** [ ] **LETTER:** [ ]

**NO OBJECTION BUT WITH CONDITIONS** [ ] **Signed:** ……………………

**NO OBJECTIONS** [ ] **Date:** ……………………

**CAA/AERODROME INSPECTOR AWARE** [ ] **FAX:** [ ]

**PHONE:** [ ]
Appendix C  London Tall Buildings Policy

CIVIL AVIATION AUTHORITY
LONDON AIRSPACE – SAFEGUARDING POLICY

1  Introduction

1.1 Owing to the close proximity of the approach and departure flight paths of London Heathrow Airport (LHR) and London City Airport (LCA), there is a specific need to maintain the safe and efficient use of airspace over London, and to ensure that this is taken into account during the planning of all future aerodrome and tall building developments in London.

1.2 The purpose of this statement is to specify the CAA’s policy with regard to future building or other construction developments that may affect either airport’s safety surfaces or airspace.

2  Policy

2.1 Both LHR and LCA are designated as “officially safeguarded aerodromes” in accordance with ODPM Circular 1/2003: Safeguarding Aerodromes, Technical Sites and Military Explosives Storage Areas: The Town and Country Planning (Safeguarding Aerodromes, Technical Sites and Military Explosives Storage Areas) Direction 2002. The Aerodrome Licensee is responsible for the administration of the safeguarding process. To ensure that both the aerodrome and its airspace remain safe for use by aircraft, the Licensee assesses all proposed buildings and other development plans that may have an impact on the safety of flight operations, or a detrimental effect on their future plans, and they will seek to resolve any conflicts at an early stage.

2.2 LHR is safeguarded according to international standards and recommended practices, which are specified in ICAO Annex 14 and Chapter 4 of CAP 168 Licensing of Aerodromes. LCA was designed as a Short Take-off and Landing Airport (Stolport) and licensed according to unique criteria, including hybrid obstacle limitation surfaces (OLS) that cater exclusively for those predicted operations, and which take into account its proximity to the City of London, Canary Wharf and other developments in the London Boroughs, notably Newham and Greenwich. However, LCA has since developed its operations beyond those covered by the Stolport criteria and, owing to the specific type of operations that are now conducted at LCA, the safety surfaces are as specified in the document: Safeguarding and Obstacle Limitation Surfaces – London City Airport (August 2004).

2.3 In addition, aircraft on approach to or departure from both LHR and LCA enter a complex interaction of arrival and departure flight paths over the Central London area. In this area there is a high incidence of simultaneous operations to each airport that, under certain circumstances, results in opposite direction flows over the central London area. Precise and integrated airspace management procedures are necessary to maintain safety and efficiency, which require the operations of LCA traffic to be at altitudes below LHR traffic. In this phase of flight, international aviation criteria require

1. www.dft.gov.uk/stellent/groups/dft_aviation/documents/page/dft_aviation_040247.hcsp
2. www.caa.co.uk/CAP168
3. Available on request from London City Airport
1000 ft obstacle clearance. Accordingly, a building development over 1000 ft in elevation in Central London would infringe the volume of airspace required to provide obstacle clearance for LCA traffic at its current operating altitude. Alternatively, a higher flight altitude would be required to maintain the prescribed obstacle separation and this in turn would require other aircraft inbound to LHR to be at an altitude 1000 ft higher than currently used. This would have a significant adverse impact on landing rates at LHR and other parts of the London Terminal Manoeuvring Area.

2.4 If a Local Planning Authority proposes to grant planning permission contrary to an objection by LHR or LCA, it is required to notify the CAA in accordance with paragraph 25 of Annex 2 to ODPM Planning Circular 1/2003.

2.5 Additionally, within the area bounded in the east by Tower Bridge, in the west by Chelsea Bridge and extending 5 NM north of LCA runway 10 extended centreline (OS National Grid 528200/189800, 534350/189800) and 5 NM south of LHR runway 27(Left) extended centreline (OS National Grid 528200/166200, 534350/166200), the CAA will support an objection by LHR or LCA to a proposed development of a height in excess of 1000 feet above mean sea level – see Figure C1.

2.6 If a Local Planning Authority propose to grant planning permission contrary to advice given on behalf of the consultee for LHR or LCA, or not to attach conditions which that consultee has requested, or to attach conditions which the consultee has advised against, it will be necessary for the relevant safety regulator to assess the planning application and the consultee’s advice and to identify any possible solutions. In such circumstances the Local Planning Authority are therefore required to notify the Civil Aviation Authority as well as the consultee. The Civil Aviation Authority have authority to request the appropriate Secretary of State to call in the planning application and determine it.

**NOTE:** A safeguarding assessment will consider the height of cranes or other equipment used during the construction of the development.

3 **Correspondence**

Correspondence on this policy should be addressed to:

Directorate of Airspace Policy  
Controlled Airspace Section  
CAA House  
45-59 Kingsway  
LONDON  
WC2B 6TE

or

Aerodrome Standards Department  
Civil Aviation Authority  
2W Aviation House  
Gatwick Airport South  
West Sussex  
RH6 0YR
Correspondence on planning matters should be addressed to:

The Safeguarding Consultee
London City Airport
City Aviation House
Royal Docks
London
E16 2PB

The Safeguarding Consultee (London Heathrow Airport)
Airport Planning
BAA plc
First Point
Buckingham Gate
Gatwick Airport
West Sussex
RH6 0NT
4 Map

Figure 4  Map to depict the area within which the CAA would support an objection to a planning application over 1000 feet