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10 January 2023

Future Combat Airspace, ACP-2020-026 GATEWAY DOCUMENTATION: STAGE 3 Consultation

Stage 3A Consultation Strategy



Version 2.0

Roles

Action	Role	Date
Produce	11Gp, A7	7 Nov 22
Review	DAATM	8 Nov 22

Drafting and Publication History

Issue	Date	Change Summary
1.0	11 Nov 22	Submitted to CAA
2.0	10 Jan 23	Referencing material added at 2.3 Clarified Stakeholder List at Section 3 Amendments made to Consultation Feedback Form at Appendix A Tabulated Summary of Key Stages amended Section 4.7 Removal of military specific parlance (throughout submission)

Executive Summary

This report details the Consultation Strategy for Stage 3 of the Civil Aviation Publication (CAP)1616 Airspace Change Process for ACP-2020-026, which aims to facilitate the usage of *Future Combat Airspace* (FCA) for the United Kingdom and coalition partners during infrequent, long-term planned, large-scale, highly complex, training exercises that are used to prepare aircrew for operational environments. ACP-2020-026 has completed Stage 1 (Define) and Stage 2 (Develop and Assess) of the seven-stage process defined by CAP1616. Supporting documentation for ACP-2020-026 can be found on the Civil Aviation Authority (CAA), open-source *Airspace Change Portal*. The requirements for Stage 3A, Consultation Preparation include:

1. The production of a Consultation Strategy (*this document*) detailing the scale, nature, and timescales of the proposed consultation.
2. Producing a Consultation Document that allows all Stakeholders (including those with no technical expertise) to understand the proposed changes.
3. Produce an Options Appraisal (Phase II – Full) identifying potential impacts and mapping affected Stakeholders.

Public consultation for ACP-2020-026 will be 12 weeks in duration, this is in accordance with CAP1616 and as agreed within the updated CAA Timeline.

As per CAP1616, Step 3A requires the Sponsor to decide on its consultation strategy and to prepare the consultation documents. The aim of consultation is that Stakeholders who may be affected, have an opportunity to comment on proposals based on a reasonable understanding of them, aims include:

- Preparation of a single *Consultation Document*, suitable for all parties to understand, interpret and to comment upon.
- Consulting directly with those aviation Stakeholders that have been identified and have participated in the initial Stakeholder engagement at Stage 1 and Stage 2.
- Offering a combination of both face-to-face and virtual briefing events.
- Contacting members of any Stakeholder groups who have not responded after 6 weeks to remind them of the deadline for consultation.
- Reviewing and analysing the consultation responses and the completion of a Consultation Feedback Report.

References

Ref no.	Description	Hyperlink
1	Stage 1 Statement of Need	Link to document
2	Stage 1 Assessment Meeting Minutes	Link to document
3	Stage 1 Design Principles	Link to document
4	Stage 2 Design Options	Link to document
5	Stage 2 Design Principle Evaluation	Link to document
6	Stage 2 Initial Options Appraisal and Safety Assessment	Link to document
7	Stage 3 Consultation Strategy	Link via Citizen Space
8	Stage 3 Full Options Appraisal	Link via Citizen Space
9	Airspace change: Guidance on the regulatory progress CAP 1616	Link to document
10	UK Government Department for Transport's 2017 Guidance to the CAA on its environmental (abbreviated to ANG2017)	Link to document
11	ACP-2020-042 Future Combat Airspace Trial	Link to document
12	ACP-2021-007 Future Combat Airspace Interim Solution	Link to document

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1 Introduction

1.1 Background. The Consultation Phase is a key part of the Airspace Change Process as described in CAP1616, Stage 3. It allows the change sponsor to gather information and to understand views about the impact of a particular proposal. It allows consultees the opportunity to provide relevant and timely feedback to the change Sponsor.

This document sets out the Consultation Strategy which aims to ensure the process is effective, transparent, and productive.

Recognised best practice in consultation is adherence to the “Gunning Principles”¹ which lays down 4 rules:

- a) Proposals are still at a formative stage
- b) There is sufficient information to give “intelligent consideration”
- c) There is adequate time for consideration and response
- d) “Conscientious consideration” must be given to the consultation responses before a decision is made.

This document provides information about how we will undertake consultation. We want to provide relevant and appropriate information to the right people, in the right way, and enable them to provide informed responses to the proposed changes in a suitable timeframe.

We explain where we are in the airspace change process and the objectives of this proposal. We consider who may be impacted by the proposed changes. The audience comprises several different types of Stakeholders; we will describe who they are and have classified them in accordance with the Independent Commission on Civil Aviation Noise (ICCAN).² The mapping of Stakeholders engaged in airspace consultation will be categorised as follows:

- a) High interest, high influence
- b) High interest, low influence
- c) Low interest, high influence
- d) Low interest, low influence.

We describe how we plan to reach all the Stakeholders to ensure they can respond effectively. We describe what we will use to inform Stakeholders of the proposed plans. Materials will be as concise and accessible as possible to those without aviation or technical knowledge. We will provide sufficient detail to ensure

¹ [The Gunning Principles.pdf \(local.gov.uk\)](#)

² <https://iccan.gov.uk/>

Stakeholders understand the issues. We consider when consultation should start and finish, and a planned timetable of activity.

We will then explain what will happen when the consultation period ends. There will be a period of analysis after which we will understand any changes which may be required considering the feedback received.

1.2 Where we are in the Airspace Change Process. The Ministry of Defence, and specifically 11 Group, Training Enablers, is the Change Sponsor for this proposal. The proposal seeks to secure *Future Combat Airspace* for use by the UK and coalition partners during infrequent, long-term planned, large-scale, highly complex, training exercises that are used to prepare aircrews for operational environments.

Following the guidance set within CAP1616 the Sponsor has already completed, Stage 1 - Define, where we established the need for an airspace change and the design principles underpinning it. We have also completed Stage 2 - Develop & Assess, where we created initial design concepts, refined them using feedback from representatives of Stakeholder groups, evaluated each option against the Design Principles and performed an initial appraisal to illustrate the benefits and impacts of each option. We are now at Stage 3 - Consult.



Figure 1, Airspace Change Process – (extracted from CAP1616)

Stage 3 Consult

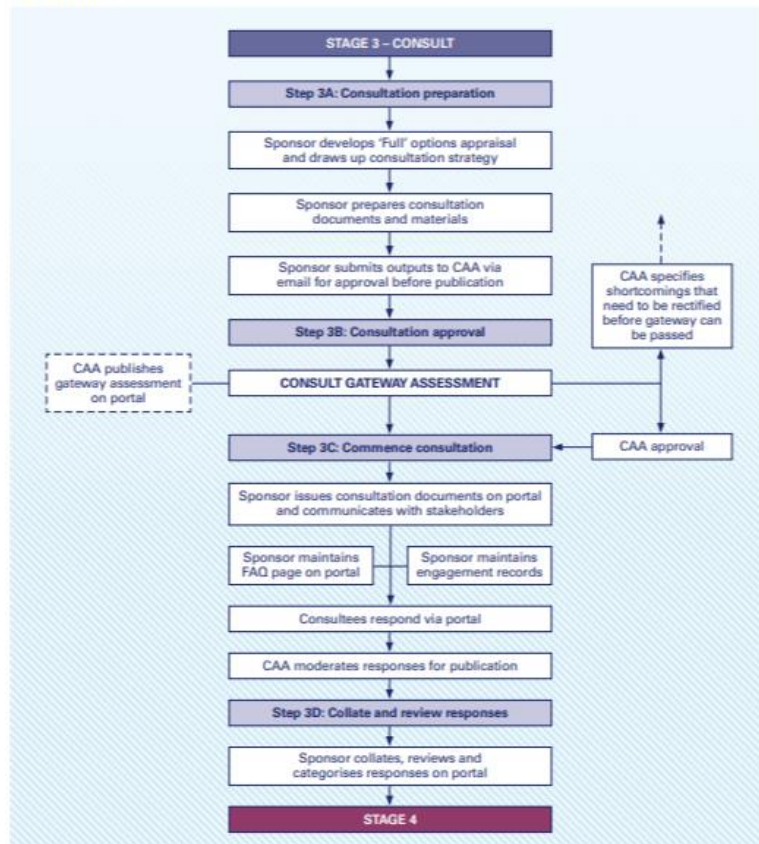


Figure 2, Airspace Change Process – Stage 3 Consult (extracted from CAP1616)

This document forms part of Stage 3 – Consult, it should be read in conjunction with the Consultation Document (Ref 7) and the Full Options Appraisal (Ref 8).

Supporting documentation for all stages of this Airspace Change Proposal, including Stages 1 and 2 can be found on the CAA's open-source webpage [at this hyperlink](#)

1.3 Statement of Need. Air Command, on behalf of the Ministry of Defence (MOD), has an obligation to provide relevant training to its personnel to ensure UK Forces are correctly prepared to defend UK interests in line with the Royal Air Force Strategy³. Appropriately sized airspace is required to meet this need; it must safely facilitate the exercising of large forces, consisting of modern and future aircraft in an efficient and representative environment.

The core military requirements are: *Minimising the risk of Mid-Air Collisions (MAC) to the maximum extent whilst enabling:*

- Full tactical employment of aircraft and weapons capability
- Supersonic flight and rapid height changes
- Overflight and loiter of rural overland (target) areas
- Use high and low altitude activity concurrently
- Representative employment ranges of simulated air-to-air and air-to-surface weapons
- Representative operational numbers
- Ability to oppose from ground and air simultaneously
- Contested in electromagnetic environment.

Changing world circumstances make current airspace solutions untenable to deliver the required needs of Defence. The use of current airspace structures would diminish the required training objectives for Defence and likely increase the risk to all air users.

This change request will be, in part, informed by the associated trial data received through:

- a. ACP-2020-042. This was an airspace trial conducted in October 2020 and March 2021 (also referred to as Cobra Advanced Combat Airspace (CACA)). The CAA provided a decision under CAP1981 (30 October 2020).
- b. ACP-2021-007. Related to an 'Interim Solution' for Future Combat Airspace, which allowed for activations of a Temporary Danger Area. The CAA providing a decision under CAP2180 (14 June 2021).
- c. ACP-2020-026. *This proposal for the permanent introduction of a Managed Danger Area, activated for large force exercises.*
- d. ACP-2021-048. Established for an exercise in September 2021, the CAA agreed to a further activation and extension of the 90-day rule.⁴ A key condition being pursuance of a permanent solution (ACP-2020-026). This ACP will likely cover exercises until September 2023. CAA decision provided under CAP2362.

³ <https://www.raf.mod.uk/documents/word/raf-strategy/>

⁴ CAA agreement to extension of 90 days. Detail in [this letter](#).

2 Consultation Preparation and Engagement to Date

2.1 CAP1616 requirements and document scope. CAP1616 provides guidance on the regulatory process for changing the notified airspace design and the planned and permanent redistribution of air traffic, and on providing airspace information.

ACP-2020-026 has completed Stage 1 (Define) and Stage 2 (Develop and Assess) with all the supporting documentation uploaded to the open-source CAA ACP Portal. The requirements for Stage 3A, Consultation Preparation, is as follows:

- 1) Produce a Consultation Strategy (*this document*) detailing the scale, nature, and timescales of the proposed consultation.
- 2) Produce a Consultation Document, that allows Stakeholders – including those with no technical expertise to understand the potential impact of the proposed changes.
- 3) Produce an Options Appraisal (Phase II – Full) identifying potential impacts and mapping potentially affected Stakeholders.

There have been several previously similar ACPs which aimed to provide the MOD with suitable airspace within which to host large scale air exercises. The ACPs associated with these proposals can be located on the open source [Airspace change portal \(caa.co.uk\)](https://www.caa.co.uk/airspace-change-portal)

2.2 Summary of Engagement Activity Undertaken to Date

ACP Stage	Engagement Activity Summary
1A	<p>A Statement of Need (SoN) was submitted to the CAA and uploaded to the CAA ACP Portal. This SoN describes the requirement to seek segregated airspace of suitable dimensions within which to conduct large scale training exercises.</p> <p>Minutes of the Assessment Meeting between the Sponsor and CAA were uploaded to the CAA ACP Portal. The assessment meeting enabled the Sponsor and CAA to engage regarding the SoN and consider if the proposal met the CAP1616 formal airspace change process.</p>
1B	<p>Stage 1B required the Sponsor to propose and subsequently engage on a set of Design Principles (DPs). The DPs are required to agree a set criterion that airspace design options should be judged against. These draft DPs are sent to Stakeholders for consideration with feedback subsequently provided.</p>
2A	<p>Stage 2A saw the development and assessment of several airspace change options when compared against the baseline. Engagement was acquired on the initial options and captured here Design Options</p> <p>All options developed were then qualitatively assessed in which the Design Principle Evaluation was uploaded to the CAA ACP Portal before commencement of Stage 2B.</p>
2B	<p>For Stage 2B the Sponsor created a document set that formed part of the Initial Options Appraisal. This document set included a qualitative Environmental and Safety Assessment. This appraisal then assessed the various options against a baseline 'do-nothing' option and captured the relative differences in impact regarding each option.</p>

2.3 Sources of Information. The Consultation Documents, including the Full Options appraisal, have been developed based upon engagement feedback obtained from Stages 1 and 2. These Consultation documents and supporting materials have been developed to suit a range of audiences. Whilst it is necessary to use some technical terms in order to adequately describe this airspace change proposal and the associated issues, materials will be as concise and accessible as possible to those without aviation or technical knowledge. The Change Sponsor will make efforts to ensure all respondents understand the key principles.

In order to inform the Stage 3 documents a variety of sources of data have been used. These sources of data include:

- [Aviation statistics - GOV.UK \(www.gov.uk\)](http://www.gov.uk)
- [2022-2028 | EUROCONTROL](#) (Eurocontrol Forecast Update 2022 – 2028)
- [Airspace4All – Airspace for All](#)
- [General Aviation Roadmap - GOV.UK \(www.gov.uk\)](http://www.gov.uk)
- [jet-zero-strategy.pdf \(publishing.service.gov.uk\)](http://publishing.service.gov.uk)
- [A Net Zero RAF by 2040 | Royal Air Force \(mod.uk\)](http://mod.uk)
- [UK Mil AIP | AIP \(mod.uk\)](http://mod.uk)
- [eAIS Package United Kingdom \(nats.co.uk\)](http://nats.co.uk)
- [ADS-B Exchange - track aircraft live \(adsbexchange.com\)](http://adsbexchange.com)
- [GDP Deflator: Year on Year growth: SA % - Office for National Statistics \(ons.gov.uk\)](http://ons.gov.uk)
- EUROCONTROL movement statistics (EGNT – generated 25 Oct 2022)
- EG SUP 2022 049 TDA597
- EUROCONTROL regional upper and lower airspace charts (ERC) August 2022
- Environmental figures generated using BADA data (EUROCONTROL)
- 2205 AIRAC (EUROCONTROL)
- October 2021 STATFOR
- Data from the Airspace and Military Liaison Officer (Borders Gliding Club)
- Department for Transport, Greenhouse Gases Workbook, TAG Unit A3, Environmental Impact Appraisal Version May 2022)

3 Consultation Stakeholders

3.1 Stakeholders. Stakeholders were identified at Stage 1 of this ACP; the Sponsor intends to continue consultation with this previously engaged group of Stakeholders. This list has been developed throughout the previous stages and will continue to grow as ACP-2020-026 matures.

In addition, the Sponsor will conduct wider consultation with the general public and NATMAC members, primarily using Citizen Space and the open-source CAA Airspace Change Portal.

3.2 Primary Stakeholders

Primary Stakeholders		
Newcastle International Airport	Edinburgh International Airport	Dundee International Airport
Aberdeen International Airport	Teesside International Airport	The Borders Gliding Club, Milfield
Firth of Forth ACP Sponsor	Scottish Terminal Control Area ACP Sponsor	

These primary Stakeholders have all been heavily involved in the design process thus far, during the trial and temporary activations. Primary Stakeholders will be offered in-person consultations at a location of their choice.

All Stakeholders will be provided with links to documentation via email, directed to Citizen Space and be alerted by the ACP Portal News feed function (Stakeholders will be encouraged to subscribe via the Airspace Change Portal).

All airports will be asked to tangibly demonstrate whether the proposal affects their traffic patterns below 7000 feet above mean sea level (AMSL). Should the consultation conclude that there is a significant effect below 7000 feet (AMSL) then the Stakeholders list *must be reviewed*.

3.3 NATMAC Stakeholders. 'Assists the Safety and Airspace Regulation Group (SARG) in the development of airspace policies, configurations, and procedures in order that due attention is given to the diverse requirements of all users of UK airspace, civil and military.' As a non-statutory advisory body sponsored by SARG, the National Air Traffic Management Committee will be consulted for views at a national level to be captured. Additionally, there is an assumption that NATMAC organisations, as national over-arching bodies would cascade information to representatives at an appropriate level. The below list is the most up to date as provided by the Civil Aviation Authority.

NATMAC Stakeholders		
Airlines UK	Airport Operators Association (AOA)	Airfield Operators Group (AOG)
Aircraft Owners and Pilots Association (AOPA)	British Gliding Association (BGA)	General Aviation Alliance (GAA)
British Airways (BA)	BAe Systems	Guild of Air Traffic Control Officers (GATCO)
Honourable Company of Air Pilots (HCAP)	Heavy Airlines	Iprosurv
Isle of Man CAA	Navy Command HQ	PPL/IR Europe
Airspace Change Organising Group (ACOG)	British Gliding Association National Airspace Committee	Helicopter Club of Great Britain (HCGB)
Airspace4All	British Hang Gliding and Paragliding Association (BHPA)	Light Aircraft Association (LAA)
Association of Remotely Piloted Air Systems (ARPAS-UK)	British Helicopter Association (BHA)	National Air Traffic Service (NATS)
Aviation Environment Federation (AEF)	British Microlight Aircraft Association (BMAA)/General Aviation Safety Council (GASCo)	National Police Air Service (NPAS)
British Airline Pilot Association (BALPA)	British Model Flying Association (BMFA)	PPL/IR (Europe)
British Balloon and Airship Club	British Skydiving	UK Airprox Board (UKAB)
British Business and General Aviation Association (BBGA)	Drone Major	UK Flight Safety Committee (UKFSC)
Low Fare Airlines	United States Visiting Forces (USVF), HQ United States Country Rep - UK	

3.4 Internal MOD Stakeholders. MOD Stakeholders were identified by Defence Airspace and Air Traffic Management (DAATM) through the Military Airspace Users Working Group (MAUWG). A consolidated MOD response is expected to be co-ordinated by DAATM as Stage 3 develops.

MOD Stakeholders (via DAATM)		
2 Group DAAM	HQ 1 Group	HQ 2 Group
HQ 22 Group	USAF(Europe) also through NATMAC	RAF Boulmer
RAF Spadeadam	Leuchars Diversion Airfield	RAF Coningsby
19 and 20 Squadron (RAF Boulmer)	78 Squadron (RAF Swanwick)	Defence Airspace and Air Traffic Management (DAATM)
Military Airspace Management Cell (MAMC)	Military Aviation Authority (MAA)	RAF Safety Centre

4. Consultation Strategy

4.1 Communication Approach. The overarching aim of the Change Sponsor is to ensure that all impacted Stakeholders are able to suitably participate in consultation. Notification of consultation will be varied in order to reach a maximum number of potentially interested parties (including those without internet access). This broad approach of notification aims to meet the intent of CAP1616 and the requirement to include seldom-heard groups in consultation. The Change Sponsor has not specifically identified any seldom-heard Stakeholder groups but will use a mixture of methods of communication (online, face-to-face and hardcopy) to maximise reach. It is proposed that the communication process is apportioned into three stages: Launch, Engagement Period and Consultation Reassessment. This will aid in ensuring all aspects of consultation are initiated, monitored for progress, and associated timescales are met if a high volume of communication is received.

4.2 Scaling of Stage 3. CAP1616 describes the ‘Scaling of Stage 3’ which depends on the scale and nature of the airspace change, in particular whether it is a Level M1 or M2 submission. Given the way in which the preferred option interacts with Stakeholders and other airspace users it has been decided that this proposal will be an ‘M1’ submission. The Change Sponsor has suitably identified potential impacts and mapped potentially affected Stakeholders based on previous activations and established lines of communication. It is envisaged that this proposal may affect civil operations, but not through a significant distribution of change below 7000 feet negating the need to engage with communities.

4.3 Launch. It is expected that the consultation will be launched on 6 February 2023 via Citizen Space and the CAA Airspace Change Portal – the *News* function on the Airspace Change Portal will be used to alert those Stakeholders who have previously subscribed.

- i) Identified Stakeholders will be notified of the launch via email following success at the Stage 3 - Consult Gateway. An email will inform Stakeholders of the consultation material, start and finish dates in addition to accepted methods for responses. A record of communication activity with all Stakeholders will be maintained throughout the consultation process.

4.4 Engagement Period. It is proposed that the Consultation will run for a period of 13 weeks (extended to allow for Easter) commencing 6 February 2023, closing 8 May 2023. This timeline was agreed in consultation with the CAA on 19 December 2022.

4.4.1 Online Consultation. To comply with statutory requirements, consultation for ACP-2020-026 will be hosted on the open-source website Citizen Space from 6 February 2023. Appropriate information and documents will be made available to the public to maintain transparency, accountability and to offer a facility to obtain feedback. A Feedback Form will be accessible via Citizen Space and will be integral to the feedback process; this Feedback Form will also be uploaded to the CAA ACP Portal. Frequently Asked Questions (FAQs) will be developed and uploaded to Citizen Space. These FAQs will be a living document and evolve as common queries and themes become apparent from feedback.

4.4.2 Postal submissions. Postal feedback can be submitted to the consultation. Additionally, a paper copy of the online Feedback Form will be available on request. Respondents may include a stamped envelope should they require a reply. Postal submissions will be uploaded to the CAA ACP Portal alongside any online responses. Regardless of how the Stakeholder responses have been received they will be addressed as part of the ACP. The consultation postal address will be provided online, within the consultation document.

4.4.3 Response Management. Where pertinent, responses that require a reply during the consultation period will be acknowledged via the same method by which they were received. Direct contact with Stakeholders will only be conducted, if necessary, by appropriate subject matter experts. Categorisation of responses will be in accordance with CAP1616 Appendix C and uploaded to the CAA ACP Portal.

4.4.4 Reminders to Stakeholders. To encourage satisfactory and appropriate input, those Stakeholders identified, but yet to respond will be contacted throughout the consultation period.

4.5 Consultation Reassessment. Progress of the consultation will be reassessed week commencing 20 March 2023. Evaluation of progress and any consequential adaptations will be established through:

- Feedback received from each of the key Stakeholder groups identified
- Analysis of engagement on Citizen Space.

Should it be considered that Stakeholder engagement has been insufficient, or due to unexpected events affecting response submissions, it may be necessary to extend the consultation period and conduct additional events. The CAA will be notified and consulted on any significant deviations from the Consultation Strategy.

4.6 Contingency Planning. COVID-19 remains an ongoing uncertainty, however compliance with current Government guidance will allow for face-to-face consultation to occur with those Stakeholders identified. It is hoped that physical consultation will maximise uptake and help to mitigate any possible engagement fatigue.

Should COVID-19 limit any planned physical events, virtual and online consultation will become the primary method of consultation. It is recognised that online events may limit some Stakeholders, however postal submissions should still allow for appropriate consultation to occur.

4.7 Tabulated Summary of Key Stages

Date	Activity	Location
3 February 2023	Stage 3B Consult Extraordinary Gateway	
6 February 2023	Stage 3C Consultation Launch	Citizen Space, CAA ACP Portal (News Feed), targeted correspondence
(Throughout Consultation)	Face-to-face and virtual events*	Identified stakeholder locations, virtual
6 March 23	Reminder to stakeholders	Email and phone correspondence
20 March 23	Consultation Reassessment	Citizen Space
9 April 23	Proposed Easter Break – additional week added	
17 April 23	Reminder to stakeholders	Email and phone correspondence
8 May 23	Consultation closes	13-week duration (additional week for Easter)

4.8 Consultation Documentation. The following documentation will be provided:

- Consultation Document. The main document will be uploaded to both Citizen Space and the CAA ACP Portal and will provide a comprehensive breakdown of the airspace design options as well as background information on the ACP. *A paper copy of the Consultation Document will be made available on request.*
- Full Options Appraisal. As part of the Stage 3 Gateway the Change Sponsor will produce a Full Options Appraisal. This will be available for consultees to read should they wish to obtain more technical detail.
- Frequently Asked Questions (FAQ) will aim to answer both aviation specific questions as well as address general themes received during previous engagement. This will be a separate document that will be updated as required throughout the consultation period should trends begin to develop with feedback questions. This will be updated via Citizen Space.

Hardcopies of all consultation documentation will be made available upon request for those Stakeholders unable to access online materials. All documentation will include a hardcopy of the feedback form.

* Face to face and virtual events will be agreed following consultation launch – those Stakeholders who wish to meet within either of these forums should contact the Sponsor in order to agree a suitable date/time. The Sponsor hopes that by offering to travel to the preferred location of the Stakeholders uptake will be maximised. *Physical briefings will be conducted using a Power-Point presentation.*

5 Post Consultation and Next Steps

5.1 Collate and review responses. On completion of the Consultation the Change Sponsor will review all responses and categorise them for analysis. As with previous engagement, feedback responses will be categorised into responses directly relating to the ACP and more general feedback that does not. All original responses will be analysed and sent to the CAA with a redacted version uploaded to the CAA ACP Portal (including raw data).

This categorisation of results will reveal themes and information which may lead to a change in the proposed design, and other themes and information which would not lead to a change.

The Sponsor will publish the report, under Step 3D of the CAP1616 process, which summarises the results. This will form the first consultation feedback report.

5.2 Stage 4 – Update and Submit. Each item will be thoroughly reviewed, and consideration will be given regarding whether an actual change will be required – justification will be provided irrespective of the decision, with the output generating the second consultation feedback report. The sponsor will also publish the final design and complete a final options appraisal based on that reviewed design.

Provided additional consultation is not required, the Sponsor will begin to draft the final submission to the CAA as part of the ACP - Stage 4.

5.3 Reversion Statement. The Sponsor considers the design presented within this consultation to be the ‘minimum’ option. The ‘do nothing’ option has been discounted at the previous stage but is included at this stage for comparison as a baseline.

As the Sponsor’s preferred option is a Danger Area that will be activated by NOTAM, should the airspace not achieve its intended aims, the MOD will not activate or notify it – therefore not causing any impact to air users. Subsequent actions will see the MOD seeking an airspace re-design (requiring the Sponsor to conduct another airspace change).