



# HLAPB

## Airspace Prioritisation Process

### Document Versions

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Version	Date	Reason for Change	Author
0.6	16.12.2020	Final Draft	HLAPB BP & AM ET
1.0	01.02.2021	Finalisation of the draft	HLAPB BP & AM ET
1.0	04.03.2021	Endorsement of the final draft	HLAPB RT
1.1	22.02.2022	Update of Annex B	HLAPB BP ET

Abbreviation	Meaning
ACC	Area Control Center
ACP	Airspace Change Process
AD ET	HLAPB Airspace Design Expert Team
ADDC	Air Defense and Direction Center
AM ET	HLAPB Airspace Management Expert Team
AMA	Airspace Manageable Area
AMC	Airspace Management Cell
AP ET	HLAPB Airspace Performance Expert Team
ASM	Airspace Management
ASRO	Airspace Reservation Overview
ATC	Air Traffic Control
ATFCM	Air Traffic Flow and Capacity Management
ATM	Air Traffic Management
AUP	Airspace Use Plan
BAZL	Bundesamt für Zivilluftfahrt
BP ET	HLAPB Booking & Priority Expert Team
CDM	Cooperative Decision Making
CH	Switzerland
D-Day	Day of the event
EBACE	European Business Aviation Convention & Exhibition
FMP	Flow Management Position



FOCA	Federal Office of Civil Aviation
HLAPB	High Level Airspace Policy Body
LUV	Luftverteidigung
LW	Luftwaffe
MAA	Military Aviation Authority
OMS	Operational Military Support
RT	HLAPB Regulator Team
SAF	Swiss Air Force
SFO	Special Flight Office
SILR	BAZL Section Airspace
SUA	Special Use of Airspace
ToR	Terms of References

**Definition**

Cooperative Decision Making (CDM), commonly referred to as Collaborative Decision Making, means a process in which decisions are made based on interaction and consultation with Member States, operational stakeholders and other actors as appropriate.

## Goal

This document aims at the visualisation of internal working methods used during the strategic and pre-tactical airspace management (ASM Level 1 and 2) related to the airspace booking process and in particular to its sub-process airspace prioritisation. Its focus is consequently set on the assignment of priorities for the civil and military use of airspace.

## Introduction

The HLAPB is according to its mandate the body responsible for ensuring strategic airspace management in Switzerland by performing tasks described in Articles 4, 5 and 8 of the Commission Regulation (EC) No 2150/2005. Consequently, the HLAPB is among other things responsible for:

- ensuring the overall application of the flexible use of airspace concept at strategic, pre-tactical and tactical level.
- the establishment of an airspace management cell to allocate airspace in accordance with the conditions and procedures defined in Article 4(1) of the Commission Regulation (EC) No 2150/2005.

Within the HLAPB, the following tasks relevant for airspace prioritisation process are assigned (according to its ToR) to the:

### BP ET

- Regular coordination of airspace prioritisation requests at strategic (ASM Level 1) level for the assignment of priorities for civil and military use of airspace.
- Maintenance of the document “Airspace Usage Priorities” (for the generic definition of airspace usage priorities) incl. its annex “Deviations from Airspace Usage Priorities”.

### AD ET

- Regular coordination of airspace change requests (received through the Airspace Change Process [ACP]), especially validation of activities requiring airspace segregation and assessment of risks for other airspace users and coordination with BP ET concerning clarification of priority to be assigned to those activities.

### AP ET

- Regular evaluation and validation of airspace, which can potentially lead to the change in the definition of airspace usage priorities.

Following phases of the airspace booking process are relevant for the airspace prioritisation process:

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### Phase I      **Airspace Reservation Request**

The phase in which an airspace reservation is requested either on strategic (ASM Level 1) or pre-tactical (ASM Level 2) level. An airspace reservation request may come along with an airspace prioritisation request, if a higher priority of the activity within the requested airspace than the one defined in the document “Airspace Usage Priorities” is envisaged.

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**Phase II      **Airspace pre-allocation****

The phase in which the pre-allocation of requested airspace (airspace reservation requests received on strategic level [ASM Level 1]) is handled.

If an airspace reservation request comes along with an airspace prioritisation request, the pre-allocations of requested airspace are prioritised by the BP ET and listed in the annex "Deviations from Airspace Usage Priorities" of the document "Airspace Usage Priority".

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**Phase III      **Airspace allocation****

The phase in which:

- the allocation of pre-allocated airspace listed in the annex "Deviations from Airspace Usage Priorities" of the document "Airspace Usage Priority" and
- the allocation (activation / deactivation / reallocation) of airspace requested on pre-tactical level (ASM Level 2) for flight planning

is done on pre-tactical level (ASM Level 2) by AMC on D-1 and D-Day.

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**Phase IV      **Airspace real-time activation / deactivation / reallocation****

The phase in which the real-time activation / deactivation / reallocation of airspace allocated on D-1 is done on tactical level (ASM Level 3) by ATC on D-Day.

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## **Scope of the document**

This document describes the following activities:

- Assignment of priorities within phases I, II and III (in phase III for AMA only) of the airspace booking process.
- Negotiation procedures and escalation methods in regard to the assignment of priorities within phases II and III of the airspace booking process, where during phase III only AMA are considered.

## **Assignment of priorities within phase I and II of the airspace booking process**

Airspace prioritisation requests received on strategic (ASM Level 1) level are collected and analysed by the HLAPB BP ET during the phase II of the airspace booking process. Subsequently, airspace prioritisation requests are prioritised and airspace is pre-allocated. Airspace pre-allocations, which deviate from the airspace usage priorities, are listed in the annex "Deviations from Airspace Usage Priorities" of the document "Airspace Usage Priority".

The phase II of the airspace booking process shall take into account (list not exhaustive):

- major military exercises
- yearly military training program
- special civil and military events/projects
- other relevant events implying for ATM constraints.

## ***Coordination of airspace prioritisation requests before the final coordination meeting***

Each civil and military airspace prioritisation request (including requests concerning SUA activities<sup>1</sup> and requests stemming from AD ET and/or AP ET concerning clarification of priority to be assigned to specific activities) is to be pre-coordinated and consolidated within the BP ET prior to the final coordination meeting.

*Note 1: Airspace prioritisation requests concerning SUA activities may be submitted either by SUA applicants or by AMC. For such requests, AMC should in case of doubt clarify prior to the potential submission to the BP ET, if the SUA activity might require higher priority than normal.*

In order to enable this rolling process:

- The airspace prioritisation request shall be submitted to the BP ET via the following e-mail address: [airspace-priority@bazl.admin.ch](mailto:airspace-priority@bazl.admin.ch).
  - Requestors outside of the HLAPB (e.g. SUA applicant) shall use the standard *Airspace Prioritisation Request Form*, which is available in Annex A of this document.
  - Requestors within the HLAPB (incl. AMC) shall use either the standard *Airspace Prioritisation Request Form* or a free format.
  - Airspace prioritisation requests implying yearly repetitive events (e.g. White Turf, Ski Flow Season, EBACE) shall be submitted latest at the end of Q1 of the year (Y) prior to the year in which the event is planned to take place (01.01. – 31.12.Y+1).
- After receiving the airspace prioritisation request, the chair of the BP ET shall request (via e-mail) an impact analysis with due regard to the effectively required airspace from AMC. A deadline for an answer from AMC shall be agreed (for usual airspace prioritisation requests 5 calendar days response time by AMC may be expected).
- Thereafter, the chair of the BP ET shall initiate the coordination process within the BP ET (via e-mail). An answer to this e-mail is expected within 10 calendar days. The request is considered as accepted by a consulted party, if no answer is received from that party.
- Finally, the working version of the annex “Deviations from Airspace Usage Priorities” of the document “Airspace Usage Priorities”, which will be valid for the subsequent year (01.01. – 31.12.Y+1), shall be drafted / updated by the chair of the BP ET and distributed within the BP ET latest 5 calendar days after the end of the coordination process.

Initial coordination meeting<sup>2</sup>: Latest in the middle of Q2 of the year (Y) prior to the year in which the agreed airspace pre-allocation will be valid, the BP ET shall conduct an initial coordination meeting in order to review airspace prioritisation requests coordinated by that time and listed in the last updated working version of the annex “Deviations from Airspace Usage Priorities”, which will be valid for the subsequent year (01.01. – 31.12.Y+1).

Final coordination meeting<sup>3</sup>: Latest in Q3 of the year (Y) prior to the year in which the agreed airspace pre-allocation will be valid, the BP ET shall conduct the final coordination meeting in order to review all airspace prioritisation requests coordinated and listed in the last updated working version of the annex “Deviations from Airspace Usage Priorities”, which will be valid for the subsequent year (01.01. – 31.12.Y+1) and to finalize its draft.

*Notes 2/3: Both initial and final coordination meetings should be organised within the standard BP ET meetings.*

The following participants are expected at the final coordination meeting:

- chair of the BP ET
- permanent members of the BP ET
- others as deemed necessary (e.g. chair of the AM ET, AD ET and AP ET [if performance issues need to be considered]).

The proposed draft of the above-mentioned annex “Deviations from Airspace Usage Priorities” shall be consolidated by the participants of the final coordination meeting and eventually finalised by the BP ET. Once finalised, the document shall be distributed to all affected parties (according to Annex B of this document) latest at the end of Q3 (Y).

### ***Coordination of airspace prioritisation requests after the final coordination meeting***

Once the annex “Deviations from Airspace Usage Priorities” of the document “Airspace Usage Priorities” has been finalised, an agreed airspace pre-allocation may be modified or a new airspace pre-allocation (including requests concerning SUA activities<sup>4</sup> and requests stemming from AD ET and/or AP ET concerning clarification of priority to be assigned to specific activities) may be created following the procedure prescribed below:

- The airspace prioritisation request implying the modification of an airspace pre-allocation (agreed during the final coordination meeting) or the creation of a new airspace pre-allocation shall be submitted to the BP ET no later than 30 calendar days prior to the date at which the airspace allocation is planned to become effective.
  - Requestors outside of the HLAPB (e.g. SUA applicant) shall use the specific section of the standard *Airspace Prioritisation Request Form*, which is available in Annex A of this document.
  - Requestors within the HLAPB (incl. AMC) shall use either the specific section of the standard *Airspace Prioritisation Request Form* or a free format.
  - Airspace prioritisation requests shall be submitted to the following e-mail address: [airspace-priority@bazl.admin.ch](mailto:airspace-priority@bazl.admin.ch).
- After receiving the airspace prioritisation request, the chair of BP ET shall request (via e-mail) an impact analysis with due regard to the effectively required airspace from AMC. An answer from AMC is expected within 5 calendar days.
- Thereafter, the chair of BP ET shall initiate the coordination process within the BP ET (via e-mail). An answer to this e-mail is expected within 10 calendar days. Due to the urgency of such requests, the request is considered as accepted by a consulted party, if no answer is received from that party.
- Finally, the consolidated update of the annex “Deviations from Airspace Usage Priorities” shall be finalized by the chair of BP ET and distributed to all affected parties (refer to Annex B of this document) latest 14 calendar days prior to the date at which the approved airspace pre-allocation shall become effective.

*Note 4: Airspace prioritisation requests concerning SUA activities may be submitted either by SUA applicants or by AMC. For such requests, AMC should in case of doubt clarify prior to the potential submission to the BP ET, if the SUA activity might require higher priority than normal.*

The airspace prioritisation request implying the modification of an airspace pre-allocation (agreed during the final coordination meeting) or the creation of a new airspace allocation, which is submitted within the period of D-29 to D-1 of the effective application date, shall be considered within the pre-tactical (ASM 2 Level) level.

## Assignment of priorities within phase III of the airspace booking process

Airspace reservation/prioritisation requests received on pre-tactical (ASM Level 2) level are collected and analysed by AMC during the phase III of the airspace booking process. Subsequently, airspace prioritisation requests are prioritised and airspace is allocated.

In order to enable a rolling process within the phase III of the airspace booking process:

- Airspace prioritisation requests implying the modification of an airspace pre-allocation (agreed during the final coordination meeting) or the creation of a new airspace allocation within the period from D-29 to D-1 of the effective application date shall be submitted to the AMC<sup>5</sup>.
  - Requestors shall use either the specific section of the standard *Airspace Prioritisation Request Form* or a free format including the potential consequence in case of the rejection of the airspace prioritisation request.
  - Airspace prioritisation requests shall be submitted to the following e-mail address: [amc@skyguide.ch](mailto:amc@skyguide.ch).
- Thereafter (but not before D-14 to await potential ASM Level 1 decisions), the AMC shall initiate the CDM process (via e-mail or tele/videoconference) with the affected parties:
  - FMP East
  - FMP West
  - ADDC
  - SAF: LUV Planung
  - others as deemed necessary (e.g. SFO)
- For CDM processes initiated from D-14 to D-2 the following time lines and duties shall apply:

D-14 to D-2	Time	Action
D-x	09:00 LT	Dead-line for submission of airspace prioritisation requests.
D-x	09:00 – 12:00 LT	The AMC performs the impact analysis with due regard to the effectively required airspace for airspace prioritisation requests received. The AMC initiates the CDM process (via e-mail or tele/videoconference) with the affected parties.
D-x to D-1	1200 LT (D-x) – 1400 LT (D-1)	Analysis by affected parties including provision of position on airspace prioritisation request as early as possible.
D-1	14:00 LT	Dead-line for provision of position on airspace prioritisation request by affected parties. If converging positions are provided by affected parties, the decision on airspace allocation <sup>6</sup> is clear and the AMC can cease the CDM process.
D-1	14:00 – 15:00 LT	If diverging positions are provided by the affected parties, the AMC continues with the CDM process by performing an additional coordination with the affected parties.
D-1	15:00 LT	If no agreement between affected parties can be reached, the AMC formulates the decision on airspace allocation <sup>7</sup> (based on airspace usage priorities defined at strategic [ASM Level 1] level) and ceases the CDM process.

- For coordination processes initiated on D-1<sup>8</sup> the following time lines and duties shall apply:

<b>D-1</b>	<b>Time</b>	<b>Action</b>
D-1	09:00 LT	Dead-line for submission of SUA airspace prioritisation requests submitted via the existing process.
D-1	14:00 LT	Dead-line for submission of all the other airspace prioritisation requests.
D-1	14:00 – 15:00 LT	The AMC performs the impact analysis with due regard to the effectively required airspace for airspace prioritisation requests received and initiates the CDM process (via e-mail or tele/videoconference) with the affected parties. - If converging positions are provided by affected parties, the decision on airspace allocation is clear and the AMC can cease the CDM process. - If diverging positions are provided by affected parties, the AMC continues with the CDM process by performing an additional coordination with the affected parties.
D-1	15:00 LT	If no agreement between affected parties can be reached, the AMC formulates the decision on airspace allocation (based on airspace usage priorities defined at strategic [ASM Level 1] level) and ceases the CDM process.

*Note 5: Airspace prioritisation requests implying the modification of an airspace pre-allocation (agreed during the final coordination meeting) or the creation of a new airspace allocation beyond D-29 of the effective application date will not be handled in phase III but in phase II of the airspace booking process.*

*Notes 6/7: The decision on airspace allocation made during the CDM process may be reconsidered / revaluated until latest D-1 upon the request from the affected party.*

*Note 8: Airspace prioritisation requests for Sundays and Mondays shall be submitted latest by Fridays due to AMC working hours.*

## **Negotiation procedures and escalation methods**

### ***Strategic (ASM Level 1) level***

The evaluation and judgement of the airspace prioritisation requests received at strategic (ASM Level 1) level shall be executed following the principles of the CDM process.

A consensus between all parties is endeavored. If no agreement can be reached, the chair of the BP ET shall escalate the issue to the RT, which shall act as a final decision-making body. Such escalation is to be made via e-mail immediately after the termination of the coordination process, in order to seek a response in useful time.



### ***Pre-tactical (ASM Level 2) level***

The evaluation and judgement of the airspace prioritisation requests received at pre-tactical (ASM Level 2) level shall be executed following the principles of the CDM process.

If the CDM process fails, the airspace allocation shall be executed following the airspace usage priorities defined at strategic (ASM Level 1) level.

In case of dissatisfaction with the outcome of the CDM process, the unsatisfactory claim (in free form) can be submitted via the following e-mail address:

[airspace-priority@bazl.admin.ch](mailto:airspace-priority@bazl.admin.ch).

## **Approval and effective date**

This document has been developed in cooperation by FOCA, MAA, SAF and skyguide within the framework of the HLAPB BP ET and AM ET.

Following the notification of and endorsement by the HLAPB RT, this document shall come into force on 15.03.2021.

## Annex A

The *Airspace Prioritisation Request Form* is available on FOCA's web site under [Air Traffic Control and Airspace \(admin.ch\)](#). Additionally it may be requested at the following e-mail address: [airspace-priority@bazl.admin.ch](mailto:airspace-priority@bazl.admin.ch).