Future Passenger Priorities

for the

Quality of Service at Dublin Airport

Guidance Document for the

First Meeting - 22 November -

of the Passenger Advisory Group

8 November 2018

Commission for Aviation Regulation
3rd Floor, Alexandra House
Earlsfort Terrace
Dublin 2
Ireland
Tel: +353 1 661 1700
Fax: +353 1 661 1269
E-mail: info@aviationreg.ie

Table of Contents

1. About this document

This document tells you about some of the issues we will discuss at the first meeting of the Passenger Advisory Group on 22 November 2018. This meeting aims to identify future passenger priorities and any major issues about the quality of service at Dublin Airport.

The document sets out:

- the background to the meeting and what we would like from the Passenger Advisory Group;
- the outcomes of quality of service and their level of priority;
- the quality of service measures and targets that we set for 2015-2019 to protect the interests of passengers at Dublin Airport;
- the quality of service that is currently provided to passengers with reduced mobility at Dublin Airport;
- some measures which we do not currently monitor but which we may introduce in the future; and
- how and why we set a limit on airport charges (a price cap).

We explain some specialist terms in Appendix B.

Source: daa image library

2. Background and what we want from you

Background

The Commission for Aviation Regulation sets the maximum level of airport charges at Dublin Airport for periods of at least 4 years. The maximum level of airport charges is known as the price cap. In 2019, we will set a new price cap that will go into effect from 1 January 2020. You can read more about how we set the price cap in Appendix A.

One of the reasons for setting a price cap is to encourage Dublin Airport to achieve efficient cost levels. However, the airport must not make these cost efficiencies at the expense of the quality of service for passengers. For this reason, in 2009 we introduced a link between the price cap and 12 measures and targets of quality of service. The targets relate to security queue times, baggage handling facilities, and nine measures of passenger satisfaction. We explain the measures and targets in section 2.

Currently, up to 4.5% of the price cap depends upon Dublin Airport providing a level of service quality that is above our targets. If a target is not met, Dublin Airport cannot recoup from airlines (and, therefore, passengers) the amount of the price cap that was conditional on that target being met. For example, if the price cap for each passenger was €10, a maximum of 45 cents per passenger can only be collected by Dublin Airport if it meets all the quality of service targets. In 2017, the airport had almost 30 million passengers. This means that a maximum €13.5 million of airport charges revenues would have been conditional on the airport meeting our targets of quality of service.

When we set the new price cap, we will decide whether to change the current 12 measures and targets of quality of service.

What we want from you

To help us decide, **we are asking for your views** on the following three areas:

1. Which outcomes are important for the quality of service regime and why? How should we prioritise the outcomes and why? You can read about outcomes and some examples in section 3: Outcomes of quality of service. However, please feel free to consider other potential outcomes too.

2. What should we measure to evaluate these outcomes and what are reasonable targets? Are the current measures and targets appropriate? Which new measures should we start monitoring from 2020? For example, what should be the average or maximum security queue wait time at Dublin Airport? Ideally, proposed measures should be:

    - easy and cost-effective to collect in representative samples;
    - objective, that is they represent the facts in a way that is not influenced by personal feelings or opinions. Subjective measures such as passenger surveys are influenced by personal opinions. Subjective measures may be used to complement objective measures. For example, an objective measure is deciding on a maximum or average security queue time while a subjective measure is asking passengers if they are satisfied with the queue time;
    - capable of being verified and audited;
    - within the control of Dublin Airport (at least partly).

3. Are there any major issues for passengers about their experience of Dublin Airport?

3. Outcomes of quality of service

Currently, we evaluate whether the 12 quality of service measures are above our targets.[1] While this approach has worked well, we would like to ensure that the measures adequately capture what passengers need and value. For this reason, we would like to introduce high-level outcomes for quality of service. Outcomes are a range of high-level objectives that are the most important aspects of the airport service for passengers. In this way, we can set measures and targets that will help the airport achieve those outcomes.

Below are four examples of outcomes for the measures of quality of service.

1. Airport operations are reliable, efficient and punctual.
2. Passengers get the care they need.
3. Passengers get the information they need.
4. Passengers can use the facilities they need.

Let's look at each of these in turn.

1. Airport operations are reliable, efficient and punctual

Airport operations may be roughly divided into:

- **Terminal operations** – for example, check-in, security screening, immigration and customs check;
- **Airfield operations** – for example, safe and timely take-off and landing of airplanes;
- **Operations that relate both to the terminal and the airfield** – for example, baggage handling and boarding or disembarking an airplane.

2. Passengers get the care they need

Care relates to the helpfulness of airport staff such as for problem solving or queue management at check-in, security or immigration; security staff; staff assisting people with reduced mobility; and so on.

[1] You can see our evaluation of the quality of service targets and measures on this page: www.aviationreg.ie/regulation-of-airport-charges-dublin-airport/quality-of-service-.820.html

3. Passengers get the information they need

Information may be given through the website, mobile phone applications, information screens or direction signs. Examples of information which passengers may need include:

- real-time updates on arrivals, departures and flight status;
- direction signs and airport maps;
- reminders about check-in, security screening, baggage policies, and so on;
- estimated wait times for check-in, security screening, immigration processing and baggage arrival.

4. Passengers can use the facilities they need

Facilities that are already in place at the airport should be available for passengers most of the time. The airport should ensure that facilities are well maintained and are repaired as soon as it is needed. Examples of facilities whose availability may be monitored include: lifts, escalators, travellators, e-gates, self-service check-in kiosks, toilets, baby-changing facilities, baby-feeding rooms, Internet, water fountains, and so on.

Travellator - Source: daa image library

When we set the new price cap, we could also require Dublin Airport to provide additional facilities that passengers need. One example is to set a minimum required number of seats in the retail area and at the gates calculated based on busy periods for passengers at the airport.

Seating at the gate - Source: daa image library

What are the current outcomes of quality of service?

At present we have not explicitly defined the outcomes for quality of service. However, the current measures were selected to achieve three implicit outcomes. They are:

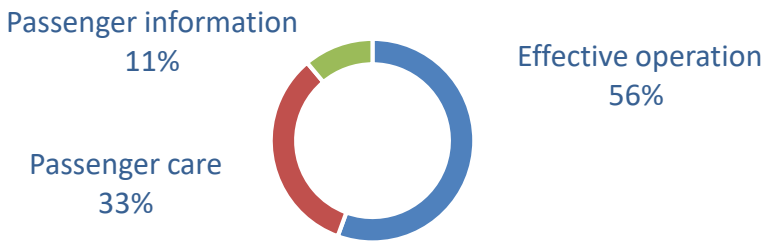
1. the effective operation of Dublin Airport;
2. passengers getting the care they need; and
3. passengers getting the information they need.

We have currently no measures about the availability of facilities to passengers. While we assess the proposals of Dublin Airport to invest in the facilities that passengers need, we do not monitor whether these facilities are then available to passengers when they need them.

Level of priority of implicit outcomes

We gave a different level of priority to the implicit outcomes by assigning a percentage of the price cap that is conditional on Dublin Airport achieving the targets relevant to those outcomes. As we mentioned before, **4.5% of the price cap** depends on Dublin Airport meeting the relevant targets. Chart 1 shows the relative level of priority of the three implicit outcomes. We would welcome your feedback on which outcomes we should define from 2020 onwards. Please feel free to mention something that is not listed in this document.

Chart 1: Relative level of priority of the current implicit outcomes



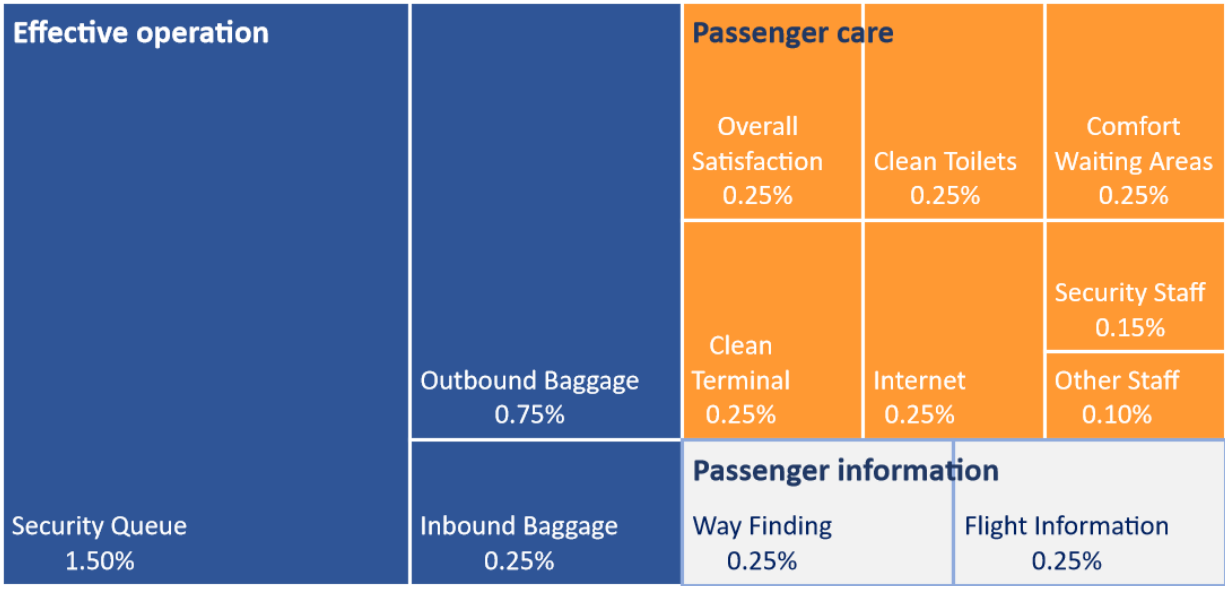
Source: Commission for Aviation Regulation, 2015-2019 quality of service decision.

Effective operation is the outcome with the highest priority. It has up to 2.5% of the price cap depending on its measures. This is 56% of the conditional revenues. The outcomes related to passenger care and information follow with 1.5% and 0.5% of the price cap being conditional on their respective measures. Within those outcomes, some measures have a higher level of priority than others. We explain the measures and their level of priority in the next section.

4. The current quality of service measures and targets

This section looks at the current quality of service measures and targets. Chart 2 summarises how each outcome is currently measured – 12 measures. It also shows the relative priority of these 12 measures of quality of service. We are looking for your views on whether these measures and their relative priority will still be adequate from 2020 on.

Chart 2: Relative priority of current 12 measures related to the three outcomes



Source: Commission for Aviation Regulation, 2015-2019 quality of service.

The effective operation of Dublin Airport

We evaluate this outcome based on **three** measures:

- a 30-minute maximum **security queue target**; and
- the availability of out-bound **and** in-bound baggage belts targets. These transport out-bound baggage (of departing passengers) after check-in and in-bound baggage (of arriving passengers) until the reclaim baggage area.

As shown in Chart 2, the **security queue target** has the highest priority within operational efficiency and also among all the measures that we monitor.

Passengers get the care they need

We evaluate this outcome using **seven** passenger satisfaction measures:

- overall satisfaction,
- courtesy of airport staff,
- courtesy of security staff,
- cleanliness of terminal,
- cleanliness of washrooms,
- comfort of waiting areas, and
- the Internet service provided.

Passengers get the information they need

We evaluate this outcome using **two** passenger satisfaction measures:

- how easy it is to find one's way around the terminal; and
- flight information screens.

Measures, targets and the performance of Dublin Airport

The current measures are all under the direct control of Dublin Airport. When we set the measures for quality of service in 2019, we need to consider whether proposed measures are within full or partial control of Dublin Airport and what the costs might be. Below we list the current 12 measures and describe the recent performance of Dublin Airport in relation to each target.

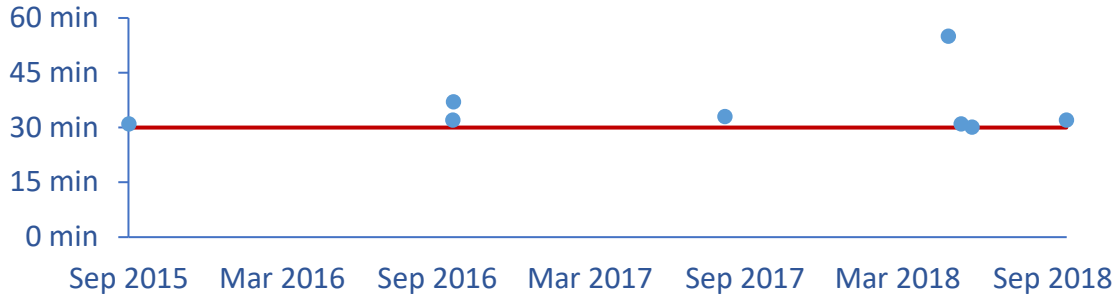
Targets for Effective Operation – 3

Security queue wait times

Target 1: Security queue times at Dublin Airport should be less than 30 minutes in both terminals.

Chart 3 shows that Dublin Airport has missed our target on eight days (shown as 8 dots) since 2015. All the breaches happened in Terminal 1. On almost all occasions, the breach was only by a few minutes. However, in May 2018, there was an exceptionally long queue time of 55 minutes. At present, the revenue that Dublin Airport cannot recoup is the same whether the queue time is, for example, 31 or 55 minutes.

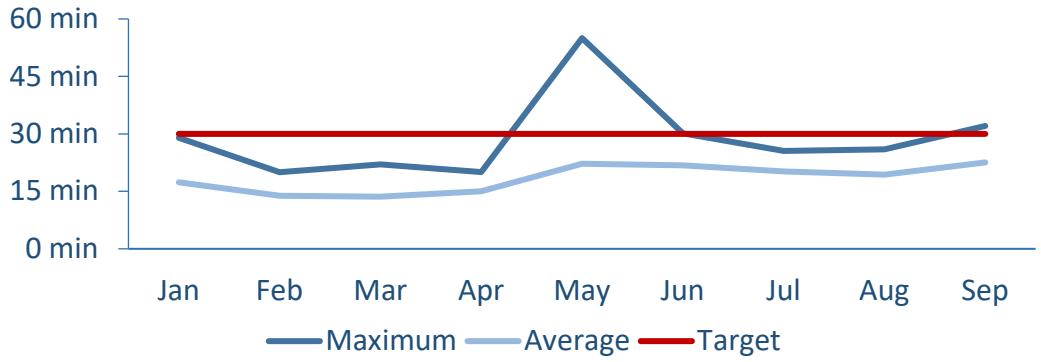
Chart 3: Security queue times in Terminal 1, September 2015 to September 2018



Source: Dublin Airport and calculations by the Commission for Aviation Regulation

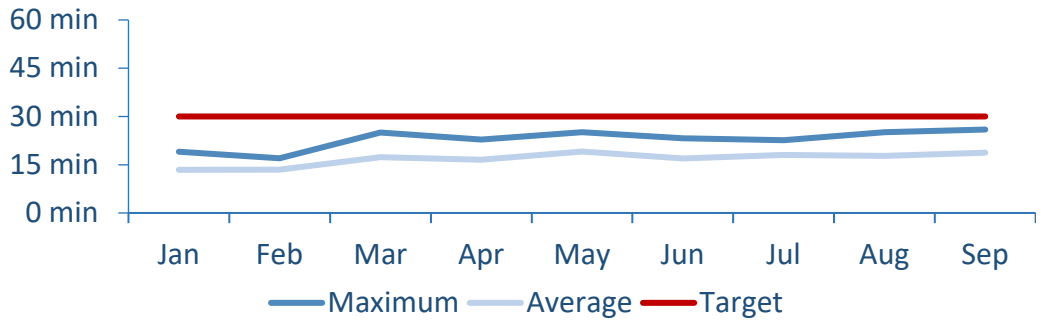
Charts 4 and 5 show the maximum and average queue times for each terminal in 2018. In general, security queue times are longer in Terminal 1 than in Terminal 2. Since we started monitoring this target in 2009, Dublin Airport has not missed any security queue time targets in Terminal 2.

Chart 4: Queue times in Terminal 1, January to September 2018



Source: Dublin Airport and calculations by the Commission for Aviation Regulation

Chart 5: Security queue times in Terminal 2, January to September 2018



Source: Dublin Airport and calculations by the Commission for Aviation Regulation

Baggage handling

Target 2: Out-bound baggage belts should be available within 30 minutes.

Target 3: In-bound baggage belts should be available 99% of the time.

Dublin Airport consistently met both targets during 2015-2017.

Baggage belt- Source: daa image library

Targets for passenger survey measures – 9

We evaluate nine measures of passenger satisfaction at Dublin Airport. Departing passengers rate the measures using the following scale: 1 (poor), 2 (fair), 3 (good), 4 (very good) and 5 (Excellent). Table 1 shows the current measures and targets ordered from highest to lowest target.

Table 1: Passenger survey measures and targets

Measures	Minimum Target
Target 4: Overall satisfaction	**3.9**
Target 5: Cleanliness of airport terminal	**3.9**
Target 6: Ease of way finding through the	**3.9**
Target 7: Flight information screens	**3.9**
Target 8: Courtesy, helpfulness of airport staff	**3.8**
Target 9: Courtesy, helpfulness of security staff	**3.8**
Target 10: Cleanliness of washrooms	**3.5**
Target 11: Comfort of waiting and gate areas	**3.3**
Target 12: Internet	**3.1**

Source: Commission for Aviation Regulation, 2015-2019 quality of service.

Dublin Airport exceeded our targets since 2015 up to date in 2018. We will consider whether these measures and targets continue to be fit-for-purpose for the future quality of service.

5. Quality of service for people with reduced mobility

In this section, we describe how Dublin Airport complies with the quality of service level for people with reduced mobility that is required by European Regulation 1107/2006. This EU-mandated regime is separate from the quality of service regime at Dublin Airport which is linked to the price cap described in the previous section. The current quality of service regime linked to the price cap does not include passenger survey measures related to satisfaction with the service for people with reduced mobility at Dublin Airport. We can consider changing this for the future regime.

Same opportunities

European Regulation 1107/2006 gives people with reduced mobility the same opportunities for air travel as other citizens. It states that people with disabilities or reduced mobility are entitled to receive specified levels of care and assistance when departing from, arriving at or transiting through an airport. Dublin Airport must comply with the standards for quality of service for people with reduced mobility is set out in the European Civil Aviation Conference (ECAC) Document 30.[2]

What this means for persons with reduced mobility travelling through Dublin Airport

Dublin Airport must have designated points both inside and outside terminal buildings where passengers with disabilities or reduced mobility can, with ease, announce their arrival and ask for help. The quality of service standards of Dublin Airport forbids manual handling of passengers on or off airplanes. Where an airbridge is not being used, an ambulift or similar hydraulic lift must be used to help people with reduced mobility to board and leave the aircraft. [3]

Airbridges - Source: daa image library

[2] www.ecac-ceac.org/documents/10189/51566/ECAC+Doc+30+Part+I+12th-May+2018+%28consolidated%29-final.pdf/6f562916-f160-40d0-8f9b-558f28f426ed

[3] www.dublinairport.com/docs/default-source/default-document-library/quality-standards.pdf?sfvrsn=0

Table 1 shows the maximum time that people with reduced mobility should have to wait for assistance when departing or arriving at Dublin Airport. This quality of service level has been set by Dublin Airport in collaboration with airlines operating at the airport. The standards set by Dublin Airport comply with the ECAC Document 30. The standards for passengers arriving who have not pre-booked are higher than those in ECAC Document 30.

Table 1: Maximum Waiting Times for Assistance of People with Reduced Mobility

Departing passengers Maximum wait time for assistance		**Pre-booked**	**Non pre-booked**
80%	should wait no longer than	10 minutes	25 minutes
90%		20 minutes	35 minutes
100%		30 minutes	45 minutes

Arriving passengers Assistance at the gate or side of the plane		**Pre-booked**	**Non pre-booked**
80%	within	5 minutes *	15 minutes *
90%		10 minutes *	25 minutes *
100%		20 minutes *	35 minutes *

*of when the aircraft has reached its final parking position

Source: Dublin Airport, Quality Standards Document

We regularly inspect Dublin Airport to monitor that assistance to people with reduced mobility is in line with the relevant EU Regulation. We also investigate complaints about the care and assistance of people of reduced mobility at Dublin Airport.

Passengers with Autism

Dublin Airport offers passengers with autism a wristband or lanyard for travelling through the airport. They can show this to a staff member if they need assistance at security, passport control or any area where they may encounter queues or crowds.[4] The service which is available to people with reduced mobility can also help a passenger with autism during their airport journey, if help is needed.

[4] www.dublinairport.com/at-the-airport/passenger-information/special-assistance/autism-asd

Facilities for People with Reduced Mobility

The following facilities are available for passengers with reduced mobility at Dublin Airport:

- Designated parking spots in long-term and short-term car parks
- Set down areas on the departures road
- Adapted toilets and lifts which are clearly signposted
- Induction loops to increase the volume of announcements for passengers with hearing difficulties
- A counter loop system at the information desk to facilitate clear communication for passengers with hearing difficulties
- Special room for passengers with guide dogs and assistance dogs – in Terminal 2
- Private quiet rooms for passengers with autism – located in both terminals

6. Quality of service measures that we currently do not monitor

This section presents passenger survey results about the current performance of Dublin Airport in some areas which we currently do not monitor. We would welcome your feedback on which measures you think we should start monitoring from 2020 onwards. Please feel free to mention something that is not listed in this document.

The passenger survey results that we show in this section use the same scale from 1 (poor) to 5 (excellent) explained in section 4. We have not set targets for these measures. Therefore, we compare the performance of Dublin Airport to airports of similar size to Dublin, so we look at European airports with more than 25 million passengers a year. Examples of airports of this size are Barcelona's El-Prat, Amsterdam's Schiphol, Copenhagen or Madrid Barajas.

Below are three measures that are currently not part of the regime but are within the control of Dublin Airport:

a) **Walking distance:** in 2017, passenger satisfaction with walking distance inside the terminals at Dublin Airport was 3.6 out of 5, below the average for comparable airports of 3.7;

b) **Facilities at the airport:** we have not previously sought information on passenger satisfaction or objective measures about the availability of seats, escalators, lifts, travellators, and so on. For example, we could require that facilities are available at least 95% or 98% of the time

c) **Technology and Automation:** We would like to hear your views on whether the availability, reliability and usability of technology at the Airport should be monitored from 2020 on. There are various examples of passengers using technology and automation at Dublin Airport. For instance, passengers may:

- get their boarding passes and tag their checked-in luggage using automated self-service kiosks;
- use e-gates to pass through the immigration checkpoint;
- use The Dub Hub way-finding application on their mobile devices.

Measures Outside the Control of Dublin Airport

The current measures of quality of service are all under the direct control of Dublin Airport. However, we are looking at the possibility of including measures which have shared responsibilities, for example, between the airport and airlines or between the airport and immigration authorities. These measures could include: check-in, immigration check and ground transport. Measures with shared responsibility or measures outside the control of Dublin Airport could be, for instance, monitored without a link to the price cap.

Check-in

Currently, there are no targets for check-in at Dublin Airport. Airlines have significant control over the check-in experience. However, Dublin Airport may partly influence the check-in experience by, for instance, providing automated technology and sufficient space. Between 2015 and 2017, passenger satisfaction for check-in at Dublin Airport has been above the average of comparable airports in four categories: check-in queue, efficiency of check-in staff, courtesy of check-in staff and availability of baggage trolleys.

Immigration Check

The Irish Naturalisation and Immigration Service (INIS) is part of the Department of Justice and Equality. INIS operates immigration and border control at the airport. However, Dublin Airport may influence the experience in immigration by, for example:

- providing adequate space,
- managing queues, and
- facilitating the use of automation such as e-gates.

Passengers at Dublin Airport are generally satisfied with the wait times at passport inspection, the courtesy of inspection staff and the passport inspection process. These results, however, were obtained by surveying departing passengers about their last experience of arriving in Dublin Airport and going through immigration. For some departing passengers this could have been some time ago. For this reason, their answers may not accurately reflect the current experience of arriving passengers. In the future regime, we will consider if there is merit in surveying arriving passengers too.

Ground Transportation

In 2017, passengers rated the convenience of ground transportation (public buses and taxis) to and from Dublin Airport at 4.1 above the average of 3.9 for comparator airports. Dublin Airport has some influence on the quality of the taxi service provided through the taxi permits which the airport grants.

Dublin Airport has some influence on the capacity of public bus services. Dublin Airport can provide the required space for loading and off-loading passengers near terminals. We can discuss the proposals of Dublin Airport for providing this space, and other projects, in our upcoming meetings.

Appendix A: Why and how we set a limit on airport charges

We set the maximum level of airport charges at Dublin Airport for at least four years. This is because Dublin Airport has significant market power in the Irish airport market. In 2019, we will set a new level of charges which will come into effect from 1 January 2020.

Without price regulation, Dublin Airport could set the prices that it charges airlines using its facilities at levels that are higher than necessary. These higher charges would then be passed on to passengers by the airlines, as part of the price of their ticket. Our role is to set a maximum price (or price cap) which closely mirrors what might be charged if there was competition in the airport market. This protects the interests of passengers and airline users of the airport. We also make sure that the infrastructure and services provided by Dublin Airport meet the needs of the users. By infrastructure we mean infrastructure in the terminal, airfield or surrounding areas. Examples of infrastructure are:

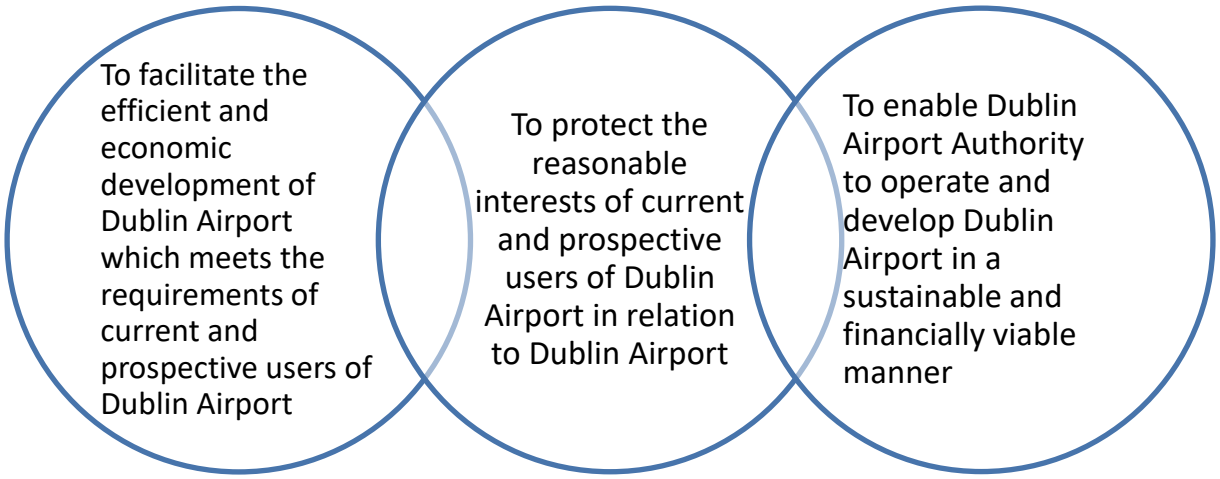
- **Terminal:** extensions to existing terminal buildings; check-in, security or immigration facilities (desks, booths, X-ray lanes, and so on); retail facilities; seating, toilets, travellators and so on.
- **Airfield:** runways, taxiways, stands for airplanes, electricity for airplanes, visual guidance for airplanes and so on.
- **Surrounding areas:** commercial offices for rent, car parks and so on.

In setting the price cap for 2019, we will take into account:

- our legal objectives (see Chart 1 on the next page);
- our 2017-2019 Strategic Plan, which includes our mission to protect the interest of passengers by providing efficient, high-quality and safe airport services; and[5]
- Government policy, for example the 2015 National Aviation Policy and the 2017 National Policy Statement on Airport Charges.

[5] issuu.com/commissionaviationregulation/docs/commission_for_aviation_regulation_?e=29341933/49323498

Chart 1: In setting airport charges, we have three legal objectives:

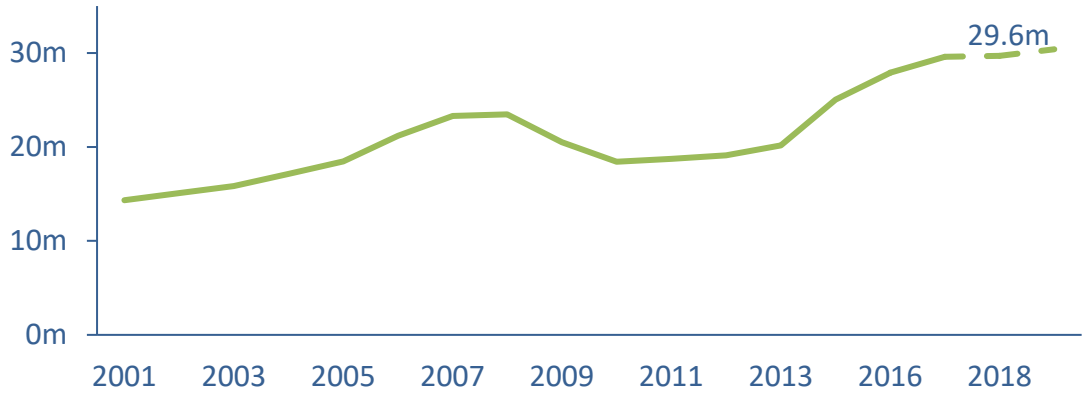


Source: State Airports Act, 2004

In 2017, the Irish Government published its National Policy Statement on Airport Charges which reaffirms that the objective of price regulation is to protect the interests of current and future passengers at Dublin Airport.

We will set the maximum charges in 2019 against a backdrop of four years of extraordinary growth in aviation. Dublin Airport is a major international airport, the eleventh busiest in the European Union (EU), with almost 200 destinations served by more than 50 airlines. In 2018, over 30 million passengers are expected to travel through Dublin Airport.

Chart 2: Traffic levels in millions at Dublin Airport, 2015-2019



Source: 2014 Determination, Dublin Airport Regulatory Accounts, Programme of Airport Campus Enhancement (PACE) Document

Appendix B: Some words explained

Airbridge: bridge connecting an airplane to the gate so that passengers can embark and disembark without leaving the terminal.

Airfield: an area of land set aside for the take-off, landing, and maintenance of airplanes.

Airport charges: charges for taking-off, landing and parking aircraft; arriving and departing passengers; transporting cargo; and the use of airbridges.

Ambulift: special lift to help people with reduced mobility to board and leave an aircraft.

e-gates: automated self-service barriers at immigration checkpoints at airports. They offer an alternative to using desks staffed by immigration officers.

People with reduced mobility: (according to Article 2 of EU Regulation 1107/2006) "any person whose mobility when using transport is reduced due to any physical disability (sensory or locomotor, permanent or temporary), intellectual disability or impairment, or any other cause of disability, or age, and whose situation needs appropriate attention and the adaption to his or her particular needs of the service made available to all passengers".

Price cap: the maximum level of airport charges that we set for Dublin Airport for regulatory periods of at least 4 years.

Runway: a strip of hard ground along which airplanes take off and land.

Self-service check-in kiosk: this allows passengers departing from Dublin Airport travelling with certain airlines to get their boarding passes and tag their checked-in luggage.

Travellator: moving walkway for passengers inside the terminal of an airport.

Taxiway: a route along which an airplane can taxi when moving to or from a runway. Taxiing is when an airplane moves slowly along the ground before take-off or after landing.