



Australian  
Competition &  
Consumer  
Commission

# **Guideline for quality of service monitoring at airports**

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Australian Competition and Consumer Commission  
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# Glossary and abbreviations

Airports Act	<i>Airports Act 1996</i>
Airports Regulations	<i>Airports Regulations 1997</i>
Aspect	Passenger-related and aircraft-related services and facilities that are to be monitored and evaluated. Aspects are specified in Part 8 of the <i>Airports Regulations 1997</i> .
Availability	Describes the size, number or capacity of the services and facilities provided by an airport operator. An assessment of availability gives an indication of whether airport operators are undertaking adequate investment in the capacity of services and facilities.
BARA	Board of Airline Representatives of Australia
CCA	<i>Competition and Consumer Act 2010</i>
Criteria	Measures used to monitor and evaluate the quality of an <i>aspect</i> . <i>Criteria</i> are determined by the ACCC, in consultation with the Department of Infrastructure and Regional Development and the Treasury, and are published in this monitoring guideline.
DoIRD	Department of Infrastructure and Regional Development
Government	Australian Government
Matter	Quality of service matters about which airport-operator companies are required to keep records. <i>Matters</i> are specified in Schedule 2 of the <i>Airports Regulations 1997</i> .
Monitored airport operators	Those airports which are subject to quality of service monitoring and are specified in Part 8 of the <i>Airports Regulations</i>
PC	Productivity Commission
Standard	Describes the physical condition of the services and facilities provided by an airport operator. An assessment of standard gives an indication of whether services or facilities meet the expectations of users.

# 1 Introduction

The Australian Competition and Consumer Commission (ACCC) has a role in monitoring the price and quality of services and facilities at Brisbane, Melbourne, Perth and Sydney airports. This guideline sets out the ACCC's approach to its quality of service monitoring role and intends to assist monitored airport operators in understanding their obligations under the *Airports Act 1996* (Airports Act) and the *Airports Regulations 1997* (Airports Regulations), in respect to quality of service monitoring.

In particular, this guideline outlines the *criteria* for the quality of service monitoring program. The *criteria* describe how the ACCC uses objective and subjective data in its assessment of the quality of certain *aspects* of airport services and facilities. The ACCC determines these *criteria* in consultation with the Department of Infrastructure and Regional Development (DoIRD) and the Treasury.

Quality of service monitoring is a complement to the ACCC's price monitoring role under Part VIIA of the *Competition and Consumer Act 2010* (CCA). Airport quality of service monitoring provides information about trends over time in the airport operators' quality of service, which can be viewed alongside changes in prices, costs and profits. Results from the ACCC's quality of service monitoring are used to compare relative changes in airport operators' performances over time. Importantly, however, the ACCC's quality of service monitoring program does not seek to set the minimum standard of services at any particular airport. There are no provisions in the Airports Act or the Airports Regulations for the ACCC to set the standard of monitored services supplied by the airport operator.

In addition, quality of service monitoring improves the transparency of airport operator performance with the aim of discouraging airport operators from deteriorating standards of services over which they have significant control. Quality of service monitoring provides information about the performance of the airport operators to stakeholders (such as the Australian Government and users of airport services).

In fulfilling its price and quality of service monitoring roles, the ACCC publishes an annual Airport Monitoring Report, which presents the monitoring results and observations about the airport operators' performance.

## 1.1 Implementation of this guideline

This document is intended to provide guidance for quality of service monitoring at the monitored airports. The ACCC encourages all monitored airports and other affected parties to follow this guideline, and to also seek independent legal advice on their rights and obligations under the Airports Act and the Airports Regulations.

This guideline replaces the ACCC's *Airport quality of service monitoring guideline*, published in October 2008 and in June 2013. This guideline takes effect for data collected and reported on as part of the 2013-14 monitoring period and onwards. As part of the process of revising this guideline, the ACCC recommended that the DoIRD consider amending certain provisions in the Airports Regulations. The recommended amendments largely related to changes in the data that the airport operators are required to keep and provide to the ACCC. The DoIRD amended the Airports Regulations on 29 May 2014, which reflected the ACCC's recommended amendments.

This guideline is a revision of the guideline published in June 2013. The June 2013 guideline foreshadowed the amendments to the Airports Regulations resulting from the ACCC's recommendations. This current guideline follows amendments made to the Airports

Regulations, and ensures that the reporting requirements mirror those prescribed by the Airports Regulations.

The ACCC acknowledges that *criteria* identified in this guideline may be subject to further refinement in consultation with airport operators. The ACCC may also instigate further changes to this guideline during the course of the monitoring program.

## 1.2 Background to the ACCC's quality of service monitoring program

The ACCC has monitored quality of service at major Australian airports since 1 July 1997. The Government originally introduced quality of service monitoring as a complement to the transitional regulatory framework—in the form of price cap regulation—that was established when it privatised the major Australian airports. Although the move to privatisation was intended to improve efficiency, the Government was concerned that airport operators might be in a position to exercise market power in relation to the supply of aeronautical services. Price cap regulations were intended to ensure prices did not increase excessively, while quality of service monitoring was intended to ensure that airport assets were not allowed to run down at the expense of service standards.

Following the 2002 Productivity Commission (PC) inquiry into the price regulation of airport services, the Government replaced price cap regulations with price monitoring arrangements. These price monitoring arrangements were intended to act as a safeguard to the interests of airport users and provide information to the Government about the performance of the airports and whether there had been unjustifiable price increases. In response to the 2002 PC inquiry, the Government also decided to retain quality of service monitoring, and supported a review of quality of service indicators.<sup>1</sup>

The ACCC conducted a review of the quality of service monitoring program in 2002. This resulted in the ACCC issuing a draft guideline to the then Department of Transport and Regional Services (now the DoIRD) and airport stakeholders in November 2002, seeking comments.

In November 2002, the then Department of Transport and Regional Services also commenced a review of the Airports Act. This review considered, among other things, the provisions in Part 8 of the Airports Act, which set out the requirements for the ACCC to monitor and evaluate the quality of certain *aspects* of airport services and facilities. Given the related nature of the Department's review, the ACCC issued its revised *Guidelines for quality of service monitoring at airports* in March 2004, following the conclusion of the review of the Airports Act. The revised guideline introduced a number of new objective quality of service measures, to complement the existing (and largely subjective) surveys of airport users. The 2004 guideline anticipated the amendments to the Airports Act, arising from the Department's review, which took effect in April 2007.

The PC conducted a scheduled review of the regulatory framework for airport services in 2006. In response to the PC's recommendations, the Government announced that the airport price and quality of service monitoring program would continue for a further six-year period and that, following this period, an independent review of the monitoring arrangements would be undertaken to ascertain the need for future regulation. The Government also asked the ACCC to consider the PC's recommendations to examine opportunities to improve and streamline quality of service monitoring and consider the possibility of international benchmarking.<sup>2</sup>

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<sup>1</sup> Costello, P (then Treasurer), *Productivity Commission report on airport price regulation*, media release no.24, Canberra, May 2002.

<sup>2</sup> Costello, P (then Treasurer), *Productivity Commission report – review of price regulation of airport services*, media release no. 32, Canberra, April 2007.

Following the 2006 PC review, the ACCC conducted a review of the quality of service monitoring program in 2007. The 2007 review examined any potential overlap in the existing quality of service measures, the possibility of international benchmarking and the use of airport users' surveys in the monitoring program. The 2007 review resulted in some changes to the process for surveying airport users, which were reflected in the ACCC's *Airport quality of service monitoring guideline*, published in October 2008.

On 30 March 2012, in response to the 2011 PC inquiry into the economic regulation of airport services, the Government directed the ACCC to continue price and quality of service monitoring at Brisbane, Melbourne, Perth and Sydney airports, until June 2020<sup>3</sup>. In its 2011 review, the PC found that while there had been a number of positive outcomes in recent years, it found that these airports still retained sufficient market power to be of policy concern. As part of its response to the 2011 PC review, the Government also asked the ACCC to review and update the objective criteria used in its quality of service monitoring program.<sup>4</sup> This guideline is the result of the ACCC's review of its quality of services monitoring program and has been informed by two rounds of public consultation, and determined in consultation with the DoIRD and the Treasury.

Information collected as part of the ACCC quality of service monitoring program complements the ACCC's formal price monitoring role and assists with the assessment of an airport operator's performance in a price monitoring environment. As part of the quality of service monitoring program, the ACCC uses both objective data provided by the airport operators and subjective data gathered from users of the airports. Objective data provides information about the number or size of facilities available, while subjective data provides information on users' perceptions of the availability and quality of airport services or facilities. The objective data is set out in the Airports Regulations and the subjective data is described in this guideline.

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<sup>3</sup> Bradbury, D (Assistant Treasurer) and Albanese, A (Minister for Infrastructure and Transport), *Australian Government response to the Productivity Commission inquiry into the economic regulation of airport services*, media release, Canberra, March 2012.

<sup>4</sup> Bradbury, D (Assistant Treasurer) and Albanese, A (Minister for Infrastructure and Transport), *Australian Government response to the Productivity Commission inquiry into the economic regulation of airport services*, media release, Canberra, March 2012.

## 2 The Airports Act and Airports Regulations

Part 8 of the Airports Act and the Airports Regulations provide for the ACCC to monitor and evaluate the quality of services and facilities at the monitored airports and set out the requirements for the ACCC's quality of service monitoring program. These requirements are as follows:

- The ACCC monitors and evaluates the quality of *aspects* of services and facilities at certain airports. The Airports Regulations specify the *aspects* and airports to be monitored and evaluated. The *aspects* are listed in two tables: passenger-related services and facilities; and aircraft-related services and facilities (outlined in section 6 of this guideline). There are 16 *aspects* relating to services and facilities such as airport access, car parking, check-in, aerobridges and aircraft parking.
- The monitored airport operators are required to keep records about certain objective quality of service measures (termed *matters*) and provide a copy of those records to the ACCC. These *matters* are specified in Schedule 2 of the Airports Regulations.
- Section 155 of the Airports Act provides that the ACCC's monitoring and evaluation of an *aspect* must be against the *criteria* that have been determined in writing by the ACCC in consultation with the DoIRD and the Treasury. The *criteria* incorporate both objective and subjective quality of service measures and are outlined in section 6 of this guideline.
- The information that the ACCC collects on subjective quality of service measures are not specified in the Airports Regulations or the Airports Act. The ACCC collects information on subjective quality of service *criteria* through its own surveys of, and consultations with, airlines and landside operators. The monitored airport operators also voluntarily conduct surveys of passengers. The Airports Regulations require that where surveys are conducted by airport operators, results of these surveys must be provided to the ACCC.
- Section 157 of the Airports Act provides for the ACCC to publish reports relating to its monitoring and evaluation of the quality of *aspects* of airport services and facilities. The ACCC intends to publish annual reports on the findings of its monitoring and evaluation of quality of service against the prescribed *criteria*. Section 5 of this guideline outlines the ACCC's approach to publishing reports on the results of quality of service monitoring.



## 3 The ACCC's approach to quality of service monitoring

### 3.1 Objectives of quality of service monitoring

In undertaking its price monitoring and quality of service monitoring functions, the ACCC seeks to increase the transparency of airport operators' performance and discourage them from excessively increasing prices and/or lowering standards of aeronautical services. Therefore, the ACCC is focused on measuring the performance of the airport operator, rather than the performance of various services at the airport which could be provided by persons other than the airport operator. In particular, the quality of service monitoring program does not include domestic terminals owned and/or operated by airlines under domestic terminal leases as the airport operators do not influence the quality of services provided in these terminals.<sup>5</sup>

The ACCC's quality of service monitoring program aims to gather information and report on *criteria* that facilitate the assessment of changes in service quality over time at an airport, as this can assist in the ACCC's assessment of the airport operator's performance when analysed in the context of the results of its price monitoring functions. The ACCC considers that the objectives of quality of service monitoring, while minimising the cost of compliance for airport operators, are to:

- assist the assessment of an airport operator's performance in a price monitoring environment
- improve the transparency of an airport operator's performance to:
  - discourage airport operators from deteriorating standards for services in those areas under the control of the airport operator
  - provide information to users of airport services and facilities as a basis for improved consultation and negotiation on pricing and investment proposals
  - assist the Government in its industry analysis.

### 3.2 The ACCC's process in quality of service monitoring

As noted, the Airports Act requires the ACCC to monitor and evaluate the quality of certain *aspects* of airport services and facilities. These *aspects* are outlined in the Airports Regulations and are listed in two categories: aircraft-related services and facilities and passenger-related services and facilities.

In monitoring and evaluating these *aspects* the ACCC uses both objective and subjective data. The objective data (termed *matters*) are set out in Schedule 2 of the Airports Regulations and list the information the monitored airport operators are required keep a record of, and supply to, the ACCC (section 4.1.1 discusses these reporting requirements in more detail). The information from these *matters* assists the ACCC's monitoring and evaluation of the quality of *aspects* of airport services and facilities.

The ACCC also collects subjective data as part of its assessment of particular *aspects* of airport services and facilities. While subjective data may be more difficult to quantify than

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<sup>5</sup> See ACCC, *Airport monitoring report 2011-12*, April 2013, box 1.2.1, page 4.

objective data, it provides additional context for assessing an airport operator’s performance. For example, a change in an objective measure by itself may be difficult to interpret as it may not adequately reflect changes in quality or changes in users’ expectations that would be more aptly captured by a subjective measure used in an airport users’ survey.

Unlike the objective data, the subjective data is not specified in the Airports Regulations or the Airports Act. The ACCC incorporates into its monitoring program subjective data gathered from a range of airport users including: passengers, airlines and landside operators. The ACCC collects information on subjective data through surveys of airlines and through surveys and consultation with landside operators. The monitored airport operators also voluntarily conduct surveys of passenger perception of the quality of airport services and facilities, and provide the ACCC with the survey results as part of their annual reporting. All survey participants are asked to rate the airport operators’ performance for particular services or facilities on a scale of 1 to 5, (as outlined in table 3.1). The ACCC considers that ratings of 3 (satisfactory) and above represent service at an efficient level.

**Table 3.1: Rating of satisfaction for airport services and facilities**

1	2	3	4	5
Very poor	Poor	Satisfactory	Good	Excellent

In respect to surveys and consultations that the ACCC undertakes, participants are requested to rate not only the quality (or standard) of services and facilities that the airport operator provides, but also the availability of these services and facilities. Where survey participants rate an airport operator’s service or facility with a rating of 1 or 2, the ACCC requests that participants provide commentary explaining their ratings.

To assist the airport operators in fulfilling their reporting requirements the ACCC has created reporting templates for quality of service monitoring and price monitoring (including financial reporting), which are available on the ACCC’s website. The quality of service reporting templates detail the objective data (the *matters*) that the airport operators are required to provide to the ACCC as well as the subjective data, which the ACCC seeks on a voluntary basis. The monitored airport operators are also encouraged to provide comments that might explain any movements in the objective or subjective data as part of their annual reporting.

In accordance with the *criteria* set out in this guideline, the ACCC publishes quality of service indicators on a service-by-service basis in the Airport Monitoring Reports. Wherever possible the ACCC uses a combination of both objective and subjective measures in assessing the quality of services and facilities provided by airport operators, and the ACCC focuses its assessments on trends in service levels over time. In addition to reporting on objective indicators and average ratings given by passengers, airlines and other airport users, the ACCC also includes any non-confidential comments it receives from either the airport operators or survey respondents. Prior to finalising the Airport Monitoring Report, the ACCC provides the airport operators a draft version of their respective chapters for comment. The ACCC incorporates, where appropriate, the airport operators’ comments into the finalised report, particularly where they provide possible explanations for movements in objective data over time or changes in users’ ratings.

## 4 ACCC's information requests

For the purpose of its quality of service monitoring program, the ACCC has classified airport activities into four main categories:

- passenger-related services and facilities associated with, for example, check-in, gate lounges and baggage processing
- aircraft-related services and facilities associated with, for example, the runway, apron and taxiway system, gates, aircraft parking and ground service equipment and freight facilities
- landside-related services and facilities associated with, for example, kerbside pick-up and drop-off
- management performance and responsiveness

While the ACCC is cognisant of the need to minimise airport operators' costs of complying with the requirements of the monitoring program, it is expected that firms routinely maintain comprehensive databases on many facets of their businesses. In its approach to quality of service monitoring, the ACCC has sought to utilise objective *criteria* based on information that is readily available. However, subjective *criteria* provide additional context for assessing an airport operator's performance of a particular service or facility. The ACCC collects objective data and passenger survey data from airport operators on an annual basis, as well as conducting its own annual surveys and consultations with airlines and landside operators.

### 4.1 Objective and subjective data collection from airport operators

#### 4.1.1 Objective data collection from airport operators

As noted, Schedule 2 of the Airports Regulations outlines the *matters* about which airport operators are required to keep records. Under regulation 8.02 of the Airports Regulations and s. 156(1) of the Airports Act, the airport operator must keep written records of each *matter* for each financial year and must retain these records for five years after the end of the relevant financial year.

Where an airport operator is obliged to keep a record under regulation 8.02, it must give a copy of the record in writing to the ACCC within 90 days after the end of the relevant financial year. For corporations, information that airport operators provide to the ACCC under this regulation must be verified by statutory declaration by a director of the corporation.

#### 4.1.2 Subjective data collection from airport operators

Under regulation 8.03(2) of the Airports Regulations, if an airport operator carries out a survey about a quality of service *matter*, the airport operator must give the ACCC a document in writing setting out the results within 90 days after the end of the financial year. While there is no obligation to conduct a survey, the Airport Regulations require that where a survey is carried out, the results of these surveys must be given to the ACCC.

Typically the airport operators conduct an annual survey of their passengers which is undertaken on a voluntary basis. The airport operators then submit the passenger survey results to the ACCC in addition to its other reporting requirements. Neither the content of the passenger surveys nor the methodology are prescribed by the ACCC or set out in the Airports Act or Airports Regulations. This allows the airport operators to choose a service provider that best suits their needs, and allows the airport operators to tailor the survey questions to their

own operational and commercial purposes. Among other things, this also allows the airports to meet their reporting obligations to the ACCC without adding significantly to their compliance costs.

As noted, the ACCC provides the monitored airport operators with reporting templates for quality of service monitoring and price monitoring, to assist the airport operators in fulfilling their reporting obligations. These reporting templates are available on the ACCC's website. The quality of service monitoring reporting templates prompt the airport operators to supply information on the objective data (*matters*), which are prescribed in the Airports Regulations. As a complement to the objective data (*matters*), the template also includes a range of subjective measures which the airport operators are encouraged to use and report on with information from passenger surveys. Airport operators have typically used external providers to undertake their passenger surveys in which passengers are asked to rate their level of satisfaction with the services and facilities provided by the airport operator on a scale from 1 to 5.

In reporting on the results of passenger surveys, the ACCC expects that the airport operators provide a full description of the survey methodology used in undertaking these surveys and the raw data collected.

As noted above, in the Airport Monitoring Reports the ACCC calculates and reports passengers' average ratings for each of the services and facilities covered in the passenger surveys, alongside the related objective indicators, and where applicable, airline and other airport users' ratings and comments. The ACCC acknowledges that passenger perceptions of the services and facilities provided by airport operators can, in some circumstances, be influenced by other service providers. As such, passenger survey results are not always a direct indicator of the airport operator's performance. The ACCC takes this into consideration when making an assessment of an airport operator's performance.

## **4.2 Subjective data collected from airport users**

### **4.2.1 Subjective data collection**

In addition to the subjective data provided by airport operators on passengers' surveys, the ACCC also collects additional subjective data through surveys and consultations with airlines and landside operators. The ACCC undertakes this consultation to understand airport users' perceptions of the quality of service and facilities provided by the monitored airport operators. Information gathered through these surveys and consultations allows the ACCC to put the objective data in a proper context. Importantly the ACCC considers that airport users—unlike most passengers—have a commercial relationship with airport operators and are able to delineate between services provided wholly by the airport operators and those provided in conjunction with other service providers. Typically, these airport users are in a position to provide feedback on a wide range of services and facilities offered at the airport, and their ratings can provide a more direct indicator of whether airport operators are meeting the reasonable expectations of users.

The scale used for airport users' ratings is the same as that of passenger surveys, as shown in table 3.1. However, unlike passenger surveys, airport users are requested to rate the availability and standard of the airport operator's services and facilities. The availability refers to the capacity of an airport operator's services or facilities and is intended to provide an indication of whether the airport operator is undertaking adequate investment. The standard describes the physical condition of an airport operator's services and facilities and is intended to provide an indication of their ability to perform the intended function. Ratings by airport users are averaged to give a simple average of the rating for each facility at each airport.

When interpreting data obtained through surveys and consultations, the ACCC considers that ratings of 3 (satisfactory) and above would represent service provided at an efficient level.

Where an airport user gives a rating of below satisfactory, it is required to support this rating with commentary detailing the complaint and steps it has taken to inform the airport operator of its complaint. The ACCC presents average ratings and non-confidential commentary from surveys and consultations with airlines and landside operators in its annual Airport Monitoring Report. Importantly, these reports do not disclose the identity of airlines and landside operators that participated in the surveys, nor does it attribute any comments to particular firms and individuals.

## ACCC-conducted survey data collection

### **Airline surveys**

The ACCC sends the airline surveys directly to domestic airlines. In the case of international airlines, the ACCC sends these surveys to the Board of Airline Representatives of Australia (BARA), the peak industry body representing the interest of international airlines operating in Australia, which forwards the airline survey onto its members. For international airlines that are not members of BARA, and who use the monitored airports, the ACCC sends the survey directly to these airlines. The ACCC requests surveys to be reviewed and submitted by the airlines' head offices, rather than operational managers. The ACCC considers that this provides additional assurance that the survey results reflect airlines' views on commercial negotiations and their willingness to pay for aeronautical infrastructure. The ACCC does not disclose which airline has participated in the surveys nor do the Airport Monitoring Reports attribute any comments to any particular airline.

### **Landside operator surveys and consultations**

The ACCC also engages with landside operators including taxi associations, bus associations and selected off-airport car parking operators through consultation involving a survey with a set of targeted questions about airports' landside operations. Prior to 2014, landside operators did not formally participated in quality of service monitoring. The ACCC now collects information from these organisations through surveys, and where necessary, through direct engagement. Questions on landside operations are similar to some existing airline and passenger quality of service questions and the ACCC will asks for a rating between 1 and 5 to be provided. The ACCC does not disclose which landside operator has participated in the surveys nor do the Airport Monitoring Reports attribute any comments to any particular landside operator.

# 5 Reporting on the results of quality of service monitoring

## 5.1 Publication by the ACCC

Under s. 157 of the Airports Act, the ACCC can publish results of the quality of service monitoring program.

The ACCC intends to publish the findings of its quality of service monitoring program on an annual basis in its Airport Monitoring Report. Since the 2006-07 Airport Monitoring Report, the ACCC has incorporated the price and quality of service monitoring results into a single report. This approach is consistent with the Government's response to the PC's 2006 *Review of price regulations of airport services*, which found that publishing price and service quality outcomes in a single report will enable better analysis of the link between quality of service and the pricing and investment cycles.

The ACCC may also issue a draft Airport Monitoring Report at its own discretion. For example, where there is a controversial issue discussed in the report, the ACCC may consider issuing a draft report to obtain additional responses from an airport operator.

Quality of service indicators are published in the Airport Monitoring Reports on a service-by-service basis. Indicators include the average ratings given by airport users and objective data measures provided by airport operators. The ACCC focuses its analysis on changes in the quality of certain *aspects* of the airport operator's services and facilities over time. Importantly, however, in publishing its findings, the ACCC will not necessarily publish data on all specific *criteria* but may summarise underlying trends. In addition to the quality of service indicators, the ACCC also publishes a range of price monitoring indicators in the Airport Monitoring Reports and include average revenue per passenger (as a proxy for average prices), as well as operating margins and rate of return measures as indicators of profitability.

The quality of service indicators that are published in the Airport Monitoring Reports are also aggregated to derive an overall quality of service rating for each of the airport operators. The ACCC constructs overall ratings by compiling information that includes data provided by the airport operators, airlines and other airport users. The ACCC uses raw data obtained through the monitoring program to compile overall ratings and does not include its own analysis in that process, nor does it apply weightings to the information. The methodology for deriving airport operators' overall ratings is applied consistently across all airports. The airport operators' overall ratings are an indication of the average quality of service outcomes across all services provided at each monitored airport.

The overall quality of service ratings, together with the price monitoring indicators, provide the ACCC with a means to communicate some general observations about the airport operators' performance.

The ACCC presents the Airport Monitoring Reports to the Government, provides a copy of the report to the monitored airport operators and makes the report publically available via the ACCC's website at <http://www.accc.gov.au/aviation>.

Results from the quality of service monitoring program may also be published in:

- individual reports
- general publications, such as ACCCount and the ACCC annual report.

## **5.2 Confidentiality**

### **5.2.1 Information provided by airport operators**

Airport operators can make a claim for confidentiality for the material that it is required to give to the ACCC under the Airports Act—that is, information relevant to a quality of service *matter*, where the airport operator is required to keep and retain records relevant to that quality of service *matter*. The Airports Act provides for formal protection of such information under s. 158 in conjunction with ss. 95ZN and 95ZP of the *Competition and Consumer Act 2010* (CCA). The ACCC will assess whether the claim for confidentiality is justified and whether disclosure of the relevant information is necessary in the public interest.

Material for which confidentiality is granted will not be publicly available, but may be taken into account by the ACCC in its assessment of quality of service. Information pertaining to the *criteria* and which is specified in the regulations must be submitted to the ACCC. However, if parties wish to submit additional information to the ACCC as part of the consultation process, and the ACCC does not grant confidentiality to such information, then the relevant parties will have the opportunity to withdraw the information. The ACCC will consult with airport operators before publishing results.

In addition, the *ACCC/AER information policy* (October 2008) sets out the ACCC's general policy on the collection, use and disclosure of information. This document is available on the ACCC's website. In particular, the information policy outlines the certain circumstances where the ACCC can be required to produce material.

## 6 List of quality of service matters and criteria

In tables 6.1 and 6.2, the first column sets out the *aspects* for passenger-related services and facilities; and aircraft-related services and facilities respectively. Listed alongside each *aspect* are the relevant *criteria* used to assess the performance of that *aspect*, including objective *criteria*, passenger survey data, airline survey data and other subjective data.

Tables 6.3 and 6.4 set out the data (relating to *matters*) required from airport operators to satisfy the objective *criteria* listed in tables 6.1 and 6.2.

As noted in the *Proposed changes to the guideline for quality of service monitoring at airports*, the ACCC did not propose any change to the definition of peak hour. However, to achieve consistency with the *Airports Regulations 1997*, the ACCC considers that ‘peak hour’ is “the hour that, on average for each day in the financial year, has the highest total number of passenger movements (including both arriving and departing passengers)”. This definition applies to objective criteria in tables 6.1, 6.2 and 6.3 that are collected during a monitored airport’s peak hour.

The definition of some criteria in the following tables may differ from the definitions in the ACCC’s *Proposed changes to the guideline for quality of service monitoring at airports* document. The definitions in the tables are consistent with the definitions in the ACCC’s quality of service information request templates sent to monitored airports.



**Table 6.1: Quality of service aspects and associated criteria – passenger-related services and facilities**

Aspect	Subjective Criteria			
	Objective criteria	Passenger surveys	Airline surveys	Other surveys
Airport access facilities (taxi facilities, kerbside space for pick-up and drop-off)	<p><b>International services</b></p> <p>Capacity of terminal kerbside services and facilities designated for passenger pick up and drop off provided to landside operators such as taxis, and providers of other off-airport parking services, measured in terms of the number of standard car park spaces.<sup>6</sup></p> <p>Capacity of services and facilities designated for passenger pick-up and drop-off provided to the public at no charge measured in terms of the number of standard car park spaces.</p> <p><b>Domestic services</b></p> <p>Capacity of terminal kerbside services and facilities designated for passenger pick-up and drop-off provided to landside operators such as taxis, and providers of other off-airport parking services, measured in terms of the number of standard car park spaces.<sup>7</sup></p> <p>Capacity of services and facilities designated for passenger pick-up</p>	<p><b>International services</b></p> <p>Average rating of kerbside taxi pick-up and drop-off facilities</p> <p>Average rating of taxi facilities waiting time</p> <p>Average rating of kerbside space congestion</p> <p><b>Domestic services</b></p> <p>Average rating of kerbside taxi pick-up and drop-off facilities</p> <p>Average rating of taxi facilities waiting time</p> <p>Average rating of kerbside space congestion</p>	<p><b>International services</b></p> <p>Nil</p> <p><b>Domestic services</b></p> <p>Nil</p>	<p><b>International services</b></p> <p><u>Landside operators:</u></p> <p>Average rating of the availability and standard of taxi facilities</p> <p>Average rating of the availability and standard of kerbside space for pick-up and drop-off.</p> <p>Average rating of the overall system for addressing quality of service concerns.</p> <p>Average rating of management approach to concerns.</p> <p><b>Domestic services</b></p> <p><u>Landside operators:</u></p> <p>Average rating of the availability and standard of taxi facilities</p> <p>Average rating of the availability and standard of kerbside space for pick-up and drop off.</p> <p>Average rating of the overall system for addressing quality of service concerns.</p> <p>Average rating of management</p>

<sup>6</sup> A standard car park space measures 5.4 metres, Australian / New Zealand Standard (2004), *Parking facilities Part 1: Off-street car parking*, page 12, Standards Australia International Ltd.

<sup>7</sup> *ibid.*

Aspect	Subjective Criteria			
	Objective criteria	Passenger surveys	Airline surveys	Other surveys
	and drop-off provided to the public at no charge measured in terms of the number of standard car park spaces.			approach to concerns.
Car parking service facilities	<p><b>International services</b></p> <p>Average daily throughput of short-term car park</p> <p>Average daily throughput of long-term car park</p> <p><b>Domestic services</b></p> <p>Average daily throughput of short-term car park</p> <p>Average daily throughput of long-term car park</p>	<p><b>International services</b></p> <p>Average rating of airport car parking availability</p> <p>Average rating of airport car parking standard</p> <p>Average rating of time taken to enter airport car park</p> <p><b>Domestic services</b></p> <p>Average rating of airport car parking availability</p> <p>Average rating of airport car parking standard</p> <p>Average rating of time taken to enter airport car park</p>	<p><b>International services</b></p> <p>Nil</p> <p><b>Domestic services</b></p> <p>Nil</p>	<p><b>International services</b></p> <p>Nil</p> <p><b>Domestic services</b></p> <p>Nil</p>
Baggage trolleys	<p><b>International services</b></p> <p>Number of passengers per baggage trolley during peak hour<sup>8</sup></p> <p><b>Domestic services</b></p> <p>Number of passengers per baggage trolley during peak hour<sup>9</sup></p>	<p><b>International services</b></p> <p>Average rating of find ability of baggage trolleys</p> <p><b>Domestic services</b></p> <p>Average rating of find ability of baggage trolleys</p>	<p><b>International services</b></p> <p>Nil</p> <p><b>Domestic services</b></p> <p>Nil</p>	<p><b>International services</b></p> <p>Nil</p> <p><b>Domestic services</b></p> <p>Nil</p>

<sup>8</sup> For this aspect, the ACCC considers 'peak hour' to be defined as 'the hour that, on average for each day in the financial year, has the highest total number of passenger movements (including both arriving and departing passengers)'.

Aspect	Subjective Criteria			
	Objective criteria	Passenger surveys	Airline surveys	Other surveys
Check-in services and facilities	<p><b>International services</b></p> <p>The number of departing passengers per: check-in desks, bag-drop facilities and spaces provided for check-in kiosks during peak hour<sup>10</sup></p> <p><b>Domestic services</b></p> <p>The number of departing passengers per: check-in desks, bag-drop facilities and spaces provided for check-in kiosks during peak hour<sup>11</sup></p>	<p><b>International services</b></p> <p>Average rating of check-in waiting time</p> <p><b>Domestic services</b></p> <p>Average rating of check-in waiting time</p>	<p><b>International services</b></p> <p>Average rating of availability of check-in services and facilities</p> <p>Average rating of standard of check-in services and facilities</p> <p><b>Domestic services</b></p> <p>Average rating of availability of check-in services and facilities</p> <p>Average rating of standard of check-in services and facilities</p>	<p><b>International services</b></p> <p>Nil</p> <p><b>Domestic services</b></p> <p>Nil</p>
Security inspection	<p><b>International services</b></p> <p>Number of departing passengers per security clearance system during peak hour<sup>12</sup></p> <p><b>Domestic services</b></p> <p>Number of departing passengers per security clearance system during peak hour<sup>13</sup></p>	<p><b>International services</b></p> <p>Average rating of quality of security search process</p> <p><b>Domestic services</b></p> <p>Average rating of quality of security search process</p>	<p><b>International services</b></p> <p>Nil</p> <p><b>Domestic services</b></p> <p>Nil</p>	<p><b>International services</b></p> <p>Nil</p> <p><b>Domestic services</b></p> <p>Nil</p>
Outbound baggage system	<p><b>International services</b></p> <p>Average throughput of outbound</p>	<p><b>International services</b></p>	<p><b>International services</b></p> <p>Average rating of the availability</p>	<p><b>International services</b></p>

<sup>9</sup> Ibid  
<sup>10</sup> ibid.  
<sup>11</sup> Ibid  
<sup>12</sup> ibid.  
<sup>13</sup> Ibid

Aspect	Subjective Criteria			
	Objective criteria	Passenger surveys	Airline surveys	Other surveys
	baggage system during peak hour <sup>14</sup> Total time that the outbound baggage system was interrupted <b>Domestic services</b> Average throughput of outbound baggage system during peak hour <sup>15</sup> Total time that the outbound baggage system was interrupted	Nil <b>Domestic services</b> Nil	of baggage processing facilities Average rating of the standard of baggage processing facilities <b>Domestic services</b> Average rating of the availability of baggage processing facilities Average rating of the standard of baggage processing facilities	Nil <b>Domestic services</b> Nil
Baggage make-up, handling and reclaiming services and facilities	<b>International services</b> Average throughput of inbound baggage system during peak hour <sup>16</sup> Total area (in square metres) provided by the airport operator for baggage reclaim Total time the inbound baggage system was interrupted <b>Domestic services</b> Average throughput of inbound baggage system during peak hour <sup>17</sup>	<b>International services</b> Average rating of information display for inbound baggage reclaim Average rating of circulation space for inbound baggage reclaim <b>Domestic services</b> Average rating of information display for inbound baggage reclaim Average rating of circulation space for inbound baggage	<b>International services</b> Average rating of the availability of baggage processing facilities Average rating of the standard of baggage processing facilities <b>Domestic services</b> Average rating of the availability of baggage processing facilities Average rating of the standard of baggage processing facilities	<b>International services</b> Nil <b>Domestic services</b> Nil

<sup>14</sup> ibid.

<sup>15</sup> ibid

<sup>16</sup> ibid.

<sup>17</sup> ibid.

Aspect	Subjective Criteria			
	Objective criteria	Passenger surveys	Airline surveys	Other surveys
	Total area (in square metres) provided by the airport operator for baggage reclaim <sup>18</sup>  Total time the inbound baggage system was interrupted	reclaim		
Facilities to enable the processing of passengers through customs, immigration and quarantine	<b>International services</b> Number of inbound Immigration desks on 30 June in the financial year  Number of baggage inspection desks on 30 June in the financial year  Number of outbound Immigration desks on 30 June in the financial year	<b>International services</b>  Nil	<b>International services</b>  Nil	<b>International services</b>  Nil
Flight information, general signage and public-address systems	<b>International services</b> Number of passengers per flight information display screen during peak hour <sup>19</sup>  Number of passengers per information point during peak hour <sup>20</sup>  <b>Domestic services</b> Number of passengers per flight	<b>International services</b> Average rating of flight information display screens  Average rating of signage and wayfinding  <b>Domestic services</b> Average rating of flight information display screens  Average rating of signage and	<b>International services</b>  Nil  <b>Domestic services</b>  Nil	<b>International services</b>  Nil  <b>Domestic services</b>  Nil

<sup>18</sup> ibid

<sup>19</sup> ibid.

<sup>20</sup> ibid

Aspect	Subjective Criteria			
	Objective criteria	Passenger surveys	Airline surveys	Other surveys
	information display screen during peak hour <sup>21</sup> Number of passengers per information point during peak hour <sup>22</sup>	wayfinding		
Public areas in terminals and public amenities (washrooms and garbage bins), lifts, escalators and moving walkways	<b>International services</b> Number of passengers per washroom during peak hour <sup>23</sup> <b>Domestic services</b> Number of passengers per washroom during peak hour <sup>24</sup>	<b>International services</b> Average rating of the standard of washrooms <b>Domestic services</b> Average rating of the standard of washrooms	<b>International services</b> Nil <b>Domestic services</b> Nil	<b>International services</b> Nil <b>Domestic services</b> Nil
Gate lounges and seating other than in gate lounges	<b>International services</b> Number of departing passengers per seat in gate lounges during peak hour <sup>25</sup> Number of departing passengers per square metre of gate lounge area during peak hour <sup>26</sup> <b>Domestic services</b> Number of departing passengers	<b>International services</b> Average rating of quality and availability of seating in lounge area Average rating of crowding in lounge area <b>Domestic services</b> Average rating of quality and availability of seating in lounge	<b>International services</b> Nil <b>Domestic services</b> Nil	<b>International services</b> Nil <b>Domestic services</b> Nil

21 ibid  
22 ibid  
23 ibid.  
24 ibid.  
25 ibid.  
26 ibid

Aspect	Subjective Criteria			
	Objective criteria	Passenger surveys	Airline surveys	Other surveys
	per seat in gate lounges during peak hour <sup>27</sup> Number of departing passengers per square metre of gate lounge area during peak hour <sup>28</sup>	area Average rating of crowding in lounge area		
Airport management responsiveness	Nil	Nil	Average rating of overall responsiveness or approach to addressing quality of service problems or concerns	<u>Landside:</u> Average rating of management approach to concerns.

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<sup>27</sup> Ibid

<sup>28</sup> Ibid

**Table 6.2: Quality of service aspects and associated criteria - aircraft-related services and facilities**

Aspect	Subjective Criteria			
	Objective criteria	Passenger surveys	Airline surveys	Other surveys
Ground handling services and facilities	Nil	Nil	Average rating of the availability of ground handling services and facilities Average rating of the standard of ground handling services and facilities	Nil
Aerobridge usage	<p><b>International services</b></p> <p>Percentage of international passengers arriving using an aerobridge</p> <p>Percentage of international passengers departing using an aerobridge</p> <p><b>Domestic services</b></p> <p>Percentage of domestic passengers arriving using an aerobridge</p> <p>Percentage of domestic passengers departing using an aerobridge</p>	<p><b>International services</b></p> <p>Nil</p> <p><b>Domestic services</b></p> <p>Nil</p>	<p><b>International services</b></p> <p>Average rating of the availability of aerobridges</p> <p>Average rating of the standard of aerobridges</p> <p><b>Domestic services</b></p> <p>Average rating of the availability of aerobridges</p> <p>Average rating of the standard of aerobridges</p>	<p><b>International services</b></p> <p>Nil</p> <p><b>Domestic services</b></p> <p>Nil</p>
Runways, taxiways and aprons	Total annual aircraft movements per square metre of aprons available at 30 June in the financial year	Nil	Average rating of the availability of runways Average rating of the standard of runways	Nil



Aspect	Subjective Criteria			
	Objective criteria	Passenger surveys	Airline surveys	Other surveys
	Total annual aircraft movements per square metre of runways at 30 June in the financial year		Average rating of the availability of taxiways Average rating of the standard of taxiways Average rating of the availability of aprons Average rating of the standard of aprons	
Aircraft parking facilities and bays	Total annual aircraft movements per square metre for aircraft parking bays on 30 June in the financial year	Nil	Average rating of the availability of aircraft parking facilities and bays Average rating of the standard of aircraft parking facilities and bays	Nil
Airside freight handling, storage areas and cargo facilities	Nil	Nil	Average rating of the availability of airside freight handling, storage areas and cargo facilities Average rating of the standard of airside freight handling, storage areas and cargo facilities	Nil

**Table 6.3: Objective data requirements (matters) of airport operators – passenger-related services and facilities**

Aspect	Objective data required from airport operators (matters)
<p>Airport access facilities (taxi facilities, kerbside space for pick-up and drop-off)</p>	<p><b>International services</b></p> <p>Capacity of terminal kerbside services and facilities designated for passenger pick up and drop off provided to landside operators such as taxis, and providers of other off-airport parking services, measured in terms of the number of standard car park spaces.<sup>29</sup></p> <p>Capacity of services and facilities designated for passenger pick-up and drop-off provided to the public at no charge measured in terms of the number of standard car park spaces.</p> <p><b>Domestic services</b></p> <p>Capacity of terminal kerbside services and facilities designated for passenger pick up and drop off provided to landside operators such as taxis, and providers of other off-airport parking services, measured in terms of the number of standard car park spaces.</p> <p>Capacity of services and facilities designated for passenger pick-up and drop-off provided to the public at no charge measured in terms of the number of standard car park spaces.</p>
<p>Car parking service facilities</p>	<p><b>For each car park</b></p> <p>Number of car parking spaces available to the public in the vicinity of the airport (including disabled parking) on 30 June in the financial year</p> <p>Number of car parking spaces available for staff of airport clients on 30 June in the financial year</p> <p>Number of days the car park was open during the financial year</p> <p>Number of vehicles that used the car park in the financial year</p>
<p>Baggage trolleys</p>	<p><b>International services</b></p> <p>Average number of passengers for each baggage trolley during peak hour in the financial year</p> <p>Number of baggage trolleys on 30 June in the financial year</p> <p><b>Domestic services</b></p> <p>Average number of passengers for each baggage trolley during peak hour in the financial year</p>

<sup>29</sup> A standard car park space measures 5.4 metres, Australian / New Zealand Standard (2004), *Parking facilities Part 1: Off-street car parking*, page 12, Standards Australia International Ltd.

Aspect	Objective data required from airport operators (matters)
	Number of baggage trolleys on 30 June in the financial year
Check-in services and facilities	<p><b>International services</b></p> <p>Number of check-in desks on 30 June in the financial year</p> <p>Number of bag-drop facilities on 30 June in the financial year</p> <p>Number of spaces provided for check-in kiosks facilities on 30 June in the financial year</p> <p><b>Domestic services</b></p> <p>Number of check-in desks on 30 June in the financial year</p> <p>Number of bag-drop facilities on 30 June in the financial year</p> <p>Number of spaces provided for check-in kiosks facilities on 30 June in the financial year</p>
Security inspection	<p><b>International services</b></p> <p>Number of security clearance systems, including equipment required to process passengers and baggage, in use on 30 June in the financial year</p> <p>Number of departing passengers for each security clearance system during peak hour<sup>30</sup> in the financial year</p> <p><b>Domestic services</b></p> <p>Number of security clearance systems, including equipment required to process passengers and baggage, in use on 30 June in the financial year</p> <p>Number of departing passengers for each security clearance system during peak<sup>31</sup> hour in the financial year</p>
Outbound baggage system	<p><b>International services</b></p> <p>Average number of bags handled by the outbound baggage system during peak hour<sup>32</sup> in the financial year</p> <p>Total number of bags handled by baggage handling equipment in the financial year</p> <p>Total number of hours during the financial year for which baggage handling equipment was in use</p> <p>Capacity of baggage handling equipment (in bags per hour) on 30 June in the financial year</p>

<sup>30</sup> For this *aspect*, the ACCC considers 'peak hour' to be defined as 'the hour that, on average for each day in the financial year, has the highest number of departing passengers'.

<sup>31</sup> *ibid*

<sup>32</sup> *ibid*.

Aspect	Objective data required from airport operators (matters)
	<p><b>Domestic services</b></p> <p>Average number of bags handled by the outbound baggage system during peak hour<sup>33</sup> in the financial year</p> <p>Total number of bags handled by baggage handling equipment in the financial year</p> <p>Total number of hours during the financial year for which baggage handling equipment was in use</p> <p>Capacity of baggage handling equipment (in bags per hour) on 30 June in the financial year</p>
<p>Baggage make-up, handling and reclaiming services and facilities</p>	<p><b>International services</b></p> <p>Total number of bags handled by baggage handling equipment in the financial year</p> <p>Total number of hours during the financial year for which baggage handling equipment was in use</p> <p>Capacity of the baggage handling equipment (in bags per hour) on 30 June in the financial year</p> <p>Capacity of the baggage reclaim system on 30 June in the financial year</p> <p>Average number of bags handled by the inbound baggage system during peak hour<sup>34</sup> in the financial year</p> <p>Total number of planned interruptions to inbound baggage system in the financial year</p> <p>Total number of hours of planned interruptions to inbound baggage system in the financial year</p> <p>Total number of unplanned interruptions to inbound baggage system in the financial year</p> <p>Total number of hours of unplanned interruptions to inbound baggage system in the financial year</p> <p>Total area (in square metres) provided by the airport operator for baggage reclaim on 30 June in the financial year</p> <p><b>Domestic services</b></p> <p>Total number of bags handled by baggage handling equipment in the financial year</p> <p>Total number of hours during the financial year for which baggage handling equipment was in use</p> <p>Capacity of the baggage handling equipment (in bags per hour) on 30 June in the financial year</p> <p>Capacity of the baggage reclaim system on 30 June in the financial year</p>

<sup>33</sup> ibid

<sup>34</sup> ibid.

Aspect	Objective data required from airport operators (matters)
	<p>Average number of bags handled by the inbound baggage system during peak<sup>35</sup> hour in the financial year</p> <p>Total number of planned interruptions to inbound baggage system in the financial year</p> <p>Total number of hours of planned interruptions to inbound baggage system in the financial year</p> <p>Total number of unplanned interruptions to inbound baggage system in the financial year</p> <p>Total number of hours of unplanned interruptions to inbound baggage system in the financial year</p> <p>Total area (in square metres) provided by the airport operator for baggage reclaim on 30 June in the financial year</p>
<p>Facilities to enable the processing of passengers through customs, immigration and quarantine</p>	<p><b>International services</b></p> <p>Number of inbound Immigration desks on 30 June in the financial year</p> <p>Number of baggage inspection desks on 30 June in the financial year</p> <p>Number of outbound Immigration desks on 30 June in the financial year</p>
<p>Flight information, general signage and public-address systems</p>	<p><b>International services</b></p> <p>Average number of passengers (whether arriving or departing passengers) during peak hour<sup>36</sup> in the financial year</p> <p>Number of flight information display screens on 30 June in the financial year</p> <p>Number of information points on 30 June in the financial year</p> <p><b>Domestic services</b></p> <p>Average number of passengers (whether arriving or departing passengers)<sup>37</sup> during peak hour in the financial year</p> <p>Number of flight information display screens on 30 June in the financial year</p> <p>Number of information points on 30 June in the financial year</p>
<p>Public areas in terminals and public amenities</p>	<p><b>International services</b></p>

<sup>35</sup> ibid

<sup>36</sup> ibid.

<sup>37</sup> ibid

Aspect	Objective data required from airport operators (matters)
(washrooms and garbage bins), lifts, escalators and moving walkways	Number of washrooms on 30 June in the financial year <b>Domestic services</b> Number of washrooms on 30 June in the financial year
Gate lounges and seating other than in gate lounges	<b>International services</b> Average number of departing passengers during peak hour <sup>38</sup> in the financial year Number of gate lounges on 30 June in the financial year Number of seats in gate lounges on 30 June in the financial year Total gate lounge area (in square metres) on 30 June in the financial year <b>Domestic services</b> Average number of departing passengers during peak hour <sup>39</sup> in the financial year Number of gate lounges on 30 June in the financial year Number of seats in gate lounges on 30 June in the financial year Total gate lounge area (in square metres) on 30 June in the financial year

<sup>38</sup> *ibid.*

<sup>39</sup> *ibid.*

**Table 6.4: Objective data requirements (matters) of airport operators – aircraft-related services and facilities**

Aspect	Objective data required from airport operators (matters)
Ground handling services and facilities	Nil
Aerobridge usage	<p><b>International services</b></p> <p>Number of passengers who used aerobridges for embarkation in the financial year</p> <p>Number of passengers who embarked in the financial year</p> <p>Number of passengers who used aerobridges for disembarkation in the financial year</p> <p>Number of passengers who disembarked in the financial year</p> <p>Number of aerobridges on 30 June in the financial year</p> <p><b>Domestic services</b></p> <p>Number of passengers who used aerobridges for embarkation in the financial year</p> <p>Number of passengers who embarked in the financial year</p> <p>Number of passengers who used aerobridges for disembarkation in the financial year</p> <p>Number of passengers who disembarked in the financial year</p> <p>Number of aerobridges on 30 June in the financial year</p>
Runways, taxiways and aprons	<p>Total area of aprons available (in square metres) on 30 June in the financial year</p> <p>Total area of runways (in square meters) on 30 June in the financial year</p>
Aircraft parking facilities and bays	<p>Number of aircraft parking bays on 30 June in the financial year</p> <p>Total area (in square metres) of designated bay area on 30 June in the financial year</p>
Airside freight handling, storage areas and cargo facilities	Nil