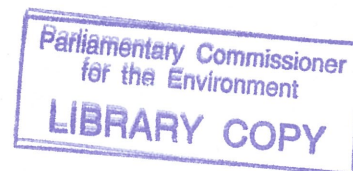


LPCE/R/63/2

PCE Wellington Airport Development :  
interim report of the Wellington Airport  
Independent Review Panel to the  
Parliamentary Commissioner for the



# **WELLINGTON AIRPORT DEVELOPMENT**

## **Interim Report of the Wellington Airport Independent Review Panel to the Parliamentary Commissioner for the Environment**

**August 1993**

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## **GLOSSARY**

**CAA:** Civil Aviation Authority

**EEA:** Environmental Effects Assessment

**IRP:** Wellington Airport Independent Review Panel

**KRTA:** KRTA Ltd (EEA Consultants)

**PCE:** Office of the Parliamentary Commissioner for the Environment

**RESA:** Runway End Safety Area

**WCC:** Wellington City Council

**WIAL:** Wellington International Airport Ltd

**WRC:** Wellington Regional Council

**File Note concerning the Wellington Airport Independent Review Panel's Interim Report to the Parliamentary Commissioner for the Environment (August 1993):**

The final version of this report was the subject of discussion at the 21 September 1993 IRP meeting.

It was considered that paragraphs 4 & 5 on page 15 did not fairly represent the facts.

Paragraph 4 should have stated that WIAL had been advised by Air Transport Division (CAA's predecessor) that the New Zealand Standard was going to be changed in line with ICAO Standards.

Paragraph 5 should have stated that the dispensation requested was granted on 14 June 1993.

Subsequently, these facts were incorporated in the PCE flier on IRP's initial findings (November 1993).

**THIS FILE NOTE IS  
TO BE READ WITH  
THE REPORT.**

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### **KRTA Ltd: Terms of Reference for EEA Consultants**

- Fig. 1:       Assessment and Planning Process Flow Chart  
Wellington International Airport (June 1992 Draft)
- Fig. 2:       Environmental Assessment Flow Chart
- Fig. 3:       Proposed Target Timetable
- Fig. 4:       Environmental Effects Assessment Timeline  
(17 August 1992)

## 1. PURPOSE OF REPORT

This is an interim report from the Wellington Airport Independent Review Panel (IRP) as requested by the Parliamentary Commissioner for the Environment (PCE) in March 1993. It outlines the activities of the Panel from its inception in May 1992 to the end of July 1993.

## 2. INDEPENDENT REVIEW PANEL

### Terms of Reference

#### Objective

*To ensure that the process followed in the production of a Master Plan for the development of the Wellington Airport is, and can be seen by the public to be, honest, effective and credible.*

The Independent Review Panel will review the adequacy of the investigation, information-gathering, and dissemination processes followed by WIAL and its consultants for producing the Environmental Effects Assessment, the Master Plan and the District Plan Proposal. The following aspects will be covered:

1. The appropriateness of community consultation;
2. The adequacy of the investigation and information obtained for identifying the relevant issues;
3. The adequacy of criteria for making assessment decisions; and
4. The effectiveness of the analysis, and its expression in the Master Plan, of public concerns for avoiding, mitigating and remedying adverse effects.

Advice from the Panel as to the adequacy of the ongoing process during the review will be communicated to WIAL, its consultants and other appropriate parties.

The results of the Panel's review of the process carried out will be published by the Parliamentary Commissioner for the Environment.

*N.B. The Independent Review Panel notes that they have been constituted part-way through the process when the Draft Master Plan has already been proposed and decisions on initial public input and property matters have been made.*

#### Membership of the Panel

*Convenor:* Mr Brian Tyler

*Members:* Ms Sylvia Allan  
Dr Eric Palmer  
Mr Giff Davidson  
Mr John Egan  
Dame Miriam Dell

*Secretary:* Carol Lough

### 3. CHRONOLOGY OF EVENTS

This chronology also covers the significant events which led to the appointment of the Independent Review Panel.

#### 10 December 1991

Wellington International Airport Ltd released a draft Master Plan which outlined proposed future developments. Public comment was invited by 15 February 1992.

#### 23 January 1992

Parliamentary Commissioner for the Environment writes to advise WIAL, WCC, Minister of Finance, Minister for the Environment and Minister of Civil Aviation that an environmental impact assessment should be carried out on the overall concept for the future development proposals for Wellington Airport.

#### 24 January 1992

Meeting between Parliamentary Commissioner for the Environment and Mr Denis Thom (Chairman, WIAL) to discuss PCE advice given in 23 January 1992 letter.

#### 7 February 1992

*Media release* by WIAL announcing preparation of a comprehensive environmental effects assessment of the Wellington Airport Master Plan. KRTA Ltd retained as planning advisers to manage the study. The role of the proposed independent review panel was outlined. The time for public input was extended to at least one month after release of the Environmental Effects Statement.

#### 10 February 1992

Large public meeting held at Evans Bay Intermediate School. Convened and chaired by Helene Ritchie to enable people to have their say and to suggest alternatives. Wellington Airport Coalition set up with Helene Ritchie as Convenor.

#### 28 February 1992

*Media release* from WIAL anticipating increased air traffic with Australia because of a new trans-Tasman aviation plan announced by the Australian government. WIAL explained that such a development had been anticipated in the draft master plan. Also updated information on EEA.

**17 March 1992**

Meeting of Parliamentary Commissioner for the Environment and Wellington Airport Steering Committee to set budget for IRP and discuss draft IRP terms of reference.

**18 March 1992**

*Media release* by Office of Parliamentary Commissioner for the Environment announcing draft terms of reference for Independent Review Panel. Announced that nominations for the Review Panel had been requested from Wellington City Council, Wellington Regional Council, Wellington Chamber of Commerce, Wellington Civic Trust, Member of Parliament for Miramar, Miramar Ministers' Association and Institute of Professional Engineers New Zealand.

*Media release* from WIAL reinforcing the Parliamentary Commissioner for the Environment press release and updating information about EEA.

**1 April 1992**

*Media release* from WIAL announcing that in response to community concern it will buy residential properties immediately adjacent to the airport if people are suffering severe hardship because of delays in selling their houses. Also update of information on EEA.

**9 April 1992**

WIAL letter to residents in areas intended for airport development about proposed procedure for purchase of properties by WIAL.

**22 April 1992**

*Media release* from PCE about appointment of Review Panel:

Mr Brian H C Tyler:	Retired NZ Auditor General
Mr Giff M Davidson, JP:	Chairman, NZ Chambers of Commerce
Ms Sylvia Allan:	Environmental Planning Consultant & Immediate Past President, NZ Planning Institute
Dr Eric Palmer	Consulting Engineer
Mr John Egan	)to Programme Officer, Catholic Commission for Justice, )share Peace and Development
Dame Miriam Dell	)position Former President National Council of Women, Chairperson 1993 Suffrage Year Centennial Trust



**27 April 1992**

Wellington Airport Coalition meeting attended by Helen Hughes. One of resolutions passed was "total opposition to the draft plan or any proposal which encroaches on the Golf Club or any residential land".

**5 May 1992**

First *Independent Review Panel meeting*. Attended in part by personnel from WIAL, Airplan NZ, KRTA and PCE.

**11 May 1992**

*IRP meeting* attended in part by KRTA. IRP and KRTA's terms of reference were redrafted (see Appendix).

Letter from IRP to KRTA and WIAL questioning the implications of KRTA being consultants for both the engineering design and EEA of the airport development. IRP also asked to be consulted on the briefs for specialist consultants if it would not unduly hamper the efficiency of the assessment process.

**20 May 1992**

*IRP meeting* attended by KRTA. Project timetable modified. KRTA's terms of reference modified. Working relationship between KRTA and IRP clarified. KRTA informed IRP that deadline for public submissions was 20 July 1992.

IRP letter to Mr Graham Reeves, Miramar MP, informing him about his proposed Community Liaison Group.

**26 May 1992**

*IRP meeting* attended in part by KRTA. The key issues and scope of specialist studies listed in the KRTA Scoping Document were clarified and modified where necessary. IRP requested independent assessment of financial and statistical data in Draft Master Plan.

**2 June 1992**

WIAL and KRTA detailed reply to 11 May 1992 IRP questions concerning KRTA Ltd.

**3 June 1992**

*IRP meeting* attended in part by Wellington Airport Coalition and later by WIAL. Coalition concerns explained to IRP. IRP concluded that the process of KRTA's appointment and professional relationship with Airplan NZ was satisfactory. IRP's terms of reference modified to incorporate some of WIAL's suggestions. Working relationship between WIAL and IRP clarified.

**8 June 1992**

*Meeting of IRP sub-committee*, WIAL and KRTA allayed KRTA and WIAL's concern that IRP delaying assessment process by extending KRTA and IRP's terms of reference. KRTA Critical Path and Community Consultation Programme accepted by IRP with minor changes.

**11 June 1992**

*IRP meeting* attended in part by KRTA and WIAL.

Draft KRTA Newsletter about EEA approved by IRP.

Minor changes made to brief for Social Impact Assessment. IRP reviewed briefs and sub-consultants lists for peer reviews of financial and statistical data in Draft Master Plan.

**18 June 1992**

*IRP meeting* attended in part by KRTA.

IRP Chairman reported from discussions with Graham Reeves. Wellington Airport Coalition resented another group being formed so decided inappropriate to form the proposed Community Liaison Group.

Lists of and briefs for sub-consultants for six specialist studies reviewed by IRP.

IRP recommended that Alternative Airport Locations and Alternative Layouts studies should be done first because the other specialist studies depended on the results of them.

**25 June 1992**

*IRP meeting* attended in part by KRTA. IRP reviewed sub-consultant lists and briefs for a further five specialist studies. Decided that KRTA evaluation of tenders for peer reviews would be circulated to IRP for quick comment.

**27 June 1992**

*KRTA newsletter* on airport development EEA distributed throughout Wellington region as far as Upper Hutt and Paraparaumu. Public reminded that submissions due by 20 July.

**22 July 1992**

KRTA advise WIAL that the tendering process had revealed that the total cost of EEA specialist studies would be excessive.

**24 July 1992**

*IRP meeting* attended in part by PCE, KRTA and WIAL.

PCE advised WIAL that 2% of total project development costs was a reasonable cost for an EEA. WIAL had asked tenderers to refine the scope of their work to reduce costs. Reduced scope would not be approved without consulting IRP.

IRP reviewed 10 KRTA evaluations of specialist study tenders to check that evaluation was adequate and conclusions about studies were reasonable. Approval not required from IRP of recommended tenderers.

IRP expressed concern about peer review report of financial forecasts. Conditions under which conclusions held were not included in KRTA summary. Peer review considered inadequate - no recommendations were given for further action. It was descriptive rather than judgemental. Conclusions did not reflect content of report. WIAL resolved to follow up these matters with KRTA and the consultants.

KRTA report tabled on public submissions to June newsletter on EEA.

**28 July 1992**

PCE letter to WIAL about costs of other comparable EEAs.

**12 August 1992**

WIAL letter to IRP outlining modifications to briefs for some specialist studies. Confirmed that the Alternative Airport Locations, Alternative Layouts and Operations studies would be virtually completed before the other specialist studies began so that their outcome could be taken into account.

**16 August 1992**

*IRP meeting* with WIAL. IRP expressed concern about some of the changes to study briefs.

IRP endorsed brief for tangata whenua study.

WIAL updated IRP on planning timetable.

**21 August 1992**

WIAL letter to IRP revising timeline for EEA because of WIAL consideration of EEA costs and WCC advice on District Plan deadlines.

**24 August 1992**

WIAL gave IRP an Airport Tour. This included visits to the key areas that could be affected by the proposed airport development and commentaries from WIAL staff.

**28 August 1992**

*Media release* by WIAL announcing the commencement of environmental and social effects assessment. Preliminary peer reviews of airport traffic forecasts and financial forecasts had been completed and the first three specialist studies relating to alternative airport locations, alternative airport layouts and airport operations were under way.

Explained that the previous few months had been dedicated to planning the assessment process, analysing the 200 submissions received since December 1991, finalising the study briefs and selecting the specialist advisers.

**8 September 1992**

*Public meeting* hosted by Wellington Airport Coalition attended by four IRP members.

**16 September 1992**

City Councillor and Airport Board member Russell Armitage makes press statement that no need to widen airstrip. He stated that a 300-metre wide strip was only a requirement when aircraft were performing a full instrument landing because of a 200-feet cloud base. However, because of the topography of Wellington Airport, a full instrument landing would not be possible under such conditions anyway.

**25 September 1992**

Letter from Parliamentary Commissioner for the Environment on behalf of IRP to WIAL requesting information on the likely effect on airport development plan of selling land to WCC for sewage treatment works.

**29 September 1992**

*Media release* from WIAL announcing its withdrawal from negotiations for selling its land to WCC for proposed Moa Point sewerage plant. Update on EEA given also.

**2 October 1992**

*IRP meeting* attended by WIAL.

WIAL gave update on EEA progress. Most specialist studies on hold pending outcome of operational studies. A supplementary study to the Operational Study had been requested by WIAL to examine the implications of a special dispensation for a narrower strip width. If WIAL received assurance from Civil Aviation Authority (CAA) about dispensation, then Draft Master Plan would be withdrawn, EEA put on hold and new draft Master Plan would be prepared.

**9 October 1992**

WIAL reply to 25 September 1992 PCE letter. Reported that PCE letter had been tabled at regular monthly meeting of directors. At that meeting the directors resolved that WIAL withdraw from land sale negotiations. 29 September 1992 WIAL media statement enclosed.

**13 October 1992**

PCE letter to IRP that 9 October 1992 WIAL response totally inadequate and questioning whether IRP wanted PCE to take further action.

**21 October 1992**

Letter from IRP to WIAL requesting report on what factors or circumstances had changed and/or what knowledge had become available to WIAL that prompted the decision to explore the option of retaining the current separation distance and restricting development to within current airport boundaries.

**29 October 1992**

*Media release* jointly from WIAL and WCC announcing agreement between WCC and WIAL for WCC to purchase land from WIAL to lease for five years a large construction zone at Moa Point for the sewage scheme. In a separate agreement, WIAL to purchase WCC land on western side of airport.

WIAL supplementary reply to 25 September 1992 PCE letter explaining that negotiations with WCC were reopened and agreements now signed. Reference was made to the 29 October 1992 WIAL media statement for background to the decisions taken by WIAL's directors.

**5 November 1992**

WIAL letter to IRP as supplementary reply to 25 September 1992 PCE letter. It enclosed 16 September 1991 letter from Airplan NZ to WIAL which detailed Airplan's assessment of land required for airport expansion.

**23 November 1992**

WIAL reply to 21 October 1992 IRP letter said it was premature to conclude that development within airport boundaries was "a real option". Confirmed the existing status of 10 December 1991 draft master plan. EEA to go on hold when five specialist studies completed.

**30 November 1992**

*IRP meeting* attended in part by WIAL. Peer Review of Financial Forecasts and KRTA Summary tabled.

WIAL reported that previous WIAL Board meeting had recommended:

- (i) Comprehensive review of land use plan in draft master plan;
- (ii) Aeronautical study of runway - taxiway separation;
- (iii) Aeronautical investigation into airport runway end safety areas (RESA).

IRP questioned why in 1991 Airplan had not given the same advice as TRA Airport Consulting's advice to WIAL in 1992 that an exemption to regulations covering runway-taxiway separation distance was a possibility.

**8 December 1992**

WIAL *media release* announced that it would undertake comprehensive review of land use plan in draft master plan and two aeronautical studies. This resulted from:

- (i) review of submissions;
- (ii) results of EEA studies to date;
- (iii) recent property transactions;
- (iv) study of new Civil Aviation Rules

**15 December 1992**

PCE letter to WIAL requesting more information about WIAL's change of position on sale of sewage scheme land between September 1991 and October 1992.

PCE letter to WIAL requesting a further report on the factors that led WIAL in September 1992 to explore certain alternative policy options.

**23 December 1992**

WIAL reply to 15 December 1992 PCE letters. Invited IRP to inspect all WIAL files. TRA Operational studies report sent to IRP.

**2 March 1993**

WIAL letter to IRP reporting that files ready for inspection. Chronology of major draft master plan activities included.

**5 March 1993**

WIAL sends KRTA commentaries on two studies: Alternative Layouts and Operations.

**10 March 1993**

*IRP meeting* attended in part by WIAL.

Watching brief determined for IRP during abeyance period while Master Plan being redrafted. Discussion documents on three new Master Plan studies tabled by WIAL: Land Use Plan, RESA investigation and Aeronautical study. These confidential documents have also been given to Community Consultation Group and Industry Consultation Group.

The process of reintegrating the EEA process with the Master Plan was clarified.

**11 March 1993**

Wellington Airport Coalition meeting attended by two Panel Members as observers and WIAL.

Chairman stated Golf Club's stand on four land use options: "Option 1 could be acceptable, Options 2 & 3 with grave reservations, Option 4. No!"

**13 March 1993**

Evening Post article based on confidential draft Land Use Plan. Stated that "most of 180 houses threatened by Wellington Airport expansions plans will be saved under four new proposals".

**15 March 1993**

*Media release* from WIAL, in response to 13 March 1993 newspaper reports "to correct misleading media reports concerning the future of properties in the zone ... too early to suggest ... whether development into housing areas will be needed."

**18 March 1993**

Letter from IRP to WIAL requesting review of WIAL documentation in an attempt to dismiss the current public perception that the Draft Master Plan had not always been considered "draft" by WIAL.

**April 1993**

*News sheet* of PCE includes progress report on Wellington Airport development plans and the continuing role of IRP.

**23 April 1993**

Three IRP members conduct three separate WIAL file investigations: sewage scheme land; runway strip width and runway-taxiway separation distance; "draft" nature of Draft Master Plan.

**27 April 1993**

Letter from WIAL to PCE agreeing to meet to discuss IRP's future terms of reference and work programme. Requested clarification of IRP's recent interpretation of terms



of reference in reviewing "WIAL's process and decisions either prior to IRP's formation or on matters WIAL sees as being on the periphery of the draft master plan and EEA".

Draft EEA timetable and flow chart sent to IRP and PCE.

**28 April 1993**

*IRP sub-committee meeting* with WIAL and PCE to discuss IRP's future terms of reference and work programme.

**19 May 1993**

*IRP meeting* attended in part by PCE.

Discussion of results of WIAL file investigations and discussions with PCE about IRP's rationale for these investigations.

**25 May 1993**

*IRP meeting* attended in part by PCE and WIAL.

WIAL briefs IRP on format of draft master plan 2.

Discussions with WIAL of proposed IRP tasks for 1993 and the resulting budget required.

**3 June 1993**

PCE letter to WIAL re clarification of IRP terms of reference and advice that Panel will release information to public on a more regular basis.

**23 June 1993**

WIAL reply to 3 June 1993 PCE letter objecting to statements by PCE that suggested the public were misled by WIAL media releases and many people considered original draft master plan a *fait accompli*.

**24 June 1993**

*Media release* from WIAL announcing new draft master plan purchasing 20 residences only instead of the 180 properties proposed in the 1991 draft master plan. Completion of EEA anticipated within three months.

**25 June 1993**

*IRP meeting* attended in part by PCE and WIAL. Briefed by WIAL on revised land use options, WCC District Plan requirements, public consultation plans and negotiations with the residents and Miramar Golf Club.

**1 July 1993**

*Media release* by IRP to *The Eastern News* outlining the process of airport development plans and IRP's continued monitoring role.

**2 July 1993**

Summary of WIAL documentation reviews by IRP sent to WIAL and PCE.

**5 July 1993**

Brian Tyler and Sylvia Allan visit WCC to be briefed by WCC planners on WCC's requirements for airport development EEA.

**27 July 1993**

Brian Tyler and Helen Hughes attend WIAL Board meeting in response to 23 June WIAL letter. Explained that interpretation given by WIAL to 3 June PCE letter was not that intended.

**30 July 1993**

PCE letter to WIAL explaining that IRP's overview of WIAL's process and decisions prior to the panel's establishment was a responsible action and within its terms of reference. Anticipated future work of IRP outlined.

#### 4. COMMENTARY AND REVIEW OF PROCESS

As noted in the chronology of events, IRP has periodically drawn WIAL's attention to IRP's concerns about the process being followed in the production of the Master Plan for Wellington Airport development. IRP's concerns about the process are summarised below.

##### **WIAL Action Prior to IRP Appointment**

IRP considers that:

- WIAL should have adopted a more open and consultative approach at an earlier stage in the Master Plan process; and
- WIAL should have had in place some means of relief for the hardship that the Master Plan has undoubtedly caused many people, **prior** to releasing the plan.

##### **KRTA Terms of Reference**

At their 11 May 1992 meeting, IRP decided that the KRTA terms of reference in the KRTA Outline Document for Scoping document were not terms of reference at all and needed considerable redrafting. Amendments were made after consulting with WIAL, KRTA and PCE (see Appendix).

##### **KRTA's Appointment**

On 11 May 1992 IRP wrote to KRTA and WIAL questioning the possible conflict of interest with KRTA being consultants for both the engineering design and the EEA of the airport development. Resolved on 3 June 1992 that the process of KRTA's appointment and professional relationship with Airplan NZ was satisfactory. Subsequently, however, KRTA tendered for only one specialist study although had originally planned to do a considerable number. This was in deference to IRP's concern to keep the process transparent.

##### **EEA Budget**

On 22 July 1992, KRTA advised WIAL that the tendering process had revealed that the total cost of EEA specialist studies would be excessive. IRP concerned that EEA scope would be curtailed too much to reduce costs. IRP considered that perhaps the high cost of KRTA project management should also be examined. PCE advised WIAL that from other comparable EEAs, 2% of total development costs was a reasonable cost for an EEA. WIAL agreed that reduced scope would not be approved without consulting IRP.

### WIAL's Position on Sewage Scheme Land Sale

In response to a public enquiry, on 25 September 1992 IRP requested information about the above. Unsatisfied with the information supplied by WIAL, this culminated in an investigation of WIAL files on 23 April 1993.

The audit trail indicated a very complex set of matters being addressed at the time between WIAL and WCC. The Panel was unable to ascertain whether WIAL's withdrawal from negotiations over sale of that land in October 1992 was a negotiating stance or was because of a genuine reappraisal of costs and benefits. The reasons for this withdrawal given in WIAL's press release were reasons for not selling the land at all. This communication could therefore have unnecessarily confused the public.

### WIAL's Position on Runway-Taxiway Separation Distance

On 21 October 1992 IRP requested a report from WIAL on what factors had changed or what knowledge had become available that prompted the decision to explore the option of retaining the current separation distance and restricting development to within current airport boundaries. Unsatisfied with the information supplied by WIAL, this culminated in an investigation of WIAL files on 23 April 1993.

The Panel concluded that WIAL was fully justified to provide for a 300 m runway strip and 182.5 m runway/taxiway separation in its 1991 draft master plan. Their reasons for this included the facts that Wellington Airport did not meet the requirements of the International Civil Aviation Organisation (ICAO) for strip width associated with instrument landings and did not comply with the NZ Standard or the ICAO recommended practice for runway to taxiway separation.

The WIAL submission to the Civil Aviation Authority requesting permission for a dispensation to continue operation with the same runway-taxiway separation distance was dispatched on 17 May 1993. The purpose of this submission was to ensure that Wellington Airport could continue to operate in the short-term and is not necessarily inconsistent with its long-term planning objectives.

see  
file  
note

The Panel was concerned that the public was confused by these two different stances and need to be informed that it is possible in the longer term that compliance with ICAO standards and the consequent purchase of the other 160 properties may be required. (However, on 14 June, WIAL decided to remove from the Master Plan zone all residential properties with the exception of some properties around the intersection of Calabar Road and Broadway).

### WIAL's Position on "Draft" Nature of Draft Master Plan

On 23 April 1993, WIAL also assisted an IRP review of WIAL documentation in an attempt to dismiss the current public perception that the Draft Master Plan had not always been considered "draft" by WIAL.

The documentation showed that WIAL clearly intended that a *draft* Master Plan be released in December 1991. However, little time was given for public consultation and submissions. The effect of this, in the minds of many residents, was that this draft was something of a *fait accompli*. While this may not have been intended, it certainly resulted in this perception.

### Communication Problems

Initially, considerable communication problems developed between WIAL, KRTA and IRP. It became apparent that despite KRTA's attendance at IRP meetings, some of its concerns about IRP were not shared. IRP heard about these concerns via WIAL.

WIAL had been advised by KRTA that IRP was delaying the assessment process by extending KRTA's and IRP's Terms of Reference. This was resolved after meetings early in June 1992. IRP agreed that duplication of work already undertaken should not occur without good reason. IRP had requested peer reviews of the financial and statistical projections to check the commercial sustainability of the master plan. In its public watchdog role, IRP needed to be satisfied that the ratepayers of Wellington would not be required to underwrite the master plan implementation should it prove unsuccessful.

It was agreed that IRP had not caused the time slippage in the assessment process. It was considered the peer reviews would not take long.

It was decided that, in the future, the best way to speed communication between IRP and KRTA, was for KRTA to get its papers to IRP at the earliest possible time. In presenting such papers, the onus would be on KRTA to explain them and to clearly enunciate the advice or decisions required from IRP.

### Public Information and Consultation

IRP has periodically advised WIAL that its consideration of the public during the draft master plan process has been unsatisfactory. In WIAL's 28 August 1992 media release it was announced that "a comprehensive community consultation and social impact study ... (is) ... programmed to start in early September after reviewing results from the first three specialist studies." Public consultation was promised also by Peter Phillips (WIAL Social Impact consultant). No adequate explanation was given to the community about why this did not take place.

Information from all three documentation reviews revealed that some of WIAL's key media releases have not been well drafted. IRP is concerned that such communication has contributed to unnecessary public confusion. Such confusion has been enhanced at times by inadequate reporting by the press of WIAL's media releases. The public needs to be informed about the continuing uncertainty regarding future airport development plans. In response to PCE's suggestion, IRP will attempt to help fill this gap with regular small items in *Eastern News*. IRP has requested WIAL to clarify any remaining uncertainty to the public.

### **Public Submissions**

IRP had difficulty deciding on the best destination for public submissions. Some of the public were concerned that submissions sent to WIAL would not get a sympathetic hearing. In line with its terms of reference, IRP should receive only those submissions concerned about the *process*. In the end, it was decided that submissions should be sent to WIAL but the public informed they were going to KRTA for independent analysis as part of the EEA.

### **IRP Access to Submissions**

IRP considered that a comprehensive review of the process required access to all submissions. IRP requested these from WIAL but did not receive them. For example, the airline companies' submissions would have provided useful background information to WIAL's submission to the Civil Aviation Authority. They would also have helped explain the increased priority given in the revised draft master plan to improving conditions at the runway ends. KRTA's report to IRP on submissions was incomplete and was not an adequate substitute for the submissions themselves.

### **Travelling Public's Interests**

IRP notes that the travelling public is an interested party in the draft master plan process but there is no mechanism for its views to be reflected and taken into account.

### **Improvements in the Process**

IRP would like to assure PCE that although WIAL had made some costly mistakes in the Master Plan process, major revisions have now considerably improved the process. The panel considers that WIAL grossly underestimated the amount of public opposition there would be to its 1991 draft master plan. When this became apparent, WIAL took steps to improve its public consultation process. There has now been a substantial revision of the land use options to undergo environmental assessment. IRP is satisfied that WIAL is now seeking to address the major concerns of stakeholders and is taking more account of airport neighbours.

## 5. CURRENT STATE OF AFFAIRS

A revised Draft Master Plan was announced in June 1993. The Master Plan in final form will be released to the public following completion of the EEA and negotiations with the Miramar Golf Club.

Running in parallel is WIAL's submission to the WCC district plan review. The timing for the submission is driven by WCC's deadlines, and accordingly WIAL may be required to take positions in advance of completion of negotiations with the Miramar Golf Club and finalisation of some aspects of the EEA.

The final EEA report is expected to be completed in September 1993 and will form the supporting documentation for WIAL's planning submission. The IRP report will also be used in this process.

## APPENDIX

### KRTA LTD

#### Terms of Reference for EEA Consultants

In May 1992, the Review Panel decided that KRTA's terms of reference were unsatisfactory. Their terms of reference were amended after discussions with the Office of the Parliamentary Commissioner for the Environment, KRTA and Wellington International Airport Ltd (WIAL). KRTA's terms of reference for production of an Environmental Effects Assessment (EEA) and Planning Proposal for the Wellington Airport development were finally confirmed as follows:

#### 1. Terms of Reference

##### (a) Principle

To provide rigorous and sustainable environmental, social, cultural and economic evidence to evaluate the proposition that;

*"The current location and proposed changes to the airport represent on balance the best development option for all stakeholders."*

##### (b) Objectives

- To produce a Master Plan for future airport development proposals which on balance fairly reflects the interests of the stakeholders.
- To prepare a Planning Proposal for incorporation into the District Plan and Regional Policy process.

##### (c) Process

- To achieve the objectives by a process of assessment of environmental, cultural, economic and social effects, with independent review of the process.
- To prepare specific guidelines, standards and policies for long term planning purposes.

##### (i) Quality

The process must address all substantive points raised by stakeholders including residents, airport users and other interested parties.

- In order to achieve the necessary objectivity and transparency the process must be subject to:
  - review by an Independent Review Panel
  - review by relevant statutory authorities
  - review by stakeholders including tangata whenua



- The process must incorporate consultation and communication with all affected parties.

**(ii) Products**

- All documentation must be of sufficient quality and rigour to withstand cross-examination within the statutory process.
- All documentation should meet WIAL's requirements with respect to:
  - the adoption of a Master Plan outlining the future intent for airport development;
  - the completion of a planning document to support application for zoning requirements and policies under the District and Regional Plans in accordance with the Resource Management Act.
- All documentation should be responsive to the particular concerns of the stakeholders, including local residents, broader local and regional communities, airport users and the tangata whenua.

**(d) Timing**

- A critical path analysis is to be established by KRTA in consultation with the Independent Review Panel and at a stage as early in the process as possible.
- The production of the Planning Proposal is to be in accordance with the preparation by WCC of the draft District Plan scheduled for submission to Council by October - November 1992.

Accordingly the target time frame for completion of:

- the Master Plan is to be the week commencing 3 August 1992.
- the Planning Proposal is to be the week commencing 31 August 1992.

**(e) Management**

- Time and cost budgets are to be prepared for the overall project, project co-ordination and management and all sub-assignments.
- Subject to review of adequacy for this assessment there is to be no duplication of work undertaken for the Draft Master Plan other than for recasting for presentation purposes.
- In order to ensure liaison with WIAL there is the need for fortnightly progress meetings and reporting.

- Regular meetings with the Independent Review Panel are to be held throughout the course of the study.
- WIAL to be advised in advance of any need for consultation or communication with stakeholders.
- WIAL will need to approve in advance any modification to the scope, timetable or budget.

**(f) Scope of Work**

Outputs from the study will be:

- a Final Master Plan for adoption by WIAL
- a Planning Proposal for submission to WCC
- a Statement of the environmental and social effects of implementing the Master Plan.

Subject to review of public submissions, discussions with stakeholders and statutory parties, and review of the Draft Master Plan, the subject matter for the study would encompass the following issues:

- Regional and national significance which embodies project justification, options, budget, and commercial significance of the airport. Included within this analysis is not only an assessment of alternative sites but also the development of a multiplier formula, evaluation of the role that the airport plays both locally and regionally through its tourism, commercial and transport function. As well, the implications to the region of not having such a service are to be highlighted.
- Assessment of the social effects of implementing the Master Plan. Embodied within the Social Assessment is a thorough analysis of the submissions already lodged with particular reference to the social and community impacts. In view of the importance of this element of the study, provision has been made for an in-depth qualitative consultation process with a follow-up quantitative survey. Issues which are likely to require inclusion are disruption to lifestyle, effect on land values, and effect of uncertainty.
- Assessment of the environmental effects of implementing the Master Plan. The Assessment is to embody specialist studies extending the work in the Draft Master Plan, and covering noise, traffic and transportation, visual and buffer zone assessment, ecological issues, engineering including discharges, hazardous substances, air and water quality, drainage (stormwater and sewerage), cultural considerations, disaster contingency and safety, and planning aspects.

- Recognising the work of the Draft Master Plan consultation group, a programme of consultation is to be established with specific communities of interest, e.g. residents, airport users, councils, environmental agencies, tangata whenua, wider communities, commercial interests and the Independent Review Panel.

**(g) Methodology**

**(i) Overall Process**

It is proposed that the following steps, as outlined in Figure 1, be undertaken to implement the project:

- Consult with WCC, WRC, PCE and WIAL on the overall process including establishment of the Independent Review Panel.
- Prepare documentation for presentation to the WIAL Steering Committee Meeting of 21 February 1992.
- Commence review and analysis of public submissions on the Draft Master Plan.
- Extract from the Draft Master Plan the relevant material which will describe the physical intentions of WIAL and form the basis of the Draft Planning Proposal. This task to be undertaken in consultation with Airplan.
- Prepare Draft Planning Proposal in consultation with WIAL and the relevant statutory authorities and environmental agencies. This will incorporate project description, physical parameters and planning guidelines.
- Implement the Environmental and Social Effects Assessment (refer Figure 2) commencing with the scoping of issues, and proceeding to the assessment of effects and preparation of a Statement. Incorporate also the economic and cultural issues impinging on this proposal. Involve input from the IRP and conduct a programme of consultation with stakeholders.
- In consultation with WIAL, IRP, relevant statutory and environmental agencies assist Airplan to amend the Draft Master Plan as necessary to incorporate the findings of the Environmental and Social Effects Assessment, and prepare the final Master Plan for adoption by WIAL.
- Prepare the final Planning Proposal for submission to WCC and WRC in conjunction with WIAL's legal consultant.

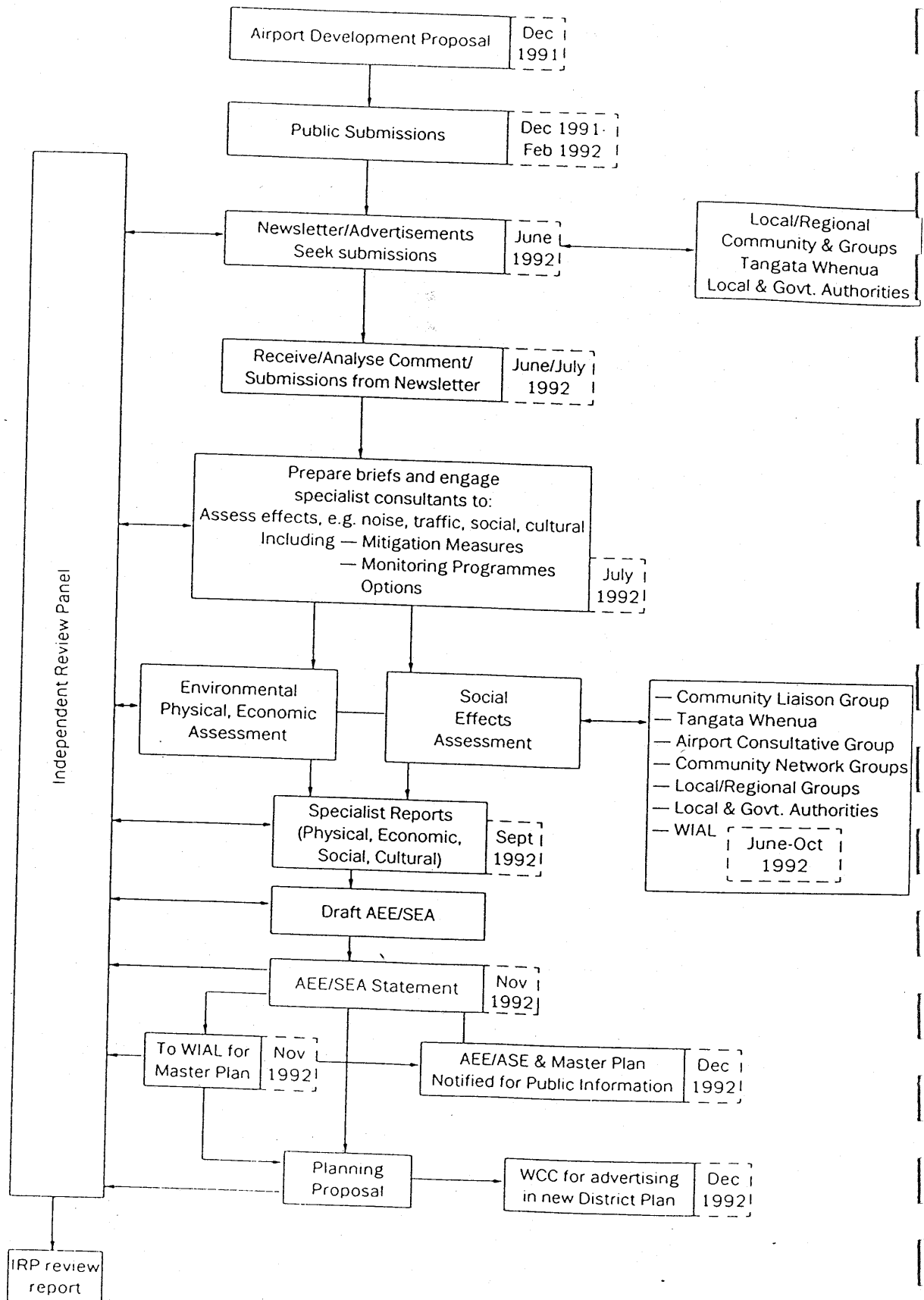
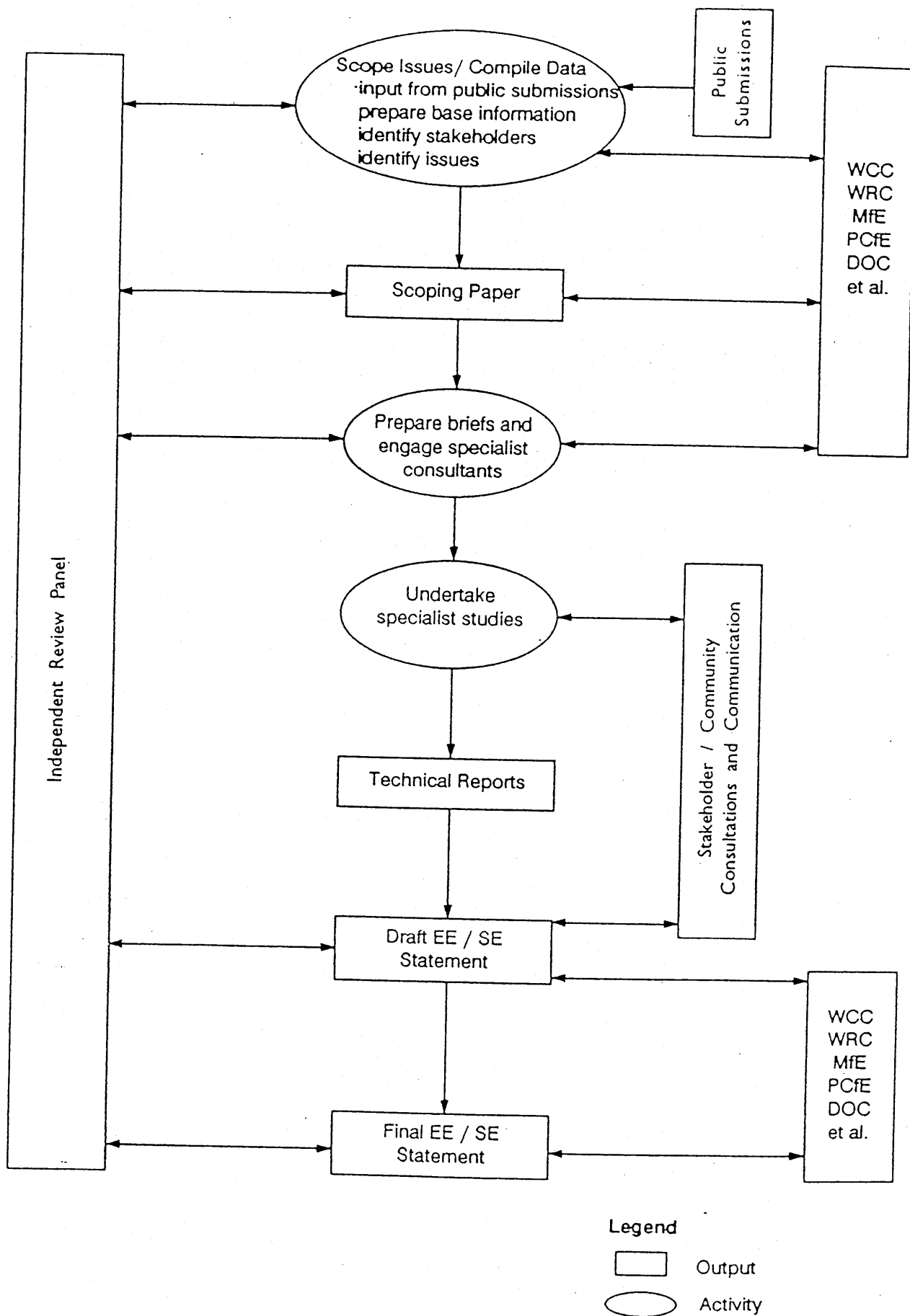


Fig.1:

# **AEE/SEA/Planning Process Flow chart** **Wellington International Airport** (June 1992 Draft)



## **2. Environmental and Social Effects Assessment**

Details of this component of the work are outlined in Figure 2. Embodied in the assessment of effects is the analysis of the economic indicators as referenced in 3(f) and the cultural considerations which affect the proposal. These will be balanced against the assessment of environmental and social effects.

- Review and analyse public submissions, identify issues of concern, identify stakeholders, and prepare base information.
- Prepare a scoping paper summarising the above.
- Prepare a document for public release which explains the process which includes the community consultation process, sets out issues and concerns known to date and identifies types of specialist studies to be undertaken and invites public submissions on this document and the provisions of the Draft Master Plan.
- Prepare briefs in consultation with WIAL and the Independent Review Panel for specialist consultants reflecting the contents of the scoping paper and the Draft Master Plan. Within each area of specialist study the briefs shall cover the assessment of effects, the preparation of standards and monitoring procedures and statements of relevant policy.
- In consultation with WIAL and the Independent Review Panel a list of nominated suitable specialist consultants will be prepared, for competitive tender and a statement of cost is to be obtained prior to engagement. KRTA is to assess proposals and recommend preferred consultants, with written reports giving reasons to Independent Review Panel and WIAL.
- Specialist studies are to be undertaken in accordance with the briefs, timeframe and budget allocated with the preparation of technical reports for inclusion as supporting documentation for the Effects Statement.
- Prepare a draft Environmental and Social Effects Statement which provides an overview of the effects and incorporates information embodied in the technical reports.
- The draft Statement is to be made available for public comment.
- Finalise the Environmental and Social Effects Statement.
- Prepare a Planning Proposal which takes into account public comment.

Throughout this process, consultation shall take place with identified stakeholders, statutory authorities, environmental agencies and the Independent Review Panel.

### **3. Consultation and Communication**

The following activities are proposed in relation to the consultation and communication with the stakeholders and general public during the course of the study:

- At the outset of the study, contact will be made with representatives of the tangata whenua to discuss the process and arrange ongoing consultation.
- Media releases will be actioned in consultation with WIAL and its nominated public communications consultant at key points in the study. These are identified in the proposed target timetable (Figure 3).
- In addition to the media information a brochure for public information and response summarising the Environmental and Social Effects Assessment will be produced.
- A specific programme of consultation with local residents and other stakeholders for the purposes of the Social Effects Assessment, will be prepared when the Terms of Reference for this Assessment are prepared.

### **4. Timetable**

A proposed timetable is presented in Figure 4.

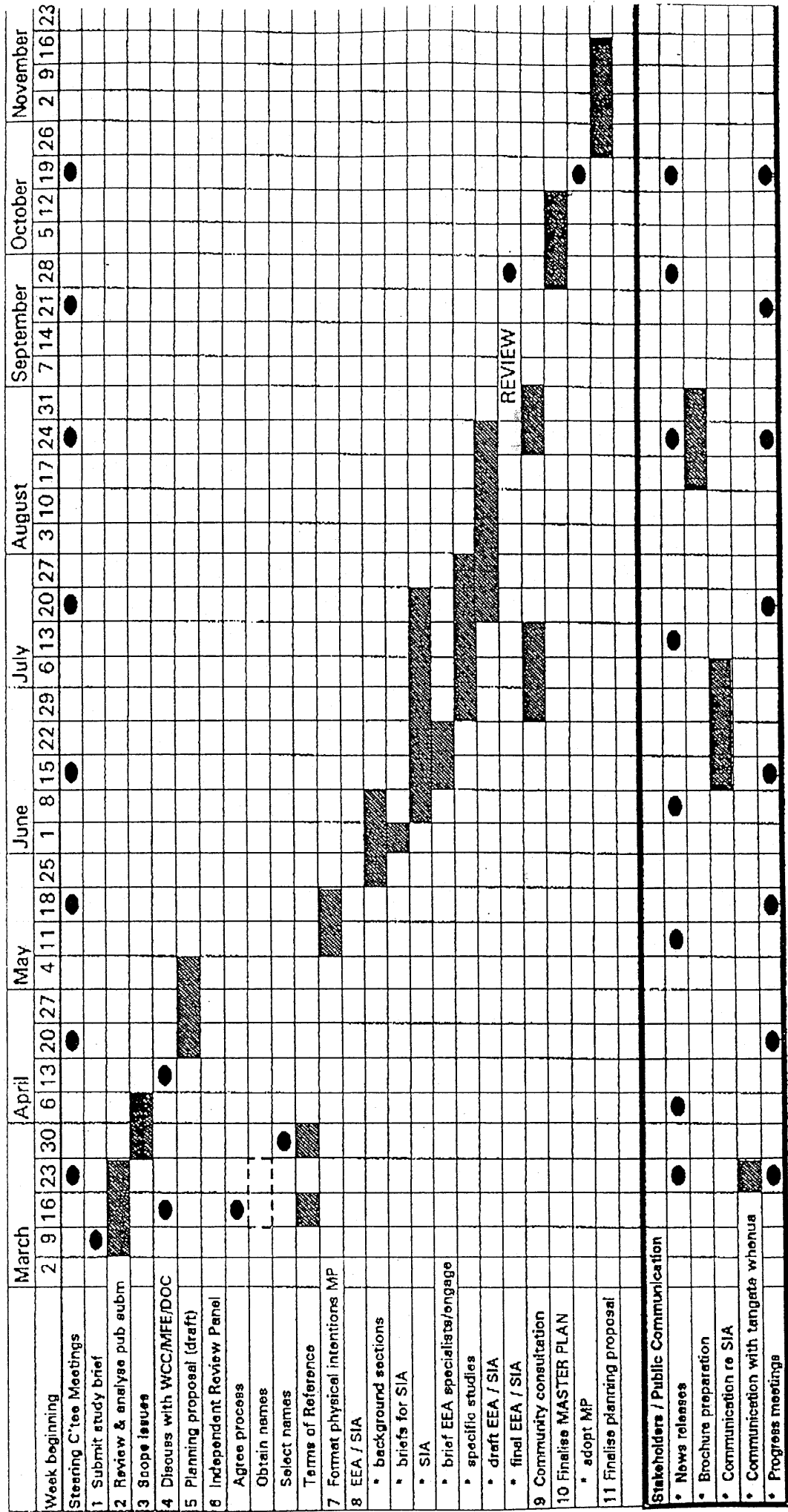


FIG 3

PROPOSED TARGET TIMETABLE



1992



