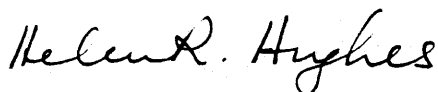


PREFACE

I am extremely pleased to be able to release the final report of the Wellington Airport Review Panel. When the Panel was appointed early in 1992 no one envisaged the review process would take two years. The fact that the members of the Panel have been prepared to give their time over this period is a tribute to citizens who believe in giving something back to the community that has supported them.

I believe the Panel has achieved all that was required of it. The public has been assisted by having the Panel review the preparation of a plan for the redevelopment of Wellington Airport. This has meant that, as far as the Panel was able to ascertain, all environmental effects of the development have been identified and measures have been adopted to avoid, remedy or mitigate any adverse effects.

The Wellington International Airport Limited's submission to the Wellington City Council for its District Plan can be scrutinised with the benefit of having the Panel's commentary. I have confidence that the Panel has looked after the interests of the Wellington public.

A handwritten signature in cursive script, reading "Helen R. Hughes".

Helen R Hughes
Parliamentary Commissioner for the Environment

GLOSSARY

AEE:	Assessment of Environmental Effects
CAA:	Civil Aviation Authority
DOC:	Department of Conservation
EEA:	Environmental Effects Assessment
EES:	Environmental Effects Statement
IRP:	Wellington Airport Independent Review Panel
KRTA:	Kingston, Reynolds, Thom and Allardice Ltd (EEA Consultants)
Ldn:	Average night-weighted sound exposure over a 24-hour period
MfE	Ministry for the Environment
PCE:	Parliamentary Commissioner for the Environment
RESA:	Runway End Safety Areas
SEA:	Social Effects Assessment
WCC:	Wellington City Council
WIAL:	Wellington International Airport Ltd
WRC:	Wellington Regional Council

CONTENTS

1. INTRODUCTION

- (a) Purpose of Report
- (b) Authority for Investigation
- (c) Background
- (d) Independent Review Panel: Terms of Reference

2. EVALUATION OF ENVIRONMENTAL ASSESSMENT PROCESS

- (a) WIAL Action Prior to IRP Appointment
- (b) KRTA Terms of Reference
- (c) KRTA's Appointment
- (d) EEA Budget
- (e) Public Submissions
- (f) IRP Access to Submissions
- (g) Specialist Studies
- (h) WIAL's Position on Sewerage Scheme Land Sale
- (i) WIAL's Position on Runway-Taxiway Separation Distance
- (j) WIAL's Position on "Draft" Nature of Draft Master Plan 1
- (k) Communication Difficulties
- (l) Master Plan Revision
- (m) Time-scale
- (n) Land Sales and Acquisition
- (o) Future Airport Expansion
- (p) Public Information and Consultation
- (q) Adequacy of Investigations
- (r) Airport Noise
- (s) Runway End Safety Areas (RESA)
- (t) WIAL Plan Submission for WCC District Plan Review

3. CONCLUSIONS AND RECOMMENDATIONS

- (a) Community Consultation
- (b) Adequacy of EEA Process
- (c) Matters Still Outstanding
 - (i) Airport Noise
 - (ii) Emissions
 - (iii) Runway End Safety Areas
- (d) Final Outcome

APPENDICES

A: Independent Review Panel: Terms of Reference

B: KRTA Ltd: Terms of Reference

**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)

C: Chronology of Events

D: WIAL 29 September 1992 Media Release

E: 27 April 1994 Letters from Review Panel to WCC and WIAL

F: WIAL's Comments on IRP's Final Report

1. INTRODUCTION

(a) Purpose of Report

This report presents the results of a review of the effectiveness of the environmental assessment process followed by Wellington International Airport Ltd (WIAL) in its redevelopment of Wellington airport. It has been prepared by the Wellington Airport Independent Review Panel (IRP).

(b) Authority for Investigation

This investigation was undertaken in terms of section 16(1)(b) of the Environment Act 1986, which empowers the Parliamentary Commissioner for the Environment (PCE) to investigate the effectiveness of environmental planning and environmental management carried out by public authorities, and advise them on any remedial action the Commissioner considers desirable.

(c) Background

On 10 December 1991 WIAL released a draft Master Plan which outlined proposed future developments. The proposals involved considerable increases in the runway strip width and runway and taxiway separation requiring the acquisition of 180 residential properties, the loss of community facilities such as a golf course and school and provision for expansion of airport facilities both east and west of the airport.

In January 1992 PCE wrote to advise WIAL, Wellington City Council (WCC), and the Ministers of Finance, Environment and Civil Aviation that an environmental impact assessment should be carried out on the overall plan for the future development of Wellington Airport.

On 7 February 1992 WIAL announced the preparation of a comprehensive environmental effects assessment of the Wellington Airport Master Plan. KRTA Ltd were retained as planning advisers to manage the study. Public participation was provided for by extending the time that submissions could be sent to WIAL to at least one month after release of the Environmental Effects Statement (EES). All submissions were sent to KRTA for independent analysis as part of the EES.

(d) Independent Review Panel

PCE recommended an independent review of the assessment process. WIAL agreed to this recommendation and the Wellington Airport Independent Review Panel was established.

Terms of reference were prepared for the Panel and are attached to this report as Appendix A. The Panel's objective, as stated in the terms of reference, was:

"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 Panel was selected from nominations put forward by the Wellington City Council, the Wellington Regional Council, the Wellington Chamber of Commerce, the Wellington Civic Trust, the Member of Parliament for Miramar, the Miramar Ministers' Association and the Institute of Professional Engineers New Zealand.

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

By independently checking that the assessment process was carried out in a credible manner, it was expected that the development of Wellington airport would proceed in a way that better recognised the concerns of the affected residents.

2. EVALUATION OF ENVIRONMENTAL ASSESSMENT PROCESS

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

(a) WIAL Action Prior to IRP Appointment

IRP considers that:

- WIAL should have adopted a more open and consultative approach at an earlier stage in their Master Plan process (see (m) on p.8 and (p) on p.9 below); and
- WIAL should have had in place, prior to releasing the plan, some means of relief for the hardship that the Master Plan has undoubtedly caused many people (see (n) on p.8 below).

(b) KRTA Terms of Reference

At its 11 May 1992 meeting, IRP decided that the KRTA terms of reference in the KRTA Outline Document for Scoping needed considerable redrafting. Amendments were suggested after consulting with WIAL, KRTA and PCE. These amendments were incorporated (see Appendix B).

(c) 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 Environmental Effects Assessment (EEA) of the airport development. On the basis of assurances from WIAL and KRTA received on 3 June 1992 IRP agreed that the process of KRTA's appointment and professional relationship with Airplan NZ (a joint venture between Airport Planning Pty Ltd, Melbourne and KRTA Ltd) was satisfactory. Subsequently KRTA tendered for only one specialist study, of the fifteen to be undertaken for the EEA. IRP's concern was that the process be kept transparent.

KRTA's services were reduced after most of the specialist studies were put on hold while WIAL undertook a comprehensive review of the airport facilities and land area plan in the draft Master Plan (see (g) on p.4 below).

(d) EEA Budget

On 22 July 1992, KRTA advised WIAL that the tendering process had revealed the total cost of EEA specialist studies to be in excess of its budget provisions and that KRTA would seek to discuss the scope of work with selected consultants to determine means of simplifying the study and reducing cost. KRTA noted that they envisaged further meetings would be required with IRP to discuss the matter. IRP expressed concern that

a desire to reduce costs would lead to an undue reduction in the scope of the EEA. PCE advised WIAL that from other comparable EEAs which had been undertaken in recent years, 2% of total development costs was a reasonable cost for an EEA. WIAL agreed that the scope of the studies would not be reduced without consulting IRP.

KRTA had discussions with specialist consultants and economies were proposed that amounted to an estimated saving of some \$80,000 whilst still ensuring appropriate depth of investigation.

(e) 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. However, by its terms of reference it was recognised that IRP should receive only those submissions concerned about the *process*. In the end, it was decided that submissions should be sent direct to WIAL and forwarded to KRTA for independent analysis as part of the EEA.

(f) IRP Access to Submissions

IRP considered that a comprehensive review of the process required access to all submissions. WIAL had understood that it was to send only the **public** submissions to IRP. However, the airline companies' submissions (which were never seen by IRP) would have helped explain WIAL's change in draft Master Plan priorities as (subsequently) expressed in draft Master Plan 2 (see (l) on p. 7 below).

(g) Specialist Studies

The Panel reviewed the terms of reference for the consultants engaged to carry out an EEA and for all the necessary specialist studies to ensure that they were appropriate. This in many instances required negotiation with WIAL to ensure that the studies were sufficiently detailed.

Advice was given on the extent of each study, based on public comment and possible environmental effects. The proposed studies were as follows:

- Review of Passenger/Aircraft Movement Forecasts and Consequential Facilities Development Plans
- Review of Financial Forecasts in the Master Plan
- Regional and Local Economic Effects Study*
- Alternative Airport Location Study
- Alternative Airport Layouts Study
- Commercial Area Studies*
- Community Consultation and Social Impact Assessment*
- Operational Studies
- Air Travel Studies*
- Road Traffic/Transportation Study*
- Civil Engineering Studies*

- Landscape and Visual Effects Study*
- Airport Noise Study*
- Air Quality and Emission Studies*
- Tangata Whenua Study*

On 8 December 1992, WIAL announced that it would undertake a comprehensive review of the airport facilities and land area plan in the draft Master Plan. In the meantime the specialist studies marked * above were put on hold.

On 24 June 1993, WIAL announced a new draft Master Plan in which airport development would be mostly within existing airport boundaries. This meant that some of the specialist studies listed above were no longer required. IRP checked to ensure that the environmental assessment would still be adequate.

(h) WIAL's Position on Sewerage Scheme Land Sale

IRP followed up a letter of concern from the local community about the sale of WIAL land at the south east corner of the airport to WCC for the sewerage scheme before all options for airport expansion within existing boundaries had been assessed. On 25 September 1992, IRP requested information from WIAL on the above. WIAL then announced on 29 September 1992 that it had decided not to sell that land at all. This was said to be because the land must be retained for future development as a result of the WIAL Board reviewing the concerns of the local community toward the airport developing outside its existing boundaries. But then on 29 October 1992 it was announced that WIAL would sell the land to WCC.

Having regard to the information supplied by WIAL, IRP was still unclear why WIAL had, within only a month, reversed its stance on selling the sewerage scheme land. It therefore carried out a review of WIAL files on 23 April 1993.

The review 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 on 29 September 1992 was a negotiating stance or was because of a genuine reappraisal of costs and benefits. Because the reasons given for this withdrawal in WIAL's press release (see Appendix D) were reasons for not selling the land at all, this communication could therefore have unnecessarily confused the public.

WIAL has subsequently advised the Panel that the crucial factor leading to the renewal of negotiations was WCC's eventual agreement to include the Woolworths building and related properties on the western side of the airport as part of a package deal.

(i) WIAL's Position on Runway Strip Width and Runway-Taxiway Separation Distance

Two of the key elements in the draft Master Plan released in December 1991 were the need to increase both the runway strip width and the runway-taxiway separation distance to meet aerodrome standards and rules.

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. The Panel was unable to obtain a full understanding of the issue from the information supplied by WIAL. Accordingly a review of the WIAL files relevant to this matter was also undertaken on 23 April 1993.

The Panel concluded that WIAL was fully justified in providing for a 300 m runway strip and 182.5 m runway/taxiway separation in its 1991 draft Master Plan in that Wellington Airport did not meet the requirements of the International Civil Aviation Organisation (ICAO) and it 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.

WIAL wrote to the Civil Aviation Authority requesting permission for a dispensation to continue operation with the same runway-taxiway separation distance. This request was dispatched on 17 May 1993. The purpose of the submission was to ensure that Wellington Airport could continue to operate in the short term without severe restrictions and was not necessarily inconsistent with WIAL's long-term planning objectives. In the absence of the CAA approval, the existing authority would have expired on 6 January 1994. The dispensation requested was granted on 14 June 1993 and means that Wellington airport can continue to accommodate present aircraft types provided the following three conditions are met:

- the decision height (the height at which a final decision to land is made) is not reduced below 400 feet;
- precision approach conditions are not proposed;
- there is no substantial increase in the number of larger aircraft (Code D and above) using the airport.

The Panel was concerned that the public may be confused by these two apparently different stances and needed to be informed that it was possible in the longer term that compliance with ICAO standards and the consequent purchase of the other 160 properties may be required (see (o) on p.9 below).

On the basis of the CAA acceptance of WIAL's alternative means of compliance submission, WIAL judged it was now prudent to reduce the airport redevelopment zone from that in the original draft Master Plan to the 20 properties around the intersection of Calabar Road and Broadway required for realignment of the airport entrance road (see (l) on p.7 below).

(j) WIAL's Position on "Draft" Nature of Draft Master Plan 1

On 23 April 1993, IRP also reviewed WIAL documentation for the purpose of coming to a view on whether the current public perception that the draft Master Plan had not always been considered "draft" by WIAL was justified.

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, the timetable proposed and the manner in which the draft Master Plan was presented to the public and its public release on 10 December 1991 certainly resulted in this perception.

(k) Communication Difficulties

Early in the process, considerable communication problems developed between WIAL, KRTA and IRP. It became apparent that despite KRTA's attendance at IRP meetings, some of KRTA's concerns about the approach being taken by IRP were not initially shared with IRP.

WIAL had been advised by KRTA that IRP was proposing extensions to IRP's and KRTA's terms of reference by asking that two specialist studies relating to the financial and statistical projections be added to KRTA's brief. KRTA advised WIAL of the effects of the proposed extended terms of reference on the study timeline and that, in their opinion, a delayed end date would ensue. IRP had taken the view that the commercial viability of the whole development depended on the soundness of these projections. WIAL eventually agreed to undertake a peer review of these projections.

At the same time, procedures were refined so that KRTA's communications with IRP were improved.

(l) Master Plan Revision

The initial timetable called for the environmental effects assessment to be completed by the end of 1992 and for it to accompany WIAL's application to Wellington City Council for a change to the District Plan.

Towards the end of 1992 the issue arose of whether there was in fact a requirement to widen the landing strip and extend the separation distance between the runway and taxiway (see (i) on p. 5 above).

Most specialist studies were halted while WIAL reviewed the need for a greater separation between runway and taxiway.

In June 1993, CAA approved the existing runway to taxiway distance. This resulted in the original draft Master Plan being withdrawn (see (i) on p. 5 above).

WIAL announced in June 1993 that only 20 houses would need to be purchased for airport development compared with the 180 proposed in the original draft Master Plan. Development was now to take place substantially within existing boundaries. This meant that the level of public concern about the proposed airport development diminished considerably. This lesser development would also reduce the potential financial exposure of taxpayers and WCC ratepayers in their role as indirect shareholders of WIAL.

However, from December 1991 until June 1993 local residents (particularly in the 180 directly-affected residences) and the Miramar Golf Club were left in a state of considerable uncertainty as to the effect of the proposed development on their properties. The need for extensive acquisition of land from the Miramar Golf Club was reviewed and an agreement requiring a lesser area (approx. 4 out of 37 hectares) of the existing golf course land has now been negotiated satisfactorily with the Golf Club.

The revised Master Plan changed the Panel's primary concerns. Initially, apart from ensuring the EEA proceeded adequately and the community was consulted, one of IRP's main concerns was property acquisition. By and large, that concern has been dealt with by the more modest development now proposed. However, outstanding issues of note are airport noise and RESA (Runway End Safety Areas) - see (r) and (s) on p.10 below. It is important that there are sufficient opportunities for community input before decisions are made on both of these issues.

(m) Time-scale

Finalisation of the Master Plan for the Wellington Airport development has proved to be a drawn-out process. This was not originally envisaged when the Airport Company's draft Master Plan was released in December 1991. Considerable time and money may have been saved if a more open and consultative approach had been adopted from the start of the planning process (see (p) on p.9 below). However, given WIAL's understanding of WCC's time schedule for their District Plan, WIAL did not believe that such options were open to them.

(n) Land Sales and Acquisition

When WIAL released its draft Master Plan in December 1991, it had the immediate effect of causing "planning blight". People's properties were immediately devalued, and those who wanted to sell could not realise their reasonable pre-Master Plan expectations. WIAL had made no contingency plans for this and had no statutory obligation to do anything about it.

As noted in (a), on p. 3 above, WIAL should have had in place some means of relief for the hardship that the release of the draft Master Plan undoubtedly caused many people, prior to releasing the plan.

On 1 April 1992 WIAL announced that in response to community concern and because of the longer period of uncertainty now pertaining, it would buy residential properties immediately adjacent to the airport if people were suffering severe hardship because of delays in selling their houses. IRP raised a concern that existed among local residents that WIAL appeared to be acting as "judge, jury and executioner" over property in the area. This was because it was left to the WIAL Board to decide whether a person's hardship was severe enough to warrant purchase by WIAL. WIAL then instigated a negotiated process whereby the house owner and WIAL compared valuations and, if the difference was great, a third party valuation was made. Although this offer could have been made earlier, IRP recognised that, in the end, WIAL acted appropriately and responsibly.

After the revised Master Plan was announced in June 1993, only 20 residences were to be acquired. In July 1993, WIAL held a formal briefing for all real estate agents operating in the eastern suburbs. They are to be congratulated for this initiative.

The purchase arrangements offered to owners of 20 properties near the intersection of Calabar Road and Broadway appeared reasonable. However, recent consultation by the Panel with the affected residents near the Calabar Road and Broadway intersection has revealed that a few residents are not satisfied with the negotiation process. Some are still unsure about when they will be required to move. Some remember being first told during a house visit by WIAL in June 1993 that it was a long-term, 5-20 year plan. They then received a letter on 24 June 1993 saying that any construction was 5-8 years away. But when one interested party visited WIAL on April 19 1994 they were told development was only 2 years away.

After the June 1993 draft Master Plan 2 was announced, negotiations with the Miramar Golf Club concerned boundary adjustments and realignments of the golf course. During negotiations, however, the Golf Club was aware that, if negotiations fell through, WIAL could acquire all the golf course land because it had been designated "for airport purposes" since 1967.

(o) Future Airport Expansion

Following the release of draft Master Plan 1, WIAL's proposed land acquisition requirements were a source of great concern to the 180 property owners involved. With the CAA dispensation and the consequent removal of the need to acquire 160 of those properties, much of that concern was removed.

The Panel notes that there is no present expectation that any of the conditions attached to the dispensation (see (i) on p.5 above) will change, so requiring a reactivation of the purchasing requirements.

Of course no guarantees in regard to the above can be given. However, the Panel strongly recommends that WIAL keep the local community fully informed of any changes in CAA policy as they emerge.

(p) Public Information and Consultation

There was no public consultation in the period prior to the announcement of draft Master Plan 1. The period initially set aside for public debate and consultation after release of the draft Master Plan in December 1991 was inadequate. The Panel considers that WIAL grossly underestimated the amount of opposition there would be to, and the associated political debate that would be generated by, its 1991 draft Master Plan. IRP would like to emphasise that although WIAL had made some mistakes in public relations during the Master Plan process, it improved things considerably by making major revisions to the consultation process. The Panel encouraged WIAL in this regard. After substantial revision of the development options to undergo environmental assessment, IRP was satisfied that WIAL sought to address the major concerns of interested parties and was taking more account of airport neighbours.

IRP has periodically advised WIAL that its consideration of the public during the draft Master Plan process was 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." It was not adequately explained to the community that this study was put on hold pending the outcome of the Operational Studies .

(q) Adequacy of Investigations

As noted in (g) on p.4 above, IRP reviewed and made suggestions regarding the content and scope of all the specialist studies being set up as part of the EEA.

In addition, IRP requested peer reviews of the financial and statistical projections in draft Master Plan 1 to check the commercial sustainability of the Master Plan. In its public watchdog role, IRP needed to be satisfied so far as was possible that the ratepayers of Wellington and taxpayers would not be required to underwrite the Master Plan implementation should it not prove to be commercially viable. These peer reviews were undertaken and IRP was satisfied with the results.

When WIAL announced in June 1993 that development would take place substantially within existing boundaries, IRP agreed that some of the specialist studies were no longer required or could be curtailed (see those studies asterisked on p. 4 above).

(r) Airport Noise

The Panel does not think that the noise issue was adequately covered in the WIAL documentation sent to WCC for the District Plan Review. IRP wrote to WCC as part of its terms of reference requiring IRP to advise appropriate parties about the adequacy of the planning process. The noise issue was raised in IRP's 27 April 1994 comments on WIAL's documentation to the WCC Environment Committee. The Panel considered there was insufficient analysis of the options available or reasons for the approaches taken. These concerns were outlined in the above letter (see Appendix E).

(s) Runway End Safety Areas (RESA)

As noted above, RESA is one of the airport development issues of note still outstanding. WIAL has assured IRP that the question is not **if** it will develop RESA but **when**. The focus has now changed from runway width to length.

A key question is who should fund RESA development. It has not yet been resolved which of the various beneficiaries should pay for the runway end improvements.

WIAL signals the RESA issue on pp.59-73 of its Background Documentation for the WCC District Plan review and highlights matters that will need to be taken into account. IRP recognises that WIAL plans to involve industry and other interested parties in the consultation process.

(t) WIAL's Plan Submission for WCC District Plan Review

IRP understood that it would be reviewing WIAL's draft Plan Submission, Designation Requirements and Background Documentation before they were sent to WCC. It hoped to then attach its final report to the documents when they were sent to WCC. In the end, the documents were received too late by IRP to make this possible. The documents were received by the Panel's Secretary on 16 March 1994 and were due to WCC by 31 March 1994. The Panel sent its comments on WIAL's documentation directly to the WCC Environment Committee on 27 April 1994 (see Appendix E). The short time available for scrutiny meant that the Panel's comments were not as comprehensive as they might have been.

3. CONCLUSIONS

The conclusions reached represent the opinions of Panel members only. They do not necessarily represent the views of the general public or groups and organisations involved in the environmental assessment process.

The Panel believes the environmental assessment process was improved as a result of advice given to WIAL and its consultants, KRTA Ltd. The Panel suggested improvements to the scoping report and terms of reference for the specialist studies. The necessity to keep the public adequately informed was stressed at all times.

The benefits of an independent overview of the planning process helped to ensure:

- community consultation was appropriate;
- investigations identified the relevant issues;
- criteria for assessment decisions were adequate; and
- analysis of public concerns was adequate.

(a) Community Consultation

The Panel has concluded that lack of public consultation in the initial Master Plan process was a major shortcoming. Once WIAL realised the extent of public concern, it took steps to improve public consultative procedures. The Company announced a revised and considerably curtailed draft Master Plan in June 1993. In March 1994, after negotiations with residents and the Golf Club, WIAL was in a position to put a proposal to WCC which better met the needs of all affected parties.

(b) Adequacy of EEA Process

IRP concludes that the EEA process itself was adequate. It considers that the influence of an independent review panel led to a better process.

The appointment of IRP after the process had been under way for some time made the review task more difficult. There was some debate as to whether the Panel's terms of reference allowed it to review events prior to its appointment. Although subsequently resolved, IRP recommends that for future independent review panels the relationship between the Panel and the developer and the issues for review must be clearly established at the start. Also a review panel should review the entire process, not just from the inception of the panel.

An EEA process that begins so late in the decision-making process, that is, after the issue of a draft Master Plan, can never be wholly successful. Had an adequate EEA process been undertaken prior to the release of the draft Master Plan, it is unlikely that the proposal would have been made public in the form that it initially was. The process

of undertaking the EEA, and the careful analysis and checking resulting from IRP's involvement, resulted in reviews of many of the aspects which had driven the original draft Master Plan. The CAA dispensation which led to the more modest proposal arose directly from one of the specialist studies commissioned as part of the EEA. Because draft Master Plan 1 was modified, in the end a number of the specialist studies originally identified did not need to be undertaken. However, one central study - that relating to the noise issue - has not been adequately dealt with to date and was the subject of IRP's comments to WCC (see Appendix E).

The Panel is also concerned that draft Master Plan 2 has not been made as widely available as was draft Master Plan 1 and it will only be fully available when the proposed WCC District Plan is notified in July 1994.

(c) Matters Still Outstanding:

(i) Airport Noise

The EEA process did not extend to the noise issue (see 2(r) on p.10 above, 3(b) on p.12 above and Appendix E). This needs to be resolved as part of the WCC's District Plan process by making any airport designation subject to a condition which requires the preparation of a Noise Management Plan.

(ii) Emissions

The Panel notes that the Air Quality and Emissions Studies which were part of the planned EEA on draft Master Plan 1 were not carried out. It appreciates that dust and noise are the only emissions that need to be dealt with in the District Plan and that other emissions are the responsibility of the Wellington Regional Council.

Considering the expected increase in air traffic in the future and changes in aircraft type operating into and out of the airport, other air quality issues are likely to become more important.

The Panel therefore recommends to WIAL and Wellington Regional Council that preparation of an Air Quality Plan covering emissions (apart from dust and noise) from aircraft and land-based facilities should begin in the near future.

(iii) Runway End Safety Areas

As raised in 2(s), on p.10 above, the improvement of the runway end safety areas (RESA) is still outstanding. IRP expresses the hope that the consultation process will be an open one.

(d) Final Outcome

The level of public concern about the proposed airport development has diminished considerably. Initially, WIAL anticipated the eventual acquisition of 180 houses and a large part of the Miramar Golf Club's land. WIAL has now determined that development will be substantially within existing boundaries.

WIAL has now sent its draft Plan Submission, Designation Requirements and Background Documentation to WCC. IRP's task has been completed in that when the Proposed WCC District Plan is notified (scheduled for July 1994) the WIAL documentation required for full public debate and submissions in respect of the WCC District Plan will be a matter of public record.

APPENDICES

- A: Independent Review Panel: Terms of Reference**
- B: KRTA Ltd: Terms of Reference**
- C: Chronology of Events**
- D: WIAL 29 September 1992 Media Release**
- E: 27 April 1994 Letter from Review Panel to WCC Environment Committee**
- F: WIAL's Comments on IRP's Final Report**

APPENDIX A: 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
Mr Giff Davidson
Dame Miriam Dell
Mr John Egan
Dr Eric Palmer

Secretary: Carol Lough

APPENDIX B: KRTA Ltd Terms of Reference

In May 1992, the Review Panel decided that KRTA's terms of reference were unsatisfactory. Their terms of reference were amended after discussions with PCE, KRTA and WIAL. KRTA's terms of reference for production of an 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*Appendix B*

- 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.

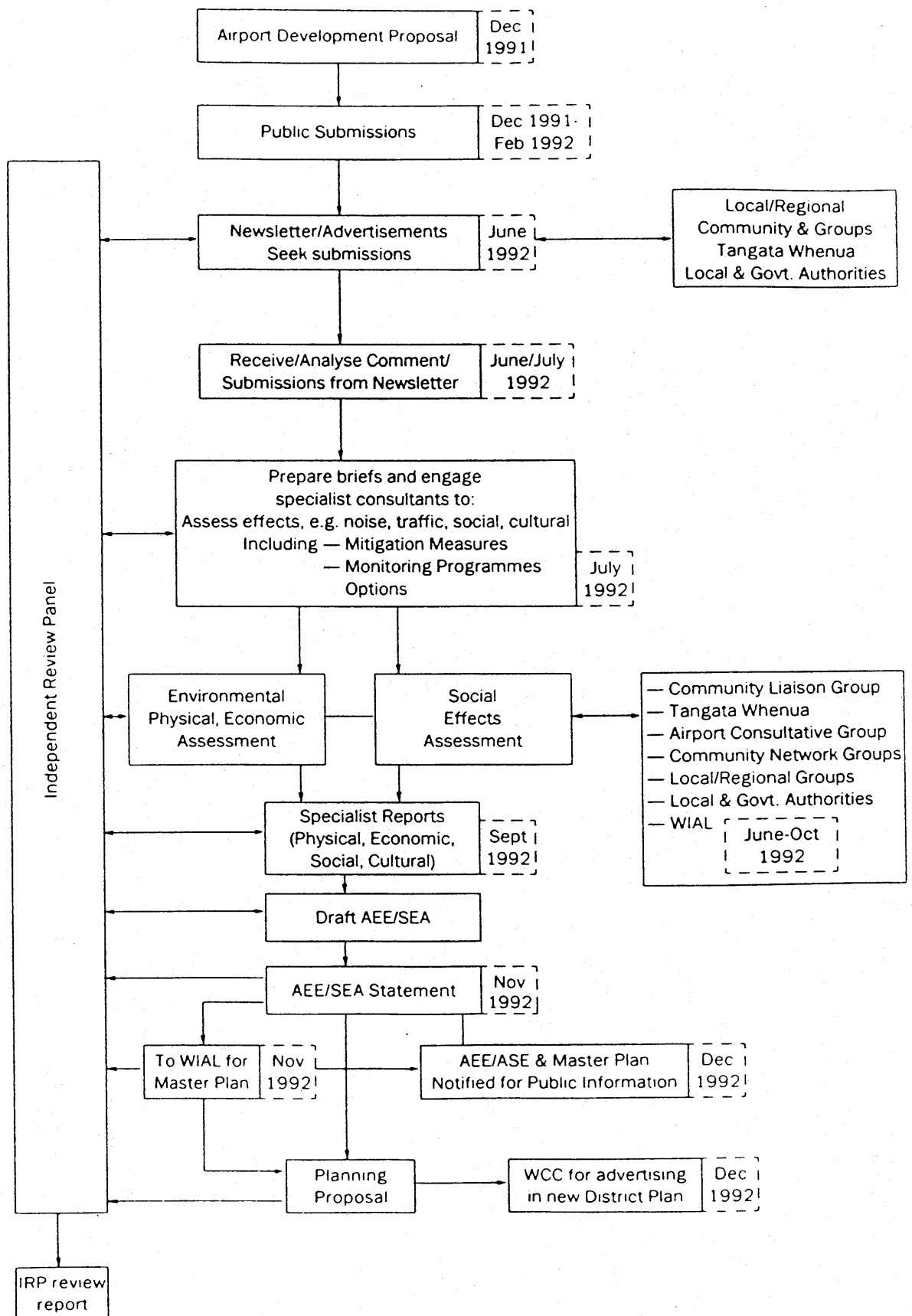
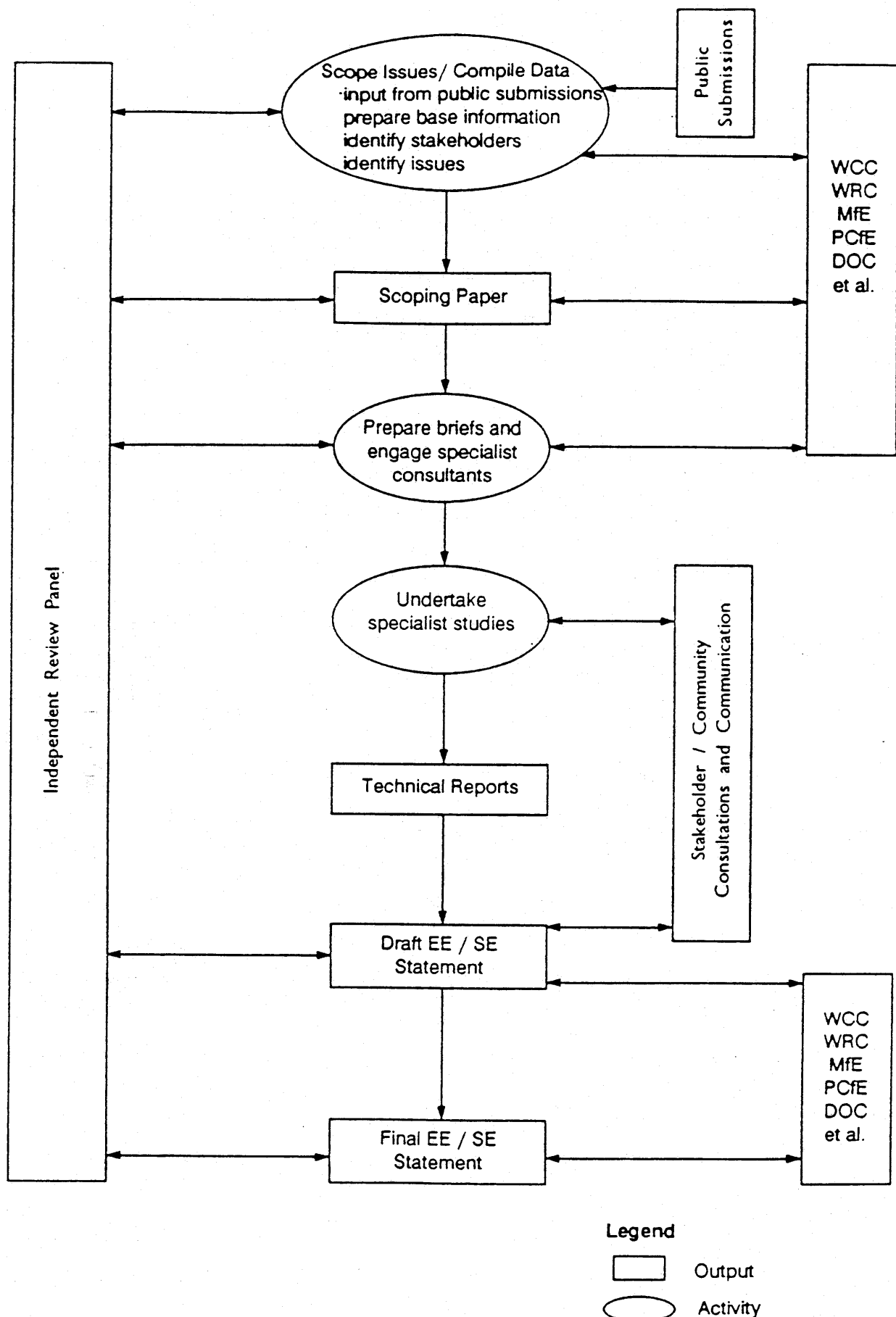


Fig.1: **AEE/SEA/Planning Process Flow chart**
Wellington International Airport
 (June 1992 Draft)



EEA / SEA Process Flow Chart

Fig 2.

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 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

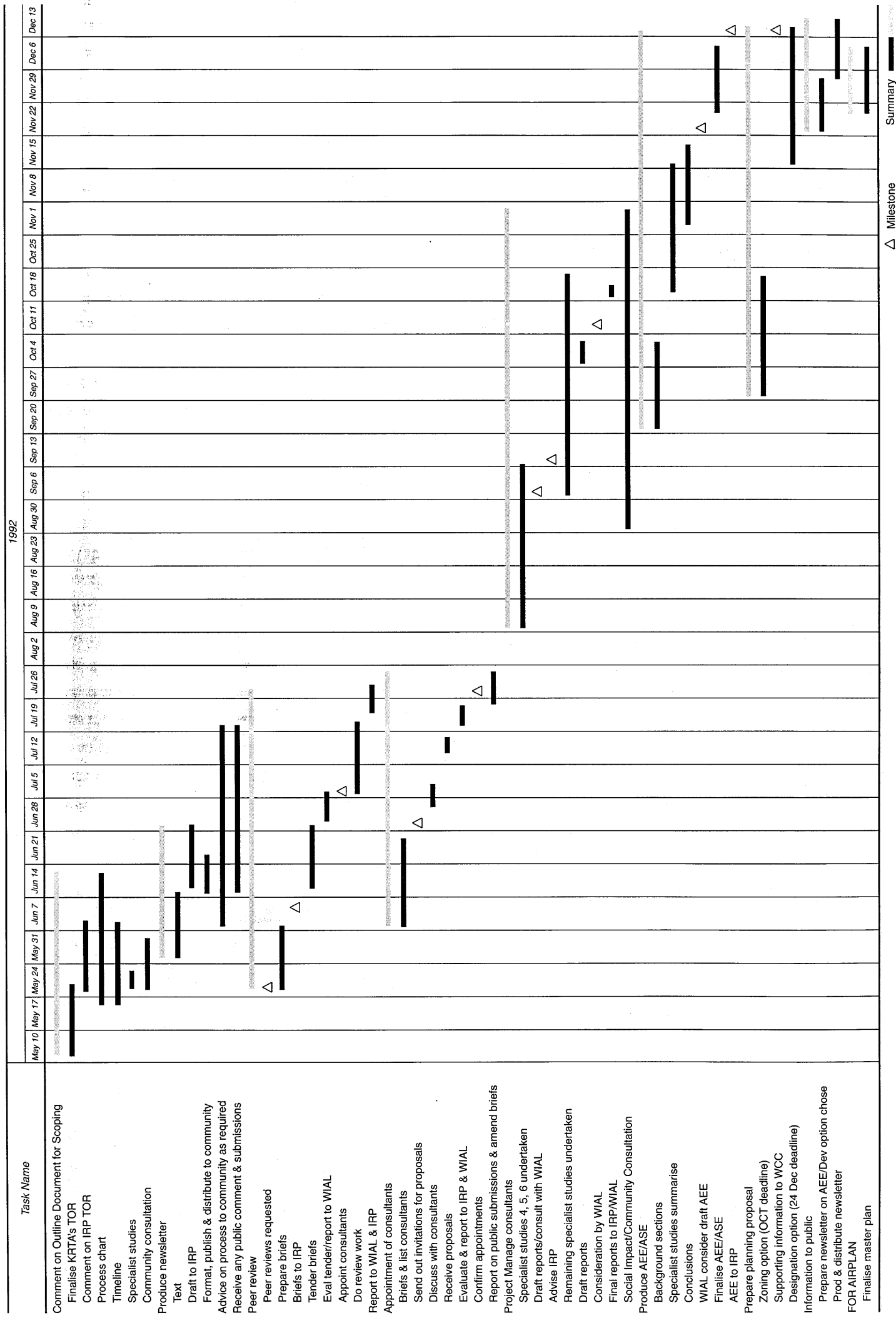
The following activities are proposed in relation to the consultation and communication with the stakeholders and general public during the course of the study:

- 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 4—Environmental Effects Assessment Timeline (17 August 1992)



APPENDIX C: CHRONOLOGY OF EVENTS

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

10 December 1991

Wellington International Airport Ltd (WIAL) 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 (PCE) 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.

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, updated information on EEA.

17 March 1992

Meeting of PCE and Wellington Airport Steering Committee to set budget for IRP and discuss draft IRP terms of reference.

18 March 1992

Media release by PCE announcing draft terms of reference for IRP. Announced that nominations for the 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 PCE press release and updating information about EEA.

1 April 1992

Media release from WIAL announcing that in response to community concern it would 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 Panel.

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.

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 his proposed Community Liaison Group about IRP.

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. IRP agreed 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 the total cost of EEA specialist studies to be in excess of budget provisions, that the scope of work be reviewed with the specialists and discussed with IRP.

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 PCE 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 also given.

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 runway 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 enquiring 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 between runway and taxiway 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 and to lease for five years a large construction zone at Moa Point for the sewerage 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 sewerage 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 were also 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: sewerage 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. Issues clarified.

30 July 1993

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

23 August 1993

WIAL letter to PCE outlining the next steps in the planning process.

August 1993

IRP presents their interim report to PCE. It outlined the activities of the Panel from its inception in May 1992 to the end of July 1993.

21 September 1993

IRP meeting attended in part by PCE and WIAL. Briefing by WIAL on WIAL draft Master Plan 2 activities.

November 1993

PCE report to the public on IRP's work to date released as a flier and distributed to the media, eastern suburbs residents' associations and other stakeholders.

December 1993 - March 1994

WIAL progress reports on negotiations with Miramar Golf Club over boundary adjustments periodically received by IRP.

16 March 1994

WIAL's draft Plan Submission, Designation Requirements and Background Documentation received by IRP's Secretary. IRP Chairman decides not possible for IRP to review documents, suggest amendments and have these incorporated before WIAL submitted them to WCC on 31 March 1994.

31 March 1994

WIAL's draft Plan Submission, Designation Requirements and Background Documentation submitted to WCC.

8 April 1994

IRP meeting to consider response to WIAL documentation.

20 April 1994

IRP meeting attended in part by PCE, WIAL and Morrison Morpeth (WIAL's lawyers). IRP's letter to WCC on WIAL's Plan Submission and Background Documentation was finalised.

22 April 1994

WIAL's negotiations with Miramar Golf Club on boundary adjustments and a realigned 18-hole course completed satisfactorily.

APPENDIX D: WIAL's Media Release of 29 September 1992**WELLINGTON AIRPORT WITHDRAWS FROM SEWERAGE
SCHEME NEGOTIATIONS**

Wellington International Airport Limited today announced it is withdrawing from negotiations for the sale of its land to Wellington City Council for the proposed Moa Point sewerage plant.

The WIAL board has reviewed the concerns of the local community toward the airport developing outside its existing boundaries and decided that it will withdraw immediately from the negotiations with the Council.

"This land must be retained for future development to mitigate the adverse impact of such developments on the nearby community," WIAL chairman Mr Denis Thom said.

"We advised the Council two years ago that we would discuss the sale of the land. In an endeavour to accommodate the Council we have been trying to agree terms for over 12 months but have been unable to reach a consensus. It is also important that we recognise the concern of local residents that the airport should be developed, as much as possible, within its existing boundaries."

There are a number of other major factors taken into consideration by the board in reaching its decision. They include:

- WIAL has no spare land because of its unique position at Rongotai.
- By retaining the Moa Point land it will reduce the necessity to acquire other land in the area.
- WIAL will retain access to a valuable source of fill to assist it with development of runway end safety area, should it be required.
- There is a basic incompatibility, from a planning point of view, between the two utilities.
- Finally, it now appears Wellington City Council is looking at alternative sites to Moa Point.

"It is for these compelling reasons that we have taken this decision," Mr Thom said. "It has not been taken lightly, but we believe it is in the best interests of the local community and future airport operations that the company retains ownership and control over all its land. This gives us options for future planning that would not exist if we sold the land," Mr Thom said.

The Wellington City Council is still free to pursue the matter through the statutory channels of the Public Works Act and the Resource Management Act.

WIAL is continuing to consider submissions on its draft master plan and the progress of the environmental effects assessment studies. A further announcement will be made shortly.

**APPENDIX E: 27 April 1994 Letter from Review Panel to WCC
Environment Committee**

27 April 1994

TC 2/3

The Chairperson
Environment Committee
Wellington City Council
PO Box 2199
WELLINGTON

Att: Lloyd Pallesen

Dear Sir

I request that you place the enclosed letter from the Wellington Airport Independent Review Panel on the agenda for your 6 May 1994 Environment Committee meeting.

I set up the Wellington Airport Independent Review Panel in 1992 after adverse public reaction to Wellington International Airport Ltd's (WIAL) release of its draft Master Plan in December 1991. The Independent Review Panel has been required to 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. I trust the results of the Independent Review Panel's work over this time will be useful to the Wellington City Council in its deliberations. In addition to this submission to the Environment Committee, the Wellington Airport Independent Review Panel will be delivering their final report to me before notification of the WCC District Plan in June 1994. I will then release a report that may assist the public with any submissions they make in relation to the provisions for the Airport in the WCC District Plan.

Yours faithfully

Helen R Hughes
Parliamentary Commissioner for the Environment

Copied to: Mr N Lewthwaite
Manager
Environment & Resource Management Services
Wellington City Council

27 April 1994

TC 2/3

The Chairperson
Environment Committee
Wellington City Council
PO Box 2199
WELLINGTON

Att: Lloyd Pallesen

Dear Sir

AIRPORT REVIEW PANEL'S COMMENTS ON WIAL'S PLAN SUBMISSION AND BACKGROUND DOCUMENTATION

The Wellington Airport Independent Review Panel received Wellington International Airport Ltd's (WIAL) draft Plan Submission, Designation Requirements and Background Documentation in the last week of March. We emphasise that the version of WIAL's Plan Submission we are commenting on here is that dated 15 March 1994. The version that the WCC Environment Committee is examining may have been modified by WCC officers. We understand that further modifications may be made as a result of an agreement reached between WIAL and the Miramar Golf Club prior to notification of the Proposed District Plan.

Miramar Golf Course

It has been generally understood that WIAL has no intention of pursuing the 9-hole course option (Concept 3) now that the realigned 18-hole course option (Concept 2) has been negotiated satisfactorily with the Golf Club. (Also see peer review conclusions on p.107 of Background Documentation.) The reason for applying at this stage for a designation to accommodate the reduced golf course is given in the last two paragraphs of 5.4.2 on p.149 of the Background Documentation. However, the total area of designation requested far exceeds the public understanding of WIAL's intentions. Therefore a proposed District Plan which may appear to the public as if it could incorporate Concept 3 is likely to give rise to unnecessary public debate, acrimony and concern.

The Independent Review Panel understands the reasons why, as an interim measure, WIAL is pursuing a designation over a wider area than is required for airport operations. The Panel is particularly concerned that the public should also understand these reasons. We have therefore written the attached letter to WIAL recommending it undertakes a community information programme at the time the proposed District Plan is notified to ensure that the reason for the wider designation are understood by the public.

Noise

The Review Panel does not think the noise issue has been adequately covered in the WIAL documentation. There is insufficient analysis of the options available or reasons for the approaches taken.

Purely for illustrative purposes, we will highlight instances below where we consider insufficient technical information has been provided. These comments are not necessarily comprehensive.

1. Noise Boundaries

The decision of where to put the 65 Ldn airnoise boundary is an important one. Its position is based on people's expectations, current technology and the extent to which noise reduction, made possible by, for example, the introduction of hushkits and new aircraft types would be negated by increased airport activity. To what extent has its position been based on current, as opposed to forecast, usage levels?

It appears from the NZ Standard for Airport Noise Management that various land use controls and appropriate acoustic insulation are required even at the 55 Ldn level of noise. If noise levels increase or, indeed, are not reduced to the extent promised by hushkitting, this imposes increased costs for acoustic insulation on residents within the 55 Ldn outer control boundary. There is a general requirement for parties to adopt the best practicable option to avoid, remedy and mitigate noise emissions, and the question of compensation in these instances should be discussed. It is therefore suggested that from now on, the baseline for airport noise analysis should be the current level of usage with hushkits fitted.

2. Noise Management Plan

The Independent Review Panel notes (p.26, Amended Requirement) an undertaking by WIAL to develop a Noise Management Plan for the area. The Panel suggests that WCC could make the designation subject to a condition which requires the preparation of a Noise Management Plan. This should be based on the 55 Ldn outer control boundary. The Noise Management Plan would also establish a timeframe for its preparation and approval by WCC (or an officer with delegated authority) and requirements for ongoing review. The Noise Management Plan should address off-site effects as well as noise generation issues.

3. Variations from Current Practice

There is insufficient information given about how permitted operations differ from the current operational situation, for example, the night curfew hours. What is permitted under the proposed plan and requirement is substantially different from current practice. There is a need for the public to be aware of such matters.

4. Holiday Periods

In the Amended Designation document, under 5.2.5(b)(ii) on p.17, 'holiday periods' should be defined.

5. Definition of "Noise Levels"

Also in the Amended Designation document, under 5.2.5(d) on p.18, we understand the permitted noise emission levels from land use activities are **additional** to those permitted from aircraft. Can there not be rules set to control the **cumulative** emission of noise from the airport?

6. Exclusion of GPU's and APU's

We question the need to 'temporarily' exempt aircraft-mounted auxiliary power units (APU's) and ground-based portable power generators (GPU's) from general land use noise controls (pp.116-117). We understand that most aircraft, given the current terminal layout, already comply with the proposed rules. We also understand that GPU's can be substituted by mains supply and WIAL is moving to achieve this. Given these circumstances we believe either that such activities should not be excluded from the noise rules, or that a specified time limit (x years) should apply to the exclusion.

Discretionary Activities (pp.12-13, Plan Submission)

The Independent Review Panel understands, on the basis of the documentation available to it, that if WIAL were planning to depart from the rules set up for activities (i)-(xi) on p.13, there would be no need for the public to be notified. Not even the adjoining landowners would need to be notified (p.13, para.1). Non-notifiable decisions would be made by WCC officers rather than by Councillors in a public arena. It is suggested that these departures from the rules should only be non-notified if the effect of an activity is minor and the written approval of all affected persons is obtained (s.94(2) Resource Management Act 1991).

Buffer Zones

Provision for landscaping and screening is outlined on p.3 of the Plan Submission. Because of the scale, significance and location of the Airport, WCC may wish to consider a landscape development plan for the whole area, involving community consultation. This would be in accord with the precinct concept for the airport and adjacent areas, and should include nearby roads and foreshore areas.

Tangata Whenua Consultation

The Review Panel notes that WIAL has not consulted tangata whenua about their development plans although it understands that the Wellington Tenth Trust was approached but did not respond. The airport development plans may be something the WCC Maori Committee may wish to address.

I trust the Review Panel's comments will be useful to the WCC in the production of the District Plan. In addition to its final report to the Parliamentary Commissioner for the Environment, the Review Panel will be releasing a press statement when the proposed District Plan is released to increase public awareness of the opportunity to comment.

Yours sincerely

Brian Tyler
Chairperson
Wellington Airport Independent Review Panel

Copied to: Mr Don Huse
Chief Executive
WIAL

27 April 1994

TC 2/3

Mr Don Huse
Chief Executive
WIAL
PO Box 21037
WELLINGTON

Dear Mr Huse

The Independent Review Panel has been developing its response to the 15 March 1994 documentation provided by WIAL to WCC relating to the District Plan Review.

At this stage, the Review Panel's comments must be confined to matters which are relevant to WCC's planning responsibilities under the Resource Management Act and the said documentation of 15 March 1994.

One matter we have brought to the attention of WCC is the potential public concern which may arise as a result of the District Plan continuing to show a designation of land for airport purposes which is substantially larger than the area required for airport use.

To ensure that the public does not misunderstand WIAL's intentions, we strongly recommend that WIAL undertake a public information exercise to explain its intentions at the time the District Plan is publicly notified.

We are certain that WIAL wishes to ensure that both its and the public's interests are met by provision of information which will explain the reasons for the designation as an interim measure.

Yours sincerely

Brian Tyler
Wellington Airport Independent Review Panel

Copied to: The Chairperson
 Environment Committee
 Wellington City Council

Wellington International Airport Limited

APPENDIX F

Domestic Terminal, Stewart Duff Drive, Rongotai

P.O. Box 21037, Wellington, New Zealand

Telephone 0-4-388 8500, Facsimile 0-4-388 4912

Reply by Wellington International Airport Limited (WIAL) to Report of Independent Review Panel (IRP)

1. On the issues of significant public concern WIAL notes that the IRP has concluded in respect of its terms of reference that:
 - the EEA process was adequate;
 - the planning proposal WIAL put forward better met the needs of all affected parties;
 - community consultation was appropriate;
 - investigations identified the relevant issues;
 - criteria for assessment decision were adequate;
 - analysis of public concerns was adequate.
2. In reaching those conclusions the IRP has identified what in the IRP's opinion are some shortcomings with the process adopted by WIAL. WIAL has discussed these with the IRP, and remains at variance with the IRP on a number of matters. The pending public notification of the proposed Wellington City Council ("WCC") District Plan means both the WIAL documentation and any evidence to be adduced on its behalf will be a matter for public record. For this reason WIAL will comment only on four significant issues. These will no doubt be further debated through the District Plan Review Process. They are:
 - The Planning and Consultation Process;
 - Property Acquisition;
 - Information exchanges;
 - Noise/Emissions.

PLANNING AND CONSULTATION PROCESS

3. In 1991 WIAL proposed to formulate and disseminate a Master Plan followed by an appropriate Assessment of Effects on the Environment necessary to support a District Plan Change.
4. The first draft Master Plan issued in December 1991 was not produced out of a vacuum. WIAL's first step was to consult with aviation industry representatives, industry regulators, local and regional council representatives, government agencies and strategic advisors over a six month period before publicly announcing a draft Master Plan. This process involved the obtaining of much expert advice and the commissioning of a number of reports to enable WIAL to assess various options and their effects. WIAL commenced consultation with occupants of directly affected properties simultaneously with the release of the draft Master Plan.
5. The significant impact of the intervention in that process, by the Parliamentary Commissioner for the Environment in January 1992, had the effect of bringing forward production of an EEA, with delay to the Master Plan process. A second influential factor was the initial announcement by WCC of the timing for the review of its Transitional District Plan. A third factor of influence was the ultimate approval by the Civil Aviation Authority in accordance with AC139.06 (introduced on 1/8/92) that, subject to certain conditions, the runway/taxiway separation could remain in its present form.
6. The influence of the latter two factors fundamentally changed WIAL's approach to its planning and consultation processes. The WCC District Plan Review, shortly to be publicly notified, will be the appropriate forum for public debate as provided for by the Resource Management Act 1991.
7. The observations made by the IRP (page 8 (n) and page 9 (p)) need to be read in that context. WIAL does not accept that the cost and duration of the process might have been significantly less had it embarked upon an EEA process before publication of the first draft Master Plan. The same assessment process and timings were necessary for the District Plan Review process regardless of the priority adopted.

8. Further, WIAL did intend the draft Master Plan to be draft (page 6(j)); the files clearly show this. The IRP statement that "... this may have not been intended", unfairly infers WIAL's approach was contrary to this.

PROPERTY ACQUISITION

9. *"... IRP recognised that, in the end, WIAL acted appropriately and responsibly."*
(page 8(n))

The IRP's concern was that WIAL should have had mechanisms in place to relieve hardship consequential upon the release of the draft Master Plan. WIAL's perspective at that time was that the hardship issue would be better addressed by prompt finalisation of the Master Plan and acquisition thereafter of any property offered to it. It is incorrect for the IRP to say (at 2(a)) that WIAL should have had in place some means of relief prior to releasing the Plan. By expediting the Master Plan process, WIAL's concern was to alleviate any hardship arising from property devaluation.

10. The IRP reports that "a few" residents in intersection area remain unhappy with purchase arrangements. The circumstances of the case cited are known to WIAL, but remain confidential as they relate to sale and purchase discussions between the parties. WIAL believes the IRP should state how many individuals were contacted and the nature and number of responses received.

INFORMATION EXCHANGES

11. The IRP observes that communication problems existed between WIAL/KRTA and the IRP. The inference in the report is that WIAL withheld information from the panel. WIAL absolutely disputes this. WIAL's files were open to the IRP for its review.

AIRPORT NOISE

12. WIAL does not accept that the EEA process was inadequate in respect of the noise issue. WIAL is but one of a number of interested parties assisting WCC to formulate appropriate District Plan Review proposals in respect of the noise issue. Together with WCC, WIAL has invested in

scientific monitoring equipment to assess airport noise. WIAL is the only airport company in New Zealand to make this investment. A WIAL representative has chaired the Airport Noise Committee and WIAL representatives have liaised directly with local residents and their interest groups. WIAL's involvement in the noise issue has not resulted in a comprehensive report being produced by it, because that issue has been taken up by WCC in recognition of its responsibilities in respect of aircraft noise. Further scope for community consultation exists when WCC's District Plan Review is notified.

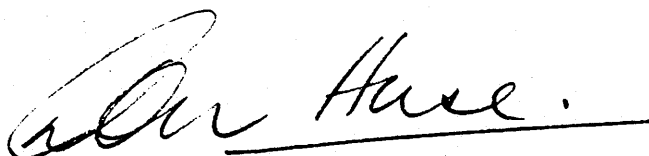
FINAL OUTCOME

13. The IRP correctly reports that WIAL is now able to undertake its developments substantially within its own boundaries. The level of concern from local residents has diminished considerably. This is a result of the planning initiatives undertaken by WIAL in an honest, credible and transparent fashion.
14. In respect of the IRP's recommendation, WIAL intends participating in WRC's proposed air quality plan. Similarly, WIAL intends that the planning and consultation process for enhancements to the runway end conditions will be an open one.

CONCLUSION

15. WIAL reserves its position on matters where it remains at variance with the IRP.
16. The timing of the initial commencement of the review of its Transitional District Plan by WCC was a major influence in WIAL's furtherance of its Master Plan process.
17. WIAL, as did many others, took part in the consultative process adopted by WCC when reviewing its Transitional District Plan.
18. WIAL understands that it is WCC's intention to publicly notify its District Plan Review on 27 July 1994. Only then will WCC's planning intentions in respect of the Airport be made public.

19. It is at that time that both WIAL and all interested persons may take part in the public participation and hearings processes as provided for in terms of the Resource Management Act.
20. While the IRP has completed its involvement with the airport planning process, that process will be continued in another forum - an open public forum.

A handwritten signature in dark ink, appearing to read "Don Huse", written over a horizontal line.

Don Huse
Chief Executive
Wellington International Airport Limited
28 June 1994

