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CITY OF BUSSELTON

MINUTES FOR THE AIRPORT ADVISORY COMMITTEE MEETING HELD ON 23 JANUARY 2017

TABLE OF CONTENTS

ITEM NO.	SUBJECT	PAGE NO.
1.	DECLARATION OF OPENING AND ANNOUNCEMENT OF VISITORS.....	2
2.	ATTENDANCE	2
3.	PUBLIC QUESTION TIME.....	2
4.	DISCLOSURE OF INTERESTS	2
5.	CONFIRMATION OF MINUTES	2
5.1	Minutes of the Airport Advisory Committee Meeting held 19 October 2016	2
6.	REPORTS	3
6.1	BUSSELTON-MARGARET RIVER AIRPORT - AIRPORT UPDATE	3
6.2	BUSSELTON-MARGARET RIVER AIRPORT - NOISE MANAGEMENT PLAN	7
6.3	BUSSELTON-MARGARET RIVER AIRPORT - POST PROJECT GOVERNANCE REVIEW	20
7.	GENERAL DISCUSSION ITEMS	23
8.	NEXT MEETING DATE	23
9.	CLOSURE	23

MINUTES

MINUTES OF A MEETING OF THE AIRPORT ADVISORY COMMITTEE HELD IN MEETING ROOM A, CITY ADMINISTRATION SITE, HARRIS ROAD, BUSSELTON, ON 23 JANUARY 2017 AT 10.00AM.

1. DECLARATION OF OPENING AND ANNOUNCEMENT OF VISITORS

The Presiding Member opened the meeting at 10.02am.

2. ATTENDANCE

Presiding Member:

Cr Gordon Bleechmore

Members:

Cr John McCallum
Cr Coralie Tarbotton
Cr Paul Carter

Officers:

Mr Mike Archer, Chief Executive Officer (from 10.03am)
Mrs Naomi Searle, Director, Community and Commercial Services
Mrs Jenny May, Manager, Commercial Services
Mr David Russell, Airport Operations Coordinator
Ms Leigh Sly, Executive Assistant to the CEO (from 10.03am)
Miss Hayley Barge, Administration Officer, Governance

Apologies

Nil

Approved Leave of Absence

Nil

3. PUBLIC QUESTION TIME

Nil

4. DISCLOSURE OF INTERESTS

Nil

5. CONFIRMATION OF MINUTES

5.1 Minutes of the Airport Advisory Committee Meeting held 19 October 2016

Committee Decision

AIR1701/029 Moved Councillor J McCallum, seconded Councillor P Carter

That the Minutes of the Airport Advisory Committee Meeting held 19 October 2016 be confirmed as a true and correct record.

CARRIED 4/0

6. REPORTS

6.1 BUSSELTON-MARGARET RIVER AIRPORT - AIRPORT UPDATE

SUBJECT INDEX:	Busselton-Margaret River Airport
STRATEGIC OBJECTIVE:	Infrastructure assets are well maintained and responsibly managed to provide for future generations.
BUSINESS UNIT:	Commercial Services
ACTIVITY UNIT:	Busselton-Margaret River Airport
REPORTING OFFICER:	Manager, Commercial Services - Jennifer May
AUTHORISING OFFICER:	Director, Community and Commercial Services - Naomi Searle
VOTING REQUIREMENT:	Simple Majority
ATTACHMENTS:	Nil

10.03am at this time the Chief Executive Officer and the Executive Assistant to the CEO, entered the meeting.

PRÉCIS

This report provides an overview on the Busselton-Margaret River Airport (BMRA) operations and activities for the reporting period 1 October 2016 to 31 December 2016.

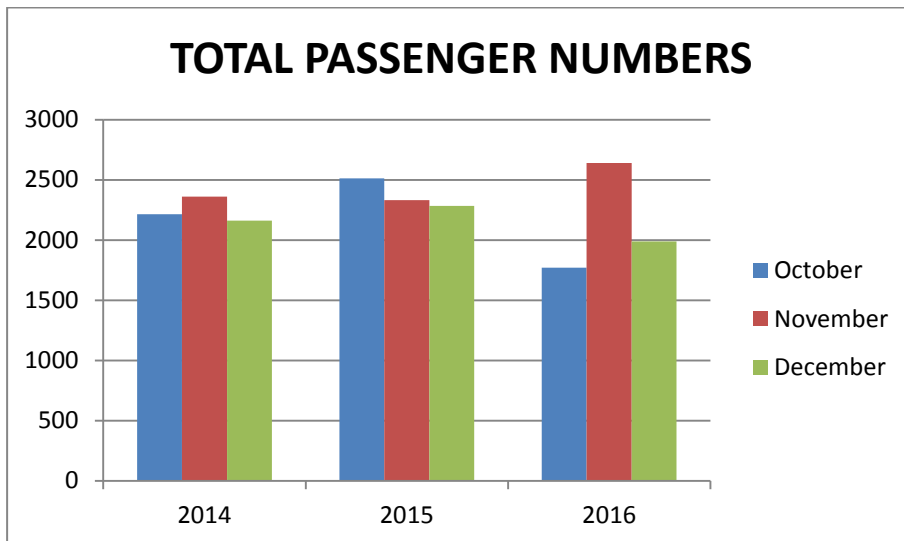
BACKGROUND

The BMRA has seen a decline in the overall FIFO passenger numbers compared to the same period for 2015 which can be attributed to the withdrawal of the Maroomba / Ad Astral services to the Karara mine site in December 2015. However, FIFO passenger numbers relating to the Virgin Australia Regional Airlines (VARA) services remain in line with previous years.

Below is a table indicating the number of all FIFO/ Charter passengers travelling through BMRA for the reporting period 1 October 2016 to 31 December 2016:

	Departing FIFO/Charter Passengers			Arriving FIFO/Charter Passengers		
	2014	2015	2016	2014	2015	2016
October	1039	1222	1002	862	890	769
November	1054	1195	1236	826	936	1004
December	1065	1290	997	945	994	842
TOTAL	3158	3707	3235	2633	2820	2615

The graph below shows the total number of passenger numbers for October – December for 2014-2016.



The total number of departing FIFO services from BMRA is currently 10 flights per week.

A total of 1306 aircraft landings were recorded for the period October-December 2016, a decrease from the numbers reported for the same period in 2015 (1447) and 2014 (1510).

STATUTORY ENVIRONMENT

The BMRA operates in accordance with the following: Aviation Transport Security Act 2004, Aviation Transport Security Regulations 2005, CASA MOS 139, Council’s Transport Security Plan and City policies and procedures.

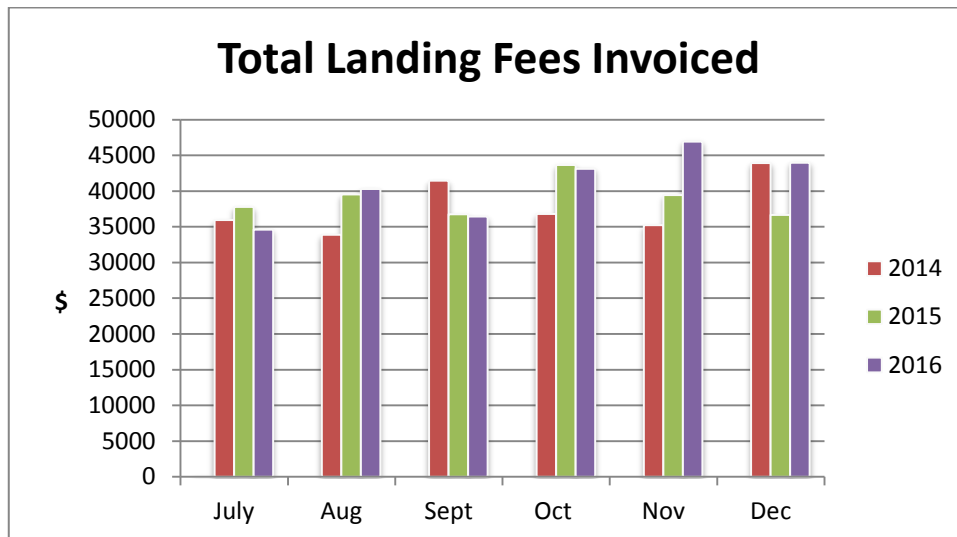
RELEVANT PLANS AND POLICIES

There are no policy implications with this report.

FINANCIAL IMPLICATIONS

Airport revenue for the 2016/2017 financial year to 31 December is \$430,263 compared to a projected year to date (YTD) budget of \$557,968. The main reasons for revenue being less than expected is due to the City having not received payment of VARA’s passenger fees for November and December estimated at \$44,000, and outstanding Avdata landing fee collection for November and December estimated at \$70,000. Car parking revenue is less than expected with an income of \$121,232 compared to the projected YTD budget of \$132,498 which has been impacted by slightly decreased passenger numbers.

The graph below shows the total landing fees invoiced by Avdata for the reporting period October-December 2016 in comparison to the same period for 2014 and 2015, noting that that the City may not have received the total amount invoiced.



Airport expenditure for 1 October 2016 to 31 December 2016 is \$62,660 compared to a projected YTD Budget amount of \$154,699. Expenditure is less than expected due to some of maintenance tasks being deferred and lower than expected wages YTD expenditure.

There are no financial implications as a result of this report.

Long-term Financial Plan Implications

There are no financial implications as a result of this report.

STRATEGIC COMMUNITY OBJECTIVES

The BMRA is consistent with following the City of Busselton's Strategic Objectives:

Well Planned, Vibrant and Active Places:

- Infrastructure Assets that are well maintained and responsibly managed to provide for future generations;
- Connected City of Busselton Transport options that provide greater links within our district and increase capacity for community participation.

RISK ASSESSMENT

An assessment of the potential implications of implementing the officer recommendation has been undertaken using the City's risk assessment framework. The assessment sought to identify 'downside' risks only rather than 'upside' risks and where the risk, following implementation of controls, has been identified as medium or greater. No such risks were identified.

CONSULTATION

Consultation with Department of Transport, South West Development Commission, Aviation Projects, Government agencies, Airport stakeholders, Office of Transport Security (OTS), Civil Aviation Safety Authority (CASA), Virgin Australia Regional Airline, the Busselton Aero Club, Service Agencies, Albany, Esperance, Geraldton Airports and Australian Airports Association has been occurring on a regular basis concerning many topics and issues relating to the Airport.

OFFICER COMMENT

FIFO/ Charter passenger numbers through the BMRA have decreased slightly compared to the same period last year and officers expect passenger numbers to remain in line with budgeted forecasts for the remainder of the financial year.

The October-December period has seen operational improvements, maintenance and scheduled inspections taking place including:

- development of an 'Airside Vehicle Handbook' to be included in the contractor induction process;
- further updates to the Wildlife Management Plan; and
- completion of apron line markings.

Officers are also assessing new drone rules introduced by CASA in early October and any potential impact to the City and are proposing a draft policy be prepared in the first half of 2017. Officers have attended industry meetings with CASA regarding aviation safety and the W.A. Police South West Joint Investigation Group incorporating protective security and critical Infrastructure in the region.

CONCLUSION

The wet weather earlier in the quarter and machinery breakdowns have delayed some maintenance over the spring period however the mowing program and planned maintenance are now on track. The airport operations team are preparing for the mobilisation of Ertech with the commencement of the airside construction for the BMRA expansion in February. Officers will be implementing an Airport user and stakeholder communications plan from January 2017 to ensure that a high level of customer service and information is available to all users and airport safety is maintained during the airport expansion project.

OPTIONS

The Airport Advisory Committee chooses not to accept the Officers report.

TIMELINE FOR IMPLEMENTATION OF OFFICER RECOMMENDATION

Not Applicable.

Committee Decision and Officer Recommendation

AIR1701/030 Moved Councillor J McCallum, seconded Councillor C Tarbotton

That the Airport Advisory Committee receives and note the Airport operations report.

CARRIED 4/0

Note: The CEO and the Manager of Commercial Services discussed with the Committee that the leases of two hangars are due to expire in 2018 with a third due to expire in 2019 which has a ten year option. It would be advantageous to purchase the two hangars that are due to expire in 2018 as per the lease agreement, and rehusing the third hangar with one of these so that hangar three can be used as a depot / freight services.

6.2 BUSSELTON-MARGARET RIVER AIRPORT - NOISE MANAGEMENT PLAN

SUBJECT INDEX:	Busselton-Margaret River Airport
STRATEGIC OBJECTIVE:	Infrastructure assets are well maintained and responsibly managed to provide for future generations.
BUSINESS UNIT:	Commercial Services
ACTIVITY UNIT:	Busselton-Margaret River Airport
REPORTING OFFICER:	Manager, Commercial Services - Jennifer May
AUTHORISING OFFICER:	Director, Community and Commercial Services - Naomi Searle
VOTING REQUIREMENT:	Simple Majority
ATTACHMENTS:	Attachment A Draft Noise Management Plan 2017 Final ↗

PRÉCIS

This report presents the updated Busselton-Margaret River Airport Noise Management Plan (2017) (NMP) following notification from the Office of the Environmental Protection Authority that the environmental approval for the Airport Development Project is to be set at the level of Public Environmental Review. The revised NMP (2017) will be advertised for public comment and be submitted to the Office of the Environmental Protection Authority as part of the Public Environment Review (PER) referral.

BACKGROUND

The concept of a Noise Management Plan (NMP) for the Busselton Regional Airport (BRA) was first initiated in 2009 when environmental consulting firm Strategen was engaged to prepare a NMP. This was in response to the first Fly in Fly out (FIFO) services commencing at the BRA and the need to address the restrictive hours of operations and conditions specified in Ministerial Statement 399 approved by the Minister for the Environment (October 1995). The key elements of Statement 399, that the then Shire of Busselton was looking to revise and seek approval from the Office of the Environmental Protection Authority (OEPA) and Minister for the Environment were;

“4.2 To achieve the objectives of condition 4.1, at all times during the operation of the aerodrome, the proponent shall ensure that noise emissions from the aerodrome activities, including emissions from aircraft using the aerodrome, do not cause noise levels at any residential premises in occupation to exceed an average of 55 dB(A)Ldn or a maximum of 65 dB L a slow, unless a specific variation to the maximum noise level is agreed to by the Minister for the Environment on advice of the Department of Environment and Conservation and following consultation with relevant agencies.

4.3 Where a variation has been granted by the Minister for the environment, as referred to in condition 4.2, the variation may only apply for operation between 0700 hours and 2200 hours, and the proponent shall ensure that the maximum noise level does not exceed 80 dB La slow and that the number of flights is limited ”

A variation, described in condition 4.3 had been granted by the Minister for the Environment to allow two (2) flights per day between the hours of 0700 and 2200 with aircraft noise to be limited to 80 dB(A) to enable the first Skywest Airlines Fokker100 FIFO operations to commence.

Strategen was engaged to prepare a draft NMP that was presented to the then Airport Advisory Group (AAG). The AAG was a working group made up of community members, three Shire Councillors, and representatives from the Busselton and Dunsborough Chambers of Commerce, Geopraphe Bay Tourism Association and the Busselton Aero Club.

The draft NMP was further developed by the AAG and in July 2010 a draft plan was presented to the Council for review and consideration. Furthermore, at this time the AAG was transitioned to an

official committee of the Council, the Airport Advisory Committee (AAC), with four nominated Councillors. In October 2010, the newly formed AAC requested City staff to review and update the draft NMP (developed by the AAG) and present a final draft to the Council for endorsement prior to being submitted to the OEPA for consideration. A final draft version of the NMP was presented to the Council for endorsement on 15 December 2010 followed by submission to the OEPA on the 1 February 2011.

A lengthy consultation period occurred with the OEPA, including a public consultation period of four weeks, prior to a final NMP being submitted to the OEPA Board for consideration and referral to the Minister of the Environment; Water for approval. The City of Busselton's Noise Management Plan (June 2012) was approved as part of Ministerial Statement 901 on the 22 June 2012.

In accordance with Condition 4 of Statement 901, the City of Busselton has the opportunity to review and submit proposed amendments or updates to the NMP. In a report presented to the Council at its meeting on 28 August 2013, City Officers presented a number of proposed changes, some were considered minor or not technical in nature and hence did not change the intent of the existing NMP. However, some of the proposed changes to the Hours of Operations were considered material under Condition 4-2 of Statement 901 and were advertised for public comment. Following Council endorsement, City Officers submitted a proposed, amended NMP to the OEPA for review and approval was given in September 2013.

The OEPA assessment resulted in the proposed material amendments being resubmitted by the City of Busselton as a Section 46 application under the Environmental Protection Act (1986) in March 2014. Following further discussions with the OEPA and gaining agreement on the proposed amendments, the City of Busselton submitted a final revised version of the NMP in December 2014, which came into effect in July 2015.

In June 2015, the State Government committed to funding the upgrade of the BRA. After reviewing a rigorous Business Case submitted by the South West Development Commission in 2013, and considering the views of the Steering Committee appointed by the then Minister for Transport to oversee the development of the Business Case, the Government publically committed to allocating funding for the redevelopment of the BRA.

The Airport Development Project Team was established soon after the funding announcement and one of the priority approval processes identified for the project was the environmental approvals required from the Minister of the Environment; Heritage. The environmental approvals require the City of Busselton to apply to the Office of Environmental Protection Authority (OEPA) to amend the proposal description that underlies the current Ministerial Statement 901 and submit a revised NMP that will allow for proposed interstate and international jet air services resulting from the Airport Development Project. Following consultation with the OEPA, a referral was submitted to the OEPA proposing an Assessment of Proponent Information-Category A (API-A) assessment to amend the existing Ministerial Statement and implement a revised NMP in June 2016.

On 30 November 2016 the City was notified that the level of environmental assessment for the BMRA Development Project determined by the OEPA was to be a Public Environmental Review (PER). To ensure that the construction activities could proceed in parallel to the PER, the City submitted an application under section 43A (s45A) to amend the previously submitted referral to remove the airside and landside construction components, thus leaving the future aircraft operational components associated with the Development project subject to assessment through the PER process. The City also submitted an application under section 45C (s45C) application (in accordance with Statement 901 and 1009) to allow the airside and landside construction activities to proceed as the proposed construction activities were unlikely to result in a significant detrimental effect on the environment in addition to, or different from, the effect of the original proposal. The OEPA notified the City on 15 December 2016 that the applications under s43A and s45C had been approved

however noting that the s45C approval does not replace any responsibilities the City has in seeking other approvals to implement the changes associated with the Development Project operations subject to the conditions of Ministerial Statements 901 and 1009, including that the timing and number of aircraft must still be consistent with the approved Noise Management Plan required by condition 4-1 of Statement 1009.

The determination that the City is required to conduct a PER referral process for the operational components of the Development Project have provided an opportunity for the City to review the draft NMP (2016) taking into consideration comments and feedback received from the community and airport stakeholders prior to the draft NMP (2016) being put out for further public consultation and comment. This includes comments received from community members regarding the future hours of operations and feedback from the Busselton Aero Club regarding the flight training guidelines, and proposes additional updates to the proposed changes highlighted in the draft NMP (2016) version. For clarity, this report details the proposed changes from the NMP (2015) version as 2016 and 2017 proposed amendments separately. It should be noted that the changes included in the draft NMP (2016) version were advertised for public comment and all submissions and the draft NMP (2016) were submitted to the OEPA.

Proposed NMP amendments 2016 version

The key changes to the NMP (2015) that were incorporated in the draft NMP (2016) version included amendments to the current hours of operations, noise acceptability criteria, noise reduction measures and amelioration. The proposed amendments can be summarised into the following key areas listed below;

Description	Chapter(s) of the NMP	Comments relating to proposed NMP (2016)
Grammatical updates	All	Includes amendments such as airport name change (BRA-BMRRRA), typographical errors, index page update, addition of terms to 'Definitions page' etc These changes do not change the intent of the NMP (2015).
Inclusion of Airport Development Project information	Background (p3) Objectives for Development (p5)	Information relating to the upgrade of the Airport has been added as context in describing the future operations, expansion of infrastructure and objectives including management of aircraft noise.
Standard Operating hours	3.1.3 Standard Hours of Operations (p13-15)	<ol style="list-style-type: none"> 1. Number of operating categories has been reduced from five to three (See Table 3) – Light and General Aviation categories have been combined into one; Open & closed Charter Flights and RPT services have been combined into one category. 2. In combining the Light Aviation and General Aviation categories the requirement for light aviation / Single Engine Aircraft under 2000kg MTOW not to exceed 65dB(A) has been removed. 3. All operating categories have unrestricted operating hours subject to aircraft noise not exceeding 85dB(A) and aircraft >5,700kgs

		MTOW requiring approval to operate.
Flight Training	3.1.5 Flight Training Guidelines (p19-22)	<ol style="list-style-type: none"> 1. Aircraft type has been amended to include "Single engine aircraft" under 1500kgs MTOW 2. Single engine aircraft noise emissions has been changed from 'to be less than 65dB(A)' to 'to be less than 85 dB(A)'. 3. Times for flight training operations amended to Mon-Fri 8am – last light; Saturdays, Sundays and Public Holidays 9am -5pm.
Non-Conforming Activities	3.3.2 Approval for Non-Conforming Activity (p25-26)	Based on the assumption that the proposed amendments to the Standard Hours of operations are accepted this section will be deleted.
Methods for determining Noise Impacts and reduction measures	6.2 Noise reduction, Amelioration and Measures (p32-33)	<ol style="list-style-type: none"> 1. Added information relating to the City's decision to adopt the AS2021;2015 Acoustics – Aircraft noise intrusion – Building siting and construction. 2. Added information on the preparation and use of ANECs and N-contours for the developed Airport.
Noise Acceptability Criterion	6.2.1 Noise Reduction Parameters (p33)	Inserted the acceptability definitions and noise levels detailed in AS2021;2015 Section 2.3 and Table E1.
Noise Amelioration	6.2.2 noise Amelioration as a Noise Reduction Technique (p34)	Inserted the building site acceptability criteria detailed in AS2021;2015 Table 2.1 and Table E1.
Implementation of NMP	9.3 Implementation Priorities (p45)	Deleted this section as originally included to detail the implementation actions of the NMP approved in 2012.

Subsequent to the recent public consultation process, the following summarises the proposed changes to the draft NMP (2016), now referred to as the draft NMP (2017);

Description	Chapter(s) of the NMP	Comments relating to proposed NMP (2017)
Grammatical updates	All	Includes amendments such as airport name change (BMRRA - BMRA), typographical errors, index page update and additional information providing clarity in some chapters. These changes do not change the intent of the NMP (2015).
Added 'Regular' to Definitions	Definitions (p 4)	Regular is used in some chapters of the NMP and hence definition has been added.
Development Project infrastructure	Background	Updated the scope of infrastructure to be delivered by the Airport Development Project.
Standard Operating hours (Table 2)	3.1.3 Standard Hours of Operations (p13-15)	<ul style="list-style-type: none"> • Light and General Aviation category standard hours of operation amended to 'Restricted

		0600hrs-2200hrs'
Conditions (Table 2)	3.1.3 Standard Hours of Operations (p13-15)	<ul style="list-style-type: none"> • Conditions 'Subject to noise not exceeding 85dB(A)' amended to 'Maximum noise level of 85dB(A)'. The wording has been amended in line with the noise amelioration section whereby an exceedance of 85dB(A) may trigger noise amelioration processes.
Approval for Non-Conforming Activity	Chapter 3.2.4 Approval for Non-Conforming Activity	As restricted hours have been proposed for Light and General Aviation, it is being proposed that this section be maintained as it is currently worded in the NMP (2015) to allow for any general aviation non-conforming activities. This would allow for one-off approvals for aircraft movements outside of the standard hours of operations associated with events (Ironman; 70.3; Busselton Jetty Swim) or visits to Busselton by celebrities / VIPs. The only change to the wording is to include 'The City Chief Executive Officer (or approved delegate)' is authorised and empowered to determine applications for a Non-Conforming Activity ...
Table 9 - Amelioration Assessment Parameters	6.2.3 Process for Amelioration Assessment	Process updated to allow the CEO to determine if amelioration works (budget expenditure) requires Council consideration or within CEO delegation. This step has been updated to provide a faster and more efficient process if possible.
Order of Chapters	Chapters 8 and 4 have been moved in the document.	<p>Original order of chapters was:</p> <ul style="list-style-type: none"> • Management of Operational Activities • Land Use Planning • Noise Assessment and Monitoring • Noise Amelioration • Communication and Consultation • Noise Complaints <p>New order of chapters is:</p> <ul style="list-style-type: none"> • Management of Operational Activities • Noise Complaints • Noise Assessment and Monitoring • Noise Amelioration • Land Use Planning

		<ul style="list-style-type: none">• Communication and Consultation
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The attached NMP (2017) highlights the proposed amendments recommended in 2016 in blue and 2017 in green.

STATUTORY ENVIRONMENT

The Noise Management Plan (22 June 2012) was approved by the then Minister for the Environment; Water after review and consideration by the Environmental Protection Authority. Compliance reporting and review of the NMP is defined under Ministerial Statement 1009; Busselton Regional Aerodrome.

As part of the Airport Development Project, the City of Busselton is required to seek environmental approvals for the project in accordance with the Environmental Protection Act (1986) from the Minister for the Environment; Heritage through the assessment processes of the OEPA. Following recent notification from the OEPA, the City is required to complete a PER level of assessment for the Airport Development Project for the future operational components only which will include the proposed draft NMP (2017).

In accordance with the OEPA's Environmental Impact Assessment framework and guidelines, the OEPA will publish an Environmental Scoping Document (ESD) defining the requirements for the City's PER including the specific environmental factor to be addressed. The ESD is expected to be issued in early February 2017. The purpose of the ESD is to;

- develop proposal-specific guidelines to direct the City on the key environmental issue (Social Surrounds) that should be addressed in preparing the PER document; and
- identify the necessary impact predictions for the proposal, and the information on the environmental setting required to carry out the assessment.

Once published the City will use the ESD as the basis for the PER as well conducting further public consultation in parallel to submitting the PER referral. Following the submission of the PER to the OEPA, the PER will be advertised for public comment for a period of 6 weeks. The City will have the opportunity to provide a response to any submissions received during the public comment review period prior to the OEPA completing their assessment report and recommendations being presented to the Minister for the Environment for consideration. The PER process is expected to take approximately nine months to complete with the Minister for the Environment issuing a final determination.

RELEVANT PLANS AND POLICIES

The BMRRA operates in accordance with the following: Aviation Transport Security Act 2004, Aviation Transport Security Regulations 2005, CASA MOS 139, Council's Transport Security Plan and City policies and procedures.

This report is in line with the City of Busselton's current Noise Management Plan (2015), Ministerial Statements 901 and 1009 and processes for monitoring and reporting of aircraft movements and proposed changes to update the NMP.

FINANCIAL IMPLICATIONS

The Commercial Services Business unit has an approved operational budget allocated to the maintenance and upkeep of the facility and aviation related services. None of the recommended changes to the NMP are expected to have an additional cost implication to the operational budget.

The Airport Development Project, funded by the State Government and overseen by the Project Governance Committee (PGC) has a budget allocated for the project approval processes, including the environmental approvals being sought.

One of the possible future actions resulting from the approval of the recommended changes to the NMP could be to perform noise monitoring at residential properties in the vicinity of the Airport. As such a budget allocation for noise amelioration has been included in the Airport Development Project and will be considered at the appropriate time.

Long-term Financial Plan Implications

An operational financial model was developed as part of the State Government Business Case proposal which incorporated a 10-year financial plan. The model considered revenues and costs associated with the upgraded facility, including up-front and recurrent capital and ongoing operational expenditure. The model demonstrates that the upgraded facility will be self-sustainable, generating a modest profit into the future, to be transferred into the City's Airport Infrastructure Renewal and Replacement Reserve at the end of each financial year. It should be noted however that the revenue projections were based on Regular Public Transport (RPT) aircraft being able operated beyond the current Standard Hours of Operations as governed through the NMP.

The Long Term Financial Plan (LTFP) is currently based on the current operations, and will require updating to reflect the Development Project, including ongoing operational and capital revenue and expenditure based on the funded project. This work has commenced.

STRATEGIC COMMUNITY OBJECTIVES

This report is consistent with the City of Busselton's Strategic Community Plan (2013) community goals and objectives;

Well Planned, Vibrant and Active Places:

2.3 Infrastructure assets that are will maintained and responsibly managed to provide for future generations.

Connected City:

4.1 Transport options that provide greater links within our district and increase capacity for community participation.

RISK ASSESSMENT

An assessment of the potential implications of implementing the officer recommendation has been undertaken using the City's risk assessment framework. The assessment identifies 'downside' risks only, rather than 'upside' risks as well. The table below describes identified risks where the residual risk, once controls have been identified, is identified as 'medium' or greater;

<i>Risk</i>	<i>Controls</i>	<i>Consequence</i>	<i>Likelihood</i>	<i>Risk Level</i>
Extending the Hours of Operation cause noise nuisance and complaints requiring noise monitoring and mitigation.	Monitor and assess any increase in aircraft traffic during the extended hours for the potential for noise complaints from the community.	Minor	Unlikely	Medium
NMP Public consultation results in significant public	Community information sessions and private meetings held with	Moderate	Unlikely	Medium

submissions received by the OEPA during the PER statutory public review period which results in the draft NMP (2017) not being approved.	members of the community on aircraft noise management. NMP public consultation period performed to assess community feedback.			
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CONSULTATION

Officers will continue to consult with the OEPA, CASA, AirServices Australia, City of Busselton residents and wider community, airport users and stakeholders throughout the environmental approval process and Airport Development Project.

The revised draft NMP (2016) was advertised for public comment for 21 days in March 2016 as presented to the community through the community information sessions and private community member meetings. Officers have considered community feedback received and made further changes to the NMP which will undergo a public consultation process as detailed below. As part of the PER process the City will conduct the following public consultation and advertise the draft NMP (2017) for community and stakeholder comment;

Who	Meeting Forum	Description	Information Provided
Residents in vicinity of the Airport and/or near flight paths.	Invitations issued for community meetings for each area identified below held at community facilities or City offices; <ul style="list-style-type: none"> • Reinscourt • Yalyalup • Kalgup • Yoogarillup 	<ul style="list-style-type: none"> • Brief outline of the development project, objectives and infrastructure; • Predicted flight movements; • Predicted noise impacts including ANECs, N-Contours and flight paths • Noise Management Plan review and proposed changes. 	<ul style="list-style-type: none"> • City’s Noise brochure; • City project Fact sheet; • Information on External websites and agencies for further information.
Community information sessions	Community information session to be held at the City offices.	<ul style="list-style-type: none"> • Brief outline of the development project, objectives and infrastructure; • Predicted flight movements; • Predicted noise impacts including ANECs, N-Contours and flight paths • Noise Management Plan review 	<ul style="list-style-type: none"> • City’s Noise brochure; • City project Fact sheet; • Information on External websites and agencies for further information.
Decision Making Agencies (DMAs) engagement	Individual meetings with DMAs – Libby Mettam MLA Dept Of Water Dept Parks and Wildlife	<ul style="list-style-type: none"> • Brief outline of the development project, objectives and infrastructure; • Predicted flight movements; 	<ul style="list-style-type: none"> • City’s Noise brochure; • City project Fact sheet; • Information on External websites and agencies for further information.

	Dept of Transport	<ul style="list-style-type: none"> • Predicted noise impacts including ANECs, N-Contours and flight paths • Noise Management Plan review 	
NMP Public Comment including associated noise modelling contours.	Revised draft NMP (2017) advertised on the City’s Airport website for public comment.	<ul style="list-style-type: none"> • Revised NMP showing track changes advertised for 21 days for public comment. 	<ul style="list-style-type: none"> • Revised NMP • Summary of changes and justification for changes • Noise modelling contours including; <ul style="list-style-type: none"> ○ ANEIs/ANECs ○ N-contours ○ Lamax contours

OFFICER COMMENT

The NMP has now been in effect for over four years and has resulted in a positive impact for the BMRA with increased charter services and a reduction in the number of noise complaints associated with the airport compared to previous years.

The initial review of the NMP (2012) provided an opportunity for the City to identify areas for improvement and make amendments to the plan that continued to safeguard the community and provide flexibility to airport users. As the BMRA has now been identified strategically as a ‘Gateway’ airport for the South West Region and the upgrade to cater for interstate and potentially international services has been funded, a further review of the NMP has considered current and future operations with appropriate controls and community feedback but still allowing for flexibility in increased growth.

Officers are recommending a number of amendments to the current NMP (2015), some of which are minor including grammatical and typographical changes and information relating to the Development Project, and therefore do not change the intent of the NMP. These amendments are considered minor in nature and under the current Ministerial Statement 1009 (condition 4.2) the CEO has the authority to approved these changes.

However, the proposed amendments to chapters 3.1.3 Standard hours of operation, 3.1.5 Flight Training Guidelines, 6.2 Noise reduction, Amelioration and measures are considered material and under condition 4.2 of Statement 1009 need to be considered by the OEPA for approval. These proposed amendments will be assessed by the OEPA through the PER referral process. The proposed amendments to the NMP (2015) are discussed below, and are identified in attachment A – draft Noise Management Plan (2017). It is to be noted that due to the review undertaken in 2016 and again in 2017 subsequent to the outcome of public consultation, the proposed amendments are highlighted as follows: 2016 in blue and 2017 in green;

Standard hours of Operation

Officers recommend consolidating the number of different aircraft operating categories in this section. This is primarily to remove some of the confusion around the definitions of light and general aviation. The current NMP distinguishes between light and general aviation with light aviation aircraft being defined as single engine aircraft under 2000kg MTOW not exceeding 65dB(A) and general aviation including all other aircraft not included in the light aviation definition. There are instances where light aviation aircraft under 2000kgs MTOW exceed the 65dB(A) noise level and hence cause confusion for pilots leading to non-compliances. The current definitions also places

responsibility on Airport staff for deciding if the noise level of light aircraft breaches the 65dB(A) based on published information which can be difficult to source. Hence, Officers are recommending as part of the draft NMP (2017) that light and general aviation categories are combined with the conditions that aircraft have restricted operations between the hours of 0600hrs-2200hrs with a maximum noise level of 85dB(A), and general aviation aircraft over 5,700kgs requiring prior approval to operate from in/out of the BMRA. **It is to be noted that the proposal to have restricted hours of operations for light and general aviation is directly related to community feedback received during public consultation conducted during 2016.**

Officers also recommend that the categories of open and closed charters and RPT services are combined into one category. The conditions proposed to this category are for unrestricted operations with City approval and with aircraft noise of a maximum of 85dB(A).The justification for approved, unrestricted operations are to facilitate future interstate operations that may need to operate at ‘back of clock’ hours. In the City’s initial discussions with airlines interested in servicing future interstate services from the BMRA, they have indicated that until the BMRA route demand has been established they may want to fly unutilised aircraft based in the Eastern States between the hours of 1100hrs – 0200hrs depending on the destination (Melbourne or Sydney). To ensure that noise is managed effectively, the City of Busselton will have an approval process for all aircraft in this category operating in/out of the BMRA. The proposed amendments to the standard hours of operation are listed below;

Operator / Aircraft Type	Current Standard Hours of Operation	Proposed Standard Hours of Operation	Proposed Conditions
Emergency Services	UNRESTRICTED	UNRESTRICTED	Emergency situations and normal flight patterns
Light Aviation/ General Aviation	Light Aviation Single Engine Aircraft under 2000kg MTOW not exceeding 65dB(A)* General Aviation (Any aircraft that does not comply with the Light Aviation definition) 0700 to 1900 May – November 0600 to 2100 December - April	RESTRICTED 0600hrs-2200hrs	(training flights require approval under the Flight Training Guidelines) Maximum noise level of 85dB (A)* Flight Training approval required (only available for aircraft below 1500kg MTOW and flight training conditions apply) Aircraft above 5,700kgs MTOW – City approval required
Open, Closed Charters, RPT/Commercial Operators	Open and Closed Charter Flights 0600 to 2200	UNRESTRICTED	Maximum noise level of 85dB (A)* City approval required

	Regular Passenger Transport Flights 0600 to 2300		
<p>* The Aircraft Noise levels identified in this table are maximum noise levels recorded at any residential or other noise-sensitive location when determined as an LA Slow value at any point within 15m of the identified building. Noise levels regularly exceeding this may initiate noise mitigation procedures (Chapter 6.2.3).</p> <p>Any application that does not conform to the standard hours of operation or conditions set out in this table is considered a Non-Conforming Activity. Assessment of Non-Conforming Activities will be undertaken using the procedures defined in Section 3.2.4</p>			

Flight Training Guidelines

Officers recommend a number of amendments to this chapter. The first is to further define the type of aircraft that can perform flight training from the BMRA by including ‘single engine aircraft’ under 1500kgs MTOW in the definition. This will ensure that flight training is restricted to the smaller light aircraft and hence minimise the noise impact from training. Further, the daily hours allowable for flight training have been amended to reflect an even spread of hours throughout the week and on public holidays. **Further consultation with the Busselton Aero Club during the 2017 review has resulted in changes to the total number of circuits in any one flight training sessions being increased from 4 to 6 circuits.**

Noise Reduction, Amelioration and Measures

The current NMP (2015) approach to noise reduction, amelioration and noise criterion is based on the inclusion of building siting criteria and noise acceptability criteria from a number of different sources including the superseded Australian Standard 2021;2000. Officers recommended that the revised NMP be based on the AS2021;2015 standard and use a combination of criteria from the standard that relates to aerodromes with Australian Noise Exposure Forecast (ANEFs) and for aerodromes that do not have ANEFs.

The recommendations from government, regulatory bodies and the aviation industry for measuring and predicting noise impacts at Australian airports is broadly based on the use of the ANEF system. The ANEF system was developed in 1980 as a land use planning tool aimed at controlling encroachment on airports by noise sensitive buildings. The system underpins Australian Standard AS2021 ‘Acoustics—Aircraft noise intrusion—Building siting and construction’. The Standard contains advice on the acceptability of building sites based on ANEF zones and for aerodromes that do not have ANEFs (ANEFs are not considered a suitable tool for light aviation aerodromes that do not have jet aircraft operations), building site acceptability using decibel (dB(A)) levels.

The proposed amendments to this section of the NMP include a combined approach of using the ANEF zones and decibel levels to determine the acceptable, conditionally acceptable and unacceptable aircraft noise levels for buildings (including homes, units, flats) potentially impacted by aircraft noise. The acceptability criteria vary depending on the type of land use. The Table below details the recommended criterion taken from AS2021; 2015 to be included in the NMP;

Outdoor Noise Criterion
<p>Noise Amelioration action is required where L_{Amax} regularly exceeds² –</p> <p>(1) 85dB(A); or</p> <p>(2) 80-85dB(A) for >15 events¹ per day; or</p> <p>(3) 75-80dB(A) for >30 events¹ per day; or</p> <p>Notes:</p> <p>(1) Each aircraft noise event occurring between 7pm and 7am is to be counted as 4 events.</p> <p>(2) Regularly exceeds refers to events occurring at uniform (even / constant) intervals. Noise generated by Emergency Services Aircraft operating in emergency situations are not to be taken to count towards the monitored noise events for amelioration purposes.</p> <p>OR</p> <p>Table 2.1 Building Site Acceptability based on ANEF Zones in AS2021:2015; where a house, home, unit, flat, caravan park falls in the 20-25 ANEF zone</p>

Officers have used a combination of criterion from AS2021;2015 applicable to both aerodromes with and without ANEFs. This approach is to ensure that the community is provided with a suitable level of protection from aircraft noise.

CONCLUSION

The NMP has been in effect for over three years now and has been subject to one formal review considered by the OEPA. With the funding secured from the State Government to upgrade the BMRA and the required environmental approval process underway for the project, there is a need to update the current NMP. As such Officers have reviewed the NMP and are proposing amendments to a number of sections, in particular the standard hours of operations, flight training guidelines, noise reduction, amelioration and noise criterion measures. This report presents the proposed amendments to the NMP to be advertised for public comment for a period of 21 days and then to be included in the PER referral application to the OEPA.

The proposed amendments have been drafted to support the development of the BMRA, particularly with the State Government funding to upgrade the airport to operate interstate services and potentially international services and taking into consideration community feedback received during public consultation conducted in 2016. Areas included in the NMP such as the noise complaints process and request for noise amelioration assessment have been reviewed and remain in place without any amendments. Where amendments are being proposed, Officers have also considered appropriate control measures such requiring approval for operations.

OPTIONS

The Council may choose not to support the Officers recommendation and;

1. Reject the proposed amendments for the NMP; or
2. Support the review of the NMP however recommend alternative amendments to the NMP;

TIMELINE FOR IMPLEMENTATION OF OFFICER RECOMMENDATION

The revised draft NMP (2017) will be advertised for public comment following Council endorsement for 21 days on the City's and Airport websites for public comment. All public submissions will be presented back to the Council and also included in the PER referral application to be submitted to the OEPA.

Committee Recommendation and Officer Recommendation

AIR1701/031 Moved Councillor C Tarbotton, seconded Councillor P Carter

That the Council:

1. Notes and supports the review of the Busselton-Margaret River Airport (BMRA) Noise Management Plan and the proposed amendments as per the attached draft BMRA Noise Management Plan (2017).
2. Endorses the draft BMRA Noise Management Plan (2017) for public comment for a period of 21 days with public submissions to be referred to Council for consideration.

CARRIED 4/0

6.3 BUSSELTON-MARGARET RIVER AIRPORT - POST PROJECT GOVERNANCE REVIEW

SUBJECT INDEX:	Busselton Margaret River Airport
STRATEGIC OBJECTIVE:	Infrastructure assets are well maintained and responsibly managed to provide for future generations.
BUSINESS UNIT:	Community and Commercial Services
ACTIVITY UNIT:	Commercial Services
REPORTING OFFICER:	Project Manager - Business Development - Emma Heys
AUTHORISING OFFICER:	Director, Community and Commercial Services - Naomi Searle
VOTING REQUIREMENT:	Simple Majority
ATTACHMENTS:	Nil

PRÉCIS

As part of the State Government Financial Assistance Agreement the City of Busselton was required to undertake a post project governance review of the Busselton Margaret River Regional Airport (BMRRA). This report presents the final report for noting.

BACKGROUND

As part of the State Government Financial Assistance Agreement (FAA) the City of Busselton was required to contract a consultant to undertake an independent review of the post project governance arrangements for the BMRRA. The preferred consultant was to be endorsed by the BMRRA Project Governance Committee (PGC) before the contract award. The review included an examination of the advantages, disadvantages and risks associated with the various proposed governance models, including leasing to the private sector. The review also identified the recommended timelines associated with the implementation of each model.

In August 2016 the BMRRA Project Management Team sought and received endorsement from the PGC to engage a qualified organisation, Aurecon Australasia Pty Ltd (Aurecon), through a formal RFQ process, to undertake the assessment of the alternative governance models for the BMRRA following completion of the Development Project in 2018.

Aurecon undertook a three staged approach to the review:

- Stage 1 – Develop the criteria against which future governance models would be assessed;
- Stage 2 – Assess governance model types against the criteria developed in Stage 1; and
- Stage 3 – Consideration of proceeds.

The review used an assessment framework to identify the most suitable governance models for the BMRRA. This was based upon draft criteria previously used by Aurecon in similar reviews, which were then further refined through consultation with the below mentioned stakeholders. Performance measures were then applied to each of the possible governance models in order to produce a ranking system of suitability.

STATUTORY ENVIRONMENT

The BMRRA operates in accordance with the following: Aviation Transport Security Act 2004; Aviation Transport Security Regulations 2005; CASA MOS 139; Council's Transport Security Plan; Busselton Airport Local Law 2012 and City of Busselton policies and procedures.

RELEVANT PLANS AND POLICIES

There are no policy implications as a result of this report.

FINANCIAL IMPLICATIONS

There are no financial implications as a result of this report.

Long-term Financial Plan Implications

There are no financial implications as a result of this report.

STRATEGIC COMMUNITY OBJECTIVES

The BMRA is consistent with following the City of Busselton’s strategic Objectives:

Well Planned, Vibrant and Active Places:

- 2.3 Infrastructure assets that are well maintained and responsibly managed to provide for future generations.

RISK ASSESSMENT

An assessment of the potential implications of implanting the Officer recommendation has been undertaken using the City of Busselton’s risk assessment framework. The table below describes identified ‘downside’ risks where the residual risk, once controls have been identified, is identified as ‘low’ or greater;

<i>Risk</i>	<i>Controls</i>	<i>Consequence</i>	<i>Likelihood</i>	<i>Risk Level</i>
A future review is undertaken outside of the recommended ‘trigger points’, resulting in a less than suitable or appropriate governance model being implemented and full benefits not being realized by the City of Busselton	Adherence to the recommended points in time in which to undertake further reviews	Moderate	Unlikely	Medium

CONSULTATION

Consultation was undertake with City of Busselton Councilors, as well as BMRA Development Project stakeholders including the Department of Transport, Department of Treasury, Department of Regional Development and the South West Development Commission as members of the PGC.

OFFICER COMMENT

Importantly, the review identified several ‘trigger points’ where existing governance arrangements would benefit from further review:

- Two years post-opening - considered an appropriate period to report on post project performance of the governance model implemented. Noting minimal capital requirements are anticipated within the initial two year post project period, which limits any financial risk to the City. At this point, the recommended activities include a review of the performance of the airport, with specific reference to the achievement of demand projections and based upon performance and identified limitations of the model, consider whether a review of the governance model is required.
- Earlier of five years post-opening, realising annual patronage of 250,000 passengers and realising EBITDA of \$3.5 million – five years is recognised as a minimum period to demonstrate reliable revenues and returns that ultimately attract institutional infrastructure

investors, noting that the FAA specifies a 10 year post project timeframe before sale, transfer, lease or disposal. At this point, the recommended activities include the assessment of asset performance, local government legislative requirements, market conditions and appetite for brownfield airport assets. Engagement with State Departments that provided funding to understand whether consent would be provided for sale, transfer, lease or disposal (if applicable) is also required and a review of the governance structure, applying outcomes of preceding activities.

- Ten years post-opening (if applicable) – Recognised as a suitable period to demonstrate reliable revenues and returns that ultimately attracts institutional infrastructure investors. Trigger points and associated activities may not be applicable if sale, transfer, lease or disposal was pursued previously and a contract would limit the ability to pursue an alternate governance structure. At this point, the recommended activities include a review of the governance structure, considering asset performance, market conditions and appetite for brownfield airport assets.

It must be noted that item 5.10 of Schedule 4 of the FAA specifies a ten year post project timeframe restriction on the disposal (sale or otherwise) of the post project BMRRRA. The City must submit a written request to the funding State Department seeking consent to dispose of the BMRRRA to amend this clause.

The review also provided recommendation for several methods of managing the proceeds of a disposal (sale or otherwise) of the BMRRRA, should this ever become a viable alternative governance structure. These included the establishment of an investment portfolio to assist with the replacement of airport income streams, a small allocation of proceeds to be provided to the community in the form of grants and the establishment of a strategic Council reserve for investment development projects. It should be noted that any decision on the management of proceeds will require Council approval.

CONCLUSION

The review concluded that at this time, the optimum governance model for the BMRRRA is for continued ownership and management by the City of Busselton.

OPTIONS

The Airport Advisory Committee chooses not to accept the Officers report.

Committee Recommendation and Officer Recommendation

AIR1701/032 Moved Councillor P Carter, seconded Councillor J McCallum

That the Council receives and notes the Busselton Margaret River Regional Airport Post Project Governance Review.

CARRIED 4/0

7. GENERAL DISCUSSION ITEMS

The Director Community and Commercial Services advised the Committee that the Airside Infrastructure Contractor, Ertech, had commenced works.

8. NEXT MEETING DATE

To be advised.

9. CLOSURE

The meeting closed at 11.10am.

THESE MINUTES CONSISTING OF PAGES 1 TO 23 WERE CONFIRMED AS A TRUE AND CORRECT RECORD ON

DATE: _____ PRESIDING MEMBER: _____