

UNISCS FINAL REPORT REVIEW – SCOPING AND GAP ASSESSMENT OF SOCIAL IMPACTS

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1. Executive Summary

In November 2019 the Upper North Island Supply Chain Strategy (UNISCS) Working Group released its report on the recommended future of the Upper North Island Supply Chain and its implications for Ports of Auckland, the Port of Tauranga and Northport.

This study was requested by the Ministry of Transport. A proposal providing the consultants brief was accepted on 13 February 2020. A draft version of this report was requested by 17th March 2020. Its purpose is to ensure that the social effects of the Working Group's proposed change scenarios are identified, enhancing the evidence-base on which the client can make informed decisions regarding the recommendations set out in the final report of the Working Group.

The scope of this study was initially limited to consideration of the following key change scenarios proposed by the Final Report:

1. Decommissioning of the Ports of Auckland's CBD freight operation and repurposing of the land;
2. The development and expansion of Northport's operation, as a replacement to the Auckland location;
3. The continued operation and expansion and of the Port of Tauranga; and
4. The construction and operation of an inland freight hub and infrastructure developments to support the proposed two-port configuration.

Following a draft provided by the authors, it was further requested that analysis and consideration of the social impacts would be required of options proposed by the *Port Future Study* (2016) and considered but not addressed by the UNISCS Working Group, including:

5. Kawakawa Bay new port location in the Firth of Thames
6. Puhinui new port location within the Manukau Harbour

This study presents a desk-top-based identification and analysis of the potential social impacts of these six proposed change scenarios or options that are being considered as a result of the findings and recommendations of the Final Report of the UNISCS Working Group. It is not a comprehensive Social Impact Assessment (SIA) but a scoping study – a first phase of any SIA process - informed by an analysis of the secondary data sources available to the assessor that would normally be tested and validated through consultation with affected parties.

In scoping the potential social impacts, we have utilised good practice social impact assessment processes and analytical frameworks, as described in Section 3 of this study. Given the limited time-frame to conduct this study, the social analysis has been concentrated within local geographical communities and communities of interest in proximity or potentially affected by these six change scenarios. Only a high-level community-profiling¹ and a review of relevant New Zealand and

¹ A primary task of an SIA includes Community Profiling, that is, to gain a good understanding of the communities likely to be affected by the project(s) by preparing a Community Profile which includes: (a) a thorough stakeholder analysis; (b) a discussion of the socio-political setting; (c) an assessment of the differing needs, interests, values and aspirations of the various subgroups of the affected communities including a gender analysis; (d) an assessment of their impact history, i.e. their experience of past projects and other historical events; (e) a discussion of trends happening in those communities; (f) a discussion of the assets, strengths and weaknesses of the communities; and (g) optionally the results of an opinion survey.

international literature² was possible, which helped indicate some important issues that will require further SIA analysis if UNISCS is to proceed, and the ports in question obtain their social licence to operate and grow.

Potential Social Impacts Requiring Further Investigation

Economic considerations are a primary driver of the UNISCS Working Group's report, with somewhat less attention being given to social issues and impacts (plus those relating to the environment and culture). This reflects a general trend in port development internationally. However, it is one that is increasingly under scrutiny.

While ports are regarded as critical national infrastructures and important for economic development, port authorities are experiencing increased pressure to address the negative environmental and social impacts associated with port operations and development. Although the literature regarding social impacts of port development is limited, they all point to some key issues:

- growing investments in new port infrastructures and technologies are leading to a widening gap between the regional use of the resources of land, natural potential and tax money and the regional effects on employment and added value;
- while benefits are generally increasing, their distribution effects are widening and they are becoming less concentrated in the local port system;
- the local communities are bearing the weight of port industry development, and the risk of ecological and environmental harm
- social and community criticism related to port development are becoming more prevalent, and consideration of ports' social licence to operate more important³

As a result of these issues a "green port" concept has emerged in the policy discourse of international maritime and transportation organisations as a way to address environmental and social sustainability concerns related to ports. For example, in March 2018, many port authorities around the world signed the World Ports Sustainability Program⁴ declaration, which aims to motivate ports to contribute to the sustainable development goals (SDGs). Whilst it is understood that a number of port plans have started to include social along with environmental standards and impact assessment, these studies are primarily aimed at addressing environmental rather than social issues - as it is largely environmental impacts (perceived and actual) that spark social concern about downstream impacts on people and communities, rather than the other way around.

In recent years, the lack of involving communities in the planning, development and ongoing decision making has prompted a theoretical and practical dialogue of social inclusion, stakeholder management and social licence⁵ in port development and port authority governance and management approaches. In order for ports to gain and maintain social license, affected communities must see or at least perceive that the benefits of the port are greater than the costs and should necessarily be included in development, decision making and governance.

² The Bibliography Section in this report lists the literature and research reviewed and referenced.

³ A summary provided by MUSSO, E, BENACCHIO, M, FERRARI, C, (2001) "ON THE ECONOMIC IMPACT OF PORTS: LOCAL VS. NATIONAL COSTS AND BENEFITS". A conference paper available on Researchgate, <https://www.researchgate.net/publication/295402196>

⁴ On 12 May 2017 the International Association of Ports and Harbors decided to set up a World Ports Sustainability Program. Guided by the 17 UN SDGs the program wants to enhance and coordinate future sustainability efforts of ports worldwide and foster international cooperation with partners in the supply chain. The World Ports Sustainability Program builds on the World Ports Climate Initiative that IAPH started in 2008 and extends it to other areas of sustainable development. For further information see: <https://sustainableworldports.org>.

⁵ See Jansen et. al, (2018);

In this scoping study, the aim was to inform a broad understanding about social impacts that could eventuate during the life-cycle of the UNISCS project. This life-cycle includes:

- Project proposal, planning and site location stages
- Construction activities
- Operational activities
- Decommissioning/ repurposing activities

These processes and activities stimulate social change. In this study, we have broadly considered a range of social changes that can be thematised to include the following:

- Levels of community and stakeholder participation in decision making regarding the future of the ports and associated infrastructural developments.
- Port-based and hinterland environmental changes and the effects on health
- Labour, employment and livelihood/ business issues and changes
- Changes to people and communities' relationship with and aspirations for their marine and coastal environment
- Changes to people and communities' relationship with and aspirations for their local landscapes, infrastructure, services, amenity, look and feel.
- Residential and commercial property and land values

Different social impacts (whether positive, negative and of varying significance) arise for different people, communities or affected interests as a result of these social change processes. The UNISCS Working Group's recommendations and the proposed new port developments that are being considered by the Ministry of Transport present a large geographical scope and scale of change on many people and communities that have, to date, not been adequately addressed.

However, this study can only scrape the surface of the implications that might flow from the recommendations on the many different parties and stakeholders in the different communities affected (by proximity, need or interest) by the UNISCS project. Moreover, too little is known, at this stage, regarding the type, scale and scope of activities in each of the change scenario project areas to present a full assessment of social impacts.

In what follows, this study identifies and examines the potential social impacts of each of the six change scenarios on the locally-affected communities. The aim is to highlight key social risks and benefits that can inform decision making, and that should be investigated further with affected communities and stakeholders through a full SIA process when more definition and detail regarding UNISCS Project options and activities is made available.

2. Consultant's Brief

This scoping study specifically addresses the research and findings presented in the *"Transforming Auckland; Transforming Northland Final Report of the Upper North Island Supply Chain Strategy"*, as well as the technical reports associated with this study that were made available to this study's authors.⁶

The UNISCS Final Report (and the available analytical documents it is based upon) examines the issues around the future of the Port of Auckland and makes the strategic argument to move freight operations from Auckland to Northport, and the continued development of the Port of Tauranga. The Working

⁶ The study was largely dependent upon the documents provided by the client on the following website:
<https://www.transport.govt.nz/multi-modal/keystrategiesandplans/upper-north-island-supply-chain-strategy/>.

Group's analysis and recommendations raise a range of economic, social and environmental questions for the Government to consider. The Government has instructed the Ministry of Transport to undertake further technical and financial analysis and report back to Cabinet in May 2020.

This technical and financial analysis is being managed by a Core Project Team and includes a 'Regional Economic & Social Impact' workstream, led by Sapere. On the 13 February 2020 Sapere sub-contracted Tika Impact to review the work and findings of the UNISCS Working Group to provide a technical report on an assessment of social effects for the client. Tika Impact were given until 17th March 2020 to produce a final draft report.

It was originally assumed that the Working Group's Final Report provided the project scope on which this study has been based, and that this technical assessment requires a desk-top based, preliminary scoping and gap analysis of potential social effects of what this report proposes. Following a draft, Tika Impact were further asked to provide social impact commentary on the new port developments proposed for the Manukau Harbour and Firth of Thames.

This scoping assessment has not involved any stakeholder/ affected party engagement. It has reviewed the data gathered to date and the scenarios generated by the Working Group, including the social impact assumptions and findings made or not made to this point, and a scoping process was undertaken to analyse and identify the potential social gaps and impacts of the Working Group's proposals.

It is also assumed that further social effects work may be required by the client following this report (and other technical reports from the workstreams). However, this future work is considered out of scope of this brief.

3. Methodology

Given the limited time-frame to conduct this study, the social analysis has been concentrated within local geographical communities and communities of interest in proximity or potentially affected by these six change scenarios. The methodology of the study process included a desktop analysis of:

- relevant project documentation to build an understanding of the proposed project
- existing international research and literature regarding the construction, operation, expansion and decommissioning/ repurposing of ports and their associated social effects, issues and management strategies.
- the social environment of the study areas (as per four areas listed above), including some high-level demographic, household and economic data, reports on community values and aspirations, local and regional infrastructure planning, policy and strategy documents, and maps and images of the study areas in the time that was available.
- Identification and description of any sensitive receptors (community and stakeholder interests) that occur in the study areas.
- Screening to identify any critical social issues (potential fatal flaws).
- Identification and description of potential impacts that may result from the proposed activities, as well as cumulative impacts associated from other proposed or ongoing development projects in the study areas.
- Identification of gaps in knowledge or data.
- Identification of impacts which require further investigation and/or management strategies⁷

⁷ Despite requests, this study did not have opportunity to read or collaborate with other technical reports commissioned by the client. This integration of information would have enhanced this study.

To conduct the scoping study, good practice SIA processes and analytical frameworks have been utilised. The International Association of Impact Assessment (IAIA) defines a Social Impact Assessment as:

‘...the process of analysing, monitoring and managing the intended and unintended social consequences, both positive and negative, of planned interventions (policies, programs, plans, projects) and any social change processes invoked by those interventions’.

The IAIA notes that SIA can be undertaken in different contexts and for different purposes, but that the following principle is important across all SIA:

‘The improvement of social wellbeing of the wider community should be explicitly recognised as an objective of planned interventions and as such should be an indicator considered by any form of assessment. However, awareness of the differential distribution of impacts among different groups in society, and particularly the impact burden experienced by vulnerable groups in the community should always be of prime concern’

The analytical framework adopted for this study has been developed to identify and predict the key social impacts of the four change scenarios proposed by the UNISCS Working Group’s final report from the perspective of the SIA expert authoring this report.

This framework for social analysis is based on the IAIA’s SIA guidelines⁸ and considers a social impact to be the potential effects of change to the interrelated system of capitals that underlie socio-ecological wellbeing:

- **their environmental capital** – fears, aspirations and the extent to which people have access to the quality of the air and water they use; the availability and quality of the food they eat; the level of hazard or risk, dust and noise they are exposed to; the adequacy of sanitation, their physical safety, and their access to and control over resources
- **their cultural capital** – fears, aspirations and the extent to which people can protect and express their spiritual, customary and physical rights, values, beliefs, traditions, language and identity, including sport, recreation, music and arts
- **their human capital** – fears, aspirations and the extent to which people have mental, physical and spiritual health and ability to live, work, play on a day-to-day basis
- **their social capital** – fears, aspirations and the extent to which people have family/ whanau, organisational and community connections, relationships of trust, cohesion, stability, including access to social networks, amenities and facilities
- **their physical capital** – fears, aspirations and the extent to which people can access quality and affordable infrastructure, housing, transport, goods and products
- **their financial capital** – fears, aspirations and the extent to which people’s livelihoods are affected, particularly whether people are economically affected, or experience personal disadvantage
- **their political capital** – fears, aspirations and the extent to which people are able to participate in decisions that affect their lives, protect their civil liberties and rights and access to quality government services, and the resources provided for this purpose.

⁸ IAIA, 2015. Guidance for assessing and managing the social impacts of projects; Vanclay, F. 2003 International Principles for Social Impact Assessment. Impact Assessment & Project Appraisal 21(1), 5-11.

4. Establishing and Understanding the Affected Social Environments

The project study areas considered in this scoping study include the geographical localities and communities of interest in proximity to and/or are affected by the six change scenarios proposed by the UNISCS Working Group and Port Future Study.

There is very little guidance in the existing literature and research regarding what constitutes a locally affected community or receiving social environment of port and port infrastructure construction, operation and/or expansion. The OECD's comprehensive 2014 review of *The Competitiveness of Global Port-Cities* notes there is a large variety between port-cities but that in general, "ports' costs and negative impacts are localised, whereas benefits are usually generated at the supra-regional (national)... level" (2014, p 25).

Ports (their existence and development) influence the cultural traditions and the everyday life of local communities and their recreational activities. Local receiving environments are more likely subject to negative impacts related to port activity such as noise, air pollution, water quality, waste, biodiversity, accidents, visual and amenity, house prices and cost of housing, traffic and congestion and so on that can have consequences for the health and wellbeing of the local population.

These negative impacts are considered to become more diluted the further the distance from the port locality and it is among the wider, regional receiving environments where the benefits of employment, revenue and profits, supplier linkages, commodity flows and trade, economic specialisations and infrastructural development are generally experienced.

It is for these reasons, as well as the fact that the majority of the analysis to date has focused predominantly on economic and regional impacts, that this study indicates a need to highlight the social impacts at a more localised level. The need to identify, assess and mitigate against the potential risks and adverse effects on local or near-port populations is critical to the development and maintenance of the social licence of ports wherever they may be located.

In this study, therefore, we have made the following assumptions in our analysis.

- A directly affected community is proposed as households, businesses and organisations within a 2km radius of a port or infrastructure development.
- An immediately affected community is proposed as households, businesses and organisations within a 5km radius of a port or infrastructure development.
- A wider-affected community is proposed as households, businesses and organisations within and beyond a 10km radius of a port or infrastructure development.

These geographical proximities are suggested as a guide only. Given further time for analysis they might be subject to enhancement. However, they enable profiles and insights about the local community to be established through reviewing secondary data sources such as census statistics, stakeholder mapping and local authority plans and strategies, for example. Knowledge of the local social environment provides context for better understanding how the port-related activities might be differently received, by whom, how and why.

1. Auckland CBD and Region

In Auckland, it is proposed that the POAL's CBD freight operation be progressively closed, and the land it currently occupies be progressively rezoned for higher and better uses. Auckland's cruise ship terminal should be retained and modernised; and the Waitemata become a commuter, tourism and recreation

harbour. Alongside the decommissioning and repurposing of POAL site, the following changes are also proposed within the Auckland Region:

- A rejuvenated North Auckland rail line
- A new inland freight hub near Swanson/ Hellensville (northwest Auckland), including a cumulative proposed oil tank farm in the vicinity
- Possible new rail line between Avondale and Southdown/Metroport (Onehunga)
- Potential re-purposing of industrial land in Wiri/ South Auckland where processing of imported cars is currently carried out at multiple sites.

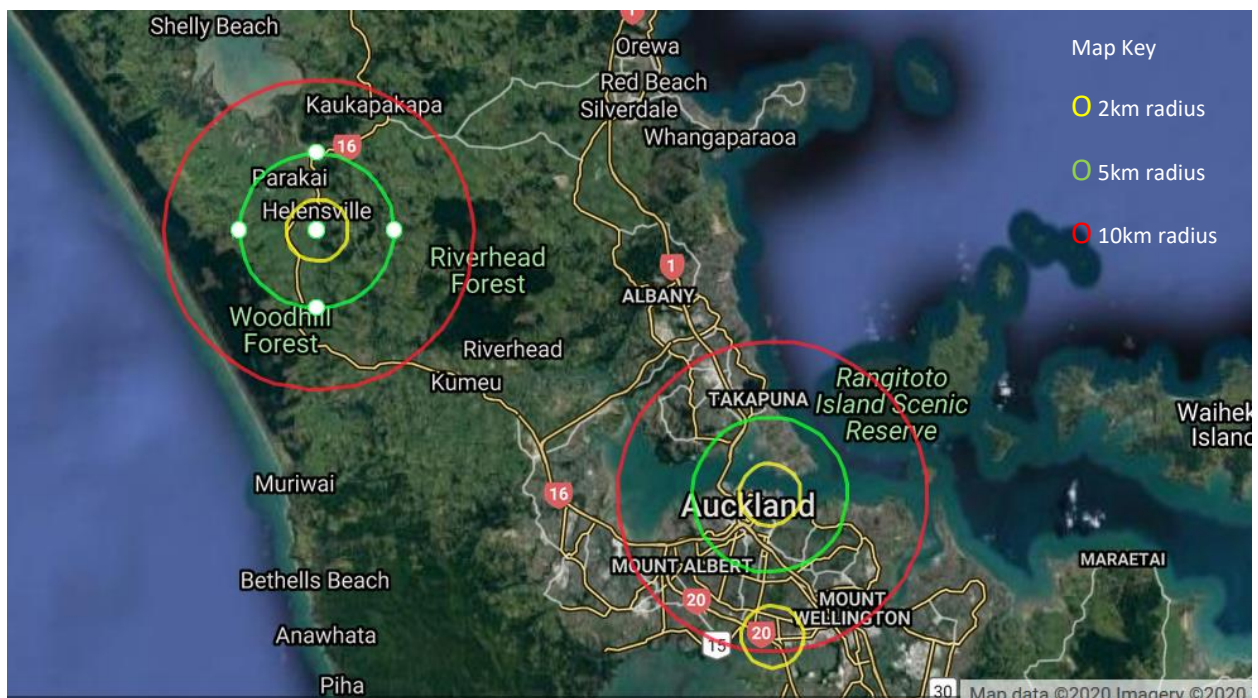


Figure 1: Locally-affected communities in proximity to POAL and associated infrastructure developments

It is currently understood that the proposed change scenarios associated with the UNISCS Project will likely be received by the following communities:

- Communities (residents, businesses and organisations) in the Waitemata and Devonport Local Board areas, particularly those within 2kms of the POAL at Mechanics Bay. This includes the communities in the CBD bounded to the West by State Highway 1 and Westhaven Marina, Highway 16 and Highway 1 interchange at Grafton, as well as the Auckland Domain to the south, and the Orakei Basin to the East. Coastal communities of Stanley Point and Devonport are also within 2km of the port.
- Communities (residents, businesses and organisations) in the Rodney Local Board area that will host the proposed inland freight hub near Hellensville, including communities (Parakai, Kaukapakapa, Makarau, Ahuroa, Te Kuru, Puhoi Valley, Kaipara Flats, Okakuhura) on the proposed upgraded Northland rail line from Swanson to Wellsford.
- Communities (residents, businesses and organisations) in Whau, Puketāpapa and Maungakiekie-Tāmaki Local Board Areas through which a new rail line from Avondale to Southdown is proposed.
- Communities (residents, businesses and organisations) of Manurewa and Ōtara-Papatoetoe Local Board Areas where proposed changes to inland freight hub operations near Wiri are proposed to take place

- e. Mana whenua groups who may hold differing interests and relationships in the POAL and Waitemata Harbour.

2. Northport/ Whangārei

It is proposed that development and expansion of Northport's operation at Marsden Point occurs to replace the progressive termination of POAL's CBD freight operation. Such a move requires the following supportive local infrastructural developments:

- Establishment of an international container terminal at Northport
- Purposing of industrial-zoned land at Marsden Point
- Construction and operation of a new rail line spur from the North Auckland rail line to Northport
- Upgrades to the highways from Marsden Point to Auckland

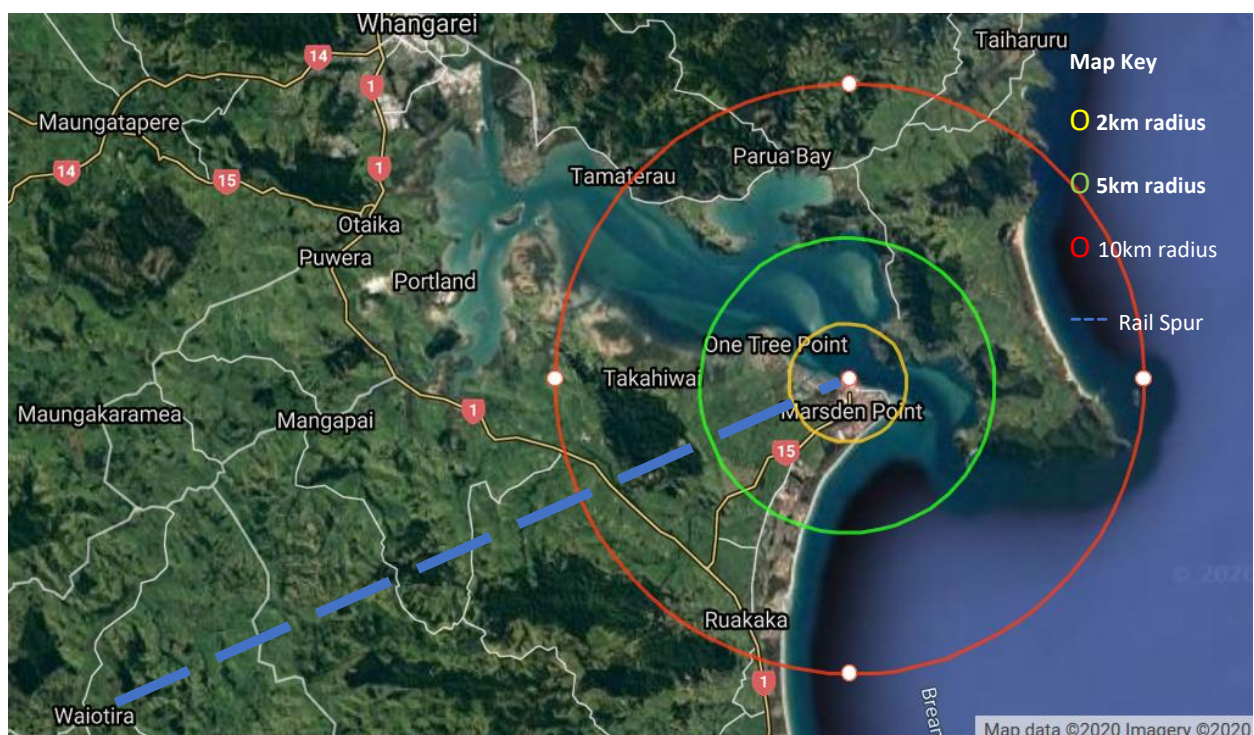


Figure 2: Locally-affected communities in proximity to Northport and associated infrastructure developments

It is currently understood that the proposed change scenarios associated with the UNISCS Project will likely be received by the following communities:

- Marsden adjacent to Northport and McLeod Bay, Reotahi and McGregors Bay within 2km North of Northport
- Ruakākā (within 5-10km of Northport), Takahiwai & Tamaterau, One Tree Point (Bream Bay communities within 5-10km of Northport)
- Several settlement areas in the Parua Bay area and Bream Heads (Taurikura, Urquharts Bay and Ocean Beach, Patuau within 10kms of Northport.
- Waiotira appears to be most likely community that is proposed to host the rail spur connection to Marsden.
- Mana whenua groups who may hold differing interests and relationships in Northport and the Whangārei Harbour.

3. Tauranga City⁹

It is proposed that the growth and development plans of Port of Tauranga's operation is continued to support the two-port configuration. This growth and development is outlined in the Port of Tauranga's *Integrated Annual Report 2019*, and includes:

- Plans to extend the container terminal wharves to the south, an additional 31.4ha of land is available for expansion at Sulphur Point which would result in a total terminal size of 76 hectares.
- Invested in container crane and straddle carriers and maximise efficiency within current footprint by utilising technology
- Acquired additional warehousing to relocate tenants, freeing up additional storage space at the container terminal.
- Targeted commercial investment in shipping and channel widening/deepening - has resource consent to dredge an additional 1.3 metres, providing a total draft of 14.5 metres.
- Has a focus on air quality and biodiversity management, environmental sustainability (aims to prevent air and water pollution through dust suppression, stormwater management and reducing carbon emissions, including supporting the switch to low sulphur fuel for ships), workforce wellbeing, iwi engagement (as aspired through Tauranga Moana) and being a 'good neighbour' through community investments.

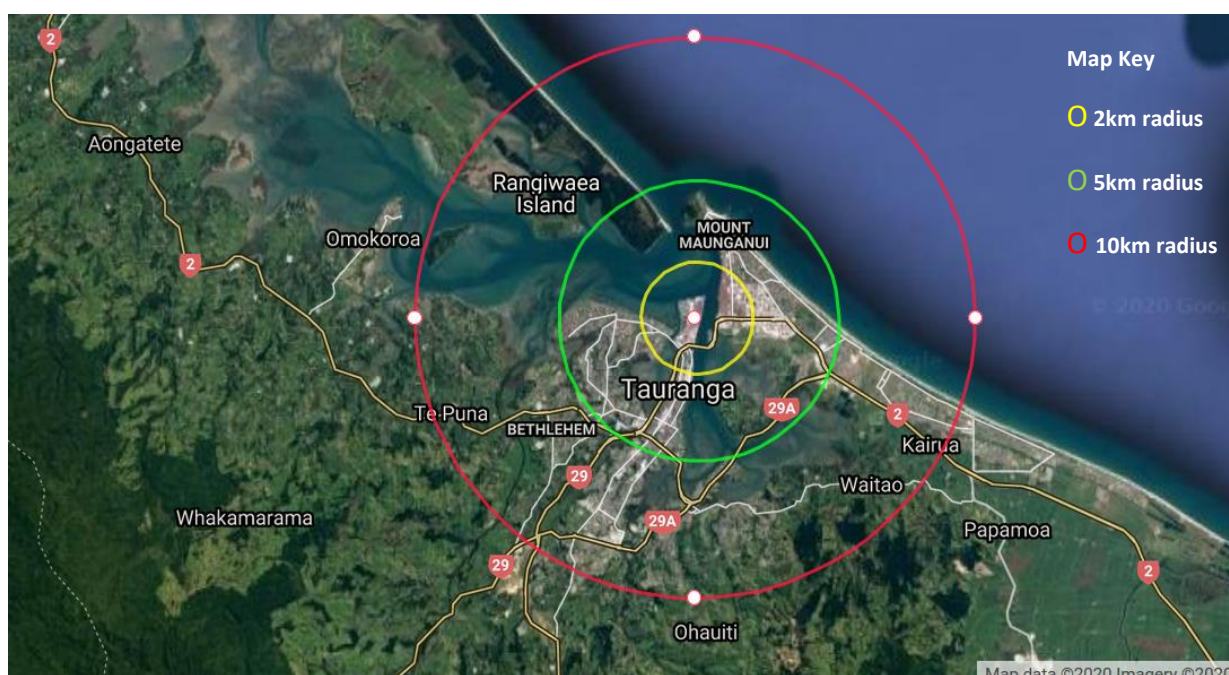


Figure 3: Locally-affected communities in proximity to Port of Tauranga

⁹ The authors have not addressed the question of the social impacts of a total or partial relocation of POAL to Tauranga due to a lack of available time and data regarding what this means in terms of activities of the port. We however note that the June 2016 *Consultants Report to the Port Futures Study* concluded that "Port of Tauranga has capacity to meet POAL's excess container task in the short-term and possibly into the medium term, but cannot accommodate POAL's container task in the long-term without major expansion of its container terminal footprint over and above its current port development plan" (p.14). Hence, we assume this is the underlying reason for the UNISCS's recommendation for a two-port configuration (Tauranga and Northport). The social impacts of a major expansion of the container terminal footprint at Tauranga would require detailed analysis based on information that is not currently available.

It is currently understood that the proposed change scenarios associated with the UNISCS Project will likely be received by the following communities:

- a. Residents and businesses within 2kms radius of the port (Sulphur Point is an industrial area) include people living and working in the communities of Otūmoetai North, Otūmoetai South, Mt Manganui Central and Tauranga Central. These communities represent a combined population of 10,986 at the 2018 Census (8% of Tauranga City's population).
- b. Residents and businesses within 5kms radius of the port include people living and working (and owning property) in the communities of Mt Manganui North, Mt Maunganui South, Omanu Beach, Arataki North, Arataki South, Matapihi, Tauranga South, Tauranga Hospital, Te Reti, Judea, Brookfield East, Brookfield West, Bellevue, Matua South and Matua North. These communities represent a combined population of 39,171 at the 2018 Census (28% of Tauranga City's population).
- c. Mana whenua groups who may hold differing interests and relationships in the Tauranga Moana.

4. Far North, Kaipara and Whangārei District Council areas

The recommended change to the two-port configuration of the Upper North island supply chain posits the following developments in the communities of Far North, Whangārei and Kaipara District Councils:

- Re-opening and upgrading of rail lines from west of Whangārei to Dargaville and north to Moerewa

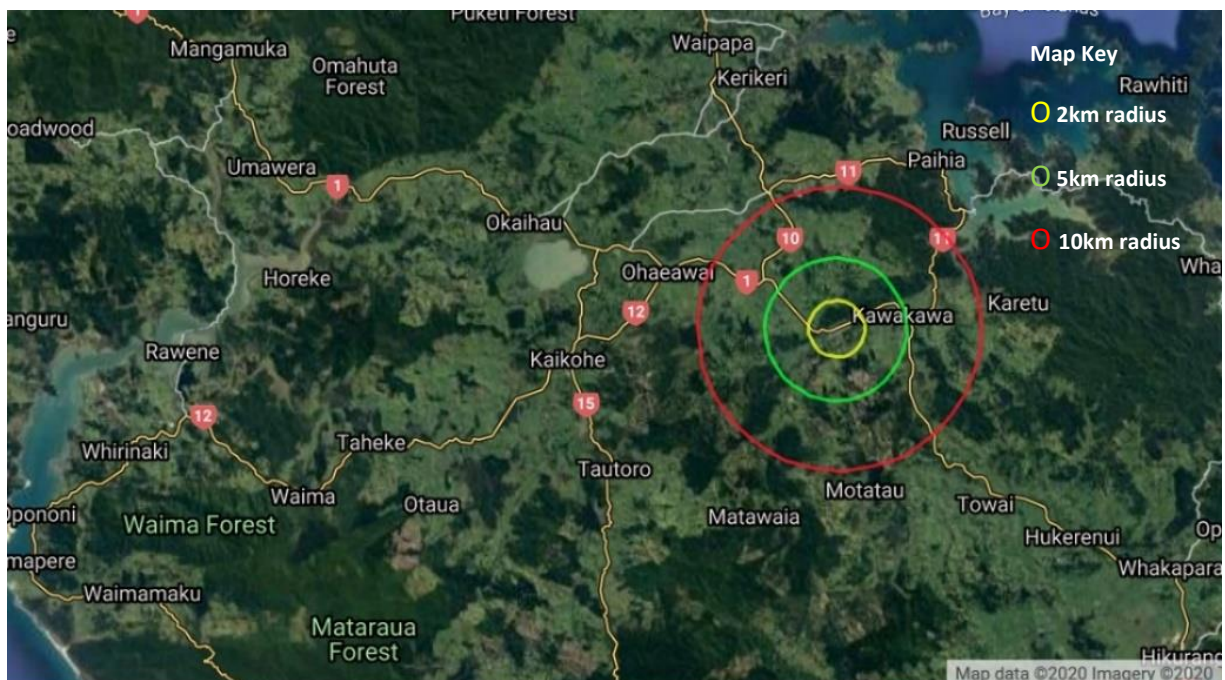


Figure 4: Locally-affected communities located in proximity to Northern Rail Line Upgrades

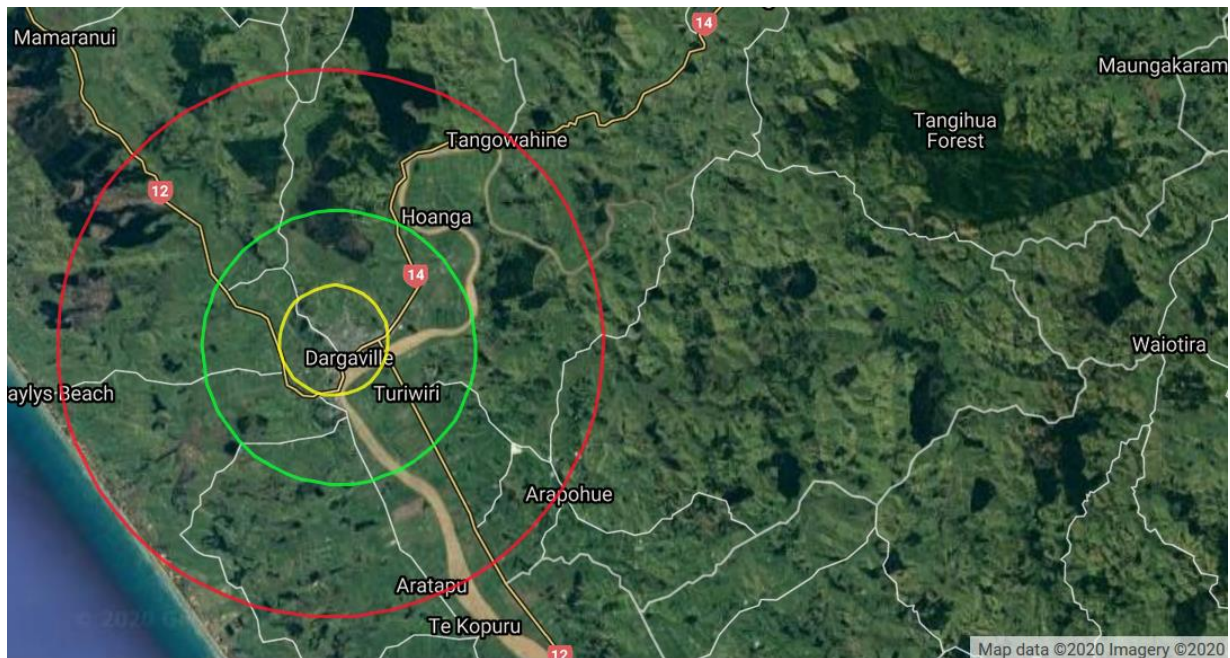


Figure 5: Locally-affected communities located in proximity to Northern Rail Line Upgrades

It is currently understood that the proposed change scenarios associated with the UNISCS Project will likely be received by the following communities:

- a. Communities (residents, businesses and organisations) in Dargaville and local surrounds who would be impacted by the construction and operation of upgraded rail lines to the Northern Rail Line
- b. Communities (residents, businesses and organisations) in Moerewa and local surrounds, as well as settlements located along the Northern Rail Line, impacted by construction and operation upgrades.
- c. Outlying, hinterland settlements, including businesses of Northland District Council, dependent largely on road travel who would benefit from upgraded rail connections.
- d. Mana whenua groups and hapu who may hold differing interests and relationships in Northland.

5. Puhinui, Manukau Harbour¹⁰

Details regarding a proposed new port development within the Manukau Harbour, whilst not addressed by the UNISCS report, have been considered as part of Option 5 in the June 2016 *Consultants Report to the Port Futures Study* and includes the following activities:

- The new Port planning and development for Option 5b (site 7b) begins in 2029, 15 years before 2044.
- Seabed acquisition and land acquisition (50 hectares)
- Dredging of the Harbour
- New port infrastructure construction and transport infrastructure construction, including road and rail links. It is noted that "Route may join a proposed Airport Link parallel to Puhinui Road.

¹⁰ The authors of this report were advised in a phone conversation that the Puhinui option in the Manukau Harbour was being reconsidered by the client as the most favourable option. Hence, we have not addressed Central Harbour or Hikihiki sites.

The rail route could join the NIMT at Puhinui Station. Puhinui to Westfield junction could require a third track. The route is over a wildlife refuge” (p.156).

- 24hr operational port

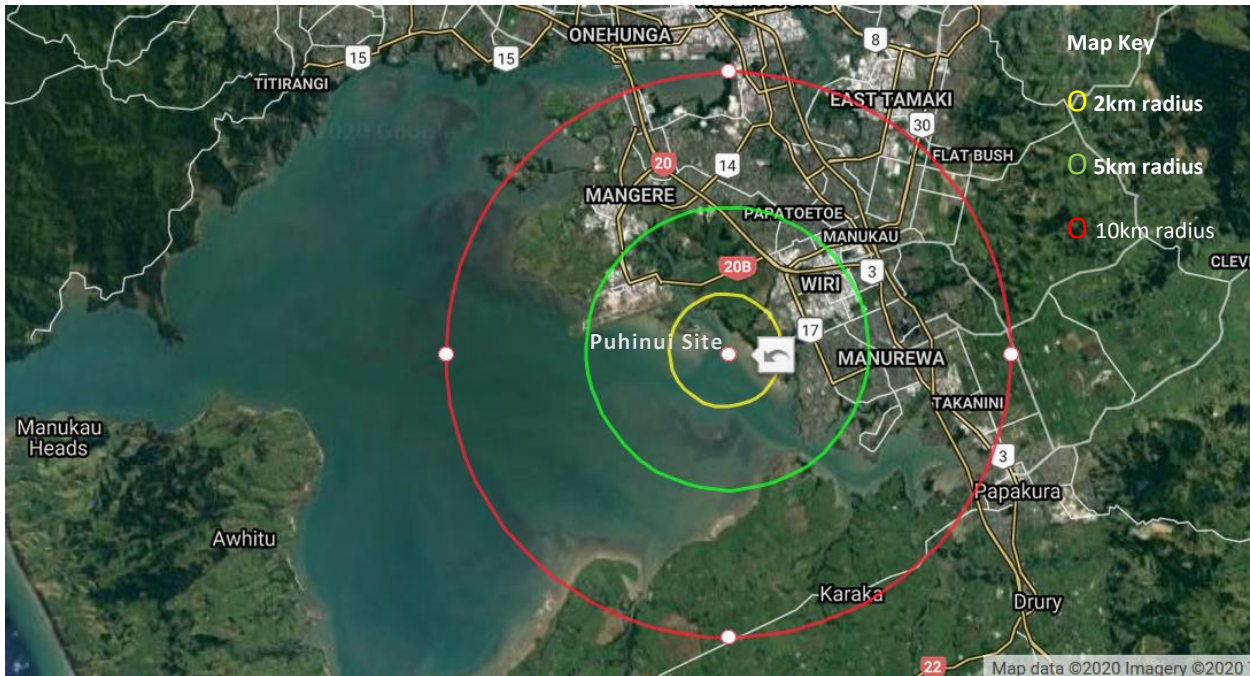


Figure 6: Locally-affected communities in proximity to the proposed Puhinui new port site

It is currently understood that the proposed change scenarios associated with the UNISCS Project will likely be received by the following communities:

- Communities (residents, businesses and organisations) within 2-5kms radius of the likely proposed port site include people living and working in the communities of Ōtara-Papatoetoe and Manurewa Local Board Areas, including Weymouth South and North, Clendon Park East, West and North. The combined total population of the communities are 17,337. South across the Harbour include the growing populations of Kingseat-Karaka. It is acknowledged that North of Clendon Park is the predominantly industrial area of Wiri and to the west is the Puhinui Reserve.
- Mana whenua groups who may hold differing interests and relationships to the Manukau Harbour and surrounds.

6. Kawakawa Bay and Waimango Point, Western Firth of Thames¹¹

Details regarding a proposed new port development within the Manukau Harbour, whilst not addressed by the UNISCS report, have been considered as part of Option 5 in the June 2016 *Consultants Report to the Port Futures Study* and includes the following activities:

Option 5D: Kawakawa Bay (Site 14C)

“Kawakawa Bay site would be an offshore port which is connected to the mainland by a 6km long bridge. There would be limited dredging required at this site but would require substantial protective infrastructure. The site is situated south east of Auckland, just off the Raukura Point. A major obstacle is the vertical alignment north of Mataitai Forest. Traversing this, the line

¹¹ The authors of this report were advised in a phone conversation that the Kawakawa Bay and (to a lesser degree) the Waimango Point options in the Firth of Thames was being reconsidered by the client.

could run on a relatively flat area of the Papakura / Clevedon Valley. The link could join the NIMT at Takanini Area and on to the Westfield junction where the proposed third track would be required.”

Option 5E: Waimango Point (Site 15A)

“Waimango Point is located just 10 km southeast of Kawakawa Bay. This is a blue sky location which would be accessed via shipping routes to the east of Chamberlins Island. This site would be an offshore port which could either be reclaimed from the coastline or separated as an island” This option is similar to the Kawakawa Bay site with additional tunnel under the Orere Point Range. Duplication of East Coast Main Trunk may be required for Western Firth of Thames sites”.

- The new Port planning and development begins in 2029, 15 years before 2044.
- Seabed acquisition and land acquisition
- Limited dredging
- New port infrastructure construction and transport infrastructure construction, including road and rail links. It is noted that both sites would require transport access to be developed around the Hunua ranges and would likely be linked to Auckland through the Clevedon Valley.
- 24hr operational port

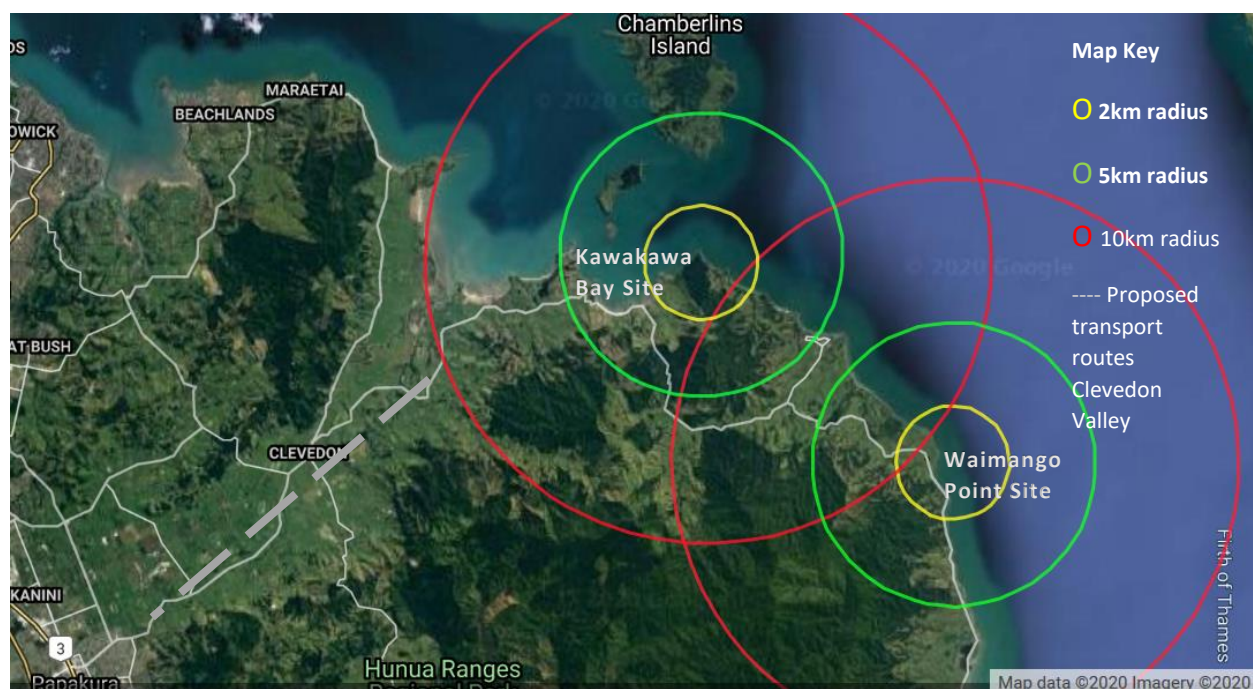


Figure 7: Locally-affected communities in proximity to the proposed Kawakawa Bay and Waimango new port sites

It is currently understood that the proposed change scenarios associated with the Project will likely be received by the following rural communities:

- a. Residents, businesses and organisations within 2-5kms radius of the new port sites, including people living, working in the rural coastal settlements of Kawakawa Bay and Orere Point.
- b. Residents, businesses and organisations through the Clevedon Valley, Ardmore and potentially Drury (depending on links chosen to SH1 and rail lines near Takanini and Papakura).
- c. Mana whenua groups who may hold differing interests and relationships in the Firth of Thames and surrounding hinterland areas.

For each of these communities, high-level demographic profiles have been conducted under each of the proposed change scenario areas utilising Census 2018 statistical data and local government-community planning documents. Stakeholder mapping and analysis would have added to these profiles and provided insights on social capital and communities of interest in the local areas if time had been

allowed.¹² An understanding of the locally-affected populations and the social environment shaping current and future change provides the context for understanding the potential impacts that may likely flow distinctly from:

- a) pre-project planning stages
- b) construction activities related to each port and inland-hub/ infrastructure project areas; and
- c) operational activities related to each port and inland-hub/ infrastructure project areas.

The national and regional economies of people, goods and money are interrelated with local community economies and we have tried to create a balanced view of the issues and impacts but at a limited level of analysis, given the scope of affected community interests and the time-frame to complete the study.

5. Social Impacts in Pre-Project Planning Stages

Social Licence

‘Social Licence’ is an expression used to imply that the acceptance of the ‘community’ is also necessary for a project to be successful. Leading corporations now realise that they need to meet more than just the regulatory requirements, they also need to consider, if not meet, the expectations of a wide range of stakeholders, including local communities (geographical and of interest). If not, they risk not only reputational harm and the reduced opportunities that might bring, they also risk being subject to strikes, protests, blockades, sabotage, legal action, and the financial consequences of those actions. In some countries, ‘social licence’ has become an established element of the language of business, actively influencing, if not driving, the business strategy of many companies, and is part of the governance landscape¹³.

The literature drawn upon for this study overwhelmingly indicates the importance of social licence for the efficiency and sustainability of current and future ports throughout the world. This was briefly mentioned in *Attachment 1 - Economic Analysis of Upper North Island Supply Chain Scenarios*, produced for the Ministry of Transport by Ernst and Young Transactions Advisory Services Limited (August 2019).

The literature demonstrates that decisions and projects regarding ports can be highly contentious in the public and political spheres (Acciaro, 2014; Dooks 2007, 2013, 2015; EPA, 2016; PIANC 2014; Tamatey, 2019; Slinger 2017). Many ports internationally have rapidly moved to adopt social corporate responsibility policies or statements, even community partnerships, alongside environmental sustainability strategies, knowing that change and development is a constant when efficiency, capital growth, and other contextual drivers shape their operations as well as their social licence to operate.

The Working Group’s final report remarks on the weaknesses and threats to the social licence of both Auckland and Tauranga ports as a reason for the relocation of Auckland’s freight activity and for “prioritising freight modes such as rail, and coastal shipping where possible, and place particular emphasis on optimal land use” (p. 28). However, there is no analysis of the impacts that the proposed change scenarios will have on local communities affected by these changes. A failure to consult affected communities on these proposed changes, ahead of them occurring (i.e. construction activities) and the potential social impacts they may experience could have adverse impacts on the UNISCS project and may severely diminish each of the relevant port authorities’ social licence even further. In effect, the

¹² These will be made available on request and have not been included in this report due to time-constraints to collate and format the raw data and analysis they require to become readable documents.

¹³ For more information, refer to: Boutilier, R.G. 2014 Frequently asked questions about the social licence to operate. *Impact Assessment & Project Appraisal* 32(4), 263-272.
<http://dx.doi.org/10.1080/14615517.2014.941141>

outcomes of the report have and are having on social impacts now; local people, stakeholders and effected parties' fears and aspirations regarding the recommendations are being played out, not just in the media and risks of harm and damage need to be carefully managed.

This study, therefore, is a first step in identifying the potential social impacts and risks and benefits to obtaining and maintaining the social licence of the UNICSCS project, as well as the operational futures of the aforementioned ports, port authorities, crown-funded infrastructure and their various investors.

It is recommended that a comprehensive social impact assessment be conducted as part of the business case and ensuing Assessment of Environmental Effects (AEE) under the RMA that will follow. This will support the port authorities and territorial authorities to work alongside affected communities and stakeholders in a manner that enhances their social licence and ensures positive social impacts are sought and enhanced and adverse impacts avoided or mitigated.

In what follows is a summary of the potential social impacts and some commentary raised by this current stage of project proposal and planning:

Concerns, fears, aspirations regarding change & impacts	<ul style="list-style-type: none"> • Reduced social licence of POAL, Northport and Tauranga port authorities • Protests/ conflict affecting social and political capital, particularly creating political divisions and mistrust • Intra and inter-community divisions and effects on cohesion and social capital • Effects upon resources (human and financial) and time to lobby for/against or demand local benefits and returns on investment
	<ul style="list-style-type: none"> - If good practice levels of community and stakeholder participation in decision making (political capital) regarding the future of UNISC – changes to the ports and associated infrastructural developments are not enabled and managed from the pre-project stages it is likely that a sense of social, cultural, environmental and economic justice and equity will diminish. - Locally affected communities of residents and businesses, particularly those in immediate proximity to Waitemata should and will likely want to contribute to the identification and assessment of social, cultural, economic and environmental effects to ensure that: <ul style="list-style-type: none"> a) negative/ adverse effects are diminished and/or adequately mitigated; and b) positive benefits are defined as outcomes to be accrued, such as direct investment from the UNISCS into the human, cultural, social, physical, financial and environmental capital of their communities. - It would appear that Northport enjoy relatively conflict free good relationships with its local populations as many of these communities have grown up with the port (and oil refinery). POAL's social licence is under pressure and Port of Tauranga's increasingly so. - Local community intelligence and input is important to understanding impacts, people's concerns, potential solutions and involvement in shaping their futures. It is noted that community consultation to date has been limited. As and when the work progresses increased community involvement is critical to ensure the ongoing social licence of the port authorities. The Working Group has talked to key stakeholders and commissioned a public opinion survey among Auckland residents (it is not known what proportion are local or regionally-located residents). - This study questions whether the level of stakeholder consultation and research of public opinion conducted provides reliable and valid data to identify the options proposed for the design of a future UNISCS. The public opinion survey tests only whether POAL freight operations should be moved, nor do they not represent public opinion of the communities living at the potential receiving end of changes to each ports' operations.

- Given the time-frame of the initiation (Dec 2020) and the 10-15yr completion date of the UNISCS recommendations there is a danger that due diligence in terms of planning and construction in consultation with affected parties may be under threat. The need to resource local government to work adequately with its communities as well as perform its strategic planning and resource consent processes in integrated ways, alongside other proposed projects that will require regulatory approvals, will be key to the project design and delivery.

Treaty of Waitangi considerations are absent from the Working Group's analysis

In this vein, of central importance is consideration of the Treaty of Waitangi and the Crown and Local Government's obligations to its Crown-Māori treaty partners, potential treaty partners and Māori interests of Northland, Auckland, Waikato and Bay of Plenty regions. This is a gap in the Working Group's analysis and recommendations to date and compromises Articles 1, 2 and 3 of the Treaty of Waitangi.

It is acknowledged that the Working Group has identified the need for Crown regulatory intervention and Crown-Council cooperative decision making. Reflecting on an increasing appetite of Crown to increase recognition of the Treaty of Waitangi, there is a need to action the Treaty of Waitangi based joint governance, collaborative leadership, and joint cooperative working programmes of the UNISCS Project. This makes possible key opportunities to embed a high-level Treaty-based legislative framework and develop an organisational and leadership reframe to support next stages of the UNISCS project engagement methodology.

This study identifies and considers some of the key gaps and implications of UNISCS Working Group's proposals in light of the Treaty. It does not provide a cultural impact assessment, rather it considers cultural impacts as part of the broad SIA category the significant need to engage appropriately with relevant iwi and Māori interests as soon as possible ahead of any further UNISCS project planning and decision making.

A more complex and detailed Cultural Impact Assessment is recommended during the next stage - technical studies and modelling for intergenerational expectations for the next 50-150 years. While work is needed to develop and reframe governance and leadership within Stage 2, work is needed to develop and establish a Treaty based engagement approach within Stage 3: a detailed stakeholder consultation that will:

- embed mana whenua and thinking from start to finish of Stage 2: Technical Studies and Modelling to develop a complex high-level Legislative Framework, and a Cultural Impact Assessment from Northland region, Auckland region, Hamilton region and to Tauranga regions respectively.
- provide greater agility of engagement through a methodology that considers the roles and interests of central, regional and local government, iwi, private owners, community and stakeholders.
- build on agreements and aspirations for engagement already agreed upon between parties¹⁴.

In what follows is a summary of the potential social impacts and some commentary raised by this current stage of project proposal and planning:

¹⁴ Appendix 1 outlines some generic thinking regarding a high-level Treaty based framework for engagement.

Lack of Crown-Māori engagement, no co-governance or joint governance decision making approach.	<ul style="list-style-type: none"> • Considerable pressure placed on the Treaty relationships for iwi • Considerable pressure placed on the pre-Treaty settlement process for iwi and hapu throughout Whangārei District and Northland. • Pressure upon the capacity and resources (human and financial) of these iwi and hapu as additional processes to participate in, as well as analyse the environmental effects and demand necessary local benefits and returns on investment for Māori -whanau, hapu and iwi, kainga, organisations and businesses.
	<ul style="list-style-type: none"> - The UNISCS Working Group has not adequately engaged with Māori interests. The need for full cultural impact assessments in decision making on port futures has already been stipulated in the June 2016 <i>Consultants Report to the Port Futures Study</i>. It is therefore strongly recommended that in all future stages of the initiative that Treaty principles inform progress and process. Of equal importance to partnership working with local iwi and hapu is the same with the Auckland, Bay of Plenty, Whangārei, Kaipara and Northland District Councils’. - No evidence could be located to substantiate the claim that Northport’s expansion and the associated infrastructural recommendations “would lead to the creation of thousands of jobs in Northland, enormous economic opportunities for Northland, with its high Māori and disadvantaged population... these factors combined would lift the local economy and reduce poverty and inequality, including for Northland’s high Māori population”. Māori must necessarily be part of the decision-making process and planning of the Northport and rail spur construction - those opportunities will be difficult to realise if they are not designed for and by Māori. - There is an urgent requirement for a Cultural Impact Assessment to be conducted by relevant iwi/ hapu consultants. - Of equal importance is the need for engagement with the iwi authorities who are investing in the Auckland supply chain, generating environmental solutions to current pressures on marine ecosystems, protecting the physical environment and creating social change. - Local mana whenua as iwi have a huge investment in Tamaki Makaurau. Some such as Ngati Whatua Orakei have plans and investments in the foreshore and hinterland. Tainui have an inland port and Auckland Council have relationships with 19 iwi authorities and there is also the Māori Statutory Board. - Local mana whenua as iwi have a huge investments in Tauranga and have been at the forefront of environmental impacts associated with operation and expansion plans of the port. See the <i>Tauranga Moana Iwi Management Plan 2016–2026</i> (Bay of Plenty Regional Council, 2018). - Each regional council of Local Government are the delegated agents for ensuring that the Crown’s statutory obligations to Māori under the Treaty of Waitangi are given effect to or taken into account. Under the RMA and LGA 2002, Councils are the steward for the cultural, environmental, social and economic sustainability of Auckland, and the Study’s recommendations impact the Treaty Article and relationships between Māori, mana whenua and citizens and the Crown.

2. Potential Social Impacts Associated With Construction/ Expansion Activities

The social impacts of construction activities associated with each change scenario have not been fully analysed to date in the UNISCS analysis. Whilst there is a lack of detail in the UNISCS report regarding the details of these developments, some high-level implications can be drawn regarding social impacts that may likely have relevance.

Effects of construction including:

- a) **Potential for increased day and night-time noise, dust and vibration levels**
- b) **Impacts on road, rail and pedestrian safety**
- c) **Changes to people and communities' relationship with and aspirations for**
 - i. **their marine and coastal environment**
 - ii. **their local landscapes, infrastructure, services, amenity, look and feel.**
- d) **Job creation, livelihoods and employment**
- e) **Presence of construction workers**

General comments:

- To this point there have been no localised environmental considerations addressed in the UNISCS study other than climate change and reduced traffic congestion benefits from the proposed rail configurations. As noted above, environmental impacts (perceived and actual) spark social concern about downstream impacts on people and communities, rather than the other way around. Local receiving environments are more likely subject to negative impacts related to port activity such as noise, air pollution, water quality, waste, biodiversity, and so on that can have consequences for the health and wellbeing of the local population.
- A number of unsubstantiated assumptions have been made by the Working Group's analysis regarding the numbers, levels and types of job/ employment creation. Thus far, these assumptions have been made in regard to mainly operational, rather than construction/ development issues.
- It is accepted that new port development options will likely generate substantial employment opportunities. We defer to economic specialists on numbers likely. However, it is important to support the employment of local people so that the economic and flow-on of social and livelihood benefits are optimised and received in local communities, near to port construction.
- As part of the social corporate responsibilities of POAL, Port of Tauranga and Northport they could seek to ensure that any contractors they commission will provide training and apprenticeships for local young people in the demolition and construction work.
- Similarly, in-land hub and rail construction they require labourer skills that are readily available in the local areas. These infrastructure projects could be leveraged to promote investments in livelihood benefits to local people and communities.
- Construction workers if employed from outside of the local area will still likely confer economic benefits to local business. However, unless their wages are spent in the local economy, requiring their residence, there will be limited sustainable benefits to the local and wider community in terms of rates contributions and business growth. If required to relocate this may have an impact on local housing affordability and rental prices.

Auckland CBD and Region

- Whilst the immediate communities of residents and businesses adjacent to the POAL already experience significant ongoing development activity, demolition and construction activities have the potential to be to add to reduced amenity value in the short-term.
- Waitemata businesses and residents, particularly those situated in proximity of the waterfront/ POAL may well be affected without appropriate restrictions being put in place.

- Local businesses, particularly those within the CBD, have been severely affected by the City Rail Link (CRL) and have experienced disruption to their businesses as a result of the CRL construction. The decommissioning of the POAL freight operations and repurposing activities will create more construction activity that will concern local businesses.
- In the long-term amenity value and lifestyle choices should be positively impacted for residents, businesses and visitors/ tourists who economically support these businesses. However, in the immediate and medium term of construction and repurposing, there will likely be a reduced look and feel for Harbourside businesses as a continuation of ongoing development of the CBD and waterfront areas.
- There will likely be adverse impacts from the removal and depositing of waste from the construction activities. The removal of assets and wastes during construction/ decommissioning activities, if done by road, may add to transport and congestion issues. Removal by sea may also have impacts on harbour safety.
- Localised road safety (vehicular and pedestrian) impacts associated with construction and construction traffic in the port and CBD area.
- Impacts on Waitemata community cohesion. Local business and residents may potentially be physically and emotionally divided between those directly impacted by construction activities and traffic flows, in particular during the removal of freight/ container/ other asset and waste removal.
- Increased local employment opportunities from POAL construction activities.
- Potential impacts on logistics and freight handling business and jobs located at current South Auckland hub and potential creation of construction jobs.
- Creation of new in-land hub construction jobs (Swanson/ Hellensville) The creation of a new in-land freight hub and associated upgrades to rail infrastructure will create construction jobs. However, there is no detail regarding location or the scope and scale of this hub. Therefore, any analysis of impacts on local communities and whanau is difficult to identify at this stage.

Whangārei/ Marsden

- Increased dust and vibration for Marsden, Ruakākā, One Tree Point residents.
- Additional construction/ development and reduced amenity and look and feel for Marsden, Ruakākā, One Tree Point residents. Whilst the immediate communities adjacent to the Northport expansion already suffer from a largely industrial environment and ongoing residential development and growth, construction activities at the port will add to this reduced amenity value.
- Whilst there will be no dredging of the Whangārei harbour, the removal and depositing of waste from the construction activities (at port and as a result of the railway construction) will likely be contentious given current public attitudes towards the Dome landfill site.
- Potentially reduced road safety, particularly on the State Highway 15 and Marsden Point road through Ruakākā and the junction with State Highway 1 with additional construction traffic to and from Northport.
- The construction of the rail spur to Marsden is a major development which has not been environmentally, socially or culturally assessed at this stage.
- There will likely be jobs (numbers to be determined by economic specialists created to construct the rail spur to Marsden and these positions should be filled by local people if any benefits are to be realised in the local community.
- Potential deforestation and biophysical/ biodiversity impacts due to the construction of the proposed rail spur, leading to community concerns.
- There will likely be jobs (unable to be determined at this stage) created to undertake the construction/ port expansion and rail construction activities. These are relatively unskilled occupations that could be sourced from the pool of unemployed people (Māori and European), particularly younger ages that could, as part of the social corporate responsibilities of Northport, be employed and trained in demolition and construction work.

- The presence of construction workers (port and rail spur), depending on from where they are sourced, could have an impact on:
 - Local businesses and economy. If these workers are local their wages will be spent in the local economy. There is potential, given the age and occupational trends in the locality, for construction work to benefit the local community, rather than be outsourced to outsiders. This would also positively enhance social capital and cohesion.
 - Increased house and rental prices particularly in Ruakākā, One Tree Point and Marsden residential locations as a result of increased employment opportunities and carefully planned sustainable residential development. This may overlap into urban Whangārei and other coastal communities. It is estimated least one-third (on average) of properties on the north of the Harbour are unoccupied / holiday homes means that these may be available to house port and rail construction and operational staff. However, it is deemed likely that rental price increase, as opposed to property sales, will be a consequence, particularly given the predominantly ageing population that owns these residences.
 - Additional impacts on local infrastructure, housing and services if port and rail spur construction workforce is not local.

Tauranga

- Potential for increased day and night-time noise levels. However, given the general Tauranga harbour noise they may be insignificant, but still needs assessment from a Subject Matter Expert.
- Potential for increased dust and vibration for in proximity businesses and residents, particularly those situated in proximity of the waterfront/ port. As noted above, there are a number of residential areas within 2km of Sulphur Point – Tauranga Central to the south of the SH2 which is subject to residential and development plans¹⁵, Otūmoetai North and South to the west of the port. Depending on where port expansion occurs (potentially east of Sulphur Point within the industrial and business areas of Mount Manganui Central) the residential areas of Mount Maunganui North and South may also fall within the 2km radius.
- There will be likely reduced look and feel for Harbourside businesses as a continuation of ongoing development plans.
- Road safety (vehicular and pedestrian) impacts associated with construction and construction traffic in the port area.
- Impacts on local community cohesion. Local business and residents may potentially be physically and emotionally divided between those directly impacted by construction activities and traffic flows, in particular during the flow-in of freight/ container/ other asset and waste removal.
- It is not clear whether further dredging of the port will be necessary. These will inflict significant harmful environmental impacts.
- Whilst the immediate communities of residents and businesses adjacent to the Tauranga port already experience significant ongoing development activity, construction activities of proposed expansion will add to this reduced amenity value in the short-term.
- In the long-term amenity value and lifestyle choices should be positively impacted for residents, businesses and visitors/ tourists who economically support these businesses.
- There will likely be adverse impacts from the removal and depositing of waste from the construction/ expansion activities via road will likely be contentious if congestion and high volumes of traffic out of the port area is perceived of as an issue.

¹⁵ Tauranga City Council has a number of ongoing and planned projects for the City Centre/ Te Papa Peninsula that is located in Tauranga Central Census Area Unit, see <https://www.tauranga.govt.nz/our-future/projects/city-centre-developments/city-centre-transformation>

- Increased local employment opportunities from port construction/ expansion activities.
- Additional impacts on local infrastructure, housing and services if construction workforce is not locally sourced. Construction staff can be seen as a temporary influx, unless they are sourced from the local population. The Census 2018 results indicate that there are significant numbers of blue-collar workers among the local population of Tauranga City (Technicians and Trades 12%, Labourers 10.4% and Machinery drivers and operators 5.8%). Māori (at 18.2%) are a growing population in Tauranga and also figure high among these numbers. The overall unemployment rate is 6.9% and is higher in communities where there are higher than average young people under the age 25, particularly among Māori. Port development could support some construction training and employment of these populations.
- Potential positive impacts on logistics and freight handling business and jobs located at current Hamilton hubs and potential creation of construction jobs.
- Potential positive business impacts in proximity to where construction workers will be located.

Kaipara, Far North and Whangārei Districts

- To this point these outlying communities at the ends and along the proposed rail upgrade have received no consideration. There has been little if any commentary regarding what the rail upgrades may include, and these are significant developments which have not been environmentally, socially or culturally assessed or properly costed at this stage.
- Increased local employment opportunities from rail upgrades/ construction activities
- Additional impacts on local infrastructure, housing and services if construction workforce is not local.
- There will likely be jobs (a number unable to determine at this stage) created to construct the rail upgrades and these positions should be filled by local people if any benefits are to be realised in the local communities. There is a pool of unemployed people (Māori and European), particularly younger ages that could be employed and trained in this construction activity.
- The presence of (a yet unidentified number of) construction workers, depending on from where they are sourced, will have an impact on local businesses and economy. If these workers are local their wages will be spent in the local economy. There is potential, given the age and occupational trends in the locality, for construction work to benefit the local community, rather than be outsourced to outsiders. This would also positively enhance social capital and cohesion.
- The presence of (a yet unidentified number of) construction workers (port and rail spur), depending on from where they are sourced, will have an impact on local house and rental prices.
- Construction staff can be seen as a temporary influx unless they are sourced from the local population. Unless their wages are spent in the local economy, requiring their residence, there will be limited sustainable benefits to the local and wider community in terms of rates contributions and business growth.

Puhinui, Manukau Harbour

The Ernst and Young's (EY) 2016 *Consultant's report to the Port Future Study* (pp. 188-189) concluded the following social impacts regarding a new port construction in the Manukau Harbour:

"Building a new port in the Manukau area has wider implications for increased economic activity in the area, including increasing business activity and demand for commercial/industrial land and to a smaller degree of residential surrounding the area".

"As the area surrounding the proposed sites is largely zoned industrial, building a new port in the area is unlikely to have the same adverse effects on community and social amenity as the other options would have".

“However, the social impacts of the new port within the Manukau would need to be comprehensively assessed as part of a Social Impact Assessment, should this option be carried forward for further evaluation. The effect on amenity of communities that overlook the proposed site, and the impact on recreational opportunities within the harbour would need to be a key focus of any assessment. This should include how the port location might impact existing access to and use of the coast and community aspirations around the use and protection of the Manukau harbour. Both coastal and landside community and stakeholder values associated with the area of impact would need to be defined and considered”.

The authors of this study are in broad agreement with these comments, adding the following:

- The communities within a 2-5km radius of a proposed new port at Puhinui include a large majority of some of the most disadvantaged Māori and Pacific households in South Auckland, particularly those within Clendon, bordering the industrial zone of Wiri. In recent years, Wiri and its local Clendon communities have become hosts to the development and expansion of one of the country’s largest prison facilities, adding to the negative stigma of poverty. Whether the construction of a new port would improve or add to that stigma would be a key community value that needs investigating further.
- Clendon is a transient community with a statistically significant low level of home ownership (22%). Low rental and house prices may encourage relocation of construction staff, but this may raise prices and negatively impact on issues of housing affordability that is faced by these communities.
- The creation of construction jobs associated with the port and transport infrastructure would benefit these households and the wider community economy only if the workforce is sourced from the locality and developers work with the community leadership to identify ‘good neighbour’ investment opportunities, such as investments in construction training and apprenticeships that would also benefit its local residents and organisations.
- Relatively small employment benefits would have to be considered on balance with the amenity, visual, air quality, noise and other environmental impacts that have been previously analysed by the EY 2016 report in relation to port construction. Many of the households have views across the Puhinui Reserve and recreational facilities and walkways used by local communities are situated along the harbour and coastal edges of the Clendon residential areas. These amenity values would likely be negatively impacted.
- The issue of how the port and associated infrastructure will traverse and impact on the recreational opportunities provided by the well-established Puhinui Reserve would require further analysis, as the local community and mana whenua values and aspirations underlying this area have, for many years, been of significance. The natural, cultural and social capital of the coastal Puhinui Reserve provide a balance against the increasingly industrialised landside area of Wiri. The new port development may likely affect that balance and impact negatively on local and wider community recreational uses.

Kawakawa Bay and Waimango Point, Western Firth of Thames

The 2016 *Consultant’s report to the Port Future Study* (p.194-5) concluded the following social impacts regarding a new port construction in the Firth of Thames:

“The effect on amenity of communities that overlook the proposed site and those who are affected by the rail and road access corridors through the Clevedon valley would need to be a key focus of any assessment”.

“This assessment should also include the impact on recreational opportunities within the harbour and how the port location might impact existing access to and use of the coast. In addition, community aspirations around the use and protection of the Firth of Thames and the Clevedon Valley, both coastal and landside and community and stakeholder values associated with the area of impact would need to be defined and considered. The area of social impact is expected to be relatively stretched given the length of the new access corridor and the communities located along the route”.

“However, the social impacts of the new port within the Western Firth of Thames would need to be comprehensively assessed as part of a Social Impact Assessment, should this option be carried forward for further evaluation”.

The authors of this study are in broad agreement with these comments, adding the following:

- The communities within a 2-5km radius of a proposed new port at the Kawakawa Bay and Waimango Point sites are the relatively isolated rural/ coastal settlements of Orere and Kawakawa Bay. These are the main settlements in the Kawakawa Bay – Orere area unit of the Franklin Local Board which, according to Census 2018 results, is home to a population of up to 1,922 or 774 households.
- Given historical settlement patterns and limited residential development opportunities, local communities are largely generation farmers and labourers, retirees or professional households who have moved to live in the undeveloped natural amenity the area offers. 18% of the population are Māori. Whether these households would aspire to live with the construction (and ongoing operation) of a port is unlikely and social licence would be important to establish. There would likely be concerns regarding household displacement and adverse impacts on house prices.
- The coastline is highly valued and considered locally and regionally as areas of natural beauty and include several regional parks and heritage trails, including Duder Regional Park, Waitawa Regional Park, Orere Point Regional Park, Tapapakanga Regional Park, as well as landside to Hunua Regional Park. The amenity of the area would be significantly altered in adverse ways with the construction and operation of a new port at either of these sites and local community and mana whenua values and aspirations for this area would need further investigation.
- The area receives large numbers of recreational visitors throughout the year, particularly during holidays, where significant volumes of people and families travel to the local area’s beaches for picnics, swimming, fishing, shellfish gathering, diving, kayaking and launching boats. A number of local businesses are established as a result of the pristine natural environment to cater for these visitors.
- Construction staff would unlikely be sourced from the local community, creating limited local employment and thereby economic and livelihood benefits. Due to a lack of housing (or the potential to develop residential housing in the Auckland Unitary Plan) these workers would likely commute with adverse impacts on local traffic and roading infrastructure. Depending on the location of the port site there may be positive impacts of these commuting workers on some local businesses, such as petrol stations, dairies and so on, but limited benefits to the local community economy.
- These relatively small livelihood benefits would unlikely counterbalance the adverse amenity, visual, air quality, noise and other environmental impacts that have been previously analysed by the EY 2016 report in relation to port construction at these proposed sites.
- Local communities throughout the Clevedon Valley are rural and home to predominately generation farmers and labourers and lifestyle households. Whether these households

would aspire to live with the construction of land transport infrastructure required to service the proposed port (and the ongoing traffic for freight transportation during operation) would require further investigation through a social impact assessment.

- There would likely be concerns regarding adverse impacts on amenity, safety, house prices and the potential for household displacement depending on the transport routes chosen.

3. Potential Social Impacts Associated With New Operational Activities

The social impacts of operation activities associated with each change scenario have not been fully analysed to date in the UNISCS analysis. Whilst there is a lack of detail in the UNISCS report regarding the details of these developments, some high-level implications can be drawn regarding social impacts that may likely have relevance.

Effects of new operations including:

- a) Potential for increased day and night-time noise, dust and vibration levels**
- b) Impacts on road, rail and pedestrian safety**
- c) Changes to people and communities' relationship with and aspirations for**
 - i. their marine and coastal environment**
 - ii. their local landscapes, infrastructure, services, amenity, look and feel.**
- d) Job creation, livelihoods and employment**
- e) Residential and commercial property and land values**

General comments:

- Whilst it is stated in the UNISCS that "some relocation will probably take place" as some people will move with the work and supply chain, there is no evidence presented to date of the estimated size of workforce, the sectors, skills base or flexibility to relocate. POAL workers would need to be engaged to clarify details.
- Of those currently employed by POAL it is likely that only the skilled workforce would potentially relocate outside of Auckland. Some may choose Tauranga, others Whangārei. However, living costs and house and rental prices, as well as lifestyle choices will likely shape these decisions. This is a gap in the UNISCS analysis.
- It is already evident that in-migration from Auckland region to Bay of Plenty and Whangārei District, in particular the local settlements in proximity to and affected by the proposed Northport expansion, is already an occurring trend. The more sustainable and equitable goal of the UNISCS project, rather than prompt relocation of Auckland operational staff, should be to create employment among permanent locals, particularly if social licence of each port is to be enhanced and maintained.
- There is no evidence to substantiate the claim that Northport's expansion and the associated infrastructural recommendations "would lead to the creation of thousands of jobs in Northland, enormous economic opportunities for Northland, with its high Māori and disadvantaged population... these factors combined would lift the local economy and reduce poverty and inequality, including for Northland's high Māori population".
- According to the OECD's 2014 study on 'The Impacts of Ports on their Cities', "*Port industries require local employment, but this is relatively marginal in comparison with the wider regional economy in which ports operate. Even in the largest ports, port and port-required employment rarely exceeds a few thousand jobs. Several trends, including containerisation, automation and economies of scale, have made port operation and cargo handling increasingly capital and land-intensive, and decreasingly labour-intensive. In recent decades, many ports have shed labour to become more productive and competitive*" (p.40).
- There is a need for a coherent planning and implementation approach to provide the social infrastructure essential for the development of sustainable communities in all areas. Whilst the provision of housing, water, sanitation, waste disposal and power are essentials other services such as schools, transport, health care are important for ensuring the long-term satisfaction of those who live in these communities. They serve to create the framework within which people can establish a community with opportunities for their social and economic wellbeing.

- Increased local and regional employment and livelihoods opportunities from secondary flow-on effects in transportation, logistics, freight forwarding services, and other related industries. It is not known at this stage how many businesses may be potentially affected and how/ why.
- Additionally, there is an inland port and logistics hub at Ruakura, Hamilton which has not been mentioned that has been developed by Tainui in partnership with a range of organisations including POAL who also has a major freight transport hub at Horotiu, Hamilton and are working with Open Country Dairy (OCD). Whilst there may be limited impact on employment at these inland ports, the UNISCS analysis has not referenced these and the implications of their recommendations at these sites.

Auckland CBD and Region

- Without knowing what the potential repurposing of the POAL land will be used for, any development or change (whether recreational, housing, commercial or retail) will have potential environmental impacts that will have to be carefully managed as part of the Resource Management Plan.
- Additionally, plans and trends indicate harbour use and local communities are expected to grow which in turn creates greater exposure to the environmental effects, potentially increasing social opposition.
- Local people clearly value the environmental, cultural, lifestyle and livelihood benefits of living in proximity to the Waitemata harbour and CBD area. The Waitemata is used for commuting and is highly valued for recreation such as sailing, motorboating, fishing and tourism and as a visual amenity. Discontinuing the freight port operation and redeveloping Auckland's waterfront, depending on what the land use is likely to be, may well improve its amenity value, and public access from the CBD to the harbour plus positively impact on residents and visitors.
- It is generally understood that a more sustainable use of the 77 hectares of Auckland waterfront land could deliver beneficial contributions to the GDP. These would likely have significant flow on effects to business and incomes, as well as reinvestment in the physical and social infrastructure.
- There will likely be increased local employment opportunities from construction and redevelopment/ repurposing of POAL operations and land.
- It is not known at this stage how many businesses may be affected but it is feasible to suggest there will be impacts on those involved in freight and logistics. Where relocation of these operations is an option will be determined by the businesses themselves.
- Potential re-purposing of industrial zoned land in the CBD and South Auckland could lead to higher land value uses, higher value jobs, higher productivity and further additional capital value and income for Auckland Council. However, this will also impact land and house prices, particularly in South Auckland which has a high deprivation index.

Whangārei/ Marsden

- An expanded freight port operation may potentially affect local people's relationship and access of the marine and coastal environment.
- There may be a tipping point at which communities and visitors will accept the operation of an expanded import/export freight operation, particularly given the size of the vessels and their water-based impacts on the local marine environment.
- Potential environmental and cultural issues will arise that may influence and reduce public support, regardless of the economic benefits, for the expanded port activities. The following impacts should be considered as affecting locals:
 - Increased day and night-time noise levels beyond the current compliance which is just at the 45 dB LAeq operative.
 - Decreased harbour safety for recreational fishing and boat users, including potential erosion effects of large vessel wash/ wakes on harbour beaches

- Effects of increased ship-based pollution on kai moana and water quality.
- Increased potential danger of oil spills and contaminants and sinking vessels (i.e. Rena disaster).
- Potential impacts on the safety, migration and availability of key marine animals, in particular whales and dolphins that are valued historically and culturally by local populations, as well as recreational and commercial fishing stocks.
- Visual amenity (potentially light pollution) issues for Marsden, Ruakākā, One Tree Point residents, as well as McLeod Bay, Reotahi, McGregors Bay, Taurikura Bay, Urquarts Bay, Parua Bay residents.
- Air pollution from increased diesel engine use at portside.
- Local people clearly value the environmental, cultural, lifestyle and livelihood benefits of living in the coastal settlements of the area. The port and oil refinery are an accepted infrastructure in this area. However, it is unlikely that the population would want to see a trade-off and deterioration in the amenity and environmental values as a result of the Northport expansion to accommodate the proposed growth in operations of the POAL.
- Increased local employment opportunities from expanded port operations. However, there exists the potential for decreased sustainable employment as automation and technological efficiencies are introduced through Northport operations.
- Increased local and regional employment and livelihoods opportunities from secondary flow-on effects in transportation, logistics, freight forwarding services, and other related industries.
- There is no evidence-based correlation between the establishment of jobs in the immediate port and freight-forwarding operations and the secondary flow-on effects in service industries, and the education and health sectors as proposed by the UNISCS report. In Whangārei/ Northport, there is more likely to be a stress placed on the , education and health sectors (particularly the community and NGO/ voluntary organisations), requiring local and central government investment.
- There is potential for Northland’s horticulture industry to expand dramatically. There have been a number of PGF investments in horticulture within the region, which is an indicator this is likely to grow anyway. The existence of an export port within Northland may stimulate further growth, investment and development in this sector.
- When taken alongside other strategic, planned development projects in Whangārei District, the cumulative impact of Northport’s expansion will have a significant effect upon median house prices, as well as rental prices. It is important for the project to work alongside Whangārei District Council and the housing industry to look at options to maintain the affordability and quality of homes in the locally-affected areas.
- There exists a reasonable supply of flat-industrial-zoned land adjacent to Northport with no higher alternative uses and this land has been zoned to support the sustainability of the port operations. However, it will be important that growth and residential development is planned strategically and in integrated ways to create communities and not just houses,
- Without the proposed move of the POAL operations to Northport (and the Royal Navy to Port Whangārei), the Districts’ population it is estimated to grow to 120,000 in the next ten years. Clearly if the moves take place Whangārei District Council estimate the population would expand by approximately 20,000 a 45% increase in the District’s population density. Currently 0.35 people per hectare to 5.1 with a 140,000 population. This would require 17,000 additional homes, including schools, health facilities and hard and soft community infrastructure to service this additional growth.
- The UNISCS report identifies that “there is little traffic at all near Northport, although our recommendations would increase traffic between Whangārei and Northport for perhaps 2000 workers commuting between the two”. This is difficult to determine given that it has not established where the 2000 workers would come from and live, and that seemingly no consideration of construction staff (port and rail developments) has been made.

- The UNISCS report states that “the rejuvenation of the (Northland) rail corridor, with clear long-term potential to develop both freight and passenger traffic and associated value up-lift from intermediate stations and stopping points” is worthy of further impact analysis. However, the potential impacts of increased freight journeys on (noise, safety, vibration, etc) on rail-side communities throughout the entire rail network also should be part of any further analysis.

Tauranga

- Expanding Port of Tauranga’s freight port operation may potentially affect local people’s relationship and access of the marine and coastal environment in negative ways. Expansion has its own downstream impacts some positive (human, cultural and social capital) and some negative (environmental and physical capital costs) that will need to be carefully identified and managed.
- Whilst the immediate communities adjacent to the Port of Tauranga already have to deal with a largely industrial environment and ongoing residential development and growth, construction activities at the port will add to this reduced amenity value.
- The port does not necessarily have a sustainable social licence and its expansion is not necessarily an accepted infrastructure in this area. However, the population would unlikely want to see a trade-off and deterioration in the amenity and environmental values as a result of the Port of Tauranga expansion to accommodate the proposed growth in operations.
- There may be a tipping point at which communities and visitors will accept the operation of an expanded import/export freight operation, particularly given the size of the vessels and their water-based impacts on the local marine environment.
- Without knowing what the potential expansion at the Port of Tauranga will include, although it is stated that Tauranga’s land for port expansion is limited, operational impacts will have potential environmental and cultural issues that will possibly arise and may influence public support, regardless of the economic benefits.. The following should be considered:
 - Increased day and night-time noise levels
 - Decreased harbour safety for recreational fishing and boat users, including potential erosion effects of large vessel wash/ wakes on harbour beaches.
 - Effects of increased ship-based pollution on kai moana and water quality.
 - Increased potential danger of oil spills and contaminants and sinking vessels.
 - Potential impacts on the safety, migration and availability of key marine animals, in particular whales and dolphins that are valued historically and culturally by local populations, as well as recreational and commercial fishing stocks.
 - Visual amenity (potentially light pollution) issues for near-port communities.
 - Air pollution from increased diesel engine use at portside.
- Increased local employment opportunities from construction and redevelopment of port operations and land use. However, there exists the potential for decreased sustainable employment as automation and technological efficiencies are introduced through Port of Tauranga operations.
- It is generally understood that expansion would deliver beneficial contributions to the GDP and provide employment for more than current Port of Tauranga employees. However, expansion would have to be undertaken with sustainability and ‘green ports’ policies in mind.
- Any benefits of growth would likely have significant flow on effects to Tauranga business and incomes, as well as reinvestments in infrastructure and social infrastructure and services required for the additional growth it will also contribute to.
- It is already evident that in-migration from Auckland region to Bay of Plenty is already an occurring trend. When taken alongside other strategic, planned development projects in the Bay of Plenty, the cumulative impact of Tauranga’s expansion will have a significant effect upon median house prices, as well as rental prices. It is important for the project to work alongside

Council and the housing industry to look at options to maintain the affordability and quality of homes in the locally affected areas.

- There is a need to consider rail and junction safety issues, in particular where the rail line operates through local community settlements.

- **Kaipara, Far North and Whangārei Districts**

- Rail and junction safety issues along the upgraded line, in particular where the rail line operates through local settlements.
- Increased local and regional business and livelihoods opportunities from secondary flow-on effects in transportation, logistics, freight forwarding services, and other related industries.
- Rail upgrades will enhance the potential for Northland's horticulture and agricultural sector, but whether or not this leads to industry growth and improved livelihoods requires further investigation.
- An upgraded rail line may potentially affect local people's travel and access to places of employment and connections with family across Northland.
- The UNISCS report states that "the rejuvenation of the (northland) rail corridor, with clear long-term potential to develop both freight and passenger traffic and associated value up-lift from intermediate stations and stopping points" is worthy of further impact analysis. However, the potential impacts of increased freight journeys could have an impact (noise, safety, vibration, etc) on rail-side communities throughout the entire rail network should form part of any further analysis,
- Increased demand for local housing from potential non-local employees, stimulating increased sale and rental prices.

Conclusions

It is suggested by this study that the UNISCS in context. What is proposed should be understood and analysed as a 'Mega-project'¹⁶. Seen in this way, the UNISCS Project, would generally be understood as naturally favouring big business, rather than the local economies of residents, ratepayers, and independently-owned small to medium sized enterprise and business. As John Macomber writes of his experience with megaprojects in New York:

*"One would expect that local politicians, especially those representing a low-income population that could reap the most from jobs and affordable housing, would take up equity issues on megaprojects, such as ensuring that there are long-term positive economic impacts to their constituents. These elected officials raise these issues during the campaign season, but lack the manpower to... truly understand the issue or what exactly the developer committed to delivering to the local community. The limitation of time requires them to respond to the concerns of the most vocal and influential populations"*¹⁷

A quick review of a list of current megaprojects undertaking massive scale infrastructure development, and the associated literature about them, identify common lessons – delays, ballooning construction costs, poor planning, public criticism, displacement, poor consultation and engagement, compensation for small business. These, in addition to the effects of the construction and operation of port, freight-hub, rail and infrastructural development activities signals the potential significance of impacts upon people that can threaten the social licence of the UNISCS Project as well as the port authorities concerned.

These potential impacts have been briefly outlined in this study and should be fully assessed, and provisions for mitigation and monitoring recommended by the regulating authority. In the case of the near-port communities and communities affected by the footprint of the upper north island supply chain changes they lack the resources and time to lobby for benefits that could accrue from the proposed longer-term return on investment proposed by such a project.

Some of the international literature on the social impact of ports on communities has highlighted the effects of opposition on developments. A *Ports Primer for Communities*, United States Environmental Protection Agency, July 2016 identifies the potential challenges for near port communities "who are disproportionately impacted by port operations and related transport systems. In addition, whilst ports are major economic engines for local, regional and national economies these economic benefits may not be equitably distributed. The near port communities may not be receiving a fair share of the economic benefits flowing to the regions".

Whilst the Upper North Island Supply Chain Strategy (UNISCS) provides an economic case for change, an exploration of its impacts on people and local communities, particularly Māori is required. Without further analysis of these topics it is difficult to substantiate the claim that "there are few, if any, other projects that would so positively transform Auckland and Northland as thriving communities for the

¹⁶ The following is taken from Wikipedia: "According to the *Oxford Handbook of Megaproject Management*, "Megaprojects are large-scale, complex ventures that typically cost \$1 billion or more, take many years to develop and build, involve multiple public and private stakeholders, are transformational, and impact millions of people". A more general definition is "Megaprojects are temporary endeavours (i.e. projects) characterized by: large investment commitment, vast complexity (especially in organizational terms), and long-lasting impact on the economy, the environment, and society".

¹⁷ John Macomber is a Senior Lecturer in the Finance unit at Harvard Business School. See <https://medium.com/harvard-real-estate-review/megaprojects-exclusionary-benefits-the-case-of-local-government-policy-benefiting-the-privileged-db4d1a8228bc>

future” (p.9). There exists a unique opportunity for the return on investment suggested by this project to be leveraged to enhance positive effects upon local and near-port communities as hosts to this kind of development. Economic trickle-down, of the like proposed by the UNISCS report, is now commonly understood not to provide a basis for the improved well-being of people and communities. The Government’s own Living Standards Framework acknowledges that GDP is not the only capital and indicator of wellbeing.

Given the potential scope and scale of the UNISCS project and the potential social impacts that this study has initially scoped, it is recommended that regulatory processes that prompt Strategic Environmental Assessment (SEA) and AEE under the Resource Management Act are the priority ahead of any investments in rail and road infrastructure. Each change scenario proposed by the UNISCS report requires a level of strategic planning, phasing and coordinated pre-design with affected port authorities and local government bodies to support long-term planning and investments. It is only with further information regarding more specific construction and operational activities, particular to each intervention the working group recommends, that adverse social effects can be fully identified and mitigated and positive impacts and true benefits to locally-affected communities can be identified and enhanced.

Appendix A - High Level Legislative Framework

Treaty of Waitangi: Preamble

The preamble to the English version states that the British intentions were to:

- protect Māori interests from the encroaching British settlement
- provide for British settlement
- establish a government to maintain peace and order.

The Māori text suggests that the Queen's main promises to Māori were to:

- secure tribal rangatiratanga.
- secure Māori land ownership.

Treaty of Waitangi: Treaty based engagement for MOT UNISCS

Cabinet Office Circular TOW Guidance, 22-10-2019	Crown Pledge	Existing Deeds of Settlement of respective areas	What does this mean for MOT UNISCS engagement
Article 1 The government has the right to govern	Consideration of the effects of the proposal on all New Zealanders and demonstrate the good faith of the Crown	Recognition of roles and responsibilities of local government and Existing Deeds of Settlement within respective areas of Northport, Auckland Port, and Tauranga: <ul style="list-style-type: none"> - Ngāi Tai ki Tāmaki Settlement (Tauranga & Tamaki) - Ngāti Maru (Tamaki) - Ngāti Paoa (Tamaki) - Ngāti Tamaoho (Tamaki) - Ngāti Tamaterā (Tamaki) - Ngāti Te Ata (Tamaki) - Ngāti Whanaunga (Tamaki) - Ngāti Whatua o Kaipara (Tamaki) - Ngāti Whatua Orakei (Tamaki) - Te Ākitai Waiohua (Tamaki) - Te Kawerau ā Maki (Tamaki) - Te Patukirikiri (Tamaki) - Te Rūnanga O Ngāti Whatua (Tamaki) - Tāmaki Makaurau Collective x 13 within 3-groupings: Marutūāhu, Ngāti Whātua & Waiohuia-Tamaki (Tamaki) - Ngā Hapū O Ngāti Ranginui (Tauranga) - Ngāi Te Rangi (Tauranga) - Ngāti Pūkenga (Tauranga) - Tauranga Moana Collective (Tauranga) - Ngāi Te Rangi and Ngā Pōtiki (Tauranga) 	Leadership of local, regional and central government to enable Treaty Partners co-governance

		<ul style="list-style-type: none"> - Ngati Wai (Pre-Treaty Settlement) - Pare Hauraki Collective Treaty Settlement (in court) - Mana Whenua: Patuharakeke (Pre-Treaty Settlement) - Ngapuhi (Pre-Treaty Settlement) - Mahurangi (Pre-Treaty Settlement) 	
Article 2 Māori have the authority and right to make decisions over resources and taonga	Provision of rangatiratanga and hauora/wellbeing for Māori	Joint recognition of the Treaty Principles and working towards partnership; transfer of powers	Provision for evolving Treaty Partnerships, the localised implementation of Treaty principles, and the unique rights and interests of joint Treaty Partnerships, Programmes & Frameworks
Article 3 The obligations that the Crown has to all New Zealand citizens	Tikanga, process, fairness, equity	Seamless integration of Treaty Partners matters into core business and activities	Recognition of community interests and Treaty Partners being of those communities

Organisational Reframe

- The reason for opportunity for an organisational and leadership reframe implies a behavioural approach for a time, and then a switch to another frame with central methodology including Treaty-based engagement approach and evaluation. Reflecting on action of a four frames of Structural (joint decision making, strategy, agreed metrics and systems and procedures), Human Resources (who is who in the zoo), Political (Legislative Framework inclusive of Treaty) and Symbolic (organisational direction, vision and culture).
- An opportunity for this approach is to action Treaty of Waitangi based engagement which is often theorised but rarely achieved in New Zealand. Reflecting on the increasing recognition of the Treaty of Waitangi over the last 50 years gives some insight to the intergenerational expectations for the next 50 years.

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