

AGENDA

WEDNESDAY 23 AUGUST 2017

VENUE

**Bridge Clubrooms
Lyndhurst Street
Westport**

**5.00pm   Public Forum
                 Council Meeting**

The Council, in considering each matter, must be:

- (a) Satisfied that it has sufficient information about the practicable options and their benefits, costs and impacts, bearing in mind the significance of the decisions;*
- (b) Satisfied that it knows enough about and will give adequate consideration to the views and preferences of affected and interested parties bearing in mind the significance of the decisions to be made.*

Significance Consideration

Evaluation : Council officers, in preparing these reports have had regard to Council's policy on significance. Council, Committee and Community Board members will make the final assessment on whether the subject under consideration is to be regarded as being significant or not. Unless Council a Committee or the Community Board explicitly determines that the subject under consideration is to be deemed significant then the subject will be deemed as not being significant.

**Public Forum
Apologies**

Item	Page	Description	Draft Recommendation
1	1	Members Interest	That Councillors disclose any financial or non-financial interest in any of the agenda items
2	2	Confirmation of Minutes	That the minutes of the meeting held 26 July 2017 be confirmed.
3	11	Westport Harbour Ltd and MV Kawatiri	That Council resolves to: a) Contract Buller Holdings Limited to sell the dredge as soon as possible. b) Recommend to Buller Holdings Limited that the operation of the port be shifted to WestReef Services Limited but that Westport Harbour Ltd is retained as a shell company for any future ventures.
4	37	One District Plan Proposal	That Council consider how to progress the "One District Plan".
5	45	Northern Link Road - Strategic Business Case	That the report be received for information.
6	100	Temporary Road Closure - Request for Integrated Family Health Centre Organised March	That Council approve the temporary road closure for the proposed protest march against the Integrated Family Health Care Centre on Saturday 26 August from 12pm to 1pm as follows - Brougham Street, from the Memorial Gates on Russell Street down to the Palmerston Street intersection. Palmerston Street from Brougham Street to Lyndhurst Street.
7	103	Significant Projects Report	That the report be received for information.
8	111	Westport Water Supply - Selection Study Update	That the report be received for information.
9	116	Mayor's Report	
10	119	Mayor's Correspondence	That the report be received for information.
11	121	Chief Executive's Report	That the report be received for information.
12	125	Council Meeting Action List	That the report be received for information.

BULLER DISTRICT COUNCIL

FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item No 1

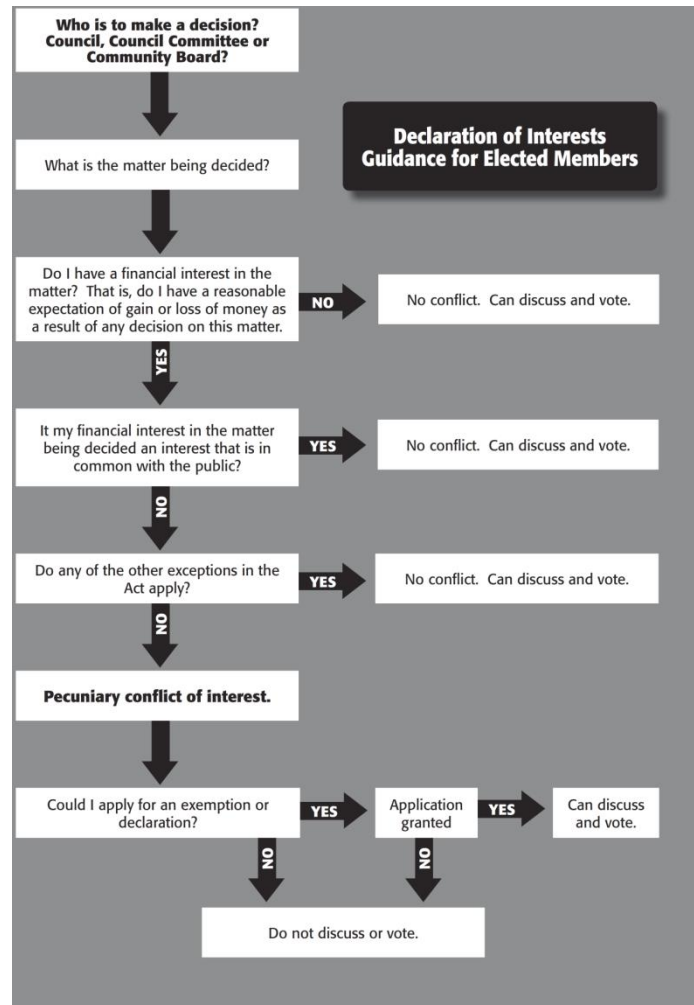
Prepared by - Andy Gowland-Douglas
- Chief Executive

Members Interest

Councillors are encouraged to consider the items on the agenda and disclose whether they believe they have a financial or non-financial interest in any of the items in terms of Council's Code of Conduct.

Councillors are encouraged to advise the Personal Assistant, Chief Executive of any changes required to their declared Members Interest Register.

The flowchart may assist Councillors in making that determination (Appendix A from Code of Conduct).



Draft Recommendation

That Councillors disclose any financial or non-financial interest in any of the agenda items.

BULLER DISTRICT COUNCIL
FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item No 2

Prepared by - Andy Gowland-Douglas
- Chief Executive

Confirmation of Minutes

Minutes of the meetings held on 26 July 2017.

Draft Recommendation

That the minutes of the meetings held on 26 July 2017 be confirmed.

**MINUTES OF THE MEETING OF THE BULLER DISTRICT COUNCIL HELD AT
CLOCKTOWER CHAMBERS, PALMERSTON STREET, WESTPORT, ON
WEDNESDAY 26 JULY 2017 COMMENCING AT 5.10PM**

PRESENT

His Worship the Mayor GC Howard (Chairperson), Crs SM Barry, JW Cleine, GW Hart, DJ Hawes, MJ Hill, EC Miazga, RM Nahr, SP Roche and PJ Rutherford.

IN ATTENDANCE

Chief Executive (A Gowland-Douglas), Manager Community and Environment (CM Scanlon), Group Manager Assets and Infrastructure (M Duff), D Phibbs (Manager Corporate Services) and PA Chief Executive (LM Pablecheque).

PUBLIC FORUM

Ian and Jan Stevenson were present to talk about the Integrated Family Health Centre with one of their main concerns being the lack of public information/support being provided by Council.

APOLOGY

Resolved: That the apology from Deputy Mayor Neylon be accepted.

GC Howard/PJ Rutherford

Carried Unanimously

1 MEMBERS INTEREST

Resolved: That Crs Nahr, Roche and Rutherford declare their interest in Item 4, 'Proposed Dog Shelter/Boarding Kennels at Shingle Beach, Westport'.

JW Cleine/GW Hart

Carried Unanimously

2 CONFIRMATION OF MINUTES

Resolved: That the minutes of the meetings held on 28 June and 12 July 2017 be confirmed, subject to the following amendment -

28 June

Item 8 - first paragraph change 'leasee' to 'lessor'

SP Roche/MJ Hill

Carried Unanimously

3 ONE DISTRICT PLAN PROPOSAL

Deputy Mayor Neylon joined the meeting via skype.

Concern was expressed that the One Plan was being forced upon the Councils with the prospect of very little gain; whether the three regions actually had anything in common; the possibility this could be the first step toward amalgamation for the West Coast region; the lack of information on the likely costs and the need for a timeline. The suggestion was made to consult the community on the proposal. It was also pointed out that if funding was to be sourced from the Local Government Commission, then Council needed to contribute towards the project.

Resolved: That Council adopt a stepped process as follows -

- a) Review the rationale for a One District Plan.**
- b) Develop a process involving councillors and staff with appropriate expertise.**
- c) Canvass West Coast Councils for support of the process developed.**
- d) Council have the right to withdraw from the process if not to the Buller District Council's satisfaction.**

GC Howard/SP Roche

Carried

Crs Cleine, Hart, Hawes and Miazga voted against

Deputy Mayor Neylon left the meeting

4 PROPOSED DOG SHELTER/BOARDING KENNELS AT SHINGLE BEACH WESTPORT

Crs Roche and Rutherford left the meeting.

The meeting was told the area would be surrounded with a planted bund, the toilet would also be available for public use and the risk analysis had not been completed in any detail as the resource consent process had not yet occurred.

Resolved: That Council support the issuing of a license for the Shingle Beach for the purpose of establishing a dog shelter/boarding kennel.

DJ Hawes/EC Miazga

Carried

Crs Roche and Rutherford returned to the meeting

5 TEMPORARY ROAD CLOSURE REQUESTS FOR WESTPORT WHITEBAIT FESTIVAL

Resolved:

- 1. That Council approve the road closure of Palmerston Street from Brougham to Henley Streets and Lyndhurst Street from Adderley to Russell Streets, on a temporary basis for the Westport Whitebait Festival community event, to be held on Saturday 21 October 2017 from 1.00pm until 7.30pm.**
- 2. That Council grant permission for two temporary stages to be erected on Palmerston Street. The first positioned in the slip way outside the Clocktower/I-Site and a second between the NBS Theatre and the Soap Box Gift shop, for the purpose of providing entertainment for the Westport Whitebait Festival, on Saturday 21 October 2017 from 1.00pm until 7.30pm.**

GC Howard/SM Barry

Carried Unanimously

6 EASTER SUNDAY SHOP TRADING

Various opinions were expressed including promoting the district as a tourist destination and allowing businesses the right to open or shut as long as legislation was in place to protect workers; lack of evidence to support trading from businesses; consulting the public; and the meaning behind the public holiday.

Resolved: That Council undertake to develop a policy on Easter Sunday Shop Trading under the Shop Trading Hours Act 1990.

GC Howard/JW Cleine

Carried

Crs Hart, Nahr, Roche and Rutherford voted against

7 FINANCIAL PERFORMANCE - MAY 2017

A correction to the report was noted - 'Summary of Results April 2017' should read 'May 2017'.

Resolved: **That the report be received for information.**

GW Hart/EC Miazga

Carried Unanimously

8 AUDIT NEW ZEALAND AGREEMENTS 30 JUNE 2017 AUDIT

Resolved: **That the report be received for information.**

SP Roche/PJ Rutherford

Carried Unanimously

9 SIGNIFICANT PROJECTS REPORT

Punakaiki Camp Lease and Springs Junctions toilets to be removed from future reports.

Resolved: **That the report be received for information.**

JW Cleine/GW Hart

Carried Unanimously

10 MAYOR'S REPORT

A brief outline of the Local Government New Zealand conference was provided.

Resolved: **That the report be received for information.**

RM Nahr/EC Miazga

Carried Unanimously

11 MAYOR'S CORRESPONDENCE

Crown Fibre Holdings Limited - Update on the Rural Broadband Initiative Extension/Mobile Black Spots Programme

Attitude Matters - Contribution to Tourism Attractions and Activities Market Determination and Feasibility; Reefton and surrounds, Buller District

Concern was expressed at the ad hoc request for funding rather than consideration during the Annual Plan process. It was also suggested funding could come from the Inangahua Community Board budget.

Resolved: **That the request for \$5,000 be referred to the Manager Community and Environment, if applicable, otherwise referred to the Grants Committee for consideration.**

GC Howard/GW Hart

Carried

Crs Cleine and Rutherford voted against

Resolved: **That the report be received for information.**

RM Nahr/EC Miazga

Carried Unanimously

12 CHIEF EXECUTIVE'S REPORT

Resolved: **That the report be received for information.**

EC Miazga/SM Barry

Carried Unanimously

13 COUNCIL MEETING ACTION LIST

Resolved: **That the report be received for information.**

DJ Hawes/GW Hart

Carried Unanimously

PUBLIC FORUM RESPONSE

Resolved: That Council request the Government halt the development of Westport's Integrated Family Health Centre and review the process, in particular the size and location of the facility.

PJ Rutherford/RM Nahr

Carried

Cr Hart voted against

Ian and Jan Stevenson to be advised of Council's decision.

14 PUBLIC EXCLUDED

Resolved: That the public be excluded from the following parts of the proceedings of this meeting.

Item No	Minutes/Report of:	General Subject	Reason for Passing Resolution Section 7 LGOIMA 1987
1	Garry Howard - Mayor	Chief Executive Annual Review	Section 2(f)(ii) the protection of such members, officers, employees, and persons from improper pressure or harassment.

SP Roche/GW Hart

Carried Unanimously

Resolved: That the Council revert to open meeting and the resolutions and disclosures made whilst the public were excluded remain confidential.

RM Nahr/SM Barry

Carried Unanimously

There being no further business the meeting concluded at 7.40pm

Confirmed..... Date .....

BULLER DISTRICT COUNCIL

FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item No 3

Prepared by - Andy Gowland-Douglas
- Chief Executive

Reviewed by - Garry Howard
- Mayor

Westport Harbour Ltd and MV Kawatiri

Report Summary

This report presents the options and recommendations for Westport Harbour going forward.

Draft Recommendation

That Council resolves to:

- c) Contract Buller Holdings Limited to sell the dredge as soon as possible.
- d) Recommend to Buller Holdings Limited that the operation of the port be shifted to WestReef Services Limited but that Westport Harbour Ltd is retained as a shell company for any future ventures.

Issues and Discussion

Background

In 2013 Holcim announced the closure of its Westport plant in favour of silo facilities in Timaru and Auckland taking imported cement from Japan. The MV Westport took the final load of Cape Foulwind cement from the port on 29 June 2016. Up until then Holcim NZ Limited had been the principal port user since 1970, shipping cement from the port of Westport on a weekly basis using their bulk cement ships Milburn Carrier II and Westport. On an annual basis up to 430,000 tons of cement was shipped from the Port of Westport to Onehunga, Wellington, Lyttelton, New Plymouth, Nelson, Dunedin and Picton. Coal was also barged from the harbour in the past, but this ceased in 2005 and due to the downturn in the industry and other logistical and cost factors there is little prospect of this happening again in the short term.

The Holcim contract alone more than covered the cost of running the port and the dredge which meant the harbour was a financially viable going concern. Since July 2016 this is no longer the case and Westport Harbour Ltd (WHL) posted a loss of \$200,899, which would have been substantially more had WHL not managed to get external out port dredging work. The loss projected

for 2017/2018 is in excess of \$1m and is simply not sustainable. It is important to note that the port is only a handler of bulk trade; we can't develop or produce that bulk trade ourselves. Without bulk trade there is no economic justification for a port.

Council agreed to 'hold' the dredge and the port operations for up to three years while all options for other opportunities for both the dredge and port were explored. Buller Holdings Limited (BHL) and WHL have worked incredibly hard to this end and have left no stone unturned. To date the following has been explored:

- Marketing of the dredge to every port and Council on the New Zealand coastline, information sent three times in past 24 months, including Mayor to Mayor by Garry Howard
- Continued discussion at Port CEO forum re availability of the dredge
- Bathurst/Coal trade - MOU was being developed prior to coal collapse
- New Zealand Garnet - MOU and pricing was being developed prior to garnet price drop, this is now uneconomic
- Discussions have also been held with Renew Energy Ltd (Waste to Energy) but this opportunity is not yet guaranteed, and if it was it is still at least three years into the future

Finding new business for the port has always been a core function and focus of the Harbourmasters role and if the next 'big thing' for the port was out there, it would have materialised by now. With any potential opportunities being three or more years away this does not justify the ratepayers funding the over \$1m loss per annum, or around \$140 per ratepayer per year. The other option would be to pass this cost on to the current users, which other than Talley's consist of only a small fishing fleet who would not want to see a more than tenfold increase in their share of port costs. This would make their businesses completely unsustainable.

The MV 'Kawatiri' Dredge

The Kawatiri has picked up some out dredging work, but not enough to justify holding this asset. There are no long term contracts confirmed. The main issue is also that this vessel is 39 years old and as it ages the maintenance costs go up substantially to the point that it is no longer economic and better to replace the asset with a new one if and when required. It is estimated that this will be the case within 3-5 years and in the meantime we would have missed the opportunity to get a reasonable sale price for the vessel.

Kawatiri is due to go on the slip for repairs and survey in September and this is the ideal time to reassess the market value and list the vessel for sale, and as it will be easily visible to any perspective buyer and will be in the best possible condition. There are indications that there may be interested parties. The cost of being on the slip is in excess of \$600,000 but without an up to date survey and the essential repairs and maintenance being carried out it can only be sold as scrap and will not sell for its true value.

The Proposed Action

In summary the direction we believe needs to be taken is as per the two points below:

1. This report recommends that the dredge be sold and that this process be contracted to BHL to manage on a commission basis. It should be listed for sale when it goes onto the slip in September.
2. The other recommendation is that Council direct BHL to move the operation of the port from Westport Harbour to WestReef, as on its own WHL is not a financially viable 'going concern' and is technically trading while insolvent. This should be done by December 2017 at the latest. The lease of both the land and pilot vessel 'Bob Gower' will also need to be transferred. It is important that as part of the process that WHL is retained as a dormant shell company so that we can utilise this structure in the future if required.

Then stage two of this process would be a review of all the remaining port functions, the structure and where this best sits. Questions that would need to be asked during the next part of the review include:

- a) Should the port management function come back to Council, or be transferred back to the Regional Council as per the Act?
- b) What land is required for the operation of the port? Should this be downsized and if still being operated by BHL what is the value of that land to determine the lease going forward?
- c) Do we still need to hold the 'Bob Gower' which currently has multipurpose harbour use including piloting, surveying and tug boat functions?

Realistically, we have until March at the latest to complete this review, as this will be a key determinant of direction for the LTP.

Considerations

1. Strategic Impact

This decision has considerable strategic impact. If we continue to allow WHL to run at a loss it will erode all the BHL reserves leaving no financial resilience and reducing income that could otherwise be offsetting rates. Continuing to run at a loss therefore has a direct and significant impact on our ratepayers who are already struggling with the financial downturn.

2. Significance Assessment

Because the closure of Holcim was signalled three years in advance Council took this into account in the 2015-2025 LTP, where the MV Kawatiri was no longer listed as a strategic asset requiring a special consultative procedure to sell. So while this could be considered a 'significant' decision, under our Significance Policy we do not have to consult on this decision.

3. Values Assessment

The Buller District Council values are: One Team, Community Driven, Future Focussed, Integrity and We Care, and this project aligns with these values.

We Care: About the impact of increased rates on our ratepayers - \$140 per ratepayer to cover the shortfall is not acceptable for an activity that delivers little direct benefit to the individuals paying for it.

Future Focussed: We need to think about the future implications of continuing to erode BHL's reserves as well as the future uses of the port, which has been well explored.

4. Risk Analysis

One of the main risks revolves around the ability of the harbour operation to trade as a going concern. There are penalties as a director under the Companies Act should a director allow a company to trade when there is no reasonable prospect of making a profit or if the company is technically insolvent. This risk is borne by the directors of BHL and ultimately the decision to wind up the company is theirs to make. This is because for the purposes of the Local Government Act 2002 (Act), Section 43(3) of the Act is clear that the Council cannot indemnify a director of a CCO for any liability arising from that director's acts or omissions in relation to the CCO. This would also apply to a director of the CCO that is a member of the Council.

This means Council cannot indemnify a director of WHL against liability for breaching their duties as a director under the Companies Act 1993, which may arise, for example, by allowing the business of the company to be carried on in a manner likely to create a substantial risk of serious loss to the company's creditors (reckless trading) or by agreeing to the company incurring an obligation where the director knows the company will be unable to perform the obligation when it is required to do so.

Furthermore, if the Council were to unlawfully indemnify the directors of a CCO and the Council suffered loss as a consequence, elected members of the Council could be personally liable for that loss under section 46 of the Act.

The related financial risk is that there are limited financial resources within the Holdings Group to absorb ongoing losses without impacting the resilience of the group. Council could be forced to subsidise the Group either directly or indirectly via rates.

Politically there are risks with this move because of how emotive this issue is for many people in our community; however there are equally (if not more) risks with doing nothing and letting the financial situation worsen.

As mentioned in views of those affected there are perceived risks around flood protection, however scientific evidence does not substantiate this.

5. Policy/Legal Considerations

Companies Act - As above continuing to operate WHL while technically trading insolvent is a breach of the Companies Act and puts the BHL directors at risk.

Maritime Transport Act 1994 - This is the Act which is the key governing document for Maritime New Zealand.

Under this Act for the purpose of ensuring maritime safety in their regions, regional councils may regulate:

- (a) the ports, harbours, and waters in their regions; and
- (b) maritime-related activities in their regions

They also may appoint a harbourmaster, or delegate this to a port company provided they are a CCO. Note, this is not compulsory under the Act, but does become so if directed by the Minister. Under the Act the local authority can override any port company in regards to the hiring or firing of a harbourmaster.

It is also the role of Regional or Unitary authorities unless this is delegated or transferred to a District or City Council. This has obviously happened here at some stage in the past. The West Coast is quite unusual in this regard. Maritime New Zealand has developed a voluntary Marine Safety code for ports and harbours which is a set of standards that give effect to the Act. The Council have adopted this code for Westport Harbour and this is followed to ensure the safe operation of our port. This was created in 2004 and revised in 2016. Selling the dredge and no longer dredging does not affect our ability to comply with these standards.

6. Tangata Whenua

This is not considered to be of significance to Iwi.

7. Views of those affected

We have received much feedback from the community on this issue, both through public forum, submissions and media. There have been concerns raised about the effects of not dredging on flood protection, but a recent report by LandRiverSea Consulting has dispelled this as largely an urban myth (see attached).

We have also had concerns raised about the impacts that closing the port and ceasing dredging may have on future industry opportunities for the district. As outlined already in this report this is not the case as we can reinstate the port and dredging at any time in the future should a new industry develop (*see Costs/Financial implications below*).

The last group of concerns relate to the safety of entering and exiting the harbour with the bar levels not maintained to the level they were when Holcim was using the port. Safety and risk can be managed through the plan and guidelines our current harbourmaster has in place, which complies with Maritime Safety Regulations. The bar is monitored daily and the guidelines updated as required. If the guidelines are followed along with maritime best practice for piloting vessels safely, there is no safety issue. However it will not be as convenient as it was before when entry and exit times were not restricted on the basis of tides.

The view of the board and Chief Executive of BHL is that WHL cannot continue to operate at a significant loss and that within 12 months all reserves and therefore any business resilience will be gone if this situation is allowed to continue. The directors are also very uncomfortable with their liabilities under the Companies Act. It is their view that the dredge should be sold rather than continuing to be held at a significant cost. They also wish to see a rationalisation of land and property, as currently the lease and rating costs are significant for a 'non-active' port.

Affected WHL staff have been kept informed on the potential downsizing of the port, and would need to be communicated with as soon as a decision is reached, and have received a copy of this report in advance.

8. Costs/Financial Implications

Based on updated budget predictions for 2017/2018, WHL estimates a loss of \$1.1m which includes some out port dredging income. The loss is not able to be internalised in the Holding Company in the future without decreasing the distribution to Council accordingly. This would equate to an increase in rates of around \$140 per annum per ratepayer to subsidise the cost of the running and dredging the port. Should the cost be passed on to the commercial vessels using the port, then this would equate to an approximate cost of \$7,900 per vessel. Clearly these options would be unpopular and unworkable.

The report outlines sale of the dredge. Sale of the dredge does not exclude the pursuit of business opportunities utilising the port in the future as Council could either lease or purchase a suitable vessel when required should an opportunity appear. There are suitable vessels available to do this work including - "New Era" ex-port Otago or the Albatross Hopper Suction Dredge which is owned by Netherlands based

company Dutch Dredging and already has long-term contracts around New Zealand. There is also the option to purchase a new dredge. This would either be Council, who would recover the costs through the port fees, or the industry themselves may find it more economic to purchase and own the dredge. A full business case would need to be done at the time to determine the best option.

A fairly quick sale would avoid loss in capital value from deterioration and fixed costs for the vessel if the vessel is parked up to wait for an opportunity that may or may not eventuate. From costs supplied fixed costs are likely to be in the vicinity of \$270,000 per annum to sit idle, not including the cost of deterioration.

9. Benefits

The benefit of making this decision now is that we reduce our losses going forward and avoid eroding the reserves of our Holding Company. This is of considerable benefit to ratepayers who will end up having to foot the bill. It is also beneficial to move all the operations under WestReef but not wind up WHL as this will give us the ability to utilise this structure in the future without having to pay all the costs involved with setting up a new entity. The costs of holding this as a shell will be minimal if not nil.

10. Media/Publicity

There will be a high level of interest in this decision as to many the port is a very emotive issue. Therefore we will be providing a clear and succinct fact sheet to the community to answer any 'FAQs' they might have prior to the meeting. A media release will be ready to go out as soon the decision is made. Affected staff need to be kept in the loop on the decision as soon as it is made. As per our media policy the spokespeople for this issue will be the Mayor and the Chief Executive.

Land River Sea Consulting Limited
5 Achilles Street, Burwood, Christchurch 8061
Tel: 03 967 0549 Mob: 027 318 9527
matthew@landriversea.com



17 OCTOBER 2016

The Mayor
Garry Howard
Buller District Council
PO Box 21
Westport 7866

BULLER RIVER - MOUTH INVESTIGATIONS

As requested I have conducted investigations into the potential effects on flood levels due to:

1. Cessation of dredging operations at the Buller Mouth
2. Potential for rising bed levels due to the input of sediment into the river.

In order to better my understanding of the nature of the historic dredging operations, I have been in correspondence with Mike Graham, the Harbourmaster. I have viewed a number of soundings of the mouth as well as of the main channel. I have also analysed historic survey cross section survey data, this data was from 1972, 1999, 2010 and 2014.

CESSATION OF DREDGING OPERATIONS

Dredging of the river has been carried out by the 'Kawatiri' for the past 37 years on an almost daily basis. Prior to this it is understood that dredging was also carried out on a fairly regular basis. It is understood that the primary purpose of the dredging was to maintain access up the channel for ships to transport coal and cement as well as other goods. The Coal berth and Silo Berths were maintained at a depth of 6m and the rest of the river was maintained at a depth of 4m below chart datum, although the SOI required 3.8m (Graham per comms, 2016).

It has been reported that the Bar usually forms 2 "spits". The first at 0.5 cables and the second at 1.5 cables from the tip heads. The bars build from West to East, and can be up to 100m in width (Graham per comms, 2016). A cable is a nautical unit equivalent to approximately 600 feet or approximately 183 m. Soundings from 2005 however showed a significant bar forming at a distance of 1 cable.

In order to maintain access to the river channel the dredge would regularly remove material from the bar, it is thought that this has also been advantageous in helping minimise the flood risk to Westport.

Whilst a cable is not a typical unit of measurement when dealing with river models, I have continued to use this terminology for consistency with the information supplied by the Harbourmaster.

HYDRAULIC MODELLING OF THE BULLER MOUTH

Previous Modelling

A large amount of hydraulic modelling work has been carried out on the Buller River to date as part of the ongoing flood management investigations. This modelling has been carried out using the MIKE flood software package which is an internationally recognised, industry standard modelling suite for the modelling of rivers and floodplains. However, the modelling was carried out prior to the cessation of the dredging operations and had assumed that the mouth was clear of any obstruction (ie dredging at the mouth was in place). The main downstream control in the river was the tide level.

Current Modelling

The Buller River mouth is a complex, dynamically varying location, and any modelling of any such area involves simplifications. All modelling which has been carried out as part of these investigations has assumed that the bed levels are fixed. Due to this assumption it should be pointed out that the modelling will only give an indication as to the potential effects on flood levels due to the bar formations, however will likely be a worst case scenario due to the fact that during a significant flood, velocities would be sufficient to create scour, therefore removing or at the very least reducing the size of any significant obstructions at the mouth.

In order to more accurately model the mouth dynamics, the model has been converted to a purely 2-dimensional model and has been simulated within the MIKE 21 software suite. To allow reasonable simulation times, the model has also been reduced in size to only include the area downstream from the state highway bridge and has not included the Orowaiti River or Lagoon.

This updated model has not been calibrated to historic flood events and should not be relied upon for precise flood levels, however is considered appropriate for estimating differences in levels and flood extents between scenarios.

Modelled Scenarios

In order to get a feel for the potential effects of a build-up of a bar at the mouth I have set up a number of different scenarios, with varying locations and sizes of the bar formation. The flows have been set so that in the base scenario with no bar in place, the river is inundating the low lying land adjacent to the marina, however is not yet spilling into the surrounding properties.

I have based the height of the bar on the soundings from May 2005, however have also simulated situations with a larger bar formation than was shown as a sensitivity test. The soundings from May 2005 show the peak of the bar was at a depth of 1m below chart datum. For the purposes of these investigations, I have used this as a base bar level and have also modelled bars with a peak level equal to chart datum as well as 1m above chart datum (ie 2m higher than the base scenario).

It should be pointed out that the size of the bars which have been simulated are purely hypothetical. The scenario with the bar at a level 1m above chart datum is considered unlikely to occur in reality and would be protruding significantly above the water level at periods of low tide. This has been included mainly for the purpose of testing the sensitivity of the model.

During a flood event, the size of the bar has an influence of the velocity of water flowing over the top of the bar. Due to the fact that the water flowing over the top of a large bar will be shallower, the velocities are naturally higher and the bar is more likely to be reduced in size due to scour.

The scenarios which have been modelled are as follows

1. No Bar at mouth
2. Bar to a depth of -1m (chart datum) - located at a distance of 1 cable from the mouth
3. Bar to a depth of 0m (chart datum) - located at a distance of 1 cable from the mouth
4. Bar to a depth of +1m (chart datum) - located at a distance of 1 cable from the mouth
5. Bar to a depth of -1m (chart datum) - located at a distance of 0.5 cable from the mouth
6. Bar to a depth of 0m (chart datum) - located at a distance of 1 cable from the mouth
7. Bar to a depth of +1m (chart datum) - located at a distance of 1 cable from the mouth



Figure 1 – Diagram showing cable locations.

The location and extent of the modelled bars is shown in Figure 2 and Figure 3.

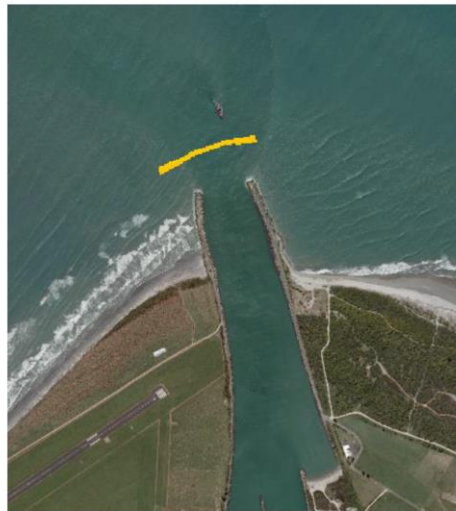


Figure 2 – Modelled bar location at distance of 1 cable (~180 m) from mouth

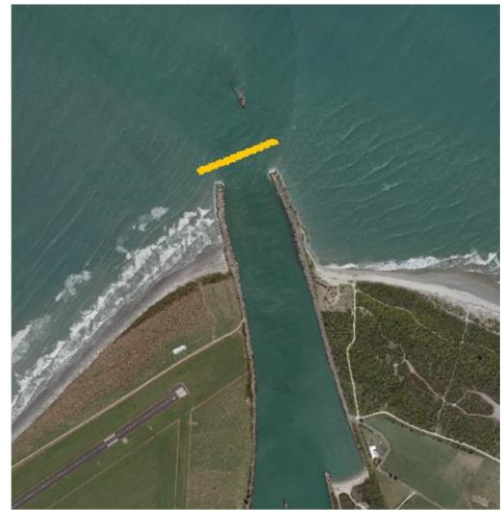


Figure 3 - Modelled bar location at distance of 0.5 cable (~90 m) from mouth

All scenarios have been simulated so that the flood peak coincides with a high tide as well as a moderate storm surge. It is acknowledged that if the peak of the flood coincided with a lower tide level that the effect of the bar formation would likely be more significant, however during low tide periods, due to the wide tidal range of the Buller River, there is significantly more capacity in the lower reaches of the river and the increase in water levels will be of less consequence.

The effects of the cessation of the dredging at the Coal and Silo berths have not been simulated as it has been assumed that these areas will fill up rapidly as the bed mobilises during a flood event and have not been included in the original model for this reason.

MODEL RESULTS

BAR FORMATION AT A DISTANCE OF 1 CABLE FROM THE MOUTH.

The model results have demonstrated that water levels are unlikely to rise significantly due to the bar formation at this location.

Table 1 summarises the peak water level difference relative to the base scenario with no bar formation in place.

Table 1 – Summary of results for bar formation at a distance of 1 cable

Height of Bar	Peak water level difference (m)
1m below chart datum	0
0m chart datum	0
1m above chart datum	0.05m

BAR FORMATION AT A DISTANCE OF 0.5 CABLE FROM THE MOUTH

The model results have demonstrated that water levels are more sensitive to a bar forming at this location, however the size of the bar would need to be very substantial before any significant impacts to flood levels would be experienced. It should be highlighted once again that a bar level of 1m above chart datum is a purely hypothetical scenario. The bar would be 2m higher than that surveyed in 2005 and would be protruding significantly from the water level during periods of low tide.

Table 2 – Summary of results for bar formation at a distance of 0.5 cable

Height of Bar	Peak water level difference (m)
1m below chart datum	0
0m chart datum	0.15-0.2
1m above chart datum	0.4-0.5m

Figure 4, Figure 5 and Figure 6 present the modelled flood extents for the scenarios detailed above.



Figure 4 - Model Results – No Bar



Figure 5 - Model Results – Bar to a depth of 0m (chart datum) located at a distance of 0.5 cable from the mouth



Figure 6 - Bar to a depth of 1m above chart datum located at a distance of 0.5 cable from the mouth

CONCLUSIONS

The following can be concluded from the modelled results:

- The formation of a bar at the Buller River mouth is unlikely to have a significant impact on flood levels unless the bar was significantly higher than has been recorded historically.
- Model results have shown an increase in flood levels of 0.4-0.5m if the bar was 2m higher than that recorded in 2005.
- Model results have shown that the bar would need to form within a distance of 0.5 cables of the river mouth in order to have a significant impact on flood levels. (Soundings from 2005 showed a significant bar forming at 1 cable from the mouth.)
- If a large bar was to form, velocities are such that it would likely scour out in a flood event that is large enough to cause surface flooding within Westport.

RECOMMENDATIONS

I would recommend continuing monitoring of the river mouth, particularly if a significant bar is beginning to form to get a more detailed understanding of how the bar will form and grow now that dredging has ceased. Detailed soundings can be used in order to assist with future modelling. If possible, it would be ideal if the surveyed area was expanded and continued up the river to the State Highway bridge to also gather data on how / if the river bed changes upstream from the mouth with the cessation of the dredging.

INCREASE IN BED LEVELS DUE TO INCREASE IN SEDIMENT INFLUX

The West Coast Regional Council conducts regular surveys of the Buller River at a set of fixed cross section locations. I have examined bed levels over a range of survey periods from 1999 and cannot pick up any trends of aggradation due to an increase in sediment influx. The only area which appears to have experienced an increase in bed levels (a decrease in channel capacity) is at Organs Island, and this is likely to be due to the constrictions in the channel helping to trap sediment coming from the upper catchment. Continued gravel extraction in this area would be prudent. If the channel capacity at Organs Island is significantly reduced then more water will be forced to flow down the Orowaiti overflow, increasing the flood risk to the downstream residents. It is difficult to precisely quantify the increase in flood risk, as increased velocities in the river will cause much of the restriction to scour away during a significant event, however the time required to do this will depend on the volume of material which has built up in this area.

Survey appears to show that the bed levels in the Buller River are fairly stable and are likely to have found a natural equilibrium. I consider it unlikely that the bed levels will rapidly change even if there is a temporary increase to the volume of sediment entering the system. Whilst short term localised increases may occur, it is likely that during a significant fresh in the river, the bed will be mobilised and the bed levels will readjust to their

natural 'preferred' slope. This is unlikely to significantly change unless the sea level was to rise significantly or there was a major change to the typical flow regimes.

If bed levels were to increase in the long term, then this is likely to reduce the flood capacity of the channel and increase the flood risk to Westport. This should be evident in the regional council cross sectional survey, which is likely to be next scheduled in 2018 (assuming it is carried out every 4 years). If there is local concern that bed levels have risen more rapidly since the last survey in 2014, then a partial survey may wish to be considered in the areas of concern. If significant aggradation was observed in the partial survey, then a full resurvey may be justified.

I have attached plots of the surveyed cross sections for the years 1999, 2010 and 2014 at the end of this document for your reference.

Please don't hesitate to get in touch if you have any questions or require clarification around the contents of this memo.

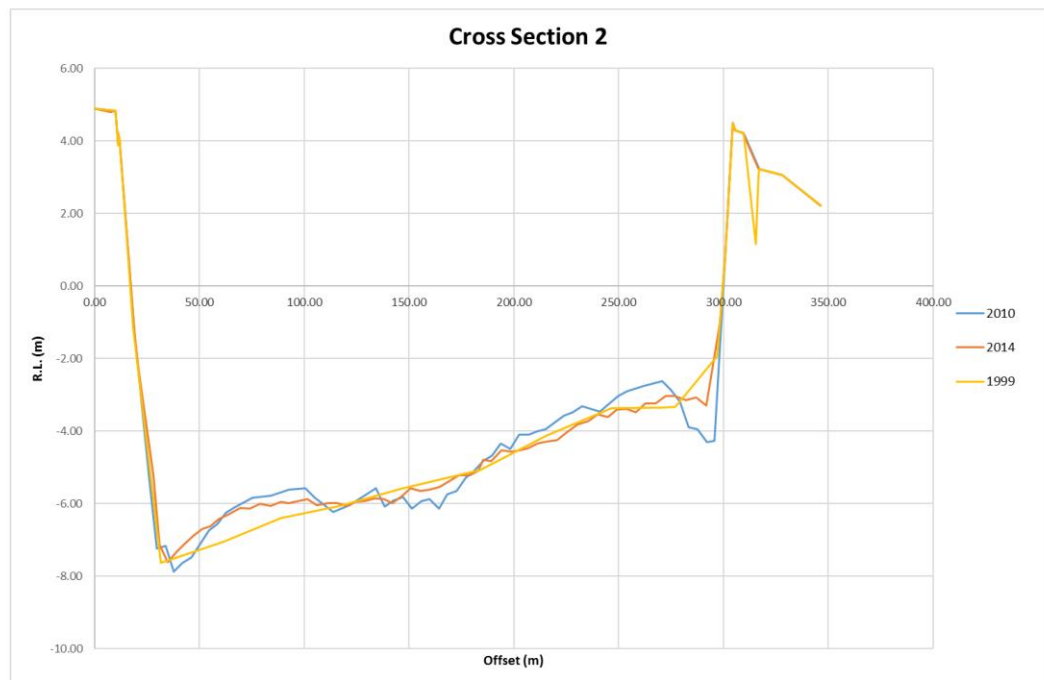
Kind regards,

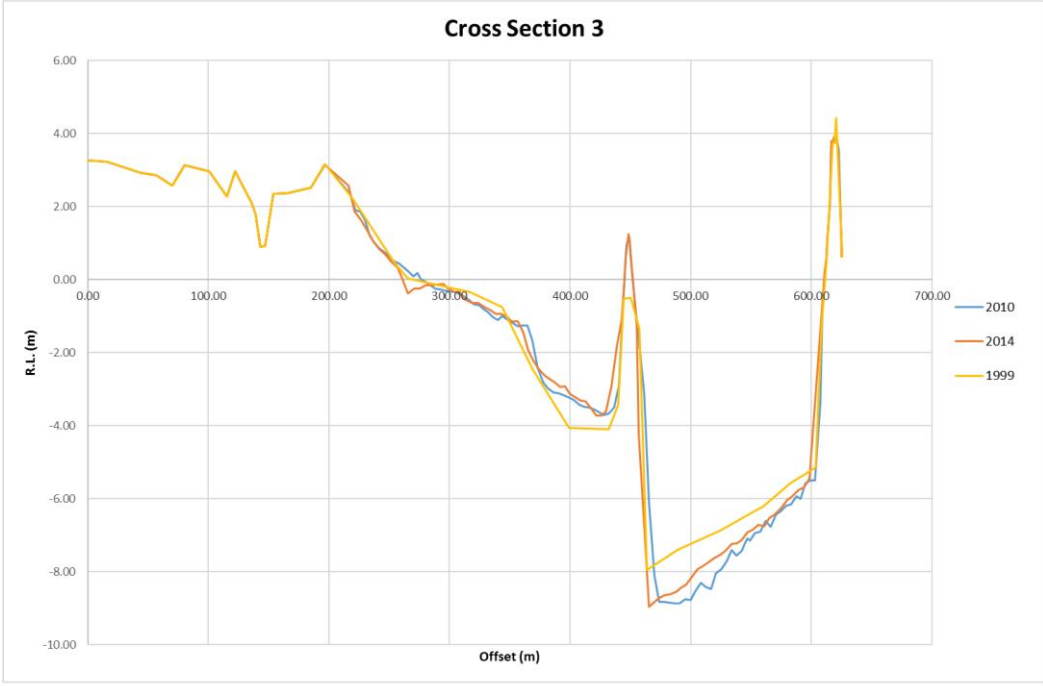


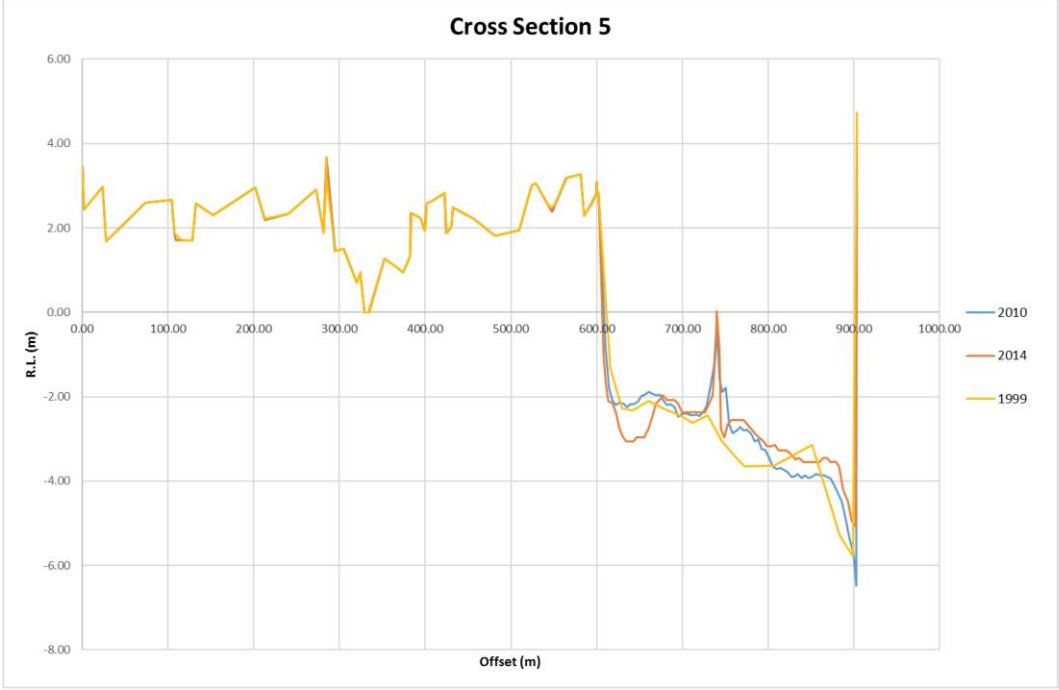
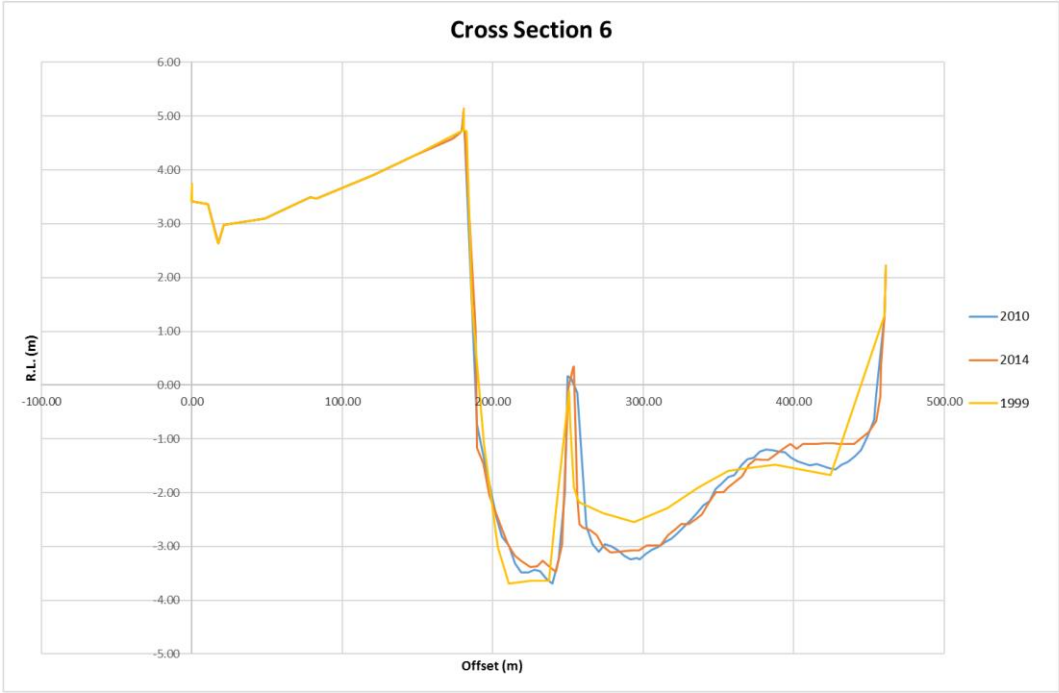
Matthew Gardner

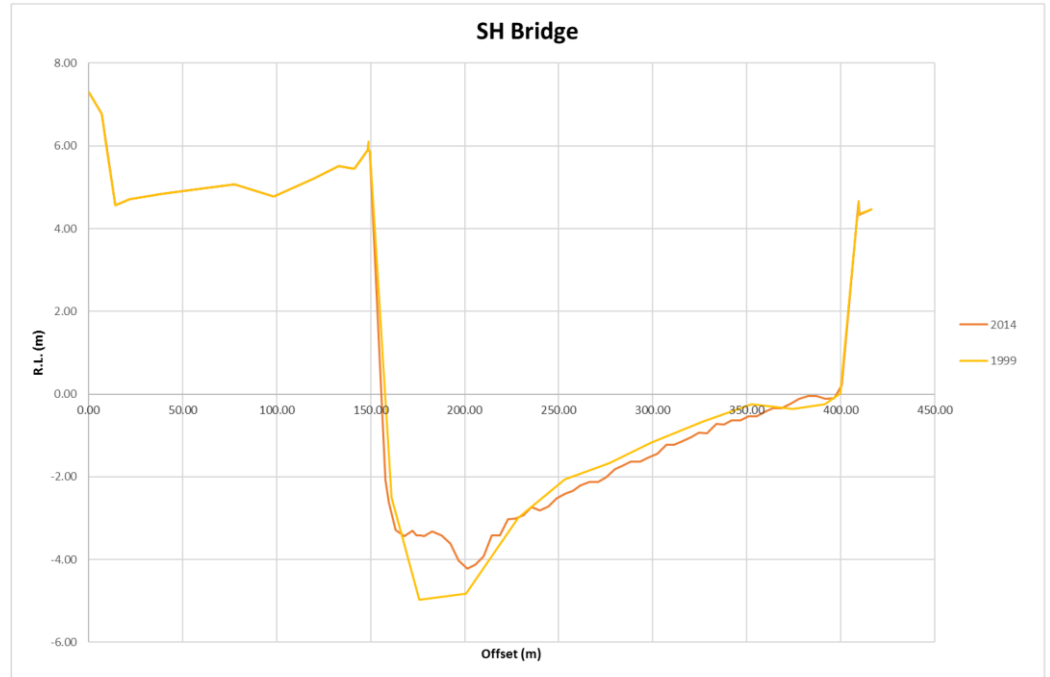
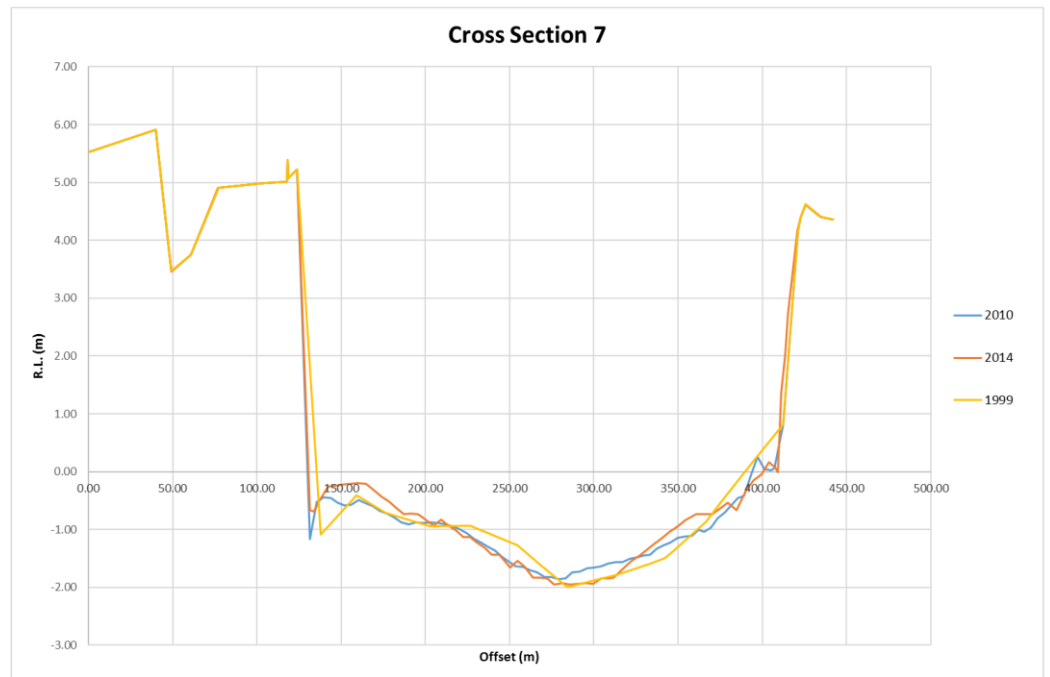
Director, Land River Sea Consulting Ltd

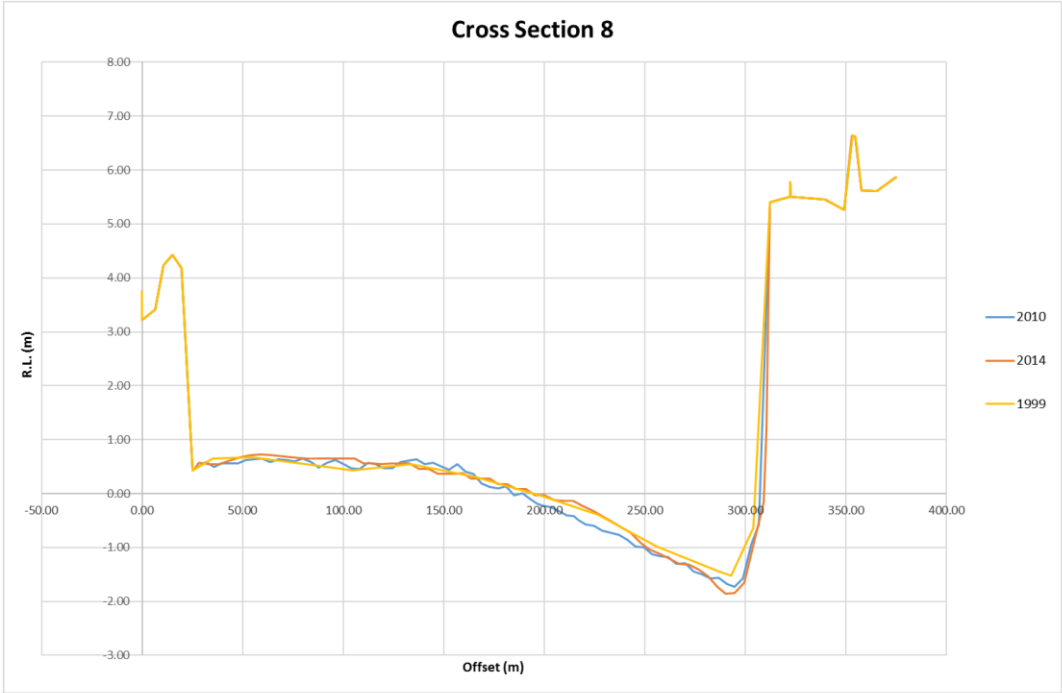
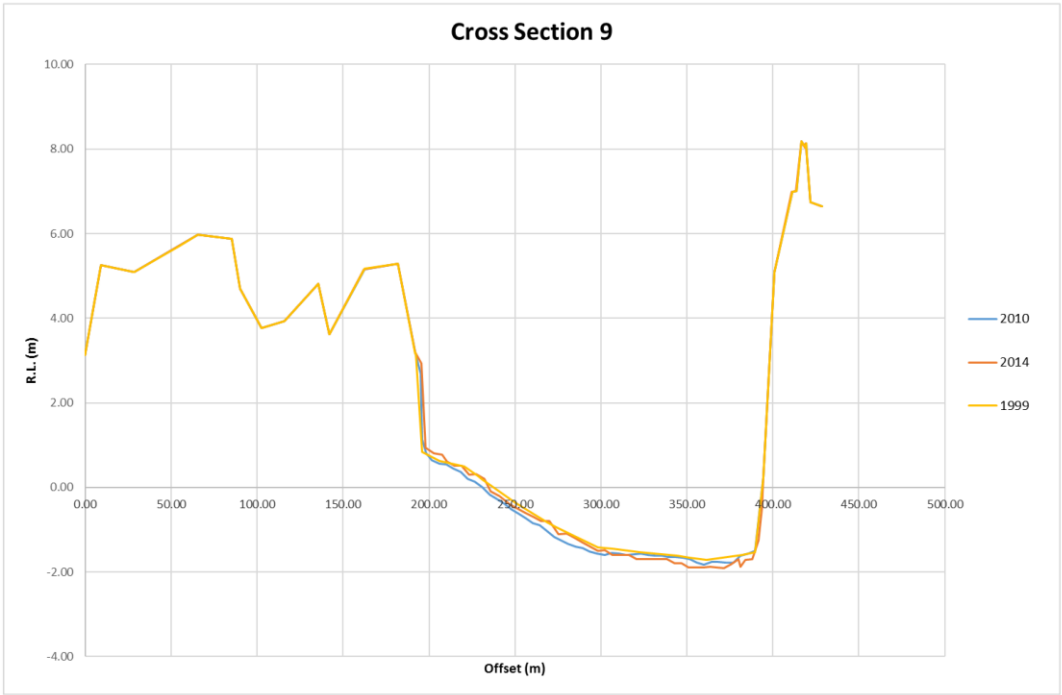
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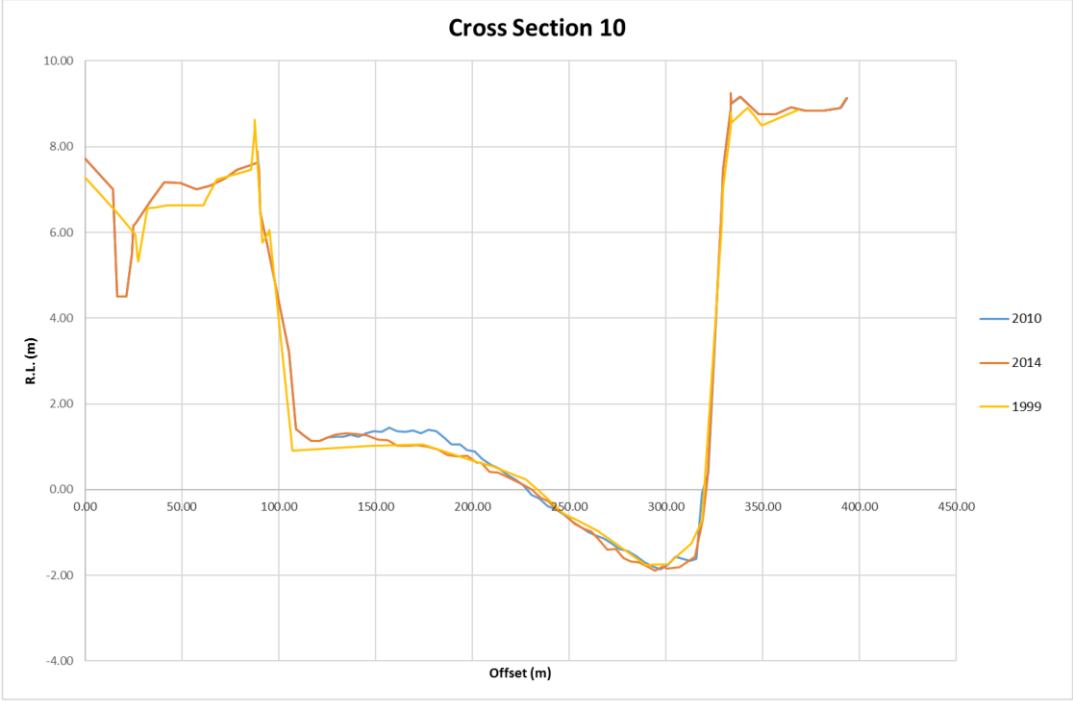
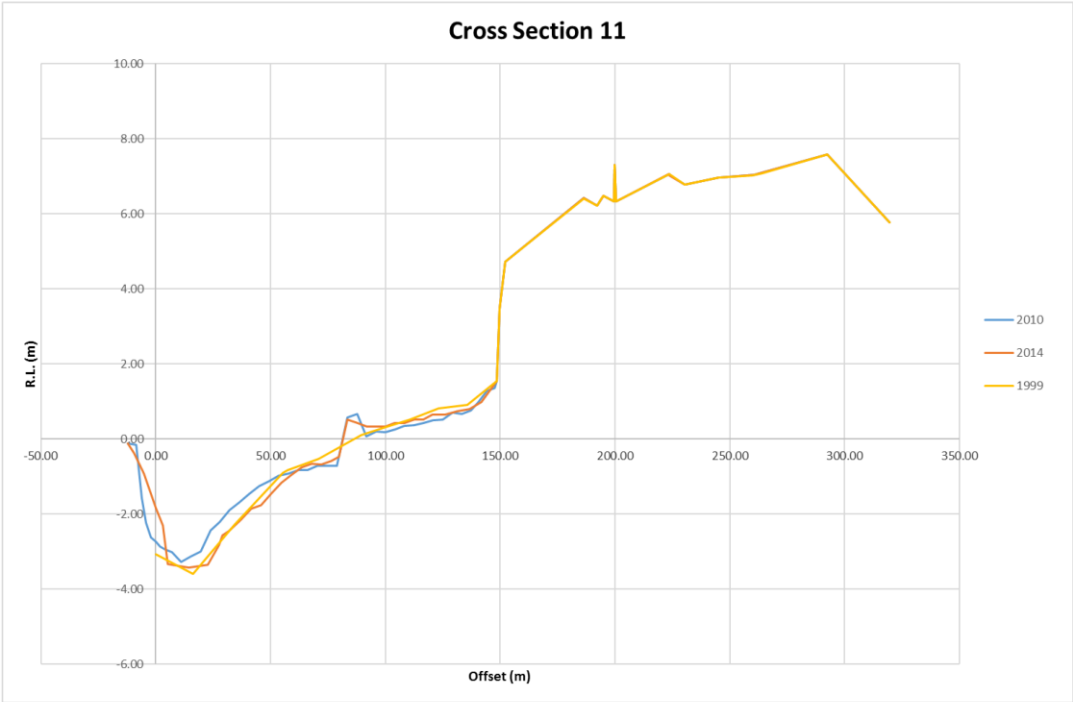


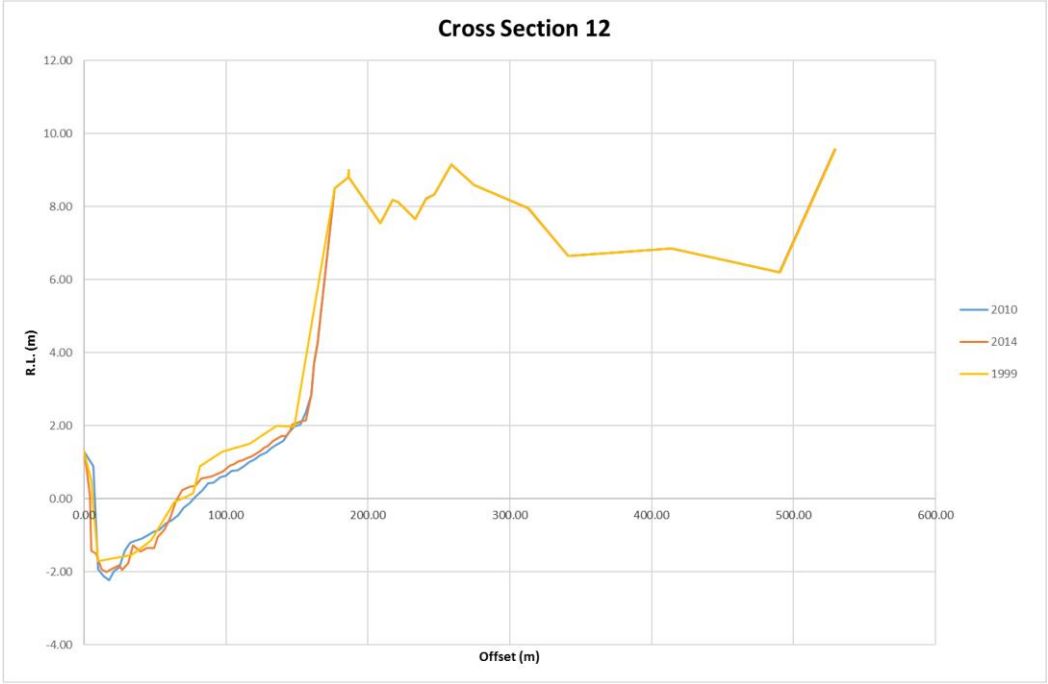


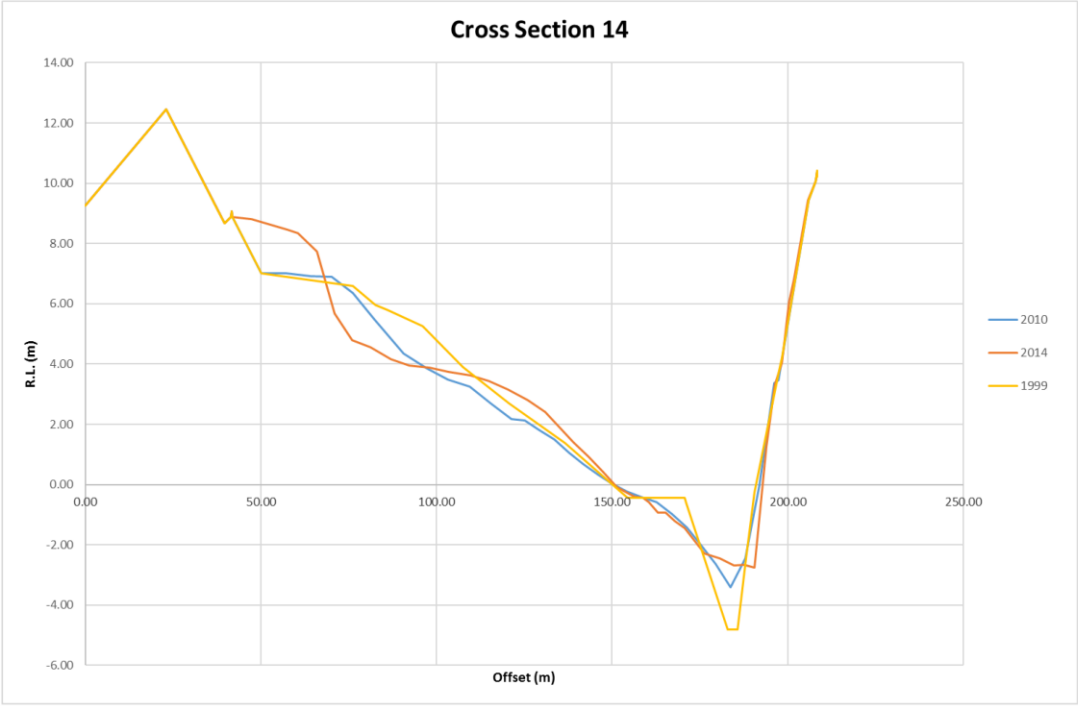
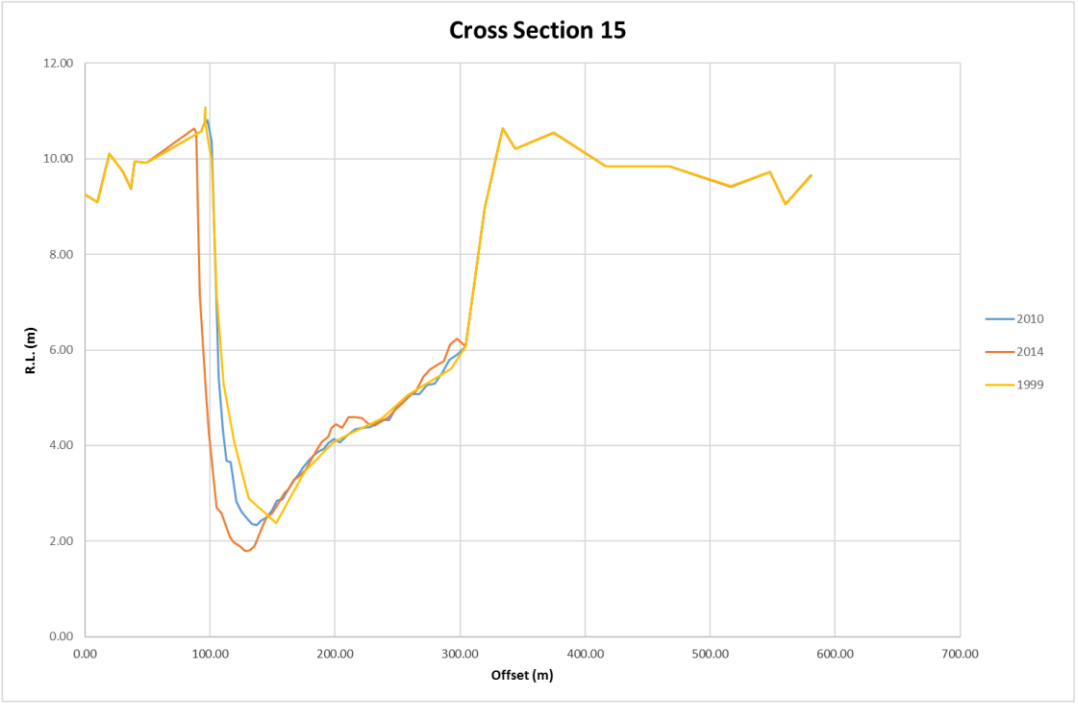






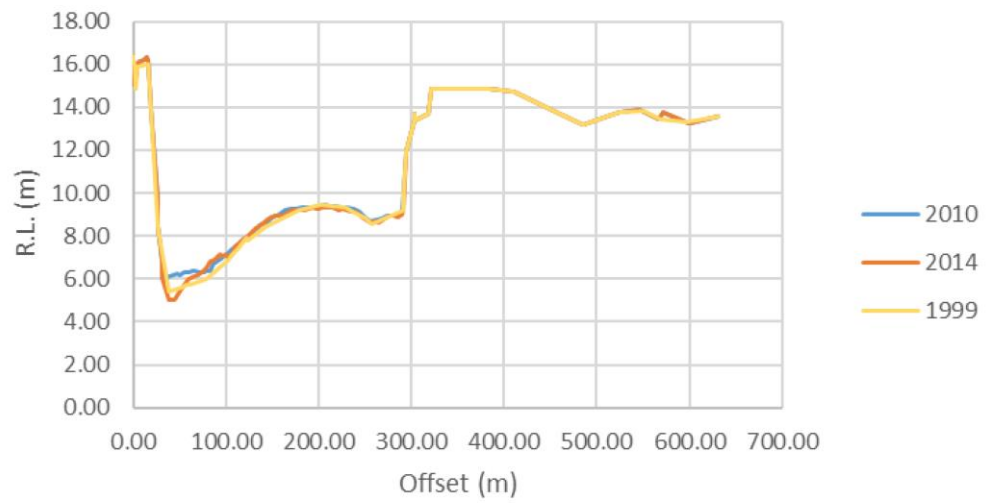




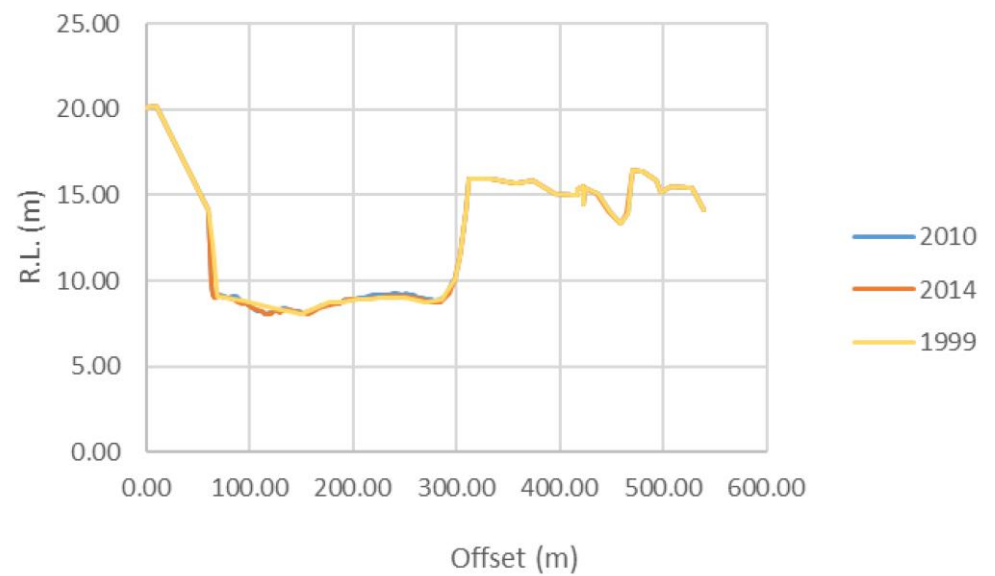


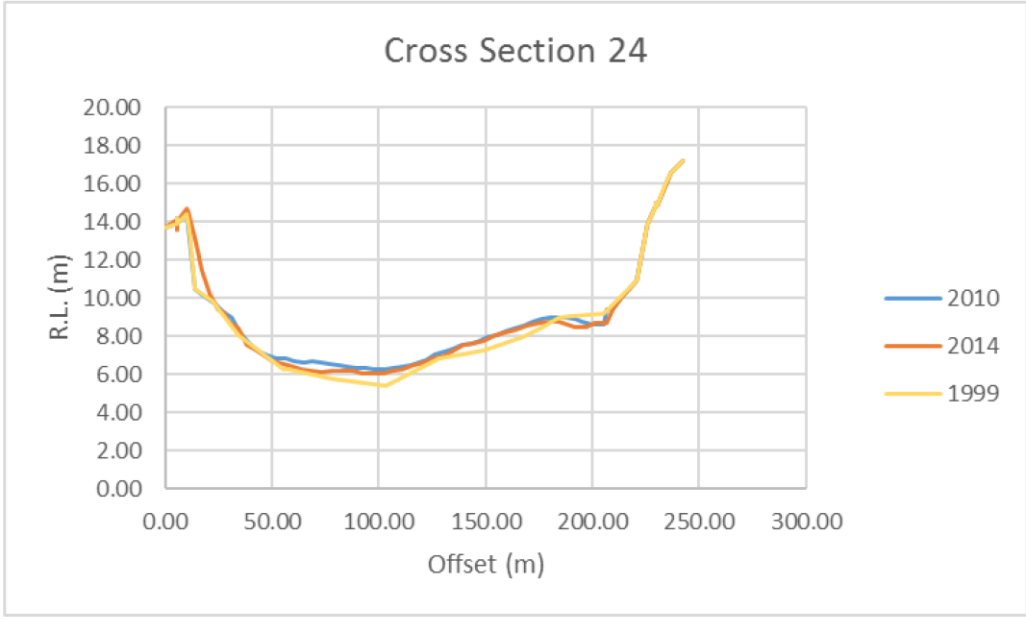
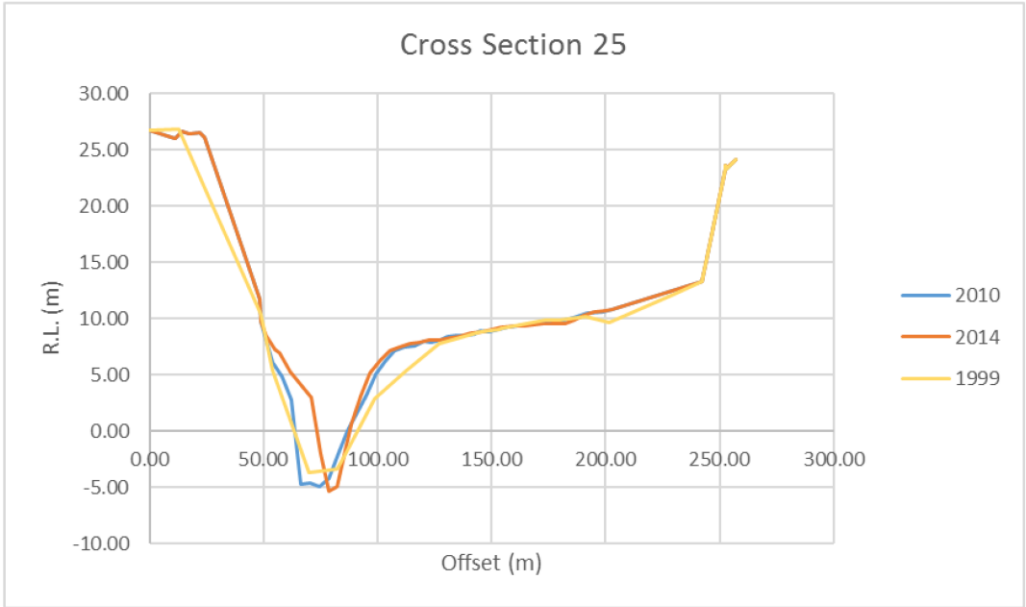


Cross Section 22



Cross Section 23





BULLER DISTRICT COUNCIL

FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item No 4

**Prepared by - Andy Gowland-Douglas
- Chief Executive**

**Reviewed by - Garry Howard
- Mayor**

One District Plan Proposal

Report Summary

Council need to re-consider the One District Plan Proposal. The agenda item from the July meeting is attached and separately circulated is the West Coast Regional Efficiency Report on Resource Management Services prepared by the Local Government Commission.

Draft Recommendation

That Council consider how to progress the “One District Plan”

**BULLER DISTRICT COUNCIL
FOR THE MEETING OF 26 JULY 2017**

Report for Agenda Item No 3

**Prepared by - Andy Gowland-Douglas
- Chief Executive**

**Reviewed by - Garry Howard
- Mayor**

One District Plan Proposal

Report Purpose

This report presents the proposal to develop one District Plan for the region and seeks Council endorsement for the project.

Draft Recommendation

That Council resolves to:

1. Adopt the proposal to progress with one District Plan as outlined.
2. Contribute \$25,000 towards the project as an exception to the Annual Plan in year one and a further \$25,000 in year two.
3. Appoint two Councillors to sit on the Joint Committee.

Issues and Discussion

Background

Buller, Grey and Westland District Councils all have operative District Plans giving effect to their Resource Management Act 1991 functions, but in various stages of review.

In 2014 the regional Mayors and Chair forum adopted a regional action plan which included aspirations to move towards a single plan template to be used by each district for consistency of style, meanings and subject location. This however got put on hold when it was clear that a new national template was being developed with an uncertain timeframe for delivery. The Buller district was to be the lead Council in setting out format and style. Considerable work has been undertaken by Councillors Neylon, Roche and Rutherford and the Planning and Policy team. Through this process various changes have been

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made to the plan to give effect to national direction via the National Policy Statement, National Environment Standards etc.

Local Government Commission

The Local Government Commission is in an active process of assessing options for the structure of Local Government in the West Coast region. As part of this work the Commission met with the Mayors and Chair group to find ways they could assist drive shared services and efficiency. Following on from this the Commission funded two pieces of work looking at what efficiency gains could be made in Resource Management Planning and Rooding across the region. These reports were both released last year and provided a useful starting point for further action.

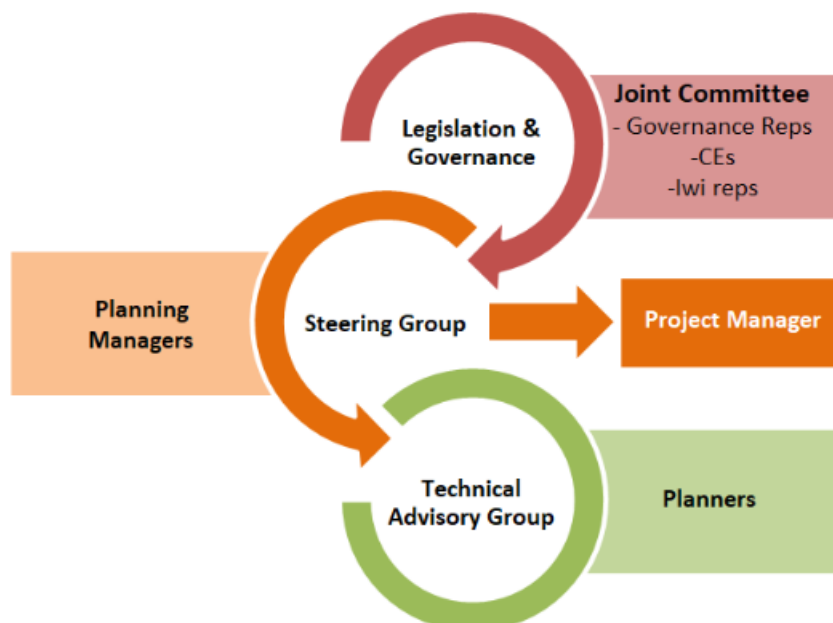
The report produced for Resource Management Planning looked at potential options for the consenting, compliance and plan making work across the region. The report did not recommend a specific way forward, but essentially undertook a stocktake of what is happening and provided options to consider analysing further. One district plan was one of these, which is a step further than what we were previously considering.

Proposal for One District Plan

It is proposed that a project is initiated to combine the three District Plans into one plan for the region. To achieve this we would need to engage a Project Manager with a Resource Management planning background on a two year fixed term contract to complete this work. All other councils have approved this proposal.

Sound governance and technical advice is the key to ensuring that the project achieves a successful outcome for the region.

A three tier reporting structure is therefore proposed as per the model below:



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Legislation and Governance

A joint committee comprising two councillors from each of the four Councils is proposed to be formed to provide governance over the project. It is vital that this committee work alongside the four Council Chief Executives and representatives from Iwi to provide governance over the project. This group would meet quarterly (or at a suitably agreed interval) and need delegated authority from their Councils to inform this process. To achieve the outcomes sought by the project it is envisaged that a hearing panel which would eventually hear the plan would comprise independent commissioners.

Steering Group

It is proposed that a steering group comprising the Planning Group Managers from the four Councils provide direction to the project. This group will meet regularly to ensure that the project is on track and achieving the outcomes set, they would set the work plan of the Project Manager.

Technical Advisory Group

The Technical Advisory group will include senior planners from the four Councils and they will provide technical support and advice to the Project Manager. This group will meet regularly (monthly) and ensure that technical aspects of the plan such as definitions, rules and objectives are consistent and do not reduce the efficiency and effectiveness of the current planning framework. This group would also provide expertise and local knowledge on certain aspects of the current framework.

Funding

It is proposed to fund this project through contributions from the four Councils and the Local Government Commission. The Local Government Commission has indicated that subject to the project plan being approved they would fund this work dollar for dollar. The funding source will be as per the table below:

Project Funding			
	Year 1	Year 2	Total
Local Government Commission	\$ 100,000	\$ 100,000	\$ 200,000
Buller District Council	\$ 25,000	\$ 25,000	\$ 50,000
Grey District Council	\$ 25,000	\$ 25,000	\$ 50,000
Westland District Council	\$ 25,000	\$ 25,000	\$ 50,000
West Coast Regional Council	\$ 25,000	\$ 25,000	\$ 50,000
Total Project			\$ 400,000

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The \$200,000 per year would be used to fund the position, overheads and any necessary reports and legal advice.

Timeframe

It is proposed to undertake the work over two years. This allows for a 12 month period for drafting the plan in consultation with the various stakeholders and Technical Advisory Group. Some work has been undertaken in this space looking at consistency of definitions etc. In addition to this the Ministry for the Environment are developing a planning template which should be incorporated into the process to ensure longevity of the planning work. The second year of the project would involve a collaborative process, which aims to meet the new requirements of the Resource Management Act, which would negate appeals to the plan except on points of law.

Considerations

1. Strategic Impact

This project will potentially give our region a strategic advantage over other regions with less joined up processes and attract more investors and developers. It will also strengthen our position with central government and other key agencies to be all singing from the same song sheet.

2. Significance Assessment

The Buller District Council Significance and Engagement Policy sets out the criteria and framework for a matter or transaction to be deemed significant.

This is not deemed as significant under this policy or requiring special community engagement, however consultation and engagement will occur as part of the plan development process as it does for all district plans.

3. Values Assessment

The Buller District Council values are: One Team, Community Driven, We Care, Integrity and Future Focussed. This project aligns with these values.

One Team - This project will unite the efforts of the four Councils and create 'one team' from a district plan perspective.

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We Care - The proposed action demonstrates that we have considered the issues raised by our community in regards to planning and consent processes (as per views of those affected above) and are seeking to address this.

Future Focussed - Development of one plan will make our region more resilient for the future.

4. Risk Analysis

Several options are being considered by the Local Government Commission as a part of the reorganisation application. Two involve amalgamation. The alternative to amalgamation is a shared services model (enhanced status quo) and the transfer of statutory powers to regional council in terms of district planning responsibility. If Council decides to opt out of the voluntary shared service model of district plan delivery we may find that one of the other options becomes the preferred option. This will result in the complete loss of local control over the district planning process which is not the best outcome for our district.

There is a small risk that this project may fail to deliver the one plan envisaged, however this risk is deemed low.

5. Policy/Legal Considerations

Section 80 (6) (c (ii)) of the Resource Management Act 1991 (*included below*) allows for the Regional Council and all the territorial authorities within the region to prepare, implement, and administer a document that meets the requirements of a combined district plan for their combined districts.

S80 of Resource Management Act 1991

80 Combined regional and district documents

(1) Local authorities may prepare, implement, and administer the combined regional and district documents as set out in subsections (2) to (6).

(2) A local authority may prepare, implement, and administer a document that meets the requirements of 2 or more of the following:

(a) a regional policy statement:

(b) a regional plan, including a regional coastal plan:

(c) a district plan.

(3) Two or more territorial authorities may prepare, implement, and administer a combined district plan for the whole or any part of their combined districts.

(4) Two or more regional councils may prepare, implement, and administer a document that meets the requirements of the following:

(a) a regional plan, including a regional coastal plan, for the whole or any part of their combined regions:

(b) a regional policy statement, for the whole or any part of their combined regions:

(c) a regional plan, including a regional coastal plan, and a regional policy statement, for the whole or any part of their combined regions.

6. Tangata Whenua

Iwi/Hapu in the region will be consulted as key stakeholders throughout this project.

Iwi representatives will also be invited to participate in the governance/oversight of the project as outlined in the body of this report.

7. Views of Those Affected

The need for better consistency in plan definitions and rules and for 'one window' across the region for consents was highlighted as part of the consultation that happened as part of the regional growth study, as well as in the submissions received by the Local Government Commission. This proposal provides for that as well as ensuring that local 'flavour' is reflected in the plan

8. Costs

As mentioned in the body of this report it is proposed to fund this project through contributions from the four councils and the Local Government Commission. As we have not budgeted for this project year one would need to be an exception to the Annual Plan.

9. Benefits

Combining resources and working with the Local Government Commission to achieve this outcome has huge benefits to the region. It allows the region to progress issues in the planning framework as one to avoid duplication in process, achieve consistency and avoid significant costs in defending decisions. Consistency in the district planning framework also gives investors looking at our region more confidence to go ahead and invest.

The process does not remove the local flavour of the district plans as in the existing regional planning framework special rules can be enacted for areas that require it, such as Lake Brunner and Reefton.

10. Media/Publicity

There will be a high level of interest in this project across the region and it will be important to have a good communication strategy throughout the process.

BULLER DISTRICT COUNCIL

FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item No 5

Prepared by - Mike Duff

- Group Manager Assets and Infrastructure

Reviewed by - Andy Gowland-Douglas

- Chief Executive

Northern Link Road - Strategic Business Case

Report Summary

The West Coast Economic Development Action Plan 2017 identifies improving of connectivity and infrastructure as one of its five priorities.

A specific action aligned to this priority was the preparation of a Strategic Business Case for a road connecting Northern Buller with the Tasman region - the Northern Link Road.

The purpose of this report is to provide Council with the final deliverable and summary of key findings and recommendations from the Northern Link Road Strategic Business Case recently completed as a joint investment between the Buller District Council, NZTA and MBIE.

Draft Recommendation

That the report be received for information.

Issues and Discussion

For considerable time there has been interest in a road link connecting the Northern Buller and Tasman/Nelson regions. Over the years a number of high level route options between Karamea and Tasman have been identified by early miners, explorers, surveyors and farmers.

A road link would likely start around Little Wanganui, pass through a part of the Kahurangi National Park, emerging on the Tasman side around Tapawera.

The impetus for the road link has largely been driven by the potential for economic growth opportunities.

The 2016 West Coast Regional Growth Study, while identifying that it is probable that the costs of the road link will be substantial relative to the quantifiable benefits, recommended that a Strategic Business Case be

developed to ensure a robust assessment of whether the proposal should be progressed.

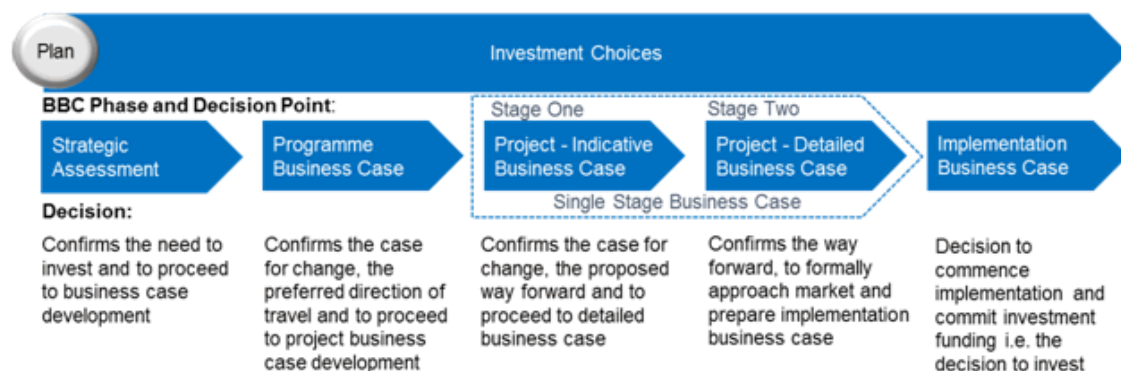
The 2017 West Coast Economic Development Action Plan 2017 specifically identifies the Strategic Business Case for the Northern Link Road to prioritise improving of connectivity and infrastructure for the region.

Process

The Strategic Business Case lays the foundation with key stakeholders and funding partners to agree what further detailed investigation and design work is justified. It is a systematic way for a wide range of stakeholders to collectively undertake critical thinking and work together to give decision makers the information needed to invest with confidence. The Strategic Business Case process included workshops with key stakeholders to:

- Identify the core problems;
- Identify the consequences of not addressing these; and
- Identify the benefits (positive outcomes) to be gained by investing in solutions.

The overall process aims to follow NZ Treasury's Better Business Case Approach as illustrated below (noting that the Strategic Business Case is called a Strategic Assessment):



Comments

- The Strategic Business Case has been prepared to determine if there is a compelling case for change and need for investment for a new road connection between Little Wanganui in the Buller District and Tapawera in the Tasman District (referred to as the Wangapeka Road Link or the Northern Link Road)
- During the Investment Logic Mapping workshop held on 10 April 2017, stakeholders identified the following core problems:
  - Poor transport connectivity and poorly developed attractions are resulting in tourists bypassing Northern Buller;
  - Transport costs are impacting the viability and constraining our ability to get product to market; and
  - Vulnerable transport links are creating a risk of stranding of communities.

Key Findings

- One of the strongest benefits of a new road connection is its potential to build inter-regional tourism investment.
- It is inconclusive that the cost of transport is having a significant impact on the district's economic viability. A lack of available, viable land that is not already being used for other purposes, the productivity of land in its current use, willingness to convert or sell land for other purposes and personal lifestyle choices are also influencing factors in economic performance.
- There are resilience issues for communities and businesses north of Westport. What is unclear is the role of other modes of transport, for example the airstrip at Karamea and the scale and frequency with which communities and businesses are impacted by a lack of connectivity.
- Given the scale of investment relative to the potential usage of a new road connection, initial indications are that from a pure transport assessment perspective, a new road connection would be unlikely to achieve a benefit cost ratio greater than 1 (indication of how economic or 'worthy' an activity is to execute).
- Further detailed analysis on wider economic benefits, including those from tourism, is required to understand the value for money potential of a new road connection (beyond a transport assessment perspective).

Key Recommendations

- Recommend the need for undertaking a detailed economic analysis to better inform the current situation in Northern Buller and of the potential for wider benefits from either a new road connection or other options for achieving identified benefits.
- Recommend further discussions with key stakeholders including Buller District Council, Tasman District Council, the West Coast Regional Council, the Department of Conservation, iwi and other interested and affected parties.
- Recommend the views from community and iwi engagement inform any subsequent work and decisions made with respect to a new road connection or other options for achieving regional economic development.

Next Steps

- A report delivered to West Coast Economic Development Governance Group (WCEDGG) meeting 14 August 2017 had the following draft recommendations:
  - That WCEDGG receive the report for information.
  - That WCEDGG endorse the findings and recommendations of the Strategic Business Case
  - That WCEDGG:
    - recommend direction for next steps of how to proceed and;
    - propose which lead central government agency/s to take ownership
- The outcome of these and/or other recommendations decided by the WCEDGG will be provided to Council when available.

Deliverables

Refer to Attachment A for the full Strategic Business Case report and Attachment B for the Project Stakeholder Plan.

Milestones

ID #	Description	Target Date	Actual Date
1	ILM & Benefit Workshop	April 2017	April 2017
2	Draft Business Case Complete	June 2017	June 2017
3	Final Business Case Complete	July 2017	July 2017
4	Report to West Coast Governance Group	August 2017	August 2017

Budget (Council Contribution)

ID #	Description	Last Period	This Period
A	Baseline	\$ 20,000	\$ 20,000
B	Current Approved	\$ 20,000	\$ 20,000
C	Actuals + Accruals	\$ 14,800	\$ 20,000
D	Estimate to Complete	\$ 5,200	\$ 0
E	Forecast (C + D)	\$ 20,000	\$ 20,000
F	Variance (E – B)	\$ 0	\$0

Critical Issues & Risks

Critical Issues				
ID #	Date Raised	Description	Responsibility	Action/Timing
1	Nil	Nil	Nil	Nil

Critical Risks				
ID #	Date Raised	Description	Risk Rating	Controls
1	Nil	Nil	Nil	Nil

Change Management

Trend/Change Notices				
ID #	Date Raised	Description	Status	Action/Timing
1	Nil	Nil	Nil	Nil

Contract Variations				
ID #	Date Raised	Description	Status	Value
1	Nil	Nil	Nil	Nil

Considerations

1. Strategic Impact

The successful delivery of major assets and infrastructure projects in accordance with our LTP is critical to the success of our district.

2. Significance Assessment

Major projects are considered highly significant in terms of capital and operating expenditure, complexity, impact to levels of service and community benefit.

3. Risk Analysis

Major project risks are managed in accordance with Council's risk management processes including a "what could go wrong?" approach to ensure all practicable steps are being taken to assess, control and monitor identified risks.

4. Policy/Legal Considerations

Council must comply with the relevant policy and legal requirements including the Public Works Act 1981, the Health and Safety at Work Act 2015, the Resource Management Act 1991, Local Government Act 2002 and Council's own Procurement Policy.

5. Tangata Whenua Considerations

Nil noted.

6. Views of Those Affected

Affected parties and stakeholders including community members, private sector, government ministries, agencies and authorities are consulted throughout the project delivery process.

7. Costs

Costs for major projects are expended against cost codes in our Annual Plan. Deviations (trends and changes) from approved control baselines will be indicated as budget variances and reported to Council accordingly.

8. Benefits

The benefits of major projects are in accordance with our LTP and aligned with community outcomes including well-being, learning, who we are, sustainable environment and prosperity.

9. Media/Publicity

Publicity is expected with major projects, not all of which will be positive. However, this should not deter from the reasons for delivering important assets and infrastructure for the community.

Report

Strategic Business Case: Investigating the case for the Northern Link Road, West Coast

Prepared for Buller District Council, NZ Transport Agency and Ministry of Business, Innovation and Employment

Prepared by Beca Limited

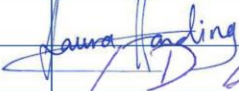
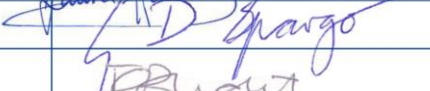
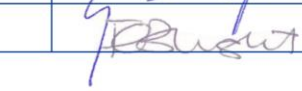
28 July 2017



Revision History

Revision N°	Prepared By	Description	Date
1.0	Laura Harding	Initial Draft	12 June 2017
1.1	Laura Harding	Draft	20 June 2017
1.2	Laura Harding	Client review document	23 June 2017
1.3	Laura Harding	Revised document	25 July 2017
2.0	Laura Harding	Final	28 July 2017

Document Acceptance

Action	Name	Signed	Date
Prepared by	Laura Harding		25 July 2017
Reviewed by	Graham Spargo		26 July 2017
Approved by	Fiona Blight		28 July 2017
on behalf of	Beca Limited		

Beca 2017 (unless Beca has expressly agreed otherwise with the Client in writing).

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Executive Summary

This strategic assessment explores the case for investment to improve transport connectivity between the northern Buller District on the West Coast and the Tasman District at the top of the South Island. This strategic assessment has been prepared in response to the proposal for a new road link connecting Little Wanganui just south of Karamea, through to Tapawera in the Tasman District – referred to in the 2016 *Tai Poutini West Coast Growth Study* as the Wangapeka Road Link and is otherwise referred to as 'the Northern Link Road'.

Sponsored by the Buller District Council, with funding support from the NZ Transport Agency and the Ministry of Business, Innovation and Employment, this strategic assessment forms the basis for further specific discussions with key stakeholders. These include the Tasman District Council, the West Coast Regional Economic Development Group, the Department of Conservation, iwi, local communities and other interested parties.

The identification of the Northern Link Road proposal has posed some challenges. The identification of a road link solution in earlier investigations has to some extent short-circuited the strategic assessment process. Therefore, the approach taken in this Strategic Business Case has been to identify the underlying problems that give rise to the need for a transport intervention and the benefits of investing to address these problems and for unlocking opportunities. This assessment does not preclude consideration of other options for achieving connectivity and wider economic benefits.

The transport network provides important linkages and is a key enabler of economic development throughout the Buller District and wider West Coast region. The remoteness and distance from markets means there is a strong reliance on reliable and resilient networks to enable the movement of both people and goods. Access to the northern third of the Buller District from neighbouring regions is currently very limited.

State Highway 67 north of Westport to Karamea is labelled in travel guides as a "road to nowhere". For its approximately 800 residents¹ it is, in effect, a cul-de-sac with some 2,500km² of this part of the district bounded by sea to the west and the Kahurangi National Park to the north and east. The northern Buller area relies entirely on State Highway 67 access via Westport to the south. The 192km round trip from Karamea to Westport takes just under 3 hours. The overall transport network's resilience to disruptions is low as no alternatives exist.

Ideas for a more direct transport connection between northern Buller District and Tasman District go back to the 1880s. A potential route just south of Karamea, loosely following the Wangapeka Track, and emerging near Tapawera in Tasman District has been a focus of previous evaluation work, and informs this strategic assessment. Spanning the Kahurangi National Park east to west, it involves a connection distance in the order of 56 kilometres. Much of this is in rugged mountainous terrain and river valleys. Roads through national parks are not uncommon, with state highway's passing through many of New Zealand's national parks². Any such proposal today will be bound by comprehensive legislative requirements and general policy considerations.

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¹ Statistics New Zealand 2013 Census meshblock for Karamea, Little Wanganui and Mokihinui

² For example, Arthur's Pass, Mount Aspiring, Fiordland and Tongariro National Parks

Benefits of a new transport connection are its potential to:

- unlock regional economic development through enhanced access to the Nelson/Tasman region to the north-east, and for visitor markets due to additional access to features of the Kahurangi National Park and local area.
- offer visitors a new and attractive choice of route and overnight destinations between Nelson and Westport, as well as providing a long term strategic link within the upper South Island transportation network.
- provide additional transport network resilience between the West Coast and Nelson/Tasman regions to lessen reliance on the Buller Gorge and other vulnerable links.

Negatives exist in the form of:

- High likelihood of polarised public opinion over road construction through a national park, and the opening up of currently remote locations.
- The scale of investment required relative to potential usage of a new connection. It is likely investment will also be required to the existing road network, notably the Karamea Bluffs section of the Karamea Highway, to ensure consistency in the road network and to account for increased vehicle movements. Rough order cost estimates are in the order of \$300m to more than \$900m and, given the rugged terrain, significant on-going annual maintenance costs.
- Initial indications are that the new connection will be unlikely to offer travel time savings or significant safety benefits relative to the current State Highway 6 link between Nelson and Westport. Achieving a benefit cost ratio (BCR) greater than 1 from these factors is therefore unlikely. A justification for a connection therefore needs to heavily focus on wider economic benefits generated rather than transportation benefits alone.
- Diversion of trip making from State Highway 6 through the Buller Gorge may affect some businesses along the existing route.
- Significant consenting, project authorisation and construction risks in pursuing a new connection.

The likely investment required for a new connection elevates the concept into the arena of national shaping infrastructure projects.

As a transport focussed economic assessment will likely generate a BCR of less than 1, to take the connection idea further will require detailed evaluation of the potential for wider regional economic benefits. This includes modelling potential visitor flows and associated investment patterns in supporting visitor infrastructure and quantifying other economic development opportunities. This is beyond the scope of this current strategic assessment phase.

In summary, a new connection between the northern Buller District and the Nelson/Tasman region can deliver a range of as yet unquantified regional economic and improved resilience benefits. However, it will require a substantial investment for which a significant and as yet unquantified regional economic development justification would be needed. It will likely be highly contentious to authorise and construct should the new connection be pursued. It is recommended that further focused economic analysis is required as a next step before proceeding with further investigation into potential connection options.

Should a decision be made to proceed, following this strategic assessment further consideration to the following process is recommended:

1. Community engagement to help guide intended outcomes and possible options. The proposal for a new road connection has a broad range of key stakeholders and interested parties. An important step for subsequent phases will be understanding the views of these parties. This includes engagement

with iwi who have an interest in the Buller and Tasman / Nelson area. Iwi should be a key party in any subsequent steps and decisions made.

2. Detailed economic analysis (wider than transport economics) focusing on the northern Buller District to assist with quantifying potential benefits, including consideration of potential 'bang for buck' arising out of other potential ways to invest in regional development for the benefit of the Buller and Tasman districts. Factors to consider in the economic analysis should include total visitors, visitor nights and visitor spend, opportunities from possible visitor circuit options, revenue, land values, production capability and capacity, infrastructure levels and investment requirements.

The completion of this analysis would provide a natural hold-point, with the outcome informing whether to proceed to a Programme Business Case.

3. If the decision were taken to progress to a Programme Business Case, this step would recommend a preferred programme and preferred way forward for improving the economic and physical sustainability of the northern Buller District and subsequently the wider Buller and Nelson/Tasman and West Coast regions. It would include consideration of both infrastructure and non-infrastructure based options.

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1 Introduction

1.1 Purpose

This Strategic Case has been prepared to investigate problems and potential opportunities associated with a lack of transport connectivity between the northern Buller District on the West Coast and the Tasman District at the top of the South Island. There is a concern amongst key stakeholders that this lack of connectivity is limiting economic opportunities and growth for the wider West Coast region, as well as impacting the resilience of local communities.

The Buller District Council, with support from the New Zealand Transport Agency (NZ Transport Agency) and the Ministry of Business, Innovation and Employment have sought to investigate the feasibility of an approximately 56km road link connecting Little Wanganui in the northern Buller District and Tapawera in the Tasman District (referred to as the Northern Link Road), through the business case process.

This Strategic Case is the first step in the process and seeks to:

- identify the core problems and benefits to be gained by investing in solutions;
- outline the strategic context and fit of any proposed investment; and
- determine if there is a compelling case for change and need for investment.

The approach has been to identify the underlying problems that give rise to the need for a transport intervention and the benefits of investing to address these problems and for unlocking opportunities.

Prior thinking and investigations informing this strategic assessment has assumed a road linkage. This current strategic assessment does not preclude consideration of other options for achieving connectivity and wider economic benefits. As northern Buller is bounded by the Kahurangi National Park to the north and east, any new connection to the transport network in Tasman District cannot avoid passing through the National Park.

This Strategic Case recommends the development of a targeted piece of work on wider economic benefits for northern Buller District to determine if the significant investment needed in a new road connection might be justified. This would investigate potential options and alternatives for improving the economic and physical sustainability of the Buller District, with potential benefits for the wider West Coast region. This includes, but is not be limited to, further consideration and investigation of the option of a proposed Northern Link Road. This analysis would form the basis of subsequent business case phases.

1.2 Background

Interest in a potential new road link, namely the Little Wanganui to Tapawera or 'the Northern Link Road', connecting the northern West Coast and Nelson/Tasman regions extends back to the 1880's. The proposed road would pass through the Kahurangi National Park, loosely following the line of the existing Wangapeka Track. It is indicated that such a route would almost halve the driving distance from Karamea to Nelson, providing greater accessibility and potential for economic growth opportunities for the Buller District and wider West Coast region.

In 2015, a desktop exercise was undertaken by Chris J. Coll Surveying Limited to investigate potential route options. The report considered that the most promising option for a potential road link was the 'Saxon Route' or what is now referred to as the Northern Link Road. This was based on research of investigations by earlier

settlers, explorers and engineers, as well as recent data and virtual simulation³. The report recommended that further investigation would be required to determine if the link road was viable from engineering and investment perspectives.

The Northern Link Road was also identified in the recent *Tai Poutini West Coast Growth Study* released September 2016 (and the subsequent *Tai Poutini West Coast Economic Development Action Plan 2017*). As a preliminary view, the Study noted that it was probable that the costs of a road link would be substantial relative to the quantifiable benefits and that the case would only likely stack up if there were significant broader and strategic benefits to the region⁴.

Communities and stakeholder attitudes to a new transport connection appear to be varied. Northern Buller's degree of isolation is highly valued by some community members, as are the conservation values of the Kahurangi National Park. Other perspectives, particularly from a regional economic development perspective, are that northern Buller's isolation is a strong disincentive for investment and job creation, and for significant segments of potential visitor markets. It is also viewed as a risk in terms of vulnerability to disruption risks such as floods, slips or earthquakes.



Figure 1: Proposed Northern Link Road

Source: Chris J. Coll Surveying Ltd (2015) Wangapeka Link Road Investigation

³ Chris J. Coll Surveying Ltd (November 2015) *Little Wanganui – Wangapeka Link Route Investigation*

⁴ Ministry for Primary Industries (2016) *Tai Poutini West Coast Growth Study: Opportunities Report September 2016*

2 Partners and key stakeholders

This section outlines the partners to the business case with responsibility for delivering on the investment if it were to proceed. It explains the approach for identifying key stakeholders who have an interest in the expected outcomes or can influence the investment proposal. As greater understanding of the problems and potential opportunities emerge through any subsequent business case phases, the partners and key stakeholders identified here may change.

2.1 Investment partners

The partners to this investment include:

- **Buller District Council (project owner)**

The Buller District Council has broad responsibilities under the Local Government Act 2002, the Resource Management 1991 and other statutes for providing core local infrastructure, public services and the administration of regulatory functions for the current and future needs of its community. It also has a role supporting community outcomes including delivering a thriving, resilient and innovative economy creating opportunities for growth and employment.

The Buller District Council is responsible for land use and for planning for and managing the local road network across the Buller District. The Council works with the West Coast Regional Land Transport Committee to oversee regional transportation linkages.

- **NZ Transport Agency**

The NZ Transport Agency is responsible for giving effect to the Government Policy Statement (GPS 2015), which sets out the government's strategic priorities for investment in the land transport network. It has an interest to ensure funding is directed into high-quality projects and activities that support outcomes in the GPS. The strategic direction of the GPS 2015 includes a focus on the priorities of:

- Economic growth and productivity: improving the performance of the land transport system in order to improve the productivity of the wider economy.
- Road safety: supporting the delivery of the Safer Journeys vision of a safe road system increasingly free of death and serious injury.
- Value for money: ensuring that the funds raised for land transport are invested in delivering the right infrastructure and services to the right level at the best cost.

In addressing these priorities, the Government has indicated it is committed to ensuring the continued development of high quality connections between New Zealand's key areas of production, process and export. This includes investment to enable the movement of people and freight, and consideration of visitor travel and regional economic development implications of transport investments. The draft GPS 2018/19 to 2028/29, while still to be confirmed, retains this general theme.

The NZ Transport Agency is responsible for the state highway network and linkages to nationally significant infrastructure and as such has an interest in this business case as both an asset manager and funding provider through the National Land Transport Fund (NLTF).

- **Ministry of Business, Employment and Innovation**

The Ministry of Business, Employment and Innovation (MBIE) is the agency responsible for growing the New Zealand economy. A key priority for the Ministry is regional economic development, supported through the Regional Growth Programme.

MBIE has an interest in this business case with respect to its relationship to the Regional Growth Programme and opportunities identified in the West Coast Regional Growth Study. The West Coast Regional Growth Study was released in September 2016 and explores opportunities to achieve growth in investment, incomes and employment on the West Coast. The *Tai Poutini West Coast Economic Development Action Plan 2017* was released in July 2017. An opportunity identified in both the Growth Study and in the Action Plan for further investigation was the Wangapeka Road Link.

2.2 Key stakeholders

The following key stakeholders were identified as having an influence on the proposal. These stakeholders were invited to participate through formal Investment Logic Mapping problem and benefits workshops.

- **Department of Conservation (Buller Operations Manager):** Responsible for overseeing the management of New Zealand's conservation estate. A significant proportion of the West Coast land area is part of the conservation estate (some 1.9 million hectares or 85 percent of the West Coast's total land area)⁵.
- **West Coast Regional Council (Manager Strategy and Communications and West Coast Economic Development Manager):** Responsible for managing the use of natural resources and for regional land transport planning.
- **Tasman District Council:** Responsible for land use and for planning for and managing the local road network across the Tasman District. The new road connection, as currently proposed, would largely be located in Tasman District.
- **Ngai Tahu** (Unavailable to attend. Follow-up dialogue recommended): principle iwi of the South Island.

To gain the perspective of users of the network, invitations were extended to representatives from industry groups. On the day of the workshops, the New Zealand Campervan Association had representatives attend for part.

This proposal has a broad range of key stakeholders and interested parties. For this strategic assessment, community engagement has not occurred. This was a decision made based on ensuring there was a clear focus for engagement following the outcomes of this assessment; whether to proceed with the proposal for a new road connection or whether there are other options available for achieving wider economic benefits. It is recommended that any future business case stages need to include a robust stakeholder engagement phase as part of the consideration and assessment of options and alternatives. Engagement with all iwi who have an interest in the Buller, Nelson and Tasman regions should occur before proceeding with any further analysis.

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⁵ Parliamentary Commissioner for the Environment (2013) *Investigating the future of Conservation: The case of stewardship land*.

3 Strategic assessment – outlining the need for investment

3.1 Defining the problem

A facilitated investment logic mapping workshop was held with key stakeholders on the morning of 10 April 2017 to gain a better understanding of the current issues and business and community needs. The Investment Logic Map is attached at Appendix A.

The following key problems were identified and agreed by stakeholders:

Poor transport connectivity and poorly developed attractions are resulting in tourists bypassing Northern Buller

Considers the lack of transport connectivity as a key factor in the northern Buller area, in particular, not attracting or capitalising on the number of visitors to the south of the region and the wider New Zealand tourist market. Linked to this, stakeholders identified that while there are a number of significant features and attractions, these are potentially under-developed (both in terms of physical infrastructure as well as market awareness) leading to people not travelling to Westport and further into the northern Buller area.

Transport costs are impacting viability and constraining our ability to get product to market

Problem two recognises that the cost of transport has an impact on economic competitiveness. Improved transport networks, providing greater accessibility, lowers the cost of getting product to/from market leading to lower prices and the opportunity for increased output.

Vulnerable transport links are creating a risk of stranding of communities

Problem three highlights the risks of a vulnerable transport network on the viability and sustainability of communities, particularly in an area of high natural hazard potential. Inherently linked to this problem are the risks from shorter duration disruptions such as crashes on the transport network, impacting accessibility.

3.2 Benefits of investment

The potential benefits of successfully investing to address these problems were identified and agreed by the stakeholders during the facilitated investment logic mapping workshop held on the afternoon of 10 April 2017 and include (see Appendix B):

Increased economic development opportunities

Benefit one recognises the importance of reliable and resilient transport connections for enabling the movement of people and products, supporting economic development and stable communities. The effect of investment to address connectivity, reduce the cost of transporting product to market and the impact of disruptions to the network on communities can be measured through economic development indicators including investment in new infrastructure and an increase in the number and diversity of new business.

Increased value derived from visitors to the West Coast region

This benefit recognises that it is not just about attracting people into the West Coast region, but that in developing attractions, greater value can be derived from visitors stopping and spending time and money. This has an impact not just on the Buller District but also the wider West Coast region and New Zealand tourist market. The opportunity and value derived from visitors can be shown through the number of visitors and the amount being spent.

Improved resilience in communities

Benefit three focuses on improving connectivity and resilience of the transport network, in terms of the ability of communities to withstand and recover from major and minor disruptions. In this case, stakeholders discussed minimising the impact of natural hazards, in particular a large scale earthquake, on communities. The impact of improved resilience of communities through better connectivity can be demonstrated through reductions in the time of isolation following an event.

3.3 Key performance indicators

The Key Performance Indicators (KPIs), identified as part of the Benefits Mapping include (and attached as Appendix B):

Benefit	Investment KPI	Measure
Increased economic development opportunities	Investment in tourism infrastructure	■ New facilities developed ■ New tourism services created
	Increase in new ventures	■ Number of business lines ■ Diversity of businesses ■ Revenues generated (regional GDP)
Increased value derived from visitors to the West Coast region	Total visitors	■ Visitor surveys ■ Visitor numbers
	Spend by tourists	■ GDP - regional ■ Visitor bed nights - district
Improved resilience in communities	Probable time of isolation after natural hazards events	■ Probability ■ Road closure resolution time
	Sustainability	■ Population ■ Access to services

4 Case for change

4.1 Context

4.1.1 Regional overview

The West Coast region covers an area of approximately 23,200 square kilometres, of which some 85 percent is held in the conservation estate. As at 2016, the West Coast had an estimated population of 32,500 with most of this spread between the urban centres of Greymouth (9,750), Westport (3,970) and Hokitika (3,600)⁶. The population of the West Coast is expected to decline by an estimated 1,900 people by 2043⁷.

In 2016, the West Coast generated \$1.64 billion in regional gross domestic product (GDP), accounting for some 0.7% of national GDP⁸. The West Coast's diverse geography and rich natural resources support its main industries, with primary production including mining, forestry and agriculture contributing the largest share of regional GDP (some 30 percent) (Figure 2 refers).

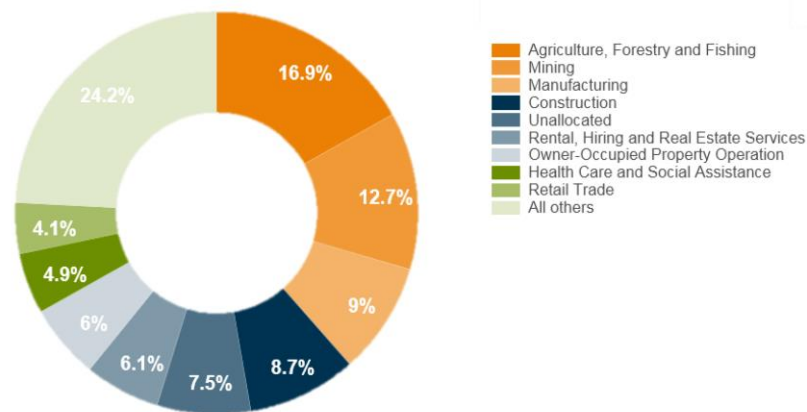


Figure 2: Industry proportion of GDP (2016)

Source: Infometrics (2016) *West Coast Region Economic Profile*

4.1.2 Existing road network

Characterised as being one of New Zealand's more isolated and sparsely populated regions, the West Coast is heavily dependent on the land based transport network. The transport network provides essential

⁶ Statistics New Zealand (2017) *Subnational population estimates (UA, AU), by age and sex, at 30 June 1996, 2001, 2006-16 (2017 boundaries)*

⁷ Statistics New Zealand (2017) *Subnational population projections, by age and sex, 2013(base)-2043 update*

⁸ Infometrics (2016) *West Coast Region Overview 2016*

connections between communities and markets to access key facilities and destinations, and is a key enabler of economic development.

With limited options to access the region, the principle mode of transport is by road (or the Tranz Alpine rail connection between Christchurch and Greymouth). The road network on the West Coast has some 872km of state highway and approximately 1,890km of local roads (of which some 824km is unsealed)⁹. The main access roads into the region include State Highway 6 from the north and south and State Highway 7 and State Highway 73 from Christchurch.

At the time it was constructed, the region's road network was appropriate relative to the size of the population, business base and of the vehicle use and demand. As markets have changed, particularly the significant increase in tourism, with buses, campervans and freedom travellers, the road network is increasingly becoming less fit for purpose. There are opportunities for improving the road network to respond to the changes in demand and pressures from greater numbers of vehicle movements as well as for better distributing traffic around the region.

The network has a number of suspension and single lane bridges (49 single lane bridges on the state highway), and significant sections of narrow and winding roads with limited and poor passing opportunities. All corridors in the region are either 2 or 3 star rated. Meaning that the characteristics of the road corridor result in a greater potential for crashes. This could be exacerbated with further increases in vehicle movements as well as if there are increases in road freight. Development of the road network is constrained by geography and the conservation status of a large proportion of the land area.

Approximately 47 percent of the local road network in the Buller District is unsealed (of a total road length of approximately 605km) – the highest of all districts in the West Coast¹⁰. The District also has two bridges with weight restrictions and 96 single lane bridges¹¹.

Relatively low traffic volumes overall mean there is no current or forecast congestion.

4.1.3 Traffic volumes

Traffic volumes are typically below 1000 per day outside the main urban centres of Hokitika, Greymouth and Westport. The main vehicle movements into and out of the region is via State Highway 73 from the Canterbury region. Vehicle movements on State Highway 6 in both the north and the south of the region are relatively similar, at below 1000 vehicles per day (Figure 3 refers)¹². Between 2011 and 2015 (the latest published data available), there has been some decline in the volume of traffic on routes in the north of the region. Between 2011 and 2015, routes to the south of the region have experienced increased volumes, which is largely attributed to growth in the tourist market¹³.

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⁹ New Zealand Transport Agency (2016) *Road Length (km) for Authorities in West Coast Region 2015/16*

¹⁰ New Zealand Transport Agency (2016) *Road Length (km) for Authorities in West Coast Region 2015/16*

¹¹ New Zealand Transport Agency (2016) *Physical Statistics Bridges (#) for All TAs in the west Coast Region 2015/2016*

¹² NZ Transport Agency (2016) *State Highway Traffic Volumes 1975-2015 (2011 to 2015)*

¹³ Ministry for Primary Industries (2016) *Tai Poutini West Coast Growth Study: Opportunities Report September 2016*

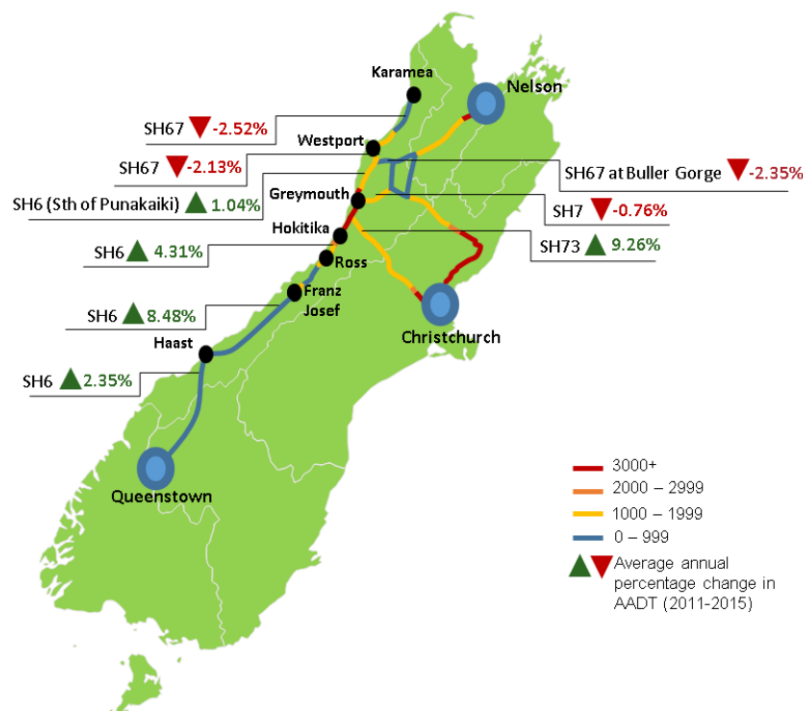


Figure 3: 2015 Average Annual Daily Traffic and percentage change 2011-2015

Data Source: NZ Transport Agency (2016) *State Highway Traffic Volumes 1975-2015* (2011 to 2015)

4.2 Problem 1: Poor transport connectivity and poorly developed attractions are resulting in tourists bypassing northern Buller

Tourism is increasingly playing an important role in its contribution to regional employment and income, accounting for some 12 percent of the region's employment and 5 percent of regional GDP¹⁴. Tourism is one of the fastest growing sectors on the West Coast with the southern two-thirds of the region being the sixth most visited place in New Zealand by international tourists. Forecasts are for this to continue.

Most recent data releases indicate for the year end to May 2017, some 983,376 guests arrived in the West Coast, an increase of 3 percent from the previous year¹⁵. Total visitor expenditure in the region for the same period was \$528 million, representing a year to year increase of 14 percent (Table 1 refers)¹⁶.

¹⁴ Ministry for Primary Industries (2016) *Tai Poutini West Coast Growth Study: Opportunities Report September 2016*

¹⁵ Statistics New Zealand (May 2017) *Accommodation Survey*

¹⁶ Ministry of Business, Innovation, and Employment (2017) *Monthly Regional Tourism Estimates May 2017*

Table 1: Regional Visitor Expenditure to year end May 2017

	Domestic expenditure	International expenditure	Total visitor expenditure
Westland District	\$103m	\$239m	\$343m
Grey District	\$71m	\$46m	\$117m
Buller District	\$41m	\$28m	\$69m
West Coast Total	\$215m	\$313m	\$528m

While there are a higher number of international guest nights (Table 2 refers), proportionally domestic visitors tend to spend more during their visit (approximately \$445 per domestic guest night compared to \$350 per international guest night).

Table 2: West Coast guest nights and origin to year end May 2017 (percentage change from previous year)

	Domestic	International	Total guest nights
Westland District	-	-	830,500 (↑3%)
Grey District	-	-	281,226 (↓2%)
Buller District	-	-	266,486 (↑13%)
West Coast Total	482,912 (↓7%)	895,299 (↑10%)	1,378,211

The Buller District's limited share of visitor expenditure has it as the only district where total expenditure has declined over the last six years¹⁷. The *Tai Poutini West Coast Growth Study* indicates this is attributed to the Buller District's location relative to the region's major tourism routes, and the potential attractiveness of the district's range of tourism options (not only attractions, but accommodation and food services). The District's share of visitor expenditure is predominantly from domestic visitors.

The *Tai Poutini West Coast Growth Study* identifies that the West Coast has excellent potential to grow the visitor economy with a large range of attractions that include major natural assets, heritage assets, adventure-based tourism, and cycling and walking trails. However, the sector faces some significant challenges unlocking opportunities due to:

- Distance from visitor markets, visitor time availability and trip planning preferences.
- Limited awareness of the range of attractions beyond the icons of the Pancake rocks at Punakaiki and the glaciers.
- Difficulty extracting value from attractions which are currently free to access and use as a result of many being in the conservation estate.
- Infrastructure pressures as a consequence of both visitor growth and natural hazards such as weather events resulting in flooding and landslides.

These challenges were highlighted by stakeholders during the ILM workshop with respect to the Buller District and the need for improved connectivity to better support economic growth and the sustainability of communities.

¹⁷ West Coast (2017) *District Economies and the Impact of Tourism*

4.2.1 Distance between destinations and trip planning

The distance and long travel times between South Island centres affects the ability to attract visitors and increases the cost of transport, highlighting the importance of a connected transport network.

Buller's closest domestic markets of Nelson and Christchurch are at least three hours away by car (Appendix C and Figure 4 refer). Any travel into the northern Buller District towards Karamea involves a return trip of up to an additional 192 kilometres, taking approximately 2 hours 40 minutes (round trip from Westport to Karamea). This time and distance, on top of that required to get to Westport, is a deterrent for many people travelling to the northern Buller area.



Figure 4: Travel time and distance from major centres

Data source: AA Time and Distance Calculator

The frequency of other transport modes are limited. The TranzAlpine rail connection makes one return trip daily from Christchurch to Greymouth and takes approximately 4.5 hours one way. Direct flights in to and out of the region are between Wellington and Westport and Christchurch and Hokitika and with limited capacity. Flights to other destinations involve long travel times by air and road and the cost can be prohibitive. There is an airstrip in Karamea which anecdotally has the same, if not more movements than Westport airport with a high number of charter flights, for example by trampers flying in to walk the Heaphy Track.

In 2015, average traffic volumes north of the Mokihiui River were less than 190 vehicles per day (17 percent heavy)¹⁸. This low number of vehicle movements suggest that a combination of the distance, time and

¹⁸ New Zealand Transport Agency (2015)

absence of unique tourism offering, as well as a lack of connectivity to other urban centres without requiring a return trip, is impacting travel choice to the area.

Information from the 'Activating Domestic Tourism' Project, which provides a basis for understanding the motivations of domestic travellers, shows that a key factor for domestic tourists not coming to the West Coast (and by association to northern Buller) is because they are unable to get there easily by road.

Over the last five years, average international visitors to Karamea were 3,427 (roughly 685 per year) compared with 45,128 in Westport, 93,642 in Greymouth and 255,690 in Franz Josef¹⁹. The low vehicle movements compared to the number of visitors to Karamea suggests that visitors are using other modes of transport into the district, for example air travel.

Comparing this to other destinations which require a return trip, suggests that distance is not the only factor influencing why people travel to a location. The visitor offering and experience on arrival at the destination is a material consideration. For example, Milford Sound is one of New Zealand's top tourist attractions yet it involves a return trip of some 237 kilometres from Te Anau, taking around 3 hours 44 minutes. Milford Sound attracts some 580,000 visitors per year²⁰. In 2015, the Te Anau Milford Highway had average traffic movements of over 760 vehicles per day, a significant proportion of which are buses.

The average length of stay on the West Coast (and in Buller) is around one to two days which is lower than New Zealand averages. In planning their journeys, many visitors have the West Coast as one stop within a broader South Island trip that has a limited number of days available to allocate between destinations. For international visitor markets guidance for travels on five to 11 day South Island visits all bypass Northern Buller/Karamea (eg www.newzealand.com). In this context, destinations such as northern Buller, which require backtracking, only appeal to a more limited segment of visitors. Typically the current iconic attractions of Punakaiki or the glaciers get precedence.

4.2.2 Awareness of attractions

The West Coast has a diverse range of attractions. The region's unique landscapes, coastline, native bush and national parks not only attract visitors but are also an inherent part of the identity and sense of place of West Coast communities.

Current annual visitor numbers to the glaciers is approximately 600,000. In 2017 this number is expected to reach 650,000 with growth in line with tourism forecasts. Approximately 490,000 people visit Punakaiki annually, with numbers also increasing.

¹⁹ Ministry of Business, Innovation and Employment (2017) *International visitors and nights interactive map*

²⁰ Southland District Council (2016) Annual Plan 2016/2017

In the Buller District, the following visitor numbers are expected this season (Appendix C refers):

- Tauranga Bay / Cape Foulwind Seal colony – 150,000 visitors (just south of Westport)
- Oparara Arches – 18,500 visitors (20km north of Karamea)
- Heaphy Track – 8,000 visitors
- Old Ghost Road mountain biking and tramping trail – 9,800 users²¹.

What this indicates is that there is a significant reduction in visitor numbers as you travel north, beyond Punakaiki.

With low occupancy rates in the Buller District, there are opportunities to expand the tourist market beyond the main attractions of the Fox and Franz Josef glaciers and the Pancake Rocks at Punakaiki, particularly if the West Coast receives the strong level of growth in visitor numbers expected by MBIE.

Consideration is currently being given as part of the *Tai Poutini West Coast Growth Study* to how attractions in the Buller District can be developed or marketed, to encourage greater numbers of visitors through into the north of the region. For example, the Oparara Arches 20km north of Karamea are being investigated as a potential icon attraction. Through this project, Tourism West Coast is expecting the following visitor growth at Oparara:

Table 3: Estimated growth in visitor numbers through development at Oparara

Year	2018	2019	2020	2021	2022	2025
Estimated visitor numbers	21,000	32,000	48,000	67,000	80,000	139,000

The Department of Conservation have highlighted that there are a number of significant constraints surrounding this project including the return travel distance required to get to the site and an unsuitable access road with some 47 crashes recorded this season²². Challenges remain to be overcome for the development project at Oparara to proceed.

4.3 Problem 2: Transport costs are impacting viability and constraining our ability to get product to market

Stakeholders during the ILM workshop, highlighted the opportunities for economic development from improvements in transport connectivity, notably through the development of a new road link and opportunities for industries such as horticulture and forestry. It was raised that improved connectivity between the West Coast with the top of the South Island will reduce the cost of transport to market with greater access to Port Nelson.

²¹ Department of Conservation (2017)

²² Department of Conservation (2017)

4.3.1 Existing freight movements

In 2012 (representing the most recent data release), the region transported a total of approximately 6.85 million tonnes²³. Of this, some 38 percent was transported within the region (the bulk of which was by road), 46 percent went out of the region and 16 percent came in. Approximately 3.93 million tonnes of freight into or out of the region was transported by road (57 percent). A substantial portion of all freight was between Canterbury and the West Coast (90 percent).

Of all freight transported in 2012, 0.4 million tonnes (6 percent) was between the West Coast and the Nelson-Tasman region. Of this, 93 percent was by road. This was predominantly for transporting liquid milk, petrol and aggregate into the West Coast region.

The products from the region's main industries are predominantly transported by road or rail. Coal is transported by rail to Canterbury and milk mainly by road to a plant at Hokitika and then by rail through to Canterbury. Canterbury is the main distribution hub for the South Island and is the main destination for products from the West Coast, including for logs and timber products, and products from agriculture (including livestock, meat and meat by-products)²⁴.

4.3.2 Existing road environment for freight

Currently, there is no approved high productivity motor vehicle (HPMV) route on the West Coast (Appendix D refers). The current HPMV extends along SH6 to just north of Murchison. Three bridges have 50MAX weight restrictions in the south of the region, precluding heavy vehicle movements to Wanaka or Queenstown. There is currently no HPMV network upgrades investment planned.

Sections of the existing road network in northern Buller, namely the Karamea Highway, are classified as 'tortuous' (Figure 5 refers), with mountainous terrain, high curvature and number of curves per kilometre, and low sight distances. Rough preliminary estimates suggest that given the nature of this section of State Highway, it is unlikely there would be any time saving between Westport and Nelson from a new road connection. The only likely time savings would be for products in northern Buller i.e. those just south of Little Wanganui through to Karamea.

²³ Ministry of Transport (2014) *National Freight Demand Study: March 2014*

²⁴ Ministry of Transport (2014) *National Freight Demand Study: March 2014*

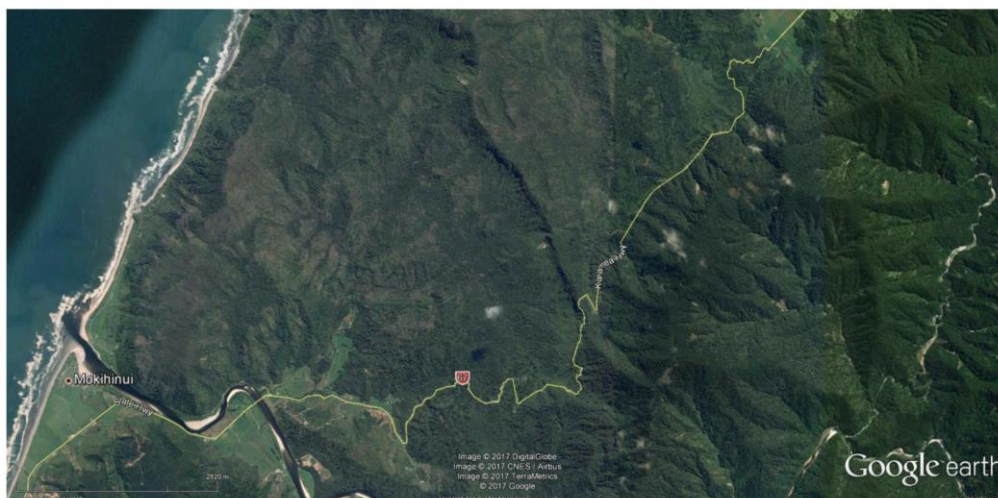


Figure 5: Terrain of section of the Karamea Highway classified as 'tortuous'

4.3.3 Opportunities for growth in freight

The *Tai Poutini West Coast Growth Study* identified sectors with a potential to drive income and employment growth on the West Coast. The emerging sectors with the potential for future growth, although currently small scale, included: horticulture, food and beverage; aquaculture, fishing and related processing; and forestry and wood processing. In the northern Buller District, opportunities for the development of the horticulture and forestry industries in particular have been identified²⁵.

Improved connectivity, such as by way of a proposed new road link, has been considered to support this industry growth; generating employment and economic development in the region and reducing the time and cost of transporting product to Port Nelson.

4.3.3.1 Forestry and wood processing

The West Coast has the smallest area (31,422 hectares) and one of the lowest volumes (estimated standing volume of 6.346 million cubic metres) of exotic forest plantation in New Zealand²⁶. Some 14 percent of the region's exotic forest is in the Buller District.

While the region does not have an advantage in exotic forestry, the region does have advantages in indigenous timber forestry, with a large portion of the region in native bush. As identified in the *Tai Poutini West Coast Growth Study*, until recently there have been restrictions on the ability to process indigenous forests. In 2014, special legislation came into effect enabling operators to remove and process indigenous timber from the conservation estate that was damaged by Cyclone Ita. The revival in the ability to process

²⁵ West Coast Regional Council (2017) *Tai Poutini West Coast Economic Development Action Plan 2017*

²⁶ Ministry of Primary Industry (2016) *National Exotic Forest Description as at 1 April 2016*

this timber has the potential to be short-lived as the quality of the available timber is deteriorating and the legislation that allows the removal of the timber is to be repealed in 2019²⁷.

Given the timeframes of the legislation enabling the recovery of wind-blown timber from West Coast public conservation land, it is highly unlikely a new road connection would be in place before the legislation is repealed and would therefore, not support growth in this industry. Further analysis of the economic benefits from improved transport connectivity on exotic forestry is required.

4.3.3.2 Horticulture

The West Coast has some natural advantages for horticulture, with Karamea in northern Buller in particular regarded as ideal for the industry. While there are advantages for the sector, the *Tai Poutini West Coast Growth Study* notes that:

- Most food and beverage industries in the region are effectively cottage industries, with businesses run by people as a part-time venture.
- Growth in horticulture is constrained as there is limited land suitable or available with some areas ideal for horticulture already converted to other uses, such as dairy.
- There can be high costs involved in accessing land.

The *Tai Poutini West Coast Economic Development Action Plan 2017* sets out an action focused on developing a social enterprise pilot in Karamea, exploring new opportunities for horticulture and food and beverage in Buller. If successful, this will lead to social enterprise initiatives in the wider region. The impact of transport connectivity for growth associated with this action will need further consideration. Currently, there is insufficient information to suggest there is a barrier to developing these industries. As stated in the *Tai Poutini West Coast Growth Study*:

*"We had assumed that distance from markets and transport constraints would have been a major issue in getting product to market quickly, particularly for those food products where freshness is critical. However, none of the sector representatives we talked to regarded transport as a challenge. Some noted that they backloaded the return journeys of inward freight and get competitive rates."*²⁸

4.3.3.3 Other industry

There is a current proposal being investigated to establish a waste-to-energy plant in Buller. Waste could be transported via both road and rail into the district to then be converted into usable energy. If this proposal were to go ahead, it could see greater heavy vehicle demand between Nelson/Tasman and the Buller district. A more detailed assessment of the existing road network would be required.

4.3.4 Cost of transport

At the time of drafting, information on the cost of transport per unit of product was unable to be sourced.

²⁷ West Coast Regional Council (2017) *Tai Poutini West Coast Economic Development Action Plan 2017*

²⁸ ²⁸ Ministry for Primary Industries (2016) *Tai Poutini West Coast Growth Study: Opportunities Report September 2016*

4.4 Problem Three: Vulnerable transport links are creating a risk of stranding of communities

The road network is important from both an economic and lifelines perspective. On the West Coast a large component of the economy is dependent on transport links, with the road network also vital for the provision of essential supplies including food and fuel.

In the northern Buller District, communities towards Karamea, north of Westport, are dependent on one road link (State Highway 67 and the Karamea Highway) for all vehicle movements into and out of the district. There is an airfield in Karamea which services chartered flights. In 2016, funding was sought from the Buller District Council to upgrade the runway and facilities recognising that the airport provides an important alternative transport mode for isolated communities and access to tourism facilities such as eco-lodges in the area and one end of the Heaphy Track. There are no commercial facilities for docking vessels.

There is currently no alternative road transport option between Westport and Karamea (Appendix E refers). This is perceived to impact the economic development opportunities of the area, including deterring greater numbers of visitors. The 96km between Westport and Karamea takes around 1 hour 23 minutes.

The road network has a low resilience rating with a number of hazards which can cause disruptions. These often involve high detour lengths or in the case of northern Buller, no alternative detour. Risks from road closures are mostly from slips/rock fall, crashes, and flooding.

For the Buller District, the Buller Gorge currently presents the greatest risk for impacting connectivity in the event of closure. In the event of either a 1/100 year storm event or a 1/1,000 earthquake disruption, the likely impact will be catastrophic for the Buller Gorge (Appendix F refers). The only alternative for traffic movements out of the Buller District is south to Greymouth on State Highway 6, but potentially only as far as Punakaiki in relation to a 1/1000 earthquake event.

NZ Transport Agency State Highway Resilience information shows that existing State Highway 67 in the northern Buller District has a low-moderate prioritisation score (Appendix F refers)²⁹. State Highway 6 at the Buller Gorge is of high priority.

The area does demonstrate issues with the resilience of the transport network. In terms of the justification for a new road connection, while a road connection would go some way to improving the resilience of communities in northern Buller and could provide an alternative route to the West Coast, it is considered there is a need for a more comprehensive understanding of the resilience risks, the influence of other transport modes, and the full range of options that could be implemented to address identified problems (not restricted to engineering based solutions). Resilience issues are not unique to just the northern Buller District and will need to be considered within the wider context of New Zealand network resilience.

4.5 Benefits of improved connectivity

In terms of justification for a new connection, one of the strongest benefits is identified in inter-regional potential to build tourism investment. A transport connection from northern Buller towards Nelson in Tasman District opens up a viable visitor route planning choice. In turn, doing so enables better access to northern

²⁹ The aggregated prioritisation score is drawn from data on: low frequency events (earthquake, volcano, storm, tsunami); resilience costs data based on network maintenance costs; and the relative importance of the road segment based on the One Network Road Classification.

Buller attractions with potential for higher visitation, in particular the Oparara Arches and the southern reaches of the Heaphy Track.

It can be assumed that improving road access to the West Coast could result in approximately 853,974 potential domestic visitor trips, with the greatest potential for market increase coming from the Canterbury, Nelson/Tasman and Wellington regions (Figure 6 refers)³⁰. While respondents indicated that these would predominantly be day-trips (55%), it could mean some additional 392,820 overnight trips by domestic visitors to the region.

Estimating the potential for international visitor growth and tourism investment resulting from improved transport connectivity is difficult. Detailed economic analysis, including analysis of the tourism sector is needed.

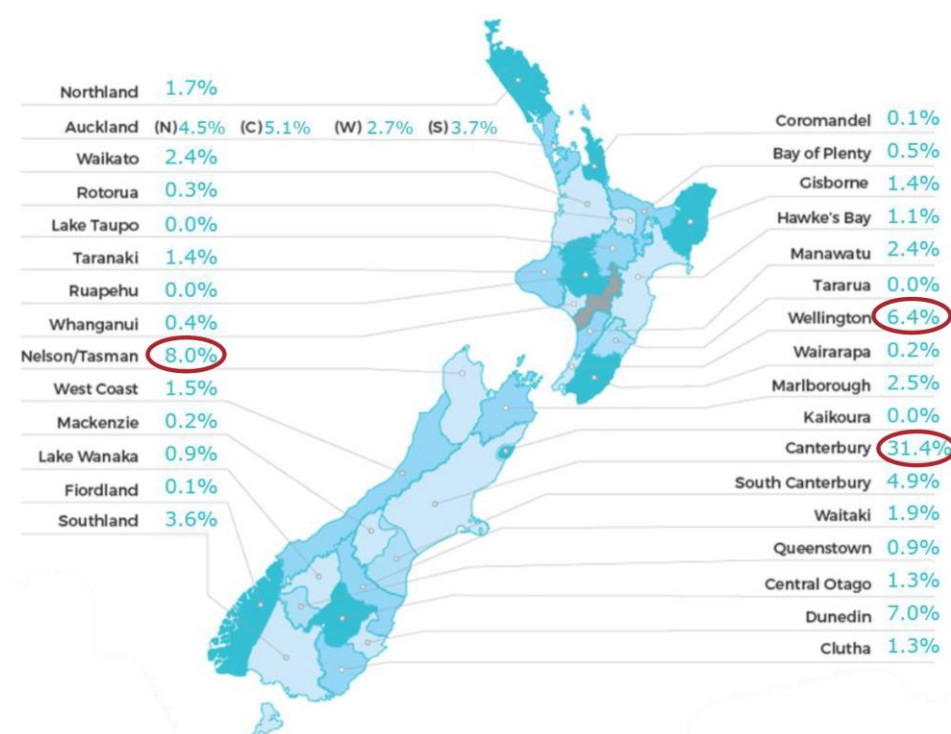


Figure 6: Origin of domestic tourists interested in visiting the West Coast but can't get there easily by road

Source: www.dgit.nz

Using current traffic volume trends as a proxy the maximum credible number of vehicles that could be diverted through the northern Buller area if there was greater connectivity through to the top of the South Island is estimated at around 1,000 vehicles per day (assumes 50 percent of the combined 2015 traffic volumes on State Highway 6 at the Buller Gorge and State Highway 7). If 20 percent were diverted, this would be in the order of 410 additional vehicle movements per day. These estimates would need to be

³⁰ Tourism Industry Aotearoa (2017) www.dgit.nz

tested in subsequent business case stages. It is not anticipated there will be any significant time saving relative to the existing State Highway 6 link between Nelson and Westport

Rough order estimates for the construction of a new road connection are in the order of \$300m³¹ to more than \$900m, given the rugged terrain and on-going annual maintenance costs. It is also likely that investment would also be required to the existing State Highway 67, notably the Karamea Bluffs section of the Karamea Highway, to ensure consistency in the road network and to account for increased vehicle movements.

Given the scale of investment relative to the potential usage of a new road connection, initial indications are that a new connection would be unlikely to achieve a benefit cost ratio (BCR) greater than 1 from a pure transport assessment perspective. Therefore, the justification needs to focus on the potential for wider economic benefits. Further detailed analysis is required to understand the scale of these benefits.

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³¹Rough order minimum cost estimate but likely to be significantly more.

4.6 Status of the evidence base

The following table provides a summary of key findings from the evidence base and identifies information gaps and potential focus areas for future analysis.

Problem identified in ILM	Key findings	Discussion
Poor transport connectivity and poorly developed attractions are resulting in tourists bypassing Northern Buller	■ The Buller District gets a limited share of visitor expenditure. Over the last six years total expenditure has declined. The main reasons for this are attributed to the Buller District's location relative to the region's major tourism routes, and the potential attractiveness of the district's range of tourism options. ■ The main means of travel to the West Coast is by road. The frequency of other transport modes are limited. ■ A key factor for domestic tourists not coming to the West Coast is because they are unable to get there easily by road. ■ The Buller District's closest domestic markets of Nelson and Christchurch are at least three hours away by road. Any travel into the northern Buller District towards Karamea involves a return trip of up to an additional 192 kilometres, taking approximately 2 hours and 40 minutes. ■ There is an airstrip at Karamea which purportedly has the same, if not more, movements than Westport airport, predominantly of chartered flights. ■ Traffic volumes in northern Buller are low. In 2015, average traffic volumes north of the Mokihinui River were less than 190 vehicles per day (17 percent heavy). ■ There are a number of attractions in northern Buller. However, there is a significant reduction in the number of visitors to attractions north of Punakaiki. ■ Over the last five years, Karaema received an average of 3,427 international visitors (roughly 685 per year). ■ Consideration is currently being given to developing the attraction in northern Buller, particularly the Oparara Arches. The Department of Conservation have highlighted there are a	In isolation it is not possible to conclude that the reason people are not travelling into the northern Buller District is because there is a lack of a connecting route rather than having to double back. There also needs to be a key incentive or driver for people to want to travel there. For example, travel to Milford Sound requires a return trip of some 237 kilometres from Te Anau, taking around 3 hours 44 minutes but attracts some 580,000 visitors per year. As part of an assessment into wider economic benefits, there is a need for a more focused analysis on the impact of improved connectivity on tourism which is beyond the scope of this strategic assessment phase. This would include a more detailed understanding of: ■ Current visitors to northern Buller (domestic versus international), travel preferences (ie understanding the role/impact of the Karamea airstrip), and value of visitors (high spend versus low spend visitors). ■ Modelling of potential visitor flows, travel patterns and behaviours, including how northern Buller could fit into a wider travel circuit. ■ Investment patterns, supporting visitor infrastructure, transport demand including freight, transport resilience and network safety.

Problem identified in ILM	Key findings	Discussion
Transport costs are impacting viability and constraining our ability to get product to market	number of constraints surrounding this development with the potential to impact achieving anticipated visitor numbers. ■ The majority of freight is transported between Canterbury and the West Coast. ■ The majority of freight between the West Coast and the Nelson-Tasman region is of freight being transported into the West Coast. ■ There is no approved HPMV route on the West Coast. Three bridges have 50MAX weight restrictions in the south of the region, precluding heavy vehicle movements to Wanaka or Queenstown. ■ Sections of State Highway 67, namely the Karamea Bluffs section of the Karamea Highway, are not well suited to high volumes of heavy vehicles and are classified as having 'tortuous' terrain. ■ Opportunities for driving income and employment in the region have the potential to increase freight movements. In the Buller District these opportunities are predominantly in the horticulture and forestry sectors. ■ The West Coast does not have advantages in exotic forestry and has one of the smallest areas (and volumes) of exotic forests in New Zealand. The Buller District has only 14 percent of the regions exotic forests. ■ Special legislation is currently in effect enabling operators to remove and process indigenous timber from the conservation estate that was damaged by Cyclone Ita. This legislation will be repealed in 2019. ■ The West Coast, and in particular Karamea in northern Buller, has advantages for horticulture. However,: – Most food and beverage industries are effectively cottage industries and run on a part-time basis.	There is a gap in the information on the cost of transporting products from the West Coast or the time it takes for products to reach destinations. There is also a gap in the evidence suggesting that businesses are not locating in the Buller District or the wider West Coast region because of transport related issues. Initial indications suggest this this could better attributed to a lack of suitable and available land that has not already been converted to other uses, e.g. dairy. This will need to be investigated further in the next stages of the business case process. Currently there is a lack of understanding of the potential scale and impact of income and employment opportunities being pursued through the <i>Tai Poutini West Coast Economic Development Action Plan 2017</i> and requirements for the road network. As part of an assessment into wider economic benefits from improved connectivity there is a need for an understanding of: ■ Land values; ■ Production capability and capacity; and ■ Possible transport and associated infrastructure requirements associated with increased activity in certain sectors. The current 'tortuous' alignment of the Karamea Highway suggests that it would not be suitable for higher volumes of heavy vehicles. There is also the potential for conflict with other road users in seeking the dual objectives of both increased freight and visitor vehicle movements. As part of any subsequent business case stages, the safety risks of the existing road network will need to be assessed.

Problem identified in ILM	Key findings	Discussion
	– Growth in horticulture is constrained as there is limited land suitable or available for horticulture that has not already been converted for other uses, such as dairy. – There are high costs involved in accessing land. ■ None of the horticulture sector representatives spoken to as part of work on the <i>Tai Poutini West Coast Growth Study</i> regarded transport as a challenge.	
Vulnerable transport links are creating a risk of stranding of communities	■ There is no alternative route between Westport and Karamea. ■ There is an airstrip in Karamea. A proposal was made to the Buller District Council in 2016 for improvements to the airfield recognising that the airport provides an alternative transport mode for alternative transport mode for isolated communities. ■ Disruptions on the road network predominantly relate to flooding, landslip / rock fall or crashes. ■ Disruptions from a 1/100 year storm event or 1/1,000 year earthquake event are likely to be catastrophic in the Buller Gorge. Severely impacting access to the Buller District.	The problem of isolated communities north of Westport is well known. However, resilience issues are not unique to just the Buller District and will need to be considered within the wider context of New Zealand network resilience. There is a need for a more comprehensive understanding of the resilience risks in the northern Buller District as well as an understanding of the influence/role of other transport modes. As part of any subsequent business case phases, options for improving community resilience should include consideration of non-engineering based solutions.

5 Strategic context

5.1 Organisational overview

5.1.1 Project lead: Buller District Council

The Council is a territorial authority with statutory responsibilities under the Local Government Act 2002, the Resource Management Act 1991 and other statutes for providing core local infrastructure, public services, and the administration of regulatory functions for the current and future needs of its community. It also has a role supporting community outcomes including social cohesion, economic development and safety.

5.1.2 NZ Transport Agency

The NZ Transport Agency is responsible for giving effect to the Government Policy Statement on Land Transport (GPS 2015), which sets out the government's strategic direction for investment in the land transport network. The GPS places particular importance on investment in the State Highway network, in recognition of its importance to the efficient movement of people and freight.

5.1.3 Ministry of Business, Innovation and Employment

MBIE's purpose is to grow the New Zealand economy and to provide a better standard of living for all New Zealanders. Regional economic development is a priority for MBIE, supported by the Regional Growth Programme. MBIE is working in partnership with the Ministry of Primary Industries and other central government agencies to identify potential growth opportunities in selected regions to help increase jobs, income and investment in regional New Zealand.

5.2 Organisational outcomes, impacts and objectives

Table 4 contains the organisational goals and outcomes sought of relevance to investment to increase connectivity and improve the sustainability of the Buller District. Consideration of the need for investment is being driven by both political and economic factors.

Table 4: Outcomes by organisation, goals and objectives

Outcome	Goals	Objectives	Alignment/misalignment of investment proposal to organisational outcomes
Buller District Council (Long-Term Plan 2015–2025)			
Vision: For the Buller District to grow, and for the district to become a thriving community where families enjoy a great quality of life and the distinctive natural, cultural and historical environment are treasured.	A vibrant, healthy and safe community with access to quality facilities and services.	■ A healthy environment with services and infrastructure to support community health. ■ A place where people feel welcome and have a sense of belonging. ■ Increased community awareness and involvement in health issues. ■ Safer environments for residents, businesses and visitors to enjoy.	Identified benefits from investing include improving access for communities.
	A 'happening' region with a strong community spirit and distinctive lifestyle.	■ An increased awareness of and participation in cultural, social, recreational, sporting and community activities. ■ Provision of high quality community spaces and facilities. ■ Promotion of Buller, history, environment and cultural heritage.	Improving connections for communities.
	The distinctive character of the environment appreciated and retained.	■ An appropriate balance between development and protection that promotes the diversity and sustainability of our natural environment. ■ The provision of services and infrastructure that support the district's environmental goals. ■ A built environment considered to be attractive, sustainable and healthy.	Providing access while not adversely affecting the environment—there is a need to ensure the consideration of options in subsequent business case phases identify and assess the potential impacts on the environment. There is the potential for some options to misalign with this community outcome.

Outcome	Goals	Objectives	Alignment/misalignment of investment proposal to organisational outcomes
	A thriving, resilient and innovative economy creating opportunities for growth and employment.	■ Provide an environment that supports the retention of current businesses and attracts new business and investment to the region. ■ Provide support for attracting and developing an available skilled workforce. ■ Support sustainable, responsible development, innovation and excellence. ■ Encourage economic growth.	Effective transport networks support economic development, providing access for the movement of goods and people.
NZ Transport Agency (Statement of Intent 2015–19)			
An effective, efficient, safe, responsible and resilient transport system that supports a thriving New Zealand. Effective: Moves people and freight where they need to go in a timely manner. Efficient: Delivers the right infrastructure and services to the right level at the best cost. Safe and responsible: Reduces the harms from transport. Resilient: Meets future needs and endures shocks.	Integrate one effective and resilient network for customers.	■ Integrate land uses and transport networks to shape demand at national, regional and local levels. ■ Integrate national and local transport networks to support strategic connections and travel choices. ■ Improve freight supply chain efficiency.	Improving network effectiveness through better connections and increasing the resilience of communities.
	Shape smart, efficient, safe and responsible transport choices.	■ Implement the Safe System approach to create a forgiving land transport systems that accommodates human error and vulnerability. ■ Incentivise and shape safe and efficient travel choices using a customer-focused approach.	Reducing the cost of transport supporting economic development opportunities.

Outcome	Goals	Objectives	Alignment/misalignment of investment proposal to organisational outcomes
		■ Reduce costs for transport users through better regulation and willing compliance.	
	Deliver efficient, safe and responsible and resilient highway solutions for customers.	■ Greater resilience of the state highway network. ■ Deliver consistent levels of customer service that meet current expectations and anticipate future demand. ■ Provide significant transport infrastructure.	Improving network effectiveness. Considering options which provide for greater connectivity.
	Maximise effective, efficient and strategic returns for New Zealand.	■ Align investment to agreed national, regional and local outcomes and improve value for money in all we invest in and deliver. ■ Ensure effective and efficient co-investment with our partners. ■ Explore innovative revenue, pricing and financing approaches that enhance the value delivered by land transport investments.	Strategic alignment of proposed investment to district, regional and national outcomes.

Outcome	Goals	Objectives	Alignment/misalignment of investment proposal to organisational outcomes
Ministry of Business, Innovation and Employment (Statement of Intent 2015–2019)			
Grow New Zealand for all.	More supportive and dynamic business environment.	■ Increased business and consumer confidence in markets. ■ Business find it easier to access and develop markets. ■ Increased international trade and investment.	Improving connectivity making it easier for business to access, develop and diversify markets. Providing opportunities to increase the value from tourism.
	The built environment supports a well-functioning economy.	■ Increased quality and accessibility (including affordability) of infrastructure.	Fit-for-purpose infrastructure that promotes economic development and investment
	More productive and prosperous sectors, regions and people.	■ Increased knowledge-intensive activities and exports. ■ More dynamic and better connected regional economies.	Improved connectivity fostering regional economic development and opportunities to increase investment, employment and incomes.

5.3 Alignment to existing strategies / organisational goals

The following table shows how the proposed outcomes for this business case align to relevant national, regional, sector and organisational strategies.

Table 5: Alignment of outcomes sought to key strategic documents

	Value to the region	Economic development opportunities	Resilient communities
The Business Growth Agenda: Towards 2025	✓✓	✓✓	✓✓
The Regional Growth Programme	✓✓	✓✓	✓
Government Policy Statement on Land Transport 2015/16–2024/25	✓ (linked to economic growth)	✓✓	✓✓
National Infrastructure Plan 2015	✓✓	✓✓	✓✓
NZ Transport Agency: National Land Transport Programme	✓✓ (linked through economic development and productivity)	✓✓	✓✓
West Coast Regional Council: Regional Land Transport Plan 2015–21	✓ (linked to economic growth)	✓✓	✓✓
Buller District Council Long Term Plan 2015–2025		✓✓	✓
West Coast Economic Development Plan 2014–2030	✓	✓✓	
Tai Poutini West Coast Economic Development Action Plan	✓✓	✓✓	✓✓
Kahurangi National Park Management Plan (incorporating 2009/2010 partial review) June 2001	✓	x	x
West Coast Conservation Management Strategy 2010–2020	✓	✓	x
Conservation Management Strategy for Nelson/Marlborough Conservancy	✓	✓	x

Key: ✓✓ = strong focus / policy direction   ✓ = included item   x = not included

6 Conclusions and next steps

This strategic assessment explores the case for addressing problems and opportunities associated with a lack of connectivity between northern Buller District and the Tasman and Nelson regions.

The identification of the Northern Link Road proposal has posed some challenges. The identification of a road link solution in earlier investigations has to some extent short-circuited a strategic assessment process. Therefore the approach taken in this Strategic Business Case has been to identify the underlying problems that give rise to the need for a transport intervention and the benefits of investing to address these problems and for unlocking opportunities.

The ILM workshop held with key stakeholders identified three problems loosely associated with desired outcomes relating to connectivity, resilience and regional economic development for northern Buller and subsequently the wider West Coast, Tasman and Nelson regions.

The evidence base, while at a high level supports these outcomes, is complex and has revealed that there is a need for a targeted piece of work on wider economic benefits for northern Buller to determine if the significant investment needed in a new road connection might be justified. Such a connection is likely to be highly contentious to authorise and construct should it be pursued noting that any works passing through a National Park will be bound by legislative requirements in the National Parks Act 1980, the Conservation Act 1987, and the Resource Management Act 1991, and specifically for the West Coast and Nelson/Tasman regions, general policy in the form of the West Coast Conservation Management Strategy 2010-2020, the Nelson/Marlborough Conservancy Conservation Management Strategy, and the Kahurangi National Park Management Plan.

There will be a range of potential options for achieving the desired outcomes, which may or may not include a new road connection.

Should a decision be made to proceed, the following process is recommended:

1. Community engagement to help guide intended outcomes and possible options. The proposal for a new road connection has a broad range of key stakeholders and interested parties. An important step for subsequent phases will be understanding the views of these parties. It is recommended that before proceeding with any further analysis, engagement with iwi who have an interest in the Buller and Tasman / Nelson area should occur. Iwi should be a key party in any subsequent steps and decisions made.
2. Detailed economic analysis (wider than transport economics) focusing on the northern Buller District to assist with quantifying potential benefits, including consideration of potential 'bang for buck' arising out of other potential ways to invest into regional development for the benefit of the Buller and Tasman districts. Factors to consider in the economic analysis should include total visitors, visitor nights and visitor spend, revenue, land values, production capability and capacity, infrastructure levels and investment requirements.

The completion of this analysis would provide a natural hold-point, with the outcome informing whether to proceed to a Programme Business Case.

3. Programme Business Case recommending a preferred programme and preferred way forward for improving the economic and physical sustainability of the northern Buller District and subsequently the wider Buller and Nelson/Tasman and West Coast regions – to include consideration of both infrastructure and non-infrastructure based options.

Appendix A

Investment Logic Map

Appendix B

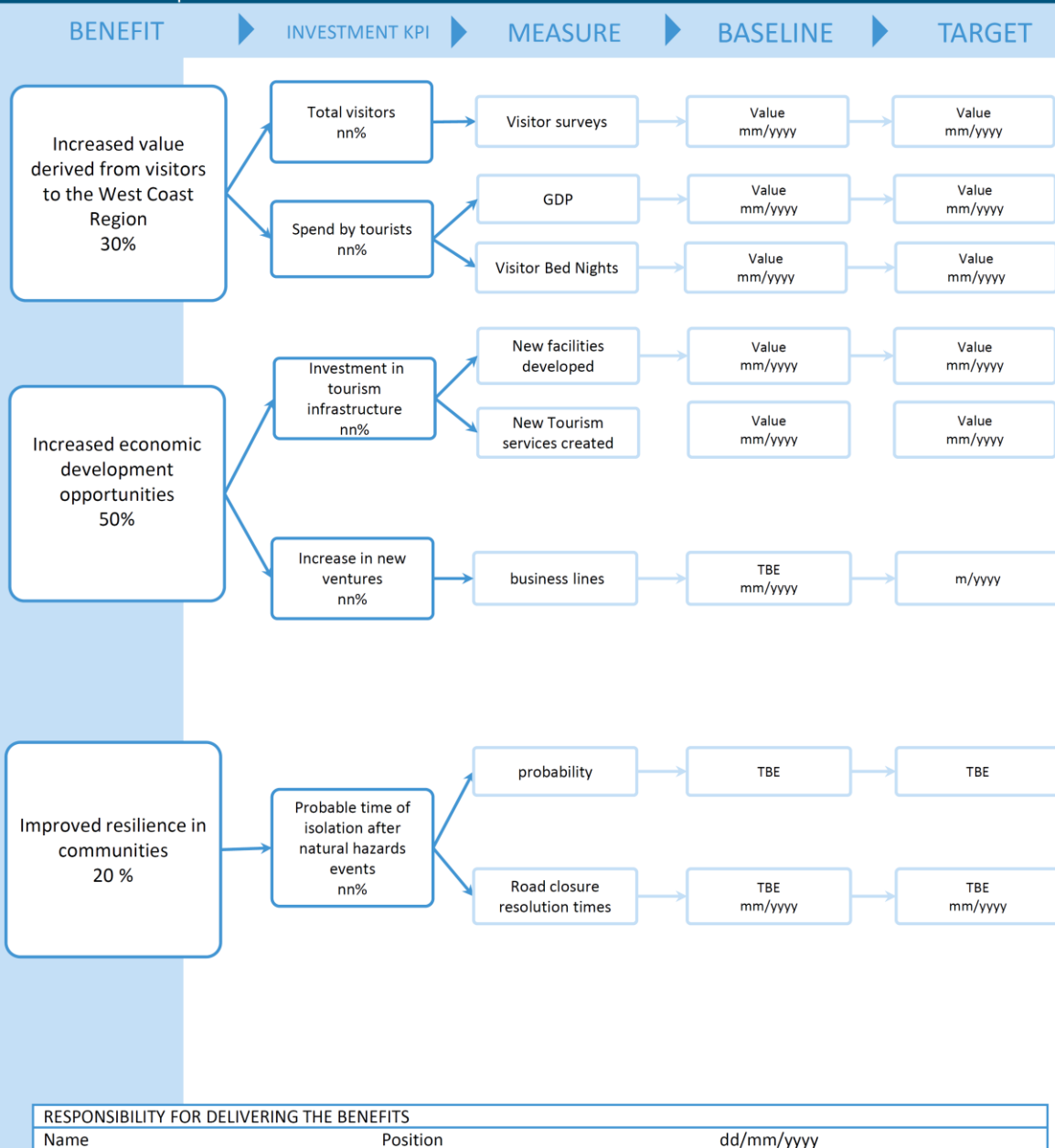
Benefits Map

Improving Northern Buller's sustainability

Creating an investment environment

BENEFIT MANAGEMENT PLAN

Part 1: Benefit Map

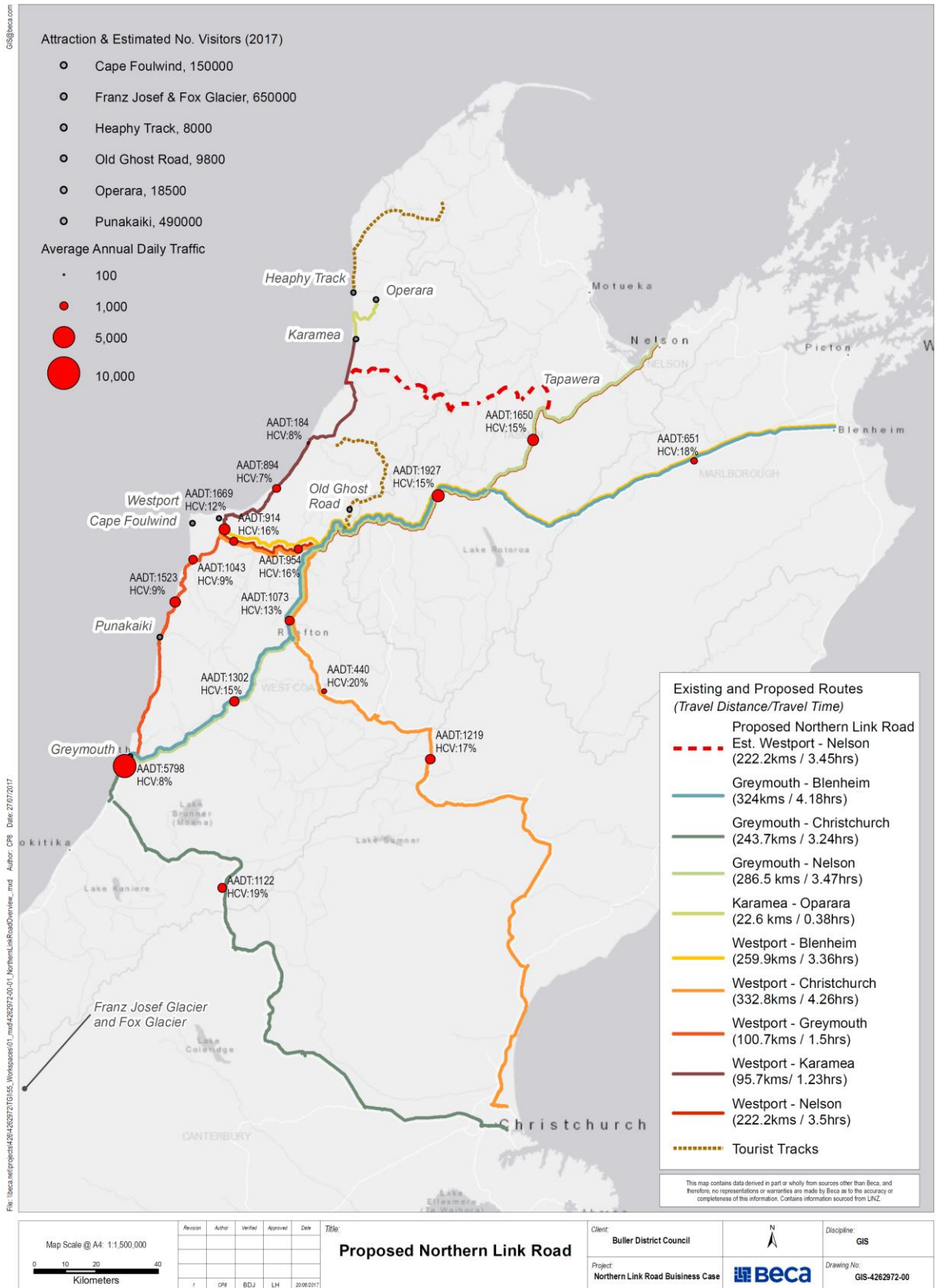


Investor: Mike Duff
Facilitator: Sue Powell
Accredited Facilitator: Yes

Version no: 0.3
Initial Workshop: 10/04/2017
Last modified by: Sue Powell
Template version: 5.0

Appendix C

Visitor attractions, average
annual daily traffic and travel
time and distance between
South Island destinations



Appendix D

High productivity freight
network



Figure 7: High Productivity Freight Network (data is this map may be incorrect as a result of the Kaikoura earthquake)

Source: New Zealand Transport Agency (March 2016)

Appendix E

State Highway connectivity –
alternative routes



Figure 8: State Highway connectivity—alternative routes using the local road network

Source: New Zealand Transport Agency (2014) *State Highway Network Resilience National Programme Business Case*

Appendix F

State Highway resilience

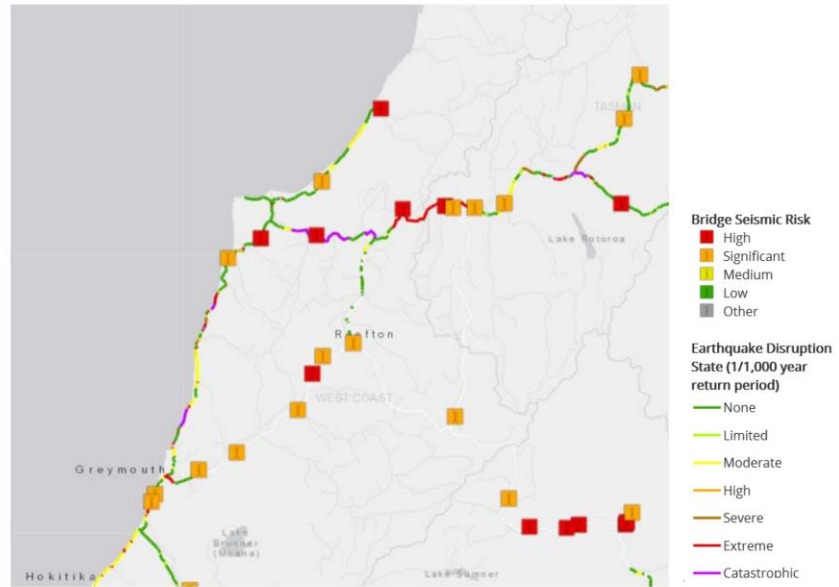


Figure 9: State Highway Resilience for 1 in 1,000 year earthquake event

Source: New Zealand Transport Agency, *State Highway Resilience*

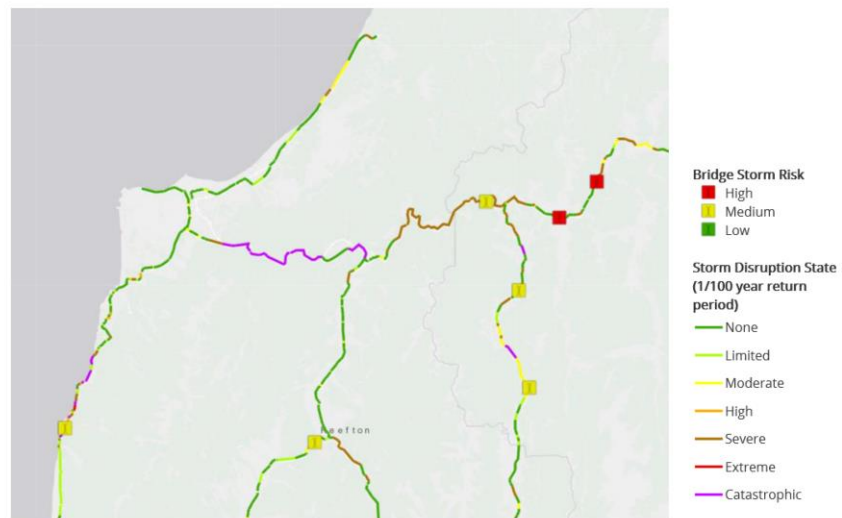


Figure 10: State Highway Resilience 1/100 year storm event

Source: New Zealand Transport Agency, *State Highway Resilience*

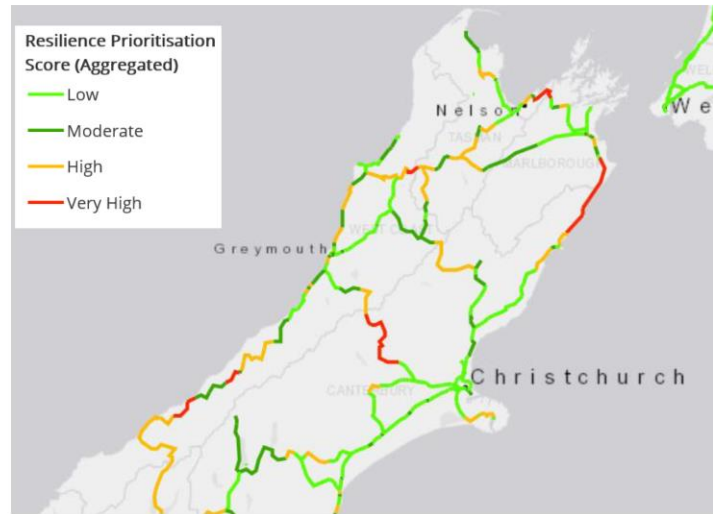


Figure 11: State Highway Resilience Prioritisation Score

Source: New Zealand Transport Agency, *State Highway Resilience*

Investigating the Northern Link Road (Little Wanganui – Wangapeka)

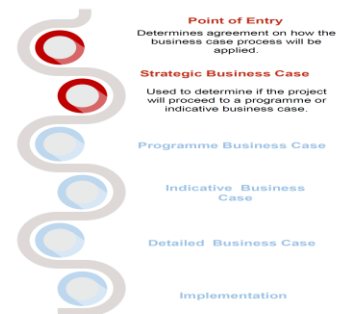
Background

- For some time there has been interest in a road link connecting the northern Buller and Tasman/Nelson regions.
- Over the years a number of high level possible route options between Karamea and Tasman have been identified by early miners, explorers, surveyors and farmers.
- A road link would likely start around Karamea / Little Wanganui, pass through a part of the Kahurangi National Park, emerging on the Tasman / Nelson side around Wangapeka/Tapawera.
- The impetus for the road link has largely been driven by the potential for economic growth opportunities.
- The 2016 West Coast Regional Growth Study, while identifying that it is probable that the costs of the road link will be substantial relative to the quantifiable benefits, recommended that a Strategic Business Case be developed for the Wangapeka Road Link to ensure a robust assessment of whether the proposal should be progressed.

Purpose

- To undertake an analysis, through the Business Case process, to **determine whether there is a case to further investigate and invest in a new road link.**
- The Strategic Business Case, once completed, will be firstly reviewed by the Regional Economic Development Group, before any decision is made of further steps around inclusion in the Regional Land Transport Plan and National Land Transport Plan.

Where are we at in the process?



What is the Strategic Business Case Process?

- The Strategic Business Case lays the foundation with key stakeholders and funding partners to agree what further detailed investigation and design work is justified.
- It is a systematic way for a wide range of stakeholders to collectively undertake critical thinking and work together to give decision makers the information needed to invest with confidence.
- The Strategic Business Case process includes two workshops with key stakeholders to:
  - Identify the core problems
  - Identify the consequences of not addressing these; and
  - Identify the benefits (positive outcomes) to be gained by investing in solutions.
- The workshops are designed to enable and encourage open and honest discussion to determine the most compelling logic underpinning the potential investment.
- An investment logic map is developed following workshop 1 – Problem Definition
- A Benefits map is developed following workshop 2 – Benefits



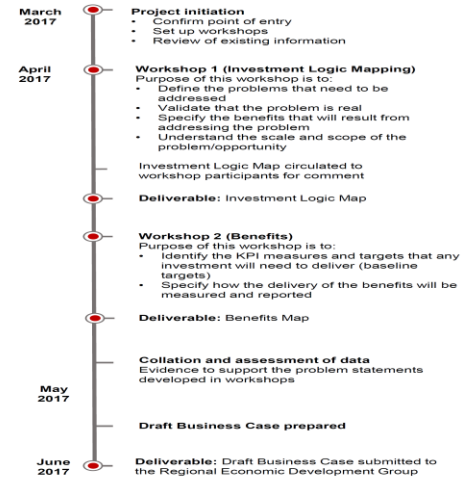
What are the benefits of this approach?

- Provides an early opportunity for decision makers and other key stakeholders to influence the direction and structure of the proposed project.
- Provides for better strategic alignment by identifying the strategic context and fit of the proposed investment.
- Evidence-based approach.
- Investments targeted to priorities.
- Provides a scalable approach relative to the size and risk of the problem and the proposed investment.
- Contains hold points allowing for the control of spend and whether the project proceeds to further investigation and investment.

What are the challenges and risks to the success of the project?

- Stakeholders do not buy into the process resulting in a weak decision making process.
- Ensuring all relevant stakeholders have an opportunity to participate in the process.
- High level of external interest in the project.
- Jumping to a solution without clearly defining that there is a clear problem worth addressing.
- Availability, consistency and validity of data to support analysis.
- Extent and scale of opportunities and benefit relative to the cost.
- Legislation such as the Resource Management Act, the Conservation Act, the Land Transport Management Act, and the Public Works Act.
- Potential for competing road priority projects e.g. focus on reinstating SH1.

Indicative delivery schedule and key milestones



Interrelated initiatives

- Karamea Highway
- Iconic destination development i.e. Oparara Arches, Old Ghost Road, Heaphy Track
- Initiatives in the Tasman Region

V2.7 April 2017

BULLER DISTRICT COUNCIL

FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item 6

**Prepared by - Haidee Ward
- Transportation Co-ordinator**

**Reviewed by - Mike Duff
- Group Manager Assets and Infrastructure**

Temporary Road Closure - Request for Integrated Family Health Centre Organised March

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Report Summary

For the Council to grant permission for a temporary road closure for parts of Brougham and Palmerston Streets, for the proposed protest march against the Integrated Family Health Care Centre, to be held on Saturday 26 August.

A Traffic Management Plan will be submitted by WestReef and traffic management controls will be implemented to ensure the public safety. Alternative routes will be available via Adderley, Henley, Queen and Peel Streets. The road closure and alternative routes will be advertised in the local newspaper. Businesses within the temporary road closure will have pedestrian access.

Draft Recommendation

That Council approve the temporary road closure for the proposed protest march against the Integrated Family Health Care Centre on Saturday 26 August from 12pm to 1pm as follows -

Brougham Street, from the Memorial Gates on Russell Street down to the Palmerston Street intersection.

Palmerston Street from Brougham Street to Lyndhurst Street.

Issues and Discussion

Council can either agree to grant or decline the request for a temporary road closure on each occasion.

Considerations

1. Strategic Impact

This proposed event is expected to raise awareness of the Buller communities opposition to the proposed building of the IFHC. It is expected that this event will be well supported by the Buller community.

2. Significance Assessment

Not a significant policy.

3. Risk Analysis

Traffic management is compulsory and expected to mitigate any public safety and traffic risks.

4. Policy/Legal Considerations

The Council can close the road(s) for such events using the requirements outlined in clause 11(e) of the tenth schedule of the Local Government Act 1974. This section requires specific Council approval for the proposed closure. The road can also be closed using the Transport (Vehicular Traffic Road Closure) Regulations 1965.

Prior to the event being held, Council will advertise the event locally stating the purpose of the event and outlining alternate routes that can be used.

NZTA have declared awareness but no interest in the event and have chosen to not prevent Council from putting the closures in place if this is the decision.

In each case the organisers are required to have a minimum sum of \$2M public liability insurance cover.

5. Tangata Whenua Considerations

It is not expected that consultation will be required with iwi regarding these road closures.

6. Views of those affected

It is thought that this march will affect Buller ratepayers and the local community in general. The rally offers the opportunity for the community to offer opinions on the proposed IFHC building. The event is to be publicly notified by the rally organisers with placement of advertisements in The Westport News and also on a specific Facebook Page in the weeks prior to the event.

7. Costs

Costs associated to the Council are staff time involved in processing the permission requests.

8. Benefits

That Council is seen to be ensuring the safety of the public and visitors during the event.

9. Media/Publicity

Local media supports these types of events as being newsworthy. Council have a care for the safety of their citizens and support the public's right to view their opinions. It is expected that the media publicity reported on this event will be wide-reaching and provocative.

BULLER DISTRICT COUNCIL

FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item 7

Prepared by - Lynn Brooks
- Management Accountant

Reviewed by - Dean Phibbs
- Manager Corporate Services

Significant Projects Report

Report Summary

This report summarises significant projects and priorities of Council at 30 June 2017. It records both current and future work streams, and is for discussion and monitoring purposes. It should be read in conjunction with the attached detailed Appendix A.

Draft Recommendation

That the report be received for information.

Issues and Discussion

The report provides a high summary of some projects and priorities of Council by each of the following sectors:

- 1 Mayor, Councillors and Chief Executive
- 2 Community and Environment
- 3 Corporate Services
- 4 Operations
- 5 Significant Projects

This report does not include every task undertaken, such as low value routine roading contract work or other regular services provided by Council. Instead it highlights the high value projects at an aggregated level, and/or the non-routine projects.

The Chief Executive and Council are to advise if there are other projects or priorities to be included in the next monthly report to Council.

The following table shows each section of the report as a high level overview. This is similar to other “traffic light” indicators used in Council documents such as the Annual Plan, Long Term Plan and other reports and is included for consistency with those formats.

Activity	Indicator	Comment
Mayor, Councillors and Chief Executive		
		Progress continues with the Little Wanganui/Tapawera/Wangapeka Road and a business case began in April 2017. Advocacy for the IFHC has been stepped up on behalf of the community. Shared services and review projects are progressing as planned.
		Advocacy for the West Coast Regional Council projects (Westport Flood Protection, Carters Beach and Granity/Ngakawau sea erosion) continues. The future of Westport Port will be considered in the August 2017 full Council agenda.
Community and Environment		
		The current tasks are on plan and budget. Attention must be paid to the resources required to complete all bylaw reviews which are required in 2017/2018. Freedom Camping is a topical issue and all West Coast Councils are working on a joint solution toward this issue.
Corporate Services		
		The Long Term Plan is in the planning phase. The Annual Report is progressing as planned.
Significant Projects		
		The District Plan Review and Rates Overhaul are progressing as planned. Work continues on the Information Management system which is a key project.
Assets and Infrastructure		
Roading and Urban Development		District Signage has progressed so the billboards can be installed, however there will be a delay on the wayfinding signs. The riverside development has been reset for the next financial year as it will not be completed by the end of this year. Roading contracts are being completed as planned, taking into account the weather conditions and that the work is typically scheduled in the later part of the financial year.
Water Supplies		The Westport water project is progressing with external advice being prepared for presentation to Council. The Waimangaroa Water supply investigation work continues.
		Inangahua Water Scheme upgrade is completed as planned.

Wastewater	●	Projects progressing as planned.
Stormwater	●	Projects progressing as planned.
Solid Waste	●	New litter bins purchased but cost is greater than budget, however not a significant amount.
Property, Amenities & Reserves	●	Peel Street Yard, site testing, analysis and risk assessment in progress.
	●	Earthquake strengthening of buildings was completed under budget. The Punakaiki Building project awaits community input.
Advocacy	●	Karamea Highway Special Purpose Road advocacy continues.

LEGEND

Project on time and budget ● Project delays or budget overruns ●

Considerations

1. Strategic Impact

The report helps to monitor the outcomes provided for the community against the strategic direction of Council. In particular, it reports on the effectiveness of the “consolidate and hold” position taken in the last Long Term Plan where it was agreed to minimise rates increases and limit new services or capital spending to those things that could be used as a springboard for district economic growth.

2. Significance Assessment

The Significance and Engagement Policy sets out the criteria and framework for a matter or a transaction to be deemed significant. The Significance and Engagement Policy is written in accordance with The Local Government Act 2002 (LGA 2002) section 76AA. This part of the Act sets the general approach to determine if a proposal or decision is significant requiring the Council to make judgements about the likely impact of that proposal or decision on:

The district;

- The persons who are likely to be particularly affected by, or interested in, the proposal or decision;
- The financial impact of the proposal or decision on the Council’s overall resources; and
- The capacity of the Council to perform its role and carry out its activities, now and in the future.

The content included in this report has been consulted on with the community through the Long Term Plan and Annual Plan process.

3. Values Assessment

The Buller District Council values are: One Team; Community Driven; We Care; Integrity; and Future Focussed. This report presents the significant projects which are important for the community and the future of the district. Reporting on the significant projects provides an opportunity to review if the areas of focus align with our values.

4. Risk Analysis

Risk is assessed by taking into account the likelihood of an event occurring and the result of that event.

Significant projects are perceived to have some greater than usual potential to place Council at risk as the costs involved can be significant, or the project may have greater technical and legal issues. This risk is mitigated by engaging suitably qualified staff to monitor and regularly report on the projects therefore acting on any issues that arise early on, and to ensure the project progress is well understood by staff and governance.

5. Policy/Legal Considerations

The Local Government Act 2002 governs the activities of Council and sets out the requirement for consultation on the Annual Plan and Long Term Plan to agree the budgets and activities to be funded.

This report assists with two key purposes of that Act (refer to section 3) stating the purpose of the Act is to promote the accountability of local authorities to their communities; and provide for local authorities to play a broad role in meeting the current and future needs of their communities for good-quality local infrastructure, local public services, and performance of regulatory functions.

6. Tangata Whenua Consultation Considerations

The contents of the report are not a matter requiring consultation with tangata whenua or community groups.

7. Views of those affected

There is no need to consult with the public or affected parties due to the information being previously consulted upon through Annual Plan processes.

The community will have interest in the progress of the projects and priorities included in the report because new spending affects annual rates charges, and the effectiveness of advocacy has the potential to improve community wellbeing.

8. Costs

There are no extraordinary costs for the items included in this report, as these projects have been budgeted for in the annual plan. Some of the significant projects have no monetary cost to council as they are for advocacy.

9. Benefits

The benefits of reporting on reviewing the significant projects and priorities are understanding the timelines, budgets, resourcing and opportunities that exist for Council.

Reporting on the significant projects and priorities allows Council to compare the activities of Council against the core strategy of Council.

10. Media/Publicity

There are many media or publicity opportunities with the content of this report.

Significant Projects Report

Indicator	Project Description	Project Manager	Carry Over (over)/under	2016/17 Budget	Total Budget	Actual Cost to June 2017	Project Status	Scope Design, etc	Quota, Tender, etc	Planned Start Date	Planned Completion	Date of completion	Comments / Issues
MAYOR, COUNCILLORS & CEO													
●	Little Wanganui/ Tapawera/ Wangapeka Road Advocacy	GH + CEO	0	0			In progress			Nov-15			Better Business Case underway in April 2017. Ongoing.
●	Ultra Fast Broadband Advocacy	GH + CEO + IT	0	0			In progress			Nov-15			Government Announcement with WC Projects 2019. Now with Chorus. Progressing with MDC, Creative Developments and BEL.
●	Integrated Family Health Centre Advocacy	GH + CEO	0	0						Nov-16	Nov-17		Advocacy stepped up on behalf of community.
●	Housing for Elderly - Advocacy	GH	0	0						Jun-16	Jun-17		Housing stock & ownership structure i.e. Trust
●	Carters Beach Sea Erosion Advocacy	GH + CEO	0	0						Aug-17			Community Meetings Held. Advocacy role only. Responsibility is with WCRC.
●	Ngakawau/Granity Sea Erosion Advocacy	GH + LB	0	0						Aug-17			Community Meetings Held. Advocacy role only. Responsibility is with WCRC.
●	Westport Flood Mitigation Advocacy	GH	0	0			ongoing						WCRC project, BDC role is advocacy. WCRC Submissions closed 17 February.
●	Future of Westport Port	CEO, DP & SL	0	0			under continual review			Dec-15	Jun-18		AP, LTP Strategy, CTO Committee and BHL. A report will be presented to the August 2017 Council Meeting recommending a course of action.
●	Holcim Exit	GH	0	0									Exit Plan.
●	17A Review - Local Government Act 2002	CEO	0	0			underway				Jul-17		Required to review cost effectiveness of current arrangements for meeting community needs. Refer to February Council meeting agenda for more information.
●	Representation Review	CEO	0	0			ongoing						Work underway.
●	Shared Services Projects with Other Coast Councils	CEO	0	0			ongoing						Ongoing - Roading, Various IT Projects, Internal Audits, Civil Defence & Local Govt Commission, Economic Development, Policy Development.
●	Charleston/Cape Foulwind Cycleway	GH	0	0									MOU completed. Continue advocacy.
●	Kawatiri Sculpture Symposium	GH + PH	0	0			near complete			May-16	Dec-17		Sculptures Installed and near completed.
●	Reefton Historic Power Generation Project	GH	0	0						Dec-17			Advocacy with Greg Topp. Active discussions continuing.
●	Westport Gateway Sign	GH	-21,314	25,000	3,686	1,769	In progress			Nov-15	May-17		Lighting was expected to be completed by end of financial year.
●	Other Mayor, Councillors and CEO Projects	GH	0	0									
			-21,314	25,000	3,686	1,769							
COMMUNITY & ENVIRONMENT													
●	Local Alcohol Policy	CS + RT	0	0			In progress						Awaiting evidence from stakeholder groups to feed into policy development & legal outcomes Recommended this be put in the priority list for the Risk and Policy committee.
●	By-Law Reviews (all require review)	RT	0	0									To do: two in 2017, all the rest by 2018, NOTE this will be a large workload
●	Freedom Camping	CEO	0	0			In progress			Feb-17	Oct-17		Joint compliance and monitoring between all West Coast Councils.
●	Other Community & Environment Projects	CS	0	0									
			0	0	0	0							
CORPORATE SERVICES													
●	Review of Costings for Water Schemes	CEO + Finance Team	0	0	0	0							To be completed as further information provided from Assets & Infrastructure Team
●	Annual Report	DP	0	0	0	0				Sep-17			Progressing as planned.

Significant Projects Report

Indicator	Project Description	Project Manager	Carry Over (over/under)	2016/17 Budget	Total Budget	Actual Cost to June 2017	Project Status	Scope Design etc	Quote Tender etc	Planned Start Date	Planned Completion	Date of completion	Comments / Issues
●	Fire & Emergency NZ Transition	DP	0	0	0	0	In progress			Apr-16	Dec-17		Information sharing with NZ Fire Service underway and decisions for rural fire asset transfers to be completed.
●	Long Term Plan 2018-2028	DP	0	0	0	0	Planning Stage			May-17	Jun-18		Strategic Workshops to be held commencing May/June
●	Other Corporate Services Projects	DP	0	0	0	0							
			0	0	0	0							
SIGNIFICANT PROJECTS													
●	District Plan Review	RT	-7,712	20,000	12,288	2,715	In progress			Nov-14	TBA		Hearings Committee has heard submissions. Are deliberating on those and will report to Council, who may accept or reject the proposed plan changes.
●	Rates Review Project Phase II	DP	67,617	0	67,617	28,829	In progress			Apr-16	Jun-18		Committee workshops have developed a proposed model for consultation and a workplan is agreed.
●	IT/Information Technology Projects (inhouse)	HS	237,330	163,833	401,163	253,841	In progress				Jun-17		IM Project at selection stage. Major System update occurred in Feb 2017. Telephony upgrade will be completed by end of year. Hardware updates continuing.
●	Other Significant Projects												
			297,235	183,833	481,068	285,385							
ASSETS & INFRASTRUCTURE													
●	Punakaiki Water Intake Easement	MD	6,018	0	6,018	10,313	In Progress						Situation under further review.
●	South Granity Tank Supply Water Administration	CEO	0				In Progress						Situation under further review.
●	Rural Wards Maintenance Programme - to be Communicated	MD	0	0	0	0				Jul-17			Communication on road and stormwater maintenance for rural wards requested as part of 2017/18 Annual Plan.
●	Karamea Highway Special Purpose Road Advocacy	MD, GH	0				In Progress						Business case being prepared in conjunction with NZTA
●	Little Wanganui Water and Sewerage Easements	MD	0				In Progress				Jun-17		Work underway to resolve this
●	Punakaiki Dickson Parade Status and Freedom Camping Issues	MDG + RT	0				In Progress						Temporary Road Closure following WCRC completion of new seawall. Detailed risk assessment before reopening.
●	Peel Street Yard	MD	0	0	0	0	In Progress						Site testing analysis and risk assessment currently in progress. Concept study for options to follow in 2017/18 FY.
●	Costing Water Schemes - (Depreciation Funding)	MD	0	0	0	0							
●	Westport Tunnel Piping/Bracing	MD	65,960	650,000	715,960	94,760	In Progress						Feasibility Study in progress to determine methodology, cost, and schedule continues.
●	Replacement of Westport Water Mains from Treatment Plant to Town	MD	0	0	0	0	In Progress						The mains replacement continues in line with annual budget and work plan to replace a certain number of lengths per annum.
●	Inangahua Water Treatment System	MD	222,740	0	222,740	222,358	In Progress						Water system completed. Fencing to be completed. Claim for DWS Funding to be received.
●	Waimangaroa Water Treatment System	MD	567,200	0	567,200	9,111	In Progress						Bore site has been identified, preparations for test drilling underway.
●	Ngakawau Hector Water Treatment System	MD	552,725	0	552,725	4,680	In Progress						Situation under further review.
●	District Signage (Seal Loop)	MD + GH	75,000	50,000	125,000	51,689	In Progress						Resource Consent application approved. Installation in progress, target completion July. Wayfinding signs on hold.
●	Riverside Development \$150k and Waterfront \$100k		250,000	250,000	500,000	0							Rebudgeted after 2017/2018 Annual Plan.
●	Punakaiki Building Project		0	100,000	100,000	4,777	On Hold						Draft Community Needs Assessment report received by BDC. Copy referred to DOC for consideration in the Dolomite Point spatial planning. On hold until DOC confirm whether Community Facility will be incorporated in their planning work.

Significant Projects Report

Indicator	Project Description	Project Manager	Carry Over (over/under)	2016/17 Budget	Total Budget	Actual Cost to June 2017	Project Status	Scope, Design, etc.	Quote, Tender, etc.	Planned Start Date	Planned Completion	Date of completion	Comments / Issues
●	Reefton Community Centre	RB	253,207	537,400	790,607	818,016	Near Completed						Project completed, expect final costs to come in within \$28k of budget. Final costs are still to be paid (after 90 days practical completion as per contract).
●	Roading - Local Roads Sealed Road Resurfacing	TM	0	470,000	470,000	480,610	In Progress			Mar-17	May-17		Works program is weather dependent. Work materially completed.
●	Derby Street Pavement, Footpath, Water, Sewerage	TR/SM	0	676,643	676,643	728,049	In Progress				Jun-17		All works underway.
●	Roading - Local & Special Purpose Roads Other Projects	TR/SM	0	818,744	818,744	713,983	In Progress				Throughout the year		Dependent on weather conditions, therefore starts March of each year.
●	Earthquake Strengthening of Buildings	RB	110,000	50,000	160,000	68,790	Completed 3 of 4						Includes WestReef Depot, Victoria Square Building, Reefton Service Centre and Carnegie Library. Carnegie deferred until next year.
●	Footpaths- Urban Development	TR	63,296	197,730	261,026	126,239	In Progress				April- June		Footpath work plan for 2017/18 FY currently under development.
●	Other Assets & Infrastructure Projects	MD	0	0	0	0							
			2,166,146	3,800,517	5,966,663	3,333,375							

BULLER DISTRICT COUNCIL

FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item No 8

Prepared by - Mike Duff
- Group Manager Assets and Infrastructure

Reviewed by - Andy Gowland-Douglas
- Chief Executive

Westport Water Supply - Selection Study Update

Report Summary

The purpose of this report is to provide an update on the Westport Water Supply Selection Study, and to inform Council of the scope, costs and expected timeframe for this phase.

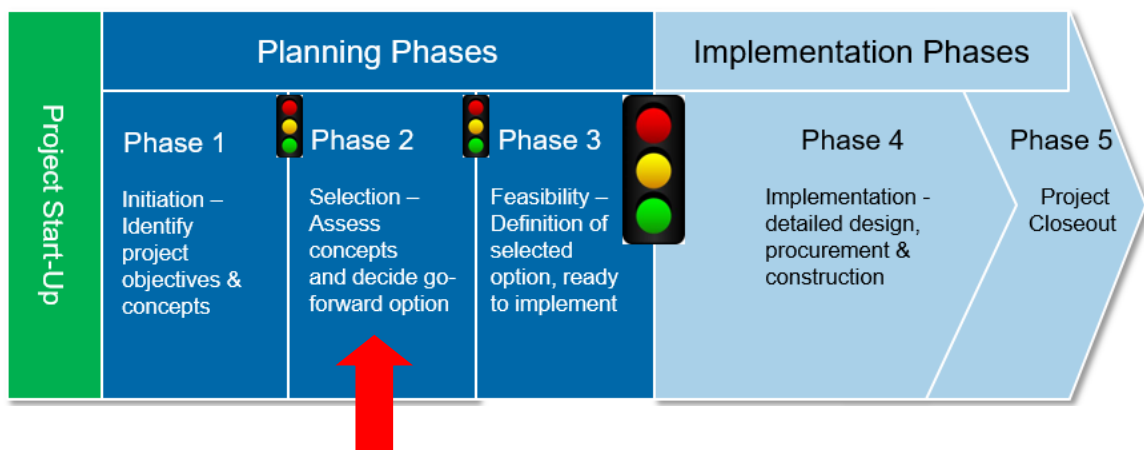
Draft Recommendation

That the report be received for information.

Issues and Discussion

Council resolved to proceed with a Selection Study (pre-feasibility) for the Westport Water Supply which will:

- identify alternative long-term solutions; and
- select a single go-forward option



Westport Water Supply - We Are Here

An Options Workshop was held Tuesday 25 July, with the purpose of shortlisting the most feasible themes (and options within each theme) to be carried forward into the Selection Study. The following people were in attendance:

Options Workshop Participants		
Name	Organisation	Workshop Role
Mike Duff	BDC	Project Sponsor
Sam Murphy	BDC	Asset Owner
Brian Murphy	BDC	Project Engineer
Annikka Pugh	BDC	Support Officer
Cr Jamie Cleine	BDC	Observer
Mel Sutherland	Grey DC	Technical Advisor
Dylan Taylor	WestReef	Technical Advisor
Lucas Hateley	WestReef	Technical Advisor
Rowan Puklowski	CGW Consultants	Technical Advisor
Peter Born	CGW Consultants	Technical Advisor
David Chung	Calibre Consulting	Technical Advisor
John Black	Opus	Technical Advisor
Johanna Huston	Opus	Support Officer
Dan Johnson	Opus	Facilitator/Project Lead

Workshop Outcomes

Outcomes from the Options Workshop were the following themes and options:

- Theme 1 – Existing Supply
    - Option 1.1 – Reinstate No.1 Tunnel
      - Sub-Option 1.1.1 – Stabilisation
      - Sub-Option 1.1.2 – Parallel Drive & Pipe
    - Option 1.2 – Above Ground Tunnel By-Pass
      - Sub-Option 1.2.1 – Surface Contour
      - Sub-Option 1.2.2 – Direct Line
  - Theme 2 – Buller River Supply (Infiltration Gallery & Storage)
    - Option 2.1 – Pumped to Existing WTP, Gravity Feed
    - Option 2.2 – New WTP, Pumped Feed
  - Theme 3 – Other Supplies*
    - Option 3.1 – Westport Deep Bore
    - Option 3.2 – Gillows Dam
    - Option 3.3 – Cape Foulwind
    - Option 3.4 – Tauranga Baw Sawmill (added post-workshop)
- (*NB: these require further investigation in terms of water quantity/quality before inclusion)

It was agreed that the Existing Supply “Reinstate No.1 Tunnel – Stabilisation” (Option 1.1.1) will be developed to a Worksafe endorsed level to ensure it is a credible benchmark for Council to compare against the other options.

The following were considered to have most potential as a secondary solution ie redundancy or back-up, either short-term or supplementary supply:

- Keoghans Pump Station (Existing Supply)
- Existing Holcim Plant
- Rain Water Harvesting
- Demand Management Strategies

The following were dismissed in the assessment process receiving lower scores based on key criteria of adequacy, affordability, reliability and resilience.

- Desalination Plant
- Recycled Waste Water
- Lake Rochfort
- Britannia Aquifer (Waimangaroa)

Selection Study

Opus have been engaged to deliver the Selection Study, and commenced work based on the themes and options agreed at the workshop.

The cost estimate to complete the Selection Study scope is \$140,000, and scheduled to finish within 16 weeks.

The final deliverable report will be targeting Council’s December meeting and will recommend a single go-forward option to move into feasibility.

One of the key post-workshop refinements to the scope has been to prioritise “Reinstate No.1 Tunnel” (Option 1.1), targeting a completion date earlier than the remaining options in the study.

This is a risk control measure in response to the current criticality of the Westport Water Supply and the need for Council to cover all scenarios.

As potentially the most cost-effective and fastest completion of all agreed options, the plan is to bring this before Council by October’s meeting (subject to Worksafe review) for consideration to proceed to implementation phase. Even though conclusive findings from the other alternatives will not be known, the decision may rest on other critical factors.

The “Reinstate No.1 Tunnel” option will be performed by local mining/tunnelling specialists sub-consulting to Opus. The sub-consultant’s scope is to develop the detailed design and construction methodology to a sufficient level and standard to achieve:

- Worksafe endorsement
- Feasibility level definition of:
  - Cost estimates
  - Schedule
  - Risk register

Opus will still oversee the process to ensure scope and risk aspects comparative to the other Selection Study options have been taken into account.

Should Council decide to proceed with the “Reinstate No.1 Tunnel” option and move directly to implementation phase, it will be based on the Worksafe endorsed feasibility level information informed from the Selection Study.

A contract will be tendered through formal procurement processes. Request for tenders will seek proposals that comply with Council’s specified detailed design and construction methodology.

Council will also consider any non-conforming bids received which present potential advantage e.g. improved safety, lower cost, faster schedule, less risk, so long as they also have pre-obtained Worksafe endorsement. This will be a mandatory requirement of all tenders considered.

Irrespective of any early decision made by Council to “Reinstate No.1 Tunnel”, it will be recommended that the Selection Study still be completed.

This will ensure all identified alternatives have been examined to a minimum pre-feasibility standard and a recommendation made for a single go-forward option to move into feasibility.

In that way, the long-term solution that best suits the future needs of Westport can still be considered, based on key criteria of:

- Safe
- Adequate
- Reliable
- Affordable
- Resilience
- Future proof

Considerations

1. Strategic Impact

The successful delivery of major assets and infrastructure projects in accordance with our LTP is critical to the success of our district.

2. Significance Assessment

Major projects are considered highly significant in terms of capital and operating expenditure, complexity, impact to levels of service and community benefit.

3. Risk Analysis

Major project risks are managed in accordance with Council's risk management processes including a "what could go wrong?" approach to ensure all practicable steps are being taken to assess, control and monitor identified risks.

4. Policy/Legal Considerations

Council must comply with the relevant policy and legal requirements including the Public Works Act 1981, the Health and Safety at Work Act 2015, the Resource Management Act 1991, Local Government Act 2002 and Council's own Procurement Policy.

5. Tangata Whenua Considerations

Nil noted.

6. Views of Those Affected

Affected parties and stakeholders including community members, private sector, government ministries, agencies and authorities are consulted throughout the project delivery process.

7. Costs

Costs for major projects are expended against cost codes in our Annual Plan. Deviations (trends and changes) from approved control baselines will be indicated as budget variances and reported to Council accordingly.

8. Benefits

The benefits of major projects are in accordance with our LTP and aligned with community outcomes including well-being, learning, who we are, sustainable environment and prosperity.

9. Media/Publicity

Publicity is expected with major projects, not all of which will be positive. However, this should not deter from the reasons for delivering important assets and infrastructure for the community.

BULLER DISTRICT COUNCIL

FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item No 9

**Prepared by - Garry Howard
- Mayor**

Mayor's Report

Report Summary

This report is an overview of the key activities from 19 July - 17 August 2017.

Draft Recommendation

1. That the report be received for information.
2. That Council appoint two Councillors with delegated authority to work with the West Coast Waste Minimisation Project Group making decisions on behalf of the Buller District Council to take the project through to draft plan and public consultation.

It was very good to have a week's holiday but it has meant a very busy period catching up.

I have summarised below some items for everybody's awareness.

Department of Corrections

It was good to meet with Gordon Speirs, Practice Leader, Corrections, West Coast. The Department of Corrections provide people that have "community service" judgements, to undertake community work. It is a very beneficial relationship between Council and the Department of Corrections as local maintenance of cemeteries, walkways and other projects is undertaken. For those that undertake the work Council acknowledges the valuable contribution returned to the community and will continue to work with the Department of Corrections. The Reefton riverbank project is a new project that will benefit from the labour force provided.

West Coast Waste Minimisation Plan

All West Coast District Councils have a statutory requirement to adopt a Waste Minimisation Plan. The most cost effective method of producing a plan is to have a three council (Westland; Grey; Buller) plan with localised variations. The objective is to have a draft document that will go through a public consultation process that should allow adoption of a plan by June 2018.

Tokin and Taylor have been collectively engaged by the Councils to assist with this plan. The first meeting outlining the process has occurred. Each council has the opportunity to have management and two elected members to be part of a joint committee. The representatives need to have collective delegation on behalf of Council to progress the plan in a timely manner. This will mean that Council will be updated with progress, but taking the project through to a draft consultation document will be the responsibility of those appointed to the project group. Cr Phil Rutherford and myself attended the first meeting, but Council can appoint any Councillor representatives.

West Coast Economic Development Plan

At the Mayors and Chair meeting we were provided an update by the Chairman of the Governance Group, Andrew Robb along with contributions from Michael Meehan and Chris McKenzie. Draft conceptual work is being undertaken to look at the structure that will see the West Coast Economic Action Plan put in place. Chris McKenzie, Chief Executive, Development West Coast and Andrew Robb will provide councillors with information on the draft structure as part of stakeholder consultation within the next six weeks.

One District Plan

At the Mayors and Chair meeting discussion was held with the following points made -

1. Other Councils desire to have a collaborative approach as the cost to individual Councils and the capacity to undertake is limited.
2. The West Coast Regional Council, has volunteered to assist with the co-ordination of One District Plan, but are very comfortable for this to be driven by any of the Councils if they desire.
3. It was reinforced the desire is to have as much of the Plan for the districts consistent, but recognise and include localism for district characteristics or requirements as the 660km distance and geography along with a number of factors will require more specific parameters.

To assist with moving the One District Plan concept ahead and to allow for resolutions from Council, the July agenda item is included along with additional information.

Buller Interagency

The meetings of Interagency, being 20 plus community providers has been an initiative co-ordinated by Kathleen Gavigan as part of her role, General Manager Buller Health. Kathleen finishes on 29 September and I would like to acknowledge the excellent job Kathleen has done in facilitating the meetings and ensuring beneficial actions are taken for the benefit of the community.

BULLER DISTRICT COUNCIL
FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item No 10

Prepared by - Garry Howard
- Mayor

Mayor's Correspondence

Correspondence attached as follows -

Minister of Local Government - Three Waters Review

Draft Recommendation

That the report be received for information.

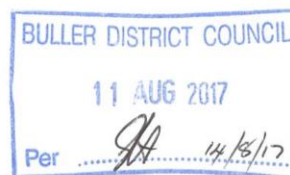


08 AUG 2017

Mayor Garry Howard
Buller District Council
PO Box 21
Westport 7866

Office of Hon Anne Tolley

MP for East Coast
Minister for Social Development
Minister for Children
Minister of Local Government



Dear Mayor Howard

Three Waters Review

I wanted to take this opportunity to write to you, following my announcement of the Three Waters Review at the Local Government New Zealand (LGNZ) conference on 24 July 2017.

I value the work of local government aimed at developing a better understanding of the situation and a proposal for co-regulation.

We have a shared aspiration: to ensure services are resilient, to support high living standards and economic growth, and to maintain and improve the quality of our freshwater. However, recent issues with water services have highlighted that the current regulatory approach may not be fit for purpose.

The review, which Cabinet has requested I lead, will focus on understanding the challenges with managing finances, infrastructure, assets, and compliance and monitoring systems. This will help to identify how to make the most of the regulatory settings, support greater collaboration between local and central government, and potentially provide a basis for more ambitious reform.

The review will have two stages. The first will explore the issues and opportunities with three waters services. This should be completed by the end of the year. The second will look at options for improving three waters services. This is expected to be completed in 2018.

It is important to determine what, if any, form of regulation is needed and what changes are desirable, before deciding on the nature of any industry regulator. I intend to explore wider issues that a regulator may not address, such as local government funding and financing.

There will be substantial engagement with local government, both through Local Government New Zealand and professional bodies, as well as with iwi and wider stakeholders.

I am committed to local government providing excellent services for our communities. I look forward to working more closely with you toward this aim.

Yours sincerely

Hon Anne Tolley
Minister of Local Government

Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand. Telephone 64 4 817 6807 Facsimile 64 4 817 6507

BULLER DISTRICT COUNCIL

FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item No 11

**Prepared by - Andy Gowland-Douglas
- Chief Executive**

Chief Executive's Report

Report Summary

This report is an overview of key activities since the July report, and an update on some key strategic issues.

Draft Recommendation

That the report be received for information.

Organisational Development

HR/Health and Safety

We are currently working on a shared service arrangement for both these functions with the Regional Council and Westland. This will be a more cost effective way to deliver both of these functions at higher strategic level than we can currently. Final costings are still to be worked out.

Strategic Issues/Updates

Westport Airport

A recent review of the structure at the airport and the recent changes to the Civil Aviation Act has highlighted a few issues that need to be addressed, most notably the duties of the Chief Executive under the Act and the delegations they must have which is currently not the case in our organisational structure. The net result is that I will become the Airport Chief Executive under the Act and Sonia will become the Airport Manager. This does not really change too much other than the delegations now line up and I will have a role in ensuring the airport is correctly resourced and operating in accordance with the Act and will be ultimately responsible. The Airport Manager will still be responsible for managing the day to day operation of the airport much as she is now. Rather reporting through Assets and Infrastructure as it is currently the role will report directly to me. This is back to how it was when the role was first established.

Westport Revitalisation Project

We have merged the Clocktower and waterfront projects that are both in the Annual Plan into one, as we soon realised they were two precincts within the town centre and it is much more cost effective and expedient to deal with them together. The contractors we have selected for the planning and design work are David Engwicht, Creative Communities International, and Geoff Wilkinson from Urban Kin. Together they use a very unique and innovative community placemaking approach which is designed to make the process very much community led and driven, and therefore maximise community ownership of the project. This approach had the best alignment with our commitment to engage the community more in the 'front end' of processes. It is also the approach used by Napier City Council which won them a LGNZ excellence award recently. A 7 day makeover is the key tool used to engage the community in the visioning and planning process, which also has the added advantage of also achieving something tangible and physical as well. An early win if you like. The plan will be a mixture of master and agile - to reflect the need to be flexible and to stage the project into affordable, bite sized pieces and to allow it to adapt to current unknowns such as flood protection plans. This work will inform the LTP and when we consult on this the community will have a much better understanding of what the project will look like through their involvement. We are very excited that we have managed to get David and Geoff on board with this as they are in hot demand and have an international reputation. We will be doing a public launch of this on the week of 21 August, kicking off with an identified stakeholders meeting and then media releases with full details. There is a retail sector add on call 'Til Boosters' which we are currently seeking external funding for, which is decided to boost sales, by improving shop frontage, shopper engagement and providing marketing tools. This would run in parallel to the makeover. The space or spaces to be made-over are still to be determined, but the key activities will be in October and November. A timeline will be included in the media kit to be released.

Key Meetings/Events Attended

LGNZ Annual Conference - 23-25 July

This was a very inspirational and informative conference with a wide range of speakers, but one theme that was very prevalent (other than water issues and climate change) was placemaking. This is all about revitalising public spaces, and in some cases completely repurposing so that they become desirable community spaces, and make a town/city more liveable. Melbourne is doing some great work in this area, and is still considered one of the world's most liveable cities, Auckland is doing pretty well at this too. Below is an example from Auckland of how an underutilised traffic route can become a vibrant pedestrian community space and revitalise the heart of a city.



Both Melbourne and Auckland of course have large budgets and populations by comparison, but the other key message I took away strongly from the conference is that you can do what you can, with what you have now. You should not wait until the perfect time and when all the resources are in place. Things can be done incrementally and still be done successfully.

Both of these key messages certainly reinforced for me that we are on the right track with the path we have taken to revitalise our urban spaces, particularly in Westport. The next conference in Christchurch, I would definitely encourage any councillors who have not yet attended one to put themselves forward. As already indicated by email, videos of most of the presentations are available on the LGNZ website.

LGNZ Excellence Awards

This was another highlight from the conference and it was inspiring to see all the great work that is being done around the country. The entries were all of a very high calibre and it has given me a good idea of what we need to do to prepare and present a winning entry in the future. It was also great to be there to celebrate with our colleagues from the Regional Council when they won the best practice Economic Development Award for the Untamed branding project.



BULLER DISTRICT COUNCIL
FOR THE MEETING OF 23 AUGUST 2017

Report for Agenda Item No 12

Prepared by - Andy Gowland-Douglas
- Chief Executive

Council Meeting Action List

Background

To provide Council with an action list from the last meeting.

Draft Recommendation

That the report be received for information.

Council Meeting Action List

Item	Previous Action	Proposed Action	Progress	Assigned	Completion Date
Buller Youth Council September 2016		Terms of constitution, type of liaison, website sharing, to be worked on.	Reported on at April Meeting	Cr Hart	September 2017 Council Meeting
Disused Wharf Removal October 2016	That all current information available, including flood protection work, be collated by Council in consultation with Westport Harbour Limited, and report back to Council.	Provide progress update on Waterfront Development Strategy and Master Plan, incorporated in Major Projects Quarterly Status Report NB: Development Strategy widens riverside scope to consider overall business case, risk assessment, community needs, environmental impact, social/economic benefit, legislative and statutory compliance, LTP alignment, land ownership and flood protection.		Chief Executive, Group Manager Assets & Infrastructure	June 2017 Council Meeting

Council Meeting Action List

[illegible]

Council Meeting Action List

Item	Action		Progress	Assigned	Completion Date
Tender Process November 2016	Basic explanation of tender process including attributes. For awareness and education of councillors.	Provide update on Procurement Improvement Plan, incorporated in Major Projects Quarterly Status Report		Group Manager Assets & Infrastructure	June 2017 Council Meeting
Road Closures November 2016	Can this be delegated responsibility?	To be reviewed by Risk and Policy Committee		Risk and Policy Committee	TBC
Punakaiki Community Liaison Meeting March 2017	- Investigate ways to advocate for freeing up land for residential and/or commercial development - Act as conduit for input into the Dolomite Point re-development project - Consider increasing funding for compliance in regard to freedom camping (work with Grey District Council)	No further meetings held to date, due to time constraints and the need for additional information		On-going	

Council Meeting Action List

Item	Action	Progress	Assigned	Completion Date
Public Forum April 2017	Guidelines to be formulated with a fact sheet made available for those wishing to speak during the public forum section of the Council meeting.		Mayor Howard	
Easter Shop Trading Hours Policy June 2017	Report to establish a desire to have/have not Easter Sunday trading	Meeting to be held 9 August	Risk & Policy Committee	

