

Council Members

Chair Allan Birchfield
Cr Stuart Challenger (Deputy)
Cr Brett Cummings
Cr Peter Ewen

Cr Debra Magner
Cr Laura Coll McLaughlin
Cr John Hill



Extraordinary Meeting of Council
(Te Huinga Tu)

Tuesday 3 May 2022
6:00pm

West Coast Regional Council Chambers, 388 Main South Road, Greymouth

and

Live Streamed via Council's Facebook Page:
<https://www.facebook.com/WestCoastRegionalCouncil>

EXTRAORDINARY MEETING OF COUNCIL

A G E N D A (*Rarangī Take*)

6:00 pm Tuesday 3 May 2022

1. Welcome (*Haere mai*)
2. Apologies (*Ngā pa pouri*)
3. Declarations of interest

Reports

4. Retrospective flood protection maintenance works

H. Mabin
Chief Executive

Report to: West Coast Regional Council	Meeting Date: 3 May 2022 Extraordinary Meeting
Title of Item: Retrospective flood protection maintenance works	
Report by: John Hutchings, Matt Gardner, Gary Williams, and Paulette Birchfield	
Reviewed by: Heather Mabin, Chief Executive	
Public excluded? No	

Report Purpose

To provide the Council with the background information and recommendations about urgent, no regrets, retrospective maintenance works at two sites: an erosion scour at Organ’s Island and bank erosion near O’Conor Home – both on the right bank of the Buller River at Westport.

Report Summary

On 8 March 2022 Council agreed in principle to proceed with works recommended by the Westport Rating District Joint Committee, subject to receiving further details. After this decision, it was identified by the Westport Technical Advisory Group (TAG) that priorities needed to be revisited and that there were two key pieces of urgent maintenance that were required to protect Westport.

This work is required prior to commencement of the construction of the Option 2 project as per Council’s Long-term Plan 2021-31 (LTP).

This paper seeks approval from Council to proceed with this work.

Recommendations

It is recommended the Council resolve to:

1. *Receive this report.*
2. *Authorise Staff to proceed with maintenance work on the bank erosion near O’Conor Home, at an estimated cost \$923,351.*
3. *Authorise Staff to proceed with maintenance work on Organ’s Island, at an estimated cost of \$1,701,762.*
4. *Agree to fund these works by:*
 - I. *Liquidating the Catastrophe fund portion of the Investment Portfolio, valued on 2 May 2022 to be \$982,184*
 - II. *Rollover and increase the amount of debt maturing on 26 May 2022 from \$2,013,092 to \$3,750,000 for a period of 6 months.*

Background

During the July 2021 flood event:

- A 260m length of bank erosion formed on the true right bank of the Buller River upstream of the O’Conor Home (a rest home and residential care facility).
- An erosion scour occurred to a section of historic rock training wall adjacent to Organ’s Island.

Previous Council considerations

On 8 March 2022, the Council considered recommendations from the 3 March 2022 Westport Rating District Joint Committee meeting. Among other things, this report sought urgent funding to repair damage to Buller River erosion scour and an area of bank erosion. It also sought funding for a proposed first stage of the proposed Westport circular flood management embankment works.

The work recommended by the Joint Committee was based on three reports:

- *Report on State of Emergency works:* that with the exception of Snodgrass area, the state of emergency works are, where required, brought up to design height and standard.

- *Report on Floodwall Protection Scheme*: that the works identified for Stage One of the flood protection scheme are approved to commence.
- *Report on Retrospective Maintenance works*: that additional budget is approved to complete the retrospective maintenance works.

Councillors resolved to support the Joint Committee's recommendation in principle, subject to provision of information about cost, funding sources, resource consents, land ownership, design, and project management. Councillors expected that the price of the works would be derived by putting the projects out for tender.

Reconsideration of priorities

Since the March Council meeting, the TAG has had two further meetings. A two-day workshop has also been convened. In addition, geotechnical work has been commissioned and information has been sought to satisfy the other needs identified by Councillors.

The overall priority for the TAG remains on providing advice to the Joint Committee and Council about the proposed circular embankment flood protection scheme for Westport. The recent TAG meetings / workshop have also given rise to a reconsideration of other flood protection priorities. The revised priority focus for these other works – and the purpose of this report, is to seek funding and Council endorsement of measures to overcome the risk posed by areas of bank erosion / erosion scours on the right bank of the Buller River near Westport: one near Organ's Island and one near the O'Connor Rest Home.

These are 'adjunct' works and are separate from the proposed Westport circular flood management embankment. They are also separate from several areas of the temporary 'emergency works' put in place in Westport in advance of the February 2022 flood event.

Remediation of the Organ's Island erosion scour / O'Connor area of bank erosion is important. If not acted upon they may put Westport at risk, ahead of the full embankment proposal being constructed.

In the long term, protection at the two areas of bank erosion / erosion scour will maintain the current Buller River alignment and hence protect the proposed flood defence measures (embankments and walls) to be constructed as part of more general flood risk mitigation at Westport.

Stage one works

Final design details for the proposed 'Stage one' embankment works / walls (located between the Toki bridge and the O'Connor Rest Home), are still in development. Design will be assisted by the almost completed geotechnical investigations being carried out in this area.

This work was initially prioritised to enable construction to commence in tandem with the Buller District Council Cycleway Project. Agreement has been reached to defer the Cycleway Project for a short time to ensure the two projects proceed in tandem. It is now proposed these 'Stage one' works be addressed as part of the proposed full Westport Flood Protection Scheme.

Davis Ogilvie have been commissioned to provide design details and an estimate of the cost for Stage one. They will be able to refine these details as soon as geotechnical details are available, and the TAG reaches final agreement about the alignment and height of the embankment at this location. TAG expect to reach agreement on these matters later this week. Discussions will also be required with Buller District Council about how to best integrate the planned cycleway with flood protection embankment works.

When the design and cost estimate has been completed, this information will be tabled to Council for approval to commence the work, in line with the 8 March in principle decision and resolution. It is envisaged that Stage one works could commence by the end of July 2022 at the earliest.

Information needs identified by Councillors

Information about the cost, funding sources, resource consents, land ownership, design, and project management for the O'Connor erosion scour / remediation of scour at Organ's Island has now been collated. All matters, except for those related to cost and funding source, do not present a challenge.

The cost is larger than initially expected. This is \$1,701,762 for works adjacent to Organ's Island and \$923,351 for works adjacent to the O'Connor Rest Home. (NB a 10% contingency has been included in these estimates).

Current situation and proposed remedies

O'Connor Home bank erosion

The presence of a relict high velocity channel of the Buller River near O'Connor Home implies protection of this area is crucial. The July 2021 flood caused the bank adjacent to this channel to be further eroded. LiDAR imagery shows a 260m scour. This bank erosion area may previously have had some river protection from rock spurs. Little evidence of this initial work remains.

To provide protection to this area, continuous rock riprap armour rock is required, from bed level to the full height of the riverbank. The cost of the 13,000 tonnes of rock armour required for this work is estimated to be \$923,351. Once funding is approved, this work will be tendered via the normal process.

Organ's Island

A section of the historic rock training wall at Organ's Island has scoured and deteriorated. This has caused flood flows to erode 50m of the riverbank on the right or northern side of the Buller River and isolate 500m of the rock armouring work. A further 300 m has suffered significant damage. If this rock wall is not repaired, then further flood flows are likely to cause increasingly severe damage, potentially affecting the course of the Buller River and the outflows into the Orowaiti overflow channel. If this were to occur, there would be a heightened risk of Westport being flooded.

Consultant engineer Gary Williams and the TAG recommend the now deteriorated Organ's Island Rock-wall be moved back to a new alignment and fortified with new rock armour, and two spur structures to deflect flow. As noted previously, the estimated cost of this work is \$1,701,762.

Once funding is approved, this work could be tendered and commence two to three weeks after that. Until this work is undertaken, there is a significant risk of further damage and exposure of Westport to flooding from even a relatively small event.

Processes and related information

Land ownership

Both the erosion-scour / bank erosion sites are located on Crown land. Both sites have previously been occupied by erosion protection works.

Resource consents

The proposed works and erosion control structures / land uses are 'permitted' activities under the provisions of the current district and regional plans.

Design

The design of the proposed works has been undertaken by consultant engineer Gary Williams.

Project management

Both sets of works are of a size that can be ably managed using existing Council staff resources.

Risks

The prime risks to Council are:

- Potential risk of loss of life, should another extreme weather event impact the Buller River catchment; and
- The flow-on financial impact to the overall cost of the pending Westport flood protection scheme.

By proceeding with this work Council will be endeavouring to mitigate these significant risks.

Significance and Engagement Policy Assessment

Currently Council does not own significant flood management assets in Westport. However, as per the Addendum of the Policy, the construction of the flood protection scheme in Westport will require the inclusion of this asset in Schedule 1 of the Policy.

The decision to approve the maintenance works is relatively significant given the importance of the works to Westport, the views expressed by the TAG and Joint Committee, and the likely financial cost. However, further engagement is not considered necessary under the terms of the Significance and Engagement Policy, as Council already has a sound understanding of the views of those affected by the proposals. This approach is also provided for in the Policy, given the urgency of the matters and the need for a timely decision.

Tangata whenua views

Iwi representatives are voting members of both the Buller Recovery Steering Group and the Westport Rating District Joint Committee.

Financial implications

Cost

The estimated cost of the O’Conor Rest Home erosion scour work is \$923,351. The estimated cost of the Organ’s Island rock wall is \$1,701,762.

Current budget - \$2.6M unbudgeted spend in 2022 financial year and consequent increase in debt and / or decrease in the value of the Investment Portfolio.

Future implications – as per discussion provided earlier in this paper.

Funding source for bank erosion / erosion scours

The ‘adjunct’ rather than ‘integrated circular embankment’ nature of the necessary erosion scour / bank protection works poses questions about the best mechanism for funding these works.

The \$10.2 million, agreed to as part of the LTP, was for construction of the Westport circular embankment / walls. Council expenditure of this fund was subject to recommendations from the Westport Rating District Joint Committee. Every dollar of this \$10.2m will be required to construct this ‘fall-back’ (if co-investment funding cannot be secured) Westport flood protection scheme.

The construction price index and inflation have both increased since the cost of this Scheme was first calculated. In addition, provision may now be deemed as necessary to manage the effects of climate change. There are also other costs such as those related to the management of the interface between the proposed embankment structures and the stormwater that may accumulate under extreme weather conditions, from within Westport.

These additional costs will be included in the proposed business case seeking central government co-investment. A decision about what aspects of the overall community flood risk resilience project may be funded by central government, and how much they may provide, will not be known until after the proposed July Cabinet Paper.

This gives rise to the question of whether, as a show of good faith and commitment, central government could be persuaded to make an upfront investment in the Buller river erosion scour / bank erosion sites described in this paper. They are an integral part of a multi-tool approach required to secure Westport’s resilience against flooding.

To progress this potential opportunity, the Chief Executive is arranging discussions, at short notice, with senior officials from the Kānoa group in MBIE, DIA and NEMA.

The difficulty faced by the Council is that no guarantee can be provided about securing funding from these sources. Certainty will only be secured when and if, this cost is approved by Government as part of the business case currently being prepared for their consideration. In the meantime, the two areas of work should be proceeded with under urgency.

Given this work is not part of the Option 2 work approved by Council in the LTP, Council has two sources of funding:

1. Liquidate funds held in the Investment Portfolio.
2. Increase Council's debt funded by LGFA.

As of 2 May 2022, Council's Investment Portfolio is valued at \$12.9M. The breakdown of this value is provided below:

The West Coast Regional Council (Main)	\$ 11,949,730
The West Coast Regional Council (Catastrophe)	\$ 982,184
Total	\$ 12,931,914

JB Weir has advised that funds could be available after 3 business days.

In respect of Council's debt, Council has two debt financial instruments totalling \$3.4M maturing in May and due to be renewed. The amounts making up Council's total debt of \$8.6M is listed below:

Council	Maturity	Instrument	Deal Date	Settled	Outstanding	Yield/Latest Rate
West Coast Regional	26/05/22	On-lending Bill	25/11/21	26/11/21	2,013,092.00	1.3200000
West Coast Regional	30/05/22	On-Lending - Fixed	06/06/19	07/06/19	1,400,000.00	2.0200730
West Coast Regional	30/05/23	On-Lending - Floating	06/06/19	07/06/19	1,400,000.00	1.5050000
West Coast Regional	30/05/24	On-Lending - Fixed	06/06/19	07/06/19	1,400,000.00	2.2700560
West Coast Regional	30/05/25	On-Lending - Fixed	06/06/19	07/06/19	1,400,000.00	2.3900530
West Coast Regional	30/05/26	On-Lending - Fixed	03/06/20	08/06/20	1,000,000.00	1.3000170

LGFA has confirmed that Council has the ability to increase the amount renewed on 25 May 2022 to take into account borrowing required for this decision.

It is therefore recommended that the erosion scour / bank erosion works be funded in the interim, from the Council's Catastrophe funds in the investment portfolio and increase its short-term debt borrowing with LGFA. In the longer term, and assuming the proposed discussion with officials is unsuccessful, the expectation is funding for the two sets of 'immediate / urgent' bank erosion / scour works will be recouped as part of the co-investment business case.

Communications

If approved a media release will outline the essence of this report to ensure that the community is aware of the steps being taken.

Attachments

1. Photos and maps of O'Connor erosion scour and proposed erosion scour protection works
2. Photos and maps of Organ's Island existing and proposed erosion scour protection works

O'Connor Rest Home Bank Erosion Retrospective Maintenance Works

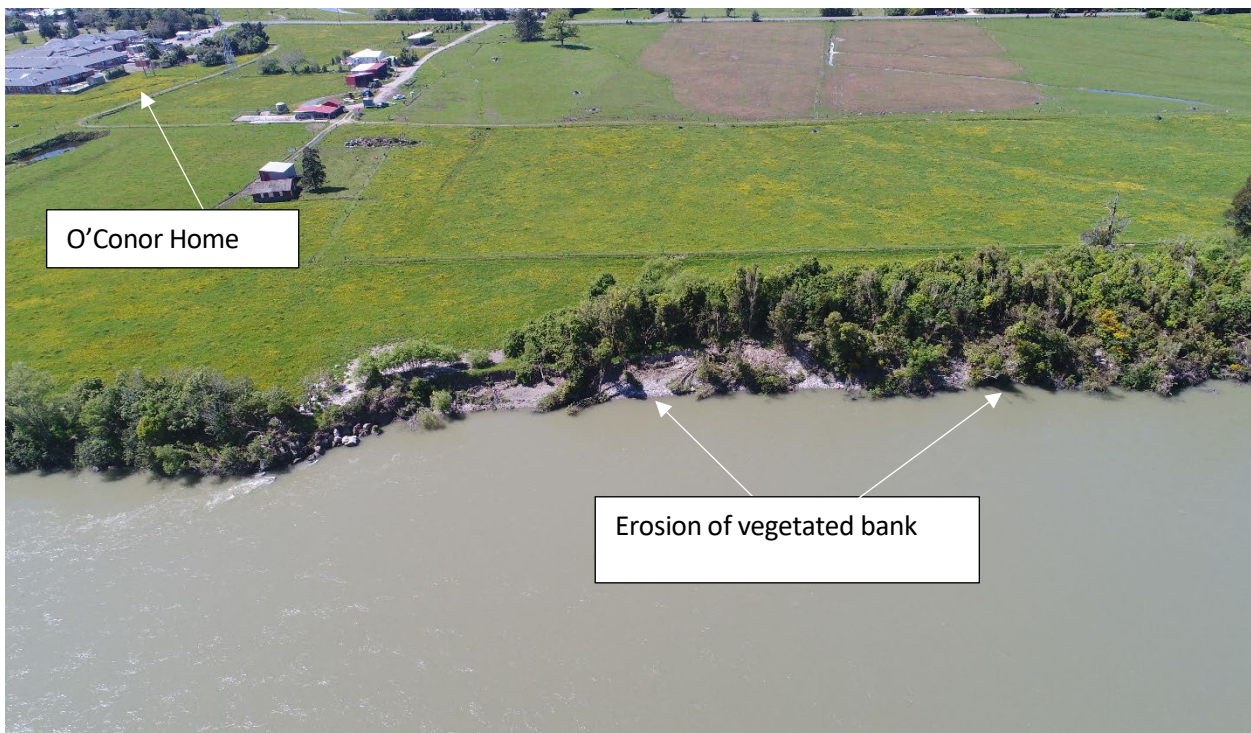


Figure 1: Aerial view, showing proximity of O'Connor Home, and erosion of willows and native vegetation from the riverbank.

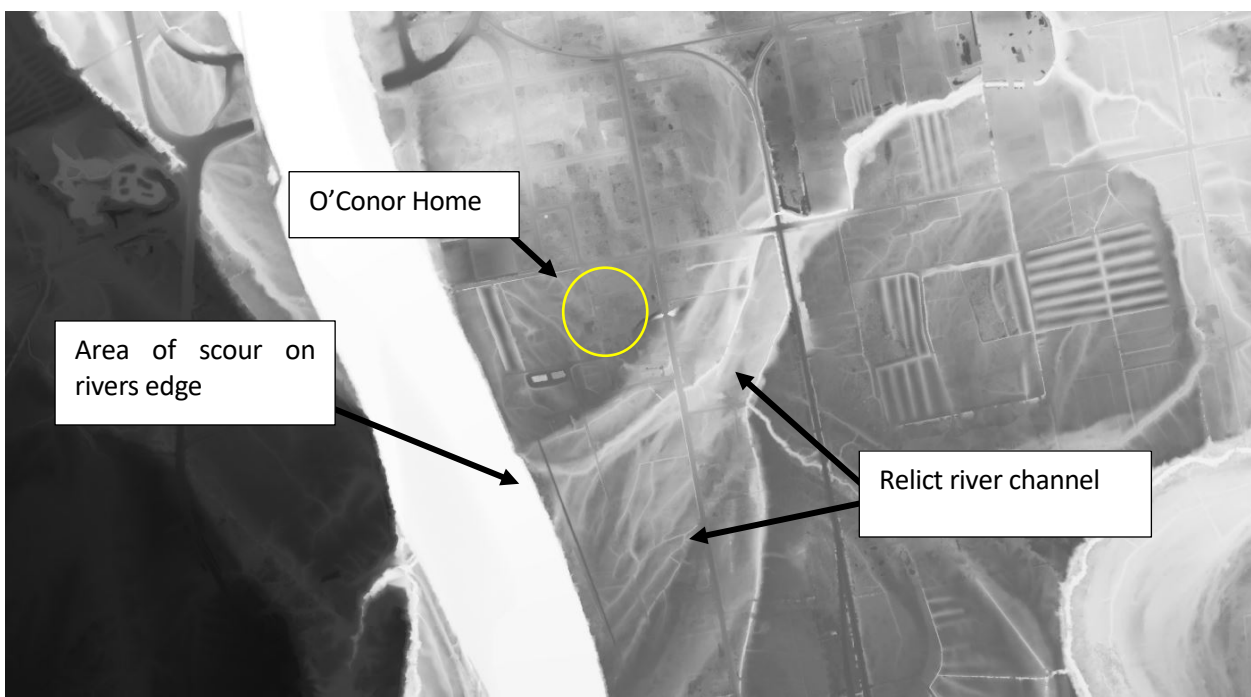


Figure 2: 2021 LiDAR image showing relict river channel and location of O'Connor Home

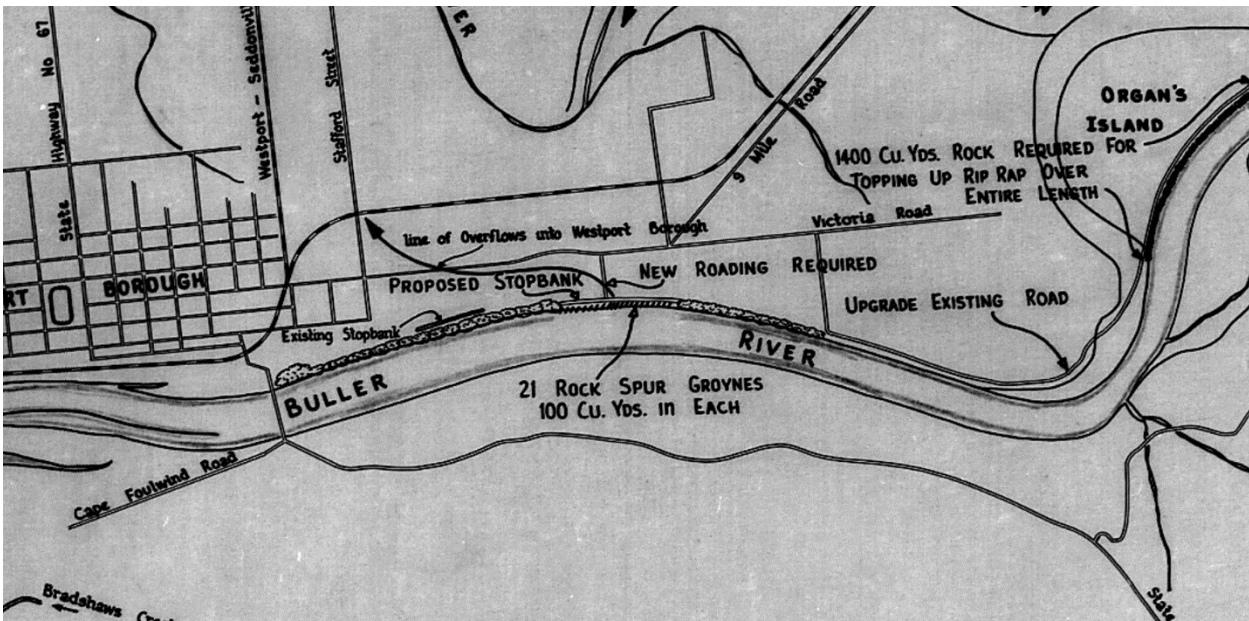


Figure 3: Example of Westland Catchment Board River protection works constructed in 1970 to protect the township of Westport.

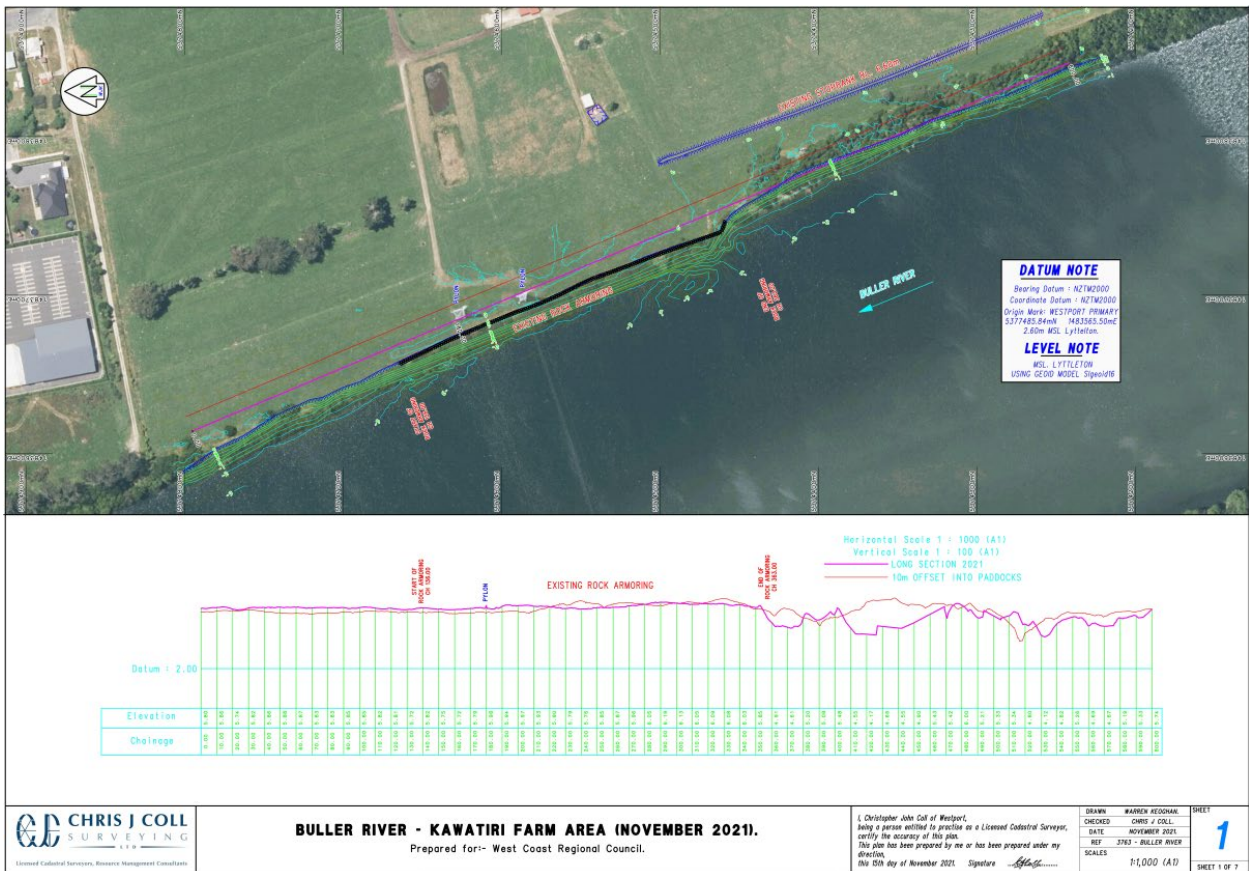


Figure 4: Plan view of erosion scour, and longitudinal survey

Organ's Island Rockwall Realignment to Overcome Erosion Scour Damage



Figure 5: 2016 aerial view of riverbank at Organ's Island.

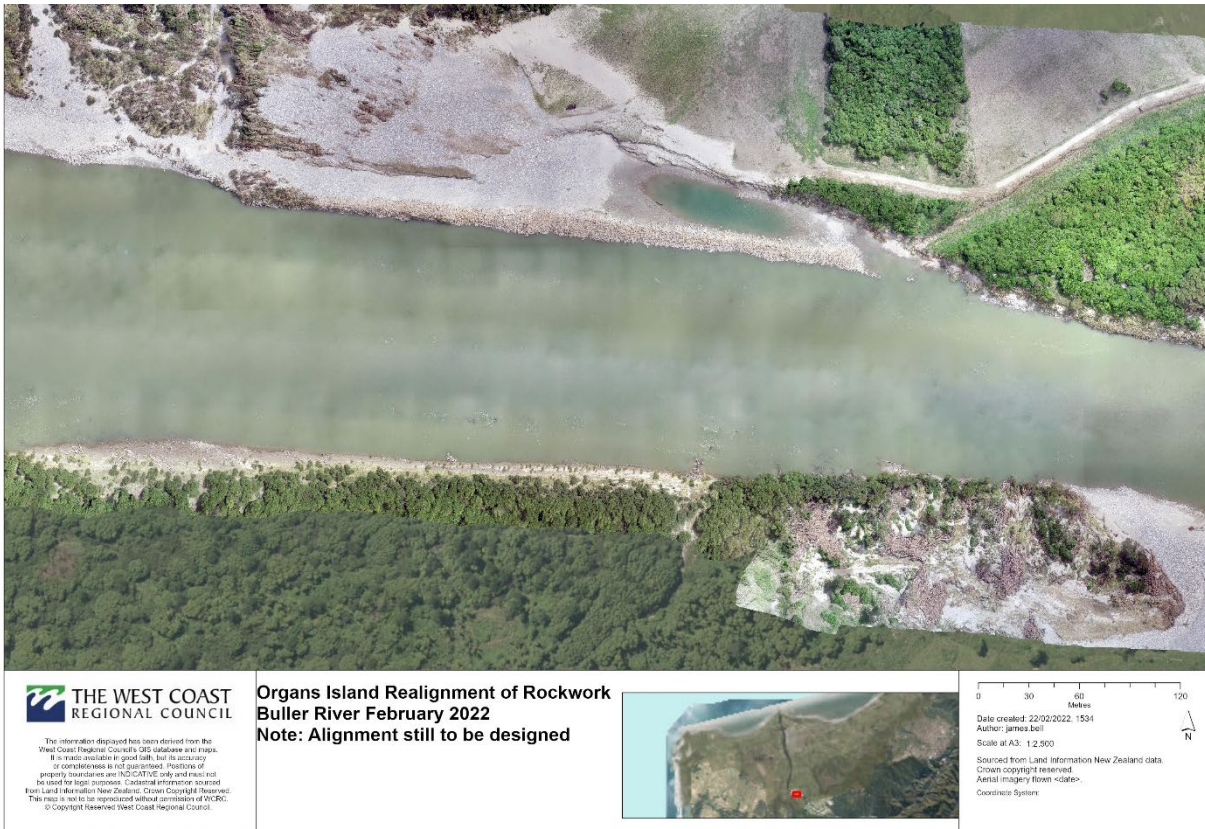
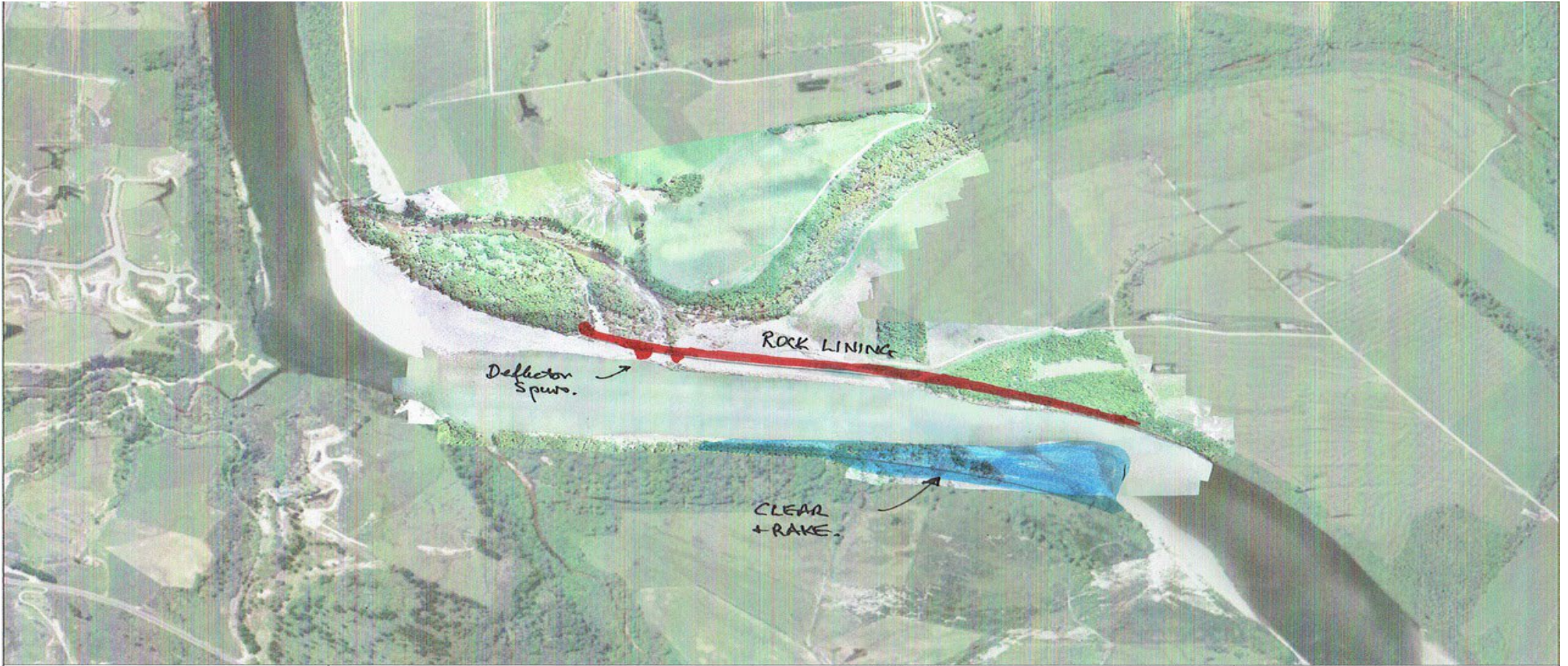


Figure 6: February 2022 aerial view showing deterioration of rock training wall and erosion of riverbank.



Figure 7: Looking downstream showing erosion of bank and scour behind rock training wall



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**Organs Island Rockwork before Feb 2022 flooding
Buller River 2016**

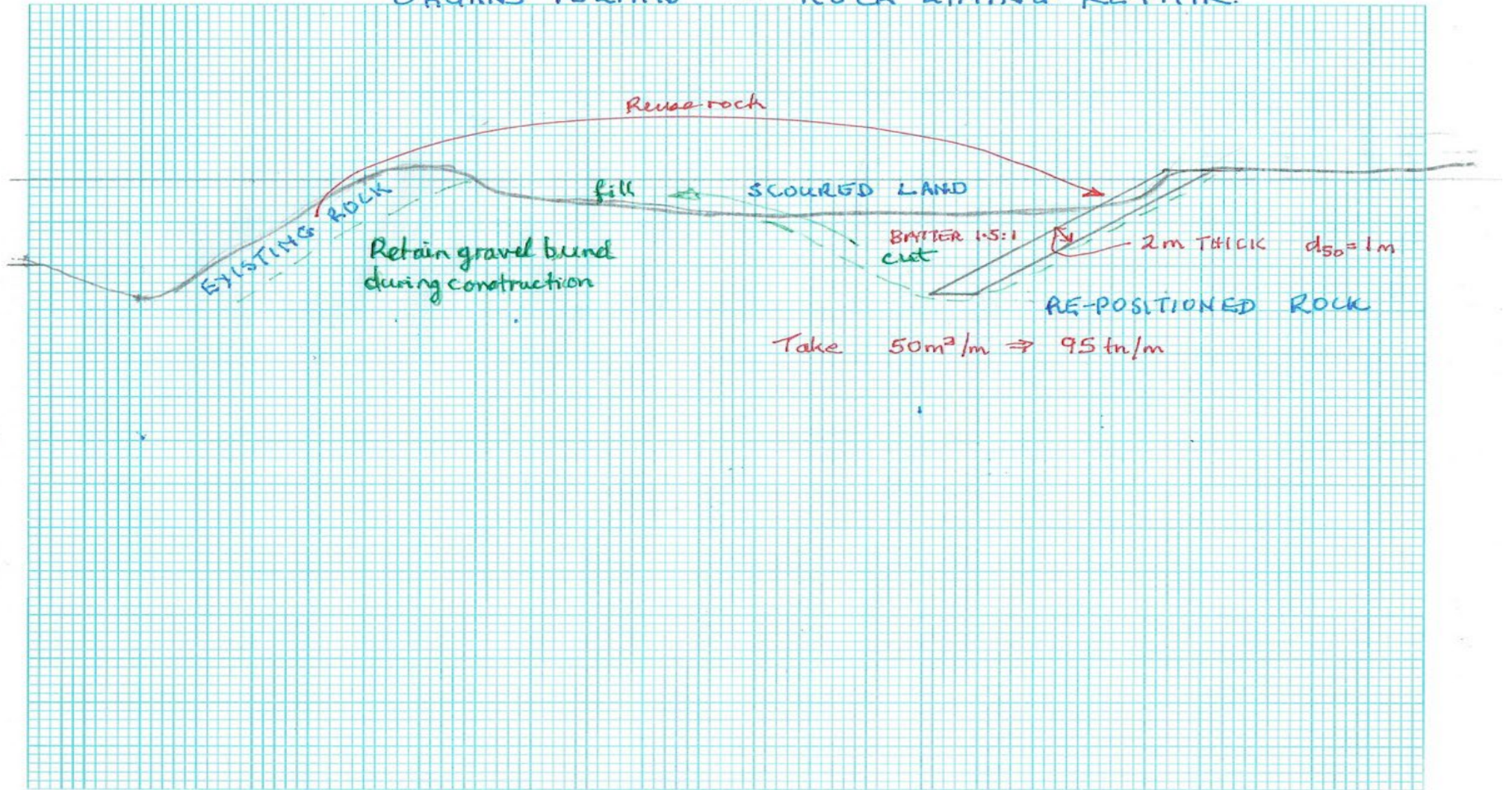


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ORGANS ISLAND — ROCK LINING REPAIR.



CROSS SECTION 14

