

## **Additional Item for the Council Meeting on 27 October 2022**

### **24. Introduction of Additional Items**

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(The Mayor)

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#### **RECOMMENDATION**

That the following additional item be considered (under Standing Order 9.12) for reason of the urgent nature of the business and insufficient time being available to include the item on the original Agenda and Meeting Notice:

In Open Meeting:

- August 2022 Storm Event – Road Recovery update
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## 25. August 2022 Storm Event – Road Recovery update

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(Mayor Taylor) (Report prepared by R Coningham)

R450-033-02-01

### Purpose of Report

1. To provide an update and overview of the proposed allocation of funding available short term to address roading damage in Marlborough from the August 2022 and July 2021 storms and the planning work required to consider longer term levels of service.
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### RECOMMENDATIONS

1. That Council approve the proposed allocation of the remaining Special Assistance Funding from the 2021 storm event (approximately \$25M at October 2022) noting the challenges and funding shortfalls that still remain after these funds are exhausted for the roading network.
  2. That the negotiation of a consultancy agreement with Stantec NZ for a long term strategy development by direct appointment under delegated expenditure limits be noted.
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### Background/Context

2. On 22 September 2022 Council was presented with an overview of the damage sustained to Marlborough's roading network post the 15 August 2022 extreme rain event (refer **Appendix 1**).
  3. At the time Council wrote to Waka Kotahi requesting that the unspent Special Assistance Funding from the 2021 storm event (circa \$45M) be redirected to respond to the August 2022 event. Quick decisions were required to retain contractors within Marlborough and to provide basic road access.
  4. Approval of redirection of this funding was granted. However, it was conditional on Council and Waka Kotahi agreeing on appropriate Levels of Service for the Sounds Roding network that took into account Climate Change before any major reinstatement works proceeded.
  5. Council is negotiating with consultants Stantec to undertake a study to assist to determine appropriate Levels of Service over the Sounds Roding network. This study is far reaching and will look at all options from reinstatement of the roading network with enhanced resilience through to providing water-based transport access to various areas of the Sounds.
  6. At that time recommendations were made to Council based on the limited information and engineering assessments that had been gathered to that date including identification of an initial short-term list of priority sections of various roads across Marlborough. Other factors were considered but could not in the short time frame for post emergency decision making be subject to extensive analysis. These factors included the availability of alternative transport methods, resilience of basic repairs, connectivity between towns and commercial impacts.
  7. An additional five weeks has passed since that previous report, allowing Marlborough Roads and the roading contractors to gain further information on the damage to the roading network and also to identify a proposed high-level programme of repairs for the Marlborough Roding network that can be addressed with the remaining Special Assistance Funding.
  8. At the time of writing, the volume of faults identified on the roading network was 3,948 compared to the July 2021 event which was 1,648.
  9. The **attached** presentation (refer **Appendix 2**) shows how much funding is still available currently and provides a high-level programme to use those funds. It also identifies what Level of Service will be provided if approved.
  10. Due to funding levels available, the proposed high-level programme addresses Improved Access needs on the roading network but will not address all of the long-term risks with the current state of the roads. For example, where there are a number of large slips, these will be cleared but slip faces would not be stabilised to prevent further slips in subsequent rainfall events. Underslips will be bunded to prevent further water running over the slip face and delineated; they will not be repaired.
  11. Once current funding is exhausted, future Levels of Service will need to be determined and any further works will require detailed design, costing and funding applications.
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12. Although the current proposed programme may not address long-term repairs to the network, it will improve short-term access issues (with limitations) currently being experienced by many landowners in the Sounds. In particular it will not address truck access for the Kenepuru and Pelorus Sounds area, other than by barge sites.

### Long Term Planning Study

13. The 22 September 2022 Council decisions supported obtaining requests for proposals for development of a Long Term Strategy. The process will more fully consider future road resilience and sustainability taking account of Climate Change, Community, Economic and Financial consequences of different access options.
14. A "Better Off Funding" application has been lodged and Waka Kotahi financial assistance has also been approved.
15. It is proposed that Council appoint Stantec NZ to undertake this work. Stantec are a major international consultancy with over 300 offices in 17 countries. They are multi-disciplinary and strong in roading and Climate Change work. Their NZ team includes an economist and they have been working with a Wairarapa (Mataikona) Community on a future road resilience project similar to our one. Stantec has been heavily involved in the July 2021 storm recovery works and has a very detailed knowledge of the affected network and the communities it serves. They were appointed for that work by Waka Kotahi and met their procurement requirements.
16. Council's Risk Manager and General Counsel have considered Council and the Office of the Auditor-General (OAG) procurement guidelines and recommend sole supplier negotiations with Stantec for the following reasons:
  - 16.1 NZTA – Waka Kotahi (WK) has already approved the appointment of Stantec for significant preliminary investigation work. To commence with another consultant from a zero start is not palatable from an increased cost and time delay perspective, given the serious nature of the issues faced post-event and significant funding already committed.
  - 16.2 Council will seek supplementary funding from WK or other agencies for this work – the WK existing arrangement with Stantec will support this process.
  - 16.3 Stantec are an approved supplier under the All of Government (AoG) procurement arrangements managed by MBIE.
  - 16.4 Going through a wider procurement process would delay service commencement by 6-8 weeks, which is not acceptable or palatable to Council or to the communities of ratepayers directly or indirectly affected by the July 2021 and August 2022 events i.e. there are advantages to our ratepayers, but no disadvantages, relating to the appointment of Stantec.
  - 16.5 AoG charge rates and other consultancy service experience means that both WK and Council staff involved are able to adequately assess value for money for these services.
  - 16.6 Stantec have a team in Nelson and are also in the process of opening a Marlborough base.
  - 16.7 The initial appointment by WK occurred during an event emergency phase, which has now moved to recovery. However, there is still very real time pressure to prioritise remedial works in the short to medium term, which needs to be informed by sound investigations, technical and other reporting – one key reason being to ensure that significant but limited funding needs to be committed on the basis of sound advice and to the best short and long-term effect.
17. Council's procurement policy allows for business case approval by the Chief Executive within limits. This project is well under that limit.

Author	Richard Coningham, Manager Assets and Services
Authoriser	Mark Wheeler, Chief Executive

<b>Summary of decision-making considerations</b>			
<b>Fit with purpose of local government</b>			
The proposal enables democratic local decision-making and action by, an on behalf of communities and relates to providing a public service and it is considered good-quality and cost effective.			
<b>Fit with Council policies and strategies</b>			
	<i>Contributes</i>	<i>Detracts</i>	<i>Not applicable</i>
LTP / Annual Plan	<input type="checkbox"/>	<input type="checkbox"/>	✓
Financial Strategy	<input type="checkbox"/>	<input type="checkbox"/>	✓
Infrastructure Strategy	<input type="checkbox"/>	<input type="checkbox"/>	✓
Social well-being	✓	<input type="checkbox"/>	<input type="checkbox"/>
Economic development	✓	<input type="checkbox"/>	<input type="checkbox"/>
Environment & RMA Plans	<input type="checkbox"/>	<input type="checkbox"/>	✓
Arts & Culture	<input type="checkbox"/>	<input type="checkbox"/>	✓
3 Waters	<input type="checkbox"/>	<input type="checkbox"/>	✓
Land transport	✓	<input type="checkbox"/>	<input type="checkbox"/>
Parks and reserves	<input type="checkbox"/>	<input type="checkbox"/>	✓
<b>Nature of the decision to be made</b>			
The relationship of Māori and their culture and traditions with their ancestral land, water, sites, wāhi tapu, valued flora and fauna, and other taonga will be identified as part of the project and iwi will be involved in project governance.			
<b>Financial considerations</b>			
The decision will be using the approved funding from Waka Kotahi in relation to the July 2021 storm event.			
<b>Significance</b>			
The decision is considered of low significance under Council's Significance and Engagement Policy.			
<b>Engagement</b>			
No engagement is proposed at this stage due to the urgency of basic road access repairs but will be undertaken extensively as Long Term Planning progresses			
<b>Risks: Legal / Health &amp; Safety etc</b>			
The recommended options carry risks including:			
<ul style="list-style-type: none"> <li>- Health and safety of contractors and road workers</li> <li>- Health and safety of landowners and road users on the network</li> <li>- Procedural risks from decisions made as a result of this recommendation</li> </ul>			
These risks will be managed using Council and Marlborough Roads (Waka Kotahi) normal process controls.			
<b>Climate Change Implications</b>			
In assessing the preferred option, staff have considered the effects of climate change. Climate change is a key risk moving forward for the roading network and will be considered more fully as part of the Long Term Planning process, particularly for the Sounds.			

**Page 51****14. August 2022 Storm Event – Road Recovery**

(Cllr Taylor) (Report prepared by M Wheeler)

E210-007-29-05

**Purpose of Report**

1. To provide an overview of the road damage suffered following extreme rainfall over several days in August 2022.
2. To seek Council approval to progress the initial repair of priority roads.
3. To outline a major planning programme to inform longer term access decision making and to address any consequent community impacts and mitigations.

**RECOMMENDATIONS**

1. That the remaining Special Assistance Funding from the 2021 storm event (approximately \$46 million) be applied to the provision of short term road access repairs and to ongoing barge and water taxi costs.
2. That the short term priorities for road repairs (listed in 8 below) be approved.
3. That requests for proposals for development of a Long Term Strategy be sought
4. That "Better Off" funding be applied for to commence the planning work
5. That Waka Kotahi and other government agencies be asked to assist with any further Long Term Strategy funding required.

**Background/Context**

4. During the week commencing 15 August 2022 an extreme rainfall event hit Marlborough. North Marlborough and the Marlborough Sounds were particularly hard hit with the Tunakino rain gauge recording over one metre of rain over a three day period. The Rai River experienced a record flood. There was widespread damage to property, housing and to roads.
5. In the July 2021 storm 1620 road faults occurred. This event is expected to have suffered more than double that. There are also a lot more complex faults which will require more extensive and expensive restoration work, should they be undertaken. Initially "quick capture" GIS photography enabled early coarse repair cost estimation which assisted decisions about early priorities focussed on restoring access.
6. The Marlborough Roads recovery team has been working hard to refine the initial costings and provide accurate estimates to inform Council and Waka Kotahi decision making.
7. We are hopeful that Waka Kotahi will confirm that the 95% Special Financial Assistance share of the \$46 million still unspent from the 2021 Storm Damage Special Assistance can now be applied to the 2022 damage and to barging and water taxi subsidies. There are expected to be conditions on the use of the money including that initial works are only to provide a basic access standard.

**Short Term Priorities**

8. The short term priorities for restoration (which is underway) are:
 

Awatere Valley	(Southeast Marlborough; major pastoral farming, viticulture, and tourism route)
Waihopai Valley	(Southwest Marlborough; major pastoral farming, forestry and viticulture route)
Northbank Road	(adjacent to Wairau River, major forestry, dairy and pastoral farming route)

Council – 22 September 2022

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Port Underwood Road	(important aquaculture and forestry route; provides access to the interisland electricity and fibre optic cables)
Queen Charlotte Drive	(alternative access to Picton and Port Marlborough; access to Queen Charlotte Track, major tourism route, 578 houses – highest vehicle per day count)
French Pass Road	(to 3 km short of township; key aquaculture freight route, pastoral farming, challenging water transport options)
Opouri Road	(pastoral farming, holiday home and tourism route)
Kenepuru Road	(limited to the link road from Queen Charlotte Drive to Moetapu Bay and the commencement of the most inhabited parts of Kenepuru Road)
Kenepuru Road	(Fish Bay to Kenepuru Head; essential access to barge site)
Torea Bay barge site to Kenepuru Head	(essential access to barge sites)

9. Kenepuru Road between Moetapu and Portage will be assessed over the next few weeks.
10. The initial restoration work will be limited to the provision of safe access. The Marlborough Roads Recovery team consider these routes to be more resilient than the remaining routes.

### Long Term Strategy

11. Prior to this event a rural roads resilience study had commenced which would ultimately consider the resilience and financial sustainability of lower trafficked Marlborough roads. This event has made this study of the highest importance. Any further large storm event restoration costs (which are increasingly likely as we suffer climate change impacts) will require significant rate increases and affect our financial prudential ratios. Both Waka Kotahi and Council will be severely impacted by further such events. For that reason, Council has broken our recovery into two phases – short term to provide basic access (as listed in 8 and possibly 9 above) where possible and where roads are more resilient, and longer term planning work to consider future resilience and sustainability in depth before committing to full restoration and possible increased resilience spending.
12. The strategy needs to consider a range of factors:
  - a) cost to repair roads;
  - b) resilience of those roads taking account of:
    - i) climate change,
    - ii) land stability,
    - iii) safety;
  - c) Alternatives to road (should that be necessary);
  - d) Community and economic impacts of access changes;
  - e) Housing land stability risks;
  - f) Provision of key infrastructure – power, communications, water, effluent, disposal.
13. It is intended to seek proposals from multi disciplinary consultants to work with Council staff, our communities, government agencies, iwi, industry groups, marine transport operators, infrastructure providers and other stakeholders to develop this plan.  
  
An application for 3 Waters "Better Off" funding is being prepared. \$210, 000 is being requested which will enable the project to progress. It is expected the project cost will exceed that but this funding would be a good start.
14. We have written to Waka Kotahi seeking their support and a funding contribution to the project. Other government agencies may also be prepared to support the strategy development.

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<b>Summary of decision-making considerations</b>			
<b>Fit with purpose of local government</b>			
The proposal enables democratic local decision-making and action by, and on behalf of communities and relates to providing a public service and it is considered good-quality and cost effective.			
<b>Fit with Council policies and strategies</b>			
	<i>Contributes</i>	<i>Detracts</i>	<i>Not applicable</i>
LTP / Annual Plan			X
Financial Strategy			X
Infrastructure Strategy			X
Social well-being	X		
Economic development	X		
Environment & RMA Plans			X
Arts & Culture			X
3 Waters			X
Land transport	X		
Parks and reserves			X
<b>Nature of the decision to be made</b>			
The relationship of Māori and their culture and traditions with their ancestral land, water, sites, wāhi tapu, valued flora and fauna, and other taonga will be identified as part of the project and iwi will be involved in project governance.			
<b>Financial considerations – Special Assistance</b>			
Funding for the proposed priority repair works will be required from Waka Kotahi.			
"Better Off" funding will be applied for to commence Long Term Planning work.			
<i>How financial authority is to be obtained:</i>			
<ul style="list-style-type: none"> <li>Confirmation of funding from Waka Kotahi has been requested.</li> <li>A "Better Off" funding application will be made if Council approves the recommendations.</li> </ul>			
<b>Significance</b>			
The decision is considered of low significance under Council's Significance and Engagement Policy.			
<b>Engagement</b>			
No engagement is proposed at this stage due to the urgency of basic road access repairs but will be undertaken extensively as Long Term Planning progresses.			
<b>Risks: Legal / Health &amp; Safety etc</b>			
The recommended option carries the risks including:			
<ul style="list-style-type: none"> <li>Health and safety of contractors and road workers;</li> <li>Procedural risks from decisions made as a result of the Long Term Planning.</li> </ul>			
These risks will be managed using Council and Marlborough Roads (Waka Kotahi) normal process controls.			
<b>Climate Change Implications</b>			
In assessing the preferred option, staff have considered the effects of climate change. Climate change is a key driver of the Long Term Planning process.			



# Marlborough Roads Recovery

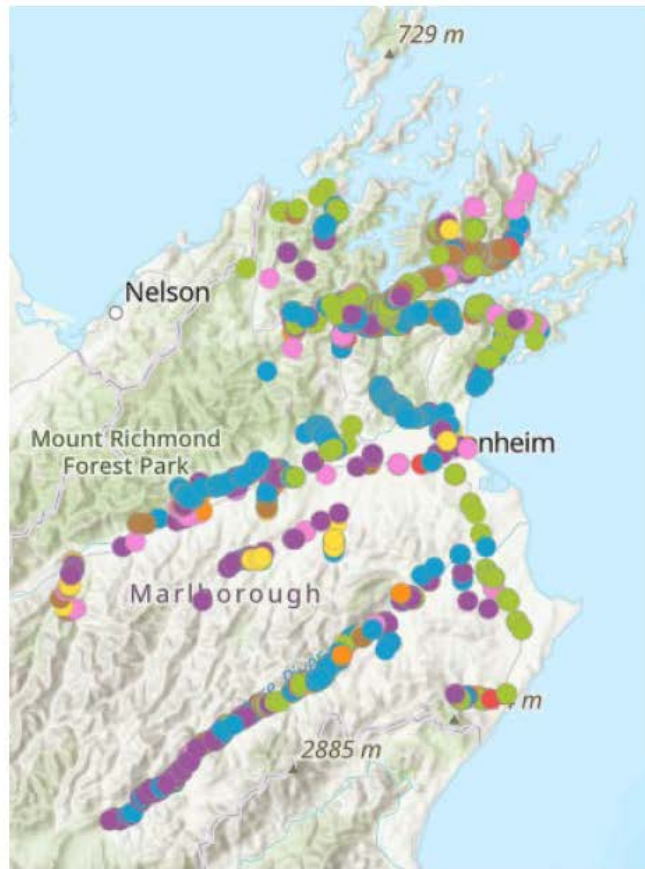
27 October 2022 - update



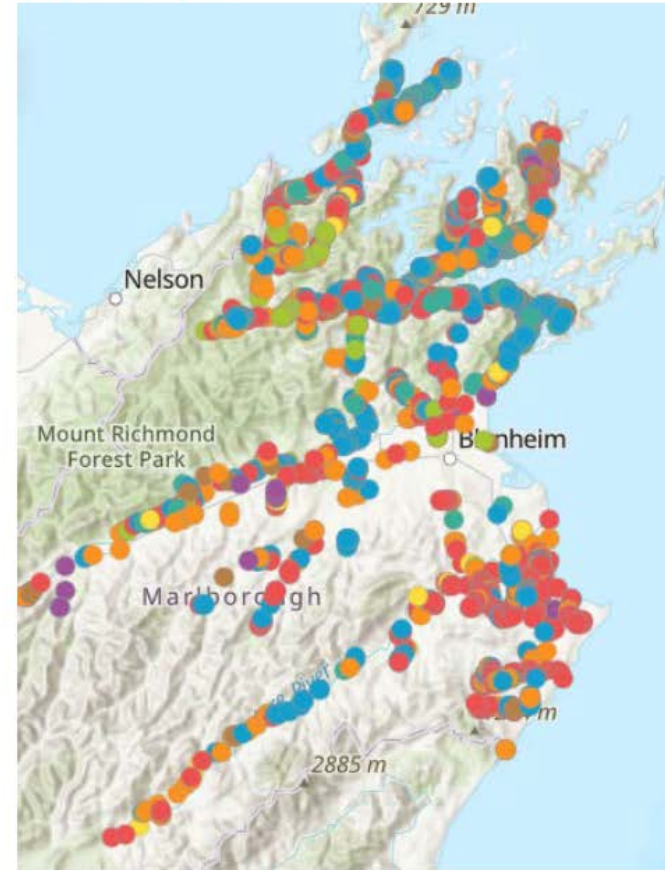
**Marlborough Roads**

[New Zealand Government](#)

## Quick Capture Map Faults 2021 vs 2022



2021 – 1,648



2022 – 3,948

## Detailed Example

Queen Charlotte Drive - QCD-716-01407



A repair of a significant underslip that potentially requires the road to be retreated into the hill by 4m.

To achieve this we have allowed 20 days of a large earthworks crew of 2 large excavators and 4 trucks plus operators at \$14,500 per day.

Estimated total - \$317,212

## Detailed Example

### Large excavation crew breakdown

DESCRIPTION	No.	Daily Cost
<b>A. Labour</b>		
Foremen	1	\$645
Operators	2	\$1,176
Labourers	2	\$1,063
<b>B. Plant includes Operator</b>		
Excavator, 15-20t	1	\$1,900
Excavator, 21-30t	1	\$2,024
Truck, 5.1-8m <sup>3</sup> (Labour Inc.)	4	\$5,565
Crew Cab Truck, 2-4t	1	\$265
Light Vehicle (UTE)	3	\$509
Accommodation and Food (if applicable)	5	\$1,301
		\$14,448



# Remaining Budget

## Summary

			Sub totals
July 2021 Funding approved		\$ 85,270,000	
			\$ 85,270,000
Less:			
Recovery spend to end of October 2022	\$ 50,673,935		
Barge subsidies etc to end of September 2022	\$ 1,950,000		
Estimated barges subsidies etc October 2022 to March 2023	\$ 1,420,000		
Estimated project management office, traffic management, design hub etc to June 2023	\$ 6,446,331		
			\$ 60,490,266
Less:			
Risk and Contingency (eg blocked culverts above houses etc)			\$ 3,400,000
<b>Available budget for 2022/23 projects</b>			<b>\$ 21,379,734</b>
Less:			
Committed Projects	\$ 7,937,000		\$ 13,442,734
Improved Access Works	\$ 5,861,269		\$ 7,581,465
Priority Repairs	\$ 9,225,488		-\$ 1,644,023
<b>Additional funding awaiting approval</b>			
February 2022 rain event damage			\$ 3,450,000

## Committed Projects

<u>Committed Projects</u>	
Torea Road	200,000
Fish Bay Barge Ramp	400,000
Pudneys Barge Ramp	200,000
Waitaria Jetty	50,000
Waihopai Realignment	567,000
Limestone Slip Revetment	1,000,000
Maori Ford Bridge	4,500,000
Noels Bridge - Northbank	350,000
Castle Creek- Bridge scour repairs	75,000
Black Birch Bridge Scour Repairs	75,000
Cullens Point - Land Procurement	20,000
Sounds Long Term Planning Study	500,000
Subtotal Committed Projects	7,937,000

# Improved Access

## Definition

Improving access will include clearing overslips sitting on the road but doesn't include stabilising the slip face.

It includes clearing drainage channels and opening culvert entries, but not clearing and flushing culverts.

Levelling out slumps in the road by applying short sections of gravel surface will also be included.

Underslips will be bunded or delineated, they will not be repaired.

The purpose is to achieve access for a light 4wd vehicle towing a light trailer in fine weather. The road will likely be closed during wet weather until a safety inspection can be completed.

This does not prevent further slips/damage from subsequent rain events.

## Priority Sites

### Definition

Priority sites indicated in this initial Recovery programme, are those sites that preliminary investigations have indicated are required to preserve the integrity of the network.

For example the site at Duncan Bay where there is a risk that access to the wharf could be lost or in the case of QCD, it is required to restore the existing level of service to two lanes.



WAKA KOTAHĪ  
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Marlborough Roads

New Zealand Government



## Breakdown by zone

	Improved Access	Priority Repairs	Total
<b>French Pass</b>			
Rai Valley to Okiwi Bay		\$579,000	\$579,000
Elaine Bay to French Pass	\$106,599	\$160,256	\$266,855
Te Towaka-Port Ligar Road	\$53,299		\$53,299
Rai Valley to Tennyson Inlet	\$106,599		\$106,599
	<b>\$266,497</b>	<b>\$739,256</b>	<b>\$1,005,753</b>
<b>Kenepuru Sound</b>			
Moetapu Bay to Mahau Road	\$1,571,966		\$1,571,966
Mahau Road to Te Mahia Road	\$841,260		\$841,260
Te Mahia Road to Portage	\$841,260		\$841,260
Portage to Sandy Bay	\$1,682,521		\$1,682,521
Sandy Bay to Kenepuru Head	\$336,504		\$336,504
Kenepuru Head to Raetihi		\$767,475	\$767,475
Crail Bay		\$440,868	\$440,868
	<b>\$5,273,511</b>	<b>\$1,208,343</b>	<b>\$6,481,854</b>

## Breakdown by zone

<b>Picton / Port Underwood</b>	<b>Improved Access</b>	<b>Priority Repairs</b>	<b>Total</b>
Waikawa		\$310,517	\$310,517
Port Underwood to Tom Canes Bay		\$121,237	\$121,237
		<b>\$431,754</b>	<b>\$431,754</b>
<b>Queen Charlotte Drive</b>			
Ngakuta Bay to Picton	\$321,261		\$321,261
Havelock to Linkwater		\$3,906,319	\$3,906,319
Aussie Bay to Shakespeare Bay		\$2,462,857	\$2,462,857
	<b>\$321,261</b>	<b>\$6,369,176</b>	<b>\$6,690,437</b>
<b>Awatere Valley Road</b>		<b>\$476,959</b>	<b>\$476,959</b>

# Improved Access Estimate

## Marlborough Sounds



# Priority Sites

## Marlborough Sounds



# Improved Access Estimate

## Rai Valley /French Pass & Awatere



Awatere Valley Road - \$477k



Marlborough Roads

New Zealand Government



# Priority Sites

## French Pass/Rai Valley



# Kenepuru

## Examples of Damage



## Queen Charlotte Drive

### Examples of Damage





## French Pass

### Examples of Damage

