



# Westland Discovery Centre 'Pakiwaitara'

Summary of Proposal

Consultation Document

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## Reasons for the Proposal

The Covid-19 pandemic has had a significant negative effect on the tourism industry in New Zealand and Westland. In 2019 Tourism represented 32.3% of Westland's GDP, with 2146 people employed in the industry. For the year 1 June 2019 – 31 May 2020 there has been a drop in tourism spending of \$82 million in the Westland district, along with visitor arrivals to New Zealand dropping by 6% between 1 January 2020 – 31 March 2020.

Council sees this as an opportunity to review how certain services are delivered, in particular, the Hokitika Museum, Westland District Library, and Westland Visitor Information Services.

### Returning Museum activity to Council

In 2018, following consultation on the 2018 – 2028 Long Term Plan, Council amalgamated Westland Property Limited and Hokitika Airport and renamed the Council Controlled Organisation Destination Westland (DW). Council entered into a management agreement with DW for the management of the Museum with the expectation that DW's commercial focus would benefit the running and profitability of this activity and reduce the cost to ratepayers. The revenue of DW has been severely impacted by the loss of commercial aviation revenue during the Covid-19 lockdown period and subsequent reduction in Air New Zealand flights to Hokitika.

Until its closure for earthquake strengthening, the Hokitika Museum was a star attraction in the district. Due to the ongoing issues with the Carnegie Building, and Covid-19, the Museum and associated services have not been run to their full capacity and the expected benefits of the transfer of activity have not been achieved.

The Museum is operating with reduced staff and reduced services as a cost-saving measure in response to the downturn in tourism spending. This means it is operating at a lower level of service than Council planned for in the 2018 – 28 LTP. Council also recognises that the Museum is an important community service and operating it with a commercial focus has not achieved the intended outcome.

### Developing the Westland Discovery Centre 'Pakiwaitara'

In order to operate efficiently and offer ratepayers value for money, Council is committed to investigating opportunities to minimise or eliminate costs in future years. Consolidating the Museum, Library and Visitor Information Services in a single facility is one way that Council could minimise costs and at the same time maintain or improve the level of service. While each service is distinct, there is the potential to provide a centralised facility and 'one-stop shop' for residents and visitors, which offers ratepayers and visitors a higher quality of service and achieves the full potential of each service.

The name 'Pakiwaitara' has been put forward and endorsed by iwi representatives of Makaawhio and Ngati Waewae. This word means 'stories' and fits well with the Museum where the Pakiwaitara Taonga (artefacts stories) and the Library where the Pakiwaitara pukapuka (book stories) are told. Pakiwaitara will also be shared with people using Visitor Information Services as Pakiwaitara Manuhiri (Visitor Stories). Pakiwaitara would provide a Museum space for the appropriate display of Taonga and European artefacts, including the hosting of national and international exhibitions; in conjunction with a Library and Visitor Information Hub, that enables the provision of research, learning, recreational reading, and information services that meet the needs of all users. The ability to incorporate an alternative Emergency Operations Centre within this facility would also be advantageous.

With the three services spread throughout Hokitika, it is not always obvious to a visitor where they can go to visit the services. The proposed Westland Discovery Centre Pakiwaitara could bring the three services together at the gateway to Hokitika and provide a starting off point for tourists to then carry on and explore the wider Westland District. The location is ideally suited to make the most of the Hokitika Hub for the Pounamu Pathway, which will be built opposite at 39 Weld Street. There will be opportunities for the two facilities to work together to offer services and exhibitions that benefit each other.

The building also provides a space for an alternative Council Emergency Operations Centre (EOC) that can be activated more efficiently in the event of an emergency. Council currently operates the EOC out of the Council Chamber during a Civil Defence emergency. An alternative EOC would improve Council's ability to respond and reduce any effects on business as usual at Council headquarters. It would also improve staff and volunteer safety as the EOC could be set up in an appropriate area away from staff offices and public areas.

#### Hokitika Museum

The current level of delivery of Museum activities does not reflect the level of service that Council wants to provide. The Carnegie Building / Museum, is closed for earthquake strengthening and the majority of the collection is in storage. Earthquake strengthening of the Carnegie building will continue, but greater investment is required to bring the Carnegie building up to international standards for collection display, storage and research areas. It is important that Council can appropriately preserve and display the Museum collection in a manner that meets current, and future, requirements. Continuing to use the Carnegie Building as a Museum, Art Gallery, Archive Repository, Research Centre, and collection storage facility is not financially feasible in the long-term.

Funding forecast for the development of the display area could be used in the new building at no additional cost to ratepayers. Upgrading the Carnegie Building to be fit-for-purpose will considerably increase costs to ratepayers where applications to external funding bodies are unsuccessful. Council will retain the Carnegie campus, and continue to utilise this site as an art gallery for existing collection items, and, the display of local / regional art exhibitions that will provide the local community with further cultural experiences.

#### Westland District Library

Westland District Library is located in a leased building, which costs Council \$49,016 plus GST per year to lease. Council is also responsible for ongoing interior and exterior maintenance on a building that is not under Council ownership. Moving the Library to a Council owned building would reduce costs and allow Council to create a modern library space that can adapt and evolve to new technology. Sharing space with the Hokitika Museum will allow staff to create exhibitions that tell the social, cultural and environmental stories of Westland in an engaging and collaborative way. A shared research space is also proposed; allowing Library and Museum staff to share knowledge and resources.

#### Westland Visitor Information Services

Visitor Services could be provided in the shared facility allowing Visitor Services to benefit from the centralised hub.

Many visitors now seek out a local library to use the free wi-fi that is available to research and book accommodation and activities. Visitor Information Services that share the Library space would create cost-savings through shared computer terminals and increased levels of service in Visitor Information Services with the potential for longer opening hours.

## What Council Proposes to Do

There are two parts to this proposal:

1. Return of the Museum function to Council from Destination Westland management.
2. The purchase of 41 Weld Street (formerly Mountain Jade) to develop 'Pakiwaitara' that could consist of Hokitika Museum, Westland District Library and Westland Visitor Information Services, and provide a location for an alternative Westland Civil Defence Emergency Operations Centre.

### Return of Hokitika Museum and purchase of 41 Weld Street

Parts one and two of this proposal are interconnected. Council has two options:

1. To continue to operate the Hokitika Museum through Destination Westland in the current facilities.
2. To undertake parts one and two of this proposal.

#### Option 1

If the Community does not consider that the Hokitika Museum function should return to Council, and that Council should not include Westland District Library and possibly Visitor Services in the combined service centre then Council does not have a reason to purchase 41 Weld Street and develop Pakiwaitara.

This means that Council will maintain the current structure of management of the Hokitika Museum and continue to investigate ways to fund improvements to the Carnegie building to bring it up to standard for conservation and presentation of the collection. Council would work with Destination Westland to ensure the Hokitika Museum and Visitor Information Services meet an acceptable level of service. Westland District Library would remain in the current building and continue to provide the current level of service.

There will be no financial implications for option 1. Relevant financial forecasting can be found in the Long Term Plan 2018 – 28 at pp 54 – 55, 103 – 105 and 234 – 255.

#### Option 2

Council has been presented with an opportunity to purchase 41 Weld Street (formerly Mountain Jade) as the property is available for purchase on the open market. If Council were to purchase the building it would be used to create a vibrant facility and a key cultural and educational centre for Hokitika and wider the Westland District, consisting of the Hokitika Museum, Westland District Library, and potentially a Visitor Information Hub.

While each service is distinct, they have the potential to provide a centralised facility and 'one-stop shop' for residents and visitors. There is a successful café onsite; this provides income through the tenancy and is a higher level of service for any activity that shares the space.

Three tenants currently share the space. Some of Council's operating costs would be offset by rental income from these tenants and consolidated utility services. Moving the Westland District Library to the shared space would also have the benefit of saving on external rent and building maintenance of a leased building. The loan to purchase the building will be funded through the general rate.

Purchasing the building will require Council to refit the building to suit the proposed activities. Council will also have to negotiate the early exit of the lease of the Library building and observe any constraints.

Council would purchase the building for no more than \$1.5 million. The table overleaf sets out the financial impacts of the purchase over the life of the LTP.

In the immediate future there will not be any change to the level of service for Westland District Library as they will remain in their present location and their performance measures will not change. In the longer-term the level of service and performance measures for these activities will be reviewed, taking into account how the new facility

provides for shared services and better value for the community with the potential for cross-working and provision of skilled and knowledgeable staff.

If Council takes over the operation of the Hokitika Museum from Destination Westland the proposed level of service will be:

Level of service	Performance measures	Current performance	Performance target: Year 1 – 3 (2018 – 2021)	Performance target: Years 4 – 10 (2022 – 2028)
Collections developed and maintained with access provided	Collections continue to grow, in line with Hokitika Museum policies.	This is a new measure	Achieved	Achieved
	Deaccessions and disposals are aligned with Hokitika Museum policies.	This is a new measure	Achieved	Achieved
	Backlog of records and documentation reduced.	This is a new measure	Achieved	Achieved

Performance measures for customer satisfaction and visitor numbers will be consulted on for the next Long Term Plan, when museum services are being offered and Council can report on these measures.

### Financial implications

Year	Annual Plan 30 June 2018	30 June 2019	30 June 2020	30 June 2021	30 June 2022	30 June 2023	30 June 2024	30 June 2025	30 June 2026	30 June 2027	30 June 2028
Debt balance current LTP	22,647,452	20,446,101	21,310,000	22,572,148	25,176,854	26,452,308	26,898,119	25,600,106	24,301,779	23,003,135	21,704,172
Capital costs	-	-	-	1,500,00	-	-	-	-	-	-	-
Debt balance including purchase	22,647,452	20,446,101	21,310,000	24,072,148	26,601,854	27,802,308	28,173,119	26,800,106	25,426,779	24,053,135	22,679,172
<b>Additional debt</b>	-	-	-	<b>1,500,000</b>	<b>1,425,000</b>	<b>1,350,000</b>	<b>1,275,000</b>	<b>1,200,000</b>	<b>1,125,000</b>	<b>1,050,000</b>	<b>975,000</b>
Loan Repayment	-	-	-	-	75,000	75,000	75,000	75,000	75,000	75,000	75,000
<b>Operational impacts</b>											
<b>Surplus/Deficit current LTP</b>	-	-	-	<b>781,274</b>	<b>543,958</b>	<b>545,198</b>	<b>730,731</b>	<b>885,155</b>	<b>759,683</b>	<b>830,657</b>	<b>897,001</b>
Museum operational impacts	-	-	-	212,508	221,300	231,698	244,466	253,936	265,301	279,562	288,830
Library operational impact	-	-	-	(88,674)	(88,674)	(89,560)	(98,524)	(99,511)	(100,579)	(101,678)	(102,929)
Building operational impact	-	-	-	(2,646)	9,236	9,043	8,845	11,237	11,054	10,867	12,337
Interest costs	-	-	-	-	51,000	49,875	51,300	51,000	52,800	56,250	59,850
Overheads – reallocated to museum operational impacts	-	-	-	(62,593)	(61,584)	(62,209)	(64,965)	(63,921)	(64,782)	(68,055)	(66,532)
<b>P&amp;L impact of proposal on operating costs</b>	-	-	-	<b>58,595</b>	<b>131,278</b>	<b>138,846</b>	<b>141,122</b>	<b>152,742</b>	<b>163,794</b>	<b>176,946</b>	<b>191,556</b>
<b>Increase in rates</b>	-	-	-	<b>58,595</b>	<b>206,278</b>	<b>213,846</b>	<b>216,122</b>	<b>227,742</b>	<b>238,794</b>	<b>251,946</b>	<b>266,556</b>
<b>Surplus/Deficit LTP amendment</b>	-	-	-	<b>781,274</b>	<b>618,961</b>	<b>620,201</b>	<b>805,734</b>	<b>960,158</b>	<b>834,686</b>	<b>905,660</b>	<b>972,004</b>

### Notes to the Financial implications

- In the 2018 LTP, \$4.88m was included for a new museum development (see p 104). If the new project went forth, a portion of this total would be utilised for the fit-out of the new building with the remaining funds being used on the current museum building as required. Currently there is no estimate of the breakdown of how the total amount of funding allocated in the LTP would be used.



- The museum operation line includes costs for running the museum. Current costs paid to DW are being offset within this line item.
- Interest costs are calculated on the basis of interest in the LTP 2018-28, which are higher than current interest rates. Interest rates are expected to remain low for some time.

#### *Impact on Rates*

The average impact on rates would be **0.44%** in Year 3 (30 June 2021) and **1.59%** in year 4 (30 June 2022).

Sector	Community	Capital Value	30 June 2021 Original Budget	30 June 2021 LTP Amended Budget	Value Change \$	Percentage Change %	30 June 2022 Original Budget	30 June 2022 LTP Amended Budget	Value Change \$	Percentage Change %
Commercial	Fox Glacier	720,000.00	\$5,264.32	\$5,293.57	<b>\$29.25</b>	0.56%	\$5,344	\$5,449	<b>\$105.12</b>	1.97%
Commercial	Franz Josef	1,100,000.00	\$16,863.05	\$16,906.40	<b>\$43.35</b>	0.26%	\$17,780	\$17,935	<b>\$155.83</b>	0.88%
Commercial	Haast	1,290,000.00	\$5,942.62	\$5,993.03	<b>\$50.41</b>	0.85%	\$6,067	\$6,249	<b>\$181.19</b>	2.99%
Commercial	Hari Hari	225,000.00	\$2,995.32	\$3,006.19	<b>\$10.87</b>	0.36%	\$2,739	\$2,778	<b>\$39.07</b>	1.43%
Commercial	Hokitika	480,000.00	\$5,835.71	\$5,856.05	<b>\$20.34</b>	0.35%	\$5,866	\$5,939	<b>\$73.10</b>	1.25%
Commercial	Kumara	165,000.00	\$2,543.26	\$2,551.90	<b>\$8.64</b>	0.34%	\$2,441	\$2,472	<b>\$31.06</b>	1.27%
Commercial	Ross	119,000.00	\$2,150.54	\$2,154.96	<b>\$4.42</b>	0.21%	\$1,889	\$1,905	<b>\$15.88</b>	0.84%
Commercial	Whataroa	240,000.00	\$2,133.52	\$2,144.95	<b>\$11.43</b>	0.54%	\$2,183	\$2,225	<b>\$41.07</b>	1.88%
Residential	Fox Glacier	140,000.00	\$1,858.10	\$1,863.21	<b>\$5.11</b>	0.28%	\$1,764	\$1,783	<b>\$18.38</b>	1.04%
Residential	Franz Josef	375,000.00	\$2,745.41	\$2,754.89	<b>\$9.48</b>	0.35%	\$2,622	\$2,656	<b>\$34.06</b>	1.30%
Residential	Haast	240,000.00	\$2,292.19	\$2,299.16	<b>\$6.97</b>	0.30%	\$2,167	\$2,192	<b>\$25.05</b>	1.16%
Residential	Hari Hari	108,000.00	\$1,423.11	\$1,427.63	<b>\$4.52</b>	0.32%	\$1,317	\$1,333	<b>\$16.25</b>	1.23%
Residential	Hokitika	350,000.00	\$3,298.83	\$3,307.85	<b>\$9.01</b>	0.27%	\$3,222	\$3,255	<b>\$32.39</b>	1.01%
Residential	Kumara	132,000.00	\$1,767.47	\$1,772.44	<b>\$4.97</b>	0.28%	\$1,656	\$1,674	<b>\$17.85</b>	1.08%
Residential	Ross	180,000.00	\$2,356.67	\$2,362.53	<b>\$5.86</b>	0.25%	\$2,215	\$2,236	<b>\$21.05</b>	0.95%
Residential	Whataroa	94,000.00	\$1,615.78	\$1,620.04	<b>\$4.26</b>	0.26%	\$1,480	\$1,495	<b>\$15.31</b>	1.03%
Rural Residential	Fox Glacier	86,000.00	\$1,110.78	\$1,114.50	<b>\$3.71</b>	0.33%	\$1,086	\$1,099	<b>\$13.34</b>	1.23%
Rural Residential	Franz Josef	300,000.00	\$1,353.02	\$1,359.72	<b>\$6.69</b>	0.49%	\$1,354	\$1,378	<b>\$24.05</b>	1.78%
Rural Residential	Haast	250,000.00	\$1,146.51	\$1,152.51	<b>\$6.00</b>	0.52%	\$1,147	\$1,169	<b>\$21.55</b>	1.88%
Rural Residential	Hari Hari	94,000.00	\$940.12	\$943.94	<b>\$3.82</b>	0.41%	\$957	\$971	<b>\$13.75</b>	1.44%
Rural Residential	Hokitika	445,000.00	\$2,047.71	\$2,056.42	<b>\$8.71</b>	0.43%	\$2,092	\$2,123	<b>\$31.31</b>	1.50%
Rural Residential	Kumara	160,000.00	\$1,325.83	\$1,330.57	<b>\$4.74</b>	0.36%	\$1,339	\$1,356	<b>\$17.05</b>	1.27%
Rural Residential	Ross	580,000.00	\$2,207.27	\$2,217.86	<b>\$10.59</b>	0.48%	\$2,245	\$2,284	<b>\$38.07</b>	1.70%



<b>Rural Residential</b>	Whataroa	265,000.00	\$1,222.74	\$1,228.94	<b>\$6.20</b>	0.51%	\$1,259	\$1,281	<b>\$22.30</b>	1.77%
<b>Rural</b>	Fox Glacier	130,000.00	\$1,217.00	\$1,221.93	<b>\$4.93</b>	0.40%	\$1,196	\$1,213	<b>\$17.72</b>	1.48%
<b>Rural</b>	Franz Josef	65,000.00	\$1,093.57	\$1,097.29	<b>\$3.72</b>	0.34%	\$1,086	\$1,099	<b>\$13.38</b>	1.23%
<b>Rural</b>	Haast	65,000.00	\$947.86	\$951.58	<b>\$3.72</b>	0.39%	\$942	\$955	<b>\$13.38</b>	1.42%
<b>Rural</b>	Hari Hari	2,100,000.00	\$4,615.81	\$4,657.30	<b>\$41.50</b>	0.90%	\$4,735	\$4,885	<b>\$149.16</b>	3.15%
<b>Rural</b>	Hokitika	430,000.00	\$2,014.27	\$2,024.76	<b>\$10.50</b>	0.52%	\$2,060	\$2,098	<b>\$37.73</b>	1.83%
<b>Rural</b>	Kumara	9,500.00	\$855.20	\$857.89	<b>\$2.69</b>	0.31%	\$855	\$865	<b>\$9.68</b>	1.13%
<b>Rural</b>	Ross	555,000.00	\$2,110.42	\$2,123.24	<b>\$12.82</b>	0.61%	\$2,148	\$2,194	<b>\$46.07</b>	2.14%
<b>Rural</b>	Whataroa	1,050,000.00	\$2,528.48	\$2,550.49	<b>\$22.01</b>	0.87%	\$2,597	\$2,676	<b>\$79.10</b>	3.05%

#### *Summary of main reasons for rates changes*

- The rates funding for the Hokitika Museum was reduced by 20% in 2018 when Destination Westland took over the management. This was to encourage the activity to become more self-funding with a lower rates impact. As this activity is not commercial the rate funding will need to be increased.
- There will be increased staffing costs for the Museum as a Museum Director will be appointed.

#### *Preferred Option*

Council's preferred option is option 2. This option meets many of Council's investment objectives:

- Consolidate Council activities / services in a way that produces the greatest efficiencies for the Council, at an affordable cost, with the greatest sharing of resources with the community.
- Facilitates the development of the Hokitika Museum, Westland District Library and Visitor Information Services in a way that links with future development of the Hokitika CBD Master Plan.
- Enables reinvigoration of the Hokitika Museum to showcase the rich natural, cultural and social history of Westland to residents and visitors.

#### *Do you support returning the Hokitika Museum activity to Council?*

#### *Should Council purchase 41 Weld Street and consolidate services into Westland Discovery Centre Pakiwaitara?*

## Significance and Engagement Policy

If Council purchases the building at 41 Weld Street to develop Pakiwaitara, the Significance and Engagement Policy would be updated to include the building as a significant asset once the building is utilized in the proposed manner. Council will consult on any amendments to the Significance and Engagement Policy at that time.

Council's Significance and Engagement Policy is available on Council's [website](#).

## Financial Strategy & Revenue and Financing Policy

The proposed changes to the Long Term Plan 2018-28 do not have any impact on Council's Financial Strategy or Revenue and Financing Policy. These documents can be viewed at pp 140 – 149 (Financial Strategy) and pp 196 – 205 (Revenue and Financing Policy) of the [Long Term Plan 2018 – 28](#).

## **To the readers of Westland District Council's consultation document**

### **Independent Auditor's Report on the proposed amendment of the 2018-28 long-term plan**

I am the Auditor-General's appointed auditor for the Westland District Council (the Council). I have audited the information in the consultation document on pages 4 to 9 about the proposed amendment of the 2018-28 long-term plan (long-term plan), using the staff and resources of Audit New Zealand. We completed our audit on 21 August 2020.

#### **Opinion**

In my opinion:

- the information in the consultation document about the proposed amendment of the long-term plan provides an effective basis for public participation in the Council's decisions about the proposed amendment, because it:
  - fairly represents the reasons for and implications of the proposed amendment; and
  - identifies and explains the main issues and choices facing the Council and the district, related to the proposed amendment; and
- the information and assumptions underlying the information in the consultation document related to the proposed amendment are reasonable.

#### **Basis of Opinion**

We carried out our work in accordance with the International Standard on Assurance Engagements (New-Zealand) 3000 (Revised): Assurance Engagements Other Than Audits or Reviews of Historical Financial Information. In meeting the requirements of this standard, we took into account particular elements of the Auditor-General's Auditing Standards and the International Standard on Assurance Engagements 3400: The Examination of Prospective Financial Information that were consistent with those requirements.

We assessed the evidence the Council has to support the information and disclosures in the consultation document. To select appropriate audit procedures, we assessed the risk of material misstatement and the Council's systems and processes applying to the preparation of the proposed amendment.

We did not, as part of our audit work, evaluate the security and controls over the publication of the consultation document.

## **Responsibilities of the Council and auditor**

The Council is responsible for:

- meeting all legal requirements relating to its procedures, decisions, consultation, disclosures, and other actions associated with preparing and publishing the consultation document whether in printed or electronic form;
- having systems and processes in place to provide the supporting information and analysis the Council needs to be able to prepare a consultation document that meet the purposes set out in the Local Government Act 2002 (the Act); and
- ensuring that any forecast financial information being presented has been prepared in accordance with generally accepted accounting practice in New Zealand.

I am responsible for reporting on the consultation document, as required by section 93D of the Act. I do not express an opinion on the merits of any policy content of the consultation document.

## **Independence and quality control**

In carrying out our audit, we complied with the Auditor-General's:

- independence and other ethical requirements, which incorporate the independence and ethical requirements of Professional and Ethical Standard 1 (Revised); and
- quality control requirements, which incorporate the quality control requirements of Professional and Ethical Standard 3 (Amended).

Other than our work in carrying out all legally required external audits, we have no relationship with or interests in the Council or any of its subsidiaries.



Chantelle Gernetzky

Audit New Zealand

On behalf of the Auditor-General

Christchurch, New-Zealand

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# KEY DATES

**SUBMISSIONS OPEN: TUESDAY 25 AUGUST 2020**

**SUBMISSIONS CLOSE: THURSDAY 24 SEPTEMBER 2020**

**HEARING AND DELIBERATION: MONDAY 28 SEPTEMBER 2020**

Our Long Term Plan 2018-28 and Annual Plan 2020/2021 can be found here:

<https://www.westlanddc.govt.nz/annual-plans-and-reports>

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# SHARE YOUR FEEDBACK

**IN PERSON** If you make a submission in writing, online, or over the phone, you also have the option to speak to Council during the hearing on 25 September 2020. Tick the box on the submission form, or advise that you would like to speak at the hearing, and we will get in touch with you.

**ONLINE** You can make your submission online. Go to <https://www.westlanddc.govt.nz/draft-ltp-2018-28-amendment-submission-form>

**IN WRITING** You can make a written submission by post or by sending us an email, or complete, scan and email the printable submission form.

**POST:** Westland District Council, 36 Weld Street, Hokitika 7811

**EMAIL:** [consult@westlanddc.govt.nz](mailto:consult@westlanddc.govt.nz)

**OVER THE PHONE:** If using the online submission form or sending an email is not an option, you can make a submission by calling Council on the number below.

**PHONE:** 03 756 9010

**FREEPHONE:** 0800 474 834

Please note, submissions will be publicly available on the council's website, through inclusion in council agendas, and/or retrievable by request under the Local Government Official Information and Meetings Act 1987. Private and personal details can be redacted on request.