
Milford Opportunities Project

Terms of Reference – Stage Two

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Reviewer	Role	Date
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INTRODUCTION

- 1 Milford Sound Piopiotahi is New Zealand's premier visitor attraction and a world class iconic destination. A record 946,000 visitors went to Milford Sound Piopiotahi in 2018, with tourism growth forecast to continue, reaching 1.2 million by 2023 and 2 million by 2035. It is located in part of New Zealand's largest National Park (Fiordland) and holds UNESCO World Heritage status.
- 2 The current model used to manage recreation along the Milford Road corridor and Milford Sound *Piopiotahi* is under stress and requires new thinking to safeguard the World Heritage status, conservation values and the visitor experience.
- 3 The Milford Opportunities Project was established as a multi-agency project to look at how visitors are managed into the future at Milford Sound *Piopiotahi* and along the Milford Road corridor. The Milford Opportunities Project is included in the Southland Regional Development Strategy Action plan which was launched in November 2016.
- 4 Milford Sound *Piopiotahi* is seen as the key component of a larger footprint and therefore a larger suite of opportunities, including the Milford Road corridor and the greater Southland and Otago regions. The Master Plan will touch on these expanded areas to some degree.
- 5 The main deliverable from the project will be a Master Plan for the Milford corridor and Milford Sound *Piopiotahi* sub-regional area to address the challenges and opportunities at place to ensure:

that Milford Sound Piopiotahi maintains its status as a key New Zealand visitor 'icon' and provides a 'world class' visitor experience that is accessible, upholds the World Heritage status, national park and conservation values and adds value to Southland and New Zealand Inc.
- 6 It is anticipated that potential solutions identified in the Master Plan will explore and aim to adopt significant strategic, statutory, management, commercial and operational changes to the Milford Road corridor experience. The final Master Plan will not be a statutory document but will provide the evidence base and recommendations to inform, and for consideration in, statutory processes such as the Fiordland National Park Management Plan (FNPMP) and the Regional Coastal Plan for Southland.
- 7 The Milford Opportunities Project is to be delivered through a three stage process.
 - Stage one was to establish context, vision and objectives and was completed in September 2018.
 - Stage two will define and choose options to reach objectives and the vision. The vision will describe how the place will look and feel while the Master Plan will describe the steps and processes required to get there.
 - Stage three will be the Master Plan adoption and implementation.

PROJECT AMBITION

- 8 The Milford Opportunities Project must be world class, ambitious and creative. It should not be constrained simply by what can be done now within the current rules, instead it must consider what needs to be done and what the most appropriate outcome will be. The project is about making a substantive change and creative ‘outside the box’ thinking is needed before it is filtered by practical operational realities. The outcome must be:
- Consistent with the project’s purpose and objectives
 - Consider a time frame of at least 50 years, and
 - Able to significantly enhance both conservation and tourism.

PURPOSE

- 9 The purpose of this project is to develop a collaborative Master Plan for the Milford corridor and Milford Sound *Piopiotahi* sub-regional area to ensure:

that Milford Sound Piopiotahi maintains its status as a key New Zealand visitor ‘icon’ and provides a ‘world class’ visitor experience that is accessible, upholds the World Heritage status, national park and conservation values and adds value to Southland and New Zealand Inc.

OBJECTIVES

- 10 The objectives for the MOP are:
- a) Protect and conserve the place now and into the future
 - b) Recognise iwi’s place in the landscape, guardianship and values
 - c) Increase the effectiveness, efficiency and resilience of infrastructure
 - d) The visitor experience funds conservation growth and community prosperity
 - e) Reduce visitor exposure and risk to natural hazards
 - f) Increase the connection of people with nature and the landscape
 - g) Offer a world class visitor experience that is unique and authentically New Zealand
 - h) Identify sustainable access opportunities into Milford Sound *Piopiotahi*
 - i) Identify parts of the built environment that are surplus to requirements or could be shifted to improve visitor function and resilience
 - j) Identify opportunities to create additional economic benefit for the communities of Southland and Otago including Queenstown via the pulling power of Milford Sound *Piopiotahi*
 - k) Develop a Master Plan that:
 - i. Creates and encapsulates a unique experience
 - ii. Is culturally, environmentally and physically appropriate and sustainable

- iii. Clearly articulates what is acceptable and what is not acceptable visitor management and development within the identified value framework
- iv. Considers the impacts of climate change at place
- v. Supports the economic stability of Te Anau, Queenstown, Southland and NZ Inc
- vi. Portrays a clear future for investment
- vii. Informs the review processes for Fiordland National Park Plan and Southland Coastal Plan
- viii. Sets out the ideal governance and management structure to ensure successful delivery on the objectives.

11 To achieve these objectives, MOP will:

- a) Ensure Ngāi Tahu values and perspectives are central to the work of the project
- b) Ensure World Heritage status is not compromised
- c) Learn from past experiences
- d) Explore how infrastructure can be funded by those who use it
- e) Provide opportunities for visitors to engage with nature and landscape
- f) Find innovative ways to manage visitors so that the environment continues to be protected, visitors have a great experience and people are kept safe
- g) Seek to understand all aspects of visitation and use of Milford Sound *Piopiotahi*, the corridor and the arteries that stem from it
- h) Engage with all interested parties frequently
- i) Test what system of governance and management models will effectively and fairly ensure sustainability
- j) Establish the visitor experience as a model where environmental and economic sustainability operates hand-in-hand.
- k) Ensure that opportunities for increasing the economic benefit to Southland and NZ Inc from visitors are considered.

ISSUES

- 12 It is important to manage the increasing visitor numbers in a sustainable manner that has consideration for World Heritage values, conservation and landscape values, environmental effects, wilderness areas, marine environment, resilient and appropriate infrastructure, and visitor experience.
- 13 It is important to understand and acknowledge recreational users and their requirements.
- 14 It is important to understand the various modes of transport (self-drive vehicles, bus, cruise ship, flights) impact on issues such as noise, congestion at key sites, flows, parking, road safety, carbon emissions.

- 15 It is acknowledged that Queenstown is a major source of visitor numbers to Milford Sound *Piopiota*hi and there is an opportunity to further understand the nature of the relationship between Queenstown and Milford and how to leverage and manage future opportunities.
- 16 It is important to provide quality infrastructure in the right locations, to ensure that it is resilient to the changing climate and dynamic hazard landscape and enables a great visitor experience.
- 17 It is important to understand the various modes of transport impacting on visitor flows into and out of southern New Zealand and the associated linkages to other local attractions.
- 18 It is important to understand how Te Anau, Southland, and New Zealand can take advantage of the projected growth and further build on opportunities derived from it.
- 19 It is important to address perceived rights and ingrained expectations of existing tourism operators challenging the need to change the future management of the place.
- 20 It is important to understand opportunities for increasing economic returns from visitors to Milford Sound *Piopiota*hi and Fiordland to fund local visitor infrastructure.

MULTI AGENCY APPROACH

'Visitors don't see the boundaries between what central and local government organisations manage – only organisations do so.'

- 21 Benefits of a multi-agency approach are the:
 - Ability to address those challenges and opportunities that cross management boundaries in a cohesive and coordinated manner
 - Ability to align work programmes between agencies to improve coordination and efficiencies.
 - Ability to align community engagement with National Park Management Plan Reviews and Regional Coastal Plan review work, thereby reducing community confusion where possible
 - Opportunity to increase benefits for Ngāi Tahu by realising cultural and commercial aspirations
 - Opportunity to identify potential partnering that contribute to the delivery of strategic goals for conservation and tourism
 - Ability to provide an independent, cross-functional voice on specific visitor matters at place
 - Clear articulation within the final Master Plan of the role of each agency, identification of future investment opportunities, clarity around expectations and/or limits at place and the regulations required to manage visitors
 - Understanding of how changing the management of visitors could impact on each organisation involved in the management of visitors
 - Ability to produce a Master Plan that has a high degree of buy-in from key players and influencers (inter-agency and inter-entity) and therefore has a high chance of success.

DECISION MAKING

- 22 The Milford Opportunities Project may recommend substantial change to how the place is managed and governed, however the final decision rests with government.
- 23 Central Government is providing funding for the development of the Master Plan and the contract will be held by the Southland District Council. The Council will manage the funds provided on behalf of the Governance Group. The Governance Group has the decision-making accountability for financial decisions relating to the plan development. Financial reports will be provided at each governance group meeting.

GOVERNANCE AND MANAGEMENT STRUCTURE

- 24 Milford Opportunities Governance Group will operate within generally accepted governance practise and be managed within the following structure.

STRUCTURE



ROLE OF GOVERNANCE GROUP

- 25 The purpose of the Governance Group is to drive and support the delivery of the Project.
- 26 The Governance Group is led by an independent chair, Dr Keith Turner. The Group consists of representatives from:
 - Southland District Council (SDC) (lead agency) (Mayor Gary Tong)
 - Department of Conservation (DOC) (DDG Bruce Parkes)
 - Ngāi Tahu (Muriel Johnstone – Oraka Aparima runanga)
 - Queenstown Lakes District Council (QLDC) (Mayor Jim Boulton)
 - Ministry of Business Innovation and Employment (MBIE) (GM Iain Cossar)
 - New Zealand Transport Agency (NZTA) (Dir. Jim Harland)
 - The local tourism industry (Richard Lauder - Wayfare and Geoff Thomson - Distinction Hotels).

27 Specifically, the roles of the Governance Group are to:

- a) Set objectives, guiding principles, priorities, deliverables and reporting arrangements
- b) Discuss and approve the desired scope of the master plan
- c) Oversee and guide the work of the working group and Programme Manager, who will manage the project on a day-to-day basis
- d) Ensure adequate resources are in place to support effective engagements
- e) Ensure effective risk and issues management systems are in place, including responding effectively and efficiently when issues arise
- f) Monitor the project and report on progress to ministers and other stakeholders
- g) Represent the project at engagement opportunities
- h) Confirm a Programme Manager
- i) Approve key project documentation, including the stage two project management plan, the communications and stakeholder engagement plan, procurement plan for Master Plan Development Team, and these terms of reference
- j) Review and provide direction as requested by the Working Group and Programme Manager
- k) Ensure that project risks are being tracked and managed as effectively as possible
- l) Approve any scope changes
- m) Make decisions on any escalated issues
- n) Provide assurance that all project deliverables have been delivered satisfactorily
- o) Approve the Master Plan and ensure that any issues, lessons and risks are documented
- p) Authorise Project closure.

Members' responsibilities

28 Members collectively and individually agree to:

- a) Maintain regular attendance at scheduled meetings
- b) Be prepared and informed
- c) Respond to issues in a timely manner
- d) Be impartial, an advocate for the Milford Opportunities Project and a conduit for market intelligence from other related industries and agencies
- e) Contribute constructively and openly to the work of the group
- f) Support the principles of collective interest and collaboration
- g) Declare conflicts of interest at the commencement of each meeting
- h) Use roles to exercise leadership and influence over the industry and other agencies involved
- i) Communicate with stakeholders as defined in the Communications and Stakeholder Engagement Plan.

Agency responsibilities

- 29 During the project there is an expectation that the agencies represented on the Governance Group will also:
- a) Ensure their agency is briefed and kept up to date on progress
 - b) Ensure their agency has a common position on how to support each engagement
 - c) Offer resources to the project.

Project accountability

- 30 The following table sets out the accountabilities for the project.

Agency/Group	Project accountabilities
Governance Group	Drive and support the delivery of the project Financial and risk management (see paragraphs 23 and 27e) Financial and contractual reporting to Southland District Council Sign off on options Approval of the Master Plan Authorising project closure
Working Group	Maintain oversight of the project process and be the consistent day to day point of contact for the Programme Manager
Programme Manager	Delivery of the Master Plan and supporting information within budget and time Provides the financial and project reporting to the Governance Group and Project Working Group
Master Plan Development Team	Support the Programme Manager in delivery of the Master Plan and associated workstreams
Southland District Council	Funding contract with MBIE Contract with Programme Manager Appointment of Governance Group Financial delegation to Governance Group representation Contract reporting
Ministry of Business, Innovation and Employment	Funder

- 31 There are specific deliverables of the project that a specified member will have sole control over. The following table outlines these deliverables and the member:

Deliverable	Member Responsible	Comment
Manage the link between the Milford Opportunities Project and DOC's legislative responsibilities under the Fiordland National Park Management Plan, the Conservation Board, Conservation Act, and National Parks Act.	DOC	There is a risk that the alignment between these may not be able to be achieved due to current legislative constraints.

Meetings

- 32 Meetings of the Governance Group are expected to be held every two months and reasonable notice of meeting dates will be given to the members of the Governance Group. The meeting dates are to be confirmed by the Governance Group.
- 33 The Working Group will meet as required to support the Governance Group.
- 34 Members are expected to make an effective contribution. If a member is unable to attend a meeting, they are expected to make their views known to the Chair and other members as appropriate, prior to the meeting.
- 35 Delegates may only attend with the prior approval of the Chair.
- 36 The Programme Manager will prepare meeting agendas and supporting papers (with support from the Working Group). This will be with the agreement of the Independent Chair. The meeting agenda and all meeting papers will be circulated at least five working days ahead of the meeting, and papers outside of the timeframe will not be accepted for tabling to the Governance Group except under exceptional circumstances and at the discretion of the Chair.
- 37 Minutes of each meeting will be taken by the Programme Manager and will include key discussions points, actions agreed and motions passed, identifying who has proposed and seconded each motion.
- 38 Draft minutes of each meeting will be provided to the Chair within five working days of each meeting before general distribution to the Governance Group. The Governance Group will be provided with five working days in which to comment on the draft minutes, after which the minutes will be finalised for approval by the Governance Group at their next meeting.

Reporting procedures

- 39 The Programme Manager will provide monthly written reports including financial reports to the Governance Group and Working Group.

Confidentiality

- 40 No Party may disclose, directly or indirectly any confidential information received from any other party to any third party other than:
 - In proper furtherance of the objects of this Term of Reference and the members' obligations pursuant to this Term of Reference;
 - To its professional advisers; or
 - Information already in the public domain.

Official Information Act and Local Government Information Act

- 41 All information provided to the Governance Group will be treated as official information under the Official Information Act 1982 or Local Government Official Information and Meetings Act 1987 and, subject to the requirements of the respective Act, may be released to the public unless there is reason to withhold it under the Act.

- 42 If any agency or local authority is considering releasing information under these Acts, that party will attempt to consult with the person who provided the information and the Independent Chair before making a final decision on release.

Management of Terms of Reference and Contractual Arrangements

- 43 For the avoidance of doubt, the relationship of the Parties under this Term of Reference is not one of legal partnership, joint venture or agency.
- 44 The Parties do not intend this Term of Reference to be legally binding. However, the Parties expect that legally binding agreements will be separately negotiated.

Intellectual Property

- 45 Ownership and management of any intellectual property developed in relation to a Project under these Terms of Reference, or any standards for data management and protocols for data sharing, are to be dealt with in the management agreement or other contractual arrangement to be agreed.

Conflicts of Interest

- 46 Definition of a conflict of interest
- a) A conflict of interest occurs when a member's private interest or professional obligation interferes, or appears to interfere with an issue that is before the Governance Group.
 - b) A conflict of interest may also occur when there is a possibility that a benefit may apply to the individual member, the sector, industry or organisation that is represented by a member.
 - c) A conflict of interest may be real or perceived.
- 47 Declaration of conflict
- a) Members are responsible for declaring any real or potential conflict of interest to the Chair, as soon as the conflict arises.
- 48 Management of conflict of interest
- a) At the discretion of the Chair, members may participate in discussions about issues in which they have declared a conflict of interest.
 - b) Members may not participate in any vote or decision on an issue in which they have a conflict of interest, whether it has been declared or not.

ROLE OF PROJECT WORKING GROUP

- 49 A cross-entity project Working Group was established during Stage One and will continue for Stage Two. It is comprised of representatives from Southland District Council, Ngāi Tahu, Department of Conservation, Ministry of Business, Innovation and Employment and New Zealand Transport Agency.
- 50 The project Working Group maintains oversight of project progress including:

- Providing a consistent 'day to day' point of contact for the Programme Manager on behalf of the Governance Group.
- Providing 'back office' services for the Governance Group
- Reporting back to the Governance Group
- Ensuring that reporting to their own agencies and staff is maintained and appropriately actioned
- Being available to assist the Governance Group with advice
- Managing engagement and media liaison within their own organisations
- Providing Ministerial support and briefings.

ROLE OF THE MASTER PLAN DEVELOPMENT TEAM

- 51 The Master Plan will be delivered by a Master Plan Development Team contracted to the Southland District Council.
- 52 The Master Plan Development Team can be from either a single entity or a collaboration of consultants, however, there must be one lead contractor who will be the contracting party and have overall responsibility for contract performance and delivery through their Programme Manager.
- 53 The Master Plan Development Team must:
- Be visionary, ambitious, a team builder, consultative and comfortable with ambiguity.
 - Have a strong Programme Manager.
 - Resource the project appropriately with a multi-disciplinary team based on the requirements for each workstream. Multiple workstreams will need to be undertaken concurrently in a co-ordinated way to ensure they contribute to each stage of option selection.
 - Have strong relationship management skills and processes with an ability to co-ordinate and communicate clearly and well both internally across multiple disciplines and externally with multiple stakeholders.
 - Work co-operatively with organisations involved in the Milford Opportunities Project but outside of the Master Plan Development Team's direct control.
 - Ability to have multiple projects functioning simultaneously and co-ordinate multiple partners and agencies.
 - Deliver high quality work on time and as agreed.
 - A clear understanding of the tourism industry, opportunities for market regionalisation, and experience in multi-disciplinary projects is important.

ROLE OF PROGRAMME MANAGER

- 54 The Master Plan will be delivered by a Master Plan Development Team contracted to the Southland District Council. The Master Plan will be led by a Programme Manager who is intimately involved with the running of the programme and accountable to the Governance Group for the delivery of the Master Plan.

- 55 The Programme Manager is responsible for the day to day management of the Master Plan development, providing project delivery direction and coordinated advice to the Governance Group throughout the life of the project. The Programme Manager will work directly with the Project Working Group to deliver the programme as directed by the Governance Group.
- 56 The Programme Manager is expected to put together a team to deliver on the majority of the individual workstreams and to bring this together with an overarching analysis of the 'strategic options' which will form the basis for the Master Plan.
- 57 The Programme Manager will:

57.1 General

- Have the key liaison role with the Governance Group and the Project Working Group and attend all meetings - i.e. be the 'face' of the Master Plan Development Team for the Milford Opportunities Project.
- Refine and recommend the Stage Two project plan and scope to the Governance Group and Project Working Group.
- Procure, within the existing budget, specific project resources that cannot be sourced from within partner organisations to successfully complete the Master Plan.
- Develop options and scenarios for the Master Plan and evaluate/test these options against practicalities of partner statutory frameworks and implementation realities.
- Be accountable for the preparation and delivery of Master Plan that gives effect to the vision and outcomes and provides the strategic options adopted by the Governance Group.

57.2 Liaison, facilitation and engagement

- The Programme Manager and Master Plan Development Team will not lead the Milford Opportunities – Communications and Engagement Strategy but full participation in stakeholder management, engagement and communication is expected.
- Facilitate workshops of key stakeholders and the Governance Group to assist development of options.
- Liaise with Governance Group, Working Group, Project Leads/Organisations (lead agencies), Project Reference Groups and other key stakeholders.
- Attend, lead, and participate in public and stakeholder engagement activities as required by the Milford Opportunities Communications and Engagement Strategy which is led by the Governance Group/Project Working Group (this is a dynamic document that will change over time as the project progresses).

57.3 Project Management/Coordination

- Assist and manage as necessary the development of projects, project timeframes and milestones to meet the required timeframes.
- Work with the Working Group who are the day to day point of contact on behalf of the Governance Group.
- Ensure all required timeframes and milestones are met.
- Deliver and guide the workstreams and ensure alignment between them to address the project objectives.
- Maintain an understanding of all project methodologies, progress/data/results, and how projects are proceeding including changes in scope, issues identified, gaps identified.

- Ensure risks are identified and managed including maintaining an active risk register.
- Co-ordinate/liase across all workstreams so that issues raised in one workstream are brought to the attention of others (workstreams leads) for:
 - Potential incorporation in their work
 - Avoidance of duplication
 - Understanding of impacts and inter-dependencies.
- Contract additional work approved by the Governance Group.

57.4 Project Oversight

- Maintain oversight of all project work-streams.
- Understand the inter-relationships and dependencies between/across projects.
- Identify and address risks, gaps and opportunities and other issues that have or may arise in a timely manner.
- Monitor and report on the project budget and project performance with respect to the agreed work plan.

57.5 Project Communications & Reporting

- Provide technical input into external communications and assist at key stakeholder engagement events.
- Report to the Governance Group
 - At a frequency that ensures full brief on project progress including identification and addressing risks, gaps and other issues that have or may arise in a timely manner
 - Provide overall analysis of what has been learned to date and actions taken
 - Provide interim and final reports at a frequency set by the Governance Group
- Maintain regular contact and work with key stakeholders, including SDC and DOC staff identified as project links.
- Provide other reports if required.

REFERENCE GROUPS

- 58 The primary objective for the Reference Groups is for engagement with stakeholders, to ensure their comments are considered by the consultants and conveyed to the project working group and governance group.
- 59 The Reference Groups will be targeted activity, industry and user groups. They will be able to provide comment and feedback on various stages of the project.

EXTERNAL COMMUNICATIONS

- 60 All external stakeholder communications will be the responsibility of the Chair of the Governance Group.
- 61 The Southland District Council communications team with support from the Working Group will prepare all written material to be communicated externally on behalf of the Governance Group.
- 62 The governance group will ensure that all requests to prepare material are made in a timely manner and will maintain a 'no surprises' approach with the Southland District Council communications team.
- 63 Reporting material will be circulated with the Working Group for review before release.