

Mā tō tātou takiwā  
**For our District**

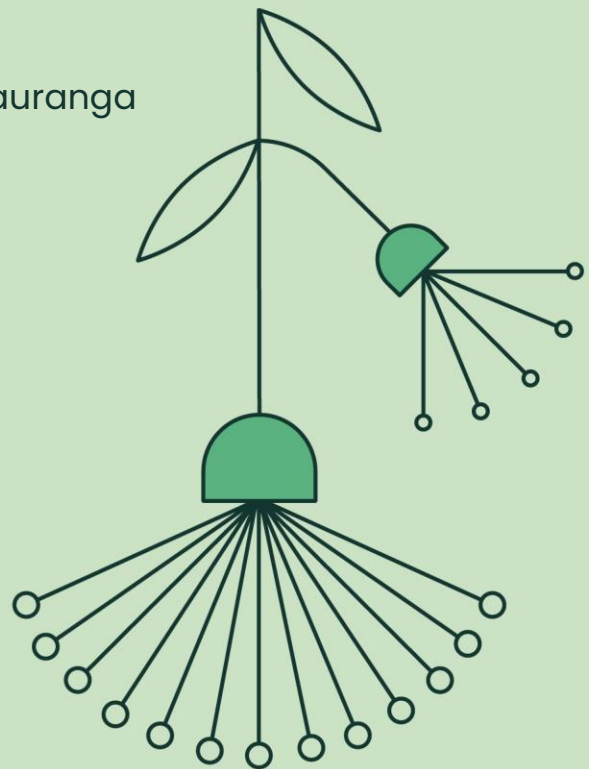
## Projects and Monitoring Committee

Kōmiti Whakakaupapa me Aroturuki

PMC23-4

Tuesday, 31 October 2023, 9.30am

Council Chambers, 1484 Cameron Road, Tauranga



# Projects and Monitoring Committee

## Membership:

<b>Chairperson</b>	Cr Don Thwaites
<b>Deputy Chairperson</b>	Cr Allan Sole
<b>Members</b>	Cr Tracey Coxhead Cr Richard Crawford Cr Grant Dally Mayor James Denyer Cr Murray Grainger Cr Anne Henry Cr Rodney Joyce Cr Margaret Murray-Benge Deputy Mayor John Scrimgeour Cr Andy Wichers
<b>Quorum</b>	Six (6)
<b>Frequency</b>	Quarterly

## Role:

- To monitor and review the progress of the Council's activities, projects and services.

## Scope:

- To monitor the effectiveness of Council and agency service agreements / contracts.
- To monitor the implementation of Council's strategies, plans and policies, and projects as contained in the Long Term Plan or Annual Plan.
- To monitor agreements between Tauranga City Council and Western Bay of Plenty District Council and recommend to the respective Councils any changes to agreements, as appropriate.
- To monitor the on-going effectiveness of implemented joint projects, plans, strategies and policies with Tauranga City Council.
- To monitor performance against any Council approved joint contracts with Tauranga City Council and/or other entities.
- To monitor Community Service Contract performance, set service delivery requirements and receive annual reports from service delivery contractors.
- Monitor performance against the Priority One approved contract.
- Subject to agreed budgets and approved levels of service, make decisions to enable delivery of the operational and capital programme of Council.

**Power to Act:**

To make decisions to enable and enhance service delivery performance, in accordance with approved levels of service and subject to budgets set in the Long Term Plan or any subsequent Annual Plan.

**Power to Recommend:**

To make recommendations to Council and/or any Committee as it deems appropriate.

**Power to sub-delegate:**

The Committee may delegate any of its functions, duties or powers to a subcommittee, working group or other subordinate decision-making body, subject to the restrictions on its delegations and provided that any sub-delegation includes a statement of purpose and specification of task.

Notice is hereby given that an Projects and Monitoring Meeting will be held in the Council Chambers, 1484 Cameron Road, Tauranga on:  
 Tuesday, 31 October 2023 at 9.30am

## Order Of Business

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## 1 KARAKIA

Whakatau mai te wairua	Settle the spirit
Whakawātea mai te hinengaro	Clear the mind
Whakarite mai te tinana	Prepare the body
Kia ea ai ngā mahi	To achieve what needs to be achieved.
Āe	Yes

## 2 PRESENT

## 3 IN ATTENDANCE

## 4 APOLOGIES

## 5 CONSIDERATION OF LATE ITEMS

## 6 DECLARATIONS OF INTEREST

Members are reminded of the need to be vigilant and to stand aside from decision making when a conflict arises between their role as an elected representative and any private or other external interest that they may have.

## 7 PUBLIC EXCLUDED ITEMS

## 8 PUBLIC FORUM

A period of up to 30 minutes is set aside for a public forum. Members of the public may attend to address the Board for up to five minutes on items that fall within the delegations of the Board provided the matters are not subject to legal proceedings, or to a process providing for the hearing of submissions. Speakers may be questioned through the Chairperson by members, but questions must be confined to obtaining information or clarification on matters raised by the speaker. The Chairperson has discretion in regard to time extensions.

Such presentations do not form part of the formal business of the meeting, a brief record will be kept of matters raised during any public forum section of the meeting with matters for action to be referred through the customer relationship management system as a service request, while those requiring further investigation will be referred to the Chief Executive.

## 9 PRESENTATIONS

## 10 REPORTS

### 10.1 WAIHĪ BEACH ROCK REVETMENT – COUNCIL LANDOWNER CONSENTED COASTAL PROTECTION WORKS

**File Number:** A5730344

**Author:** Peter Watson, Reserves and Facilities Manager

**Authoriser:** Cedric Crow, General Manager Infrastructure Services

#### EXECUTIVE SUMMARY

A request has been made by private landowners to seek Council's approval in principle to construct a partially buried rock revetment structure within Council's reserve at Glen Isla Place, Waihī Beach. This approach is consistent with the direction provided by the Operations & Monitoring Committee on 14 February 2017, Resolution OPI.2. for the section of houses between 41 Shaw Road and the Flat White Café.

As a result of the storm damage from cyclones earlier this year, the landowners are seeking Council landowner approval to construct the works at their own expense on Council land.

It is recommended that Council provide landowner approval for the construction of a consented coastal erosion protection structure within the Council beachfront reserve land between 9 and 12 Glen Isla Place, Waihī Beach, refer to Attachment 1.

The exact nature of the works is subject to the design and consenting process. The landowners' preference is for a rock revetment that will be buried apart from a short section. Attachment 1 includes a series of photos that show the current state of the dune system which included rocks from the original sea wall constructed by Ohinemuri County Council.

#### RECOMMENDATION

1. That the Reserves & Facilities Manager's Report dated 31 October 2023 titled 'Waihī Beach Rock Revetment – Council Landowner Consented Coastal Protection Works' be received.
2. That the report relates to an issue that is considered to be of medium significance in terms of Council's Significance and Engagement Policy.
3. That Council notes that assessment against its Coastal Erosion Response Policy indicates no need to protect Council's reserve with a hard structure.
4. That Council, as administering body and landowner of the reserve, approves in principle to the private construction of consented coastal works on Council reserve, Lot 18 and 19 DPS 22035 Waihī Beach, subject to the conditions, including:
  - A resource consent being granted by Bay of Plenty Regional Council (BOPRC);
  - Consent and construction fully funded by the property owners;

- Agreement with Council on operational cost and responsibilities; and

Or

5. That Council does not approve the private construction of a buried rock revetment structure or other consented works on the Waihi Beach reserve, Lot 18 and 19 DPS 22035.

## BACKGROUND

Waihi Beach Sea Wall or 'rock revetment' forms part of a coastal erosion protection system and was constructed in 2011. It consists of two lengths of rock revetments separated by Two Mile Creek.

East of Three Mile Creek it was originally intended to construct a buried rock revetment structure as a means of coastal erosion protection for the beachfront properties along Glen Isla Place. During the consenting process for the Waihi Beach Coastal Protection structure, (circa 2008) a decision was made to replace the buried rock revetment structure with a dune rehabilitation and enhancement scheme.

Several of the Glen Isla Place property owners objected to this change of direction on what protection measures were to be installed, however, the matter was ultimately considered before the Environment Court and a decision made by the court for the consent to include a dune rehabilitation and enhancement scheme.

The sand dune enhancement was included in the area East of Three Mile Creek sand pillow groyne, however, the majority of the introduced sand was quickly lost from the dunes through storm wave action.

The key design goals of the coastal protection system were developed based on discussions with recognised consultant experts, Council, and from consultation with tangata whenua, local community stakeholder groups and beachfront residents.

The goals included important aspects such as (note, this is not an exhaustive list):

- The rock revetment wall is to provide erosion protection to the landward assets, but not to provide protection from inundation and flooding;
- Public access to the beach to be maintained; and
- Access to be provided along Council reserve landward of the wall where possible.

Other specific goals were included to limit the location and extent of a sea wall on the frontage along approximately one kilometre of the beach.

Funding for the capital cost and maintenance of the protection system is recovered by a targeted rate.

Over the past few years, the rock revetment has been monitored and has generally performed in accordance with the design and consent requirements.

However, dune enhancement at Glen Isla Place East of Three Mile Creek, which was part of the dune enhancement system, has failed, with severe erosion occurring due to the enhancement being located within the active beach.

This has become apparent to nearby property owners who have noticed the substandard performance and engaged with Council on revised options for protection. Currently, these property owners consider they are paying through a targeted rate for a “failed soft option” dune enhancement and recognise that funding of any alternative options would be an issue for Council.

The property owners have stated that, if Council grants permission for a hard structure to be built in the Council reserve area, then the property owners’ group are prepared to undertake the following activities:

1. Prepare and fund applications to BOPRC for a Resource Consent to cover the extent of these works.
2. Prepare and execute necessary documentation for the construction of these works.
3. Provide the financial capacity to meet the costs associated with the resource consent application and the physical construction of the works.

Council staff would continue to provide technical overview and guidance in this process to ensure Council’s interests are protected.

The finished works would need to be vested in Council and form part of the existing maintenance regime currently undertaken on the existing rock revetment and dune enhancement works each year.

As part of the vesting of these works to Council, the resource consent would need to be transferred to Council to ensure ongoing compliance is maintained and that a consistent approach is maintained with the current coastal protection works undertaken by Council.

### **LANDOWNER APPROVAL**

The residents request that Council provide landowner approval for the construction of consented works. This approval is from Council in its capacity as landowner and does not imply that any regulatory approval will be granted. Consent for the work will be required from BOPRC and possibly Western BOP District Council.

### **COUNCIL LAND**

Council owns and administers the reserve Lot 18 and 19 DPS 22035 adjacent to Glen Isla Place.

### **SIGNIFICANCE AND ENGAGEMENT**

In terms of the Significance and Engagement Policy this decision is of medium significance as the decision on the coastal works will be made through the BOPRC Resource Consent process.

## ENGAGEMENT, CONSULTATION AND COMMUNICATION

Interested/ Affected Parties	Completed/Planned Engagement/Consultation/Communication	
Name of interested parties/groups	Beachfront residents between 9 and 12 Glen Isla Place support the proposal.	Planned
Tangata Whenua	Not yet consulted but would form part of the application process for a resource consent(s) by the property owners.	
General Public	The BOP Regional Council consent notification status would determine the consultation process.	

## ASSESSMENT AGAINST THE COASTAL EROSION RESPONSES POLICY

BOPRC has jurisdiction to determine whether coastal structures are appropriate. As a result, WBOPDC's Coastal Erosion Responses Policy 2017 is designed to guide decisions about Council's own assets i.e., Council's activities as a landowner or infrastructure provider, not as a regulator. Refer Attachment 2.

Whilst appreciating that there is some level of inconsistency with Council's Erosion Responses Policy 2017 as this Policy relates to Council owned assets, the intention of the landowners is to give effect to what was originally sought by Council, being a rock revetment wall in front of the Isla Place properties. The rock wall was subsequently overturned in the Environment Court process and replaced with beach renourishment (sand dune) which has not performed its intended function.

Given the subject area is a very small section of the coastline covered by Council's Coastal Permit, there is no intention to amend the policy to accommodate the recommendations above.

Council has also previously given approval in principle for the proposed rock revetment between 41 Shaw Road and the Flat White Café. The intent of this report is consistent with the early approval for the Shaw road proposal.

## COUNCIL ASSETS

The policy essentially focusses on WBOPDC's own assets and lists three approaches:

- Hold the line;
- Adaptive approach; or
- Let nature take its course.

In this location, apart from the beach and dune system and the reserve, there are no Council recreational/amenity/infrastructure assets to protect.

The outcome of the Coastal Erosion Response Policy Assessment concluded that as Council assets were limited to sand dunes and a reserve, protection of this asset could not be justified.

However, given that the original intent of Council to have a rock revetment at this location, a rock revetment being funded by the property owners would achieve this outcome.

### CONCLUSION AND RECOMMENDATION – COASTAL PROTECTION OPTIONS

When considering the options, which address the erosion issues between no. 9 to no. 12 Glen Isla Place, the most viable option for private landowners is to construct a buried backstop wall as originally intended (note part of the wall would be exposed in front of No's , 12, 14, and 16) and its construction would result in the lowest risk profile and is understood to have the most support from benefitting adjoining property owners.

It would be located on Council land and would be maintained in a similar manner to the existing rock revetment structure. Council now has the option to agree to its construction, or not, on Council reserve.

The recommendations relate to whether Council provides approval to construct coastal protection works on Council land, subject to conditions and a Resource Consent application to the BOPRC being approved.

In granting approval, Council needs to be satisfied that the consultation on the proposal will occur through the resource consent process and BOPRC decision making. The proposal will require several consents from BOP Regional Council, which will more than likely require to be publicly notified. The consent process will also require consultation with tangata whenua who will have input to the process. At this point in time, the owners have not engaged with tangata whenua because they perceive minimal value in doing so if Council as landowner does not give its approval in principle.

#### Option A

##### Recommendation 4

That Council, as administering body and landowner of the reserve, approves in principle to the private construction of consented coastal works on Council reserve, Lot 18 and 19 DPS 22035 Waihi Beach, subject to the conditions, including:

- A resource consent being granted by Bay of Plenty Regional Council (BOPRC);
- Consent and construction fully funded by the property owners;
- Agreement with Council on operational cost and responsibilities.

<p><b>Assessment of advantages and disadvantages including impact on each of the four well-beings:</b></p> <ul style="list-style-type: none"> <li>• <b>Economic</b></li> <li>• <b>Social</b></li> <li>• <b>Cultural</b></li> <li>• <b>Environmental</b></li> </ul>	<p>Property owners along Glen Isla Place beachfront can provide protection to their individual properties.</p> <p>The original sea wall project consenting was a lengthy undertaking and appealed to the Environment Court. Approving a buried sea wall risks raising all the same issues. While Council is not the consent applicant, it will have given landowner permission and therefore will be considered to support the proposal.</p> <p>The property owners need certainty around the ability to construct a coastal protection structure if the consent is approved and that is why this decision from Council in its capacity as landowner is required ahead of the design and consenting process.</p> <p>Tangata whenua and the community will have an interest in the proposal and may consider that Council should have consulted direct rather than via the consent process. Either way, consultation is required.</p>
<p><b>Costs (including present and future costs, direct, indirect, and contingent costs).</b></p>	<p>Capital costs are privately funded. Ongoing maintenance costs are estimated at \$2,000p.a. with a ten yearly storm restoration cost estimated at \$20,000 for each major storm.</p>
<p><b>Other implications and any assumptions that relate to this option.</b></p>	<p>Assuming Council grants permission to construct coastal protection works on the reserve, properties would remain essentially untouched. At the end of the works, Council would own both the consent and the consented works.</p> <p>Key activities that will be managed by private property owners include:</p> <ol style="list-style-type: none"> <li>1. Obtaining resource consent from BOPRC including consultation.</li> <li>2. A signed document confirming that property owners will be fully funding both the consent process and contracting for physical works.</li> <li>3. An agreement between property owners and Council regarding the operational costs and responsibilities.</li> <li>4. The risk profile of this option will reduce from its current HH to MM with a significant risk of loss of beach amenity i.e., no sand visible at high tide. This is a similar social, cultural, and environmental outcome as the existing sea wall.</li> </ol>
<p><b>Option B</b></p>	
<p><b>Recommendation 5</b></p> <p>That Council does not approve private construction of a rock revetment extension or other consented works on the Waihi Beach reserve, Lot 125 DP35465.</p>	
<p><b>Assessment of advantages and disadvantages including</b></p>	<p>Tangata whenua and the community will have an interest in the proposal and may consider that Council should have consulted direct rather than via the consent process.</p>

<p><b>impact on each of the four well-beings:</b></p> <ul style="list-style-type: none"> <li>• <b>Economic</b></li> <li>• <b>Social</b></li> <li>• <b>Cultural</b></li> <li>• <b>Environmental</b></li> </ul>	<p><b>Disadvantages:</b></p> <p>Beach front owners who wish to protect their properties. The properties remain more at risk to coastal processes.</p>
<p><b>Costs (including present and future costs, direct, indirect, and contingent costs).</b></p>	<p>The dune enhancement costs will continue. The property owners will consider that these costs are contributing to a failed situation and may act against Council.</p>

### STATUTORY COMPLIANCE

The recommendations meet:

- Legislative requirements/legal requirements through the proposed agreement between Council and landowners and the Resource Management Act 1991 requirements.
- Current Council plans/policies/bylaws; aligns with Katikati/Waihi Beach Ward Reserve Management Plan policy 6.65.2 – Maintain rock revetment/dune and groyne structure in accordance with resource consent and
- Regional/national policies/plans. Subject to approved Coastal Permit from the BOP Regional Council

As with the Shaw Road proposal, a change to the Waihi Beach Coastal Protection Revenue and Financing Policy maybe required if the project proceeds, however it is likely that the existing targeted rate will cover any future operational costs of Council.

### FUNDING/BUDGET IMPLICATIONS

For the buried rock revetment, it is recommended that all consent and construction costs are privately funded, and maintenance and operational costs are recovered through the existing targeted rate.

The Consent process, and if successful the construction, will be fully funded by the property owners.



Budget Funding Information	Relevant Detail
Capex: \$TBC – private landowners  <div style="text-align: right;">\$2,000</div>	Design, consents, and construct buried rock revetment wall.  Annual maintenance costs. May require a review of the Revenue and Financing Policy for the coastal works if the consent is approved.

**ATTACHMENTS**

1. **Waihi Beach – Rock Revetment Report**  
2. **Coastal Erosion Responses Policy**  

# **GLEN ISLA PLACE – WAIHI BEACH**

## **WATERFRONT EROSION PROTECTION**





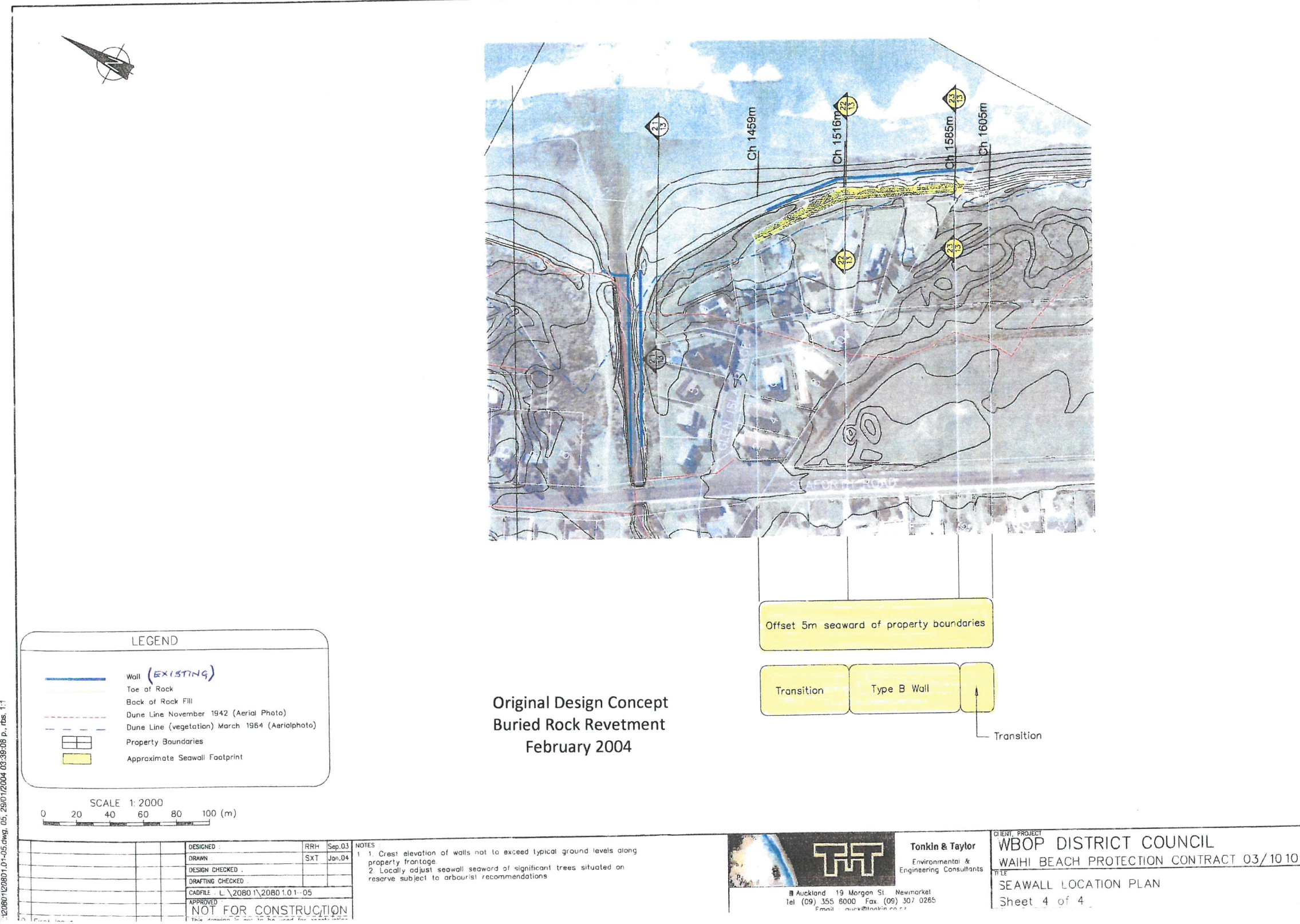


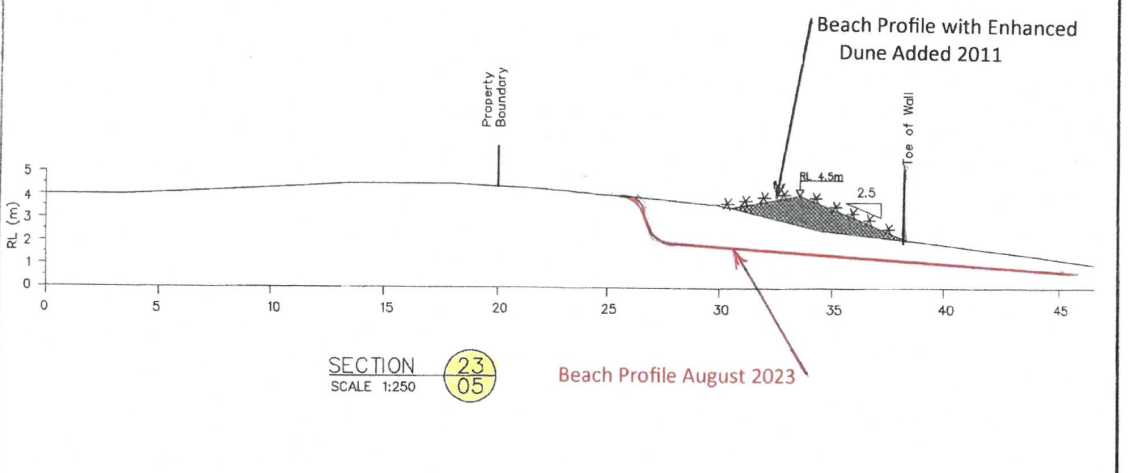
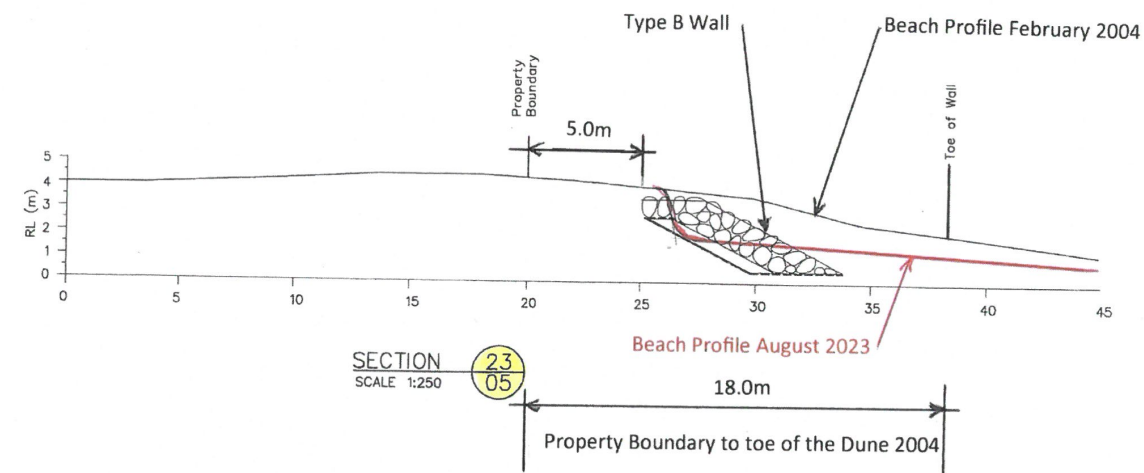
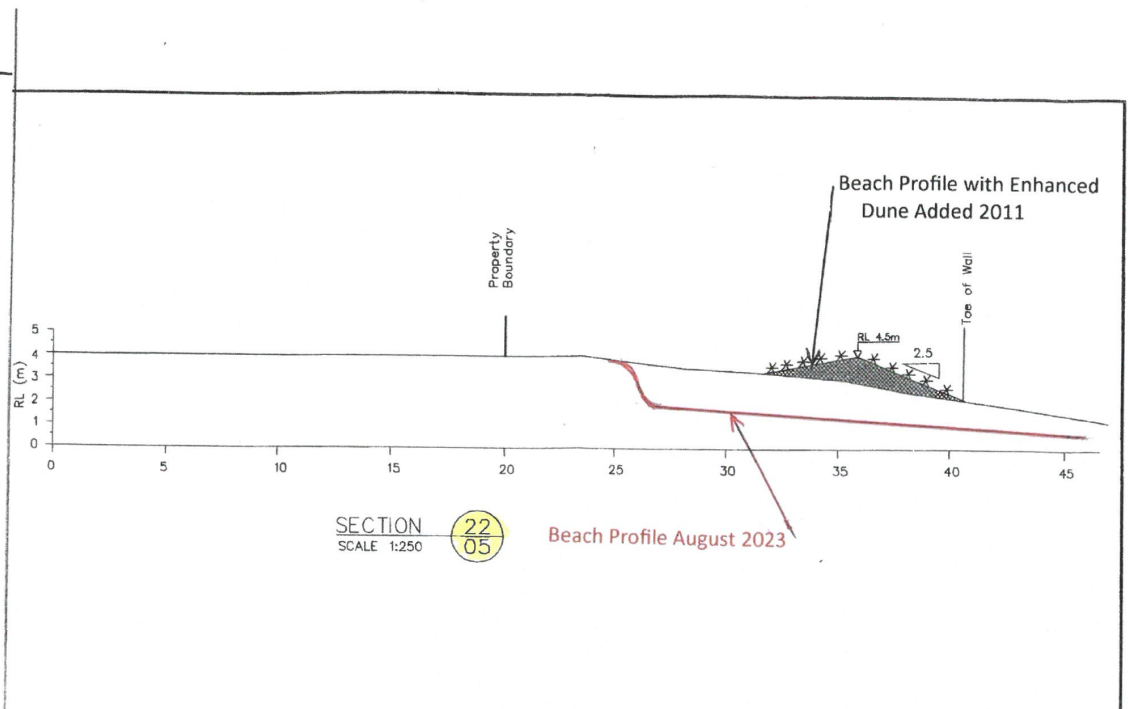
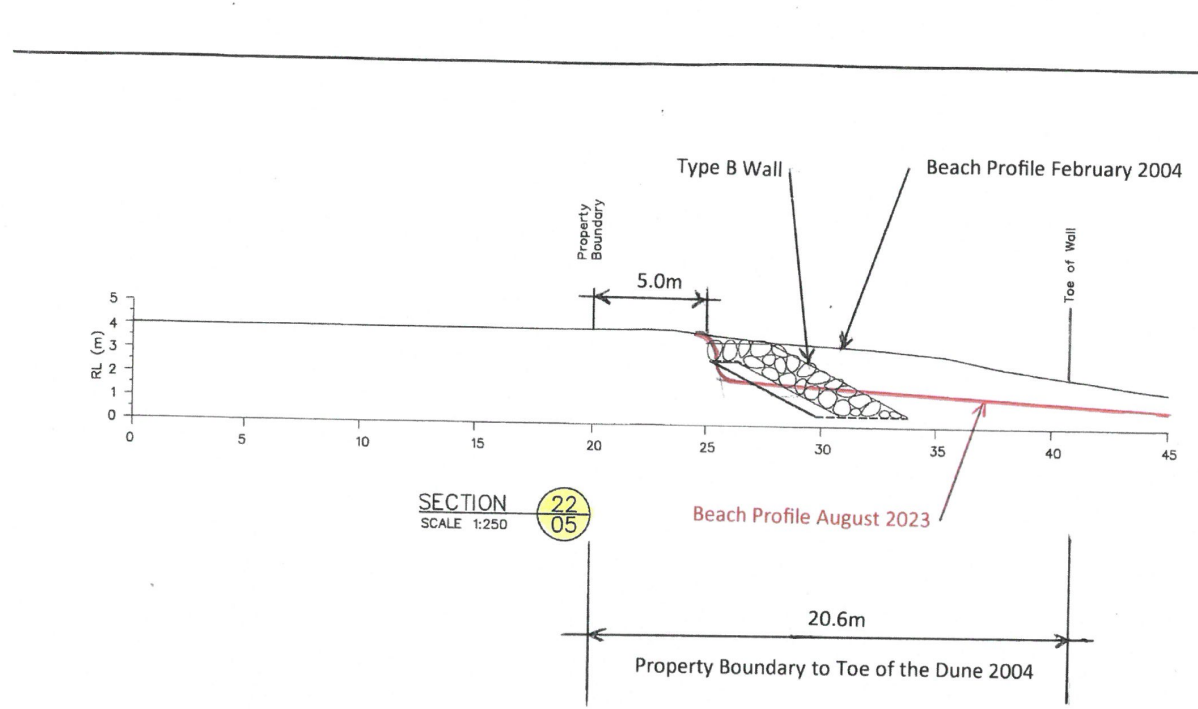


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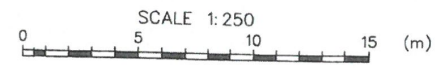



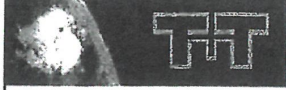




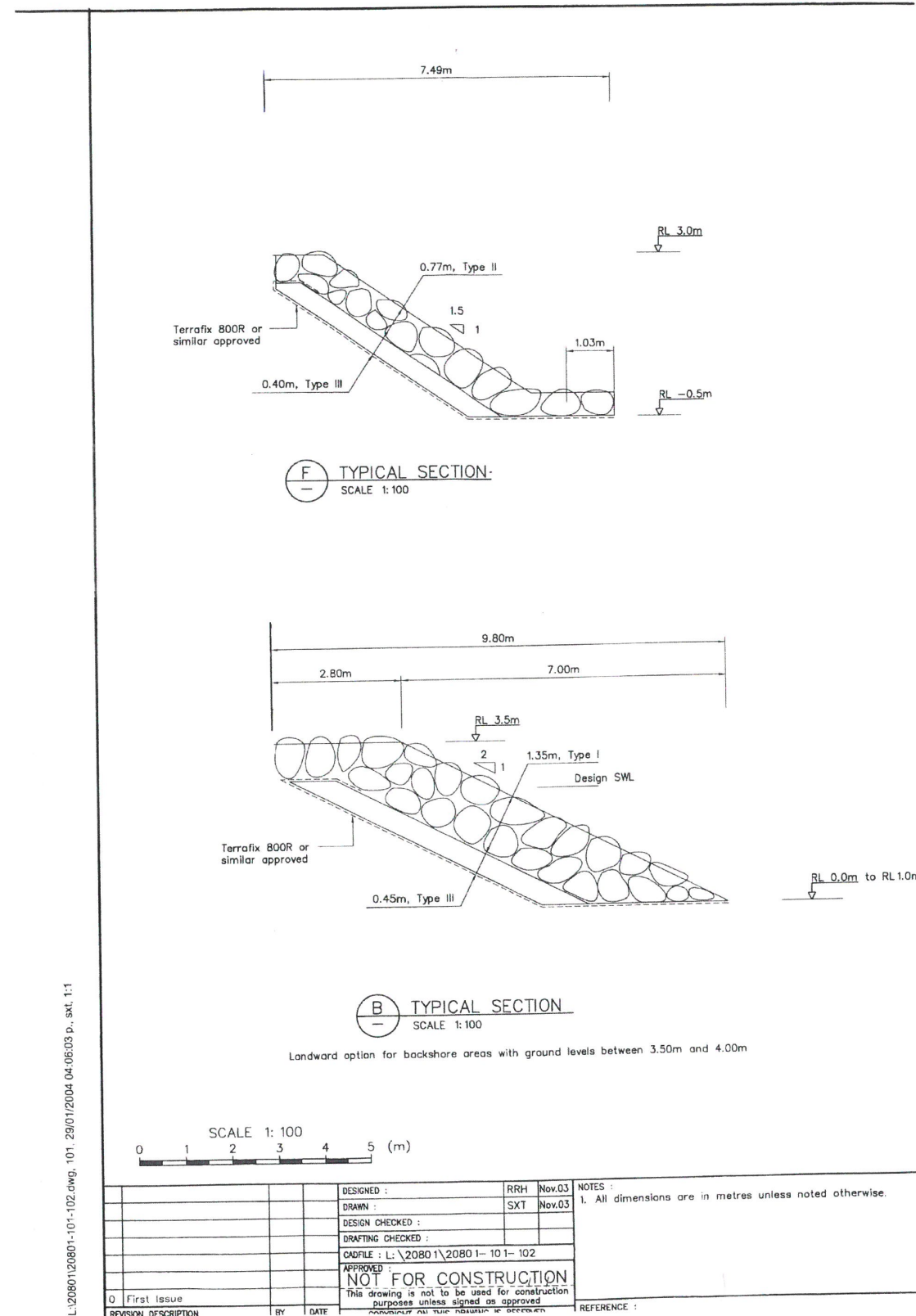
**Original T&T Design Concept  
Buried Rock Revetment Wall  
February 2004**

**New T&T Design Concept  
Enhanced Dune  
November 2004**



 <p><b>Tonkin &amp; Taylor</b> Environmental &amp; Engineering Consultants</p> <p>Auckland 19 Morgan St. Newmarket Tel. (09) 355 6000 Fax. (09) 307 0265 Email: auck@tonkin.co.nz</p>	<p>CLIENT PROJECT <b>WBOP DISTRICT COUNCIL WAIHI BEACH PROTECTION WORKS</b></p>	 <p><b>Tonkin &amp; Taylor</b> Environmental &amp; Engineering Consultants</p> <p>Auckland 19 Morgan St. Newmarket Tel. (09) 355 6000 Fax. (09) 307 0265 Email: auck@tonkin.co.nz</p>	<p>CLIENT PROJECT <b>WBOP DISTRICT COUNCIL WAIHI BEACH PROTECTION WORKS</b></p>
	<p>TITLE <b>BEACH CROSS SECTIONS Sections 19 to 23</b></p> <p>SCALE (AT A3 SIZE) 1:250</p> <p>DWG. No. 2080 1-13</p> <p>REV. 1</p>		<p>TITLE <b>BEACH CROSS SECTIONS Sections 19 to 23</b></p> <p>SCALE (AT A3 SIZE) 1:250</p> <p>DWG. No. 2080 1-13</p> <p>REV. 1</p>





**WAIHI BEACH PROTECTION WORKS  
EXTRACT FROM TONKIN AND TAYLOR FEBRUARY 2004 REPORT  
NARRATIVE RELATED TO THE GLEN ISLA PLACE WATERFRONT**

We note that the existing stormwater discharge from Ayr Street results in significant local erosion. We recommend diverting the stormwater back towards Seaforth Road.

The toe of the wall is between 8 m and 2 m landward of the existing steel post and timber fence.

**5.9 10 The Loop to 32 The Loop**

This section comprises Type B set back along the face of the existing dunes. The Landward extent of the wall is situated between 2 m and 12 m seaward of the property boundaries. The wall is founded at around 0 m RL.

Informal access will be provided at six locations including the public access ways by 10 The Loop and 20 The Loop. Access will be facilitated by placing rock armour in this location with horizontal flat planes.

The toe of the wall is situated at the existing steel post and timber fence.

**5.10 34 The Loop to 38 The Loop**

This is a transition area starting with Type B and finishing with the Type F profile. The wall is situated 5 m seaward of the private property boundary and the base of the wall is founded between 0 m RL and 1.0 m RL.

**5.11 13 Glen Isla Place to 15 Glen Isla Place**

This is a transition area starting with Type F and finishing with the Type B profile. The wall is situated 5 m seaward of the private property boundary and the base of the wall is founded at 1.0 m RL.

**5.12 16 Glen Isla Place to Seaforth Reserve**

This area is protected by a Type B profile transitioning to a Type F profile in Seaforth Reserve. The wall is situated 5 m seaward of the private property boundary and the base of the wall varies from 0.5 m to 1.0 m.

WESTERN BAY OF PLENTY DISTRICT COUNCIL  
WAIHI BEACH PROTECTION WORKS. CONTRACT 03/1010  
REFERENCE NUMBER 20801 February 2004

10





**NOTES:**

- Possible location of Sea Wall and Scale
- Dimensions taken from Tonkin + Taylor February 2004 Scheme for Glen Isla Place Waterfront.
- Sand cover over buried or partially buried Sea Wall to be planted on completion with Dune plants including sand trapping plants like Spinifex and Pingao grass.
- For sections through the Wall types B&F refer to cross-section details above.
- Detailed Coastal Engineering Wall design to follow.



## Council Policy



Western Bay of Plenty  
District Council

## Coastal Erosion Responses Policy 2017

### 1. Relevant Legislation

- Local Government Act 2002
- Local Government Act 1974
- Resource Management Act 1991
- Civil Defence Emergency Management Act 2002
- Reserves Act 1977

### 2. Policy Objectives

- 2.1. To provide a framework for consistent decision-making by Council where Council-owned coastal land is affected by coastal erosion or subsidence.
- 2.2. To respond to coastal erosion and subsidence of Council-owned coastal land in a way that:
  - (a) gives effect to the New Zealand Coastal Policy Statement;
  - (b) gives effect to the Bay of Plenty Regional Policy Statement;
  - (c) takes account of the Bay of Plenty Regional Coastal Environment Plan; and
  - (d) Is affordable for the affected community both now and into the future.

### 3. Background

#### 3.1. Physical Environment

Coastal and inner harbour erosion hazards result from the interaction of coastal and harbour processes with human activities and structures, and can adversely affect the economy, health, wellbeing and safety of people and communities. Where coastal / inner harbour erosion or flooding threatens valuable coastal and inner harbour land and infrastructure, coastal protection structures have commonly been constructed. While these coastal protection structures may protect the land and assets behind them such works interfere with the natural functioning of coastal and inner harbour processes.

Hard coastal defences are not only costly to construct but they have a finite lifespan and require maintenance and eventual upgrading or replacement. With currently rising sea levels the cost associated with the maintenance of defences will certainly increase.

## Council Policy



### Coastal Erosion Responses Policy 2017

Natural dune systems are a defence against coastal erosion. Enhancement of dune systems is to be encouraged.

New Zealand has experienced an average relative sea-level rise of 18 cm over the past 100 years and as a result coastal storm inundation has been experienced in the past, is a problem now and will become more frequent in the future. Over time, with a predicted sea level rise of +1 m in the next 100 years coupled with more frequent and intense weather events, what we currently consider to be extreme 1 in 100 year coastal hazard events will trend to becoming the average event. In the future 1 in 100 year coastal events will lead to deeper flooding and greater economic and social consequences.

In the next 20 to 30 years coastal hazard events may be manageable but beyond this inundation risks will grow much more rapidly even with modest sea level rise. Communities must therefore consider all the available options now to avoid locking in expensive and irreversible planning, investment and development decisions. Today's coastal properties may survive for the next 30 years (the life of an average mortgage) but whether they will remain a viable investment for the 30 years after that is uncertain.

#### 3.2. Council Obligations

In most cases Council is not under any legal obligation to protect its own land or private property from erosion.

There is a view that by Council providing limited protection to some private properties in the past it is obliged to continue this approach or provide compensation if Council changes its approach to erosion. There are some counter arguments to this view. If a policy change is introduced for a good reason there is no case for compensation. Changes in policy also frequently reflect changes in Central Government's and Regional Council's approaches to erosion or the emergence of new research. It could also be argued that those property owners who have been defended in the past have already enjoyed considerable benefit at public expense, therefore a former injustice to the ratepayer is being put right.

However, each situation will be assessed on its merits and Council's general approach to erosion mitigation is set out in this Policy. In particular, there are some areas such as the existing rock revetment wall at Waihi Beach that have their own unique set of legal and consenting circumstances that will be relevant in determining Council's response. Waihi Beach rock revetment wall is subject to a resource consent condition requiring Council to undertake comprehensive investigations by 31 December 2020 to determine the best practicable option for the long term management of the coastal hazard risk at Waihi Beach.

## Council Policy



## Coastal Erosion Responses Policy 2017

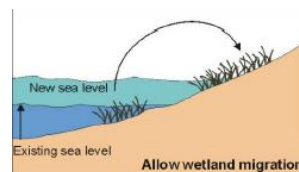
### 3.3 Community Values

Coastal protection structures may restrict public access and reduce existing values along the coastal and inner harbour margin, such as recreational, aesthetic, and natural character values. These values (as opposed to property values) are rarely quantified and therefore are generally not reflected adequately in decision-making. This results in a conflict between the protection of (often private) property values, and retention of the public asset, the inner harbour and coastal system itself and its associated values.

While a policy that explicitly provides future funding only for the exclusive protection of *Council-owned coastal land and strategic assets* may prove unpopular from a local, short term perspective, from a wider district and long term perspective it makes economic and intergenerational sense. Any public intervention to protect private property on the inner harbour or coast would be a cost to ratepayers and a gain to individual property owners.

## 4. General Approach to Erosion Mitigation

- 4.1. Council will adopt a precautionary approach to inner harbour and coastal erosion protection and to the future subdivision and intensification of the inner harbour margins and coastal settlements. In particular, where Council has good information on the level of hazard risk or the area is already prone to erosion Council will ensure that any new subdivision, landuse or other development is located and designed so as to avoid the need for future inner harbour and coastal hazard hard engineering protection works.
- 4.2. For *Council-owned coastal land* potentially at risk from inner harbour and coastal erosion hazards, Council will undertake an assessment (refer to Section 5) to determine the most appropriate erosion management option of "let nature take its course", "adaptive approach" or "hold the line" which means:
  - "Let nature take its course" - coastal processes of erosion (the gradual wearing away of beaches and cliffs by the natural wave action) and accretion (the gradual build up of beaches and dunes from sand deposited by natural wave action) are left to occur naturally, without any human intervention. For currently undeveloped inner harbour and coastal margins Council will promote a "let nature take its course" approach to allow the dynamic natural processes (including sea level rise) to take place.

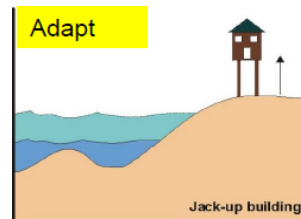


## Council Policy

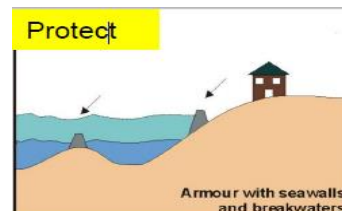


## Coastal Erosion Responses Policy 2017

- “Adaptive approach” - manage hazard situations by abandoning assets or relocating assets and activities away from the coastal processes threatening them, thereby removing the hazard. Council will assess the merits of taking an “adaptive approach” on the future management of inner harbour and coastal erosion. This means taking at least a minimum 100 year view in relation to the effects of sea level rise and climate change.



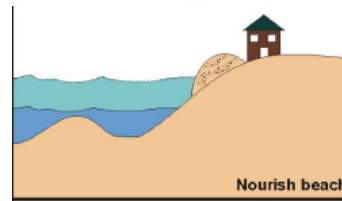
- “Holding the line” - protect the existing foreshore and/or strategic assets from further erosion, in line with the New Zealand Coastal Policy Statement, by promoting the use of soft engineering options (dune replanting/beach nourishment) over hard engineering solutions (timber seawalls/rock revetments) where appropriate. Council will need to balance the life expectancy and value of the strategic assets to be protected and the lifespan of any proposed coastal protection structure. Hard rock structures have a longer lifespan (+80 years) than timber structures (30-50 years) but are more costly to construct, maintain and upgrade.



## Council Policy



## Coastal Erosion Responses Policy 2017



*Diagrams source Ministry for the Environment 2001 Guidance*

### 4.3. District Plan Provisions

- Council will continue to apply the rules in the District Plan that cover subdivision and development in the Coastal Erosion Areas and Coastal Inundation Areas of the residential zones of Waihi Beach and Pukehina and the Coastal Erosion Areas along the rural open coast.
- Council will assess the merits of restricting development intensification and the introduction of setback rules, similar to those in the Coastal Erosion Areas and Coastal Inundation Areas of Waihi Beach and Pukehina, for those areas of the inner harbour prone to erosion, or likely to be inundated by sea level rise, through future Plan Changes to the District Plan. This is to avoid locking the Council into expensive and potentially irreversible decisions in relation to the provision of infrastructure.

### 4.4. Council Advocacy and Investigations

- Council will advocate to Central Government for better national guidance on natural hazards (including coastal erosion). Council supports the progress being made in the development of a National Policy Statement on Natural Hazards.
- Council will advocate to the Bay of Plenty Regional Council to consider the introduction of a rule in any future Regional Coastal Environment Plan to extinguish existing use rights so that buildings damaged by coastal erosion cannot be rebuilt as of right and replacement is either a prohibited or discretionary activity.
- Council will within the first 10 years of this policy investigate modelling the inundation effects of a minimum 1m sea level rise on the Tauranga inner harbour, Maketu estuary and Little Waihi estuary.

### 4.5. Provision of information and education

- Council will note the possibility of erosion or inundation on the Land Information Memorandum (LIM) of the properties in locations that formed part of the OPUS report entitled "Tauranga Inner Harbour High Level Coastal Erosion Study August 2015."

## Council Policy



Western Bay of Plenty  
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## Coastal Erosion Responses Policy 2017

- Council will continue to provide the community with the latest relevant technical investigations and reports.

### 5. Criteria for assessing coastal erosion responses

- 5.1 Where coastal erosion of Council-owned coastal land affects existing coastal protection structures and/or strategic assets, any decision to maintain, replace, relocate or abandon that structure or strategic asset will only be made after consideration of the criteria included at section 5.3 below.
- 5.2 Where coastal erosion of Council-owned coastal land occurs in an area where there are no existing coastal protection structures but that coastal erosion is affecting or is likely to affect a strategic asset, then any decision by Council to respond will only be made after consideration of the criteria at section 5.3 below.
- 5.3 Assessment criteria:
- (a) Assess whether there is a clear need for the works in terms of a risk assessment based on a methodology that assesses the inherent threat to life and/or property or existing nationally or regionally important infrastructure;
  - (b) Take a holistic approach to reduce any significant adverse environmental effects elsewhere in the relevant coastal system irrespective of the ownership of potentially affected coastal land;
  - (c) Address the issue of end effects of the proposed works where it affects private or public land;
  - (d) Consider whether the proposal maintains and enhances public walking access to the inner harbour or open coast, or where that is not practicable provides alternative linking access close to the coastal marine area;
  - (e) Consider whether the proposal will not or may not have an adverse effect on amenity values (as defined in section 2 of the RMA);
  - (f) Consider whether the proposal demonstrates and includes the outcomes of consultation with major stakeholder and community groups;
  - (g) Consider the ability and willingness of individuals and/or the wider community to pay for the costs of maintaining the shoreline in a fixed position indefinitely;
  - (h) Consider whether the construction and maintenance costs of protection works are greater than the capital value of the strategic assets to be protected;
  - (i) Consider whether the adverse effects of physical mitigation works on the natural character, cultural sites and values, historic heritage and public access to the environment are greater than the value of the strategic assets to be protected;

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### Coastal Erosion Responses Policy 2017

- (j) Recognise that the NZCPS generally discourages hard protection measures but recognises in some cases they may be the only practicable means of protecting existing nationally or regionally important infrastructure;
- (k) Recognise and consider the environmental and social costs of permitting hard protection structures to protect private property, and consider whether there is any significant public or environmental benefit before locating these structures on public land;
- (l) Consider, where existing inner harbour or coastal protection structures have failed, whether replacement is a sustainable option;
- (m) Consider, where erosion occurs so rapidly, whether there is insufficient time to construct protection works; and
- (n) Consider what action is appropriate when property owners decide to relocate their own buildings as an individual response to erosion issues.

#### 6. Council Statutory Responsibilities

- 6.1 Council administers and is a consent authority in terms of the Reserves Act 1977.
- 6.2 Council administers inner harbour and coastal margin *esplanade reserves and strips* on behalf of all ratepayers, residents and stakeholder groups but also recognises the concerns of special interest groups.
- 6.3 Council recognises that it has responsibilities under other legislation, particularly:
  - (a) Resource Management Act 1991 – The particular provisions of the Resource Management Act (RMA) that Council is required to recognise and provide for within Part II (Matters of National Importance) of the Act and relate to the preservation of the natural character of the coastal environment, the maintenance and enhancement of public access to and along the coastal marine area, and the relationship of tangata whenua to their coastal waahi tapu sites and the exercise of kaitiakitanga;
  - (b) Local Government Act 2002 – Managing the effects of erosion on Council's strategic assets using a range of approaches gives effect to the purpose of local government under the Act to meet the current and future needs of communities for good-quality local infrastructure in a way that is efficient and most cost-effective; and
  - (c) Civil Defence Emergency Management Act 2002: The Act requires all levels of government to work collaboratively to reduce the risk to people and their property through the sustainable management of hazards.

## Council Policy



## Coastal Erosion Responses Policy 2017

### 7. Timeframe of this Policy

- 7.1 The policy is to take an initial 30 year timeframe
- 7.2 The policy will be reviewed every 10 years or as required

### 8. Associated Council Policies and Plans

- Western Bay of Plenty District Council's Long Term Plan
- Western Bay of Plenty District Council's Annual Plan
- Western Bay of Plenty District Council Operative District Plan
- Western Bay of Plenty District Council; Reserve Management Plans
- Western Bay of Plenty District Council; Coastal Assets Management Plans
- Western Bay of Plenty District Council; Utilities Assets Management Plans
- Western Bay of Plenty District Council; Transportation Assets Management Plans
- Western Bay of Plenty District Council Significance and Engagement Policy

### 9. Relevant National and Regional Policies and Plans

- 9.1 New Zealand Coastal Policy Statement
- 9.2 Bay of Plenty Regional Policy Statement
- 9.3 Bay of Plenty Regional Coastal Environment Plan

### 10. Definitions

**Affected community** means in relation to any funding arrangement for proposed coastal erosion responses, the community that will contribute to the cost of any such response/s.

**Coastal erosion** means in relation to Council-owned coastal land, erosion resulting from the interaction of coastal and harbour processes, and/or subsidence of that land.

**Council-owned coastal land** means esplanade reserves, coastal walkways and all other foreshore land owned by Council.



## Council Policy



### Coastal Erosion Responses Policy 2017

**Council-owned coastal protection structure** means measures aimed at protecting Council-owned coastal land and strategic assets from the effects of coastal erosion.

**Esplanade Reserves** means a reserve within the meaning of the Reserves Act 1977:

- (a) which is either
  - (i) a local purpose reserve within the meaning of section 23 of that Act, if vested in the territorial authority under section 239; or
  - (ii) a reserve vested in the Crown or a regional council under section 237D; and
- (b) which is vested in the territorial authority, regional council, or the Crown for a purpose or purposes set out in section 229 of the RMA 1991.

**Esplanade Strips** means a strip of land created by the registration of an instrument in accordance with section 232 of the RMA 1991 for a purpose or purposes set out in section 229 of the RMA 1991

**Strategic asset(s)** means for the purposes of this policy that Council considers the following assets to be strategic assets:

- The roading network as a whole
- Reserves listed and managed under the Reserves Act 1997 excluding:
  - (a) Reserves identified for investigation for disposal in an adopted Reserve Management Plan
- Land held under other Acts or as fee simple but listed as reserves or considered as reserves.
- Water reticulation network as a whole
- Wastewater plant and network as a whole
- Stormwater reticulation network as a whole
- Library network
- Pensioner housing network.

<b>Group</b>	Policy, Planning and Regulatory Services	<b>Contact (3<sup>rd</sup> Tier Manager)</b>	Policy and Planning Manager
<b>Supersedes</b>	n/a		
<b>Creation Date</b>	28 August 2017	<b>Resolution Reference</b>	PP
<b>Last Review Date</b>	n/a	<b>Resolution Reference</b>	PP n/a
<b>Review Cycle</b>	Every 10 years	<b>Date</b>	28 August 2027
<b>Authorised by</b>	Policy Committee	<b>Date</b>	16 August 2016

## 10.2 TE PUKE TRANSPORT CHOICES

**File Number:** A5690834

**Author:** Calum McLean, Senior Transportation Engineer

**Authoriser:** Cedric Crow, General Manager Infrastructure Services

### EXECUTIVE SUMMARY

A decision is being sought to implement the Waka Kotahi 100% funded 'Transport Choices' project, which aims to provide separated cycleways on Cameron Road and Boucher Avenue, Te Puke.

The cycleway design is 100% complete. The next project stage is physical works procurement and then construction. Waka Kotahi requires that the final project plans be issued by 27 October 2023 and that the project be delivered by 30 June 2025.

Engagement has been undertaken with the Te Puke community. Most respondents do not support the project however the feedback received suggests that the impact that the project will have on the road environment is misunderstood. The project will deliver multiple safety benefits that will make the roads safer for all road users.

### RECOMMENDATION

1. That the Senior Transportation Engineer's report dated 31 October 2023 titled 'Te Puke Transport Choices' be received.
2. That the report relates to an issue that is considered to be of low significance in terms of Council's Significance and Engagement Policy.
3. That the Projects and Monitoring Committee approves the implementation of the Transport Choices project on Cameron Road and Boucher Avenue, to the value of funding allocated by Waka Kotahi.

OR

4. That the Projects and Monitoring Committee does not approve the implementation of the Transport Choices project on Cameron Road and Boucher Avenue.

### BACKGROUND

In August 2022 Council applied for investment from the Government's Transport Choices package which seeks to reduce carbon emissions by constructing urban cycleways.

In November 2022, Council was provisionally granted \$2.33M to design and construct separated cycleways on Cameron Road and Boucher Avenue to provide safe cycling routes between Fairhaven School, Te Puke Intermediate School, Te Puke Primary School, and Te Puke College.

Community engagement was carried out from July 2023 to September 2023. The findings are summarised below.

The detailed design of the cycleways is 100% complete. Council approval is sought to proceed to physical works procurement and construction.

The estimated cost of the construction of both cycleways is \$6.75M, which includes MSQA fees and 30% contingency. If approval is granted to proceed with the project, staff will apply for more funding from Waka Kotahi. If additional investment is not forthcoming the scope of the project will be reduced to match the available budget.

Staff have discussed with Waka Kotahi whether an alternative route could be introduced as a substitute for the Cameron Road/Boucher Avenue route. Waka Kotahi staff advised that there is insufficient time available to Council to develop a design for a new route and undertake consultation and engagement with the community, prior to the 27 October 23 deadline for final project plans.

The Waka Kotahi funding cannot be used for any other activity.

A copy of the draft layout plans for the cycleways are included, refer to Attachments 2 and 3.

### SIGNIFICANCE AND ENGAGEMENT

In terms of the Significance and Engagement Policy this decision is considered to be of low significance because it will only affect the Te Puke community and the project is not ratepayer funded.

### ENGAGEMENT, CONSULTATION AND COMMUNICATION

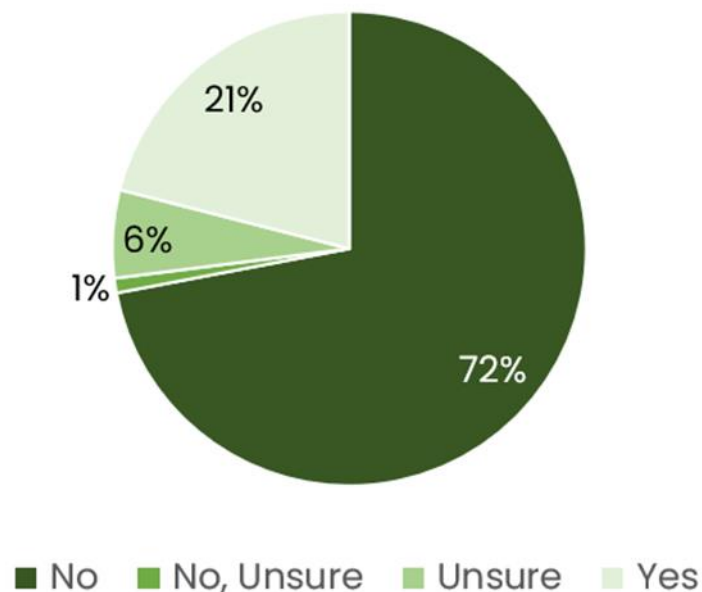
<b>Interested/Affected Parties</b>	<b>Completed Engagement/Consultation/Communication</b>	
Tangata Whenua	<ul style="list-style-type: none"> <li>• Has not been undertaken specifically for this project.</li> <li>• Letters of support were received from both Waitaha and Tapuika iwi, supporting Council's Walking and Cycling Action Plan for Te Puke. This project aims to implement the highest priority items in that plan.</li> </ul>	Completed
General Public	<ul style="list-style-type: none"> <li>• 'Key stakeholder pre-engagement – face to face meetings with Te Puke Community Board, affected businesses, and schools.</li> </ul>	

	<ul style="list-style-type: none"> <li>• Mailbox letter drop to all properties along the proposed route including all side streets</li> <li>• Te Puke township DL Flyer mailbox drop</li> <li>• Media release</li> <li>• Project information display and survey forms – Te Puke library</li> <li>• Newspaper advertising in the Te Puke Times</li> <li>• Social media posts on Council and Community Facebook pages</li> </ul>	
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A total of 391 feedback submissions were received.

To the question:

*‘Do you support the concept of a proposed cycleway and safety improvements along Cameron Road and Boucher Avenue?’*



Four common themes emerged from the submissions received:

**Impact of loss of on-street parking**

Respondents are most concerned about the perceived loss of on-street parking. Most children attending primary or intermediate school travel to school by car. Parents are concerned that removal of on-street parking outside schools to accommodate separated cycleways will make it more difficult to drop-off and pick-up their children.

Traffic count surveys have been undertaken to accurately assess the impact that construction of the cycleways will have on on-street parking. The findings indicate that there will continue to be sufficient on-street parking if people are prepared to walk slightly further than they are used to (see table 1 below).

Street	Existing spaces	Spaces remaining	Peak use	Side street parking
Raymond Avenue	62	0	11	14
Cameron Road	223	60	85	228
Boucher Avenue	155	11	62	188
Jocelyn Street	30	15	27	69
<b>Total</b>	<b>470</b>	<b>86</b>	<b>185</b>	<b>499</b>

Table 1: Assessment of on-street parking before and after project implementation

### **Insufficient demand for cycleways.**

There are multiple reasons why cycling is uncommon on NZ roads:

- Too much traffic / risk of crashes / excessive speeds / poor driving
- Narrow roads / no cycle lanes / no provision for cyclists
- Lack of visibility / vehicles emerging from driveways

The Transport Choices Programme aims to address these concerns by creating infrastructure that better accommodates walking and cycling, giving people the confidence to embrace alternative modes of transport.

- Lack of road sense / don't understand road rules / too young (children)
- Stranger danger / abduction (children)

Council's involvement with Travel Safe provides an opportunity to improve road safety education within the community and especially the schools.

- Hills / too far to ride
- Adverse weather

These are becoming less of a barrier to cycling as new technologies emerge (e-bikes, e-scooters) and employers implement facilities (secure bike racks, changing facilities/showers) that make cycling less onerous in inclement conditions.

### **Money would be better spent elsewhere**

Several submitters considered the project to be a waste of ratepayer's and/or taxpayer's money. There were suggestions that the money would be better spent on other roading activities e.g., maintenance, however, this will not be possible. Funding from the Transport Choices programme may only be spent implementing a cycle route between Cameron Road and Boucher Avenue. It may not be used on operational activities such as road

maintenance or renewals. If the project does not proceed, the funding will be allocated to another Transport Choices programme elsewhere in the country.

**Narrowing the road carriageway will diminish road safety**

Peak traffic is observed during Kiwifruit season when there is a substantial increase in the number of trucks using Te Puke roads. Traffic speed is a concern for the community and respondents fear that narrowing the road carriageway to incorporate separate cycleways will make the road more dangerous.

A speed survey carried out on Cameron Road determined that the 85<sup>th</sup>ile operating speed on Cameron Road is 54kph. At 54kph the probability that a child would survive a collision with a car is 5%.

Research has shown that narrowing road carriageways has the effect of reducing traffic speed. Drivers slow down and drive more cautiously in response to the reduction in manoeuvrability and perceived risk of lane encroachment.

A report detailing all feedback received is included, refer to Attachment 1.

**ISSUES AND OPTIONS ASSESSMENT**

<b>Option A</b>	
<p>That the Projects and Monitoring Committee approves the implementation of the Transport Choices project on Cameron Road and Boucher Avenue, to the value of funding allocated by Waka Kotahi.</p>	
<p><b>Assessment of advantages and disadvantages including impact on each of the four well-beings</b></p> <ul style="list-style-type: none"> <li>• <b>Economic</b></li> <li>• <b>Social</b></li> <li>• <b>Cultural</b></li> <li>• <b>Environmental</b></li> </ul>	<p><b>Advantages:</b></p> <ul style="list-style-type: none"> <li>• Responds to two strategic priorities:                             <ol style="list-style-type: none"> <li>1. Providing resilient, well maintained, and efficient infrastructure, and</li> <li>2. Responding to climate change.</li> </ol> </li> <li>• Provides safer cycling infrastructure particularly for students travelling to and from school.</li> <li>• Narrowing the carriageway will help reduce traffic speeds, resulting in less crashes and improved survivability.</li> <li>• Increased uptake in cycling or walking improves community health &amp; wellbeing outcomes.</li> </ul> <p><b>Disadvantages:</b></p> <ul style="list-style-type: none"> <li>• Public opposition.</li> <li>• To lessen the impact of reduced car-parking availability, it relies on uptake of walking &amp; cycling – which is a long-term change (short term pain for long term gain).</li> <li>• Potential negative impact on other Te Puke projects public consultation.</li> <li>•</li> </ul>
<p><b>Costs (including present and future costs, direct, indirect, and contingent costs).</b></p>	<p>100% externally funded. Operating/maintenance costs will be partly funded from Transport subsidies (no additional Council funding required).</p>

<b>Option B</b>	
That the Projects and Monitoring Committee does not approve the implementation of the Transport Choices project on Cameron Road/Boucher Avenue.	
<b>Assessment of advantages and disadvantages including impact on each of the four well-beings</b> <ul style="list-style-type: none"> <li>• <b>Economic</b></li> <li>• <b>Social</b></li> <li>• <b>Cultural</b></li> <li>• <b>Environmental</b></li> </ul>	<b>Advantages</b> <ul style="list-style-type: none"> <li>• Current levels of on-street parking are maintained.</li> <li>• Complies with wishes of majority of community.</li> <li>• No disruption to road users, maintains the status quo.</li> </ul> <b>Disadvantages</b> <ul style="list-style-type: none"> <li>• Health and safety benefits are not realised.</li> <li>• Discourages multi-modal shift.</li> <li>• Reduction in vehicle emissions is not realised.</li> </ul>
<b>Costs (including present and future costs, direct, indirect, and contingent costs).</b>	No present costs, however, the implementation of essential safety upgrades (e.g., zebra crossings at schools) may require to be partly or fully funded by Council at a later date.

### STATUTORY COMPLIANCE

The recommendation(s) meets:

- Legislative requirements/legal requirements
- Current council plans/policies/bylaws
- Regional/national policies/plans.

### FUNDING/BUDGET IMPLICATIONS

Budget Funding Information	Relevant Detail
N/A	Project is 100% funded from Waka Kotahi Transport Choices Package.

### ATTACHMENTS

1. **Transport Choices Survey Responses Report**  
2. **Te Puke Cycleway - Draft General Arrangement Plan - Section 1**  
3. **Te Puke Cycleway - Draft General Arrangement Plan - Section 2**  