



## Meeting of the Clifton to Tangoio Coastal Hazards Strategy Joint Committee

**Date:** 5 July 2024  
**Time:** 10.00am  
**Venue:** Council Chamber  
Hawke's Bay Regional Council  
159 Dalton Street  
NAPIER

### Agenda

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Item	Title	Page
1.	Welcome/Karakia/Housekeeping/Apologies	
2.	Conflict of Interest Declarations	
3.	Confirmation of Minutes of the Clifton to Tangoio Coastal Hazards Strategy Joint Committee meeting held on 14 June 2024	
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## Clifton to Tangoio Coastal Hazards Strategy Joint Committee

5 July 2024

### Subject: Te Awanga erosion issues: Technical Advisory Group (TAG) review

#### Reason for report

1. This item introduces a short-term concept design for the construction of groynes and gravel barriers at Te Awanga and Haumoana beaches.

#### Executive summary

2. Over the past several months, the Te Awanga community has been advocating for the use of Ecoreef, a new type of tiered concrete structure, for building their sea defences. The main structures they aim to protect with this revetment are Te Awanga's lagoon, domain and hall. The Te Awanga community recently presented to the Joint Committee, outlining their concerns about erosion and inundation risks, and the proposed Ecoreef solution.
3. This initiative was recently supported by Hastings District Council, which has arranged funding for the initial stages of this project.
4. As the Ecoreef approach diverges from the pathway proposed by the Coastal Strategy, an assessment is required to determine whether the Ecoreef solution is consistent with the direction of the Strategy and whether the works can complement (or offer an alternative to) the proposed pathway for Te Awanga. This paper provides a high-level assessment of these questions, initial conclusions, and proposed future work.

#### Background

5. At Haumoana and Te Awanga, two options (C2 and D2) have been developed to give effect to the recommendations of the community panels. Option C2 consists of extending the Tukituki groyne by 20m and carrying out operational nourishment of 52,000 m<sup>3</sup>/y. Option D2 consists of building 4 groynes and extending the Tukituki groyne by 10m. It also includes an initial renourishment of 239,000m<sup>3</sup> and operational renourishment of 28,000m<sup>3</sup>/y of gravel. Both options also include the construction of a gravel barrier (116,869m<sup>3</sup>) for a high level of inundation protection at Te Awanga and a low level of protection in Haumoana.
6. Ecoreef is a hexagonal interlocking module made of reinforced concrete that has been designed for the marine environment. The designers claim that the Ecoreef system has the ability to control and effectively dissipate wave energy, which could provide for wave overtopping flood protection at Te Awanga. It also allows the construction of accesses for pedestrians as well as planting.

#### Preliminary findings

7. From initial analysis, the following preliminary findings are noted.
  - 7.1. There is a clear and urgent need for risk mitigation works for erosion and inundation at Te Awanga, particularly in the vicinity of the lagoon, and Hastings District Council has made

some commitments to progress these works.

- 7.2. The community has undertaken significant work to consider and compare alternatives, prior to confirming their preferred Ecoreef solution.
- 7.3. The Ecoreef product appears to be able to provide a solution for armouring the most vulnerable parts of the Te Awanga coastline.
- 7.4. As a gravel-filled structure, the Ecoreef product appears to complement the gravel nourishment proposal at Te Awanga, and it could function to strengthen the gravel crest and provide a 'backstop' solution during periods of erosion.
- 7.5. Consideration will need to be given to the effects of scouring of the edge of the structure / downstream erosion.
- 7.6. Consideration will need to be given to the cumulative financial impact of funding the Ecoreef proposal in addition to gravel nourishment and groynes as currently proposed by the Strategy.

### **Conclusions and further work**

8. Overall, the Ecoreef proposal appears to offer a solution that can complement the direction of the Strategy.
9. By providing a solid / structural core to key parts of the beach crest, it may offer an opportunity to reduce the level and frequency of beach nourishment proposed by the Strategy, assuming beach scouring and edge effects are not significant. Additional analysis will be required to determine whether this is the case.
10. Actual and potential adverse effects from adding a hard structure to the beach will need to be considered.
11. For now, Hastings District Council has confirmed funding for the initial stages of the Ecoreef proposal and proposes to advance the proposal through detailed design and resource consenting processes.
12. Assuming the Ecoreef proposal proceeds to construction, and once the Strategy is adopted, further work can be completed to assess how beach nourishment and groynes under the Strategy can work with and alongside the existing structure.
13. A key consideration will be how community consultation on the Strategy accommodates (or not) the Ecoreef proposal, alongside the pathway recommended by the community panels. Staff advise that the Strategy acknowledges the alternative Ecoreef solution is in development, and that the final shape and form of the Te Awanga solution is informed by and responsive to any solution advanced by Hastings District Council in the interim.

### **Decision-making process**

14. Staff have assessed the requirements of the Local Government Act 2002 in relation to this item and have concluded that, as this report is for information only, the decision-making provisions do not apply.

### **Recommendation**

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee receives and notes the *Te Awanga erosion issues: Technical Advisory Group (TAG) review* staff report.

#### **Authored by:**

**Dr Joao Albuquerque**  
**Coastal Specialist**

#### **Approved by:**

**Chris Dolley**  
**Group Manager Asset Management**

**Attachment/s** There are no attachments for this report.



## Clifton to Tangoio Coastal Hazards Strategy Joint Committee

5 July 2024

**Subject: Project Manager's July 2024 update**

### Reason for report

1. This report provides an update on project-related matters including timeframes, budgets and tracking towards milestones.




### Project dashboard

2. The project dashboard (Table 1) is provided to summarise current project status for budget, timeline and all eight Strategy Workstreams (WS). An assessment of each project element is made on a 'traffic light' basis, with a brief commentary provided to explain the rating given.
3. There are no status changes to report in this period.

**Table 1: Project Dashboard Report: July 2024**

**Status:** On Track Under Stress Key Risk

Metric	Status			Commentary
<b>Project Budget</b>				2023/2024 budget underspent relative to forecast. Carryover unspent funds to 2024/2025.
<b>Project Timeline</b>				September 2024 target for notifying proposed Strategy on track to be achieved. However, 'Key Risk' status assigned to acknowledge continued delays that have occurred to date in progressing the Strategy and the challenges and uncertainty for communities experiencing ongoing effects from coastal hazards.
<b>WS1: Funding / Governance</b>				Funding model work progressing. Refinement underway with Joint Committee prior to HBRC taking lead role to finalise. Status reflects complexity of challenge to develop a principled and practical funding model, and current financial environment.
<b>WS2: LGA Consultation</b>				LGA Consultation requirements (Section 16 / LTP amendment) on track to be achieved.
<b>WS3: Comms &amp; Engagement</b>				Comms and engagement plan for early engagement phase in implementation.

Metric	Status	Commentary
<b>WS4: Design</b>		Gravel nourishment feasibility assessment completed, confirming gravel is available to support beach nourishment activities although required volumes particularly for capital nourishment are high. CoastSnap on track for deployment in July/August.
<b>WS5: Mātauranga Māori</b>		External contractor engaged to provide expertise and capacity. PSGEs have confirmed capacity constraints are limiting ability to engage in Strategy development at this time. Desktop work to develop draft cultural values frameworks based on existing information underway. Outcome to be provided to PSGE's in the first instance for review.
<b>WS6: Coastal Ecology</b>		Draft coastal ecology monitoring plan has been received and reviewed by HBRC science team. Mana Whenua engagement sought to expand / refine monitoring plan. Recommended monitoring is currently cost-prohibitive. TAG working on options to progress.
<b>WS7: Regulatory</b>		Discussion document on key regulatory matters for the Strategy to drive through local planning frameworks presented to Joint Committee. Outcome now reflected in Strategy drafting.
<b>WS8: Signals and Triggers</b>		Thresholds development process completed and outcome will be reflected as draft thresholds in Strategy document. TAG has assessed the development of signals and triggers and has determined to pause further work until the Strategy has been adopted with confirmed thresholds. Workstream currently on hold.

### HBRC Strategy consultation timing update

4. On 19 June 2024, TAG workshoped the Strategy funding model with HBRC councillors. The process of HBRC receiving recommendations from the Joint Committee and finalising the Strategy and funding model for public consultation as an amendment to HBRC's Long Term Plan was also discussed.
5. HBRC provided high level feedback on the funding model, and requested that:
  - 5.1. HBRC staff consider optimal timing for Strategy consultation in alignment with other initiatives underway within HBRC, and
  - 5.2. That a joint session is held between the Joint Committee and HBRC to support the delivery of Joint Committee recommendations and the commencement of HBRC's work to refine and finalise the Strategy for consultation.
6. HBRC staff have since recommended that Strategy consultation take place in March 2025 (instead of October 2024 as currently proposed). This will provide HBRC with additional time and capacity to assess organisational impacts, finalise implementation arrangements and create additional space from what continues to be a complex Long Term Plan development and adoption process.
7. TAG is working through the implications of this decision, including adjusting timeframes for early engagement (currently planned for August), however the following draft amended programme has been prepared.

- 7.1. **5 July** (today) – Joint Committee workshop to refine funding model
  - 7.2. **19 July 2024** – Joint Committee formal meeting to confirm recommendations to HBRC on Strategy and funding model
  - 7.3. **31 July 2024** – HBRC Council workshop, Joint Committee members invited to attend to support presentation of Joint Committee recommendations to HBRC
  - 7.4. **August – December 2024** – HBRC to refine funding model and Strategy, develop consultation document and LTP amendment
  - 7.5. **October / November 2024 – early engagement (TBC)**
  - 7.6. **February 2025** – HBRC decision to commence consultation
  - 7.7. **March 2025** – Strategy consultation.
8. This draft revised programme does not substantially alter the work of the Joint Committee which will largely conclude its work by the end of July. The main alteration is to provide additional time for HBRC ahead of community consultation.
  9. For completeness it is noted that there is no communications and engagement agenda item in today's meeting as TAG refines the approach to align with revised consultation timing. A communications and engagement update will be provided to the next joint committee meeting.

#### Central Government: Climate Inquiry

10. As reported in the June meeting, the Finance and Expenditure Committee's Inquiry into climate adaptation was announced on 10 May 2024. The approximately 150 public submissions made to the Environment Committee's previous inquiry into climate adaptation, including the submission made by this Joint Committee, will be considered by the new inquiry.
11. The Finance and Expenditure Committee has invited new submissions. In discussion with the Joint Committee, TAG has prepared a new submission to reinforce previous messaging and comment on at least some of the new questions posed by the Finance and Expenditure Committee's inquiry.
12. This new submission was circulated as a draft to the Chair and Deputy Chairs, with a final version lodged on 16 June 2024 (**Attachment 1**).
13. TAG will update the Joint Committee on the opportunity to speak to the submission(s) as soon as information on hearing timing is available.

#### Decision-making process

14. Staff have assessed the requirements of the Local Government Act 2002 in relation to this item and have concluded that, as this report is for information only, the decision-making provisions do not apply.

#### Recommendation

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee receives and notes the *Project Manager's July 2024 update*.

#### Authored by:

**Simon Bendall**  
Coastal Hazards Strategy Project Manager

#### Approved by:

**Chris Dolley**  
Group Manager Asset Management

#### Attachment/s

- 1 [↓](#) Coastal Hazards Joint Committee - Submission on the Inquiry into Climate Adaptation - 16Jun24







14 June 2024

Finance and Expenditure Committee  
Parliament Buildings  
Wellington

**Tēnā koutou katoa**

**Submission on the Inquiry into Climate Adaptation**

**1. Introduction**

This submission is from the Clifton to Tangoio Coastal Hazards Strategy Joint Committee (“Joint Committee”), formed by members appointed by the Hawke’s Bay Regional Council, Tamatea Pokai Whenua, Hastings District Council, Mana Ahuriri Trust, Napier City Council and Maungaharuru-Tangitū Trust.

Our task is to develop a long-term adaptive plan for coastal hazards for the stretch of coastline between Tangoio in the North, and Clifton in the South. This is the most heavily populated coastal area in Hawke’s Bay, encompassing the city of Napier and the coastal settlements of Clifton, Te Awanga, Haumoana, Clive, Awatoto, Bay View, Whirinaki and Tangoio.

These areas are predominantly low-lying and are exposed to risks from coastal erosion and coastal inundation. Sea level rise will increase these risks over time. Retreat is likely to be the only viable long-term solution for some communities.

This process has taken longer than we expected; existing legislative settings have hindered our pace and progress. The key remaining task that we are now developing is the funding model for implementation – that is, determining the relative contributions to Strategy implementation from property owners, rate payers and any other contributors.

We wish to appear before the Committee to speak to our submission, and ask that at least one representative from each organisation that forms our Joint Committee is given the opportunity to appear before the Committee to discuss our submission.

## 2. Overview

Thank you for the opportunity to provide a submission on the Finance and Expenditure Committee's inquiry into climate adaptation. The Joint Committee lodged a comprehensive submission to the Environment Committee on its 2023 inquiry into climate adaptation, and this submission should be read in conjunction with that submission.

This is a timely, and important opportunity to engage with central government on this critical topic for our region and the rest of New Zealand. The Joint Committee wishes to take advantage of this opportunity to highlight some key points from the earlier submission, and we look forward to discussing our submissions about the challenges and opportunities ahead with you.

## 3. Risk Based Decision Making

A durable, affordable, and fair approach to adaptation must in the first instance be founded on an effective risk-based decision-making process that is technically robust, but has flexibility to enable local input and consideration of what communities might consider tolerable or intolerable risks.

Assessments should be carried out locally, using a national framework/methodology and reviewed centrally with as broad a base as possible involved in terms of subject matter technical experts. The tolerability of residual risk needs to be determined collaboratively, and through consultation including community, mana whenua, councils and central government. We acknowledge there is inherent bias toward shorter-term thinking; community perceptions of what is important and what level of risk they would be willing to accept needs to be considered within national parameters of tolerability.

## 4. Adaptation Planning

Adaptation planning is time and resource intensive. It needs to be done in response to risk, and there needs to be consistency and minimum standards as to how this is done. Central government should focus on higher-level standard and framework setting, with the development of clear, objective, scalable risk assessment processes outlined, and clearly defined terms and thresholds. It is suggested that having a risk threshold or a matrix to help guide where / when adaptation planning is a requirement would be useful, alongside provisions or standards on how this should be undertaken.

It is essential that the process includes the community in adaptation decision making, and empowers them to lead the process where appropriate. This will assist with the uptake of decisions through the community and enable transparency of risk if there is inaction. Decision-making should not be left to technical experts with no holistic community-based lens applied. Decisions should be consistent regionally, and linked to funding.

## 5. Outcomes and Principles

The ultimate outcome should be the creation of resilient, sustainable communities that are empowered and enabled to support themselves.

We also consider the following priority outcomes to be essential:

- Increasing the physical and psychological safety of our people;
- Ensuring roles and responsibilities of all parties are clear;

- Giving effect to the principles of Te Tiriti o Waitangi; and
- Ensuring equity between and within communities and generations.

Consideration of future generations, and a commitment to consensus and community empowerment are critical, and the Joint Committee considers the following principles should be at the core of the process:

- Ensuring processes are fair, flexible, efficient, timely, and transparent;
- Ensuring decisions are evidence-based, while accepting there will be some uncertainty;
- Involving communities in decisions that affect them; and
- Ensuring that iwi, hapū, and Māori are represented in governance and are empowered to partner with the Crown on retreat processes and outcomes for their people and whenua.

When it comes to making decisions about retreat, clear principles around what constitutes a mandate for retreat will be important. It is not realistic to expect a purely voluntary system to be effective. It will be important to ensure there are adequate but tightly controlled powers to ensure land is not inappropriately used after retreat. This will need to include clear powers around ownership and control of the land once it is retreated from, including what the land can be used for and to ensure environmental outcomes are achieved. In situations where mandatory retreat becomes necessary, this is likely to be a trigger for the withdrawal of services.

#### **6. Costs and Liabilities**

The key principle must be equity. In general, all people and groups who benefit from an adaptation action should pay, taking into account equity principles, including government agencies and utility providers. Further, any group or organisation exacerbating issues should be expected to financially contribute, for example where there is encouragement to rebuild infrastructure and housing in areas known to be exposed to natural hazards without appropriate adaptations. Taxpayers and ratepayers are all vulnerable in some way, and all need to contribute to the costs of adaptation alongside asset and property owners.

The biggest issue with the current approach is that risk lies where it falls, and this often leads to perverse outcomes. We need to ensure that vulnerable groups are not perversely incentivised to move into high-risk areas. We also lack a clear collective understanding of affordability and whether this is tied to the land value or the inherent risk of living there. Without financial support, many people will be unable or unwilling to retreat, the consequences will get worse, and the sense of community will erode.

Equally, it should be carefully considered whether persons who knowingly buy into properties within at-risk-areas should be treated differently from land holders who have had long-standing property interests and new information or events now mean those properties are identified as at-risk.

While central government cannot be expected to pay for everything, central government funding should generally be available to support adaptation in the same way that it is available to support roading. There needs to be a clear framework created which allows people to make good decisions with certainty long-term.

Investment in resilience prior to events is orders of magnitude lower in costs than recovering after an event; there is a strong business case for government to support improved resilience as it will reduce the cost of response overall. Councils need to be empowered to develop/encourage solutions for resilience at the point of development, not after the fact, and financial incentivisation is required for this. Clear rules will also need to be established about when decision-makers will and will not be liable for decisions. Where a robust risk assessment and adaptation process has been followed, there should not be any liability.

#### **7. Success Factors**

To achieve successful outcomes, communities need good quality, holistic risk assessments to identify the greatest risk to life or intolerable risk and the lowest ability to pay. This can then drive a targeted and effective adaptation planning programme.

Adaptation skills, training, and capability development in local government, who are at the coal face, is essential to ensure adaptation is achievable and appropriate in the circumstances in both a local and national context.

#### **8. Conclusion**

Climate adaptation is one of our greatest challenges. In the Joint Committee's view, we need to move faster, and more efficiently. We owe it to our communities to lift the standard and increase resilience. We cannot sit back and wait for the more catastrophic events like Cyclone Gabrielle to drive change. There are a wide range of legislative and practical barriers that are holding us back from effective local adaptation planning and action and we look forward to working with Government to address these for a resilient and sustainable future.



## Clifton to Tangoio Coastal Hazards Strategy Joint Committee

5 July 2024

### Subject: Current coastal projects update

#### Reason for report

1. This report provides an opportunity for the Technical Advisory Group (TAG) to update the Joint Committee on various coastal projects that members have expressed an interest in keeping abreast of.

#### Westshore resource consent renewal

2. No further activity in this period.

#### Haumoana shingle crest height

3. Current consent conditions on beach scraping require any gravel scraped from the seaward side to be replaced with similar material. However, close sources of gravel are no longer available making this approach even more cost prohibitive. These issues remain unresolved.

#### Haumoana 18

4. No further activity in this period.

#### Maraetotara River at Te Awanga

5. The Hastings District Council has agreed to include funding of \$730,000 for stage 1 of an ECO Reef in the Long-Term Plan to protect the Te Awanga Lagoon's stormwater function.
6. A separate report from TAG on the proposal's compatibility with the wider strategy is on the agenda.

#### Whirinaki

7. No further activity in this period.

#### Haumoana

8. From the agreed actions from the Cape Coast residents meeting action plan, held in September 2023.

**Action 1:** HBRC to investigate and implement a more effective solution for pump station, review levels of service.

- 8.1. The Heretaunga Plains – Haumoana / Te Awanga scheme review will commence in August 2024 with a draft report to be completed by late 2024.

**Action 2:** HDC to request variation to consent to allow for shingle on the sea side of the crest to be used for crest management.

8.2. Remains under Investigation.

**Action 3:** Graeme Hansen (with support of CC community) to develop a plan about how to progress, including how the Ecoreef solution might be funded and what the consenting process would look like.

8.3. See update under Maraetotara River at Te Awanga.

### **Hawke's Bay Climate Action**

9. The next meeting of the Climate Action Joint Committee is scheduled on 5 August.
10. The Joint Committee will continue to progress a Climate Action Plan with a focus on emissions reduction and climate adaptation.
11. Of interest to this joint committee is that an external advisor has been engaged to scope what a Climate Vulnerability Risk Assessment would entail and scan what is happening nationwide in this area. The early findings will be presented to the Climate Action Joint Committee in August.

### **Decision-making process**

12. Staff have assessed the requirements of the Local Government Act 2002 in relation to this item and have concluded that, as this report is for information only, the decision-making provisions do not apply.

### **Recommendation**

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee receives the *Current coastal projects update*.

### **Authored by:**

**Simon Bendall**  
**Coastal Hazards Strategy Project Manager**

### **Approved by:**

**Chris Dolley**  
**Group Manager Asset Management**

### **Attachment/s**

There are no attachments for this report.



**HERETAUNGA  
HASTINGS**  
DISTRICT COUNCIL



## Clifton to Tangoio Coastal Hazards Strategy Joint Committee

5 July 2024

**Subject: Update on follow-ups from previous meetings**

### Reason for report

1. This item tracks items raised at previous meetings that require action. A list of outstanding items is prepared for each meeting, including who is responsible for each, when it is expected to be completed and a brief status comment.
2. Once the items have been completed and reported to the Committee they will be removed from the list.

### Decision-making process

3. Staff have assessed the requirements of the Local Government Act 2002 in relation to this item and have concluded that, as this report is for information only, the decision-making provisions do not apply.

### Recommendation

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee receives and notes the *Update on follow-ups from previous meetings*.

### Authored by:

**Simon Bendall**  
Coastal Hazards Strategy Project Manager

### Approved by:

**Chris Dolley**  
Group Manager Asset Management

### Attachment/s

- 1 [Follow-ups from previous meetings](#)





## Clifton to Tangoio Coastal Hazards Strategy Joint Committee

## 14 June 2024 Meeting

	Agenda Item	Actions	Responsible	Status/Comment
1	Discussion of rating model	Map out the new timeframes including workshops and meetings, pre-engagement and consultation	Simon Bendall	Work in progress.
2	Te Awanga erosion issues and pathway considerations	TAG to provide advice / next steps to the Joint Committee at its 5 July meeting.	TAG	Item included on 5 July 2024 Agenda.
3	Current Coastal Projects Update	Add Haumoana as a new item to be reported on.	TAG	Included in Current Coastal Projects update item for 5 July 2024.

## 17 May 2024 Meeting

	Agenda Item	Actions	Responsible	Status/Comment
4	Mātauranga Māori workstream update	Supply Tamatea Pōkai Whenua with a compilation of records of engagement with mana whenua and key outcomes.	TAG	Work in progress.