

The future of our coastline

**E tika ana mā wai e kōkiri
ngā kaupapa whakahāngai
ki ngā mōreareatanga
ā-takutai i waenganui o
Clifton me Tangoio?**

**Who should take charge
of adapting to coastal
hazards between Clifton
and Tangoio?**

The future of our coastline

Should Hawke's Bay Regional Council take charge of adapting to coastal hazards caused by climate change?

This is an important step towards implementing the Clifton to Tangoio Coastal Hazards Strategy 2120.

This proposal is a change to what we're doing now, so please give us your feedback.

Active community participation has been a cornerstone of developing the Strategy so far and will continue as we move to implementation. Formal consultation will occur as more information on costs, rating impacts, and the actual effects of coastal hazards and climate change become known.

Keep reading for more information and how to submit your feedback.

What is the process from here:

1 July 2022	Feedback period opens
31 July 2022	Feedback period closes
22-23 August 2022	Hearing for submitters to present their views in person.

A more detailed timeline out to July 2024 is on page 11.

Tukua mai ō whakaaro

Have your say



The easiest way is online at hbrc.govt.nz

The effects of climate change are going to intensify.

What is the problem?

Climate change is causing sea levels to rise, and severe storms are occurring more frequently. Over time this puts hundreds of millions of dollars of public and private assets at risk.

This is an emerging problem so there is uncertainty about how fast we need to respond to these challenges.

But we already know a lot.

We know people highly value our coastline as a place to live, work, connect, and play.

We know we have rare and threatened coastal marine ecosystems that need protection.

We know storm surges and sea level rise are happening – sea levels have been rising in Hawke's Bay by about 4mm per year since 1993.

We know the effects of climate change are going to intensify.

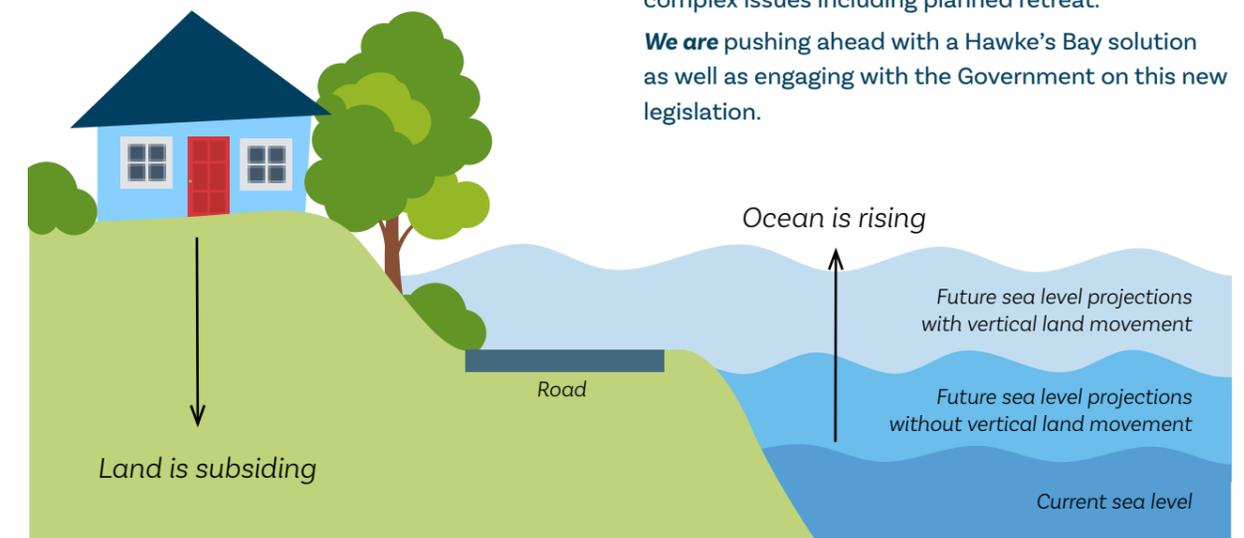
We know land subsiding vertically (due to moving tectonic plates) will compound problems in some places*.

We know the effects on our region will be significant and we need to plan ahead to minimise social disruption and community upheaval.

We know there are things we can do to buy us time.

We know the Government plans to introduce a new Climate Change Adaptation Act to help with these complex issues including planned retreat.

We are pushing ahead with a Hawke's Bay solution as well as engaging with the Government on this new legislation.



*NZ SeaRise research, www.searise.nz

Where we're at

The Clifton to Tangoio Coastal Hazards Strategy 2120 has been in development for over eight years. This process has been nationally-recognised for collaborative coastal adaptation planning.

Hawke's Bay Regional Council, Napier City Council and Hastings District Council all have legal responsibilities relating to natural hazards and climate adaptation. These councils have equally and jointly funded the Strategy's development up to this point.

Difficult decisions over who should manage and fund the work to implement the Strategy need to be made. No physical works currently recommended by the community panels established under the Strategy are budgeted for in any of the partner councils' Long Term Plans.

To move the Strategy forward into implementation, we need to confirm which council or councils will take charge and lead this work.

The easiest way to have your say is online at hbrc.govt.nz, search: #consultation

What is the proposal?

We're proposing that Hawke's Bay Regional Council takes charge and leads this next important phase.

This would give the Regional Council the mandate to finalise the Strategy.

We want to know what you think.



What does taking charge mean?

- **Strategy development**

HBRC will take primary responsibility to finish developing and consult on the Clifton to Tangoio Coastal Hazards Strategy 2120.

- **Transferring assets**

Hastings District Council (HDC) and Napier City Council (NCC) will transfer the ownership of existing infrastructure assets that manage coastal hazard risks to HBRC. There is more information about these assets on page 8. HBRC will take over responsibility for the assets, such as ongoing maintenance, monitoring, any debt, and collecting associated rates. This is a service that your local council has provided in the past and would now be done by HBRC. For those ratepayers that contribute to coastal protection, you will see a reduction in your rates for coastal work on your NCC or HDC invoice and instead it will show up in your HBRC rates.

- **Strategy implementation**

HBRC will be responsible for implementing the Strategy once confirmed through formal public consultation. This includes design, consents, construction, and maintaining works proposed under the Strategy.

We know that significant capital and operational funding is needed to implement the proposed works recommended by community panels. New structures will also need resource consents. The working assumption is that HBRC will follow a beneficiary-pays model, similar to how targeted rates apply to flood protection schemes.

Scope of the feedback process

Clifton to Tangoio is the focus area of this proposal. The stretch of coast between Clifton to Tangoio is the most developed and populated part of the region's coastline. Important strategic assets include Napier Port, Hawke's Bay Airport, the railway, State Highway 51, industry, popular recreational spaces, and thousands of homes.

We are not asking for feedback about the content of the Strategy, funding to implement it, or how rates are set, at this stage. If HBRC takes charge, it would be responsible for developing these matters, and would consult on them separately as part of the Regional Council's Long Term Plan.

What about other coastal areas in Hawke's Bay?

There are ongoing coastal hazards issues outside the Clifton to Tangoio area that need attention. The Clifton to Tangoio Coastal Hazards Strategy 2120 was initiated to establish an approach for later extension into other areas. Starting here means that a robust approach can be developed and adapted for other parts of the region.

HBRC would need to take the same approach to extend the Strategy into Wairoa or Central Hawke's Bay. This means those councils would need to agree to take part and have the opportunity to engage in the process.

What are the options?

There are two options being considered.
Doing nothing is not an option.



OPTION ONE (the preferred option)

Hawke's Bay Regional Council takes charge.

This option was recommended by an independent Funding Review, led by Raynor Asher QC in 2021. Mr Asher found HBRC best placed to 'take charge' of all aspects of adapting to hazard risks on the Clifton to Tangoio coast. The Funding Review also recommended an advisory committee is established to support HBRC as the lead agency, with the same membership as the existing Coastal Hazards Joint Committee – giving HBRC access to local knowledge. The Joint Committee is made up of representatives from Heretaunga Tamatea Settlement Trust, Mana Ahuriri Trust, Maungaharuru-Tangitū Trust, Napier City Council, Hastings District Council, and HBRC.

This is the preferred option, and all three partner councils have signed a Memorandum of Transition supporting the proposal in principle.

Advantages

- One entity in charge makes it clear who is responsible and accountable. It also supports streamlined decision-making and should mean faster implementation.
- The Clifton to Tangoio coast crosses city/district boundaries. An intervention in one area may affect other coastal areas. Having one lead council enables a coordinated consistent approach.
- HBRC is the only council with jurisdiction over the whole Hawke's Bay coastal area.
- HBRC already administers large flood control schemes worth \$200 million¹, with specialist in-house engineering and technical expertise for this type of activity.
- HBRC is the only council empowered to direct a planned retreat response – moving communities and infrastructure inland before they are severely impacted by coastal hazards. This is the recommended long-term option for some communities in the Strategy area.
- Like for like – the rating method would be applied consistently, irrespective of what district a property was located.
- HBRC has a strong balance sheet to take on debt to fund future physical works.

Disadvantages

- Some ratepayers may feel they are well served by their local council (it's not broken so don't fix it).
- Influence may be diluted if HBRC take charge with less local councillors deciding on funding.
- Opportunity cost of spending regional council time, effort, and resources on coastal hazards adaptation.

OPTION TWO (status quo)

Coastal hazards management occurs in various ways by all three councils, with no defined lead agency.

This option means each council is responsible for existing assets and any new assets under their jurisdiction, and would apply their own funding methods. For example, Napier City Council may decide to fund renourishment in Westshore through the General Rate while Hastings District Council apply a per property targeted rate for renourishment in Haumoana. History has also shown that under this approach each council independently commissions their own expert reports which identify various hazards in different ways. This can lead to an inconsistent approach in planning for risks.

Advantages

- Representation at the most local level. Ratepayers may feel they can have more influence with more local councillors as decision-makers.
- Ratepayers know the service levels for the coastal assets concerned and evidence suggests most are happy with it. (Noting that the intention is to keep service levels at current levels – the major difference between the two options is the council responsible.)

Disadvantages

- The financial impact on ratepayers may differ between council boundaries for similar works (as the responsible council may take a different approach to funding).
- Less ability to consider the impact of works in one part of the coast on another part where different councils are involved.
- Greater risk of inconsistent approaches along the coastline.

¹Total asset value as at 2020 (30-year Infrastructure Strategy, HBRC's Long Term Plan 2021-2031)

What are the coastal hazard assets?

The following Hastings District Council and Napier City Council assets are proposed to be transferred to HBRC under this proposal.

An Asset Transfer Agreement will be developed to confirm the detail of the transfer process.



What works might be done under the Strategy?

To develop the Clifton to Tangoio Coastal Hazards Strategy 2120, the area between Clifton to Tangoio was split into two cells – northern and southern. Each was represented by community panels and supported by technical experts. The area was then further split into 16 units, and nine priority units were confirmed for immediate focus.

Risks to public and private property, cultural areas, recreational use areas, and infrastructure services were assessed over the next 100 years.

Recommended adaptive pathways or responses were developed by the community panels for each priority unit – short-term (0-20 years), medium-term

(20-50 years), and long-term (50-100 years).

The recommended pathways are presented on the following page.

In the short to mid-term, recommended pathways generally involve beach renourishment and/or the construction of coastal structures. This reduces erosion and increases the beach crest to mitigate overtopping and inundation risks. In the longer term, some pathways recommend planned retreat.

Final decisions on pathways and who will pay are subject to formal consultation and decisions by HBRC (should it take charge as proposed).

Hastings District Council



Clifton revetment



Cape View corner



Waimārama sea wall*

Napier City Council



Westshore beach renourishment

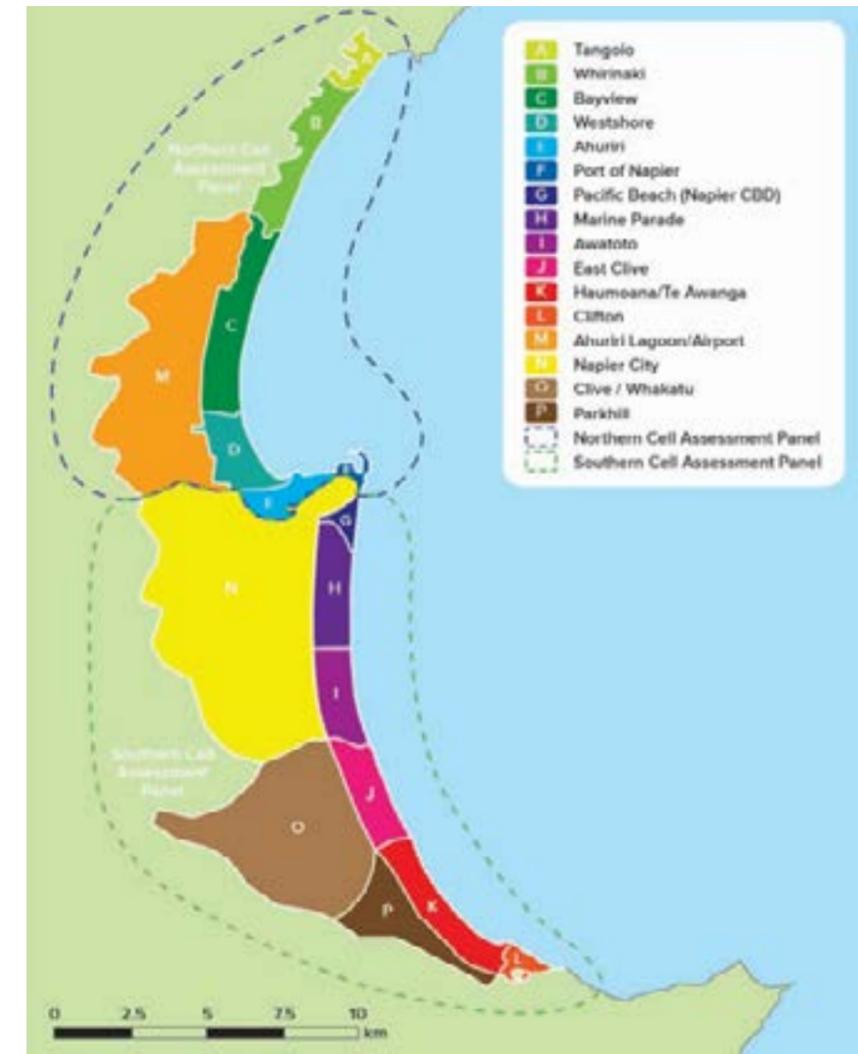


Westshore offshore restoration



Hardinge Road revetment (in Ahuriri)

*Outside the geography of the Clifton to Tangoio Coastal Hazards Strategy, but included for transfer because it is the only other coastal mitigation structure held by HDC so it makes sense to transfer this as well.



An important concept is that each pathway can be adapted. The timeframe for each action (short, medium, and long-term) can be brought forward or delayed, depending on the actual effects of coastal hazards and climate change over time. The Strategy is based on the premise that in many situations any form of coastal defence will only buy time as sea levels continue to rise.

Why is the Strategy's timeframe 100 years?

The timeframe reflects direction provided by the NZ Coastal Policy Statement. Local authorities must assess hazard risks in the coastal environment over at least 100 years. Once adopted, the Strategy will be reviewed at least every 10 years so that the pathways remain fit for purpose as new information becomes available. Ongoing monitoring will also determine when pathway actions need to be implemented.

Pathway	Short Term (0-20 years)	→	Medium Term (20-50 years)	→	Long Term (50-100 years)
UNIT E1: AHURIRI PATHWAY 6	Status quo	→	Sea wall	→	Sea wall
UNIT E2: PANDORA PATHWAY 3	Status quo	→	Storm surge barrier	→	Storm surge barrier
UNIT D: WESTSHORE PATHWAY 3	Renourishment	→	Renourishment + control structures	→	Renourishment + control structures
UNIT C: BAY VIEW PATHWAY 3	Status quo / renourishment	→	Renourishment + control structures	→	Renourishment + control structures
UNIT B: WHIRINAKI PATHWAY 4	Status quo / renourishment	→	Renourishment + control structures	→	Sea wall
UNIT L: CLIFTON PATHWAY 5	Status quo	→	Sea wall	→	Managed retreat
UNIT K2: TE AWANGA PATHWAY 3	Renourishment + groynes	→	Renourishment + groynes	→	Renourishment + groynes
UNIT K1: HAUMOANA PATHWAY 2	Renourishment + groynes	→	Renourishment + groynes	→	Planned retreat
UNIT J: CLIVE/EAST CLIVE PATHWAY 1	Status quo	→	Renourishment + groynes	→	Retreat the line/ managed retreat

The terms explained

Status quo - maintaining current levels of service for coastal hazards structures, such as repairs and maintenance to an existing groyne.

Groyne - a shore protection structure built from the beach out into the sea to capture sand and gravel, and reduce land lost from erosion.

Control structure - a physical structure that attempts to retain and/or grow the beach by enabling gravel and sand to build up. It includes groynes but could also be an offshore structure like artificial reefs.

Inundation protection - similar to a stop bank on a river. Designed to reduce risks to low-lying areas from being flooded by sea water during high tides and storms.

Renourishment - when sand or gravel lost through erosion is replaced from other sources.

Arrow = a trigger point →

This will be an agreed set of circumstances that tell us change is happening, and to consider shifting to the next step in the pathway, or a different action if more appropriate to the circumstances at that time. For example, a trigger might be losing a certain amount of beach to erosion, or seeing the increasing impacts of waves overtopping the beach.



Next steps

Taking charge of adapting to coastal hazards between Clifton and Tangoio will be a significant new activity for HBRC.

We need to include this new activity in our Long Term Plan (LTP) – our primary planning and accountability document. The LTP must show the value of transferred coastal hazard assets, account for transferred rates, the full financial implications of Strategy implementation such as timing, the detailed costs of physical works, and who pays for what.

The Regional Council consults on its Long Term Plan every three years and can amend its LTP at any time. It is proposed to integrate Strategy implementation into our next LTP, which will be consulted on, confirmed, and in place by 1 July 2024.

The transfer of assets is still subject to detailed terms being agreed between the councils in a later Asset Transfer Agreement. This is also proposed to be confirmed and in place prior to 1 July 2024.

More information

Find out more online at hbrc.govt.nz including:

Review and Recommendations for the Clifton to Tangoio Coastal Hazards Strategy Joint Committee

Report of the Northern and Southern Cell Assessment Panels (February 2018)

Coastal Hazards Memorandum of Transition

There is much more information on the Clifton to Tangoio Coastal Hazards Strategy 2120 at hbcoast.co.nz

Timeline

- ▶ **23 May 2022**
Memorandum of Transition signed ✓
- ▶ **1-31 July 2022**
Feedback – Have your say! (we are here)
- ▶ **22-23 August 2022**
Hear submissions
- ▶ **31 August 2022**
HBRC decides in principle whether or not to take charge, subject to confirming the proposal through its next Long Term Plan
- ▶ **Sept – June 2023**
HBRC finalises the Strategy and proposes how to fund strategy implementation
- ▶ **July 2023**
Minister of Local Government informed
- ▶ **August 2023**
HBRC consults on the Strategy and the full financial implications of implementation including timing, detailed costs of physical works, and who pays for what
- ▶ **Oct- March 2024**
HBRC includes costs into its Long Term Plan 2024-2034
- ▶ **March 2024**
HBRC consults on its Long Term Plan 2024-2034
- ▶ **June 2024**
The three partner councils, HBRC, NCC and HDC, sign a Transfer Agreement, including a written undertaking from NCC and HDC confirming the assets have been constructed, maintained, and monitored in line with all resource consents, Long Term Plans and Asset Management Plans
- ▶ **1 July 2024**
Assets transferred and HBRC take on the new activity

Coastal Hazards Feedback

Tukua mai ō whakaaro Have your say

The easiest way
is online at
hbrc.govt.nz



There are a number of ways to share your views with us on this proposal.
Please read *The future of our coastline* document before having your say. Thanks for taking the time to get involved.

First name: Last name:

Email:

Address:

If you are submitting as the official spokesperson on behalf of an organisation, please give the organisation name here:

Constituency: Ahuriri-Napier Heretaunga-Hastings Ngaruroro
 Tamatea-Central Hawke's Bay Wairoa not sure out of region

Are you a Hawke's Bay ratepayer? Yes No

Which option do you support?

Option 1: (Preferred option) Hawke's Bay Regional Council takes charge of adapting to coastal hazards between Clifton and Tangoio. Yes No

Option 2: (Status quo) Continue with coastal hazards managed in various ways by all three councils, with no defined lead agency. Yes No

Please give your reasons below (optional)

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Need more room? You can attach extra pages, just make sure they include your name and address.

Do you wish to present your submission to the Regional Council at a hearing between 22-23 August 2022?

Yes No If yes, please provide a daytime contact number and/or email address.

Privacy Statement - Submissions are public information. Your name and feedback will be included in public documents as part of the decision-making process. All other personal details will remain private. This information will be held by Hawke's Bay Regional Council but only for the purpose of this feedback process.

One submission per individual or organisation. If your submission is out of scope, you may be asked to resubmit. You will have opportunities to provide feedback on the detail of the Strategy as part of a formal consultation process at a later date.

Online: hbrc.govt.nz, search: #consultation or scan our QR code

Email: haveyoursay@hbrc.govt.nz

Post: Hawke's Bay Regional Council, Private Bag 6006, Napier 4142

Hand deliver: 159 Dalton Street, Napier

HBRC must receive your submission by 8pm on Sunday 31 July 2022.



TE KAUNIHERA Ā-ROHE O TE MATAU-A-MĀUI