

**Reference Number: 2023/948**

26 April 2023

[REDACTED]

Email: [REDACTED]

Tēnā koe [REDACTED]

### **Response - Official Information Request**

I refer to your request for information received on 27 March 2023. Your request has been considered under the Local Government Official Information and Meetings Act 1987 (LGOIMA) and I provide the following information.

#### **Copy of the terms of reference or commissioning document for the work being carried out by Boffa Miskell**

Please see attached the supporting document titled Offer of Service. The scope of work has been integrated into the contract document.

#### **Do you know if Boffa Miskell will take into account the Strathnaver Coastal Natural Character Area**

One of the key aspects of the contracted work is to evaluate potential ecological and geomorphological impact of the development of the proposed new vehicle access at each identified potential location.

Following this key aspect, the specifics of the Strathnaver Coastal Natural Area will be needed to be considered by Boffa Miskell - this has been verbally confirmed by Boffa Miskell.

#### **Have there been any discussions or consultation with Ngati Wehiwehi with regard to the work on possible options for the provision of roads access to Waikawa Beach? Can you provide me with a copy of any notes or record of this discussion/consultation?**

Representatives of Ngati Wehi Wehi were contacted via e-mail on 21 March 2023. The e-mail included a brief ""project description" and a request for a hui with the proposed date of 3 or 4 April. The hui was held on 4 April.

Further engagements with Ngati Wehi Wehi are planned. Please see attached supporting document (Waikawa Beach Access) and the related summary of the discussion with Ngati Wehi Wehi. In response of the material enclosed, it is necessary to withhold contact details and other personal information under s7(2)(a) of the LGOIMA, to protect individual privacy.

Summary of Hui held on 4 April 2023

Ngāti Wehiwehi and Muaupoko	
4 <sup>th</sup> April - 2pm Hanks Edwards Reserve	
Attendees: Dean Wilson (Muaupoko) Lani Edwards (Ngāti Wehiwehi) – apologies from Patricia (Paddy) Jacobs who was busy at a Tangi. All discussion points below to be reviewed with wider hapū.	
Do you think vehicle access should be reinstated?	Hapū utilise the existing access and are likely to support continued access.
How do people from your communities typically access the beach?	White baiting, fishing, recreation
If access is reinstated, of the initial options do you have any preferences?	Will confirm once wider discussion is undertaken with hapū
Are there any other access option we should consider?	Not indicated. A hui with the Miritana block owners was discussed to explore the potential to negotiate approval to use and maintain the existing access. This will be part of the internal hapū korero.
Are there any sites of significance or specific cultural values in the Waikawa Beach area we need to consider in the options considerations	<p>Ngāti Wehiwehi are the mana whenua of the area. Muaupoko have an interest due to historic use of the area but are here primarily to support Ngāti Wehiwehi.</p> <p>Lani will take the information back to the hapū for a korero to discuss the project and confirm any known historic and cultural significance of the area or specific sites.</p> <p>Dean confirmed that area has a long history of use by Māori –particularly on the sheltered east side of the dunes that would have been used for various activities. Noted that the subsequent dune movement and changes could have easily buried these sites.</p>
What involvement would you like to have in the project moving forwards?	Will confirm once wider hapu has been provided input – but indicated that they would like to be closely involved going forward. Requested that any relevant background information is provided in the interim which will be useful in informing discussions with hapu. Follow up email from Patricia indicated that they will be having a regular hui next week where this can be discussed, and they will come back to confirm.

Has the HDC undertaken a stocktake or analysis of the policies (and recent trends in these policies) of other councils with regard to vehicle access to beaches within their role?

Council has not undertaken a stocktake or analysis of policies related to vehicle access to beaches.

You are entitled to seek an investigation and review by the Office of the Ombudsman. Information about how to make a complaint is available at [www.ombudsman.parliament.nz](http://www.ombudsman.parliament.nz) or free phone 0800 802 602.

Horowhenua District Council publishes responses to Local Government Official Information and Meetings Act 1987 (LGOIMA) requests that we consider to be of wider public interest, or which relate to a subject that has been widely requested. To protect your privacy, we will not generally publish personal information about you, or information that identifies you. We will publish the LGOIMA response along with a summary of the request on our website. Requests and responses may be paraphrased.

If you have any queries regarding this information, please contact the LGOIMA Officer on [LGOIMAOfficer@horowhenua.govt.nz](mailto:LGOIMAOfficer@horowhenua.govt.nz)

Ngā mihi



Steve McTaylor-Biggs  
**Executive Sponsor**

8 March 2023

[REDACTED]  
Horowhenua District Council  
126 Oxford Street,  
Levin

Email: [REDACTED]

Boffa Miskell



Dear [REDACTED]

**Landscape Design, Planning & Engagement Services Offer of Service – Waikawa Beach Access**

As requested, we have prepared an updated offer of service to assist Horowhenua District Council (HDC) with planning, design and engagement for creation of a proposed new vehicle beach access for the Waikawa Beach community.

We understand the existing access is impractical given its location on the high erosion zone on the outside bank of the Waikawa and concerns about vehicle disturbance to this ecologically sensitive area. These concerns have prompted the community to petition the HDC to develop an alternative beach access point.

This access is intended to allow 4wd, ATV, walking and horse access to the beach foreshore for recreational and mahingakai gathering purposes. HDC have completed a preliminary review and identified the following options:

- Utilising one of the 3 existing council owned access parcels noting there are still significant challenges and potential constraints associated with each of these access points.
- Adding new easement(s) alongside an existing council parcel.
- Negotiation with a private landowner for a new easement independent of the existing access parcels.
- Council making a strategic acquisition of new land.

HDC wish to engage a consultant to review the options and complete an engagement process with mana whenua partners and the local community to try and reach a consensus on the most appropriate way to progress the project and complete a design concept to a consent ready status.

**General Project Understanding:**

The current proposed access point cross an active dune system, so will need to be constructed, aligned and designed in a way that minimises disturbance to both ecological



values and physical dune processes. Any surfacing measures will need to be resilient and adaptable to the dynamic nature of this environment.

The access is not intended to be used for boat access as this would occur from the existing ramp on the river. Spaces at the track entry for 3-4 vehicles and horse floats is suggested to allow for visitors to bring their horses to the beach.

We anticipate some signage and planting to help delineate and mark the entry. At this stage there are no access restrictions proposed. Should antisocial or destructive vehicle use become an issue HDC may in the future look at a gate with swipe card access to control who can access the beach in vehicles.

Mana whenua groups are anticipated to have active interest in the project with local members wanting to access the beach for gathering of kai moana and recreational purposes and the desire to protect and enhance the cultural and ecological values of the Waikawa area.

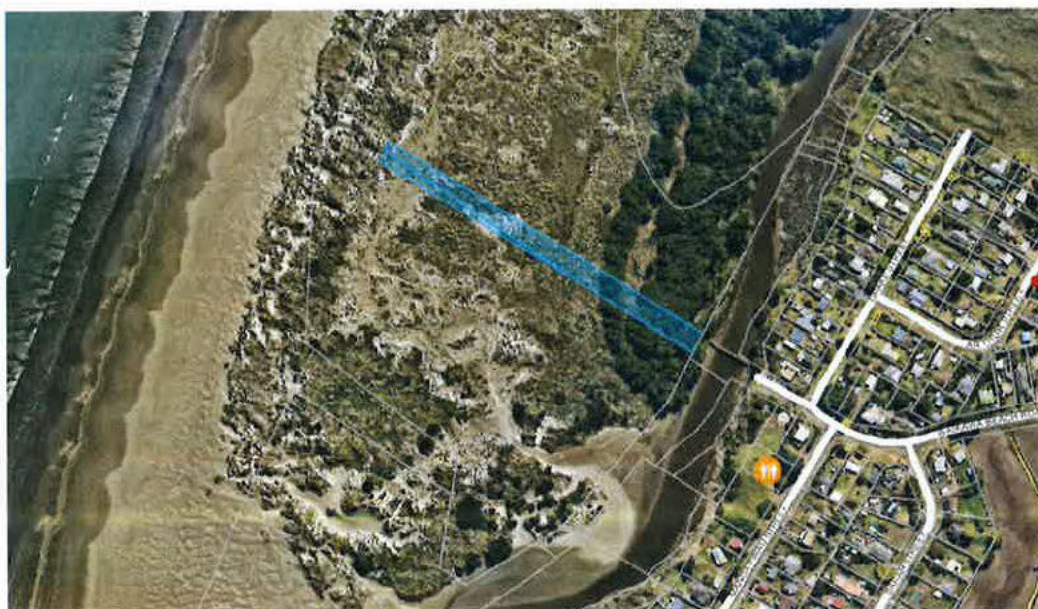
Waikawa is identified as a growth area with two significant urban growth areas being considered to the west of the existing residential development areas. This will likely increase demand and use of the beach access over time.

The whole coastal zone is mapped as part of the District Plan Coastal Outstanding Natural Feature layer and the potential access options all straddle the orange risk Tsunami zone.

## Current Access Options identified by HDC Staff:

### Existing Waikawa Stream pedestrian bridge:

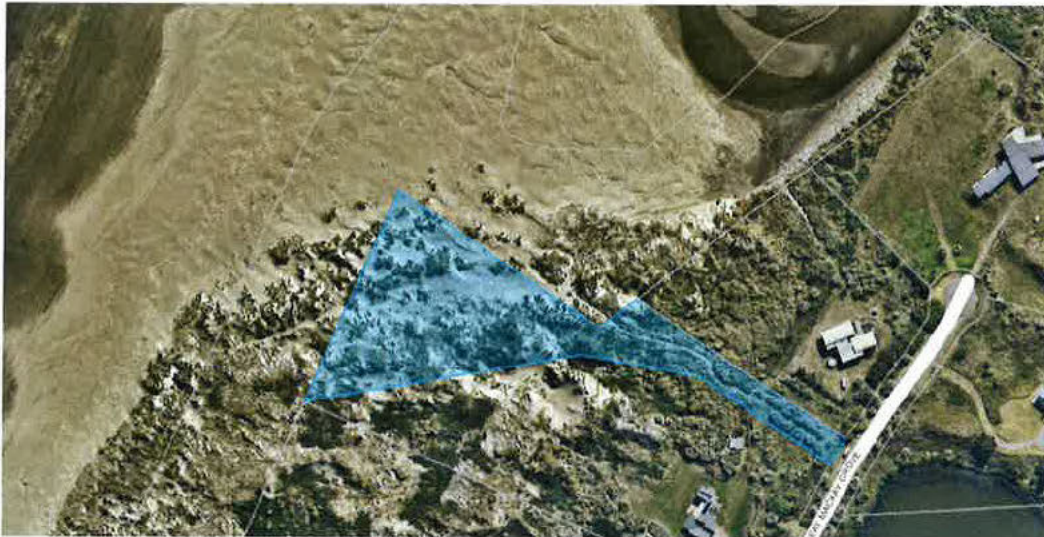
This point is connected to the heart of the existing Waikawa community, but this option would incur a very significant cost to build a new structure suitable for vehicles. The relatively narrow but long parcel (approx. 480m) crosses some steep topography and back dune wetland areas which would be difficult to physically form an access track over. Current NPS Freshwater rules would likely prohibit any disturbance of wetlands. The adjoining landowner has indicated they do not wish to facilitate access over their properties so options for boundary changes, new easement access or a land purchase to provide a better alignment is unlikely.





#### Reay Mackay Grove - North Parcel

Located within the rural residential Strathnaver subdivision area to the south of the main village, the parcel widens out from approximately 14m at the roadside to a triangular parcel that connects to the foreshore area approximately 200m away. The relatively close proximity to the river mouth could still pose a future risk to this alignment, particularly with climate change induced increases in severe weather events and related flooding. Anecdotally there are reports of the beach in this area being used by native coastal bird species. We anticipate there could be strong resistance from local residents against establishing a new vehicle access in this area.



#### Reay Mackay Grove - South Parcel

The southernmost access parcel off Reay Mackay drive is much narrower at approximately 5m wide and provides direct access to the foreshore - again approximately 200m away. The narrow alignment is not necessarily a limiting factor however, as this ends in the relatively stable back dune area and from here the access could be angled across the Waikawa Beach Road land parcel to limit exposure the prevailing wind direction. Again we anticipate there could be strong resistance from local residents against establishing a new vehicle access in this area.



## Methodology:

We have mapped out the following methodology but are happy to review this with you to best meet HDC, iwi partners and the wider community needs.

### **Project initiation**

Following award of the project we would arrange a start-up teams call to review the project deliverables, scope, schedule, stakeholders and mana whenua partners for the project.

### **Technical Desktop Review**

#### *Planning:*

We will collate all available relevant background information and Charles our planner will provide a high-level review of key District, Regional, or National regulations the team will have to consider. He will also confirm:

- What (if any) consents maybe need to be obtained for the proposed works – note there are 2,500 sqm permitted small scale land disturbance area limits under the Horizons Regional Council One Plan which could come into play for this project depending on final alignment proposed and configuration of any parking area.
- What supporting reports and assessment of effects will be needed and provide a brief review of issues, opportunities and consenting risk associated with each of the 3 identified access points and alternative options of easement boundary changes and/or land purchase.
- An indication of the likely consent process that can expected as well as anticipated timeframes.
- Contact Horizons Regional Council (HRC) to discuss the project and confirm our planning assessment of potential consenting requirements and what rūnanga or hapū groups have mana whenua status over the Waikawa area. We will also review any other access options or related projects HRC are involved in.

This information will be provided as a short memo.

#### *Ecology:*

Our Ecologist Antony (with assistance from a BML ornithologist and herpetologist) will undertake a desktop review of the proposal and provide initial recommendations for ecological considerations around the beach access options including anticipated constraints and opportunities and what additional studies and assessments will be required (e.g. herpetological, botanical or ornithological surveys).

#### *Design Considerations:*

- Consider road accessibility to potential access points.
- Review prevailing wind direction against potential access alignment options to see which allows for the track to be oriented across the prevailing wind and therefore more protected from sand blowouts causing maintenance issues and potential instability of landward dune systems.
- Review of historic aerial photographs to document the maximum extents of the area occupied by the Waikawa river mouth and therefore ideally avoided.

- Map historic dune topography to help identify dynamic foredune and stable landward dune areas and changes in these patterns over time.
- Space requirements for a parking area at the trail head.
- Map alignment obstacles and constraints – topography, wetlands, significant vegetation, property boundaries and private residences.

#### *Geomorphology:*

A review by a coastal geomorphologist is recommended to provide comment on the suitability proposed access locations in respect of land stability and dune system dynamics. This will include a site walkover, desktop analysis and a memo-based summary that would be incorporated into the issues and opportunities analysis of each access option.

Our proposed sub-consultant is Dr Martin Single of Shore Processes and Management Ltd (SPM) is experienced with working in similar coastal dune landscapes and specifically how to accommodate access and parking areas within these dynamic environments.

#### *Legal review (not included in current scope):*

As discussed, legal review will be required should new easement(s) be proposed. We are assuming the existing access parcels and the Waikawa Beach Road do not have any legal restrictions or encumbrances on the titles that may prevent use of these for vehicle access purposes. Given the potential for strong opposition from residents in the Strathnaver subdivision it will be important to have clarity on the legal position of the proposal before the project progresses the public engagement stage.

#### **Initial Iwi Partner and Stakeholder Engagement**

We have proposed to structure the engagement process into three stages as outlined in the table on following page. This will need to be reviewed with the HDC comms team to ensure the timelines and audience is appropriate. The proposed strategy is to initiate contact and gather feedback from mana whenua, key stakeholders and those most likely to be directly impacted by the project early to ensure any concerns are captured early rather than waiting until the later public engagement stage of the process.

We recommend initiating mana whenua engagement with the HRC nominated contacts immediately to inform them of the project and confirm what level of involvement they wish to have. We understand the project will likely be of higher interest amongst local mana whenua groups.

Gabe, Anthony, Charles and Jacob will arrange to visit the site following completion of the majority of the initial desktop technical reviews. Anthony will use this as a chance to ground truth the ecological desktop review.

We will coordinate this visit to allow for an invitation to mana whenua representatives (assumed to be up to 4-5 groups) to meet with us and walk the sites. Anticipating we may not be able to get all groups scheduled for the same visit we have provided a provisional pro rata sum for additional site visits by Charles and Anthony as required. We understand that there are historic tensions between some groups so assume we will schedule separate mana whenua meeting times to avoid distraction from the focus on the project. We have allowed a 3.5 week window for these meetings (working around the Easter Break) and an additional 3 week period to allow for receipt of feedback from their wider organisations.



Similarly, we would schedule a meeting with selected stakeholders for the same visit to review the initial findings and the proposed engagement process.

Jacob will use the site visit to complete a UAV survey of the area across which the potential access maybe located. To overfly the private sections, we would need to seek landowner approval, this will be sought as part of the initial contact noted for March. The survey will be used to develop a 3d surface model that will inform the geomorphology work and detailed design of the preferred access.

Timing	Audience	Purpose	Channels / tactics	IAP2	Responsibility
<b>Early Engagement March 2023</b>					
Late March to Mid-May	Mana Whenua (as determined in consultation with HDC and HRC)	Partnership - Invitation to provide input into the selection and alignment of the proposed access	Initial contact via email/phone with invitation to meet onsite if the projects are of interest with feedback into design.	Involve / collaborate	HDC + BML
Late March	Reay Mackay Grove residents	Socialise the project with potentially directly impacted residents to provide early feedback (9 properties).	Invitation to face to face meeting via mail drop, email or phone call if contact details are available	Involve / consult	HDC with support from BML
Late March	Selected stakeholders (e.g. Waikawa Ratepayers & Residents Association)	Review and discuss access options prior to public release.	Invitation to meet during initial site visit, follow up with emailed draft engagement materials	Involve / consult	HDC + BML
<b>Public engagement – Late May to Late June 2023</b>					
Late May to late June	Local community, businesses & residents.	Present all the access options along with technical analysis for public feedback.	Public open house, static posters posted at Waikawa community facilities such as Waikawa Boating Club and other local HDC service centers. Postcards available to take away. Feedback via online and hardcopy forms.	Consult /Inform	HDC + BML
<b>Consultation close-out July 2023</b>					
Early July	Council	Inform outcome	Presentation	Inform/ Empower	HDC
Mid July	Mana Whenua & key stakeholder representatives	Inform outcome	Letter and link to report	Inform	HDC
Mid July	Local community, businesses & residents	Inform outcome	Update to Council social channels	Inform	HDC

We recommend setting up a series of one-on-one meetings with the potentially directly impacted Reay Mackay Grove residents. These can ideally be in-person but can also be via teams if this is more convenient. We have assumed HDC will be able to facilitate this with BML providing support as needed. We anticipate there will be nine key properties of interest on the seaward side of Reay Mackay Grove. We suggest initiating contact with selected landowners in the order of priority of what property has the space and location most suited to accommodate an access alignment. This will allow us to communicate the options and process to directly to them and get early feedback on support or opposition. Ideally this will flag any landowners receptive to negotiation of a new easements, possibly a land sale or at least receptive to having a new public access near their property.

We have assumed the additional 16-20 properties on the east side of the Reay Mackay Grove can be informed updated via letter drop and the subsequent public engagement process.

In advance of these meetings, we will prepare a handout showing an analysis diagram of the wider Waikawa beach area and key constraints and opportunities for each of the identified access options.

The anticipated options to present will include:

- Waikawa Bridge Upgrade
- Reay Mackay Grove – North Parcel
- Reay Mackay Grove – South Parcel
- Combination of existing access parcel and new easement(s)
- New easement
- Strategic land purchase

Meeting notes will be recorded as part of the project documentation.

Following the site visit and early engagement meetings we will refine the analysis and options information and prepare information and graphics for the public engagement stage. This will need to be reviewed by the HDC coms team and hardcopy posters and handouts printed.

### **Public Engagement**

Once all the engagement materials are approved, the 4-week public engagement stage can be initiated. To capture as much feedback as possible we recommend:

- Hardcopy posters with handouts at key public venues (such as the Waikawa boat club, library's and council service centres). We have had good success using handouts with detachable feedback form that can be submitted at nominated drop boxes. These are typically paired with an identical digital feedback option for those who prefer online feedback.
- Posts to HDC website and social channels directing people to the feedback survey.
- Advertising and facilitating a public drop-in session with posters and staff on hand to discuss the options. BML will support this with Gabe and Charles available to attend. Feedback on the day can be collated via sticky notes, digital survey on ipads and hardcopy feedback forms people can take away if they wish. We recommend this is

event is arranged at the start of the engagement period to proactively deliver key project information to the community.

### **Selection of Preferred Access Option**

Following the close of the engagement period the community feedback will be collated into a summary report.

Should a landowner be identified in either the early or public engagement stages who is willing to sell or establish an easement we would provide initial recommendations around suitability from a landscape, planning and ecological perspective. We assume HDC staff would take the lead in managing this contact and negotiating any financial and legal details.

Hostile landowners will be identified based on feedback and access options located near these flagged as problematic. If there are receptive landowner(s), we recommend arranging a call with them identify what key concerns they may have and provide a sketch plan proposal for how an access could be accommodated with suitable mitigation planting for privacy of existing or future residences.

Once all potential options have been explored, we will prepare a final summary of issues and opportunities of each, with a final recommended option for Council consideration. If not bound by confidentiality concerns, high level costs associated with each option would be useful to present.

We recommend that this information is also circulated to mana whenua representatives for review and feedback once Council has reviewed this.

If Council agree to pursue an option we would proceed with the next stage of work. Should no options be supportable HDC has the options to halt the project. Once there is consensus on the preferred option, assuming there are no confidentiality restrictions around land or easement negotiations the summary report can be circulated to the wider community as a project update via the HDC website.

### **Developed Design**

If a preferred option is agreed on, we will develop a detailed design package for the beach access.

The previously captured UAV survey will be used to prepare a detailed base plan on which to refine the design to best fit the existing landforms, work around existing areas of high value vegetation, and protect the privacy of adjacent properties.

Any planting required for screening, shelter and dune stabilisation will be identified and mapped.

We anticipate the trail head will comprise of a gravelled parking area with signage for bylaws, fisheries information, and potentially cultural and ecological information. This area will likely be delineated with posts and fencing elements and again could incorporate some cultural design elements such as pou or other sculptural pieces. We would liaise with interested mana whenua groups to identify opportunities to incorporate cultural narrative elements in the project however detailed design and execution of these is currently excluded from this proposed scope of work.

Where the access passes over stable landward dune areas gravel or bark surfacing maybe laid where necessary. Through the mobile foredune zone a combination of wood chip, chained planks or half round timbers maybe needed to bridge particularly soft sand areas.

Timber posts and rails may be used in selected locations to define the access and prevent traffic from cutting corners and potentially creating a Y shaped exiting point that increases the chance of scouring and dune blowouts.

If the optional geomorphological assessment is accepted, Dr Single will provide technical review and feedback on the preferred alignment location and design to ensure this will best fit within the dynamic dune systems and reduce adverse environmental impacts and long-term maintenance and operational requirements.

Deliverables will include:

- Coloured annotated landscape plan
- Grading plan with estimated earthworks volume calculations and erosion and sediment control measures
- Planting plan and schedules
- Layout for access entry and exit points with typical details for site signage, bollards and fencing.

#### **Draft Consent Application**

Given the coastal setting with the Outstanding Natural Feature designation we anticipate a consent will be required to establish the new access. Charles will coordinate compilation of the consent application and supporting assessments and reports. This is likely to include:

- Ecological Assessment
- Landscape and Visual Impacts Assessment

Depending on the selected access and proposal alignment a Coastal geomorphological Assessment may also be required.

Because of the uncertainty around the consenting status at this point we have only provided estimated pricing for this stage of work. This can be confirmed following selection of a preferred access location and alignment.

#### **Detailed Design, Tender and Construction Management**

If required, we would be happy to provide a proposal to assist with subsequent stages of the project. Again, this stage can be priced following confirmation of a preferred access point location and alignment.

### **Proposed Team**

We have proposed the follow team for the project led by Gabe Ross as project manager working closely with planner Charles Horrell, ecologist Anthony Kusabs (resumes attached) and support from landscape architect Jacob Jenkins.

Collectively we all have experience with working on similar projects in the coastal environment and projects in the Horowhenua District such as the Holben Reserve Development Plan and Foxton Beach Urban Growth Area Masterplan.



**From:** [REDACTED]  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** Waikawa Beach Access  
**Date:** Tuesday, 21 March 2023 12:14:36 pm

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Kia ora [REDACTED]

I am a Planner with Boffa Miskell and am contacting you on behalf of Horowhenua District Council (HDC) to inform you of project that is underway to identify whether a new beach accessway at Waikawa Beach should be constructed and, if so, where this should be located.

We would like to invite you to meet with representatives from HDC and Boffa Miskell to discuss the project and current options.

### **Background**

I understand that [REDACTED] at HDC caught up with you last week and provided a general overview, but by way of some additional context, I have provided some background below.

As you may be aware, maintaining the existing vehicle beach access off Manga Pirau Street across private land has been an ongoing challenge due to bank erosion from the adjacent Waikawa Stream. This led to a petition with 100+ signatures from the community to install a new vehicle access in 2021, which has ultimately resulted in the project currently under discussion. However, it is also recognised that a proportion of Waikawa Beach residents are against any further vehicle access given recent dune improvement works because of the likely impact on new, and established bird populations. This will also need to be considered in terms of the forthcoming community consultation in April/May 2023.

The initial goals and requirements for the new potential access include:

- Providing for a safe, low maintenance access to Waikawa Beach while protecting existing cultural, ecological and amenity values.
- Providing a reliable accessway that is suitable for 4WD and ATV vehicles, horse, and pedestrian traffic for recreational and mahingakai purposes.
- Providing for a small amount of parking at the access entry along with regulatory and information signage.

### **Current Position**

Council has initially considered three potential options for access, these include –

1. Replacing the existing Waikawa Bridge with a vehicle crossing and track;
2. Access at the side of 6, Reay Mackay Grove over the existing Council land; and
3. Access to the side of 64, Reay Mackay Grove

Of the three options indicated above (1) is unlikely to be considered further following initial conversations with Horizon's Regional Council, the need to clarify ownership, and the cost of implementing this option. This leaves potential for a new vehicle access off Reay Mackay Grove via the existing two Council ROW's indicated in 2 & 3 below.



### Site visit and on-site hui

Further to your discussion with [REDACTED], we would like to invite you to meet with us on site and discuss these options further. We are interested to hear your views on provision of vehicle access in general, any specific concerns and any preferences for the current options identified.

A site visit and ecological survey is planned for the 4<sup>th</sup> of April and we would be available in the afternoon to meet with you at Waikawa to look at the options. If this date didn't work, we would also be available on the 3<sup>rd</sup> of April.

If neither of these dates suit we can schedule an alternative date for either a site visit or, if more convenient, have an initial korero on teams or zoom. Please email me at [REDACTED] or call me on [REDACTED] with your preferred dates, times and meeting format and we will do our best to schedule this in.

Following this site visit, if you wish to be actively involved in the process further we would be pleased to keep you informed as we progress the project through the public consultation and Council review process.

### Timeline for Next Steps

A timeline of the relevant next steps for the project is provided below:

**April:** Site survey work & meeting on site

**Late May:** Final potential access options along with positive and negative aspects of each posted to HDC website. Public open house event held to present these options with an accompanying survey to gather community input over a 4-week feedback period.

**Early July:** Summary of options and community feedback presented to Council for a decision on how to proceed.

**Mid July to Mid August:** Assuming Council approves proceeding with a proposed option complete developed design, consent applications and supporting technical assessments.

Timelines for consenting and construction to be confirmed closer to this time.



If you have any questions, please do not hesitate to get in contact with us. I look forwards to hearing from you

Ngā mihi,

 | Planner | Senior Professional  
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