

DETAILED BUSINESS CASE
CONSULTATION REPORT
EASTERN BAYS SHARED PATH
PREPARED FOR HUTT CITY COUNCIL
September 2017



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Hutt City Council

Eastern Bays Shared Path – Consultation Report

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1. Introduction

1.1 Background

The completion of an Eastern Bays Shared Path is a key component of Hutt City Council (HCC) transport strategies and is a key project in providing a safe and integrated network for commuting and recreational purposes under the current strategy 'Walk and Cycle the Hutt 2014 – 2019'.

The project is considered part of the Great Harbour Way/Te Aranui o Pōneke which is a walking and cycling route around Te Whanganui-a-tara, the harbour of Wellington from Fitzroy Bay in the east to Sinclair Head in the west. Significant work has already been undertaken on this project.

This work includes the development of initial designs which were dependent on the replacement of existing seawalls with a modern structure. The proposed structure was intended to be more effective at reflecting wave energy, thus reducing potential overtopping during storm events. These designs allowed for the provision of a shared path on top of the structure. However, recent seawall structural assessments have indicated that the complete replacement of the existing wall is not economically justified. This is because many sections still have over 20 years residual life. As a result it has been concluded that a cycleway cannot be provided solely on the basis of resilience benefits gained through seawall replacement.

The Eastern Bays Shared Path Indicative Business Case (IBC)¹ developed options for a shared path that considered a variety of options including options that limited the lengths of replacement of the existing seawalls. The options have been developed and assessed to identify one or two options for further consideration in a Detailed Business Case (DBC) and to be taken further into the consenting stage.

This Consultation Report summarises the engagement with the public and stakeholders on the options developed for the Eastern Bays Shared Path.

1.2 Project Area

This project focuses on improvements to the safety for pedestrians and cyclists on Marine Drive (as shown on Figure 1-1):

- Point Howard and the northern end of Days Bay
- The southern end of Days Bay (Windy Point) to Eastbourne (Muritai Road / Marine Parade intersection)

¹ Eastern Bays Shared Path Indicative Business Case, Stantec

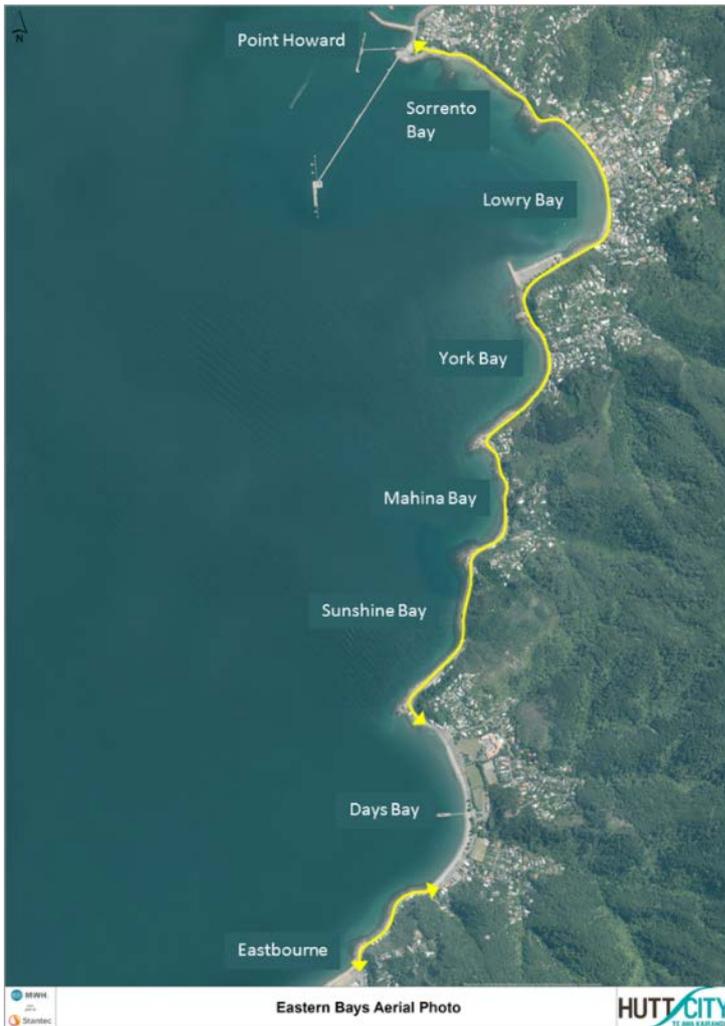


Figure 1-1: Map of the project area displaying Bays consulted in project plans

Marine Drive is a Primary Collector road which carries between 6,000 – 8,000 vehicles per day and is the only road access to the residential eastern bay suburbs. The road is located adjacent to the coastal environment which winds its way around several headlands and bays between Point Howard and Eastbourne with a posted speed of between 50kph to 70kph.

Between Point Howard and Windy Point, except for Days Bay, there are very limited safe facilities for pedestrians while cyclists are expected to use the road shoulder, which is more often than not very narrow or non-existent, or vehicular lane. In certain limited short locations a shared path exists on the seaward side, these are predominantly in areas where new seawalls have been constructed therefore allowing provision of this facility.

1.3 Consultation Overview

Consultation with the local community has been a key component of the Eastern Bays Shared Pathway. The purpose of the August 2017 engagement was to provide information and answer questions about the project, whilst gaining feedback on the proposed options, and understand community values and expectations on the proposed shared path. Consultation with iwi has been ongoing and was also part of this consultation stage where options were considered.

This engagement focused on explaining and getting public and stakeholder input on our proposal. The proposed plans discussed in the engagement included:

- The construction of new seawalls as well as the addition to or alteration of the existing seawalls
- Encroachment onto the foreshore

- Potential disturbance of or damage to sites and features of ecological, heritage or archaeological value
- The character of each bay and what was important to them
- Possible changes to be made to support natural animal habitats (Little Penguins)
- Width of the proposed path (2.5m/3.5m)

An important component of the consultation was the close collaboration with members of the Eastbourne Community Board, Virginia Horrocks (Chairperson) and Derek Wilshere (past member). Their local knowledge of issues and the contacts that they have in the community were invaluable. They were instrumental in setting up the meetings, lead the various bay meetings and provided support throughout the process. A number of other elected community members also attended the various community meetings.

The engagement included meetings with all of the bays affected by the proposed shared path (see Figure 1-1 for inclusions), where the local residents were invited to meet with the project team to learn more about the project, ask questions and offer their thoughts and ideas for how the proposal might be developed. Attendees were invited to place post-it notes on the diagrams showing the route and details on the proposed project. At the end of the consultation stage, a meeting for bay representatives was held to obtain feedback on the general opinions of the bay communities. A community Open Day was also held for the wider community. The public was encouraged to submit an online feedback form or email the project team with responses to a number of questions.

In summary, approximately 95 people attended the bays meetings and about 70 visited the displays at the Open Day. A total of 63 feedback forms was submitted during the engagement period from 7th to 31st August 2017. We also received feedback via 12 emails.

All responses received within the engagement period have been analysed and are presented in this report.

1.4 Objectives

The objectives of this public engagement were to:

- Identify and engage with affected members of the community
- Provide clear and concise information and communication
- Create a platform for honest and open communication
- Maximise participation in engagement and feedback
- Encourage active participation and collaborative input into the design process
- Ensure that feedback is adequately documented and fed back into the design process
- Receive maximum buy-in from stakeholders and the wider community
- Gain positive / balanced media coverage
- Meet our obligations under the Resource Management Act 1991, the Land Transport Act 2003 and Local Government Act 2003.

1.5 Engagement Principles

Public engagement requires a genuine commitment to communicate effectively with individuals and groups, and it is fundamental to the success of a project. When done well, it can improve both the quality of the project and the level of community buy-in to it.

This project has been based on the following engagement principles:

- A commitment to open and honest communications with stakeholders and the wider community

- Engagement is a genuine dialogue about a proposal not yet finalised
- Provide regular and relevant information on the project to inform affected parties and the wider community, and minimise the risk of misinformation
- Allow sufficient time for engagement
- Provide opportunities for feedback
- Take into account the views received in the feedback
- Work to resolve any issues raised by stakeholders or members of the wider public in a proactive, timely and appropriate manner and
- An engagement approach that is flexible and adaptable to meet changing needs.

1.6 Past Engagement

We have engaged with the public in late 2016, with the first community open day in November 2016, where we discussed a range of improvements that included replacing the parts of the seawall that had <5 years residual life at width between 1.5m-3.5m wide. We addressed feedback which concerned the width of the path, and addressed safety concerns. During this consultation, feedback from the community told us that 1.5m was too narrow for a path and that 2m should be a minimum width, 3.5m being the ideal.

A Consultation Feedback Report for this period of consultation is attached in Appendix A.

Since this engagement, we have taken that feedback on board and provided alternative plans to those initially presented to include a wider shared path. The purpose of the August 2017 engagement was to inform the public about the updated plans and to obtain feedback on the options that have been developed to date.

2. Public Engagement Channels

To ensure broad community participation we used a range of channels to inform the public about the engagement and provide information on the proposed plans for the Eastern Bays Shared Pathways project.

2.1 Media Releases

Media releases were issued in the Eastbourne Herald in the May and July 2017 issues to make the public aware of updated progress and to inform them of the upcoming meetings where we would be asking for their feedback. The Herald has a circulation of 2,500 local households.

A copy of these media releases can be found in Appendix B.

2.2 Hutt City Council Communications

Hutt City Council website (Link: <http://www.huttcity.govt.nz/Your-Council/Projects/cycleways-and-shared-paths/eastern-bays-shared-path/>) announced the engagement of upcoming meetings (date and location), and kept the communities informed with any major progress or updates. The website provided an electronic feedback form for users to fill in their views on the options for the proposed path between 7th and the 31st August. During this engagement period, 24 responses were submitted via the Hutt City Council Website.

Neighbourly and Facebook were also used to promote the community events.

2.3 Feedback Questionnaire

A feedback form was provided in both printed and electronic form, released on the 7th August. Over the course of engagement, we received 63 submissions; 24 via the Hutt City Council Website and 39 via email/post/by hand. The hard copy feedback form was available at the community meetings and Open Day.

It set out nine questions, divided into three categories:

- General - the type or treatment of the seawalls
- Width of Path – 2,5m or 3,5m
- Penguins - views on penguins, records of penguin deaths

A copy of the feedback form and FAQs are presented in Appendix C.

Data was collected from the feedback forms and captured within a spreadsheet (Figure 2-1) to be further analysed.

General							Width of Path		Penguins						
Q1. Thoughts on Seawall Treatment			Q2. Seawall Treatment Appropriate?		Q3. Project / Options Comments		Q4. What Bay / Suburb do you live in?	Q5. Preferred Width of Proposed Path?		Q6. Penguins on Property?		Q7. Records of Killed / Injured		Q9. Views on Penguins in Community / Potential Project Effects	
Comments	Material / Design Comments	Positive / Negative / Mixed	Comments	Positive / Negative / Mixed	Comments	Positive / Negative / Mixed		Width	Comments	Yes / No	If yes, comments:	Yes / No	If yes, comments:	Comments	Protect / Not Concerned / Other
Prefer asphalt topped solutions, also more friendly to small wheel transports (skateboards, scooters etc.)	Asphalt topped solutions	Positive	Yes it's appropriate. Currently dangerous and discourages people from biking or walking along water to main part of Hutt	Positive	A few half circle bulbs put further out into the bay for people to sit on without blocking the path	Mixed	Days Bay	2.5m		No		No		Penguins are a great part of the environment and anything done should take their needs into account	Protect
Need to take into account the increased occurrence of higher tide storm surges that are occurring more often		Mixed	Yes, so long as they take into account climate change	Positive	Would be very positive for Eastbourne - similar to New Plymouth walkway (which has been the best thing for the city), should consider linking it to Petone and eventually Wellington City. Will transform a city for the best	Positive	Eastbourne	3.5m		No		No		Very important to our community. Used to nest under my mothers house in the 40's+50's, access ways should be considered	Protect
Curved seawall should be used on all sections exposed to southerlies or north westerly's. Top of the bays, a solution which gives better pedestrian access to the beaches would be more appropriate. Timber should not be used. Days Bay boardwalk has been destroyed twice by the sea in only a few year	Curved seawalls most effective. Timber should not be used	Positive	BIG mistake to exclude Days Bay from this project. It has a significant safety issue for cyclists which should be addressed in this project (see PDF for full answer)	Mixed	No boardwalks (see Q1)	Mixed	Rona Bay (Eastbourne)	2.5m		No		No		Should be protected, or as last result - rehoused/rehabilitated	Protect
Walls presented are good in terms of safety and resilience to users, however they are a complete barrier to penguins		Mixed	Appropriate where presently constructed. Where walls encroach on beaches used by bay communities I consider planned walls unacceptable as during high tide there will be complete loss of York Bay Beach.	Mixed	Both options encroach on the beach which is an unacceptable outcome. Drawings do not show sea levels and existing beach profiles which makes interpretation difficult. Beach should not be encroached on sections A+B on plan SK007	Negative	York Bay	2.5m		Yes		Yes	Penguins nested behind our garage in the 80's. Only 1 brood matured. Most others died soon after the death of one parent skittled on the Marine Drive. More recently we have observed penguins resting and one rescued from a storm water sump in summer 2008. Since construction of sections of the sea wall, no penguins have been observed on land in York Bay	Project prevents penguins accessing traditional nest sites, which are hazardous to them as most involve crossing Marine Drive. Need to provide alternative safe nesting sites, as done at the south of Days Bay	Protect
Look for 80% of the benefit, for 20% of the cost		Mixed	Unsure	Mixed	Should not consider options which reduce the width of the road	Mixed	Lowry Bay	2.5m		No		No		Focus on creating a few effective 'sanctuaries'	Protect
Double or single curve. Area is too exposed for timber, taking into account we get the full blast of the southerly	Double or Single. Too exposed for timber	Positive	Yes. Should start early in Lowry Bay because of current high risk to pedestrians on existing footpath	Positive	NA		Lowry Bay	3.5m		No		No		NA	
Double or single seems appropriate. Concerned that one person is expected to represent Lowry Bays views, which isn't doable	Double or Single	Mixed	Yes	Positive	NA		Lowry Bay	2.5m		No		No		NA	

Figure 2-1: Example of feedback presented within spreadsheet for data analysis

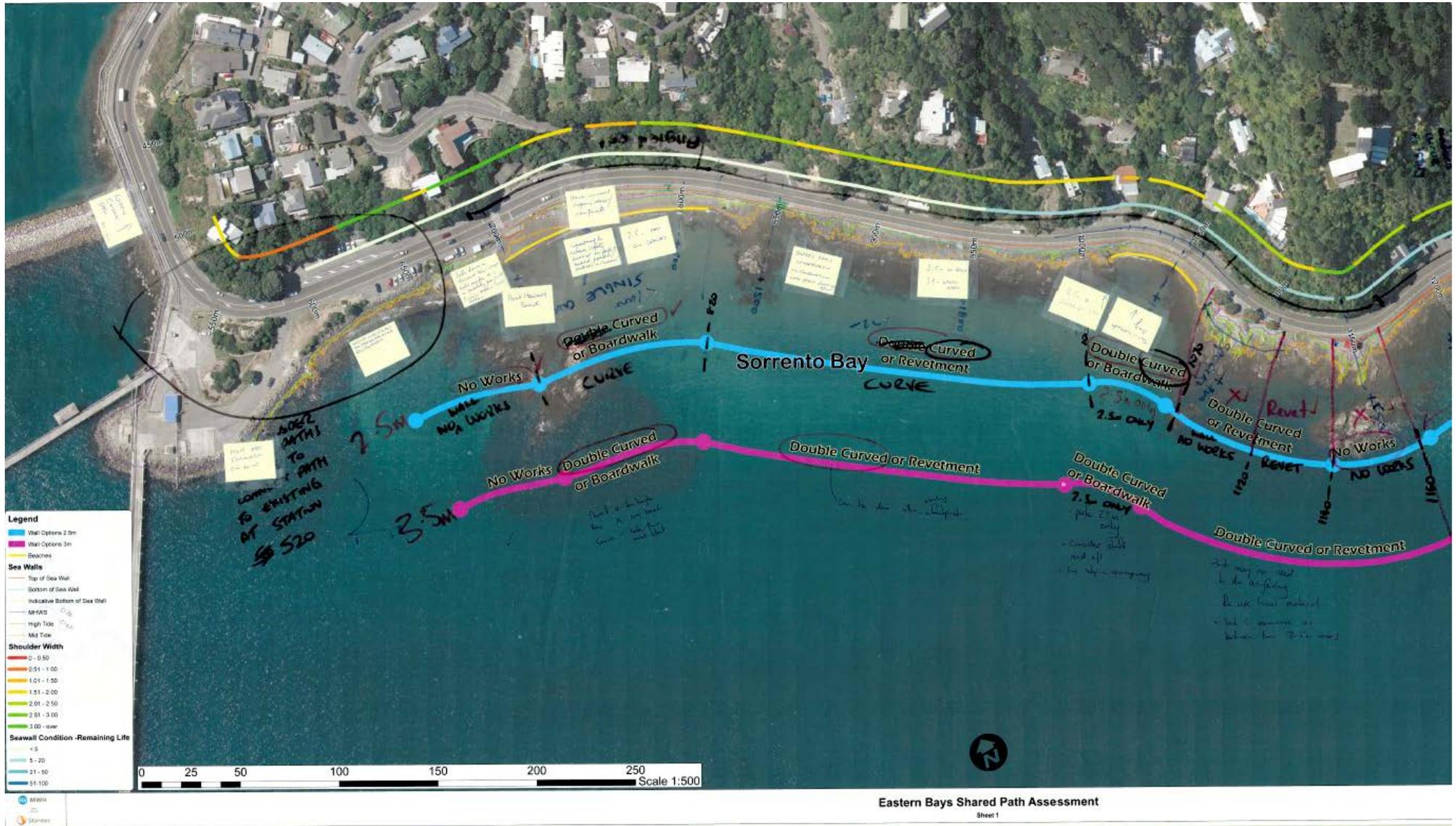


Figure 2-2: Post-it map taken from the Point Howard/Sorrento Bay meeting

2.4 Display Materials

A number of display materials were produced to enable the community to visualise what the finished pathway could potentially look like. These included visualisations of the pathway (Figure 2-3, Appendix D), and project plans, showing where the proposed shared path was to go ahead, and details of the materials to be used and width of the shared path (Appendix E). These visualisations and plans were presented at the bay meetings, Open Day and were uploaded onto the project website.



Figure 2-3: Visualisation display material as presented to the public

2.5 Bay Meetings

We held specific bay meetings in August 2017 to talk about issues specific to the respective bay communities, update people about the project and give an overview of the current situation. These meetings were advertised to the public via flyers attached in Appendix F. Emails were also sent to the standard list of stakeholder groups that HCC engages with on projects. Attendees were invited to pinpoint their views onto large mapped plans. Figure 2-2 shows an example from the Point Howard/Sorrento Bay meeting, whereby the notes were then written up in a series of meeting notes (refer to Appendix G). In addition to the Point Howard and Sorrento Bays meeting, engagements were also carried out with Lowry Bay, York Bay, Sunshine and Mahina Bay, as well as Days Bay/Windy Point.

A final meeting was held with representatives of the bays to provide feedback on the options presented to them at the bay meetings. The intention of the feedback meeting was for representatives to present a clear collective view of what the respective bays wanted in vital design aspects.

Specifically, the team requested a clear direction on:

- Wall type
- Path width
- Barrier
- Beach access
- Trees
- Bus stops

Table 2-1 provides an overview of the bay meetings, when and where they were held, attendance and general themes that resulted from the meeting.

Table 2-1: Bay meetings overview

Meeting	Venue	Date & Time	In Attendance	No. attendees	General Themes
Lowry Bay	Eastbourne Library Meeting Room	Tuesday 8/8 7pm	Simon Cager Phil Peet Caroline Van Halderen Ginny Horrocks Derek Wilshere	15	<ul style="list-style-type: none"> Speed limit Beach Access Wider 3.5m option Concern with boardwalk option Sea level rise
York Bay	Eastbourne Library Meeting Room	Thursday 10/8 7pm	Simon Cager Jamie Povall Caroline Van Halderen Derek Wilshere	29	<ul style="list-style-type: none"> Beach encroachment Narrower 2.5m option Beach access Penguins Bus stop/Atkinson tree
Point Howard	Pt Howard Tennis Club / Playcenter 1A Ngaumatau Rd, Pt Howard	Tuesday 15/8 7pm	Jamie Povall Caroline Van Halderen Ginny Horrocks Derek Wilshere	18	<ul style="list-style-type: none"> Parking facilities Sea level rise Beach access Safety guardrail Road speed Variable widths
Mahina & Sunshine Bay	502 Marine Drive - Sunshine Bay (on a Mahina Bay corner)	Wednesday 16/8 7pm	Simon Cager Jamie Povall Ginny Horrocks	8	<ul style="list-style-type: none"> Beach access
Days Bay/Windy Point	The Pavilion, Williams Park, Days Bay	Thursday 17/8 7pm	Simon Cager Jamie Povall Caroline Van Halderen Ginny Horrocks Derek Wilshere	25	<ul style="list-style-type: none"> Beach movement/erosion Beach encroachment Linked walkways Beach access Penguins Integration of path between bay Safety hazards
Feedback Meeting with representatives from Bay meetings	Eastbourne Library Meeting Room	28/8 Monday 7pm	Phil Peet Simon Cager Caroline Van Halderen Ginny Horrocks Derek Wilshere	13	<ul style="list-style-type: none"> Wall type Path width Barrier Beach access Beach encroachment Trees



Figure 2-4: Photos taken from the Days Bay/Windy Point meeting

2.6 Open Day

An Open Day was held on Saturday 26th August 2017 at the Eastbourne Library Meeting Room. The project team in attendance included Simon Cager, Jamie Povall, Caroline van Halderen, Ginny Horrocks and Derek Wilshire. The purpose of the Open Day was to engage with the wider community and gain their feedback on the proposed options. Maps and visualisations of the proposed options were presented and attendees were invited to pin their thoughts onto the plans with post-it notes. Approximately 70 people attended the Open Day. A summary of the notes taken from this Open Day can be found in Appendix G.

The main themes that resulted from the Open Day were:

- 2.5m width for beaches
- 3.5m width for non-beach areas
- Beach encroachment
- Beach access
- Penguins
- Safety guardrail/barriers



Figure 2-5: Photos from Open Day

2.7 Feedback Meeting

A feedback meeting held by the Eastbourne Community Board in August 2017 with members from the project team in attendance (Simon Cager, Phil Peet, Caroline van Halderen), to allow the bay representatives to provide feedback on the options presented to them at the bay meetings. This aimed to present the clear collective view of what the bay wants in vital design aspects, through the bay representative, although did not preclude individuals from making their own submissions. There was a need for the bay to debate and agree a firm position rather than bringing a multitude of different and conflicting views.

A copy of the notes from this meeting is available as Appendix G to this report.

General themes provided in the feedback included, but was not limited to:

- Wall type (e.g. boardwalk vs. concrete)
- Path width (2.5m vs. 3.5m)
- Barrier
- Beach access (retain access points where possible)
- Beach encroachment – avoid as much as possible
- Trees on the path (specifically, regarding the Atkinson tree)
- Protection for Penguins
- Bus stops (retain/replace/relocate)

2.8 Tangata Whenua

HCC commissioned a Cultural Impact Assessment last year (2016) and both Taranaki Whānui (Port Nicholson Trust Block) and Ngati Toa agree in principle with the contents. Two meetings have been held with each of the iwi groups during 2017 to update them on the options and go through the design proposals. Minutes of the meetings are attached in Appendix G.

Both groups are working with Wellington City Council, contributing to design aspects and storytelling along the Great Harbour Way and there is an opportunity to implement something similar along the Eastern Bays path during the implementation stage of the Eastern Bays shared path project.

The main issues raised related to access to the beach/rocky areas and in particular those areas used for shellfish collection. Access to the beach and rocky areas would be taken into account during the design stage, leading into the consenting phase of the project.

Both Taranaki Whānui and Ngati Toa are supportive of the project and further consultation will be undertaken during the consenting phase. They have requested a copy of the draft application prior to the application being lodged to give them some lead in time to prepare comments during the consent processing stage, given their limited amount of staff resources.

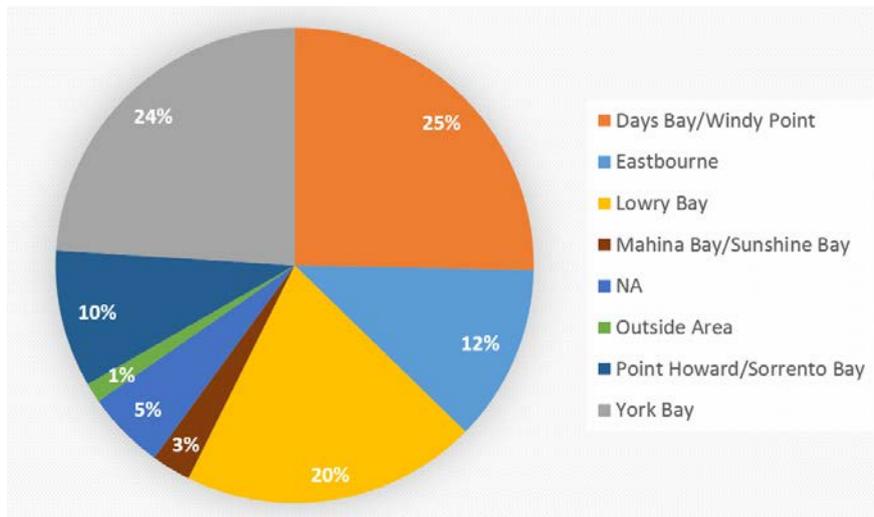
3. Summary of Feedback

3.1 Total feedback responses

A total of 75 feedback responses were received, 12 via email (16%), 39 hard copies via post/by hand (52%), and 24 using the online feedback form on the Hutt City Council website (32%). The following sections outline the statistics representing the responses and the themes identified from the responses. The reference in the graph to "NA" indicates where there was no response in the questionnaire.

3.1.1 Feedback responses per bay

Of the total of 75 responses received, the following indicates the breakdown of responses per bay as summarised below in Figure 3-1.



Days Bay/Windy Point	Eastbourne	Lowry Bay	Mahina Bay/Sunshine Bay	NA	Outside Area	Point Howard/Sorrento Bay	York Bay
19	9	15	2	4	1	7	18

Figure 3-1: Feedback responses received per bay

3.2 Response statistics

3.2.1 Seawall type

Out of the feedback received, a total of only 7 people preferred the boardwalk option for the seawall (including references to timber/wood treatments), 43 people opted for the curved wall (including triple/double/single curved walls, concrete, asphalt), 7 preferences for a mixed treatment (both curved wall and boardwalk, also any references toward rock revetment), and 18 responses which gave no indication to preference.

Figure 3-2 represents these figures as percentages.

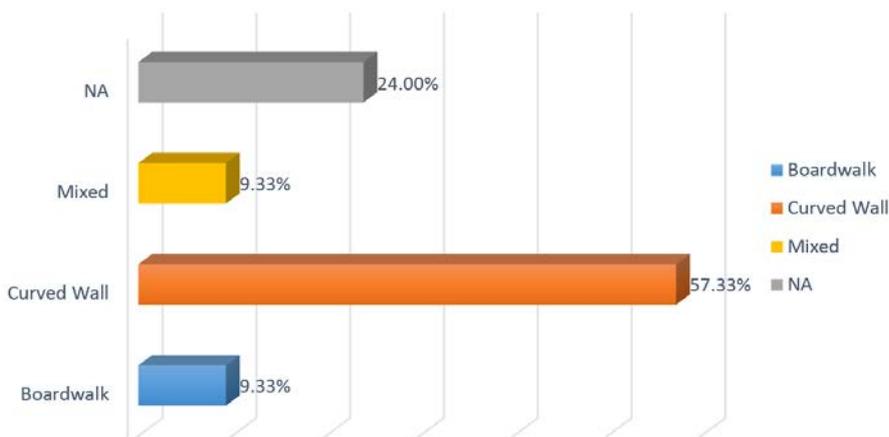


Figure 3-2: Percentage towards preferred seawall type

The curved wall options were considered to be the overwhelming seawall preference, with reasons that it is the most durable treatment and the most resistant to the sea. Reasons against the boardwalk included it

being unsuitable for cyclists, slipperiness, and questions regarding its durability. Explanations for a mixed treatment often included providing a variation for specific areas, such as around the Atkinson tree.

Below, Figure 3-3 summarises the preferred option for seawall treatment per bay.

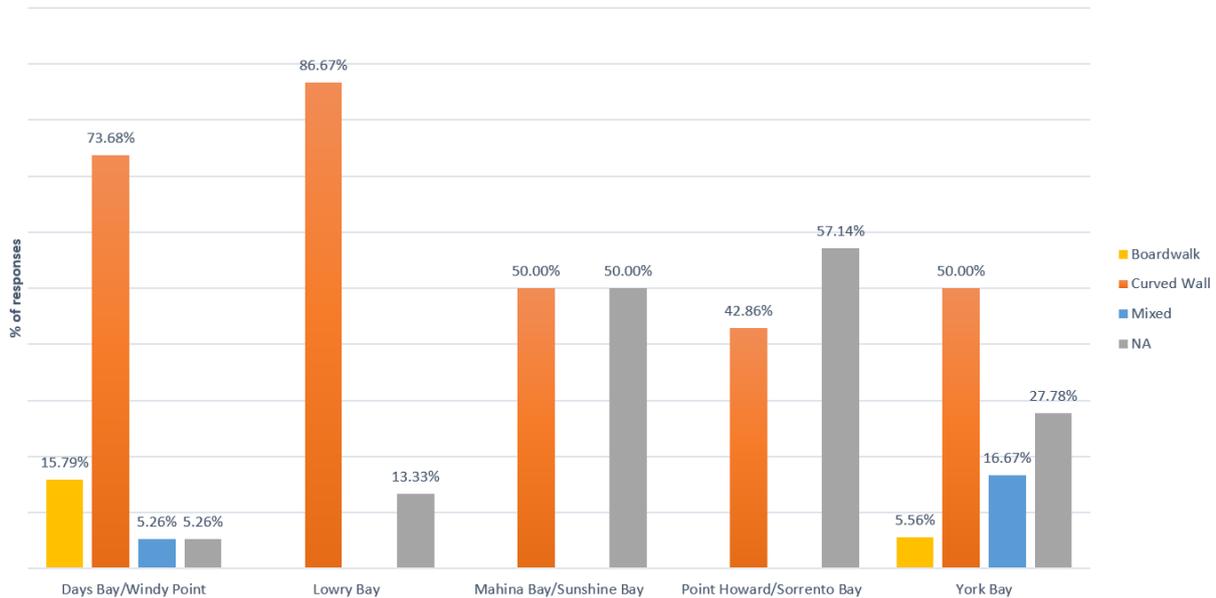


Figure 3-3: Preferred seawall type per bay

3.2.2 Path Width

Two options for path width were presented on the feedback form, however it is evident from the responses received that these two options do not represent everyone’s views. 2.5m was the most popular option, and the wider, 3.5m path the least favourable. The most frequent response against the wider path width was due to the encroachment onto the beach, however it was often noted that a width less than 2.5m would not provide adequate space for all users of the shared path. Results are summarised below in Figure 3-4.

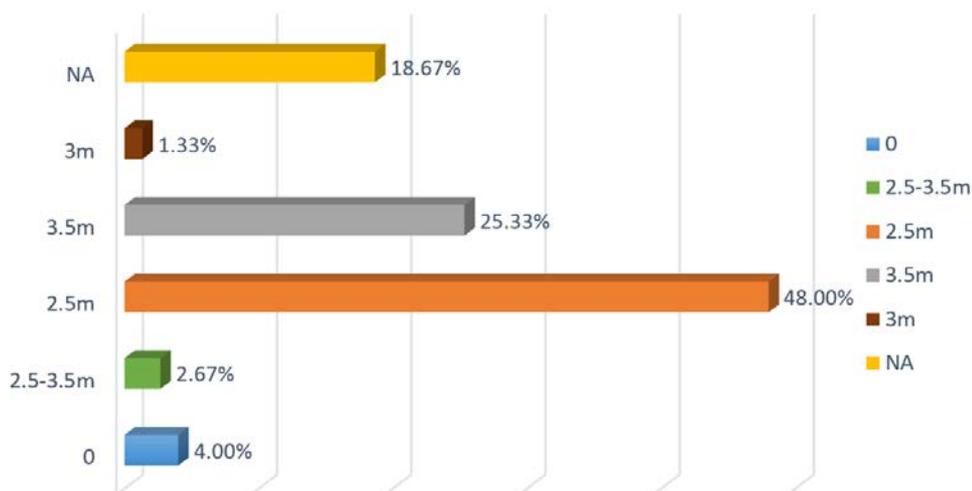


Figure 3-4: Preferred path width overall

To account for specific differences toward path width options per bay, Figure 3-5 highlights the preferences of path width per bay, where 2.5m is widely the preferred option.



Figure 3-5: Preferred path width per bay

3.2.3 Penguins

Questions 6-9 were specific to penguins within the local environment. Figure 3-6 indicates whether or not residents have penguins living on their property, specific to each bay. Only a total of 7 people were recorded as having penguins living on their property, with the predominant occurrence of penguins in Point Howard/Sorrento Bay and Days Bay/Windy Point.

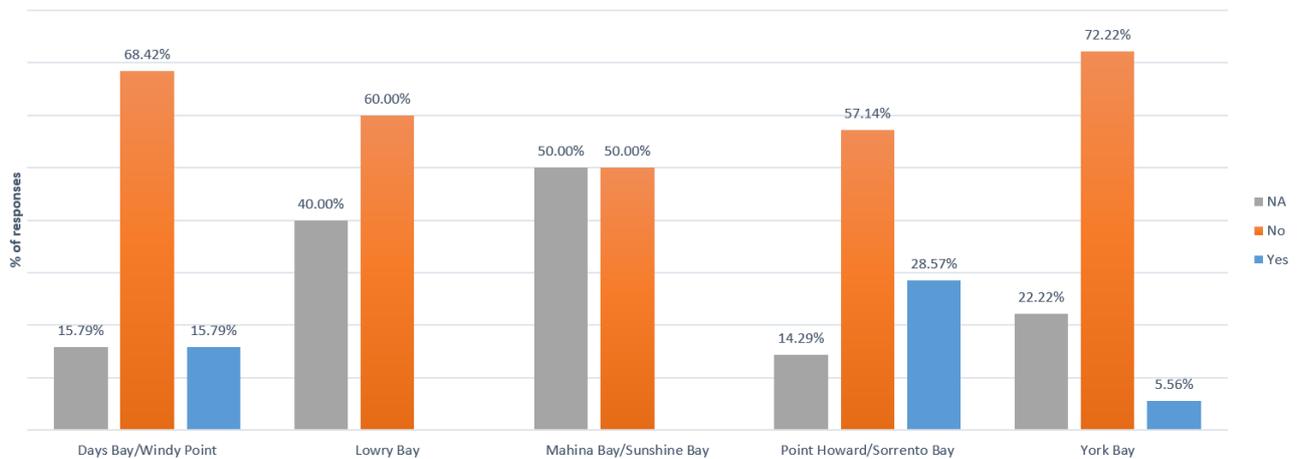


Figure 3-6: Penguins on property per bay

Question 9 asked the local residents' views towards penguins in the community, and the potential project effects on the penguins. Figure 3-7 represents the responses to this question, whereby the majority who provided a response (27) people, opted to protect the penguins and only 6 people were not concerned about the effects the project would have towards the penguins' habitat. Comments included providing nesting sites under the road in pipes/drains, protecting their natural habitat as much as possible whilst making progress with the project and also to consider the effects toward other habitats such as oyster catchers that live within the bays.

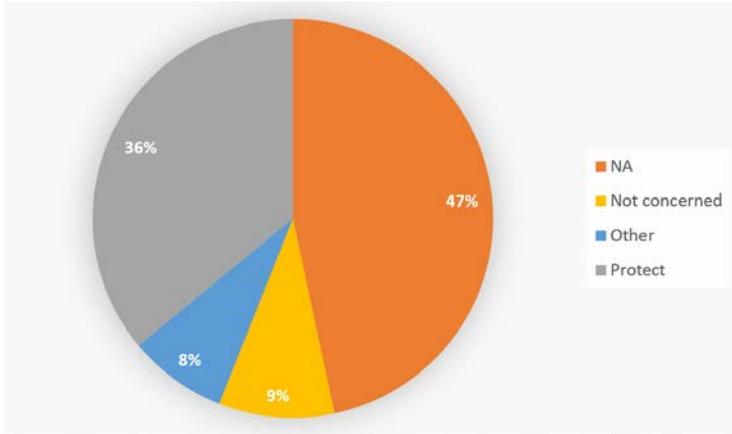


Figure 3-7: Percentage of views towards penguins in the community

Only 9 people have records for injured or killed penguins, with the majority (43) having never seen one. Figure 3-8 represents this information.

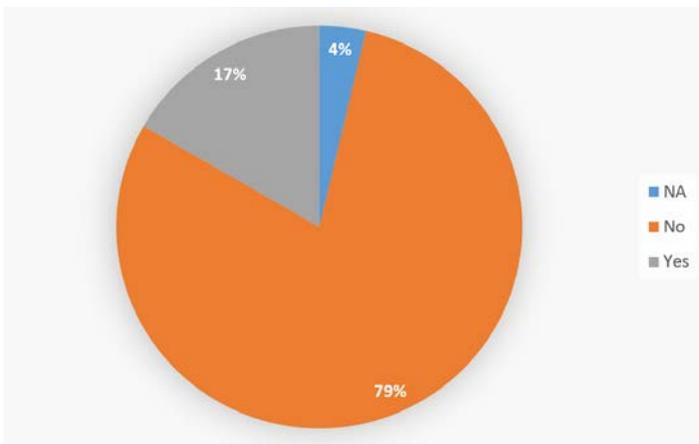


Figure 3-8: Accounts of killed penguins percentages

3.3 Other feedback

A number of bay residents have shared their experiences and knowledge of local conditions with the project team. Themes on this feedback include:

- Movement of sand within beach areas
- Increasing occurrences of flooding and storm surges
- Trends and evidence of rising sea levels
- Beach nourishment

While many of the responses provided clear direction on the proposed options, there were a number of issues that resulted in mixed reactions. This will require an approach based on compromise and balance of conflicting interests. The mixed reactions are clearly illustrated in the comments associated with Atkinson tree, shown in Figure 3-9 below.

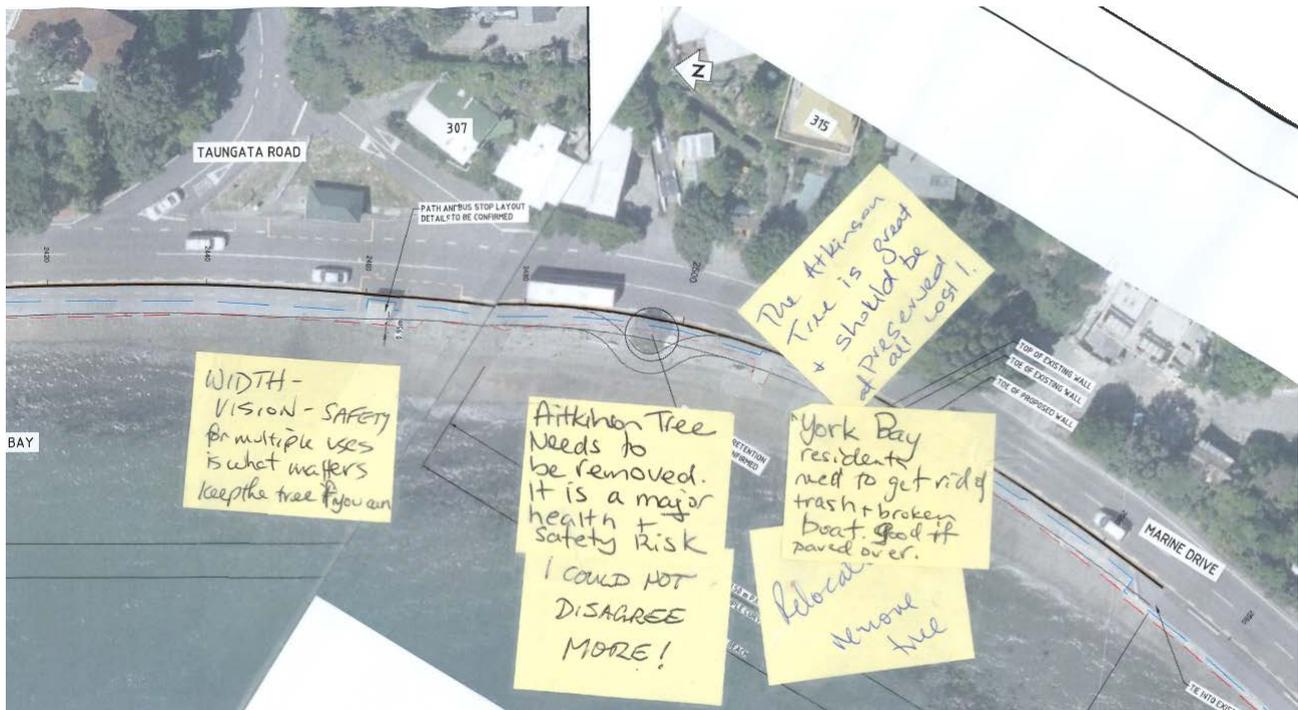


Figure 3-9: Example of conflicting opinions regarding the Atkinson Tree

3.4 Bay by Bay Feedback

As part of the consultation process undertaken, the individual bays were asked to select a small group of representatives and agree between them, as a bay, a consensus on some of the key questions for their bay (for example, path width, wall type and beach access).

Bay representatives attended a feedback meeting on Monday 28 August 2017 and presented back on the 'preference' from the bay. This was an exceptionally useful forum to be provided with design feedback and preferences. The minutes from this meeting are supplied in Appendix H.

It should also be noted that it is recognised that the project team have carefully studied the individual public feedback responses to ensure that messages have not been lost in the wider bay feedback; in particular, if someone did not agree or support a particular aspect in a bay, the team wanted to ensure this message was still heard as that person may have been less inclined to present their position if it was in conflict to the general bay position.

4. Conclusion

The consultation undertaken to date has been in accordance with the Consultation Plan. It has furthered the intention of information exchange and building relationships. Ongoing feedback from the community has informed the design process and will continue to do so as designs progress and the project continues into the consenting phase and assessment of environmental effects.

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