

8 Coast

8.1 Scope and Background

8.1.1 Scope

This chapter primarily addresses the coastal marine area (CMA) but it also addresses management of the wider coastal environment. The CMA is defined in the Resource Management Act 1991 (RMA). In general, it is the area from mean high water springs (MHWS) seaward 12 nautical miles, and includes foreshore and seabed, the water column, air space, estuarine areas, beaches and salt marshes. The CMA boundary where it crosses identified rivers is shown (and defined) in Schedule I: Part A.

The coastal environment is wider than the CMA and comprises the CMA together with an area landward of MHWS, where coastal qualities or influences predominate.

The CMA is managed by the Regional Council and the Minister of Conservation. The Minister of Conservation is responsible for preparing the New Zealand Coastal Policy Statement (NZCPS). The NZCPS sets the national framework for managing the coastal environment. Regional policy statements, regional plans and district plans must give effect to the NZCPS.

The landward component of the coastal environment is managed by both the Regional Council and Territorial Authorities. Territorial Authorities control land use activities inland from MHWS through their district plans. The Regional Council manages some activities landward of MHWS through other chapters of this Plan.

The MHWS boundary separates the statutory functions of the Regional Council and Territorial Authorities and therefore, to ensure integrated management of the coastal environment, cross-boundary issues must be addressed.

This chapter has two elements:

- (a) It contains objectives, policies and methods for managing activities that occur in the Region's CMA.
- (b) It identifies the need for integrated management of the coastal environment.

8.1.2 The Coastal Resources

The Region's coast includes parts of both the west coast and east coast of the North Island (Figure 8.1) and approximately 3,000 km² of surface coastal water.

The west coast, which covers approximately 120 km from Wainu Beach in the north of the Region to Waikawa Beach in the south, is characterised by narrow sandy beaches backed by sea cliffs in the north, and sandy beaches backed by a dynamic dune system from Wanganui southwards. The sand country comprises some 79,000 ha (3.6% of the Region's area). The three main sources of sand are greywacke from the Tararua and Ruahine ranges, volcanic sediment from the Central Volcanic Plateau and sediment from the Whanganui Basin. The sediments are carried to the coast by the rivers and then tend to move east and southwards along the coast. The prevailing wind has blown this sand inland, forming an extensive network of dunes.

There are several estuaries of varying sizes. The 200 ha Manawatu estuary is the largest and is a wetland of international significance under the RAMSAR agreement. Most of these estuaries have extensive tidal flats and are specifically noted as habitat for birds, including many migratory species. The mouths of most of the rivers are constantly changing, moving south, forming spits as sediment is carried down the coast and then breaking through further north following floods.

This coast is a high energy shore, with wave heights commonly exceeding 3 metres. The dominant climatic feature is the wind, which is predominately westerly, and which has had a major effect on the physical shape of the west coast.

The east coast, which covers approximately 40 km from Cape Turnagain south to the Owahanga River mouth, is characterised by rocky platforms backed by cobbled or sandy beaches dotted with boulders. The landward coastal flats are narrow, backed by hills, and there is an area of sedimentary cliffs at Cape Turnagain. The tidal range along this coast is 1.2 metres.

The river mouths are dynamic and contribute large quantities of sand, gravel and silt to the seabed. The estuaries and tidal flats support a wide range of bird and fish life. The rocky coast provides good habitats, allowing for commercial fishing of paua, crayfish and kina. There is also a substantial finfish resource offshore.

8.1.3

Future Approach

In the past 10 years there has been a low demand for activities in the CMA. As at 2005, there were only 46 current coastal permits (approximately 1% of all current consents administered by the Regional Council). The area of the Region landward of MHS has not faced the same level of development pressure that has been experienced in most other regions of New Zealand.

The main resource management issues relating to the CMA include the following:

- As more people come to the Region for work and recreation, there are increasing demands for public access, and increasing pressures on important values in estuaries and along the open coast, such as impacts on birdlife and fish habitat.
- There needs to be better integration between activities happening on land and those happening in the CMA, to ensure consistent and compatible management. Subdivision, land use intensification and the management of dunes are addressed through district plans and Chapter 4 of this Plan.
- Degraded coastal water quality and loss of biological diversity have resulted from land development and, more particularly, the efflux of contaminants from rivers, which often renders coastal water quality unsuitable for contact recreation.
- There are new demands and technologies, such as aquaculture and advancing technologies for electricity generation (tidal, wave and ocean currents and offshore wind), that are seeking to locate in the CMA.

The regulatory approach used is consistent with the low level of demand for activities within the CMA. The key objective in managing the CMA is to ensure that the natural character and ecosystem processes are maintained while still allowing activities and development. This chapter also recognises that most adverse effects in the CMA result from landward uses and development. Part II of this Plan (which includes all regional rules) seeks to ensure that activities are regulated in a consistent manner across the boundary of the CMA as much as possible.

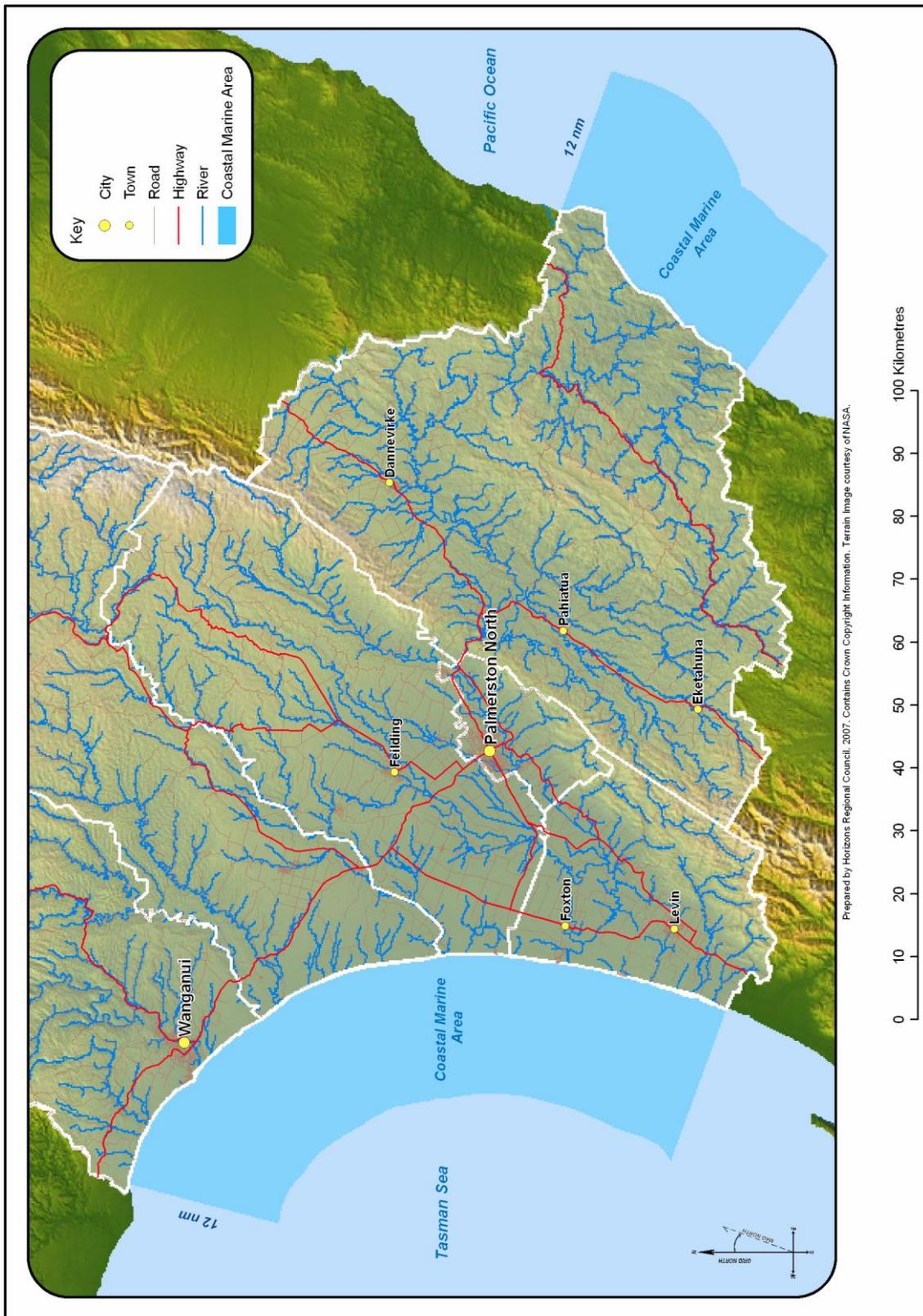


Figure 8.1 Coastal Marine Area for the Manawatu-Wanganui Region.

8.2 Significant Resource Management Issues

Issue 8-1: Integrated management of the coastal environment

Integration of different agencies' management frameworks across the landward boundary of the CMA is critical for the sustainable management of the coast and the protection of natural character. There is a need to recognise that activities landward of MHWS impact on the quality of the CMA. There are also some activities that should be managed in the same manner irrespective of their location within or outside of the CMA.

Issue 8-2: Appropriate protection, use and development in the CMA

Some activities rely on a coastal location to operate and need to be located in the CMA - for example, a port. Activities in the CMA, including aquaculture or renewable energy generation, have the potential to create benefits but also the potential to cause adverse effects, if not managed appropriately. Generally, the CMA is valued and enjoyed by people primarily for its natural character, open space, amenity, tikanga Māori and recreation values. In managing activities it is important to ensure that these qualities of the coast are retained and that the integrity of natural coastal processes (such as waves, currents and sand movements) is provided for.

Issue 8-3: Water quality

Water quality affects the life-supporting capacity of the CMA as well as people's enjoyment of the CMA. The water entering the CMA from rivers, including streams, has a significant impact on the quality of water in the CMA.

8.3 Objectives

Objective 8-1: Integrated management of the coastal environment

Achieving integrated management of the coastal environment by:

- (a) providing a consistent, efficient and integrated management framework, and
- (b) recognising and managing the *effects*[^] of *land*[^] uses and freshwater-based activities (including *discharges*[^]) on the CMA.

Whāinga 8-1: Te whakahaere kōmitimiti i te taiao takutai moana

Ka tutuki pai te whakahaere kōmitimiti i te taiao takutai moana mā te:

- (a) *whakarato i tētahi anga whakahaere kōmitimiti whai auautanga, whai tikanga whakamau hoki, me te*
- (b) *aro atu, te whakahaere hoki i ngā pānga o te whakamahi whenua me ngā ngohe ā-wai māori (ehara tonu ko ngā rukenga parakaingaki) ki runga i te CMA.*

Objective 8-2: Appropriate protection, use and development in the CMA

Managing the CMA as a public area that is fundamental to the social, economic and cultural wellbeing of the people in the Region, while ensuring that the characteristics and Values listed in Tables I.1, I.2 and I.3 of Schedule I and natural character are protected from inappropriate use and development.

Whāinga 8-2: Te whakamarumarū, te whakamahi, me te whakaahu tika i roto i te CMA

Ka whakahaeretia te CMA hei wāhi tūmatanui e whakahirahira ana ki te oranga pāpori, ohanga, ahurea hoki o ngā tāngata kei roto i te Rohe – e hua ai hoki ka whakamarumarutia ngā āhuatanga me ngā Ūara ka whakarārangitia ki Tables I.1, I.2, me I.3 o Puka Āpiti I me te āhuatanga māori – i te whakamahi, te whakaahu rānei kāore i te tika.

Objective 8-3: Water[^] quality

Water[^] quality in the CMA is managed in a manner that has regard to the Values set out in Schedule I: Part C so that:

- (a) water[^] quality is maintained in those parts of the CMA where the existing water[^] quality is sufficient to support the water[^] management Values of the relevant area in the CMA set out in Tables I.2 and I.3 and the water[^] quality targets in Tables I.4 to I.7 of Schedule I, and
- (b) water[^] quality is enhanced in those parts of the CMA where the existing water[^] quality is not sufficient to support the water[^] management Values of the relevant area in the CMA set out in Tables I.2 and I.3 and the water[^] quality targets in Tables I.4 to I.7 of Schedule I.

Whāinga 8-3: Te kounga o te wai

Ka āta whakahaeretia te kounga o te wai i roto i te CMA me te aro atu ki ngā Ūara i whakatakotoria i roto i Puka Āpiti I: Wāhanga C kia:

- (a) *tiakina tonutia ai te kounga o te wai i roto i aua wāhanga o te CMA he pai tonu te kounga o te wai kei reira i nāianei hei taunaki i ngā Ūara whakahaere wai o te wāhi whai pānga kei roto i te CMA e whakatakotoria ana i roto i ngā rārangi e kīia nei ko Tables I.2 me I.3, me ngā keunga kounga wai kei roto i ngā rārangi e kīia nei ko Tables I.4 ki I.7 o Puka Āpiti I.*
- (b) *whakarākaitia ake te kounga o te wai kei roto i aua wāhanga o te CMA kāore i te pai te kounga o te wai kei reira i nāianei hei taunaki i ngā Ūara whakahaere wai o te wāhi whai pānga kei roto i te CMA e whakatakoto ana i ngā rārangi e kīia nei ko Tables I.2 me I.3, me ngā keunga kounga wai kei roto i ngā rārangi e kīia nei ko Tables I.4 ki I.7 o Puka Āpiti I.*

8.4 Policies

8.4.1 Integrated management of the coastal environment

Policy 8-1: Integrated management of the coastal environment

Integrated management of the coastal environment must be sought, including through:

- (a) provisions in this chapter and the provisions of the Regional Coastal Plan (Chapter 18 and Schedule I as well as Chapters 11, 12 and 19 and the relevant definitions in the Glossary),
- (b) provisions in other chapters of this Plan address water[^] quality, erodible land[^] (including the coastal foredune*), natural hazards[^], indigenous biological diversity[^], landscapes and natural character, air discharges[^], and infrastructure[^], energy and waste* (including hazardous substances*),

- (c) provisions in *district plans*[^] that identify the landward extent of the coastal environment, sustainably manage *land*[^] use activities and, where appropriate, avoid subdivisions or development in any existing or potential hazard risk area, protect coastal dunes and avoid sprawling subdivision along the coastal edge, and
- (d) joint initiatives where resource management issues arise and are not addressed within the existing management frameworks of the respective *regional plans*[^] and *district plans*[^].

8.4.2

Appropriate protection, use and development in the CMA

Policy 8-2: Activity Management Areas

Activities in the CMA must be managed using Activity Management Areas.

The Activity Management Areas comprise:

- (a) a Port Activity Management Area for the purposes of enabling the efficient and practical *operation*^{*} of Wanganui Port and associated industries and boating facilities, as shown in Schedule I: Part B, by providing for activities which:
 - (i) facilitate the *operation*^{*} of the Wanganui Port and marina, including restricting public access where it is necessary for safety reasons
 - (ii) involve maintenance dredging and associated disposal to maintain a navigational depth
 - (iii) involve the *maintenance*^{*}, *upgrade*^{*} or extension of existing *structures*[^].
- (b) various Protection Activity Management Areas for the purposes of protecting the ecological and other important characteristics within each specified Area (as shown in Table I.1 of Schedule I: Part B). These Areas are sensitive and must be protected from adverse *effects*[^] of activities other than activities which:
 - (i) appropriately enable or restrict public access, or
 - (ii) are essential for public safety, or
 - (iii) are intended to restore or conserve a *site*^{*} or characteristics within a *site*^{*}, or
 - (iv) have no more than minor adverse environmental *effects*[^] on the characteristics to be protected in each Protection Activity Management Area.
- (c) a General Activity Management Area for the purposes of managing activities in all areas other than areas covered by the Port Activity Management Area and Protection Activity Management Areas. The purpose of the General Activity Management Area is to ensure that adverse *effects*[^] are avoided as far as reasonably practicable and, where they cannot be avoided, are remedied or mitigated.

Policy 8-3: Aquaculture Management Areas

Aquaculture activities[^] in the CMA require the establishment of an aquaculture management area by way of a notified *change*[^] to Chapter 18 of this Plan.

Policy 8-4: Appropriate use and development

Any use or development in the CMA must:

- (a) have a functional necessity to be located in the CMA,
- (b) facilitate restoration or rehabilitation of natural features where reasonably practicable, and
- (c) avoid, as far as reasonably practicable, any adverse *effects*[^] on the following important values:
 - (i) any characteristic listed in Table I.1 in Schedule I: Part B for each Protection Activity Management Area
 - (ii) elements and processes that contribute to the natural character and open space characteristics of the CMA
 - (iii) the landscape and seascape elements that contribute to the natural character of the CMA
 - (iv) areas of significant indigenous vegetation and significant habitats of indigenous fauna, and the maintenance of indigenous *biological diversity*[^]
 - (v) the intrinsic values of ecosystems
 - (vi) the natural integrity and functioning of physical processes (including recognition of *sea level rise*^{*})
 - (vii) *historic heritage*[^].

When avoidance is not reasonably practicable, the adverse *effects*[^] must be remedied or mitigated.

Policy 8-5: Public access

- (a) Activities in the CMA must be established and operated in a manner which readily provides for public access. Public access must be restricted only where necessary for commercial, safety, cultural or conservation purposes, or to ensure a level of security appropriate for activities authorised by a *resource consent*[^].
- (b) Public access in the CMA for recreational purposes must be provided in a manner that protects bird habitat areas, estuarine plant communities and dune stability.

8.4.3

Water Quality

Policy 8-6: *Water*[^] quality

For the purposes of maintaining or enhancing *water*[^] quality, the CMA is divided into a *Seawater Management Zone*^{*} and various Estuary *Water Management Sub-zones*^{*} which are described in Schedule I: Part C and shown in Part A. *Water*[^] in the CMA must be managed in a way which:

- (a) has regard to the Values and *water*[^] quality targets for the *Seawater Management Zone*^{*} and Estuary *Water Management Sub-zones*^{*}, as set out in Schedule I: Part C
- (b) applies Policies 5-3 (ongoing compliance where *water*[^] quality targets are met), 5-4 (enhancement where *water*[^] quality targets are not met), 5-9 (point source *discharges*[^] to *water*[^]) and 5-11 (human sewage *discharges*[^]) to the CMA as if any reference to *water*[^] in those policies is a reference to *water*[^] in the CMA.

8.5 Methods

Managing activities in the CMA largely involves a regulatory approach. Chapter 18 in Part II of this Plan contains regional rules relating to the activities described in this chapter. The key non-regulatory methods which the Regional Council will pursue are outlined below.

| Method 8-1 | Coastal Management Forum |
|------------------------|---|
| Description | Convene and facilitate a coastal management forum to address issues on an "as-required" basis. The coast is a complex area to manage and not all issues can be addressed through this Plan. The aim of the forum is to facilitate integrated solutions to problems arising in coastal areas. The problem may occur across the whole Region or it may require a site-specific solution. Emphasis is on seeking a joint solution. |
| Who | The Regional Council will convene the meetings and, in conjunction with the Department of Conservation and Territorial Authorities, will identify issues that need to be addressed. Other key stakeholders, such as the Ministry of Fisheries, <i>hapū</i> * and <i>iwi</i> *, coast care groups, district health boards, conservation groups, infrastructure and energy interests or other interested parties, will also be invited to participate depending on the issue being addressed. |
| Links to Policy | This method implements Policies 8-1 and 8-2. |
| Targets | <p>Year 1:</p> <p>Forum to meet six-monthly to identify priority issues facing the Region, and seek to develop joint actions for addressing any issues raised. Issues requiring joint management may include:</p> <ul style="list-style-type: none"> • vehicles on beaches and dunes • land use pressures on coastal resources • illegal dumping of waste • restrictions on shellfish gathering or bathing due to water quality reasons • restoration work. <p>Year 2 onwards:</p> <ul style="list-style-type: none"> • Forum to continue six-monthly meetings and to undertake actions through the respective member agencies. Identifying resources (funding and people) needed to resolve issues will be required. |

| Method 8-2 | Coast Care |
|------------------------|--|
| Description | The Regional Council will work with the Department of Conservation, communities and landowners to restore and enhance the natural character of the coastal environment and promote sustainable land use practices, through establishing a regional coast care coordinator to support and resource coast care groups. |
| Who | The Regional Council will seek funding from a range of interested agencies to provide the funding needed to employ a regional coast care coordinator. |
| Links to Policy | This method implements Policies 8-1, 8-2, 8-4 and 8-5. |
| Targets | <p>Years 1-5:</p> <ul style="list-style-type: none"> • Establish and develop working relationships with existing coast care groups, identify priorities for any new coast care groups, and help with resourcing of groups. • Establish working links with land care groups for areas inland of MHWS. |

| Method 8-2 | Coast Care |
|------------|--|
| | <ul style="list-style-type: none"> Provide advice on dune stabilisation and hazard risks. <p>Years 5-10:</p> <ul style="list-style-type: none"> Work with groups to achieve improvements to the coastal environment including weeding, planting, wetland enhancement, dune lake enhancement, stream enhancement, litter removal, monitoring of beach quality and monitoring of vehicle use on beaches. |

| Method 8-3 | Vehicle Bylaw |
|------------------------|---|
| Description | The Regional Council recognises that vehicles on dunes and beaches is an increasing issue, particularly for the Region's west coast. This issue cannot be successfully managed through the RMA or consent processes. It is considered that a bylaw should be developed and applied consistently across the west coast, to control the future use of vehicles on dunes and beaches. |
| Who | The Regional Council will take a lead role in convening the Territorial Authorities and Police to discuss the appropriate provisions to be included in a "model" bylaw. |
| Links to Policy | This method implements Policies 8-1, 8-2 and 8-5. |
| Targets | <p>Year 1:</p> <ul style="list-style-type: none"> Encourage Territorial Authorities to extend their territorial boundary down to mean low water spring to enable Local Government Act bylaws to apply to the whole of the foreshore area. <p>Years 2-5:</p> <ul style="list-style-type: none"> Each Territorial Authority to adopt a bylaw for their district to control vehicles on dunes and beaches. Seek commitment from Police to implement these bylaws, in conjunction with Territorial Authorities. Review effectiveness of bylaws after five years. |

| Method 8-4 | Coastal Information |
|--------------------------------|---|
| Description | This programme will support the collection of further information on biology, coastal processes, historic heritage and significant <i>sites</i> * and values within the CMA. This will enable refinement of the Protection Activity Management Areas and build upon the existing coastal information. |
| Who | The Regional Council, in conjunction with the Department of Conservation, will undertake to scope this work area. This will include a focus on natural features, historic heritage and Māori cultural information where appropriate. In guiding future development, it will also contribute significantly to a planning constraints map. The Regional Council is developing a monitoring strategy that will include coastal information. The Regional Council will seek to work with and involve other relevant agencies in this programme. |
| Links to Policy/ Method | This method implements Policies 8-2, 8-3, 8-4, 8-6, 6-11, 6-12 and Method 6-10. |
| Targets | <p>Years 1-3:</p> <ul style="list-style-type: none"> Identify scope (including costings) of further information required and appropriate methods for collecting. <p>Years 3-10:</p> <ul style="list-style-type: none"> Progressively aim to improve the coastal information base. |

| Method 8-5 | Coastal Advocacy |
|------------------------|---|
| Description | This area of work is wide-ranging and includes responding to proposals from other agencies, responding to activities landward of MHWS that could impact on the CMA, and ensuring coastal activities are undertaken in a way that is compatible with the management framework set out in the One Plan. The method may also involve working with other agencies, such as the Department of Conservation, on special projects. |
| Who | The Regional Council will undertake this work on an "as needs" basis. As issues arise in the Region that affect the coast, the Council will take an active advocacy role and work with other relevant agencies as appropriate. |
| Links to Policy | This method implements Policies 8-1, 8-2, 8-3, 8-4, 8-5 and 8-6. |
| Targets | Ongoing as issues arise. |

8.6 Anticipated Environmental Results

| Anticipated Environmental Result | Link to Policy | Indicator | Data Source |
|---|--|---|---|
| By 2017, water quality in the open sea is generally suitable for the specified Values at all times. Water quality in estuary areas is no worse than it was prior to this Plan becoming operative. | Coastal Policy: 8-6 | <ul style="list-style-type: none"> Measured water quality compared to water quality targets in Schedule I, especially measures for "safe swimming", "safe food gathering" and "aquatic ecosystem health" Incidents where water quality in the CMA is confirmed as unfit for use | <ul style="list-style-type: none"> Regional Council's state of environment water quality monitoring programme Regional Council's incidents database |
| Except for change because of natural processes, or as a result of activities authorised by this Plan or a resource consent, by 2017 the characteristics/values of outstanding landscapes and natural features identified in the CMA (Schedule F) will be in the same state as (or better than) before this Plan became operative. | Coastal Policies: 8-1, 8-2, 8-3, 8-4 and 8-5 | <ul style="list-style-type: none"> Number of Schedule G outstanding landscapes and natural features in the CMA where identified characteristics/values have been damaged | <ul style="list-style-type: none"> Outstanding landscapes and natural features characteristics/values assessment survey Regional Council's incidents database Regional Council's SED (Subdivision Enquiry Database) Territorial Authority district plans Territorial Authority consent decisions |
| By 2017, there will be a net reduction in the damage to property or infrastructure as a result of coastal erosion, the effects of sandstorms or <i>sea level rise</i> * in the | Coastal Policies: 8-1, 8-4 | <ul style="list-style-type: none"> Coastal erosion/accretion Confirmed incidents of property or infrastructure damage | <ul style="list-style-type: none"> Regional Council's state of environment land monitoring programme |

| Anticipated Environmental Result | Link to Policy | Indicator | Data Source |
|----------------------------------|----------------|-----------|---|
| coastal environment. | | | <ul style="list-style-type: none"> • Regional Council and Territorial Authority incidents databases • Land use mapping • Sustainable Land Use Initiative implementation reports (two-yearly) |

8.7 Explanations and Principal Reasons

This section provides an explanation of the policies in Chapter 8 (as required by s62(1)(d) RMA) and the principal reasons for adopting the objectives, policies and methods in this chapter (as required by s62(1)(f) RMA).

8.7.1 Integrated management of the coastal environment

Objective 8-1, Policy 8-1 and the associated methods recognise the need for integrated management to facilitate better management across the jurisdictional line of MHWS. The coastal environment is a complex area to manage and not all issues can be addressed by any one agency.

The coast is a dynamic environment and the landward margins are intimately linked with natural processes such as waves, sediment and weather. Activities landward of MHWS significantly impact on the quality of the CMA through, for example, land use activities, public access and recreational activities, and economic or social uses of an area. Other chapters of this Plan, and provisions in district plans, will assist in managing the consequential effects of landward activities on the CMA.

8.7.2 Appropriate use and development in the CMA

Objective 8-2, Policies 8-2, 8-3, 8-4, 8-5 and 8-6 and the associated methods set out a framework for protecting aspects of the CMA while enabling people to use and enjoy the area. In accordance with the RMA, management of the CMA is predominately by way of a regulatory approach. The RMA and the NZCPS also identify a range of matters which are of national importance and require protection from inappropriate use and development. The primary tool used to achieve this is zoning. Three Activity Management Areas have been created: Protection, Port and General Activity Management Areas. Although many of the rules are common to the entire CMA, Policies 8-4, 8-5 and 8-6 in particular will be used in any consent decision-making process. Some rules are also specific to an Area.

8.7.3 Water quality

Objective 8-3, Policy 8-6 and the associated methods (information and advocacy) set out a framework for maintaining and enhancing water quality in the CMA. Water quality in the CMA should be managed consistently with the approach taken in Chapter 5 for freshwater resources. *Water Management Zones** and *Sub-zones** have been used to recognise the difference in water quality between estuary areas and the open sea. Water quality targets have been set for each

*Water Management Zone** or *Sub-zone** (in Schedule I: Part C) to act as a guide to decision-makers.