

9 Coast

9.1 Scope and Background

9.1.1 Scope

This chapter addresses the coastal marine area (CMA). The CMA is defined in the Resource Management Act 1991 (RMA) as the area from mean high water spring out to 12 nautical miles, and includes the foreshore and seabed, the water column, the air space above the CMA and estuarine areas, beaches and salt marshes. The boundaries of the CMA where it crosses rivers are shown (and defined) in Schedule H. Although the CMA has a defined jurisdictional boundary, there is a need to ensure integrated management with activities occurring in coastal areas landward of the CMA (that is, the wider coastal environment) as they strongly influence the coastal resources.

The CMA is managed by the Regional Council in conjunction with the Minister of Conservation, who is responsible for preparing the New Zealand Coastal Policy Statement (NZCPS). The NZCPS sets the national framework for managing coastal resources, including what types of activities in the CMA are “restricted coastal activities”. Restricted coastal activities are generally activities that are expected to have a significant impact on the coast. The Minister makes final decisions on restricted coastal activity consents. Regional policy statements, regional plans and district plans must give effect to the New Zealand Coastal Policy Statement.

The landward component of the coast is managed by both the Regional Council and Territorial Authorities. Territorial Authorities control land-use activities inland from the mean high water spring line, through their district plans. The Regional Council manages its landward responsibilities in the coastal environment through the other chapters of this Plan.

This chapter has two strands:

- (a) It contains objectives, policies and methods for managing activities that occur in the Region’s CMA (including structures, disturbances to the seabed and discharges of contaminants).
- (b) It seeks to ensure that there is an integrated management framework across the landward boundary of the coastal marine area.

Other chapters in this Plan also contribute to the management of the landward coastal environment, in particular:

- Chapter 3 – Infrastructure, Energy and Waste (which provides for consistent management of related activities in the coastal marine area)
- Chapter 4 – Te Ao Māori
- Chapter 5 – Land (which includes land-use controls on dune country and vegetation clearance)
- Chapter 6 – Water (which focus on improving water quality in rivers and streams, having a direct impact on water quality in the coastal marine area)
- Chapter 7 – Living Heritage (which addresses indigenous biological diversity and landscapes)
- Chapter 8 – Air (which manages air quality through controls on discharges)
- Chapter 10 – Natural Hazards (which addresses the effects of natural hazards along the line of mean high water spring).

9.1.2 The Coastal Resources

The Manawatu-Wanganui Region's coast includes parts of both the west coast and east coast of the North Island (Figure 9.1) and approximately 3,000 km² of surface coastal water.

The west coast, which covers approximately 120 km from Waiinu 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 Wanganui 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.

9.1.3 Future Approach

In the past 10 years there has been a low demand for activities in the coastal marine area. As at 2005, there were just 46 current coastal permits (approximately 1% of all current consents administered by the Regional Council). The coastlines of the Manawatu-Wanganui Region do not face the same level of coastal development pressures experienced in most other regions of New Zealand.

The main issues facing 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 (note that subdivision, land-use intensification and the management of dunes are addressed through district plans and Chapter 5 of this Plan).

- Degraded coastal water quality and loss of biodiversity 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 technology, such as aquaculture and “energy farms”, are seeking to locate in the CMA.

Although these issues exist, the approach taken in this chapter is simple and enabling, given the low level of pressures and demand for activities within the coastal marine area. The key objective in managing the CMA is to ensure that the natural character and ecosystem processes of the coast are retained while still allowing activities and development to progress. This chapter also recognises that most activities and pressures on the coastline result from landward uses and development, and linkages are therefore made to other chapters of this Plan. 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.

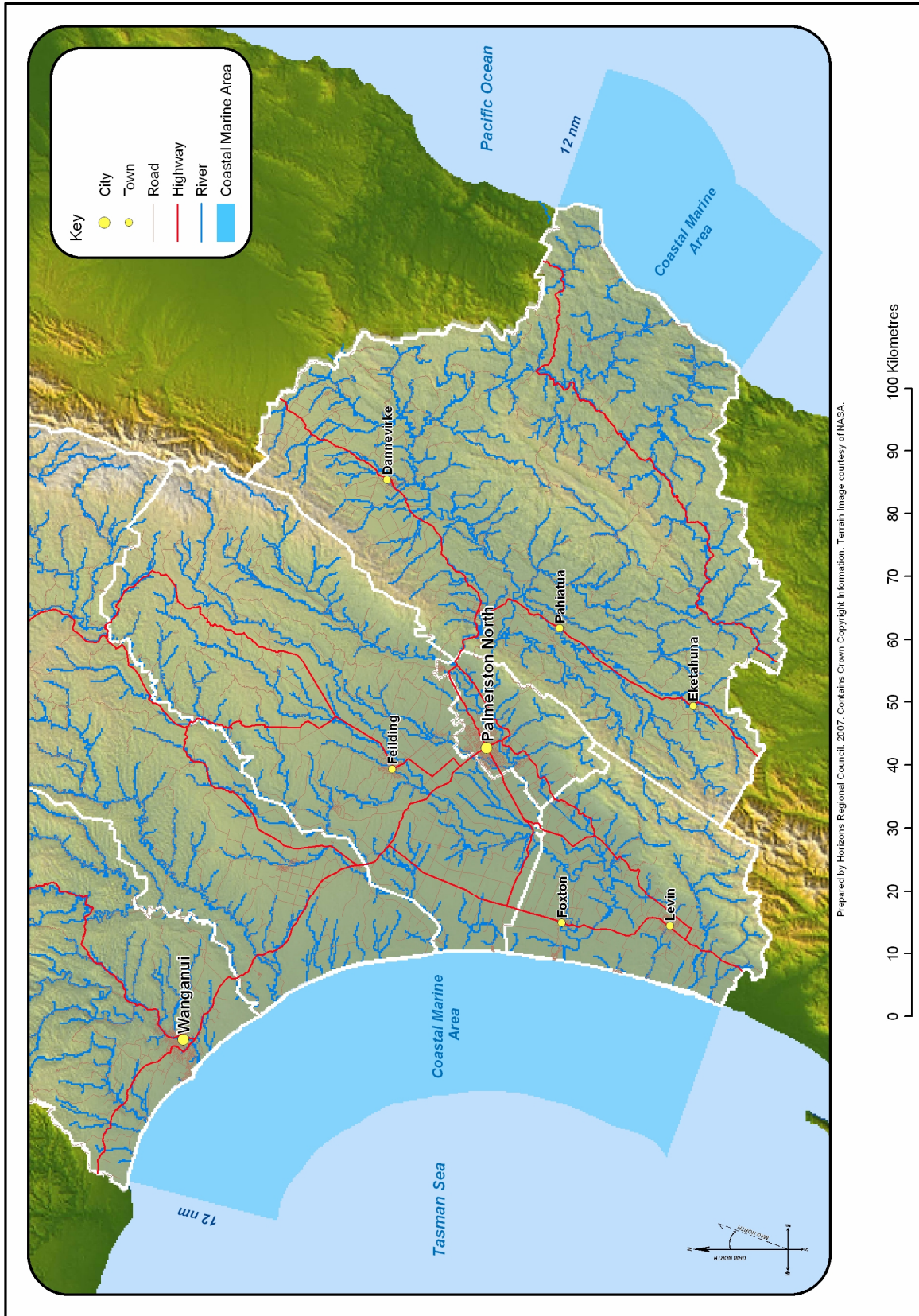


Figure 9.1 Coastal Marine Area for the Manawatu-Wanganui Region

9.2 Significant Resource Management Issues

Issue 9-1: Integration between the coastal marine area and the wider coastal environment

Integration of different agencies' management frameworks across the line of mean high water spring 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 mean high water spring impact on the quality of the coastal marine area. There are also some activities that should be managed in the same manner irrespective of their location within or outside of the coastal marine area.

Issue 9-2: Appropriate protection, use and development in the CMA

Some activities rely on coastal resources to operate and need to be located in the CMA – for example, a port. However, the coast is valued and enjoyed by people primarily for its natural character, open space, amenity 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, sand movements) are provided for.

9.3 Objectives

Objective 9-1: Integration between the coastal marine area and the wider coastal environment

Integrated management of coastal resources will be achieved in a manner that:

- (a) provides a consistent and efficient management framework across the line of mean high water spring
- (b) recognises and manages the impact of land uses and freshwater-based activities (including discharges) on the coast.

Whāinga 9-1: Te kōmitimititanga o te CMA me te taiao takutai moana whānui

Ka tutuki te kōmitimititanga o ngā rauemi taiao takutai moana i runga i te tikanga:

- (a) *ka whakaratohia tētahi pou tarāwaho tikanga rite, tikanga whakamaui hoki e pā ana ki te pae tai pari, ā*
- (b) *ka whakamanatia, ka whakahaeretia ngā pānga o te whakamahi whenua me ngā ngohe ā-wai māori (ehara tonu ko ngā rukenga) ki te takutai moana.*

Objective 9-2: Appropriate protection, use and development in the coastal marine area

The CMA will be managed as a public asset that is fundamental to the social, economic and cultural well-being of the people of the Region, while ensuring that sensitive areas are protected from inappropriate use and development.

Whāinga 9-2: Te whakamarumarū, te whakamahi, me te whakaahu tika i roto i te CMA

Ka whakahaeretia te CMA hei rawa tūmatanui tūturu o te oranga hapori, ōhanga hoki, tikanga hoki o ngā iwi o te Rohe, kia hua hoki ka whakamarumarutia ngā wāhi rauangi i ngā whakamahinga hē me te whakaahu hē.

9.4 Policies

9.4.1 Integration between the Coastal Marine Area and the Wider Coastal Environment

Policy 9-1: Integration between the coastal marine area and the wider coastal environment

Integrated management of coastal resources across the line of mean high water spring will be sought through:

- (a) provisions in this Plan to address water quality, erodible land (including dune lands), management of natural hazards, management of indigenous biological diversity and significant features, and management of air discharges and hazardous substances*
- (b) provisions in district plans to define the landward limits of the coastal environment and to ensure that any land-use activities avoid degradation of coastal water quality, avoid the location of subdivisions or development in any existing or potential hazard risk area, protect coastal dunes and significant coastal fauna and avoid sprawling subdivision along the coastal edge
- (c) joint initiatives where resource management issues arise and are not addressed within the existing management frameworks of the respective regional and district plans.

9.4.2 Appropriate Protection, Use and Development in the Coastal Marine Area

Policy 9-2: Zones

Activities and important values in the CMA shall be managed in accordance with the following zones:

- (a) A port zone for the purposes of enabling the efficient and practical operation of Wanganui Port and associated industries, boating facilities, and operational activities as shown in Schedule H, 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 of existing structures.
- (b) Protection zones for the purposes of protecting the ecological values and other important values within each protection zone, as shown in Schedule H, recognising the sensitivity of these areas to development while allowing activities which:
 - (i) appropriately enable or restrict public access
 - (ii) are essential for public safety
 - (iii) are intended to restore or conserve a site or significant values within a site
 - (iv) have no more than minor adverse environmental effects on the values to be protected in each protection zone.

- (c) A general zone for the purposes of managing activities in all areas outside the port zone and protection zones by ensuring that adverse effects in the general zone are avoided as far as practicable and, where they cannot be avoided, are remedied or mitigated.

Policy 9-3: Aquaculture zones

Aquaculture activities in the CMA shall require the establishment of an aquaculture management area by way of a notified change to Chapter 17 of this Plan (that is, the Regional Coastal Plan) in accordance with s 68A RMA.

Policy 9-4: Appropriate use and development

Any use or development in the CMA shall:

- (a) Have a functional need to be located in the coastal marine area.
- (b) Facilitate restoration or rehabilitation of natural features where practical.
- (c) Avoid as far as practical any adverse effects on the following regionally important values:
- (i) any value listed in Schedule H as being significant in a protection zone
 - (ii) features that contribute to the natural character and open space characteristics of the coast
 - (iii) the naturalness of landscapes and seascapes
 - (iv) areas of significant indigenous vegetation and significant habitats of indigenous fauna, and the maintenance of biodiversity
 - (v) the intrinsic values of ecosystems
 - (vi) the natural integrity and functioning of physical processes (including recognition of sea level rise)
 - (vii) historic heritage sites and features.

Policy 9-5: Public access

- (a) Activities in the CMA shall be established and operated in a manner which readily provides for public access, and public access may be restricted only where necessary for safety, cultural or conservation purposes.
- (b) Public access for recreational purposes shall recognise the need to protect bird habitat areas, estuarine plant communities and dune stability.

9.5

Methods

Managing activities in the CMA largely involves a regulatory approach. 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. It should be noted that some methods from other chapters of this Plan will also apply to managing the landward portions of the coastal environment.

Project Name	Coastal Management Forum
Project 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 Department of Conservation and District Councils, will identify issues that need addressing. Other key stakeholders, such as the Ministry of Fisheries, iwi, coast care groups, district health boards or other interested parties, will also be invited to participate depending on the issue being addressed.
Links to Policy	This project links to Policies 9-1 and 9-2.
Targets	<p>Year 1: 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: 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.</p>

Project Name	Coast Care
Project Description	The Regional Council will work with 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 project links to Policies 9-1, 9-2, 9-4 and 9-5.
Targets	<p>Years 1-5:</p> <ul style="list-style-type: none"> • Establish and develop working relationship with existing coast care groups, identify priorities for any new coast care groups, and help with resourcing of groups • Establish working links with landcare approaches for areas inland of mean high water spring • 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.

Project Name	Vehicle By-law
Project 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 by-law 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 District Councils and Police to discuss the appropriate provisions to be included in a "model" by-law.
Links to Policy	This project links to Policies 9-1, 9-2 and 9-5.

Project Name	Vehicle By-law
Targets	<p>Year 1:</p> <ul style="list-style-type: none"> Encourage District Councils to extend their territorial boundary down to mean low water spring to enable Local Government Act by-laws to apply to the whole of the foreshore area. <p>Years 2-5:</p> <ul style="list-style-type: none"> Each District Council to adopt a by-law for their district to control vehicles on dunes and beaches. Seek commitment from Police to implement these by-laws, in conjunction with District Councils. Review effectiveness of by-laws after five years.

Project Name	Coastal Information
Project Description	This programme will support the collection of further information on biology, coastal processes and significant sites, areas and values within the coastal marine area. This will enable refinement of the protection zones 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.
Links to Policy	This project links to Policies 9-2, 9-3 and 9-4.
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.

Project Name	Coastal Advocacy
Project Description	This area of work is wide-ranging and includes responding to proposals from other agencies, responding to activities landward of mean high water spring that could impact on the coastal marine area, and ensuring coastal activities are undertaken in a way that is compatible with the management framework set out in the One Plan. The project 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 project links to Policies 9-1, 9-2, 9-3, 9-4 and 9-5.
Targets	On-going as issues arise.

9.6 Anticipated Environmental Results

Anticipated Environmental Result	Link to Policy	Indicator	Data Source
By 2017, water quality in coastal marine area class A water management zones is suitable for specified values at all times. Water quality in class B water management zones either becomes suitable for assigned values by the target date specified or is no worse than it was prior to this Plan becoming operative.	<p>Coastal Policy: 9-1</p> <p>Administration Policies: 2-1, 2-2, 2-3 and 2-5</p> <p>Land Policies: 5-1, 5-2, 5-3, 5-4 and 5-5</p> <p>Water Policies: 6-1, 6-17, 6-18, 6-19, 6-20, 6-21, 6-22, 6-23, 6-24 and 6-26</p> <p>Living Heritage Policies: 7-1, 7-2, 7-3, 7-4, 7-5 and 7-8</p>	<ul style="list-style-type: none"> Measured water quality compared to water management zone standards in the coastal marine area, especially measures for "safe swimming," "safe food gathering" and "aquatic ecosystem health" Incidents where water quality in the coastal marine area is confirmed as unfit for use 	<ul style="list-style-type: none"> Horizons' state of environment water quality monitoring programme Horizons' incidents database
By 2017, the area of each habitat type in the coastal marine area identified as rare, threatened or at-risk is the same as that estimated prior to this Plan becoming operative and no "not threatened" habitat types have fallen into the at-risk category.	<p>Coastal Policies: 9-1, 9-2, 9-3 and 9-4</p> <p>Administration Policies: 2-1, 2-2, 2-3 and 2-5</p> <p>Water Policies: 6-17, 6-18, 6-19 and 6-26</p> <p>Living Heritage Policies: 7-1, 7-2, 7-3, 7-5, 7-6 and 7-8</p>	<ul style="list-style-type: none"> Area of each habitat type compared to former extent Number of rare and threatened and at-risk habitat sites damaged by unauthorised activities 	<ul style="list-style-type: none"> Landcare Research: Land Environments NZ tool, Ecosat tool and Landcover Database 2 tool Horizons' incidents database
Except for change because of natural processes, at 2017 the characteristics/values of outstanding landscapes and natural features identified in the coastal marine area (Schedule F) will be in the same state as assessed prior to this Plan becoming operative.	<p>Coastal Policies: 9-1, 9-2, 9-3, 9-4, 9-5 and 9-6</p> <p>Administration Policies: 2-5</p> <p>Living Heritage Policies: 7-7 and 7-8</p>	<ul style="list-style-type: none"> Number of Schedule F outstanding landscapes and natural features in the coastal marine area where identified characteristics/values have been damaged Level of protection afforded to Schedule F outstanding landscapes and natural features in the coastal marine area in Territorial Authority district plans Ratio of successful Horizons' sub-missions supporting Schedule F versus total submissions made on outstanding landscapes and natural features in the coastal marine area to Territorial Authority consent planning processes 	<ul style="list-style-type: none"> Outstanding landscapes and natural features characteristics/values assessment survey Horizons' incidents database Horizons' SED (Subdivision Enquiry Database) database Territorial Authority district plans Territorial Authority consent decisions
By 2017, there will be a net reduction in the damage to property or critical infrastructure as a result of coastal	Coastal Policies: 9-4 and 9-6	<ul style="list-style-type: none"> Coastal erosion/accretion % of highly erodible coastal land identified in Schedule 	<ul style="list-style-type: none"> Horizons' state of environment land monitoring

erosion, the effects of sandstorms or sea level rise in the coastal environment.	Administration Policies: 2-1, 2-2, 2-3 and 2-5 Land Policies: 5-1, 5-2, 5-3, 5-4 and 5-5 Natural Hazards Policies: 10-1, 10-7 and 10-8	A being used in accordance with sustainable use guidelines (yet to be developed) • Confirmed incidents of property to infrastructure damage	programme • Horizons' and Territorial Authority incidents databases • Land-use mapping • Sustainable Land Use Initiative implementation reports (two-yearly)
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9.7 Explanations and Principal Reasons

This section provides an explanation of the policies in Chapter 9 (as required by s 62(1)(d) RMA) and the principal reasons for adopting the objective, policies and methods in this chapter (as required by s 62(1)(f) RMA).

9.7.1 Integration between the coastal marine area and the wider coastal environment

Objective 9-1, Policy 9-1 and the associated methods recognise the need for joint and integrated management to facilitate better management across the jurisdictional line of mean high water spring. The coast 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 on the landward margins 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. Therefore there are strong links to the management directions in other chapters of this Plan, which will assist in managing the consequential effects of landward activities in the coastal marine area.

9.7.2 Appropriate use and development in the coastal marine area

Objective 9-2, Policies 9-2, 9-3, 9-4, 9-5, 9-6 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 a regulatory approach. The RMA and the New Zealand Coastal Policy Statement 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 zones have been created: protection, port and general zones. Although many of the rules are common to all areas, Policies 9-4, 9-5 and 9-6 in particular will be used in any consent decision-making process. Some rules are also specific to a zone.

