

RPS – CE – Coastal environment

Scope and background

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 RCP-SCHED9: 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:

1. It contains objectives, policies and methods for managing activities that occur in the Region's CMA.
2. It identifies the need for integrated management of the coastal *environment*.

The coastal resources

The Region's coast includes parts of both the west coast and east coast of the North Island (Figure 1 – Coastal Marine Area for the Manawātū-Whanganui Region) 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 Whanganui 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 Manawātū 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.

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 MHWS has not faced the same level of development pressure that has been experienced in most other regions of New Zealand.

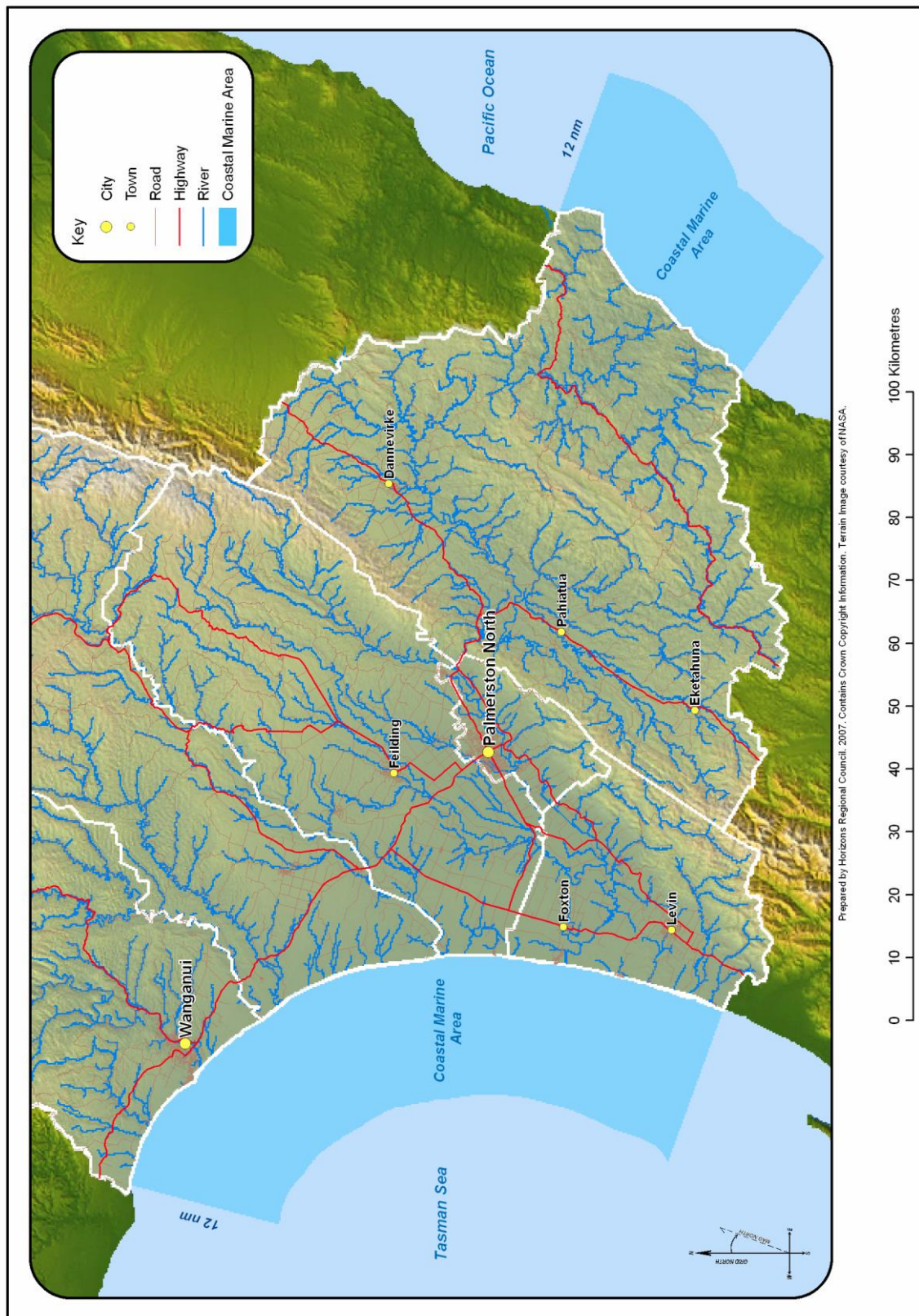


Figure 1 - Coastal Marine Area for the Manawātū-Whanganui Region.

Issues

CE-I1: 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.

Objectives

CE-O1: Integrated management of the coastal *environment**

Achieving integrated management of the coastal *environment** by:

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

CE-O1: *Te whakahaere kōmitimiti i te taiao takutai moana*

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

1. *whakarato i tētahi anga whakahaere kōmitimiti whai auautanga, whai tikanga whakamau hoki, me te*
2. *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.*

Policies

CE-P1: Integrated management of the coastal *environment**

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

1. provisions in this chapter and the provisions of the Regional Coastal Plan (RCP-CMA and RCP-SCHED9 as well as General approach, RP-IO, RP-IP and RP-FC and the relevant definitions in the Glossary),
2. 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**),
3. 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
4. joint initiatives where resource management issues arise and are not addressed within the existing management frameworks of the respective *regional plans*^ and *district plans*^.

Methods

Managing activities in the CMA largely involves a regulatory approach. RCP – CMA in Part 3 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.

CE-M1	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 <i>Territorial Authorities</i> *, will identify issues that need to be addressed. Other key stakeholders, such as the Ministry for Primary Industries, <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 RPS-CE-P1 and RPS-CE-CMA-P2.
Targets	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: • vehicles on beaches and dunes • <i>land</i>* use pressures on coastal resources • illegal dumping of <i>waste</i> • restrictions on shellfish gathering or bathing due to <i>water</i>* quality reasons • restoration work. 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.

CE-M2	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 <i>environment</i> and promote sustainable <i>land</i> * 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	This method implements RPS-CE-P1, RPS-CE-CMA-P2, RPS-CE-CMA-P4 and RPS-CE-CMA-P5
Targets	Years 1-5: • 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 <i>land</i>* care groups for areas inland of MHWS. • Provide advice on dune stabilisation and hazard risks. Years 5-10: • Work with groups to achieve improvements to the coastal <i>environment</i> including weeding, planting, <i>wetland</i>* enhancement, dune <i>lake</i> enhancement, stream enhancement, litter removal, monitoring of beach quality and monitoring of vehicle use on beaches.

CE-M3	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 <i>Territorial Authorities</i> * and Police to discuss the appropriate provisions to be included in a "model" bylaw.
Links to Policy	This method implements RPS-CE-P1, RPS-CE-CMA-P2 and RPS-CE-CMA-P5.
Targets	Year 1: - Encourage <i>Territorial Authorities</i>* 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. Years 2-5: - Each <i>Territorial Authority</i>* 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 <i>Territorial Authorities</i>*. - Review effectiveness of bylaws after five years.

CE-M4	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 RPS-CE-P1, RPS-CE-CMA-P2, RPS-CE-CMA-P3, RPS-CE-CMA-P4, RPS-CE-CMA-P5 and RPS-CE-CMA-P6.
Targets	Ongoing as issues arise.

Principal reasons

This section provides an explanation of the policies in RPS-CE (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).

CE-PR1: Integrated management of the coastal environment

RPS-CE-O1, RPS-CE-P1 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.

Anticipated environmental results

Anticipated Environmental Result	Link to Policy	Indicator	Data Source
CE-AER1 By 2017, there will be a net reduction in the damage to property or infrastructure as a result of coastal erosion, the <i>effects*</i> of sandstorms or <i>sea level rise*</i> in the coastal environment.	RPS-CE-P1 and RPS-CE-CMA-P4	- Coastal erosion/accretion - Confirmed incidents of property or infrastructure damage	- Regional Council's state of <i>environment land*</i> monitoring programme - Regional Council and <i>Territorial Authority*</i> incidents databases <i>Land*</i> use mapping - Sustainable Land Use Initiative implementation reports (two-yearly)

CE – CMA – Coastal Marine Area

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 RCP-SCHED9: Part A. The CMA is managed by the Regional Council and the Minister of Conservation. 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 RPS-LF and RP-LF 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 3 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.

Issues

CE-CMA-I2: 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.

CE-CMA-I3: *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.

Objectives

CE-CMA-O2: 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 49, 50 and 51 of RCP-SCHED9 and natural character are protected from inappropriate use and development.

CE-CMA-O2: *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 49, 50 and 51 o Puka Āpiti I me te āhuatanga māori – i te whakamahi, te whakaahu rānei kāore i te tika.

CE-CMA-O3: Water* quality

Water* quality in the CMA is managed in a manner that has regard to the Values set out in RCP-SCHED9: Part C so that:

1. 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 50 and 51 and the water* quality targets in Tables 52 to 55 of RCP-SCHED9, and
2. 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 50 and 51 and the water* quality targets in Tables 52 to 55 of RCP-SCHED9.

CE-CMA-O3: *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:

1. *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 nāianehei 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 50 me 51, me ngā keunga kounga wai kei roto i ngā rārangi e kīia nei ko Tables 52 ki 55 o Puka Āpiti I.*
2. *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 nāianehei 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 50 me 51, me ngā keunga kounga wai kei roto i ngā rārangi e kīia nei ko Tables 52 ki 55 o RCP-SCHED9.*

Appropriate protection, use and development in the CMA

CE-CMA-P2: Zones

Activities in the CMA must be managed using Zones.

The Zones comprise:

1. a Port Zone for the purposes of enabling the efficient and practical *operation** of Whanganui Port and associated industries and boating facilities, as shown in RCP-SCHED9: Part B, by providing for activities which:
 - a. facilitate the *operation** of the Whanganui Port and marina, including restricting public access where it is necessary for safety reasons
 - b. involve maintenance dredging and associated disposal to maintain a navigational depth
 - c. involve the *maintenance**, *upgrade** or extension of existing *structures**.
2. various Protection Zones for the purposes of protecting the ecological and other important characteristics within each specified Zone (as shown in Table 49 of RCP-SCHED9: Part B). These Zones are sensitive and must be protected from adverse *effects** of activities other than activities which:
 - a. appropriately enable or restrict public access, or
 - b. are essential for public safety, or
 - c. are intended to restore or conserve a *site** or characteristics within a *site**, or
 - d. have no more than minor adverse environmental *effects** on the characteristics to be protected in each Protection Zone.
3. a General Zone for the purposes of managing activities in all areas other than areas covered by the Port Zone and Protection Zones. The purpose of the General Zone is to ensure that adverse *effects** are avoided as far as reasonably practicable and, where they cannot be avoided, are remedied or mitigated.

CE-CMA-P3: Aquaculture Precincts

Aquaculture activities[^] in the CMA require the establishment of an aquaculture precinct by way of a notified *change*[^] to RCP - CMA of this Plan.

CE-CMA-P4: Appropriate use and development

Any use or development in the CMA must:

1. have a *functional necessity* to be located in the CMA,
2. facilitate restoration or rehabilitation of natural features where reasonably practicable, and
3. avoid, as far as reasonably practicable, any adverse *effects** on the following important values:
 - a. any characteristic listed in Table 49 in RCP-SCHED9: Part B for each Protection Zone
 - b. elements and processes that contribute to the natural character and open space characteristics of the CMA
 - c. the landscape and seascape elements that contribute to the natural character of the CMA
 - d. areas of significant indigenous vegetation and significant habitats of indigenous fauna, and the maintenance of indigenous *biological diversity*[^]
 - e. the intrinsic values of ecosystems
 - f. the natural integrity and functioning of physical processes (including recognition of *sea level rise**)
 - g. *historic heritage**.

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

CE-CMA-P5: Public access

1. 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*[^].
2. 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.

Water* Quality

CE-CMA-P6: Water* quality

For the purposes of maintaining or enhancing *water** quality, the CMA is divided into a *Seawater Management Area** and various *Estuary Water Management Sub-areas** which are described in RCP-SCHED9: Part C and shown in Part A. *Water** in the CMA must be managed in a way which:

1. has regard to the Values and *water** quality targets for the *Seawater Management Area** and *Estuary Water Management Sub-areas**, as set out in RCP-SCHED9: Part C
2. applies Policies RPS-LF-FW-P6 (ongoing compliance where *water** quality targets are met), RPS-LF-FW-P7 (enhancement where *water** quality targets are not met), RPS-LF-FW-P12 (point source *discharges** to *water**) and RPS-LF-FW-P14 (*sewage* discharges**) to the CMA as if any reference to *water** in those policies is a reference to *water** in the CMA.

CE-CMA-M5	Coastal Information
Description	This programme will support the collection of further information on biology, coastal processes, <i>historic heritage*</i> and significant <i>sites*</i> and values within the CMA. 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, <i>historic heritage*</i> 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 RPS-CE-CMA-P2, RPS-CE-CMA-P3, RPS-CE-CMA-P4, RPS-CE-CMA-P6, RPS-HCV-P1, RPS-HCV-P2 and Method RPS-HCV-M2.
Targets	Years 1-3: - Identify scope (including costings) of further information required and appropriate methods for collecting. Years 3-10: - Progressively aim to improve the coastal information base.

Principal reasons

CE-CMA-PR2: Appropriate use and development in the CMA

RPS-CE-CMA-O2, RPS-CE-CMA-P2, RPS-CE-CMA-P3, RPS-CE-CMA-P4, RPS-CE-CMA-P5 and RPS-CE-CMA-P6 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 Zones have been created: Protection, Port and General Zones. Although many of the rules are common to the entire CMA, RPS-CE-CMA-P4, RPS-CE-CMA-P5 and RPS-CE-CMA-P6 in particular will be used in any consent decision-making process. Some rules are also specific to a Zone.

CE-CMA-PR3: *Water quality**

RPS-CE-CMA-O3, RPS-CE-CMA-P6 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 RPS-LF for *freshwater** resources. *Water Management Area** and *Sub-area** 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 Area** or *Sub-area** (in RCP-SCHED9: Part C) to act as a guide to decision-makers.

Anticipated environmental results

Anticipated Environmental Result	Link to Policy	Indicator	Data Source
CE-CMA-AER2 By 2017, <i>water*</i> quality in the open sea is generally suitable for the specified Values at all times. <i>Water*</i> quality in estuary areas is no worse than it was prior to this Plan becoming operative.	RPS-CE-CMA-P6	- Measured <i>water*</i> quality compared to <i>water*</i> quality targets in RCP-SCHED9, especially measures for “safe swimming”, “safe food gathering” and “aquatic ecosystem health” - Incidents where <i>water*</i> quality in the CMA is confirmed as unfit for use	- Regional Council's state of <i>environment water*</i> quality monitoring programme - Regional Council's incidents database
CE-CMA-AER3 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 (RP-SCHED7) will be in the same state as (or better than) before this Plan became operative.	RPS-CE-P1, RPS-CE-CMA-P2, RPS-CE-CMA-P3, RPS-CE-CMA-P4 and RPS-CE-CMA-P5.	Number of RPS-SCHED7 outstanding landscapes and natural features in the CMA where identified characteristics/values have been damaged	- Outstanding landscapes and natural features characteristics/values assessment survey - Regional Council's incidents database - Regional Council's SED (Subdivision Enquiry Database) <i>Territorial Authority*</i> district plans <i>Territorial Authority*</i> consent decisions

