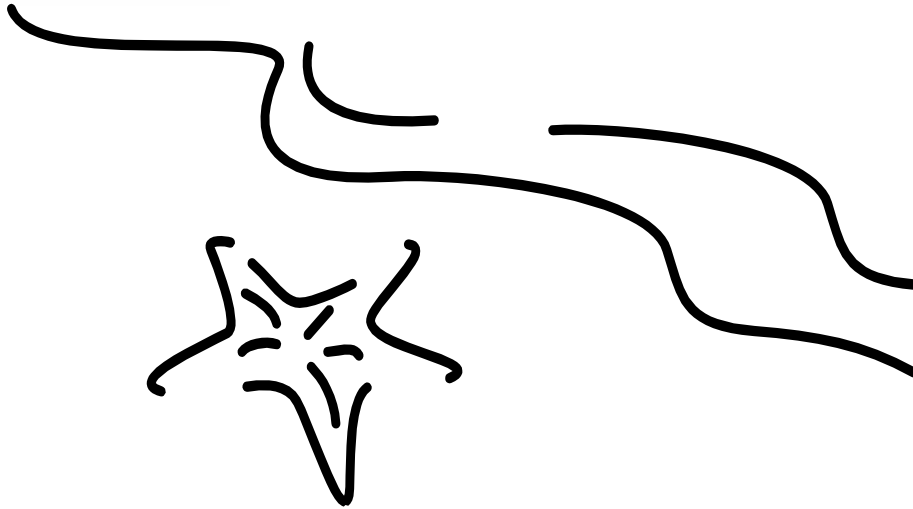


COASTAL MANAGEMENT



6.0 INTRODUCTION

The Gisborne district has approximately 270 km of coastline. This excludes those parts of the coastal marine area which are the tidal portions of rivers. The nature of the coastline is largely influenced by the geological history of the area, its climate, the vegetation in the catchments and to some extent changes brought about by human occupation.

Note: The coastal environment includes the area below mean high water springs (the coastal marine area out to the 12 mile limit), and also areas inland of that line but closely related to the coast such as foreshore above mean high water springs, dunes, beaches, areas of coastal vegetation and coastal associated animals, areas subject to

coastal erosion or flooding, salt marshes, sea cliffs and coastal wetlands.

The geology of the area is reflected in the coastline where erosion is more common than accretion. Accretion through deposition of river borne sediments is concentrated adjacent to the mouths of the major river systems. Although the district has renown flat beaches its coastal margin is also typified by steep slopes, headlands and cliffs with numerous offshore rocks and islands.

It is the combination of the soft highly erodible sedimentary rock, relatively intense rainfall and a high energy coast that has given the present shape, form and character to the Gisborne coast. The significant elements are given below:

1. Hard rocky coastline
2. Wave cut intertidal platforms
3. Beaches
4. Offshore islands
5. Cliffs/headland
6. Soft sediments
7. Exposed nature of coast
8. Erosion/accretion.

Approximately 69% of the districts population live in the Gisborne Urban Area which means the majority of the coastline is relatively free from the usual urbanised population pressures.

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It is a significant characteristic of the East Coast. There is a high demand by people and communities to carry out activities in the coastal environment to provide for their economic and social needs. The coastal environment is especially important for recreational activities, and for coastal shipping. The coastal environment is also utilised for some activities such as temporary military training because of the nature of the coastal environment and requirements for coastal locations.

About 90% of respondents to Council's first discussion paper on the Regional Policy Statement considered management of the coastal environment to be an important issue. Submissions were received from a wide variety of people including coastal residents, recreationalists, Maori, fishers, surfers and commercial interests.

Most submissions allude to the fragility of the coastal environment and to the importance of maintaining existing recreational, scenic, cultural and "productive" values. The existence of strong spiritual, cultural and economic relationships between Maori and the coast was commented on in several submissions.

Many submissions refer to the significance of the coastal environment as a food producing and spiritual "life support" system and several allude to the coast in terms of it being the district's "greatest asset". A number of submissions make the connection between the maintenance of natural values on the coast and the development of Gisborne's tourist industry.

Perceived threats to the coastal environment, or to people's enjoyment of it, include: - polluting discharges, over exploitation of fish and shellfish resources, proliferation of holiday batches, rubbish disposal, degradation of natural areas such as sand dunes, and loss of access.

6.1 THE EFFECTS OF SOME ACTIVITIES STRADDLE THE ADMINISTRATIVE BOUNDARIES ESTABLISHED UNDER THE RESOURCE MANAGEMENT ACT 1991

Explanation

Integration Between Land and Water

Although the mean high water springs is the administrative boundary between the management of land and the coastal marine area Council needs to ensure integration across this boundary.

Many land based activities may cause effects on the coastal environment. For example the direct discharge of waste from the municipal sewerage and stormwater systems or from industries into coastal waters, the indirect discharge from septic tanks, leachate from rubbish dumps, rural run-off, the discharge of suspended sediment from erosion in the river catchments. Also activities in the coastal marine area can create a need for landward components. For example facilities for coastal shipping, boat ramps and car parks for recreational fishing, processing facilities for commercial fishing. Other activities such as those undertaken for defence purposes may also require utilisation of areas in the coastal marine area and in the landward portion of the coastal environment.

COASTAL MANAGEMENT

Integration Between Resources

The coastal environment consists of inter-related systems where it is not appropriate or possible to treat resources separately. With the coast most natural resources are mobile - the medium itself and most of the organisms are continuously moving. The types of movement, current, tides and waves etc make management difficult. It is difficult to isolate anything for study or get precise or predictive data.

Our knowledge of the marine part of our district is not as advanced as with the land and it can be difficult to predict effects of activities. For example coastal protection works designed in the 1960's may now no longer be appropriate and may be accentuating the very problem they were designed to control.

Integration Between Authorities

The Minister of Conservation determines the national priorities for the management of the coastal environment giving the overall policy framework for regional councils in the New Zealand Coastal Policy Statement.

Other authorities have responsibilities in the coastal environment that Council will need to liaise with to ensure effective integration. For example Maritime Safety Authority on oil pollution and safety and navigation matters, Ministry of Fisheries, Iwi authorities, Department of Conservation.

The allocation of fish resources and the direct effects of fishing and fisheries management are not the Council's function. Fisheries management is the responsibility of the Ministry of Agriculture and Fisheries under separate legislation. The separation of functions

between the Resource Management Act 1991 and the Fisheries Act is defined under Section 30(2) of the Resource Management Act 1991. The effects of other activities on fishing or the environmental quality of marine habitats is however a relevant consideration.

Special Relationship with Tangata Whenua

The Act requires recognition to be given to Tangata whenua and their special spiritual, cultural and customary relationship with the coastal environment. Principle 9 of the New Zealand Coastal Policy Statement states that, "The tangata whenua are the kaitiaki of the coastal environment." which reinforces the special relationship of the tangata whenua with the coast of the Gisborne District.

The Regional Policy Statement must identify matters of resource management of significance to Iwi authorities to ensure they are considered as required by the Act, in particular Part II of the Act. Although this matter will generally be addressed in a separate paper for the region it is particularly relevant for the coastal environment.

Tangata whenua have identified the following matters as of being of particular significance to them:

1. lack of opportunity for appropriate Iwi/hapu/Maori participation and influence in the decision-making process over areas and resources which have been identified as significant to Iwi/hapu/whanau and Maori (through Iwi Management Plans, Taiapure applications, Mahinga Mataitai reserve declarations, Maori reserves.
2. the continued use of the Coastal Marine Area for dumping of human and industrial wastes.

COASTAL MANAGEMENT

6.1.1 Objectives

1. Management of the coastal environment that is integrated across the boundaries of the coastal marine and inland areas and between agencies, organisations and the Tangata whenua.

6.1.2 Policies

1. The Councils Regional Coastal Environment Plan shall contain objectives and policies for the whole of the Coastal Environment and ensure their implementation through other regional plans and the district plan where appropriate (Section 9.1.2.5 also refers).
2. To consult closely with Maori when developing and implementing plans affecting the coast, and when considering resource consents which raise issues of concern to Maori who are recognised as kaitiaki of the area.
3. To ensure close liaison and a good working relationship between Council and other authorities concerned with the management of the coastal environment.
4. To recognise, and maintain in as natural a condition as possible, the dynamic, complex and interdependent nature of natural and physical resources in the coastal environment.

6.1.3 Methods

1. Prepare a Regional Coastal Environment Plan that includes a Regional Coastal Plan for the coastal marine area (pursuant to S.64(2) of the Act) and gives the policy for the District Plan to implement for the balance of the coastal environment.

2. Develop a strategy for consultation with Maori on resource consent applications that is effective, cost-efficient and avoids unreasonable costs and delay for minor applications.
3. Monitor the proposals of other agencies with coastal management responsibilities, and advocate for consistency of purpose with them where possible.

6.1.4 Reasons for Objectives, Policies and Methods

Integrated management is fundamental to achieving the purpose of the Act. Integration is necessary between agencies and people and across administrative boundaries to ensure consistent decision-making within the whole coastal environment. The coast is affected by many activities and processes inland, and different agencies and management systems are involved. (Objective)

Preparing a Regional Coastal Environment Plan enables all Council's policies in regard to the coastal environment to be in one document. This will enable greater integration between the RCP and any other plans for the 'dry' part of the coastal environment. Council's Unitary Council status makes this administratively easier. Council's approaches will be clearly set out for the benefit of others with coastal management responsibilities.

Effective consultation with tangata whenua is a statutory requirement. No alternative is possible.

Council is not obliged to participate in the processes of other organisations but unless it does inconsistency of purpose may result.

COASTAL MANAGEMENT

Alternatives considered

Preparing entirely separate regional and district planning documents is possible but at the risk of repetitiveness and inconsistency. This would also make the process more difficult for those who must consult these documents. The Do nothing option would not be consistent with the Act.

6.1.5 Anticipated Environmental Results

1. More efficient preparation of planning documents and administration of resource consents within the coastal environment from greater co-ordination amongst relevant authorities.
2. Public better aware of relevant authorities and their respective roles and responsibilities in the management of the coastal environment.

6.2 THE EFFECTS OF SOME ACTIVITIES MAY DAMAGE OR DESTROY THE NATURAL CHARACTER OF THE COASTAL ENVIRONMENT

Explanation

The community rely on the coastal environments natural character for many values and uses, be it for spiritual, cultural or recreational values, or the harvesting of primary produce. The issue of protecting the terrestrial and marine ecological and landform values is very important to the overall well-being of the region.

6.2.1 Objectives

1. The preservation of the natural character of the coastal environment including by protecting outstanding natural features and landscapes, areas of significant indigenous vegetation and habitats of significant indigenous fauna in the coastal environment.
2. Rehabilitate degraded landscapes and ecosystems within the coastal environment.
3. Coastal water quality that is maintained or enhanced.
4. Amenity values of the coastal environment arising from the preservation of natural character, including the quality of open space, are maintained and enhanced.

6.2.2 Policies

1. To identify, in consultation with the public, Department of Conservation and interested organisations, the features which together provide the natural character of the coastal environment of the Gisborne District including outstanding natural features and landscapes and areas of significant indigenous vegetation and significant habitats of indigenous fauna and protect those features from activities the effects of which may degrade them.

Assessment criteria that may be used to identify features, landscapes, areas, habitats and sites of heritage and cultural importance which may be of local, regional, national or international significance could include:

COASTAL MANAGEMENT

- a) Areas that have been especially set aside under statute (this includes covenants) for preservation or protection purposes.
 - b) Areas recommended for protection under the Protected Natural Areas Programme or in reports to the Forest Heritage Fund and the Nga Whenua Rahui Committee.
 - c) Landscapes and landforms that have been identified as regionally, nationally or internationally significant.
 - d) Visually or scientifically significant geological features, including those identified in the New Zealand Geopreservation Inventory compiled by the Joint Earth Sciences Working Group.
 - e) Characteristics of special spiritual, historical or cultural significance to Maori identified in accordance with tikanga Maori e.g., Taonga Raranga and Waahi taonga mahi a ringa.
 - f) Areas where the adverse effects of any activity should be avoided or remedied because they are areas and habitats important to the continued survival of any indigenous species.
 - g) Areas containing nationally or regionally vulnerable species or nationally or regionally outstanding examples of indigenous community types.
 - h) Outstanding or rare indigenous community types within an ecological region or district.
 - i) Habitat important to regionally endangered rare or threatened species and ecological corridors connecting such areas.
 - j) Areas important to migratory species and to vulnerable stages of common indigenous species.
2. To develop, and to facilitate the development of statutory and non-statutory resource management plans which give effect to kaitiakitanga and tino rangatiratanga
 3. To recognise and protect sites and taonga of value for Maori.
 4. To allow subdivision, use, or development in the coastal environment, particularly in areas already degraded, which:
 - a) Preserves natural character; and
 - b) Avoids, remedies or mitigates adverse effects
 5. To promote the rehabilitation of degraded landscapes and ecosystems, using indigenous species of local genetic stock by preference, within the coastal environment.
 6. To ensure that appropriate subdivision, use and development occurs only where:
 - a) Adequate services such as the disposal of wastes can be provided for; and
 - b) The adverse effects of those services can as far as practicable be avoided. Where complete avoidance is not practicable, the adverse effects should be mitigated and provision made for remedying them, to the extent practicable; and
 - c) Financial contributions are sought, where appropriate to offset unavoidable environmental damage in the coastal environment or protect or rehabilitate the coastal environment.

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6.2.3 Methods

1. To develop provisions in the District and Regional Coastal Environment Plan, in consultation with the Department of Conservation, Maori, and other interested parties, which preserve natural character by protecting outstanding natural features and landscapes, areas of significant indigenous vegetation and significant habitats of indigenous fauna. The identification of such features and areas using the assessment criteria, but without limiting other criteria, listed in policy 6.2.2(1) and the compilation of assessment criteria for resource consents are two provisions that will be developed. To develop, and to facilitate the development of statutory and non-statutory resource management plans which give effect to kaitiakitanga and tino rangatiratanga.
2. To provide information in the Regional and District plans about significant sites and areas along with any obligation concerning their protection pertaining to them.
3. Promote methods of preservation of natural character beyond the scope of the Resource Management Act e.g.:
 - *provide incentives by way of rates relief, fees reductions and project co-operation for activities which would help to rehabilitate or enhance the region's natural character.*
 - *QE 2 National Trust Covenants*
 - *Conservation Covenants under the Reserves Act 1977*
 - *Wildlife Refuges under the Wildlife Act 1963*
 - *Marine Reserves under the Marine Reserves Act 1971*

- *Forest Heritage Fund*
- *Nga Whenua Rahui*

4. Identify areas of outstanding natural features and landscapes, significant indigenous flora and habitats of significant indigenous fauna and, together with areas of significant conservation value identified by the Department of Conservation, adopt methods in the Regional Coastal Environment Plan and District Plan to provide for the protection of these.

NOTE: Appendix 4 includes Areas of Significant Conservation Value identified by the Department of Conservation and received by the Gisborne District Council on the 29th of September 1994.

5. Include policies and methods, including rules, in Regional and District Plans that seek to restore and rehabilitate the natural character of the coastal environment where appropriate

6.2.4 Reasons for Objectives, Policies and Methods

Objectives

Protection of the natural character is a statutory requirement.

Opportunities for enhancements will arise from time to time and should be taken.

Water Quality is an essential part of natural character and contributes to public use and enjoyment.

Policies

In order to preserve the coast's natural character the elements which make up that character must be identified.

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Significant areas of the coast contribute to this as well as smaller elements and some intangible qualities.

Assessment criteria for determining areas of value need to be established in Regional and District Plans in order to establish appropriate levels and means of protection for those values and areas.

Tangata whenua enjoy a special relationship with the coast and have a long tradition of using and occupying it.

Some activities have the potential to adversely affect or destroy natural character. Such effects need to be avoided or mitigated or consideration given to preventing their establishment in the coastal environment.

Some past activities have already degraded areas of natural character and in such areas, council should promote rehabilitation and restoration, in order to be consistent with the New Zealand Coastal Policy Statement. Natural character will be preserved by protecting areas and sites of outstanding or significant natural values

Alternatives considered

No alternatives to these objectives and policies are considered possible under the Act. The do-nothing option would not achieve the statutory duty to preserve natural character. Denial of public use and enjoyment would preserve “naturalness” to the fullest extent but would contravene the principles of the New Zealand Coastal Policy Statement and would deny to people any place in the coastal

environment, which is not within the Act’s purpose of “sustainable management”.

Methods

Natural character will be preserved by protecting areas and sites of outstanding or significant natural values.

Opportunities should be taken wherever possible to promote the use of kaitiakitanga and tino rangitiratanga in resource management. Adopting principles for this in formal plans will make these concepts more explicit and useable.

Information about natural character will promote understanding and sympathetic development.

The approaches listed outside the Resource Management Act can be effective in preserving natural character but rely on the co-operation of other agencies in most cases.

6.2.5 Anticipated Environmental Results

1. Preservation of sites and areas having significant natural character or cultural value.
2. The maintenance and enhancement of genetic, biological and landscape diversity within the region.
3. Greater amenity value associated with the region’s natural environment.
4. An appreciating asset in terms of the region’s natural resources.

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5. Subdivision, use and development of the coastal environment which preserves natural character and where adverse effects on the environment are avoided, remedied or mitigated

6.3 ACTIVITIES IN THE COASTAL ENVIRONMENT CAN INHIBIT NATURAL PROCESSES AND DEGRADE THE ABILITY OF NATURAL FEATURES AND RESOURCES TO SUSTAIN LIFE

Explanation

Activities such as discharges into the sea and coastal subdivision can threaten the integrity of natural systems and resources. Discharges may introduce toxins into the marine environment that disrupt food chains. Inappropriate subdivision can accelerate erosion by removing sand dunes and other natural features which would otherwise provide a natural buffer. In most cases, vegetation and habitat is altered or destroyed. The resilience of the environment is weakened and its capacity to sustain life is greatly diminished if inappropriate activities are permitted.

6.3.1 Objectives

1. Protection of outstanding natural features, areas of significant indigenous vegetation and significant habitats of indigenous fauna in the coastal environment.
2. The protection of the integrity, functioning, resilience and quality of natural coastal processes, natural physical resources and biological communities in the coastal environment.
3. Restoration and rehabilitation of areas of the coastal environment where the integrity, functioning, resilience and quality of natural

coastal processes, natural physical resources and biological communities has been degraded and appropriate remedial action can be taken.

6.3.2 Policies

1. To avoid, remedy or mitigate the effects of activities which have an adverse effect on biological diversity and ecosystem integrity.
2. To encourage activities which could rehabilitate or enhance degraded ecosystems, coastal processes and natural physical resources including water.
3. To encourage subdivision, use and development which takes into account the integrity and resilience of natural processes and recognises that natural features provide buffers against natural processes that might damage an activity.

6.3.3 Methods

1. Identify areas of outstanding natural features, significant indigenous flora and habitats of significant indigenous fauna and, together with areas of significant conservation value identified by the Department of Conservation, adopt methods in the Regional Coastal Environment Plan and District Plan to provide for the protection of these.

NOTE: Appendix 4 includes Areas of Significant Conservation Value identified by the Department of Conservation and received by the Gisborne District Council on the 29th of September 1994.

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2. Adopt methods in the Regional Coastal Environment Plan, other regional plans and District Plans to ensure that water quality standards are maintained or enhanced where appropriate.
3. Adopt methods in the Regional Coastal Environment Plan, other regional plans and district plans to limit sedimentation of coastal waters caused by soil erosion. (Refer Issue 2.1)

6.3.4 Reasons for Objectives, Policies and Methods

The objectives and policies are statutory requirements. No alternatives are considered possible.

Methods

The Regional Coastal and District plans are appropriate documents in which to record sites of significant value and adopt specific methods for protection.

High water quality is essential to the health and vigour of indigenous marine ecosystems.

Marine and coastal ecosystems are adversely affected by smothering with sediment and degraded water caused by soil erosion.

6.3.5 Environmental Results Anticipated

Protection of areas of significant conservation and representative samples of indigenous habitats.

6.4 MAINTENANCE AND ENHANCEMENT OF PUBLIC ACCESS TO AND ALONG THE COASTAL MARINE AREA

This issue is fully discussed under Issue 2.7. The provisions there are applicable to the coastal environment and are not repeated here.

6.5 AVOIDING OR MITIGATING THE EFFECTS OF NATURAL HAZARDS ON HUMAN STRUCTURES AND VALUES

This issue is fully discussed under Issue 2.3. The provisions there are equally applicable in the coastal environment and are not repeated here.

6.6 INTEGRATED MANAGEMENT

This chapter relates to other subjects discussed in Part II of this Regional Policy Statement, in particular:

- 2.1 Soil Erosion
- 2.3 Natural Hazards
- 2.4 Protection of Significant Sites, Culture and Heritage
- 2.6 The Preservation of Significant Natural Values Heritage
- 2.7 Public Access to Margins of the Coast, Lakes and Rivers
- 3.0 Water Management
- 8.0 Waste Management and Hazardous Substances

The provisions relating to these issues have been prepared and will be implemented in the light of this chapter.

All persons exercising powers or carrying out functions under the Resource Management Act relating to Coastal Management should have regard to those provisions.



COASTAL MANAGEMENT

6.7 MONITORING AND REVIEW

To ensure that this part of the Regional Policy Statement is being implemented the Council will monitor:

1. Progress towards the adoption of a Regional Coastal Environment Plan and a District Plan which implements the provisions of this policy statement.
2. Progress towards the adoption of an effective consultation strategy with tangata whenua.
3. The success of this statement and subsequent plans in preserving natural character of the coastal environment and in particular areas agreed upon as having special conservation value.
4. The degree to which adequate public access to the coastal environment is provided or maintained.