

Part 2 – Resource management overview

SRMR – Significant resource management issues for the region

CE – Coastal environment

Issues

SRMR-CE-I1 Coastal values [RPS]

Inappropriate subdivision, use and development can adversely affect:

- 1. natural character, landscapes and other natural features that contribute to Whakatū Nelson’s coastal character;**
- 2. the characteristics and qualities that contribute to people’s amenity and recreational enjoyment in the Coastal environment;**
- 3. peoples ability to access coastal locations; and**
- 4. the functioning of coastal and marine ecosystems and natural physical processes.**

The Coastal environment is an integral part of people’s lives in Whakatū Nelson and is central to the region’s identity. Through port, fishing, tourism and aquaculture activities, the Coastal environment is a significant contributor to the region’s economy and is widely used for people’s enjoyment and recreation. Port Nelson is a regionally significant infrastructure asset and the Coastal environment is an important source of aggregate. Use and development within the Coastal environment can enable access for some users but has the potential to diminish access or enjoyment for others, while some areas will remain inaccessible. For example, Port Nelson and the associated marina provide enhanced access to the Coastal marine area for boating activities but, to some extent, need to restrict general public access along the coastal edge, for legitimate operational reasons.

With the exception of Port Nelson and parts of the coastline that are inaccessible due to their topography, there is reasonable public access to the coastal edge, because it is largely held in public ownership. However, even on public land, access and the quality of the environment can be compromised by disturbance from adjacent land uses, such as roads, Nelson Airport and utilities, or by physical obstacles, such as coastal protection works.

Marine ecosystems and natural physical processes are fundamental to the life-supporting capacity of the Coastal marine area. The Horoirangi Marine Reserve (shown on Description of region – Figure 1: Area under the responsibility of Nelson City Council) is highly valued for its outstanding qualities and is widely used for recreational activities. Natural physical processes can have a significant impact on land based activities and the land-sea interface.

The characteristics and features that contribute to people’s enjoyment of the Coastal environment need to be managed carefully, to ensure a healthy and enjoyable Coastal environment for the future. While public access and activities that seek a coastal location do need to be provided for, there will be some operational areas where public access and activities will be restricted. There will also be other instances where the quality of existing public access can be enhanced.

Technical evaluation and community consultation indicate that the following areas within the Whakatū Nelson Coastal environment:

1. Have outstanding coastal natural character values:
 - a. the remote, unmodified and dramatic aspects of Raetihi/Cape Soucis;
 - b. the ecologically rich, largely unmodified Whangamoā River mouth and estuary, and the vicinity of Whangamoā Rocks and Julia's Rescue (near the base of the Delaware sand spit); and
 - c. the sequence of largely unmodified coastal landforms represented by Delaware Bay, Horoirangi Marine Reserve and the coastal waters along Te Taero a Kereopa – Te Tahuna a Tama-i-ēa/Boulder Bank.
2. Are outstanding natural features or landscapes:
 - a. the wild and relatively remote landscapes of Raetihi/Cape Soucis and Whangamoā Inlet;
 - b. the remarkable and impressive landscape sequence of coastal features of Pepin Island and Delaware Inlet;
 - c. the striking Te Taero a Kereopa – Te Tahuna a Tama-i-ēa/Boulder Bank feature, that combines as a landscape with Mackay Bluff; and
 - d. the iconic Haulashore Island and Arrow (Fifeshire) Rock, and the tilted sandstone rocks adjoining Rocks Road which together form a collection of features defining in a memorable way the southern and seaward approaches into Whakatū Nelson.

Other natural features and landscapes, and areas of natural character within the Coastal environment are not regarded as outstanding but are highly valued by the community. For example, although the Nelson Haven and Tahunanui Beach are considerably modified within an urban context, exhibit a lesser degree of naturalness and are not 'outstanding', they hold important landscape, cultural and recreational values.

The natural character of the Coastal environment, including unmodified and modified natural character, could be compromised by inappropriate subdivision, use and development. This includes both land-based activities and marine development, such as reclamation and other structures. Incremental changes which, considered in isolation, may not individually cause more than minor adverse effects, cumulatively have the potential to irreversibly alter the natural character of these areas, such as sporadic or sprawling residential development. Natural character can also be significantly adversely affected by the incursion of pest plants and grazing by pest animals.

The preservation of the natural character of the Coastal environment and its protection from inappropriate subdivision, use and development is a matter of national importance under the Resource Management Act (RMA). The New Zealand Coastal Policy Statement (NZCPS) establishes a clear policy framework for managing subdivision, use and development so as to preserve coastal natural character as follows:

1. in areas of outstanding natural character, all adverse effects on natural character are to be avoided;
2. in all other areas of the Coastal environment (where natural character is not outstanding), significant adverse effects on natural character are to be avoided; and

3. in areas where natural character is not outstanding, and adverse effects are not significant, effects are to be avoided, remedied or mitigated.

The protection of outstanding natural features and landscapes from inappropriate subdivision, use and development is also a matter of national importance under section 6(b) of the RMA. The outstanding natural features and landscapes listed above, which are described in more detail in APP37 – Outstanding natural landscape and features, are generally not subject to significant development pressure and to some extent are protected naturally by their remoteness and inaccessibility. In some cases, they may have been significantly modified over many years through activities such as, conversion to pasture, and the planting of small woodlots and shelter belts. Overall, however, these changes have not diminished their outstanding natural features and landscape values. Some areas are held in public ownership and may be subject to existing protection mechanisms (such as being part of the conservation estate) or may be purposefully undeveloped by their private owners to maintain their natural values.

Nevertheless, there is some risk that their natural qualities could be compromised by subdivision for housing or other forms of use or development, such as mineral extraction, installation of network utilities, or earthworks. While the likelihood of these types of development in such areas may not be high, the consequences could be significant.

Natural features and landscapes outside the Coastal environment are addressed in SRMR – NFL. Provisions relating to natural features and landscapes and areas of natural character in the Coastal environment are set out in CE – NCFLC.

SRMR-CE-I2 Natural character, and natural features and landscapes [RPS]

Whakatū Nelson’s valued coastal natural character, and natural features and landscapes in the Coastal environment are at risk from the incursion of pest plants and animals.

The natural qualities of Whakatū Nelson’s coastal natural character, and outstanding natural features and landscapes and significant features and landscapes in the Coastal environment may be compromised incrementally over time by the spread of pest weeds including wilding pine and gorse, and by grazing by feral animals such as goats and possums, and by the incursion of marine biosecurity risks.

SRMR-CE-I3 Kaitiakitanga and tikanga [RPS]

Tāngata whenua consider that the future management of Whakatū Nelson’s coastal resources needs to align with the kaitiakitanga and tikanga approach of tāngata whenua to achieve sustainable management of the Coastal environment.

The eight iwi of Te Tau Ihu have identified their historical interest in coastal resources through their Treaty of Waitangi settlement process and have Statutory Acknowledgements over the Coastal environment of the Whakatū Nelson. They have also lodged applications for the protection of customary interests as Customary Protected Rights under the Marine and Coastal Area (Takutai Moana) Act 2011. The Coastal environment includes ancestral lands, waters, sites, wāhi tapu and other taonga described in the Deeds of Settlement. The Statutory Acknowledgements recognise the particular cultural, spiritual, historical and traditional association of an iwi with a site or area. These cultural associations need to be acknowledged and articulated in the Nelson Plan.

The Deeds of Settlement resulting from the Treaty of Waitangi settlement process confirm that Whakatū Nelson tāngata whenua have strong historical and cultural associations with the Coastal environment, including tikanga and mātauranga for sustainable management, gathering and use of resources. Coastal and estuarine waters and associated resources are strongly linked to current and historical land activities, such as access, pā, fishing stations, urupa, wāhi tapu, tauranga waka, net repairs and fish drying, while the marine areas are important for navigation, transport and trading routes.

SRMR-CE-14 Coastal marine water and marine ecosystems [RPS]

Coastal marine water quality and healthy marine ecosystems are essential to sustain the life supporting capacity of the Coastal environment but are vulnerable to contamination from a variety of coastal and land-based sources.

Coastal and marine ecosystems rely on a healthy marine area and good marine water quality to maintain their health and to support people’s economic, cultural and social activities.

While most of Whakatū Nelson’s Coastal marine area has good water quality, there are some localised areas where water quality is degraded.

Some sources of contaminants can be traced to activities in the Coastal marine area, such as boat and facility maintenance. However, most of the contamination of the marine environment results from activities ‘upstream’ of the Coastal environment or on land. For example, sedimentation and discharges of contaminants to rivers and streams from urban and rural land uses can have profoundly adverse effects on marine water quality. While land-based sediment inputs into the wider Tasman Bay over the last two decades have not been exceptionally high, re-suspension of previously deposited sediment is a stressor on marine ecosystems. Sedimentation is more pronounced, and has greater impact on eelgrass and shellfish communities, in estuarine locations such as the Haven. Estuarine ecosystems are also vulnerable to eutrophication from nutrient enriched freshwater inflows. While bacterial contamination is generally low in coastal waters, peaks can occur after rainfall, and are generally associated with diffuse contaminants in run-off from land and contaminated stormwater discharges.

The bathing water quality of key recreational locations (Tahunanui and Monaco Beaches, Cable Bay and Atawhai) remains good overall. However, recreational bathing water quality monitoring indicates a moderate risk of exposure to bacteria during summer months on some occasions following sustained rainfall. Overflows from the wastewater reticulation network into stormwater drains during heavy rain and leaks from sewer pipes and sediment-laden flood flows can contribute to contamination of parts of the Coastal environment. Contamination from these and other sources can adversely affect the health of marine ecosystems, fisheries, the mauri of coastal water, as well as people’s recreational activities, shellfish gathering and human health and safety.

SRMR-CE-15 Coastal hazards and climate change [RPS]

Whakatū Nelson’s Coastal environment is vulnerable to coastal hazards and the effects of climate change or by activities on land or within the Coastal marine area.

The coastal edge is dynamic and is affected by natural physical processes such as erosion and inundation. In some locations, existing development prevents the natural inland migration of the

coastal edge. Unless there is integrated management across the terrestrial and coastal marine coastal edge, there is a risk that land and marine activities could conflict with the natural physical processes and functioning of the coastal edge. Human activities have modified the coastal edge through the establishment of seawalls and development located close to the sea. In some instances, these developments have increased the risk from coastal hazards. In others, development has provided for access between the land and sea, such as in port and marina areas.

Climate change, through sea level rise and the predicted increase in severity of storm events, is likely to cause more frequent and a greater extent of flooding by the sea and compromise the stability of the coastal edge, creating increased risks to people, property, development, ecosystems and cultural values. Other consequential effects of climate change such as an increase in water temperature and ocean acidification can affect the habitats of marine and coastal species, causing them to relocate and/or adversely affecting their health.

Objectives

SRMR-CE-O1 Valued characteristics and qualities [RPS]

The characteristics and qualities that contribute to people's amenity and recreational enjoyment of the Coastal environment are protected from inappropriate subdivision, use and development, and public access is maintained and enhanced.

SRMR-CE-O2 Cultural affiliations [RPS]

The cultural affiliations of Whakatū Nelson tāngata whenua with the Coastal environment are recognised and provided for, and sites and values of importance to tāngata whenua within the Coastal environment are managed in accordance with the tikanga of tāngata whenua iwi.

SRMR-CE-O3 Natural character [RPS]

The natural character of Whakatū Nelson's Coastal environment is preserved and protected from inappropriate subdivision, use and development.

SRMR-CE-O4 Natural features and landscapes [RPS]

Outstanding natural features and landscapes in Whakatū Nelson's Coastal environment are protected from inappropriate subdivision, use and development, and significant and other landscapes and features are maintained and enhanced.

SRMR-CE-O5 Coastal ecosystems and natural physical processes [RPS]

The dynamic, complex and interdependent nature of coastal ecosystems and natural physical processes in the Coastal environment are managed in an integrated manner and protected from inappropriate subdivision, use and development, and their role in the management of risk from natural hazards and the effects of climate change is recognised.

SRMR-CE-O6 Coastal marine water quality [RPS]

Coastal marine water quality supports healthy marine ecosystems and meets standards that support the community's recreational, cultural and economic activities.

SRMR-CE-O7 Subdivision, use and development [RPS]

Subdivision, use and development that have a functional or operational need to locate within the Coastal environment and that contribute to the wellbeing of the Whakatū Nelson community are provided for.

SRMR-CE-O8 Pest plants and animal incursions [RPS]

Whakatū Nelson's coastal natural character and natural features and landscapes in the Coastal environment are safeguarded, where feasible, from pest plant and animal incursions.

Policies

SRMR-CE-P1 Integrated management [RPS]

Adopt an integrated management approach to activities in the Coastal environment by ensuring that:

1. consideration is given to the potential effects on the Coastal marine area of land-based activities, discharges to freshwater, and activities in freshwater bodies; and
2. opportunities for the Nelson City Council to work jointly with Whakatū Nelson tāngata whenua, regulatory agencies, and marine-based industries and operators are supported.

Explanation

The need for integrated management of the Coastal environment is identified in the NZCPS. The Nelson Plan is well placed to ensure integration between the land and marine parts of the Coastal environment, given the regional and territorial authority functions encompassed in the Nelson Plan. This policy recognises the need to work together with Whakatū Nelson tāngata whenua and statutory agencies such as the Department of Conservation, the Ministry for Primary Industries, Tasman District Council, Marlborough District Council and Maritime New Zealand, and with marine-based industries, to ensure that management responses are coordinated and are as effective as possible.

For some coastal issues, there is limited knowledge about causes and solutions. Working jointly as issues arise ensures that a range of inputs are considered and the effectiveness of responses is maximised. A joint approach also recognises that the Nelson Plan is one tool amongst others that manage resources within the Coastal environment. Other legislation may also be relevant for integrated management of coastal resources, such as the Marine Reserves Act, Conservation Act, Maritime Transport Act, Fisheries Act and the Biosecurity Act.

SRMR-CE-P2 Values to iwi [RPS]

In conjunction with Whakatū Nelson tāngata whenua, protect sites of significance and value to iwi from inappropriate subdivision, use and development, and where practicable restore the health of the Coastal marine area as a food basket.

Explanation

The quality of the Coastal marine area, although generally good, is in places compromised in a manner that interferes with the special relationship tāngata whenua have with their culture, traditions, ancestral lands, water, culturally significant sites, wāhi tapu and other taonga.

The Nelson City Council is committed to contribute to improving Coastal environmental quality where practicable. The Waimea Inlet Management Strategy is an example of a multi-party approach to ecological and cultural restoration of this internationally significant estuary, and as such is a practical means of recognising and supporting the role of Whakatū Nelson tāngata whenua as kaitiaki of the Coastal environment.

SRMR-CE-P3 Natural character in the Coastal environment [RPS]

Assess the natural character of Whakatū Nelson's Coastal environment by considering the presence and extent of the following characteristics and values, then identify the natural character areas on the planning maps:

1. natural elements, natural physical processes and patterns;
2. biophysical, ecological, geological and geomorphological aspects;
3. natural landforms such as headlands, peninsulas, cliffs, dunes, wetlands, reefs, freshwater springs and surf breaks;
4. the natural movement of water and sediment;
5. the natural darkness of the night sky;
6. places or areas that are wild or scenic;
7. a range of natural character from pristine to modified; and
8. experiential attributes, including the sounds and smell of the sea, and their context or setting.

Explanation

This policy provides a widely accepted basis for consistent technical evaluation of the natural character of the Coastal environment. In conjunction with policies SRMR-CE-P4 and SRMR-CE-P5, policy SRMR-CE-P3 can be used as a basis for evaluating the potential effects of subdivision, use and development on the natural character of the Coastal environment.

SRMR-CE-P4 Effects on outstanding natural character values [RPS]

Avoid all adverse effects, including cumulative effects, from coastal marine activities and land subdivision, use and development, on the values and characteristics of the areas of outstanding

natural character within Whakatū Nelson's Coastal environment listed in APP16 – Areas of outstanding natural character.

Explanation

APP16 – Areas of outstanding natural character lists the areas of Whakatū Nelson's Coastal environment identified by a technical assessment and the community as having outstanding natural character. For the parts of the Coastal environment that exhibit outstanding natural character, the NZCPS is clear that activities must avoid adverse effects on natural character values and characteristics. Forms of subdivision, use and development that have adverse effects on the characteristics and values listed in SRMR-CE-P3 need to be avoided.

SRMR-CE-P5 Effects on other natural character values [RPS]

Avoid significant adverse effects, including cumulative effects, from coastal marine activities and land subdivision, use and development, on the values and characteristics that contribute to the natural character of those areas that are not listed in APP16 – Areas of outstanding natural character. Any effects that are not significant are to be remedied or mitigated.

Explanation

The NZCPS is clear that in areas outside those identified as 'outstanding', the significant adverse effects of activities on the identified values and characteristics that contribute to natural character should be avoided, and other effects can be avoided, remedied or mitigated. Forms of subdivision, use and development that have significant adverse effects on the characteristics and values listed in SRMR-CE-P3 should be avoided.

SRMR-CE-P6 Maintenance and restoration of natural character [RPS]

Maintain and restore the natural character of the Coastal environment, including by supporting efforts by public agencies and private landowners to restore and enhance natural character and biodiversity, and to control biosecurity and biodiversity risks.

Explanation

This policy acknowledges the importance of restoration projects and the need for pest and weed control to maintain and restore natural character, particularly in coastal locations vulnerable to changes caused by exotic species such as wilding pines and goats. The Nelson City Council can actively support pest control efforts by assisting public and private landowners with advice, funding and pest eradication equipment, as well as through the implementation of the Top of the South Marine Biosecurity Strategic Plan.

SRMR-CE-P7 Assessment of natural features and landscapes [RPS]

Assess outstanding natural features and landscapes in Whakatū Nelson's Coastal environment by considering the following characteristics, attributes and values then identify the natural features and landscapes on the planning maps:

1. Biophysical values:

- a. Landform component: the extent to which topography and/or geology displays particular representativeness or rarity within Whakatū Nelson.
 - b. Land cover component: the extent to which indigenous vegetation communities, wildlife or ecosystems display particular representativeness or rarity in Whakatū Nelson.
2. Sensory and aesthetic values:
- a. Legibility or expressiveness: how obviously the natural feature or landscape demonstrates its formative processes.
 - b. Naturalness: the perception of the predominance of nature in the landscape.
 - c. Vividness: how striking the natural feature or landscape is, including its potential to be symbolic of an area due to recognisable scenic associations and memorable qualities.
 - d. Coherence: the extent to which patterns of land cover and land use are in harmony with the underlying landform of the area and the presence or absence of significant discordant elements.
 - e. Transient values: whether wildlife or other values are present at certain times of the day or year.
3. Associative values:
- a. Recognised values: whether the values are shared and recognised by the local and wider community for its contribution to local identity.
 - b. Tāngata whenua values: whether there are cultural and spiritual values held by tāngata whenua.
 - c. Historic and heritage associations: whether historic events have occurred in or around the natural feature or landscape and the extent to which this heritage influences and adds to the values held by the community.

Explanation

Technical evaluation and consultation has identified outstanding natural features and landscapes. This, in turn, draws on a comprehensive approach to identifying and evaluating landscape and seascape character areas in Whakatū Nelson. This policy provides a basis for consistent technical evaluation of the merits of additional natural features and landscapes that may be identified as outstanding. Through policy SRMR-CE-P8, SRMR-CE-P7 can also provide a basis for consistent evaluation of the potential effects of subdivision, use and development on the characteristics and values of outstanding natural features and landscapes. Features within the marine environment also contribute to the assessment of natural features and landscapes.

SRMR-CE-P8 Effects on outstanding natural features and landscapes [RPS]

Avoid all adverse effects of subdivision, use and development in the Coastal environment, on the characteristics, attributes and values of the outstanding natural features and landscapes described in APP37 – Outstanding natural landscape and features.

Explanation

APP37 – Outstanding natural landscape and features lists the outstanding natural features and landscapes, including in the Coastal environment, which have been identified by technical assessments and the community and taking into consideration SRMR-CE-P7. This policy does not seek to avoid all subdivision, use and development within these areas. Some forms of subdivision, use

and development may be appropriate. However, subdivision, use and development that have adverse effects, whether these are significant or not, on the characteristics, attributes and values as listed in SRMR-CE-P7 would be inappropriate. This policy is directed at avoiding adverse effects that would undermine the characteristics and values that contribute to natural features and landscapes being outstanding.

SRMR-CE-P9 Nelson Haven and Tahunanui Beach [RPS]

Maintain the predominantly undeveloped character of the relatively unmodified parts of:

1. Nelson Haven; and
2. Tahunanui Beach;

and enhance the values and characteristics described in APP17 – Special landscape values associated with Tahunanui Beach and APP18 – Special landscape values associated with the Nelson Haven.

Explanation

The Nelson Haven has been identified as having high biophysical and sensory values, given the dynamic nature of the estuary, its open and natural appearance, visual variety, the lack of modification (albeit with the exception of Port Nelson and the reclaimed coastal edge) and its hosting of eelgrass beds, bird species and marine mammals. For these reasons, and also its value in recreational, cultural and historical terms, it is highly valued by the Whakatū Nelson community. Its values are further described in APP18 – Special landscape values associated with the Nelson Haven.

Tahunanui Beach has been identified as having moderate biophysical and high sensory values, given the retention of natural estuary, dune and coastal vegetation patterns and processes at the beach, and despite a significant degree of modification. It is also an iconic recreation area and has important cultural and heritage associations, as further described in APP17 – Special landscape values associated with Tahunanui Beach.

For these reasons, the Nelson Haven and Tahunanui Beach are considered to have significant features, with values worthy of being maintained and enhanced.

SRMR-CE-P10 Biosecurity and biodiversity risks [RPS]

Encourage the removal of weeds and pests, particularly in the areas identified in policies SRMR-CE-P3, SRMR-CE-P7 and SRMR-CE-P9, by supporting efforts by public agencies, tāngata whenua, private landowners and the community to control biosecurity and biodiversity risks in the coastal and marine environment.

Explanation

The Council has a long history of supporting the rehabilitation and restoration of natural habitats and landscapes, including through management of Council-owned land, the provision of resources and funding and other support of partnerships such as the Biodiversity Forum and Kotahitanga mō te Taiao Alliance, and the realisation of the Nelson Biodiversity Strategy. This policy acknowledges and continues this commitment. Pest and weed control are important forms of environmental restoration and have benefits beyond the biophysical. For example, they can address the impacts of wilding pines

and goat grazing on valued coastal natural character and natural features and landscapes, and contribute to restoring their character and visual values.

Nelson City Council can actively support pest control efforts by assisting public and private landowners with advice, funding and pest eradication equipment. These opportunities are explored in more detail in SRMR – ECO.

It is noted that most of the focus is on the landward part of the coastal environment. Other legislation and regulations control the potential for ships to bring unwanted biosecurity risks to the marine environment.

SRMR-CE-P11 Public access [RPS]

Promote a level of public access to and along the foreshore and within the Coastal marine area, in a way that enables people's enjoyment of the natural values, amenity values and recreational opportunities, recognises other uses may exclude or restrict access and looking after their safety.

Explanation

The Coastal environment provides a range of passive and active opportunities for people's recreation and enjoyment. Access to, along and within the Coastal marine area is therefore fundamental to enabling use and enjoyment of coastal areas and needs to be maintained and enhanced as a matter of national importance, while restrictions may also be appropriate in some areas, such as industrial sites and areas needing protection. Access alone is insufficient. To meet the expectations of the community and visitors, access should also enable a quality experience, especially in high use areas such as Tahunanui, Rocks Road and the Haven.

SRMR-CE-P12 Coastal water quality [RPS]

Maintain and, where degraded, enhance coastal water quality to support the life-supporting capacity of marine ecosystems as well as recreational, cultural and economic uses.

Explanation

The coastal water quality standards set in the Nelson Plan reflect technical information and the community's aspirations and provide the benchmark for determining when and where coastal water quality should be maintained or improved. Coastal water quality is significantly influenced by the quality of Whakatū Nelson's rivers and streams that discharge into marine waters. The resource management framework for freshwater is outlined in SRMR – LF – Land and freshwater.

SRMR-CE-P13 Natural physical processes and indigenous ecosystems [RPS]

Recognise the dynamic natural functioning of the Coastal environment and the importance of natural processes and coastal indigenous ecosystems in managing the effects of climate change and coastal hazard risks.

Explanation

The coastal edge is dynamic and subject to change as a result of natural physical processes including erosion, accretion, and sea level rise. Much of Whakatū Nelson's coastal edge is highly modified, which reduces its resilience and ability to accommodate physical change. This policy recognises the

important role that the coastal edge plays in protecting indigenous ecosystems, public access, amenity and the importance of natural physical processes in managing the effects of climate change and coastal hazards, such as erosion and inundation. The resource management framework for natural hazards is outlined in SRMR – HAZ – Natural hazards.

SRMR-CE-P14 Subdivision, use and development [RPS]

Provide for subdivision, use and development in places and forms within the Coastal environment while ensuring that:

1. a precautionary approach is taken towards proposed activities where effects on the Coastal environment are uncertain, unknown or little understood, but potentially significantly adverse;
2. particular consideration is given to cumulative effects;
3. the safe and efficient operation of lawfully established port, airport, marina and mooring activities are not compromised;
4. activities which have a functional need to locate and operate in the Coastal marine area are provided for where they occupy and utilise space efficiently, and in a manner that protects access and the safety of others, recognising that the Coastal marine area is a public resource;
5. recognition is given to the positive public good benefits arising from some activities that use public space in the Coastal marine area;
6. adverse effects on valued community recreational activities are avoided, remedied or mitigated, especially where these are potentially affected by permanent activities;
7. activities do not cause the release or spread of harmful aquatic organisms or marine plant pests in the Coastal marine area; and
8. activities avoid any significant increase of risk from natural hazards and the effects of climate change.

Explanation

The Coastal marine area is a public resource, and use and development can result in conflict between users and competition for space. This policy, along with other policies and planning map notations that identify locations for other users of the coastal environment, presents assessment criteria to assist with determining appropriate forms of subdivision, use and development in the Coastal environment when considering applications for consent or changes to the Nelson Plan. These assessment criteria must be considered alongside the objectives and policies of the other sections of Part 2 – Significant resource management issues for the region relating to subdivision, use, development and protection of resources in the Coastal environment.

Methods

Regulatory methods	Who	Links to policy
The Nelson Plan		

<p>SRMR-CE-M1 [RPS]</p> <p>Include a framework of objectives, policies and rules to:</p> <ol style="list-style-type: none"> 1. provide for the operations of Port Nelson, Nelson Airport and the marina; 2. support healthy marine aquatic ecosystems; 3. manage discharges of contaminants to water or onto the foreshore and seabed in the Coastal marine area within specified coastal water quality standards, and manage activities in the beds of rivers, wetlands and their margins; 4. protect habitats of threatened species and significant areas of marine biodiversity; 5. protect and enhance public access to and along the coast; 6. manage adverse effects within the Coastal environment; and 7. meet community recreational, cultural and economic needs within the Coastal environment. 	Council	SRMR-CE-P1 SRMR-CE-P2 SRMR-CE-P10 SRMR-CE-P11 SRMR-CE-P12 SRMR-CE-P13 SRMR-CE-P14
<p>SRMR-CE-M2 [RPS]</p> <p>Identify and map areas of outstanding coastal natural character and include a framework of objectives, policies and rules to preserve outstanding coastal natural character.</p>	Council	SRMR-CE-P3 SRMR-CE-P4 SRMR-CE-P5 SRMR-CE-P6
<p>SRMR-CE-M3 [RPS]</p> <p>Identify and map outstanding natural features and landscapes in the Coastal environment, and include a framework of objectives, policies and rules to manage effects on these landscapes and features.</p>	Council	SRMR-CE-P7 SRMR-CE-P8
<p>SRMR-CE-M4 [RPS]</p> <p>Identify the valued significant landscape character areas in the Coastal environment, and include a framework of objectives and policies to manage effects on these landscape character areas.</p>	Council	SRMR-CE-P9
Other legislation, statutory policies, standards and plans		
<p>SRMR-CE-M5 [RPS]</p> <p>Implement management plans for Nelson City Council owned parks and reserves within the Coastal environment.</p>	Council	SRMR-CE-P1 SRMR-CE-P11 SRMR-CE-P12 SRMR-CE-P13 SRMR-CE-P14

<p>SRMR-CE-M6 [RPS]</p> <p>Ensure Parks and Reserve Management Plans achieve the landscape and natural character outcomes sought for outstanding natural features and landscapes, and identified significant landscape character areas, located in the Coastal environment and on public land.</p>	Council	<p>SRMR-CE-P1</p> <p>SRMR-CE-P3</p> <p>SRMR-CE-P4</p> <p>SRMR-CE-P5</p> <p>SRMR-CE-P6</p> <p>SRMR-CE-P7</p> <p>SRMR-CE-P8</p> <p>SRMR-CE-P9</p>
<p>SRMR-CE-M7 [RPS]</p> <p>Administer the Navigation Safety Bylaw.</p>	Council	<p>SRMR-CE-P1</p> <p>SRMR-CE-P14</p>
<p>SRMR-CE-M8 [RPS]</p> <p>Implement plans established under Biosecurity Act 1993, such as Tasman Nelson Regional Pest Management Plan, and Small Scale Management Program for Sabella.</p>	Council	<p>SRMR-CE-P1</p> <p>SRMR-CE-P10</p> <p>SRMR-CE-P12</p>
<p>SRMR-CE-M9 [RPS]</p> <p>Ensure Asset Management Plans for infrastructure needing to be located in the Coastal environment, include adaptation actions to provide resilience from coastal hazards that will not exacerbate the fragility of the coastal edge.</p>	Council	<p>SRMR-CE-P1</p> <p>SRMR-CE-P13</p> <p>SRMR-CE-P14</p>

Non-regulatory methods	Who	Links to policy
Monitoring and information gathering		
<p>SRMR-CE-M10 [RPS]</p> <p>Monitor and report on recreational bathing water quality in coastal locations (Nelson Haven, Tahunanui Beach, Monaco Beach, Cable Bay, The Glen).</p>	Council, NMDHB	<p>SRMR-CE-P1</p> <p>SRMR-CE-P2</p> <p>SRMR-CE-P10</p> <p>SRMR-CE-P12</p> <p>SRMR-CE-P13</p> <p>SRMR-CE-P14</p>
<p>SRMR-CE-M11 [RPS]</p> <p>Continue monitoring the state of the Coastal environment, including:</p> <ol style="list-style-type: none"> 1. Whakatū Nelson’s estuaries; and 	Council	<p>SRMR-CE-P1</p> <p>SRMR-CE-P2</p> <p>SRMR-CE-P10</p> <p>SRMR-CE-P12</p>

2. coastal water quality in areas other than recreational bathing sites, as a basis for future identification and mapping of areas where water quality is degraded.		SRMR-CE-P13 SRMR-CE-P14
SRMR-CE-M12 [RPS] Work with Whakatū tāngata whenua to develop and monitor indices of cultural health in the coastal marine environment.	Council, iwi	SRMR-CE-P1 SRMR-CE-P2 SRMR-CE-P12 SRMR-CE-P13 SRMR-CE-P14
SRMR-CE-M13 [RPS] Undertake regional and local marine pest surveillance programmes, including stakeholder involvement.	Council	SRMR-CE-P1 SRMR-CE-P2 SRMR-CE-P10 SRMR-CE-P12 SRMR-CE-P14
SRMR-CE-M14 [RPS] Monitor land management practices and the impact of land subdivision and development within the identified outstanding natural features and landscapes, and within identified significant landscape character areas, within the Coastal environment.	Council	SRMR-CE-P1 SRMR-CE-P3 SRMR-CE-P4 SRMR-CE-P5 SRMR-CE-P6 SRMR-CE-P7 SRMR-CE-P8 SRMR-CE-P9 SRMR-CE-P14
Advocacy and education		
SRMR-CE-M15 [RPS] Provide advice to prospective consent applicants about design and mitigation of potential adverse effects of development proposals on identified and valued coastal natural character and natural features and landscapes, within the Coastal environment.	Council	SRMR-CE-P3 SRMR-CE-P4 SRMR-CE-P5 SRMR-CE-P6 SRMR-CE-P7 SRMR-CE-P8 SRMR-CE-P9
SRMR-CE-M16 [RPS]	Council	SRMR-CE-P1

Maintain regular engagement with and involve tāngata whenua, the Department of Conservation, industry groups, relevant organisations and community groups in planning and implementing initiatives to achieve integrated management of coastal resources, to maintain and improve coastal water quality, and to protect and enhance marine biodiversity (e.g. by the creation of marine reserves).		SRMR-CE-P2 SRMR-CE-P10 SRMR-CE-P12 SRMR-CE-P13 SRMR-CE-P14
SRMR-CE-M17 [RPS] Provide coordinated marine biosecurity education and advocacy activities.	Council	SRMR-CE-P1 SRMR-CE-P10 SRMR-CE-P12 SRMR-CE-P13 SRMR-CE-P14
Partnerships		
SRMR-CE-M18 [RPS] Work with Whakatū tāngata whenua and other agencies having separate statutory responsibilities in the Coastal marine area, including Department of Conservation (marine reserves), Ministry for Primary Industries (fisheries issues), Tasman District Council, Maritime New Zealand (shipping issues) and the Top of the South Marine Biosecurity Partnership (marine pests) to achieve integrated management of resources.	Council	SRMR-CE-P1 SRMR-CE-P2 SRMR-CE-P10 SRMR-CE-P12 SRMR-CE-P13 SRMR-CE-P14

Principal reasons

SRMR-CE-PR1 [RPS]

An integrated management approach is important to ensure effective management of the natural and physical resources, particularly for activities that cross between the land and sea.

Whakatū Nelson's tāngata whenua identify strongly with the Coastal marine area and are intimately concerned with its present state and the prospect of further decline in quality. Preservation of the natural character of the Coastal environment and its protection from inappropriate subdivision, use and development, and the protection of natural landscapes and features in the Coastal environment are matters of national importance.

There are important areas of significant indigenous aquatic and terrestrial vegetation and habitats of indigenous fauna throughout the Coastal environment, including within Whakatū Nelson's extensive tidal estuaries. The protection of these is a matter of national importance.

Public access to and along the Coastal marine area is highly valued by the Whakatū Nelson community and its visitors. The maintenance and enhancement of public access is also a matter of national importance. The national importance of these matters and other values within the Coastal environment are identified by the Resource Management Act 1991 and the New Zealand Coastal Policy Statement

2004. They warrant the application of a careful management approach proposed by the policies and methods to achieve the stated outcomes.

Anticipated environmental results

Relevant policies	Anticipated environmental result
<p>SRMR-CE-P1 [RPS]</p> <p>Adopt an integrated management approach to activities in the Coastal environment by ensuring that:</p> <ol style="list-style-type: none"> 1. consideration is given to the potential effects on the Coastal marine area of land-based activities, discharges to freshwater, and activities in freshwater bodies; and 2. opportunities for the Nelson City Council to work jointly with Whakatū Nelson tāngata whenua, regulatory agencies, and marine-based industries and operators are supported. 	<p>SRMR-CE-AER1 [RPS]</p> <p>The coastal environment is managed in an integrated manner across different environmental domains, and administrative and institutional boundaries.</p>
<p>SRMR-CE-P2 [RPS]</p> <p>In conjunction with Whakatū Nelson tāngata whenua, protect sites of significance and value to iwi from inappropriate subdivision, use and development, and where practicable restore the health of the Coastal marine area as a food basket.</p>	<p>SRMR-CE-AER2 [RPS]</p> <p>The values accorded to the Coastal marine area by tāngata whenua are routinely and consistently considered in the management of the Coastal environment, and are recognised and provided for in resource management decision making, including for plan changes and applications for resource consent.</p>
<p>SRMR-CE-P3 [RPS]</p> <p>Assess the natural character of Whakatū Nelson's Coastal environment by considering the presence and extent of the following characteristics and values, then identify the natural character areas on the planning maps:</p> <ol style="list-style-type: none"> 1. natural elements, natural physical processes and patterns; 2. biophysical, ecological, geological and geomorphological aspects; 	<p>SRMR-CE-AER3 [RPS]</p> <p>The natural character of the Coastal environment is identified and assessed using identified criteria.</p>

<ol style="list-style-type: none"> 3. natural landforms such as headlands, peninsulas, cliffs, dunes, wetlands, reefs, freshwater springs and surf breaks; 4. the natural movement of water and sediment; 5. the natural darkness of the night sky; 6. places or areas that are wild or scenic; 7. a range of natural character from pristine to modified; and 8. experiential attributes, including the sounds and smell of the sea, and their context or setting. 	
<p>SRMR-CE-P4 [RPS]</p> <p>Avoid all adverse effects, including cumulative effects, from coastal marine activities and land subdivision, use and development, on the values and characteristics of the areas of outstanding natural character within Whakatū Nelson’s Coastal environment listed in APP16 – Areas of outstanding natural character.</p>	<p>SRMR-CE-AER4 [RPS]</p> <p>There are no adverse effects from activities on the values and characteristics of the identified areas of outstanding natural character.</p>
<p>SRMR-CE-P5 [RPS]</p> <p>Avoid significant adverse effects, including cumulative effects, from coastal marine activities and land subdivision, use and development, on the values and characteristics that contribute to the natural character of those areas that are not listed in APP16 – Areas of outstanding natural character. Any effects that are not significant are to be avoided, remedied or mitigated.</p>	<p>SRMR-CE-AER5 [RPS]</p> <p>There are no significant adverse effects from activities on the values and characteristics that contribute to the natural character of areas that are not identified, and other effects are avoided, remedied or mitigated.</p>
<p>SRMR-CE-P6 [RPS]</p> <p>Maintain and restore the natural character of the Coastal environment, including by supporting efforts by public agencies and private landowners to restore and enhance natural character and biodiversity, and to control biosecurity and biodiversity risks.</p>	<p>SRMR-CE-AER6 [RPS]</p> <p>The natural character of the Coastal environment is maintained and restored.</p>
<p>SRMR-CE-P7 [RPS]</p> <p>Assess outstanding natural features and landscapes in Whakatū Nelson’s Coastal environment by considering the following</p>	<p>SRMR-CE-AER7 [RPS]</p> <p>The outstanding natural features and landscapes of Whakatū Nelson’s Coastal environment retain</p>

characteristics, attributes and values then identify the natural features and landscapes on the planning maps:

1. Biophysical values:

- a. Landform component: the extent to which topography and/or geology displays particular representativeness or rarity within Whakatū Nelson.
- b. Land cover component: the extent to which indigenous vegetation communities, wildlife or ecosystems display particular representativeness or rarity in Whakatū Nelson.

2. Sensory and aesthetic values:

- a. Legibility or expressiveness: how obviously the natural feature or landscape demonstrates its formative processes.
- b. Naturalness: the perception of the predominance of nature in the landscape.
- c. Vividness: how striking the natural feature or landscape is, including its potential to be symbolic of an area due to recognisable scenic associations and memorable qualities.
- d. Coherence: the extent to which patterns of land cover and land use are in harmony with the underlying landform of the area and the presence or absence of significant discordant elements.
- e. Transient values: whether wildlife or other values are present at certain times of the day or year.

3. Associative values:

- a. Recognised values: whether the values are shared and recognised by the local and wider community for its contribution to local identity.
- b. Tāngata whenua values: whether there are cultural and spiritual values held by tāngata whenua.

the characteristics and values that distinguish them as outstanding.

<p>c. Historic and heritage associations: whether historic events have occurred in or around the natural feature or landscape and the extent to which this heritage influences and adds to the values held by the community.</p>	
<p>SRMR-CE-P8 [RPS]</p> <p>Avoid all adverse effects of subdivision, use and development in the Coastal environment, on the characteristics, attributes and values of the outstanding natural features and landscapes described in APP37 – Outstanding natural landscape and features.</p>	<p>SRMR-CE-AER8 [RPS]</p> <p>There are no adverse effects of activities on the characteristics, attributes and values of the identified outstanding natural features and landscapes.</p>
<p>SRMR-CE-P9 [RPS]</p> <p>Maintain the predominantly undeveloped character of the relatively unmodified parts of:</p> <ol style="list-style-type: none"> 1. Nelson Haven; and 2. Tahunanui Beach; <p>and enhance the values and characteristics described in APP17 – Special landscape values associated with Tahunanui Beach and APP18 – Special landscape values associated with the Nelson Haven.</p>	<p>SRMR-CE-AER9 [RPS]</p> <p>The distinctive landscape character of the Nelson Haven and Tahunanui Beach is maintained.</p>
<p>SRMR-CE-P10 [RPS]</p> <p>Encourage the removal of weeds and pests, particularly in the areas identified in policies SRMR-CE-P3, SRMR-CE-P7 and SRMR-CE-P9, by supporting efforts by public agencies, tāngata whenua, private landowners and the community to control biosecurity and biodiversity risks in the coastal and marine environment.</p>	<p>SRMR-CE-AER10 [RPS]</p> <p>Whakatū Nelson’s coastal natural character and natural features and landscapes are not compromised by the incursion of pest plants or damage by pest animals.</p>
<p>SRMR-CE-P11 [RPS]</p> <p>Promote a level of public access to and along the foreshore and within the Coastal marine area, in a way that enables people’s enjoyment of the natural values, amenity values and recreational opportunities, recognises other uses may exclude or restrict access and looking after their safety.</p>	<p>SRMR-CE-AER11 [RPS]</p> <p>Residents and visitors to Whakatū Nelson have a level of access to and enjoyment of the Coastal environment that is consistent with the protection of natural and physical values.</p>
<p>SRMR-CE-P12 [RPS]</p>	<p>SRMR-CE-AER12 [RPS]</p>

<p>Maintain and, where degraded, enhance coastal water quality to support the life-supporting capacity of marine ecosystems as well as recreational, cultural and economic uses.</p>	<p>The quality of coastal water in the Coastal marine area is maintained or enhanced.</p>
<p>SRMR-CE-P13 [RPS]</p> <p>Recognise the dynamic natural functioning of the Coastal environment and the importance of natural processes and coastal indigenous ecosystems in managing the effects of climate change and coastal hazard risks.</p>	<p>SRMR-CE-AER13 [RPS]</p> <p>Coastal ecosystems and natural physical processes are protected from inappropriate activities, and their resilience to natural hazards, including the effects of climate change, is increased.</p>
<p>SRMR-CE-P14 [RPS]</p> <p>Provide for subdivision, use and development in places and forms within the Coastal environment while ensuring that:</p> <ol style="list-style-type: none"> 1. a precautionary approach is taken towards proposed activities whose effects on the Coastal environment are uncertain, unknown or little understood, but potentially significantly adverse; 2. particular consideration is given to cumulative effects; 3. the safe and efficient operation of lawfully established port, airport, marina and mooring activities are not compromised; 4. activities which have a functional need to locate and operate in the Coastal marine area are provided for where they occupy and utilise space efficiently, and in a manner that protects access and the safety of others, recognising that the Coastal marine area is a public resource; 5. recognition is given to the positive public good benefits arising from some activities that use public space in the Coastal marine area; 6. adverse effects on valued community recreational activities are avoided, remedied or mitigated, especially where these are potentially affected by permanent activities; 	<p>SRMR-CE-AER14 [RPS]</p> <p>Activities with a functional or operational need, can locate in the Coastal environment in a manner that contributes to the wellbeing of the community.</p>

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| <ol style="list-style-type: none">7. activities do not cause the release or spread of harmful aquatic organisms or marine plant pests in the Coastal marine area; and8. activities avoid any significant increase of risk from natural hazards and the effects of climate change. | |
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