

Report

**Hastings Coastal
Environment Strategy
Technical Paper #1 –
Part II Matters**

Prepared for
Hastings District Council

REPORT

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Prepared for

HASTINGS DISTRICT COUNCIL

By

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1. INTRODUCTION

The core purpose of the Hastings Coastal Environment Strategy (HCES) is to establish a comprehensive strategy that "will enable the community to develop an integrated regime to protect, manage and develop the coastal environment". The strategy has a planning horizon of 20 years and beyond, hence the recommendations and outcomes of the strategy are intended to go beyond the ambit of the Resource Management Act to encapsulate wider Council functions and responsibilities and to extend beyond the strict 10 year life of the District Plan.

A key issue for sustainable and integrated management relates to the recognition of those statutory provisions which provide the framework for management of the Hastings' coast. The purpose of this technical paper is to bring together work to date related to the consideration of this statutory framework. In particular this paper focuses on the Resource Management Act 1991 (RMA) and those matters of Part II of the Act. In addition, this assessment analyses the manner in which the purposes and principles of the RMA are implemented through objectives and policies of other relevant statutory documents¹.

While the focus of this paper relates to Part II matters of the RMA, where relevant other legislation has been considered and reference is made throughout the text. In particular this includes:

- Local Government Act 1974;*
- Reserves Act 1977;*
- Building Act 1981;*
- Conservation Act 1987; and*
- Historic Places Act 1993.*

Within the coastal environment, the following spatial areas have been identified as specific 'management units': Aropoanui, Waipatiki, Tangoio, Whirinaki, East Clive, Haumoana, Te Awanga, Clifton, Cape Kidnappers, Ocean Beach, Waimarama and 'Rural Coast' (the latter unit identifies that area of the coastal environment between the other units). While it is important to recognise the interdependence of areas within the coastal environment; to ensure that the management of resources is undertaken in an integrated manner, these management units reflect geographically discrete areas with distinctive environmental characteristics and resource demands.

¹ *The Resource Management Act 1991 establishes a 'hierarchy' of documents, which District Plans must not be inconsistent with (Section 75(2)). It is important that the HCES establish a framework of these documents, to ensure that the goals, objectives and policies of the Strategy are consistent and will therefore be transferable into the District Plan.*

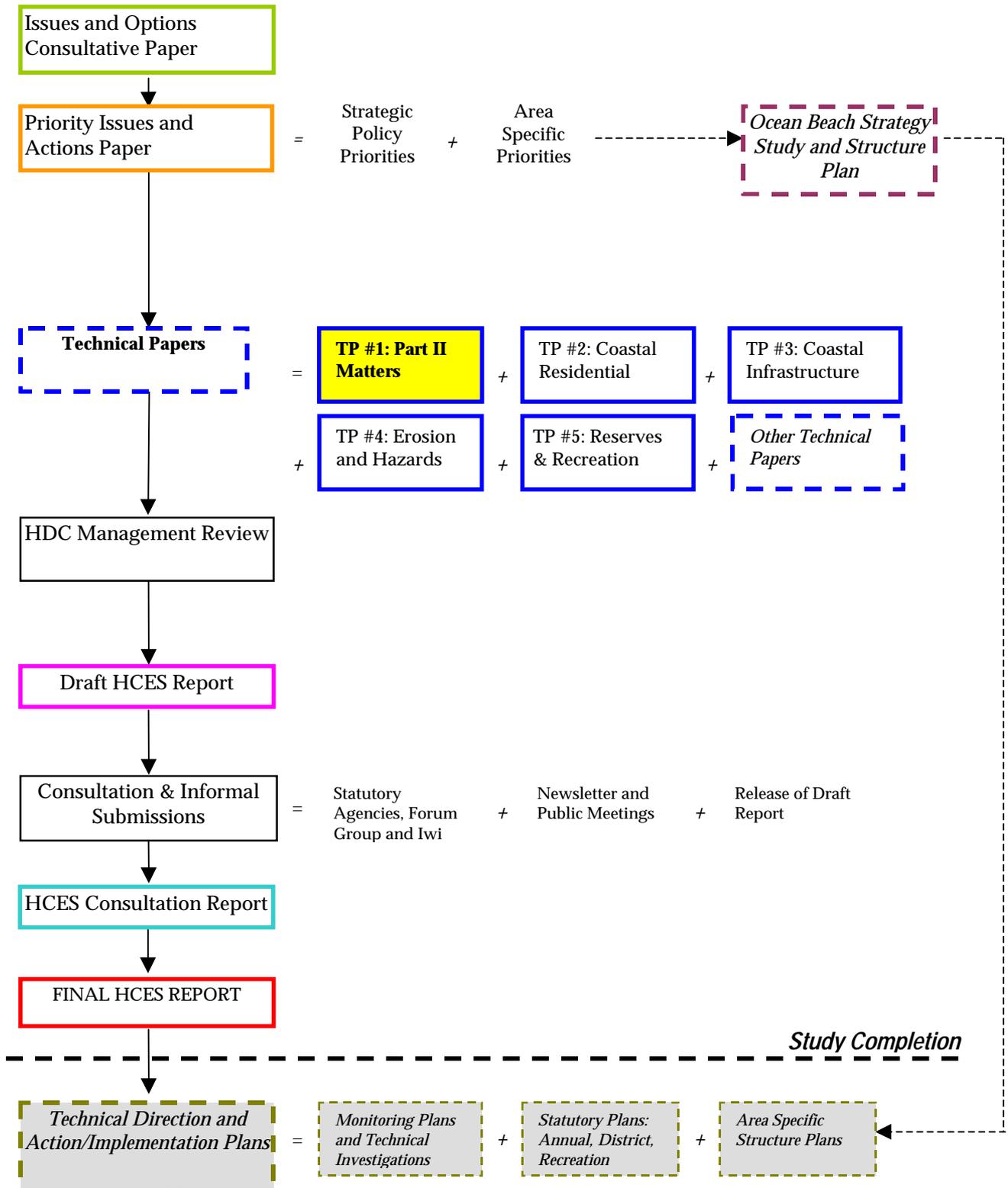
This paper identifies statutory requirements related to resource management of the coast and highlights a number of strategic objectives and priority issues established for the coastal environment². This paper provides supporting detail for the Hastings Coastal Environment Strategy, which will integrate the objectives and policies for the protection, management and development of the coastal environment. As noted above, the focus of this paper is on those matters identified in Part II of the RMA, other issues of land use and management are addressed in the remaining technical papers and the HCES final report. Figure 1.1 provides a process schematic for the HCES study.

For the purpose of interpretation, the following summarises the outline of this report:

- 1. Introduction: Introduces Technical Paper #1 in the context of the Hastings Coastal Environment Strategy and outlines the report.*
- 2. Statutory Context: Outlines the matters of the Resource Management Act 1991, objectives and policies of other statutory documents under the RMA, and other legislation as relevant to the HCES.*
- 3. Strategic Objectives and Policies: On the basis of this outline, summarises the statutory framework and objectives and policies to provide for this framework for the HCES.*
- 4. Area Specific Management Issues: Provides an assessment and review of the strategic objectives and policies for areas within the Hastings Coastal Environment.*
- 5. Summary: Implementation and Future Work: Provides recommendations for the implementation of the findings of the report and the integration of this report with the HCES and remaining Technical Reports.*

² *In particular, those statutory requirements for that area landward of Mean High Water Springs (MHWS) are addressed, recognising the Hastings Coastal Environment Strategy (HCES) has been prepared for Hastings District Council.*

Figure 1.1 HCES Study - Process Schematic

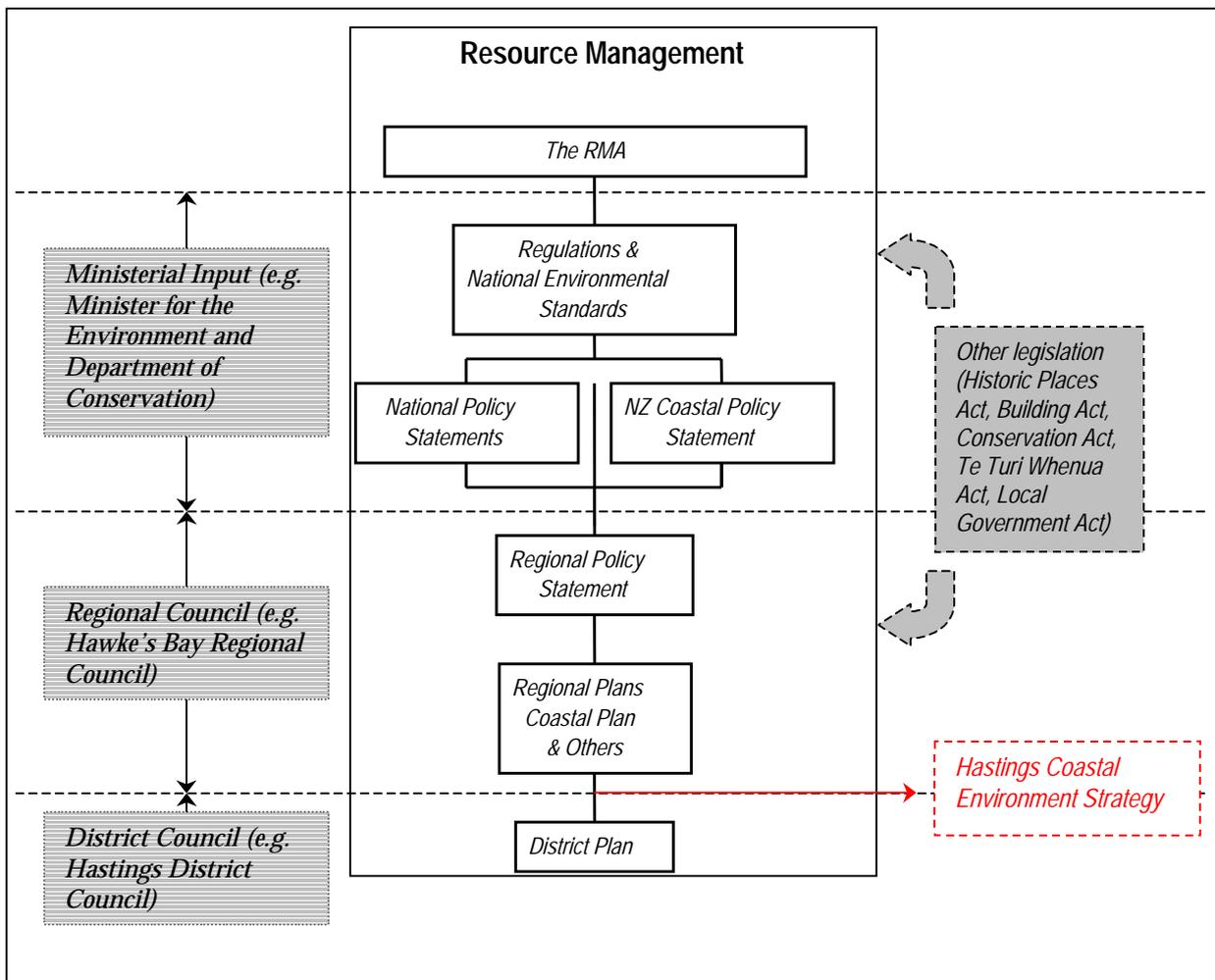


2. STATUTORY FRAMEWORK

The following section identifies the statutory considerations in terms of each resource theme, or relevance to Part II of the RMA, in terms of the Hastings coastal environment. This statutory framework is considered in the development of strategic objectives and policies, outlined in section 3 of this report.

The Resource Management Act 1991 (RMA) is the principle legislation governing the use and development of natural and physical resources (excluding minerals). The RMA establishes an integrated framework for the management of activities affecting land, air, water and ecosystems for the purpose of sustainable management.

Figure 2.1: Statutory Context



The RMA establishes a management structure of statutory agencies and their respective policy statements and plans, for the management of the natural and physical environment (Part IV of the Act) (graphically summarised in Figure 2.1 above). This framework sets out the statutory context for managing the future use and development of the Hastings coastal environment. The remainder of this section briefly summarises the objectives, policies and methods established in the relevant statutory documents.

2.1.1. SUSTAINABLE MANAGEMENT

The RMA is the key legislation governing the protection, use and development of natural resources. As discussed in section 1 of this report, the Part II matters of the RMA outline the purpose and principles of the Act, which guides the management and use of natural and physical resources.

The purpose of the RMA is to promote the sustainable management of natural and physical resources (section 5). Under section 5, sustainable management is defined as:

- (2) "... managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while—*
- (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
 - (b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
 - (c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment."*

Under section 5 of the RMA, Council is required to take affirmative action to promote the sustainable management of natural and physical resources. The purpose of the HCES is to ensure that Council clearly identify the strategic objectives and policies for management of the coastal environment to achieve 'sustainable management' as defined under the Act.

Under the RMA (section 2) the term 'environment' is wider than simply the physical characteristics and includes:

- (a) Ecosystems and their constituent parts, including people and communities; and*
- (b) All natural and physical resources; and*
- (c) Amenity values; and*
- (d) The social, economic, aesthetic, and cultural conditions which affect the matters stated in paragraphs (a) to (c) of this definition or which are affected by those matters*

Thus, in consideration of the sustainable management of the environment, there are a number of significant resources and resource values that must be taken into account. The identification of these resources has been considered in the identification of the strategic objectives and policies in section 3 of this report.

2.1.2. SECTIONS 6, 7 AND 8

In order to achieve sustainable management of natural and physical resources, the RMA identifies specific matters of national importance (section 6), other matters (section 7) and the Treaty of Waitangi (section 8) which need to be recognised by those persons exercising functions and powers under the Act³. These matters and resources are afforded priority (from those matters and resources defined within the definition of 'environment' above), both implicitly and explicitly, in terms of various planning instruments (for example policy statements and plans) and in terms of assessment of resource consents⁴. However, while consideration of these matters must be afforded priority, they are subordinate to the overall objective of the Act; to achieve sustainable management, and should be considered an ancillary consideration⁵. In this regard, it is apposite to consider the appropriateness of activities within certain locations (and the possibility of alternative locations) in light of those matters in sections 6, 7, and 8⁶. This partnership approach is addressed further in the consideration of strategic objectives and policies, and in the assessment of coastal residential activities within the Hastings coastal environment (Technical Paper #2).

³ *Under the RMA, section 6 must be 'recognised and provided for' while 'particular regard' shall be had to section 7 matters and the principles of the Treaty of Waitangi shall be taken into account in section 8. These wordings provide a hierarchy for the matters in sections 6, 7 and 8. The requirement that those exercising functions and powers under the RMA recognise and provide for matters of national importance implies that these values have a significant priority. In contrast, to have 'particular regard' to matters in section 7 implies that matters which have to be considered, but are not requirements or standards which have to be met. The duty to 'take into account' the principles of the Treaty indicate that those exercising functions and powers under the Act must weigh this matter with other matters and demonstrate a balance of these matters (see *Haddon v Auckland RC A77/93: (1993)*).*

⁴ *See sections 51, 61, 66, 74 and 104 of the RMA.*

⁵ *See *NZ Rail Ltd v Marlborough DC [1994] NZRMA 70 (HC)*.*

⁶ *In the case of *Tanui hapu vs Waikato District Council (August 1996) (A75/96)* Judge Sheppard concluded that an assessment of alternative sites was appropriate for a discretionary activity resource consent*

The following matters of sections 6, 7 and 8 are considered relevant for resource management and the development of a management strategy for the Hastings coastal environment.

- (6) (a) *The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development;*
- (b) *The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development;*
- (c) *The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna;*
- (d) *The maintenance and enhancement of public access to and along the coastal marine area...;*
- (e) *The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.*
- (8) *In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).*
- (7) (a) *Kaitiakitanga:*
- (aa) *The ethic of stewardship*
- (b) *The efficient use and development of natural and physical resources:*
- (c) *The maintenance and enhancement of amenity values⁷:*
- (d) *Intrinsic values of ecosystems:*
- (e) *Recognition and protection of the heritage values of sites, buildings, places, or areas:*
- (f) *Maintenance and enhancement of the quality of the environment:*
- (g) *Any finite characteristics of natural and physical resources:*

The following provides further definition and detail on these matters.

(although the exclusion of other sites is not commonly required for a discretionary activities) as the proposed activity at the site would offend a matter of national significance. Accordingly, in this case, it was concluded that, while the proposed activity was a sustainable use of the environment, the proposed location of the activity was inappropriate as it offended matters of national importance.

⁷ Under section 2 of the RMA, amenity is defined as: "those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes".

*As it is not defined in the RMA, the Board of Inquiry into the New Zealand Coastal Policy Statement concluded that the definition of **coastal environment** under the Town and Country Planning Act 1977 is relevant. Under the Town and Country Planning Act 1977 the coastal environment is defined as an environment in which the coast is a significant part or element:*

What constitutes the coastal environment will vary from place to place and according to the position from which a place is viewed. Where there are hills behind the coast, it will generally extend up to the dominant ridge behind the coast.

This definition has been used in the identification of the Hastings coastal environment and the definition of those geographic areas within this environment.

*The definition of **natural character** has also been debated and is recognised as dependent on the maritime context of the setting. It is accepted that the word 'natural' does not necessarily equate with the word 'pristine', as held by the Tribunal in *Harrison v Tasman District Council* (1994) NZRMA 193, 197, which stated that:*

The word "natural" is a word indicating a product of nature and can include such things as pasture, exotic tree species (pine), wildlife ... and many other things of ilk as opposed to man-made structures, roads, machinery.

*In the case *Browning v Marlborough District Council* (March 1997) (W20/97), Judge Kenderdine concluded that the natural character of the area was to be assessed in its own maritime context. Matters considered in that particular case included the presence of buildings or built structures and the occurrence of activities which result in differing textural land patterns (e.g. exotic forestry blocks), explicitly excluding those patterns resulting from erosion. In this case, the Judge concluded that:*

the experiential recognition of what is natural character and a landscape worthy of protection goes not to the matter of tasteful subjective judgment (sic) but to a recognition that the dominant land patterns on the landform consist of scrub and regenerating forest uncluttered by buildings or jarring colours, and an unencumbered land/sea interface.

These definitions of 'natural character', in addition with those provided in the New Zealand Coastal Policy Statement (see section 2.2.1 below) have been considered in the evaluation of the Hastings coastal environment.

*In addition to the RMA, the management and protection of **sites and areas of significant indigenous vegetation and habitats of significant indigenous fauna** are afforded recognition and protection through the Conservation Act 1987. This Act sets out the functions of the Department of Conservation, including:*

- *Management for conservation purposes that land held under the Department of Conservation;*
- *Advocacy of conservation of natural and historic resources generally; and*

- *Promotion of the benefits of conservation of natural and historical resources (Section 61(1)).*

The Department of Conservation has identified a number of areas of significant vegetation and habitat of significant fauna, for example the identification of Recommended Areas for Protection (RAP) sites throughout the Conservancy Region. This information provides Council and the HCES guidance on those resources and resource values which need to be taken into account to give effect to the requirements of Part II of the RMA.

*While the **principles of the Treaty of Waitangi** are not defined in the Act, further definition on these is provided in Court decisions and reports of the Waitangi Tribunal. The following summarises these principles:*

- i) there is a duty on the two parties to the Treaty to act reasonably towards each other and in utmost good faith;*
- ii) the 'Crown' must make informed decisions;*
- iii) the 'Crown' must not impede its capacity to provide redress for proven grievances; and*
- iv) there is a duty on the Crown to actively protect Maori interests.*

*The recent amendment of the RMA (Resource Management Amendment 1997) has clearly distinguished the role of **kaitiakitanga** and the **ethic of stewardship**, with the former the exclusive domain of tangata whenua. The role of tangata whenua as kaitiaki of resources in the Hastings coastal environment is significant, in particular in regard to ancestral lands, taonga and kai moana. This role, and Council's recognition of this role, has been considered in the strategic objectives and policies (section 3 of this report).*

*The recognition of the **heritage value** of sites, buildings and areas, as required under the RMA is also afforded weight under the Historic Places Act 1993, which provides a framework for the identification and registration of historic buildings and areas, as well as Waahi tapu sites and areas. The New Zealand Historic Places Trust (NZHPT) is then notified when any development or building consent is proposed for any registered item. In addition to registration, there is legal protection for archaeological sites⁸, as the Historic Places Act 1993 requires consent to damage, destroy or modify any such site from the NZHPT.*

The remaining sections of this report establish the key parameters for an appropriate resource management framework for the Hastings coastal environment, in light of the Part II matters of the RMA.

⁸ *Under the Historic Places Act 1993, an 'archaeological site' is 'any place that either 'was associated with human activity before 1900' or 'is the site of the wreck of any vessel where that wreck occurred before 1900' and where these sites or areas are able 'through investigation by archaeological methods to provide evidence relating to the history of New Zealand' (Section 2).*

2.2. NEW ZEALAND COASTAL POLICY STATEMENT

The New Zealand Coastal Policy Statement 1994 (NZCPS) set out policies to achieve the purpose of the RMA specifically in relation to the coastal environment of New Zealand. The NZCPS is required under section 56 of the RMA. Regional policy statements and plans and district plans cannot be inconsistent with this document.

A number of policies of the NZCPS are relevant to the HCES and these are identified and discussed below. These policies provide further directional guidance on the Part II matters of the RMA.

2.2.1. NATURAL CHARACTER

*Chapter 1: National Priorities for the Preservation of the Natural Character of the Coastal Environment Including Protection from Inappropriate Subdivision, Use and Development, of the NZCPS identifies policies for the preservation of the **natural character** of the coastal environment. All of these policies are considered relevant to the HCES. In addition, Chapter 1 of the NZCPS provides further guidance to those matters which are considered to significantly contribute to natural character values (from the definition of natural character discussed above).*

Rather than recite the NZCPS in full, the following provides a summary of those matters in Chapter 1.

Policy 1.1.1 identifies that it is a national priority to preserve natural character of the coastal environment by:

- *encouraging appropriate subdivision, use and development in areas where natural character has already been compromised,*
- *avoiding sprawling or sporadic subdivision, use or development;*
- *taking into account the effects of subdivision, use and development both within and outside the immediate location; and*
- *avoiding cumulative impacts of subdivision, use and development.*

Policy 1.1.2 identifies the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna in the coastal environment, as an important element in the preservation of natural character. In order to achieve this protection of the following areas are specifically identified:

- *areas and habitats important to the continued survival of any indigenous species;*
- *areas containing nationally vulnerable species or nationally outstanding examples of indigenous community types;*
- *outstanding or rare indigenous community types within an ecological region or district;*
- *habitat important to regionally endangered or nationally rare species and ecological corridors connecting such areas;*
- *areas important to migratory species, and to vulnerable stages of common indigenous species, in particular wetlands and estuaries;*

- *those areas of the coastal environment vulnerable to modification (estuaries, wetlands, dunes); and*
- *other areas of predominantly indigenous vegetation or habitats of significant indigenous fauna.*

Policy 1.1.3 identifies the protection of the following as essential or important elements for the protection and preservation of the natural character of the coastal environment:

- *landscapes, seascapes and landforms, including significant representative examples for each region, visually or scientifically significant geological features, and the collective characteristics which give the coastal environment its natural character including wild and scenic areas;*
- *characteristics of special spiritual, historical or cultural significance to Maori, and*
- *significant places or areas of historic or cultural significance*

Policy 1.1.4 identifies the integrity, functioning and resilience of the coastal environment (in terms of the dynamic of natural, physical and ecological processes) as an important element of preserving the natural character of the coastal environment.

Policy 1.1.5 states that it is a national priority to restore and rehabilitate the natural character of the coastal environment where appropriate.

The NZCPS provides a clear guide for the protection and enhancement of the natural character of the coastal environment and those elements which contribute to natural character. The identification of these values and the specific implementation of these policies in regard to the HCES are discussed further in sections 3.2 and section 4 of this report.

2.2.2. TANGATA WHENUA VALUES

*Chapter 2: The Protection of the Characteristics of the Coastal Environment of Special Value to the Tangata Whenua Including Waahi Tapu, Tauranga Waka, Mahinga Maataitai, and Raranga, outlines national policies for the protection of those characteristics of the coastal environment of special value to the **tangata whenua**. Of particular relevance to the HCES, this includes the following:*

Policy 2.1.1

Provision should be made for the identification of the characteristics of the coastal environment of special value to the tangata whenua in accordance with tikanga Maori⁹. This includes the right of tangata whenua to choose not to identify all or any of them.

Policy 2.1.2

Protection of the characteristics of the coastal environment of special value to tangata whenua should be carried out in accordance with tikanga Maori. Provision should be made to determine, in accordance with tikanga Maori, the means whereby the characteristics are to be protected.

Policy 2.1.3

Where characteristics have been identified as being of special value to tangata whenua, the local authority should consider:

- (a) *The transfer of its functions, powers and duties to iwi authorities in relation to the management of those characteristics of the coastal environment in terms of Section 33 of the Resource Management Act 1991; and/or*
- (b) *The delegation of its functions, powers and duties to a committee of the local authority representing and comprising representatives of the relevant tangata whenua, in relation to the management of those characteristics of the coastal environment in terms of Section 34 of the Resource Management Act 1991.*

There are a number of areas identified in the Hastings coastal environment as significant to tangata whenua. It is recognised that the management and protection of these sites, areas and resources need to take into account both the principles of the Treaty of Waitangi and the policies of the NZCPS. Strategic management objectives and policies to achieve these directives are discussed further in section 3.5 of this report. Consideration of implementation of these strategic objectives and policies, in terms of specific areas within the Hastings coastal environment, are considered in section 4 of this report.

2.2.3. LAND USE AND DEVELOPMENT

Chapter 3: Activities Involving the Subdivision, Use or Development of Areas of the Coastal Environment, specifically addresses those matters for consideration in the subdivision, use and/or development of the coastal environment. In regard to Part II matters of the RMA, the policies in this chapter provide guidance on how subdivision, use and development shall be undertaken in the coastal environment to address and balance those matters in Part II.

There are a number of policies in this chapter which are considered relevant to the HCES, and particularly in regard to Part II matters of the RMA. For ease of interpretation, each of the specific matters identified are addressed and discussed separately.

*Section 3.1 of Chapter 3, outlines policies for the **maintenance and enhancement of amenity values**, of relevance to this study, this includes the following policies:*

Policy 3.1.1

Use of the coast by the public should not be allowed to have significant adverse effects on the coastal environment, amenity values, nor on the safety of the public nor on the enjoyment of the coast by the public;

⁹ *'Tikanga Maori': Maori custom or habit.*

Policy 3.1.2

Policy statements and plans should identify (in the coastal environment) those scenic, recreational and historic areas, areas of spiritual or cultural significance, and those scientific and landscape features which are important to the region or district and which should therefore be given special protection; and that policy statements and plans should give them appropriate protection; and

Policy 3.1.3

Policy statements and plans should recognise the contribution that open space makes to the amenity values found in the coastal environment, and should seek to maintain and enhance those values by giving appropriate protection to areas of open space.

Section 3.2 of Chapter 3 addresses the identification of areas where subdivision, use and development in the coastal environment is appropriate. While not specifically addressing those matters of Part II of the RMA, the policies in this section provide guidance on where subdivision, use and development is appropriate and the specific matters which should be provided for to ensure that such use and development is sustainable. The matters of Section 3.2 are addressed in greater detail in Technical Paper #2: Coastal Residential.

Section 3.3 of Chapter 3 addresses the adoption of a precautionary approach to activities with unknown but potentially significant adverse effects. Policy 3.3.1 identifies coastal processes and the effects of activities on coastal processes as a particular area where a precautionary approach should be adopted.

Section 3.4 identifies the importance of recognising natural hazards and provision for avoiding or mitigating their effects. As with Section 3.2, the policies of this section do not specifically address Part II matters of the RMA but rather the mechanisms which should be implemented to ensure that the subdivision, use and development of the coastal environment is undertaken in a sustainable manner. Specific policies of section 3.4 are addressed in further detail in Technical Paper #4: Erosion and Coastal Hazards.

*Section 3.5 addresses issues relating to the **maintenance and enhancement of public access to and along the coastal marine area** for activities involving the subdivision, use and development of the coastal environment. Policy 3.5.1 of this section sets out those conditions where restrictions to public access should be imposed (including areas of significant indigenous vegetation and/or significant habitats, protection of Maori cultural values, public health and safety, security or other exceptional circumstances). In all other cases, public access should be provided as a matter of national importance, relevant policies include the following:*

Policy 3.5.2

In order to recognise the national importance of enhancing public access to and along the coastal marine area, provision should be made as far as practicable:

- (i) the location and extent of places where the public have the right of access to and along the coastal marine area;*
- (ii) those places where it is desirable that physical access to and along the coastal marine area by the public should be enhanced; and*

- (iii) *those places where it is desirable that access to the coastal marine area useable by people with disabilities by provided.*

Policy 3.5.3

In order to recognise and provide for the enhancement of public access to and along the coastal marine areas... policy statements and plans should make provision for the creation of esplanade reserves, esplanade strips or access strips where these do not already exist, except where there is a specific reason making public access undesirable.

Policy 3.5.4

Policy statements and plans should as far as practicable identify the access which Maori people have to site of cultural value to them, according to tikanga Maori.

Policy 3.5.1 of the NZCPS is considered particularly significant, as it establishes a clear prioritisation of values outlined in section 6 of the RMA. The RMA does not provide any mechanism to rank or order those matters in either section 6 or 7 (though there is clear weighting between these sections). In contrast, the NZCPS, while recognising that the provision of public access to and along the coastal marine area is a matter of national importance, clearly places this matter as secondary to other matters (for example to areas of significant vegetation and/or significant habitats of indigenous fauna, to the protection of Maori cultural values, and to other exceptional circumstances). This direction has been taken into account in the strategic objectives and policies identified in section 3.6 of this report and in the specific management issues for areas within the Hastings coastal environment.

In addition to the provision of public access to and along the coastal marine area, the coastal environment is recognised as an important recreation resource for the community of Hastings and the Hawke's Bay area. In recognition of this, and taking into account the role of the Hastings District Council in the provision and management of reserves and public open space, Technical Paper #5 specifically addresses issues relating to recreation and reserves in the Hastings coastal environment.

2.3. REGIONAL POLICY STATEMENT 1995

The Operative Hawke's Bay Regional Policy Statement 1995 (RPS), provides an overview of the resource management issues of the region, outlining objectives, policies and methods to achieve integrated management of the regions resources.

A number of sections of the RPS are relevant to the HCES. These objectives and policies are consistent with the RMA and NZCPS and, for the sake of avoiding repetition, only those objectives and policies that provide additional management guidance have been provided here.

2.3.1. TANGATA WHENUA VALUES

Chapter 5: The Maori Dimension, provides an overview of resource management matters of significance to Maori. Of relevance to the HCES and development of strategic objectives and policies for management of the coastal environment, these include:

To have full regard to Maori values in promoting sustainable management of natural and physical resources of the region, including:

- (a) the respective domains of the exercise of Tino Rangatiratanga and Kawanatanga within the Region.*
- (b) the affirmation of the Maori social fabric of whanau/hapu/iwi.*
- (c) the identification and protection of the sustainability of the taonga of the hapu in the Region in a manner appropriate to tikanga Maori.*
- (d) the active identification, protection and enhancement of the sustainability of wahi tapu in a manner appropriate to tikanga Maori.*
- (e) the recognition of the cultural and spiritual values of Maori by ensuring that the use, development and protection of the Region's natural and physical resources are undertaken in a manner that respects their relationship with the environment.*
- ...*
- (h) particular regard being given to the role and importance of kaitiakitanga to Maori.*
- (i) regard being given to the desire of Maori to develop their resources in accordance with their own customs and values (5.3 Objectives)*

To achieve this objective, Policy 5 specifically provides for exploration of the involvement of Maori as active partners in resource management planning and decision making where appropriate and possible.

Policy 6 also provides for the consideration and integration (as appropriate and possible) of traditional Maori means of managing resources and the environment.

2.3.2. LAND USE AND DEVELOPMENT

Chapter 6: Land use and development, addresses land resources and the management of land use from a regional perspective. The objective for the management of land use and development is identified in Objective 6.2 - 'The sustainable management of land resources within the region'. Particular policies which address those Part II matters of the RMA and are considered of relevance to the management of the Hastings coastal environment include:

Policy 6.3(1)

To promote land use practices which are compatible with adjacent land use practices, and which sustain the potential of the land to meet the reasonably foreseeable needs of future generations

Policy 6.3(5)

To promote the retirement or afforestation of unstable hill country, or the retention of indigenous or other vegetation on unstable hill country, in order to protect soil and water resources from adverse effects

Policy 6.3(7)

To identify and protect regionally significant areas of outstanding natural and physical features and landscapes, and their associated heritage values. A landscape may be considered of outstanding regional significance if it is:

used, valued, or appreciated by the region as well as local community;

it is of a type found only within the Region or contributes to the unique character of the Region;

is rare within the Region;

is considered by tangata whenua to be of more than local significance;

relates to an aspect of the environment which is of national or international significance; or

the management of any effects on it is considered by the Council to require a regional approach

Policy 6.3(8)

The identification, retention and protection of areas of regionally significant indigenous vegetation and regionally significant habitats of indigenous wildlife

Policy 6.3(9)

To make provision for economic development within the region, including the maintenance and enhancement of essential services, network utility operations, port, industrial and trade facilities, forestry and farming

Chapter 8 of the RPS addresses issues relating to the management of natural and physical resources within the coastal environment. These objectives and policies are considered consistent with the NZCPS and provide similar management guidance.

Chapter 9 addresses issues of natural hazards. As with Chapter 8, the objectives and policies are consistent with the NZCPS.

2.4. PROPOSED HAWKE'S BAY REGIONAL RESOURCE MANAGEMENT PLAN, APRIL 2000

In April 2000 HBRC released an integrated plan for the management (the Proposed Hawke's Bay Regional Resource Management Plan, called PHBRRMP) of a number of physical resources including land, air and water. The plan includes a review of the RPS and once operative will be the major planning document for the region (alongside the Regional Coastal Plan).

The PHWRRMP focuses more closely on specific management objectives and policies for land, soil, air and water and moves away from general land practice policies such as those outlined above in the RPS. In so far as Part II matters are considered, there is nothing specific in the Plan that is not already captured by the policy framework described above.

2.5. REGIONAL PLANS: COASTAL PLAN

The Regional Coastal Plan, June 1999 (RCP) focuses on the sustainable management of natural and physical resources within the coastal marine area (the jurisdiction of the Hawke's Bay Regional Council). This area is beyond the management jurisdiction of the Hastings District Council, however there are a number of objectives and policies of relevance. These include Policy 4.1.5 which states that the Regional Council will encourage territorial authorities to avoid or mitigate coastal hazards, objectives and policies in Chapter 11, which address the enhancement and management of water quality in coastal waters.

2.6. HASTINGS DISTRICT PLAN

The Proposed Hastings District Plan was publicly notified in November 1997 and Council is currently in the process of hearing submissions and making decisions on submissions to the Plan. In accordance with the RMA, both the Proposed and Transitional District Plan's have weight. However, for the purposes of this paper focus is given to the Proposed District Plan (PDP) as it is considered to provide insight into Council's current strategic and policy direction for the management of land use and development within the District.

The PDP outlines the key concepts, objectives and policies for the sustainable management of resources in the Hastings District. The following matters are considered pertinent to the strategic objectives and policies of the HCES and provide guidance on Council's approach and implementation of those matters in Part II of the RMA.

2.6.1. THE COASTAL ENVIRONMENT

Section 2.7 of the PDP specifically addresses the management of the coastal environment. This section of the Plan introduces the HCES study and indicates that the findings of this study will be implemented in the District Plan for the management of the coastal environment (Objective CEO1 and Policies CEP1, CEP2¹⁰, CEP3¹¹ and CEP4¹²). Notwithstanding this, the following objectives and policies of this section are considered relevant:

¹⁰ This policy is specifically addressed in Technical Paper #2: Coastal Residential.

¹¹ This policy is specifically addressed in Technical Paper #2: Coastal Residential and in the Ocean Beach Strategy Study and Structure Plan, August 1999 (refer Figure 1.1).

¹² This policy is further addressed in Technical Paper #2: Coastal Residential, and in the HCES Final Report. The issue of the legal and practical future of the existing bach community has also been identified as an area for future investigations.

CEP5

Establish appropriate provisions within the Hastings District Plan to address the effects caused by natural coastal processes in the Coastal Environment.

CEP6

Encourage the provision of public access to the Coastal Environment unless it is in conflict with other cultural or natural values apparent on the coast.

CEP7

Ensure the protection of natural, physical and cultural features identified in the Coastal Environment.

2.6.2. TANGATA WHENUA VALUES

Chapter 3 of the PDP addresses Resource Management and Tangata Whenua and, while no specific objectives or policies are included in this section, there are a number of issues addressed throughout the District Plan which provide guidance on Council's approach to those relevant matters in sections 6, 7 and 8 of the RMA. The following provides a brief summary of those objectives and policies considered pertinent:

Section 12.4: Waahi Tapu Resource Management Unit, which recognises the importance of special management for sites and areas of waahi tapu:

WTO1 To recognise Waahi Tapu sites in the Hastings District as being of cultural significance to Maori and ensure their protection from damage or destruction from land use activities.

WTO2 To promote the protection of Waahi Tapu sites in a way which is sensitive to the cultural needs and aspirations of Tangata Whenua.

WTO3 To encourage partnership of the Council, landowners and Tangata Whenua in the management of Waahi Tapu sites.

Section 13.1: Papakainga District Wide Activity, which recognises the importance of the right of Maori to pursue a quality of life consistent with their cultural values and customs:

PKO1 To recognise the desire of Maori to maintain and enhance their traditional relationship with their land.

2.6.3. SPECIAL CHARACTER AND LANDSCAPES

Section 11 of the PDP identifies special character zones in the District which warrant special protection and recognition. Under the PDP, the Te Mata Hills are the only recognised 'special character' area.

Section 12 of the PDP identifies other resource management units in the District which warrant particular management. A number of these units address Part II matters including: landscape

areas, waahi tapu sites (as addressed above) and heritage items and trees. The following objectives and policies provide guidance:

Section 12.2: Landscape Areas addresses Council's requirement to protect outstanding natural features and landscapes from inappropriate subdivision, use and development.

LSO1 To ensure that building development, earthworks and plantations do not visually compromise outstanding natural features and landscapes.

LSO2 To ensure that a range of different landscape types, best representing each of the inland and coastal landscape units identified for the Hastings District, are retained and enhanced.

LSO3 To ensure that subdivision, use and development throughout the Hastings District does not have an adverse visual or landscape effect.

Policies in this section require the subdivision, development and use of land on Outstanding Natural Features and Significant Landscape Features to have regard to the landscape elements, patterns and character which contribute to the identified values.

There are a number of Outstanding Natural Features and Landscapes and Significant Landscape Character Areas identified in the Hastings coastal environment, including Cape Kidnappers, Whakaari Headland, Tangoio Bluff, Ocean Beach and the Ocean Beach bach settlement, Clifton, the Waitangi Estuary and shingle pits, and the Tangoio beach settlement. The recognition of these areas in the District Plan affords them protection, the integration of this with the HCES and the strategic objectives and policies is addressed further in sections 3.3 and 4 of this report.

Section 12.5: Heritage Items and Trees recognises the range of resources in the District that have heritage value and the importance of protecting and managing these areas (under both the RMA and Historic Places Act 1993).

HERO1 To protect significant heritage items so that the heritage character and history of the District is preserved.

HERO2 To promote greater public awareness and understanding of the District's heritage items.

There are a number of areas of heritage and archaeological value within the Hastings coastal environment, many not identified or registered under the Proposed District Plan. The strategic objectives and policies for the management of social and culturally significant sites and areas is discussed further in section 3.4 of this report.

Section 13.5: Community facilities, recreation, conservation and natural areas, District Wide Activity, recognises the importance of scenic, natural, physical and cultural elements in resource and land use management of the District as well as meeting Council's requirements under the Resource Management Act 1991. The following objectives and policies are considered relevant to this technical paper and the HCES:

REO1 To provide for the establishment, operation, development and maintenance of land for reserves and recreation activities, while ensuring that adverse effects on the environment are avoided, remedied or mitigated.

- REO4 To protect areas of the coastline and the margins of rivers, lakes and streams that are identified as being of significant natural, cultural or recreation value.*
- REO6 To encourage the protection of remaining areas of significant indigenous vegetation, significant habitats of indigenous fauna and significant geological sites.*

In addition to responsibilities under the Resource Management Act 1991, Council has functions, powers and duties under the Local Government Act 1974 and the Reserves Act 1977. In particular, the Reserves Act 1977 requires that Reserve Management Plans are established for all reserves established under the Act, to clearly outline the purpose of the reserve and the specific management for that reserve. The role of these Plans and the Reserves Act 1977 and Local Government Act 1974 are discussed further in Technical Report #5: Reserves and Recreation.

2.7. CONCLUSION

The principle purpose of the RMA is to promote the sustainable management of natural and physical resources. However, within this goal, a number of other matters (section 6, 7 and 8) are identified as requiring particular consideration and attention and, while these matters should not preclude options for the sustainable use and development of resources, it is essential to give due consideration to these matters (particularly in assessing alternative sites, location and methods). The above review of the relevant statutory documents provides a framework for the establishment of objectives and policies for the management of those natural and physical coastal resources to recognise and provide for those matters in Part II of the RMA.

3. STRATEGIC OBJECTIVES AND PRIORITIES

3.1. INTRODUCTION

For the purposes of assessment and consideration of the management of the coastal environment, the HCES study has identified a number of resource management themes and resource values that are afforded particular consideration under the RMA, these themes include the following:

- *Natural Character values;*
- *Landscape values;*
- *Social and Cultural values;*
- *Tangata Whenua values;*
- *Land Use and Development (particularly where this relates to the efficient use of natural and physical resources); and*
- *Recreation and Access (addressed further in Technical Paper #5).*

In addition, the following themes are identified as particular matters significant for Council's consideration in managing the subdivision, use and development of natural and physical resources to ensure the sustainable management of these resources:

- *Infrastructure (addressed in Technical Paper #4);*
- *Land Use and Development (residential development is addressed further in Technical Paper #2); and*
- *Coastal Hazards and Processes (addressed further in Technical Paper #3).*

The remainder of this section addresses those values and resources which are afforded particular consideration and protection under Part II and especially section 6 of the RMA. While Recreation and Access is addressed as a Part II matter, further consideration is given to this management theme in Technical Paper #5 of the HCES. Other matters outlined in section 7 of the RMA have been considered throughout this Technical Paper and others completed for the HCES.

3.2. NATURAL CHARACTER



The definition of natural character includes a number of natural and physical resources and management themes. The following summarises those elements that are considered to significantly contribute to natural character value in the coastal environment:

- *The extent of 'built' structures and landscape patterns within the coastal environment;*

- *Areas of significant indigenous vegetation and significant habitats of indigenous fauna;*
- *Landscapes, seascapes and landforms;*
- *Characteristics of the environment of special spiritual, historical and/or cultural significance to Maori and other areas of historical or cultural significance;*
- *The integrity, functioning and resilience of the coastal environment.*

In determining objectives and policies for the protection and enhancement of Natural Character it is important to recognise the interplay between those natural, physical and cultural elements which in combination contributes to the natural character value of an area.

Particular natural character values have been identified at the following sites, either for the ecological value of these areas or the cultural perceptions of 'naturalness' at these areas:

- *Aropaoanui;*
- *Waitangi/Ngaruroro;*
- *Tangoio;*
- *Clifton (southern beach);*
- *Ocean Beach; and*
- *Waipatiki;*
- *Haumoana (lagoons);*
- *Whirinaki (Esk River);*
- *Cape Kidnappers;*
- *Waimarama.*

On the basis of the findings summarised in PAPS and consultation on this paper, the following strategic objective and policies for the protection and enhancement of natural character have been established:

Objective The maintenance and enhancement of the diverse natural and physical resources which contribute to the natural character values of Hastings coastal environment.

Policies

1. To maintain and enhance the diversity of natural character values which existing in the Hastings coastal environment.
2. To focus subdivision, development and use of the coastal environment to those areas where the natural character values have already been compromised.
3. To protect significant remnants of indigenous vegetation, recognise the intrinsic values of coastal ecosystems and encourage habitat restoration.
4. To rehabilitate degraded remnants of indigenous vegetation and habitats of indigenous fauna, promoting and enhancing ecological linkages where appropriate.
5. To ensure that subdivision, use and development does not detract or compromise those natural and physical features which afford the coastal environment natural character value.



3.3. LANDSCAPE

A number of landscapes in the Hastings coastal environment have been identified for significant value. The Hawke's Bay Regional Council has undertaken an assessment of regionally significant landscapes (LA4) and the Hastings District Council commissioned Isthmus Group Ltd. to undertake the 'Outstanding Landscapes Report'.

Significant landscapes within the Hastings coastal environment, as identified by the Hastings District Council, in the Proposed District Plan include:

- *Clifton*
- *Cape Kidnappers*
- *Ocean Beach / Rangaiika*
- *Ocean Beach Bach Settlement*
- *Waitangi Estuary*
- *Tangoio Bach Settlement and*
- *Tangoio Bluff / Whakaari Headland.*

On the basis of the findings and consultation undertaken for the HCES, as summarised in the PAPS and subsequent investigations, the following objective and policies are identified for the management and protection of outstanding landscapes.

Objective To maintain and enhance the diverse landscape character and sense of place of the Hastings coastal environment.

Policies

1. To protect Outstanding landscape features from inappropriate subdivision, use and development.
2. To recognise that landscape values are dynamic and often collective with other natural, physical and cultural values.
3. To recognise that diverse landscape character values warrant different management techniques.
4. To rehabilitate degraded landscapes where possible and appropriate.
5. To ensure that subdivision, use and development does not detract or compromise significant landscape features.



3.4. SOCIAL AND CULTURAL VALUES

This management theme includes a number of elements and natural and physical resources which are afforded protection and consideration under the Resource Management Act 1991. Specifically these resources and resource values include:

- *Heritage and historical sites and areas;*
- *Sites of special spiritual/cultural significance,*
- *Amenity values,*
- *Kaitiakitanga and the ethic of stewardship, and*
- *Other special character values (e.g. sense of place).*

On the basis of the findings and consultation undertaken for the HCES, as summarised in the PAPS and subsequent investigations, the following objective and policies are identified for the management and protection of social and cultural values.

Objective	To maintain and where possible enhance the diversity and depth of social and cultural values in the Hastings District coastal environment.
Policies	
1.	To maintain and enhance the special character and amenity values of the coastal environment, providing this does not compromise other significant values.
2.	To recognise and protect heritage sites and trails in the Hastings coastal environment/
3.	To recognise the diversity of special character values in the coastal environment.

3.5. TANGATA WHENUA VALUES



The Hastings coastal environment is very important, both physically and spiritually to Maori. This relationship is evident both historically, by the numerous archaeological sites situated along the coast, and currently, as large areas within the Hastings coastal environment are in Maori Land Title.

On the basis of consultation and previous technical investigations (including those summarised in the PAPS) the following objective and strategic policies are proposed to address sections 6, 7 and 8 of the Act as they specifically relate to tangata whenua values:

Objective: To recognise and provide for tangata whenua values and management systems in the sustainable management of the coastal environment.

Policies

1. To promote tangata whenua access to ancestral lands, water, sites, waahi tapu and other taonga.
2. To ensure that wherever possible, sites and areas, lands and resources of significance to tangata whenua are protected.
3. To encourage tangata whenua participation in decision making and management for ancestral lands, water, sites, waahi tapu and other taonga.
4. To provide for tangata whenua, rights to exercise te tino rangatiratanga over their lands, forests and other taonga.

3.6. RECREATION AND ACCESS



Part II of the RMA and the relevant statutory documents identified in section 2 of this report, identify public access to and along the coastal marine area as a matter of national importance. In addition, the District Council has a role to play in the provision of community services, including public open space and recreation reserves (under the Local Government Act 1974 and Reserves Act 1977). These issues are addressed in detail in Technical Paper #5: Reserves and Recreation.

On the basis of consultation and previous technical investigations (including two surveys undertaken on the recreation use of Hastings coastal environment), the following strategic objective and policies have been developed to address the provision of access to and along the coastal marine area as a matter of national importance.

Objective To maintain and enhance public access to and along the coastal marine area and recognise the role of the Hastings coastal environment as a major recreation resource.

Policies

1. To promote public access to the coastal environment will recognising that constraints will be needed where access may adversely impact on other significant values and resources.
2. To maintain and enhance public access to the coastal environment in the vicinity of existing settlement areas.
3. To prioritise the provision of public access to the coastal environment on the basis of demand.

These strategic objectives and policies, and the site and resource specific priorities discussed in section 4, provide the framework for implementation planning. As previously noted, other recreation issues associated with the coastal environment are addressed in Technical Paper #5.

4. AREA SPECIFIC MANAGEMENT ISSUES

Section 3 of this paper highlights relevant objectives and policies from the work to date on the HCES. On the basis of these objectives and policies, the PAPS has identified priority sites and areas where the implementation of these objectives and policies requires considered management and the balancing of development with Part II matters of the RMA. The remainder of this section addresses the implementation of the strategic objectives and policies in specific areas of the Hastings coastal environment.

As a summary, Figure 4.1 overleaf geographically summarises the key resources and resource values in regard to Part II matters of the RMA. This figure is intended to provide an introduction to the spatial relationship of nationally significant resources and other matters of sections 7 and 8 of the RMA. Further investigations and definition of the geographic location of these resources and resource values may be warranted in specific areas, where there are existing or potential conflicts in resource demand.

4.1. AROPAOANUI



Figure 4.1 Aropaoanui: Coastal Lagoon and Open Beach

The following summarises the natural, physical and cultural values of Aropaoanui, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

Existing natural character values are derived from the sense of 'wilderness', isolation from built structures, and landscape patterns. In particular, the steep gully, river and lagoon which provide the backdrop to the coast. These values warrant protection and enhancement from resource demands that have the potential to adversely impact on these values (e.g. emergence of built structures, changing land use patterns).

Enhancement of the quality and functioning of the existing lagoon and Aropaoanui River has the potential to enhance existing natural character values. In addition, this may enhance recreation use of the coastal environment.

(b) Tangata Whenua Values

The area is considered to have significant value to tangata whenua, with local representatives identifying a strong relationship to the area. Tangata whenua consultation suggests that there are a number of waahi tapu (including urupa) and other significant sites and areas throughout the area (not specifically located). Kai moana resources (moki, tarakihi, tamure (snapper) and hapuka) are also a significant resource valued by tangata whenua in the area, who consider that these resources are being depleted by recreational fishers.

Aropaoanui is one section of a coastal track traditionally used by Maori. The track extends from Waipatiki to the north at Waikari.

(c) Social and Cultural Values

The area is considered to have social and cultural values to the community. In particular, the area is identified as having important heritage and historical values associated with the traditional farm station operation in the area and the heritage trail along the coast. Amenity values identified with Aropaoanui include the sense of isolation and remoteness and the 'peacefulness and tranquility' of the area.

(d) Recreation and Access Values

Access along the coastal marine area is currently provided from the conclusion of the physical road. While there is a legal road ('Aropaoanui Road) around the headland and up the coast to the north, this road is currently unformed and unmarked. The access route along the coastal marine area is also considered significant as it represents a heritage trail (as discussed above). Existing land instability is currently constraining access. In addition, the lack of formal parking and signage is considered a constraint to public access.

Notwithstanding the above, it is considered that development of recreation facilities and enhanced access has the potential to conflict with natural character values (particularly the sense of wilderness and isolation) and tangata whenua values (particularly the sustainable management of kai moana resources and the protection and enhancement of waahi tapu sites). In this regard, it is considered that any enhancement of public access requires careful management.

Figure 4.2 Part II Matters: The Hastings Coastal Environment.

4.1.2. RESOURCE CONFLICTS

Taking into account the above resource values the following resource conflicts have been identified (these are ranked in terms of priority and significance):

- 1. Natural character values (as a place of wilderness and isolated from urban areas) have the potential to be adversely affected by urban land use and land use development (including papakainga development).*
- 2. Landscape values, which contribute to the natural character of the area, have the potential to be adversely affected by land use and development, particularly residential and forestry development on ridgelines, which form the 'backdrop' to the coastal environment.*
- 3. Tangata whenua values (e.g. waahi tapu sites and other taonga) have the potential to conflict with other resource values, including recreation and access, and land use and development.*
- 4. Public access to and along the coastal marine area is constrained by existing land use and development, as well as physical processes impacting on the legal road.*
- 5. Social and cultural values (including historic sites and amenity values) have the potential to be adversely affected by infrastructural constraints, including poor access to and along the coastal marine area.*
- 6. Social, cultural and landscape values have the potential to be adversely impacted by infrastructural development and land use and development (for example, the formalisation and development of the existing legal road adjacent to the coastline).*

4.1.3. IMPLEMENTATION - AROPAOANUI

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes or directives for Aropaoanui:

- Maintain and enhance the wilderness and remoteness values of Aropaoanui in recognition of both natural character values and the potential of this area to provide an alternative recreation experience for the community.*
- Limit development within the coastal environment to protect natural character values, in particular the sense of 'wilderness', and the low density and visibility of built structures within the coastal environment and on the backshore hills.*
- Maintain public access to and along the coastal marine area, recognising the importance of this area for an alternative recreation experience and for the heritage values associated with the existing coastal walkway.*

- *Vest the existing legal road reserve as public access reserve (walkway or trail) to enhance public access to and along the coastal marine area and protect the existing land use and development patterns which contribute to the natural character and landscape values of the area.*
- *Limit infrastructural development (e.g. roading) to retain the special character values (e.g. isolation and remoteness), and to provide an informal means to control use of the coastal environment to protect the natural character and tangata whenua values of the coast.*
- *Encourage local community management, including tangata whenua, of the coastal environment and facilitate the integration of this group with management within the coastal marine area (e.g. fisheries resources).*

4.2. WAIPATIKI



Figure 4.3 Waipatiki: View from Waipatiki Road

The following summarises the natural, physical and cultural values of Waipatiki, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

Existing natural character values are derived from the sense of isolation from built structures, and landscape patterns (particularly the bush clad hills which provide a backdrop to the coastal environment). Although there is a relatively developed residential area within the valley, it is largely obscured from the beach by the existing reserve and backshore dunes. The camping ground is small in scale and does not visually dominate the coastal environment. It is considered that these natural character values are resilient to further development and land use change, providing considered management is given, for example visual impact on the coastal environment.

The Waipatiki Stream, existing bush areas and reserve provide a high amenity environment, both for the cluster of residential dwellings within the settlement and for visitors driving to the beach.

These areas are also considered significant for their ecological values. It is considered that these areas have the potential to be adversely effected by land use and development (particularly infrastructure failure).

(b) Social and Cultural Values

Waipatiki is recognised as a 'special character' area, particularly by the existing community. In particular, the area is valued for the residential character, which is low density, 'bach' style with a 'casual lifestyle' image. The existing settlement is considered a 'niche' community. The camping ground, on the opposite side of the river, provides a recreation resource for residents of Napier and Hastings and the structures of the grounds are low scale and compact. It is considered that these values have the potential to be adversely effected by further residential development.

(c) Recreation and Access

Public access to the coastal marine environment is currently afforded by an extensive area of recreation reserve, providing vehicular access to the beach. A 'marginal strip' esplanade reserve provides access along the coastal marine area to the north. However, this access is not connected to Aropoanui.

4.2.2. RESOURCE CONFLICTS

Taking into account the above resource values, and as a result of the consultation for the HCES, the following resource conflicts have been identified (these are ordered in terms of priority and significance):

- 1. Unlimited public access to the coastal environment (e.g. vehicle access) is conflicting with other resources and resource values (including recreation).*
- 2. Existing infrastructure, particularly failing infrastructure, is adversely impacting on the natural character of the coastal environment (water quality and ecosystem functioning of the river and coastal 'lagoon').*
- 3. Natural character values have the potential to be threatened by land use and development and associated infrastructural investment. Conversely infrastructural investment has the potential to enhance natural character values (particularly water quality).*
- 4. The residential settlement of Waipatiki has social and cultural values for the community. These values have the potential to be adversely affected by land use and development, in particular further residential development of the settlement area.*
- 5. The aesthetic value of the Waipatiki coastal environment has the potential to be adversely affected by land use and development (e.g. forestry).*
- 6. Natural character values (including ecological values associated with the bush reserve) have the potential to conflict with recreation values and public access.*

7. *Landscape and amenity values have the potential to be adversely affected by land use and development, particularly residential development and forestry development on significant ridgelines.*

4.2.3. IMPLEMENTATION – WAIPATIKI

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes for Waipatiki:

- *Maintain and enhance the amenity of the Waipatiki coastal environment, including:*
 - *the open space of the Waipatiki Domain Reserve;*
 - *water quality of the river and lagoon; and*
 - *the picturesque approach to the coastal environment,*

in recognition of both natural character values and the potential of this area to provide an important recreation experience for the community.
- *Manage development within the coastal environment to protect and enhance its natural character values, in particular the water quality of the river and lagoon, and the relatively low density and visibility of built structures from the coast.*
- *Maintain and enhance public access to and along the coastal marine area, recognising the importance of this area for recreation and provide infrastructure to support recreation use of and public access to the coastal environment.*
- *Manage vehicle use of the coast and beach, to ensure that such use does not adversely impact on other activities within the coastal environment, in particular recreation activities and tangata whenua values.*
- *Encourage infrastructural development to enhance public access to the coastal environment and enhance natural character values, particularly the water quality of the Waipatiki River and coastal lagoon.*

4.3. TANGOIO AND WHAKAARI HEADLAND



Figure 4.4 Tangoio: Tombolo and Whakaari Headland

The following summarises the natural, physical and cultural values of Tangoio, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

Existing natural character values are derived from the sense of wild and undeveloped coastline. Although there is a small cluster of residential development on the foreshore, this settlement is small in scale and 'informal'. The tombolo between the Tangoio Bluff and Whakaari Headlands has geo-scientific significance, and has been noted in the Geo-Preservation Inventory.

(b) Landscape

The Tangoio Bluff and Whakaari Headland has been identified as a regionally significant and outstanding landscape (see Outstanding Landscape Report, Isthmus Group Ltd 1995). Landscape values are attributed to natural landform character, the integrity of the landform, and the open space characteristics of this area.

(c) Social and Cultural Values

The Landing Reserve is significant for historical values, as the area is associated with an early Pakeha whaling station.

The existing 'bach settlement' on Tangoio Beach Road is considered to have aesthetic and cultural values as a 'fishing community' settlement. It is also considered to have historic value as an example of period bach architecture. Notwithstanding these values, the settlement area is also considered by other people in the Hastings District as having a detrimental effect on the amenity values of the coastal environment.

(d) Tangata Whenua Values

The Tangoio area (and Whakaari Headland) is considered culturally significant as the point where the Takitimu waka landed for the crew to collect fresh water from a spring on Panepaua.

South of the bach settlement, there is also an extensive area of Maori Land, which extends from Tangoio Beach Road to the junction of SH2 (Maori Land blocks also extend south of SH2; the Pakuratahi land blocks).

(e) Recreation and Access

Public access to the coastal marine environment is currently afforded by public road to and along the coast (a large proportion of the legal road is unformed and crosses through Maori Land to connect to SH2 to the south).

There is an extensive area of reserve along the foreshore to the north (approximately 3.5km). The reserve area includes a number of separate reserve lots, including Recreation Reserve (managed by Hastings District Council), 'Landing Reserve' and a 'marginal strip' esplanade reserve (both managed by the Department of Conservation. The landing reserve (Whakaari Conservation Area), encompasses the Whakaari Headland and tombolo identified above.

Access along the coastal marine area to the south is considered significant providing an unimpeded walkway from the Tangoio Bluff to Napier City (crossing the Esk River).

4.3.2. RESOURCE CONFLICTS

Taking into account the above resource values, and as a result of the consultation for the HCES, the following resource conflicts have been identified (these are ordered in terms of priority and significance):

- 1. The outstanding landscape values identified have the potential to be adversely impacted by land use and development (in particular, forestry and residential development have been identified as potential threats to landscape values).*
- 2. The natural character values of Tangoio have the potential to be adversely affected by land use and development, in particular residential land use.*
- 3. Existing land use is affecting public access to and along the coastal marine area, in particular a number of baches are physically located on the public road reserve. In addition, the layout of baches on the foreshore limits parking areas and physical access routes to the beach.*
- 4. Public access to and along the coastal marine area is constrained by physical processes. Furthermore, any coastal protection works to maintain public access has the potential to adversely impact on natural character values (particularly recognises that erosion and coastal processes in themselves are considered to contribute to natural character values).*
- 5. Public access to and along the coastal marine area has the potential to conflict with Tangata Whenua values (e.g. waahi tapu sites).*

4.3.3. IMPLEMENTATION – TANGOIO

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes for Tangoio:

- *Maintain and enhance the wilderness and remoteness values of Tangoio in recognition of both natural character values and the potential of this area to provide an alternative recreation experience for the community.*
- *Limit development within the coastal environment to protect natural character and landscape values, in particular the sense of remoteness and openness.*
- *Maintain public access to and along the coastal marine area, recognising the importance of this area for an alternative recreation experience and for the heritage and social values associated with the historic whaling station and coastal walkway.*
- *Encourage local community management, including tangata whenua, of the coastal environment and ensure that culturally significant sites are protected.*
- *Encourage greater integration of the management of existing reserves (between the Department of Conservation and Hastings District Council) to provide public access to and along the coastal marine environment while protecting and enhancing those resources which contribute to natural character, social and cultural and tangata whenua values.*

4.4. WHIRINAKI

The following summarises the natural, physical and cultural values of Whirinaki, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

Although comparatively modified with a 'built' character, Whirinaki is considered to have significant natural character values specifically associated with the Esk River mouth. The Esk River is identified as a significant ecological area.

(b) Tangata Whenua Values

Tangata whenua have identified the area as a significant traditional source of kai moana for local hapu. This resource is considered degraded by pollution from surrounding land use activities.

(c) Recreation and Access

Public access to the coastal marine environment is currently afforded by public road to and along the coast. The coastal backshore is also established as a public recreation area, managed by the local community, with extensive coastal planting and the provision of public amenities (including seating and shade areas).

(d) Economic Value

The industrial node at Whirinaki contributes significant economic value to the Hawkes Bay Region. This physical resource has the potential to be adversely affected by adjoining land use (in particular the residential area of Whirinaki). Given the significance of both resources, adequate visual and odour buffering will be important.

4.4.2. RESOURCE CONFLICTS

Taking into account the above resource values, and as a result of the consultation for the HCES, the following resource conflicts have been identified (these are ordered in terms of priority and significance):

- 1. Tangata Whenua values (particularly kai moana resources) are being adversely impacted by degraded water quality, attributed to surrounding land use activities (in particular local iwi identify the nearby pulp mill as a potential source of pollution).*
- 2. Natural character values have the potential to be adversely impacted by land use and development, in particular the extension of residential land use to the south (Esk River mouth).*
- 3. Infrastructure (or the failing of existing infrastructure) has the potential to adversely impact on natural character, in particular water quality.*
- 4. The potential of the Whirinaki industrial zone could be compromised by inappropriate development nearby (e.g. residential users).*

4.4.3. IMPLEMENTATION – WHIRINAKI

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes for Whirinaki:

- *Encourage land use and development surrounding Whirinaki to manage discharge (both point source and diffuse) to ensure that any such discharge does not adversely impact on water quality in the coastal environment. In particular, this concerns:*
 - *Development of infrastructure for wastewater disposal at Whirinaki;*
 - *Management of stormwater discharge from the residential settlement at Whirinaki;*
 - *Land use management within the Whirinaki industrial zone.*
- *Provide for residential development within the coastal environment while ensuring that the natural character values of the Esk River and the special character values of the existing settlement are not adversely affected.*

- *Recognise the economic importance of the Whirinaki Industrial zone and ensure the potential of this zone is not compromised by incompatible development of land use in surrounding areas.*
- *Encourage infrastructural investment where this will maintain and enhance water quality of the coastal environment and will not detract from those elements of the coastal environment of special character value.*

4.5. WAITANGI / NGARURORO

The following summarises the natural, physical and cultural values of Waitangi, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

The Waitangi Estuary has been identified as a special character landscape area of regional significance (see Outstanding Landscapes Report, Isthmus Group Ltd, 1995). In particular, the confluence of the Ngaruroro and Tutaekuri Rivers is recognised as the most complex river estuary on the Heretaunga Plains, with the estuary, wetlands and associated shingle banks providing significant habitat for a number of bird species and other indigenous fauna. Although the surrounding vicinity includes a large area of industrial development, the area is also considered to have 'wilderness' values associated with the shingle banks and wetlands, from within the coastal environment.

On the southern side of the Ngaruroro River Mouth, is the Ngaruroro River-Mouth Wildlife Refuge, which is currently managed by the Department of Conservation for its wildlife and ecological values. Significant fauna in this area include the Australian brown bittern, banded dotteral, black-fronted dotteral, pied stilt, and white-fronted terns.

(b) Social and Cultural Values

The area is considered to have high cultural significance associated with European colonisation of the Hawke's Bay Region. On the northern side of the Ngaruroro/Tutaekuri River Mouth the Colenso Mission was established. William Colenso was a founding missionary in the Hawke's Bay Region.

(c) Tangata Whenua Values

Tangata whenua have identified the area as significant to Ngati Kahungunu. The area continues to be an important source of kai moana (inanga at the river and kahawai).

(d) Recreation and Access

Public access is afforded by the Waitangi Road Local Purpose Reserve (managed by the Hawke's Bay Regional Council). While the principle purpose of this reserve is for river control the area has been developed for public access and is a popular spot for recreation activities (notably fishing).

4.5.2. RESOURCE CONFLICTS

Taking into account the above resource values, and as a result of the consultation for the HCES, the following resource conflicts have been identified (these are ordered in terms of priority and significance):

- 1. Industrial land use activities have the potential to impact on and adversely affect the natural character values of the coastal environment. In particular, visual intrusion of industrial activities within the coastal environment and impacts on water quality of the coastal marine area are considered significant.*
- 2. Tangata whenua values (particularly the collection of kai moana) has the potential to conflict with natural character values (particularly areas of restricted access for the wildlife refuge and gannet colony);*
- 3. Public access to and along the coastal marine area has the potential to conflict with natural character values (particularly areas of restricted access for the wildlife refuge and gannet colony).*

4.5.3. IMPLEMENTATION – WAITANGI / NGARURORO

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes for Waitangi / Ngaruroro:

- Manage and encourage the management of land use and development both within and in the vicinity of the Ngaruroro Wetlands to ensure that activities do not detract from the sense of wilderness and natural character values of the area.*
- Maintain public access to and along the coastal marine area, where this does not compromise the natural habitat for indigenous fauna and other significant ecosystems within the Ngaruroro wetlands and wildlife refuge.*
- Encourage tangata whenua involvement in the management and protection of the Ngaruroro wetland and coastal environment to provide recognition for tangata whenua values in the area.*

4.6. HAUMOANA



**Figure 4.5 Haumoana Lagoon:
Significant Natural Character and
Amenity Values**

The following summarises the natural, physical and cultural values of Haumoana, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

While the coastal environment of Haumoana is recognised as modified, including the presence of residential activities along the backshore, a number of specific areas of value have been identified. The Tukituki River mouth and lagoon has been identified as a significant habitat for a number of fish and bird species (including the threatened Caspian Tern). The area is also identified as an important environment for fish spawning.

(b) Social and Cultural Values

The area is considered to have special character and amenities values, particularly by those people resident within Haumoana. It is important to note that while some of the Hastings District considers the area to have special character value, other members of the District do not.

The coastal environment is also considered to have special character and aesthetic value, in particular the picturesque lagoon.

(c) Tangata Whenua Values

There are a number of pa sites surrounding the Haumoana and Te Awanga area, including Waipukureku, Matahiwi and Te Kauhanga, as well as a number of existing Marae. Local hapu have indicated that the area remains important for kai moana (kahawai and flatfish).

(d) Recreation and Access

Public access is afforded to Haumoana by the public road, with a parking area at the beach. There is also a recreation reserve within the coastal environment. Physical access along the coastal marine area is provided along the beach front.

4.6.2. RESOURCE CONFLICTS

Taking into account the above resource values, and as a result of the consultation for the HCES, the following resource conflicts have been identified (these are ordered in terms of priority and significance):

- 1. Land use and development, including failing infrastructure, is adversely impacting on the natural character of the Haumoana coastal environment as pollution (e.g. discharge to water and household refuse) is adversely impacting on the functioning of the lagoon.*
- 2. Physical processes and protection works are conflicting with tangata whenua values. For example, the restricted access to the Tukituki River as a result of the river protection controls, restricts local hapu access to kai moana.*
- 3. The special character of the residential area has social and cultural value, which has the potential to conflict with land use and residential development.*
- 4. The protection works associated with physical processes (e.g. the recent concrete groin) along the foreshore may adversely impact upon amenity values of the coastal environment.*
- 5. Natural character values (ecological values of the lagoon) have the potential to be adversely affected by infrastructure (particularly infrastructural limits), recreation and public access, land use and development and potentially with hazard protection works.*

4.6.3. IMPLEMENTATION – HAUMOANA

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes for Haumoana:

- Enhance the natural functioning of the lagoon at Haumoana by encouraging sustainable land use practices both within and in the vicinity of the Haumoana coastal environment (i.e. along the Tukituki River).*
- Promote the integrated management of resources within the Haumoana coastal environment, including involvement of the local community and tangata whenua.*
- Encourage land use and development surrounding Haumoana to manage discharges to ensure that they do not adversely impact on water quality in the coastal environment. In particular, this concerns infrastructure for wastewater disposal at Haumoana.*

4.7. TE AWANGA



Figure 4.6 Te Awanga: Expansive Shingle Beach Extending to Cape Kidnappers

The following summarises the natural, physical and cultural values of Te Awanga, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

While the coastal environment of Te Awanga is largely modified, the area has been identified for specific natural character values, related to the presence of significant indigenous fauna and flora. For example, the Maraetotara River mouth and associated lagoon has been identified as a significant habitat for the rare Gossamer Damselfly and at Te Awanga a rare shore creeper has been identified.

(b) Social and Cultural Values

As with Haumoana, the residential area of Te Awanga is considered to have special character and amenities values, particularly by the resident population. However, again it is important to note that while some people in the Hastings District considers the area to have special character value, other members of the District do not.

The coastal environment is also considered to have special character and aesthetic value, in particular the picturesque lagoon. Unlike Haumoana, this lagoon is largely a feature of the residential coastal environment.

(c) Tangata Whenua Values

As with Haumoana, there are a number of pa sites and other significant sites and areas within the vicinity of Te Awanga.

In addition, local hapu have indicated that the area was traditionally an important one for kai moana (shellfish), but that recent environmental degradation has resulted in the loss of this resource, which in turn results in a loss of mana for these hapu.

(d) Recreation and Access

Due to the close proximity of Te Awanga to the urban centre of Hastings, the coastal environment is considered important for public access. As with Haumoana, there is currently public access points to the coastal environment. Access along the coastal marine area is again largely pedestrian.

4.7.2. RESOURCE CONFLICTS

Taking into account the above resource values, and as a result of the consultation for the HCES, the following resource conflicts have been identified (these are ordered in terms of priority and significance):

- 1. Social, cultural and tangata whenua values (e.g. recreation and kai moana resources) have been degraded by pollution from surrounding land use activities (both within the coastal environment and in the vicinity of the area).*
- 2. Significant sites to tangata whenua have the potential to be adversely impacted upon by urban land use and land use development, for example the expansion of lifestyle blocks on pa sites and by rural activities, particularly forestry development.*
- 3. The special character of the residential area has the potential to conflict with land use and residential development.*

4.7.3. IMPLEMENTATION – TE AWANGA

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes for Te Awanga:

- Enhance water quality of the coastal environment by encouraging sustainable land use practices both within and in the vicinity of Te Awanga. In particular, this concerns infrastructure for wastewater disposal in residential Te Awanga.*
- Promote the integrated management of resources within the Te Awanga coastal environment, including involvement of the local community and tangata whenua.*

4.8. CLIFTON

The following summarises the natural, physical and cultural values of Clifton, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

While the coastal environment of Clifton is largely modified, the area has been identified for specific natural character values, in particular as a visual and physical entrance to Cape Kidnappers.

(b) Social and Cultural Values

Clifton has been identified as an important 'holiday' area in the Hastings coastal environment, with a number of residents of Hastings associating with the camping ground.

The existing station at Clifton also has heritage value, representing the historic rural economy of the Hastings area.

(c) Tangata Whenua Values

As with the natural character values identified above, Clifton is considered significant by tangata whenua due to its relationship with Cape Kidnappers (as an accessway and entrance). In addition, Clifton is part of a traditional coastal walkway from the south, which traditionally linked communities along the Hastings coast.

(d) Recreation and Access

Due to the close proximity of Clifton to the urban centre of Hastings, the coastal environment is considered important for public access. The area is valued for fishing and swimming. In terms of access, Clifton is also the key entrance point to the Cape Kidnappers coastal environment. Current public access is gained through the camping ground and parking is available within the camping ground for those people walking through to the Cape.

4.8.2. RESOURCE CONFLICTS

Taking into account the above resource values, and as a result of the consultation for the HCES, the following resource conflicts have been identified (these are ordered in terms of priority and significance):

- 1. The natural character values (landscape and seascape) have the potential to be adversely impacted by existing land use and coastal protection works. This is considered a high priority due to the relationship between Clifton and the outstanding landscape of Cape Kidnappers.*
- 2. Public access to and along the coastal marine areas is potentially constrained by land use and development, including the existing camping ground and coastal protection works.*

3. *The amenity values of the coastal environment are being adversely affected by the existing coastal protection works along the foreshore.*

4.8.3. IMPLEMENTATION – CLIFTON

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes for Clifton:

- *Maintain and enhance public access to the coastal environment from Clifton, in particular through the camping ground, in recognition of the importance of this area as the gateway to Cape Kidnappers.*
- *Enhance the amenity values of the coastal environment of Clifton, in recognition of the relationship between this area and the Outstanding Landscape of Cape Kidnappers. In particular, the visual appearance of Clifton as a 'gateway' to the Cape needs to be enhanced and promoted.*

4.9. CAPE KIDNAPPERS



Figure 4.7 Cape Kidnappers: An Icon for Hastings

The following summarises the natural, physical and cultural values of Cape Kidnappers, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

Cape Kidnappers is recognised as an area of highly significant natural character value. Elements contributing to this include:

- *The scenic cliffs which expose the tectonic activity which created them;*
- *The presence of significant indigenous fauna (including gannet, terns and the spotted shag);*

- *Landscape values (see below); and*
- *Cultural values (also discussed below).*

(b) Landscape Values

The landscape of Cape Kidnappers has been identified as 'Outstanding' and of international significance (see Outstanding Landscapes Report, Isthmus Group 1995). This landscape represents an icon for the Hawke's Bay, with an unbroken silhouette landform viewed from Hastings.

(c) Social and Cultural Values

Cape Kidnappers is considered a significant area for the community of Hastings and the wider Hawke's Bay. The area and landscape is recognised as an 'icon' for the area and contributes to the 'sense of place' for the region.

(d) Tangata Whenua Values

Cape Kidnappers is considered to have significant value to tangata whenua, with a number of waahi tapu sites within the area (including urupa). The name of the area also demonstrates its significance in Maori traditional knowledge systems: Te Ika a Maui, the fish hook of Maui, refers to the hook that was used by Maui when he dragged the North Island up from the sea.

(e) Recreation and Access

Public access to the Cape is currently afforded at low tide along the coastal marine area from Clifton. The access route is used by vehicles and pedestrians who travel to the Cape and is important both in terms of recreation and tourism.

4.9.2. RESOURCE CONFLICTS

Taking into account the above resource values, and as a result of the consultation for the HCES, the following resource conflicts have been identified (these are ordered in terms of priority and significance):

- 1. The outstanding landscape values have the potential to be adversely affected by rural land use activities (e.g. residential and or forestry activities), which would detract from the silhouette characteristics of the existing landform.*
- 2. Public access (particularly vehicular access) to and along the coastal marine area is adversely impacting on other significant resources, particularly tangata whenua values and natural ecosystems.*
- 3. Natural character values (landscape, ecological values of the gannet colony and sites of cultural significance) have the potential to be adversely affected by recreation and tourism use.*

4.9.3. IMPLEMENTATION – CAPE KIDNAPPERS

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes for Cape Kidnappers:

- *Manage and control land use and development to protect and enhance those characteristics of the landscape which contribute to the outstanding landscape values and social and cultural values.*
- *Maintain and enhance access to the coastal environment of Cape Kidnappers except where such access will compromise significant natural character and tangata whenua values.*
- *Encourage greater involvement of territorial and regional authorities, the Department of Conservation and tangata whenua in the management of the Cape Kidnappers coastal environment in recognition of the significant values of this area.*

4.10. OCEAN BEACH



Figure 4.8 Ocean Beach: Wild, Expansive Coast, view-point from Ocean Beach Road

The following summarises the natural, physical and cultural values of Ocean Beach, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

Ocean Beach has been identified as an area of high natural character value. Elements contributing to these values include:

- *An area of 'wild' or remote coast with an expansive coastline, ocean vista, rugged backshore hills and undeveloped northern expanse;*

- *The dunes to the north of Waipuka Stream have been identified by the Department of Conservation as an important ecological and conservation area (large intact dunes comprising pingao and habitat for coastal birds (including the banded dotteral, reef heron and skinks);*
- *The marine environments, both at the northern end of Ocean Beach and to the south of Waipuka stream, have been identified as areas of significance by the Regional Council.*

(b) Landscape Values

The landscape at Ocean Beach is considered to have regional and district wide significance. A number of landscape assessments have been undertaken for Ocean Beach, including those by Isthmus Group 1997, LA4 1994 and Stephen Brown Landscape Architects 1999. Key elements of the coast recognised for their landscape value include the dunes and sense of wilderness, the undeveloped rural character, the bold hills and pastoral landscape, and the compact and discrete layout of the 'bach' settlement.

(c) Social and Cultural Values

Ocean Beach is considered to have high social and cultural values, both for historic value (e.g. the Haupouri Station) and amenity values (e.g. the 'bach' settlement, which is considered picturesque by some members of the community and an 'eyesore' by others, and the special character of the coast, which is considered quiet/peaceful and interesting/scenic).

(d) Tangata Whenua Values

Ocean Beach is identified as an area of significance to tangata whenua and local hapu. There are a number of waahi tapu sites and areas within the Ocean Beach coastal environment (including urupa among the sand dunes to the north of the beach). The area is considered an important source of kai moana, including shellfish and fisheries. The area includes Maori Land Title blocks which provide local hapu connection to their ancestral lands and provides for the relationship of tangata whenua to their culture and traditions.

(e) Recreation and Access

Ocean Beach is identified as an important recreation resource for residents of both Hastings and Napier, with high numbers of people visiting the beach in the summer periods. Access to the coastal environment is currently afforded by 'public road' (which crosses through Maori Land) and there is an informal parking area for vehicles. Access along the coastal marine area is provided by the beach and there is an area of reserve ('marginal strip') along the dunes north of Waipuka Stream.

4.10.2. RESOURCE CONFLICTS

Taking into account the above resource values, and as a result of the consultation for the HCES, the following resource conflicts have been identified (these are ordered in terms of priority and significance):

- 1. The special residential character of the 'bach' settlement has the potential to conflict with other resources and resource values, including natural character values (including water quality), and recreation and public access. In addition, these values have the potential to be adversely affected by land use and development.*
- 2. Tangata whenua values (waahi tapu sites and other taonga) are potentially adversely impacted by public access to and along the coastal environment (for example, kai moana resources (pipi beds) and urupa are being destroyed by vehicles). In addition, there is potential conflict between infrastructure and tangata whenua values, as options for roading access may require acquisition/use of Maori Land.*
- 3. Natural character values (perceptions of wilderness and untamed 'nature', the ecological values of the sand dune complex at the northern end of the beach, the landscape and seascape) have the potential to be adversely impacted by land use development, and public access and recreation use.*
- 4. Public access (particularly vehicular access) to and along the coastal marine area is adversely impacting on other significant resources, particularly tangata whenua values and natural ecosystems.*
- 5. Significant landscape values have the potential to be adversely affected by residential activities and land use and development. In addition, the landscape values of the 'bach' settlement have the potential to conflict with economic development and management of the natural and physical environment (e.g. the characteristic layout of the settlement is largely attributed to a lack of planning and infrastructural development).*

4.10.3. IMPLEMENTATION – OCEAN BEACH

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes for Ocean Beach:

- Maintain and enhance the sense of wilderness and remote open space of the Ocean Beach coastal environment in recognition of the natural character and social/cultural values.*
- Protect the natural dune system, including the ecological systems, archaeological sites and the natural functioning of these dunes as a response to coastal processes.*
- Enhance water quality of the coastal environment by encouraging sustainable land use practices both within and in the vicinity of Ocean Beach. In particular, this concerns infrastructure for wastewater and stormwater disposal in the existing 'bach settlement' and any future residential activities.*

- *Promote the integrated management of resources within the Ocean Beach coastal environment, including involvement of the local community and tangata whenua.*
- *Avoid development within the major visual catchments of Ocean Beach in recognition of landscape and social/cultural values. In particular, avoid development visible from key viewpoints and from the beach.*
- *Maintain and enhance public access to and along the coastal marine area, except where this adversely impacts on natural character and tangata whenua values.*

4.11. WAIMARAMA



Figure 4.9 Waimarama: Bare Island

The following summarises the natural, physical and cultural values of Waimarama, in terms of those matters of Part II of the RMA:

(a) Natural Character Values

Waimarama has been identified as an area of high natural character value. Elements contributing to these values include:

- *The marine environment to the north has been identified by the Regional Council and significant.*
- *Bare Island to the south of Waimarama is considered a significant conservation area (providing habitat for seals, lizards and penguin) as well as providing landscape value to the coastal environment.*

(b) Social and Cultural Values

Waimarama is considered to have high social and cultural values, both for historic value (e.g. as a coastal settlement area) and for amenity values (e.g. the special character of the coast, which is considered quiet/peaceful and interesting/scenic).

The urban settlement is also recognised as an important community centre, with a local school and church providing for peoples economic and social well-being.

(c) Tangata Whenua Values

Waimarama is identified as an area of significance to tangata whenua and local hapu. There are a number of waahi tapu sites and areas within the Waimarama coastal environment (including urupa to the south of the beach). The area is considered an important source of kai moana, including shellfish and fisheries, with a marine reserve along the Waimarama Beach established to protect kai moana resources). The area also includes Maori Land Title blocks, particularly to the north, which provide local hapu connection to their ancestral lands and provides for the relationship of tangata whenua to their culture and traditions.

(d) Recreation and Access

Waimarama is identified as an important recreation resource for residents of both Hastings and Napier, with high numbers of people visiting the beach in the summer periods, both as day visitors and holiday makers. Access to the coastal environment is provided through a number of reserves along the coast, particularly at the southern, 'urban' section of the beach. Vehicle access to and along the coastal marine area is afforded at the boat ramp to the south.

4.11.2. RESOURCE CONFLICTS

Taking into account the above resource values, and as a result of the consultation for the HCES, the following resource conflicts have been identified (these are ordered in terms of priority and significance):

- 1. Natural character and amenity values have the potential to be adversely affected by land use and development, particularly residential development and forestry development on significant ridgelines.*
- 2. Special character and amenity values have the potential to conflict with tangata whenua values and economic value (including potential papakainga interests), physical processes (i.e. erosion and its impact on the beach), and infrastructural investments.*
- 3. Tangata whenua values (waahi tapu sites and other taonga) are potentially adversely impacted by public access to and along the coastal environment (for example, kai moana resources (pipi beds) and urupa are being destroyed by vehicles), coastal processes (e.g. erosion) and recreation values.*

4.11.3. IMPLEMENTATION – WAIMARAMA

On the basis of the strategic objectives and policies, and the specific priorities identified, the following summarises the key management outcomes for Waimarama:

- Protect the natural dune system, including the ecological systems, archaeological sites and the natural functioning of these dunes as a response to coastal processes.*

- *Enhance water quality of the coastal environment by encouraging sustainable land use practices both within and in the vicinity of Waimarama.*
- *Provide for residential development within the coastal environment while ensuring adequate infrastructure is provided and that the natural character and amenity are not adversely affected.*
- *Promote the integrated management of resources within the Waimarama coastal environment, including involvement of the local community and tangata whenua.*
- *Maintain and enhance public access to and along the coastal marine area, except where this adversely impacts on natural character and tangata whenua values.*

4.12. RURAL COAST

There are extensive areas along the Hastings coast which currently have restricted public access. While a number of these areas comprise rock and hard coast there are also 'beach' areas (in particular this includes the area of coastline between Waipatiki and Tangoio (locally described as 'Tails Beach') and between Ocean Beach and Cape Kidnappers.

Due to the difficulty of access and the private property rights of surrounding land, little assessment has been possible of these rural coastal areas. In most cases, few significant resource conflicts currently confront management of these areas of the coastal environment. Notwithstanding this, it is recognised that many areas of the rural coast will have significant resources and resource values, which warrant recognition under Part II of the RMA. Accordingly, it is considered that the following precautionary management outcome is appropriate for land use management of the rural coastal environment.

- *To provide for the assessment of Part II matters of the RMA in those areas of the rural coast at the time of any proposed subdivision, use or development (requiring resource consent from the Hastings District Council), to ensure that these resources and resource values are afforded appropriate recognition.*

5. SUMMARY: IMPLEMENTATION AND FUTURE WORK

The RMA sets out the manner in which Council and other statutory agencies shall manage and control the use and development of natural and physical resources. The principle of this approach is to ensure the sustainable management of natural and physical resources. Within this approach there are a number of specific matters which are afforded particular consideration and protection, these are the particular subject of this technical paper.

The strategy parameters and suggested directions identified in sections 3 and 4 must be combined with findings from the PAPS and the remaining technical papers to formulate an integrated strategy for coastal environmental management, land use planning, asset and infrastructural planning and investment and recreation planning. It is intended that the findings from this process will be formulated in the Hastings Coastal Environment Strategy.

In addition, the following specific actions are recommended in regard to the recognition, management and protection of those matters identified in Part II of the RMA:

- That area specific Strategy and Structure Plans be prepared for any areas of residential and/or recreation development (e.g. Waipatiki, Whirinaki, Te Awanga, Clifton, Ocean Beach and Waimarama) to ensure that those matters identified in this report are recognised, provided for and where warranted protected.*
- That discussions be held with Napier City Council, Hawke's Bay Regional Council and the Department of Conservation regarding the potential to integrate management and conservation approaches (e.g. Aropoanui, Tangoio, Whirinaki, Waitangi/Ngaruroro, Haumoana, Clifton, Cape Kidnappers, Ocean Beach and Waimarama).*
- That discussions be held with local Iwi and other tangata whenua groups to canvas options for greater tangata whenua involvement in management and monitoring programmes in the coastal environment, in particular Aropoanui, Waitangi/Ngaruroro, Tangoio, Haumoana, Cape Kidnappers, Ocean Beach and Waimarama.*
- That monitoring and assessment is undertaken in regard to Part II matters, for those areas of the rural coast when public access to these areas is proposed, or where new development proposals or pressures emerge.*