



# Section 32 report: coastal environment (including public access)

Quality for Life



greater WELLINGTON  
REGIONAL COUNCIL

Environment





# Section 32 Report

## Coastal Environment

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# Contents

<b>1.</b>	<b>Introduction</b>	<b>1</b>
1.1	Structure of this report	2
<b>2.</b>	<b>Regionally significant issues</b>	<b>5</b>
<b>3.</b>	<b>Extent to which the objectives are the most appropriate</b>	<b>7</b>
3.1	Objective 3	7
3.2	Objective 4	10
3.3	Objective 5	12
3.4	Objective 6	14
3.5	Objective 7	17
3.6	Objective 8	21
3.7	Analysis of which are the most appropriate objectives	24
<b>4.</b>	<b>Evaluation of policies and methods to achieve Objective 3</b>	<b>28</b>
4.1	The range of policy and method options to achieve Objective 3	28
4.1.1	Regulatory direction to district and/or regional plans	28
4.1.2	Regulatory direction as to matters to be given particular regard in resource management decision making	29
4.1.3	Non-regulatory options	29
4.1.4	Doing nothing	29
4.2	Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 3	30
4.3	Selection of most appropriate policy and method options to achieve Objective 3	37
4.4	Discussion on selected options	38
4.5	Risk of acting or not acting if information is uncertain or insufficient	40
<b>5.</b>	<b>Most appropriate policies and methods to achieve Objective 4</b>	<b>41</b>
5.1	The range of policy and method options to achieve Objective 4	41
5.1.1	Regulatory direction to district and/or regional plans	41
5.1.2	Regulatory direction as to matters to be given particular regard in resource management decision making	42
5.1.3	Non-regulatory options	42
5.1.4	Doing nothing	43
5.2	Evaluation as to effectiveness and efficiency of the policy and method options to achieve Objective 4	44
5.3	Selection of most appropriate policy and method options to achieve Objective 4	56
5.4	Discussion on selected options	58
5.5	Risk of acting or not acting if information is uncertain or insufficient	61
<b>6.</b>	<b>Most appropriate policies and methods to achieve Objective 5</b>	<b>63</b>
6.1	Description of the range of policy and method options to achieve Objective 5	63
6.1.1	Regulatory direction to district and/or regional plans	63
6.1.2	Regulatory direction as to matters to be given particular regard in resource management decision making	63

6.1.3	Non-regulatory options	64
6.1.4	Doing nothing	65
6.2	Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 5	66
6.3	Selection of most appropriate policy and method options to achieve Objective 5	74
6.4	Discussion on selected options	75
6.5	Risk of acting or not acting if information is uncertain or insufficient	76
<b>7.</b>	<b>Most appropriate policies and methods to achieve Objective 6</b>	<b>78</b>
7.1	Description of the range of policy and method options to achieve Objective 6	78
7.1.1	Regulatory direction to district and/or regional plans	78
7.1.2	Regulatory direction as to matters to be given particular regard in resource management decision making	79
7.1.3	Non-regulatory options	79
7.1.4	Doing nothing	79
7.2	Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 6	80
7.3	Selection of the most appropriate policy and method options to achieve Objective 6	88
7.4	Discussion on selected options	89
7.5	Risk of acting or not acting if information is uncertain or insufficient	90
<b>8.</b>	<b>Most appropriate policies and methods to achieve Objective 7</b>	<b>92</b>
8.1	Description of the range of policy and method options to achieve Objective 7	92
8.1.1	Regulatory direction to district and/or regional plans	92
8.1.2	Regulatory direction as to matters to be given particular regard in resource management decision making	92
8.1.3	Non-regulatory options	93
8.1.4	Doing nothing	93
8.2	Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 7	94
8.3	Selection of the most appropriate policy and method options to achieve Objective 7	99
8.4	Discussion on selected options	99
8.5	Risk of acting or not acting if information is uncertain or insufficient	101
<b>9.</b>	<b>Evaluation of policies and methods to achieve objective 8</b>	<b>103</b>
9.1	The range of policy and methods options considered	103
9.1.1	Regulatory direction to district and/or regional plans	103
9.1.2	Regulatory direction as to matters to be given particular regard in resource management decision making	103
9.1.3	Non-regulatory options	104
9.1.4	Doing nothing	104
9.2	Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 8	105
9.3	Selection of most appropriate policy and method options to achieve Objective 8	112
9.4	Discussion of options	113

9.5	Risk of acting or not acting if information is uncertain or insufficient	114
	<b>Appendix 1: Criteria used to determine regionally significant issues</b>	<b>116</b>
	<b>Appendix 2: References</b>	<b>117</b>



## 1. Introduction

This report presents the Section 32 evaluation in accordance with the Resource Management Act 1991, “Consideration of alternatives benefits and costs” for the proposed Regional Policy Statement on the topic of the coastal environment. Section 32 states:

32 *Consideration of alternatives, benefits, and costs*

*(1) In achieving the purpose of this Act, before a proposed plan, proposed policy statement, change, or variation is publicly notified, a national policy statement or New Zealand coastal policy statement is notified under section 48, or a regulation is made, an evaluation must be carried out by—*

.....

*(c) the local authority, for a policy statement or a plan (except for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of Schedule 1); or*

*(3) An evaluation must examine—*

*(a) the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and*

*(b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*

....

*(4) For the purposes of [[the examinations referred to in subsections (3) and (3A)]], an evaluation must take into account—*

*(a) the benefits and costs of policies, rules, or other methods; and*

*(b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.*

*(5) The person required to carry out an evaluation under subsection (1) must prepare a report summarising the evaluation and giving reasons for that evaluation.*

*(6) The report must be available for public inspection at the same time as the document to which the report relates is publicly notified or the regulation is made.*

## 1.1 Structure of this report

Section 2 of this report outlines the regionally significant issues identified and the process of identification.

Section 3 outlines the objectives proposed in response to each issue and evaluates the appropriateness of each objective in accordance with the Resource Management Act.

Sections 4 to 9 evaluate the appropriateness of the policy and method options proposed to achieve each of the objectives respectively. When evaluating the policy and method options, the range of options available is outlined first, and then each option is evaluated.

There are four types of options discussed in each instance. These are:

(a) Regulatory direction to district and/or regional plans

This is where a regional policy directs matters that must be provided for within district and/or regional plans. The method sets out when the provisions are to be included.

(b) Regulatory direction as to matters to be given particular regard in resource management decision making

This is where a regional policy sets out specific matters that are to be given “particular regard” when making resource management decisions. The method sets out when these matters are to be considered. This may include resource consent decisions, decisions on notices of requirements or when making decisions about reviewing, varying, replacing or otherwise changing district and/or regional plans.

(c) Non-regulatory options

This is where a regional policy and a method specifies non-regulatory programmes or action that will be put in place. The non regulatory methods include:

- provision of information or guidance
- integrating management
- identification or investigation
- providing support.

(d) Doing nothing

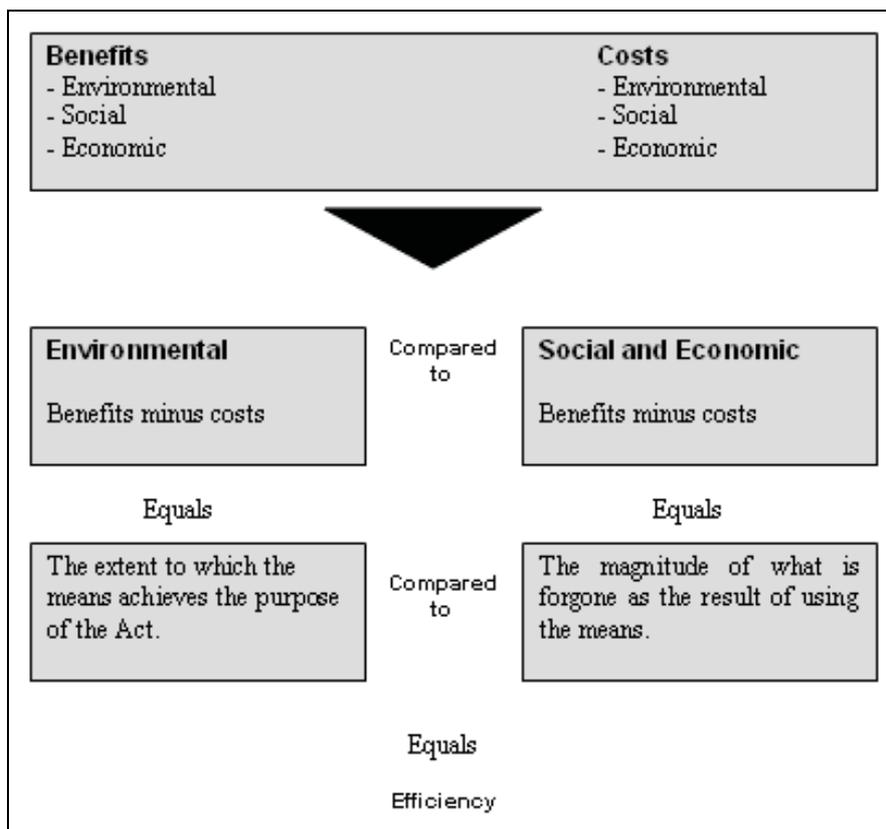
This is where no intervention, either regulatory or non-regulatory will occur.

Determining the most appropriate policies and methods is based on an assessment of the *effectiveness* and *efficiency* of the policy and method options,

and the risks of acting or not acting when there is uncertain or insufficient information.

*Effectiveness* is a measure of how much influence a resource management intervention has or how successful it is in addressing the issues, in terms of achieving the desired environmental outcome. Effectiveness is a cumulative value, derived from the range of types and scope of influences or impacts of an intervention, towards achieving intended results and environmental outcomes. The effectiveness of an option is not able to be assessed as an absolute value. Rather, options are appraised as to whether they exhibit the qualities which contribute to ‘effectiveness’ and to what degree, and a determination is made as to the cumulative effect of the pertinent attributes in terms of high, medium or low ‘effectiveness’.

When evaluating the *efficiency* of the policy and method options both the benefits (social, economic and environmental) and costs (social, economic and environmental) are outlined. Each option is then deemed to be either efficient or inefficient. The following diagram outlines how this assessment is undertaken.



**Figure 1: Deriving efficiency from benefits and costs**

The evaluation of ‘efficiency’ will result in either a positive or negative result in terms of efficiency. Alternatively, if efficiency is expressed as a cost/benefit ratio, it will be either greater than or less than 1. In the event the ratio is considered to be less than 1, the option can be considered efficient, in that the sum of the benefits outweigh the sum of the costs. In the event the ratio is deemed to be greater than 1, the option can be considered to be inefficient, in

that the sum of the costs outweigh the sum of the benefits. It is important to note that in this evaluation of 'efficiency', absolute values for each of the variables considered pertinent (i.e. identified as either a cost or a benefit within the evaluation of the options) are not available. Rather, the analysis has endeavoured to present an accurate appraisal of the relative costs and benefits between the options, in order to determine which are efficient and which are not. A simple yes or no is used to differentiate the options as efficient or inefficient.

## 2. Regionally significant issues

As part of the review for the coastal environment chapter, in the Regional Policy Statement for the Wellington Region 1995, the regionally significant resource management issues were evaluated and reviewed using:

- Measuring Up: The state of the environment report for the Wellington Region (2005) and the Coastal Environment background report (2006)
- The Regional Policy Statement Evaluation Report for the Coastal Environment (2006)
- Our region – their future: A discussion document on the review of the Regional Policy Statement for the Wellington Region (2006)
- Criteria to ensure the issues are regionally significant, are ‘resource management’ matters, and are appropriate for inclusion in the Regional Policy Statement (see Appendix 1 for a copy of the criteria).

The resulting issues recommended for inclusion in the proposed Regional Policy Statement on the coastal environment are:

### Issue 1: Adverse effects on natural character of the coastal environment

The natural character of the region’s coastal environment has been, and continues to be, adversely affected by activities such as earthworks, changes in land use and the placement of structures.

### Issue 2: Coastal water quality and ecosystems

Discharges of stormwater, sewage, sediment and other contaminants to the coast are adversely affecting the health of coastal ecosystems, the suitability of coastal water for recreation and shellfish gathering, mauri and amenity.

### Issue 3: Human activities interfere with natural coastal processes

Human activities have modified and continue to interfere with natural physical and ecological coastal processes. For example:

- (a) Seawalls alter sediment movement along beaches and estuaries and can cause erosion problems in some areas, and deposition problems in others.
- (b) Sand dunes and dune vegetation are being destroyed by development, vehicles, and trampling by people and animals.
- (c) Some land uses and earthworks can cause increased rates of sedimentation in low energy receiving environments, smothering aquatic life, for example in Porirua Harbour.

#### Issue 4: Public access to and along the coastal marine area, lakes and rivers

There have been inconsistent approaches to the taking of access strips or esplanade reserves as part of subdivisions. This has meant that public access to and along the coastal marine area, lakes and rivers is not always provided, or has been provided in places where people can not take advantage of it. Even where physical access is available, it is not always possible if access ways are not well maintained.

### **3. Extent to which the objectives are the most appropriate**

For the topic ‘coastal environment’ there are 6 objectives proposed. They are:

Objective 3: Habitats and features in the region’s coastal environment are protected because of their significant indigenous biodiversity, recreational, cultural, historical or landscape values.

Objective 4: The natural character of the coastal environment is protected from the adverse effects of inappropriate subdivision, use and development.

Objective 5: Areas of the coastal environment where natural character has been degraded are restored and rehabilitated.

Objective 6: The quality of coastal waters is maintained and enhanced to a level that is suitable for the health and vitality of coastal and marine ecosystems.

Objective 7: The integrity, functioning and resilience of physical and ecological processes in the coastal environment are protected from the adverse effects of land use and development.

Objective 8: Public access to and along the coastal marine area, lakes and rivers is enhanced.

To follow is an assessment outlining the extent to which each of the coastal environment objectives are the most appropriate way to achieve the purpose of the Resource Management Act.

#### **3.1 Objective 3**

*Objective 3: Habitats and features in the region’s coastal environment are protected because of their significant indigenous biodiversity, recreational, cultural, historical or landscape values.*

- Objective 3 addresses a key aspect of Issue 1, by seeking to protect habitats and features which have specified significant values which contribute to the natural character of the coastal environment. It does not address directly the activities which may cause adverse effects, but it goes some way towards addressing the Issue, by protecting important values that could be adversely affected. The specified values are noted in sections 6 and 7, in Part II of the Resource Management Act.
- Measuring up (2005), the state of the environment report for the Wellington region reported that although district plans and the Regional Coastal Plan had done a good job of protecting landscape and geological values, they did less well at protecting ecological values which are under a constant pressure from weeds and human recreation. Natural ecological processes are also being disrupted by building inappropriate structures, through behaviour like driving on dunes and beaches, and by pollution. Many sites of high ecological significance identified by Boffa Miskell on the Wairarapa coast have no formal protection. For more information on

Measuring up (2005), see <http://www.gw.govt.nz/section1768.cfm> and on the coastal environment, see <http://www.gw.govt.nz/story13088.cfm>

- Comments in response to Our region – their future (2005) suggest there is particular concern about the management of natural character in the coastal environment and a number of comments sought that values associated with biodiversity, amenity, landscape, etc needed to be better defined, particularly where values are of regional significance.
- Findings from the Regional Policy Statement Evaluation Report for Coastal Environment (2006) include that the natural character objective had probably not been achieved, but some progress had been made. Natural character of the coast had been provided for to varying degrees in district plans.
- Objective 3 meets Part II of the Resource Management Act by seeking to protect natural and physical resources in the coastal environment. The particular sections of relevance include:

*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*

*6(b) – The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development*

*6(c) – The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna*

*6(e) – The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga*

*6(f) – the protection of historic heritage from inappropriate subdivision, use, and development*

*7(c) – the maintenance and enhancement of amenity values.*

- Relevant sub sections to Section 30 “Function of regional councils” for Objective 3 include:

*30(1)(b) – the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance*

*30(1)(c)(iiia) – the maintenance and enhancement of ecosystems in water bodies and coastal water*

*30(1)(d)(i) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of land and associated natural and physical resources*

*30(1)(d)(v) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of any actual or potential effects of the use, development, or protection of land...*

*30(1)(f) – the control of discharges of contaminants into or onto land, air, or water and discharges of water into water*

*30(1)(ga) - the establishment, implementation, and review of objectives, policies, and methods for maintaining indigenous biological diversity*

- The following policies of the New Zealand Coastal Policy Statement 1994 are relevant to Objective 3:

*1.1.1(b) - It is a national priority to preserve the natural character of the coastal environment by....taking into account the potential effects of subdivision, use and development on the values relating to the natural character of the coastal environment, both within and outside the immediate location...*

*1.1.2 - It is a national priority for the preservation of the natural character of the coastal environment to protect areas of significant indigenous vegetation and significant habitats of indigenous fauna in that environment by...*

*1.1.3 - It is a national priority to protect the following features, which in themselves or in combination, are essential or important elements of the natural character of the coastal environment:*

- (a) landscapes, seascapes and landforms, including:*
  - (i) significant representative examples of each landform which provide the variety in each region;*
  - (ii) visually or scientifically significant geological features; and*
  - (iii) the collective characteristics which give the coastal environment its natural character including wild and scenic areas;*
- (b) characteristics of special spiritual, historical or cultural significance to Maori identified in accordance with tikanga Maori; and*
- (c) significant places or areas of historic or cultural significance.*

*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.*

Objective 3 achieves the purpose of the Act by promoting sustainable management by protecting natural resources in a way that provides for social, economic and cultural wellbeing by sustaining the potential of natural resources to provide for the needs of future generations and safeguarding the life-supporting capacity. Protection does not mean prohibition of all activity. The degree and nature of protection is not specified, allowing flexibility in addressing social and economic needs.

On this basis, objective 3 is the most appropriate to achieve the purpose of the Resource Management Act.

### 3.2 Objective 4

*Objective 4: The natural character of the coastal environment is protected from the adverse effects of inappropriate subdivision, use and development.*

- Objective 4 addresses the activities that may have an adverse effect on the natural character of the coastal environment part of Issue 1, and complements objective 3 which is to protect habitats and features because of specified significant values.
- Measuring up (2005), the state of the environment report for the Wellington region said subdivision, and a subsequent shift from rural to residential land use, is the most pervasive pressure on the coast's natural character, including its ecosystems and how they function. If development pressures continue to increase over the next decade, even more protection will be needed for areas of high natural character. Associated with development pressures is people's ongoing use of the coastal environment. Driving on most beaches in the region is allowed in the Regional Coastal Plan, but needs resource consent in some areas of significant conservation value - such as Pauatahanui Inlet - and is prohibited on one beach – Titahi Bay in Porirua. Greater Wellington has not assessed vehicle impacts on coastal fauna in the region, but knows from research undertaken elsewhere that the eggs and chicks of shore-nesting birds are particularly vulnerable to being crushed, as are cockles and other shellfish which start life in the upper shore and migrate toward the sea as they grow. The combined effects of the many activities on the coast's natural character are not well known in the Wellington region.
- Comments in response to Our region – their future (2005) recorded a number of submissions raising concern about coastal subdivision, their effects, and the need for stronger guidance and stricter controls.
- Findings in the Regional Policy Statement Evaluation Report for Coastal Environment (2006) included that district councils have not, in the main, included identification and protection provisions for the coastal environment as a way of managing development whilst retaining the natural character of the coastal environment. However, a major step forward was made by the Wairarapa Coastal Strategy, a non-statutory document. Since then, areas for protection have been included in the proposed Combined Wairarapa District Plan.
- Objective 4 meets Part II of the Act by seeking to protect natural and physical resources in the coastal environment from inappropriate subdivision, use and development. Particular sections of relevance include:

*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*

*6(b) – The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development*

*6(c) – The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna*

*6(e) – The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga*

*6(f) – the protection of historic heritage from inappropriate subdivision, use, and development*

*7(c) – the maintenance and enhancement of amenity values*

*7(d) – intrinsic values of ecosystems*

- Relevant sub sections to Section 30 “Function of regional councils” for Objective 4 include:

*30(1)(b) – the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance*

*30(1)(c)(iiia) – the maintenance and enhancement of ecosystems in water bodies and coastal water*

*30(1)(d)(i) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of land and associated natural and physical resources*

*30(1)(d)(v) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of any actual or potential effects of the use, development, or protection of land...*

*30(1)(ga) – the establishment, implementation, and review of objectives, policies, and methods for maintaining indigenous biological diversity*

*30(1)(gb) – the strategic integration of infrastructure with land use through objectives, policies, and methods*

- The following policies of the New Zealand Coastal Policy Statement 1994 are relevant to Objective 4:

*1.1.4 - It is a national priority for the preservation of natural character of the coastal environment to protect the integrity, functioning, and resilience of the coastal environment in terms of:*

*(a) the dynamic processes and features arising from the natural movement of sediments, water and air;*

*(b) natural movement of biota;*

- (c) natural substrate composition;*
- (d) natural water and air quality;*
- (e) natural bio diversity, productivity and biotic patterns; and*
- (f) intrinsic values of ecosystems.*

*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.*

*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*

*3.2.2 - Adverse effects of subdivision, use or development in the coastal environment should as far as practicable be avoided. Where complete avoidance is not practicable, the adverse effects should be mitigated and provision made for remedying those effects, to the extent practicable*

Objective 4 achieves the purpose of the Act because it provides for use and development of natural and physical resources while sustaining the potential of natural resources to provide for the needs of future generations and safeguarding the life-supporting capacity. It enables communities to provide for their social, economic and cultural wellbeing. Development must not be inappropriate, and must avoid, remedy or mitigate any adverse effects on the environment. The objective allows for appropriate development, which is consistent with section 5.

On the basis of the above, objective 4 is the most appropriate to achieve the purpose of the Resource Management Act.

### **3.3 Objective 5**

*Objective 5: Areas of the coastal environment where natural character has been degraded are restored and rehabilitated.*

- Objective 5 promotes the restoration and rehabilitation of the coastal environment where natural character has been degraded, which is aimed at remedying and mitigating aspects of Issue 1.
- Measuring up (2005), the state of the environment report for the Wellington region, gave examples of community restoration works in the coastal environment, supported by Greater Wellington's *Take Care* programme. Care groups are tackling dune erosion by fencing dunes off and replanting them with the native sand binding grasses spinifex and pingao. In other places, volunteers have concentrated on weed removal and replanting with native plants. The city and district councils also support coastal restoration and rehabilitation projects.
- Comments in response to Our region – their future (2005) suggest guidance is needed to deal with areas where natural character has been

diminished, and new thinking is required. It is noted that the Wairarapa Coastal Strategy has been successful in dealing with natural character.

- Findings from the Regional Policy Statement Evaluation Report for Coastal Environment (2006) include that restoration and rehabilitation has reflected local community effort and initiatives, assisted by councils. Although good work has been done and continues to be carried out, it is not clear if the highest priority areas have been targeted. A comprehensive and systematic assessment of coastal ecosystems and habitats that warrant this work, and a prioritisation of work required had not been carried out.
- Objective 5 meets Part II of the Act by seeking to protect and restore natural resources in the coastal environment. Particular sections of Part II that are relevant include:

*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*

*6(c) – The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna*

*6(e) – The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga*

*7(d) – intrinsic values of ecosystems.*

- Relevant sub sections to Section 30 “Function of regional councils” for Objective 5 include:

*30(1)(b) – the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance*

*30(1)(c)(iii a) – the maintenance and enhancement of ecosystems in water bodies and coastal water*

*30(1)(d)(i) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of land and associated natural and physical resources*

*30(1)(d)(v) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of any actual or potential effects of the use, development, or protection of land...*

*30(1)(ga) - the establishment, implementation, and review of objectives, policies, and methods for maintaining indigenous biological diversity*

- The following policies of the New Zealand Coastal Policy Statement 1994 are relevant to Objective 5:

*1.1.5 - It is a national priority to restore and rehabilitate the natural character of the coastal environment where appropriate.*

*3.2.10 - Policy statements and plans should indicate that when restoration plantings are carried out, preference should be given to the use of indigenous species, with a further preference for the use of local genetic stock.*

Objective 5 meets the purpose of the Act by seeking to protect and restore natural resources in the coastal environment. It enables people and communities to provide for their wellbeing, while also sustaining natural and physical resources, safeguarding life supporting capacity and avoiding, remedying and mitigating adverse effects on the environment.

On the basis of the above, objective 5 is the most appropriate to achieve the purpose of the Resource Management Act.

### **3.4 Objective 6**

*Objective 6: The quality of coastal waters is maintained and enhanced to a level that is suitable for the health and vitality of coastal and marine ecosystems.*

- Objective 6 addresses water quality issues with the aim of maintaining and enhancing the quality of coastal and marine water to a level suitable for the health and vitality of coastal and marine ecosystems. Deteriorating water quality and declining health and vitality of coastal and marine ecosystems is a consequence of discharges of contaminants to the coast, as outlined in Issue 2.
- Measuring up (2005), the state of the environment report for the Wellington region said bathing water quality monitoring showed most beaches, most of the time complied with contact recreation water quality guidelines. Most non-compliance was associated with heavy rain, but not always, suggesting possible sewage cross contamination. Monitoring water quality for shellfish gathering purposes showed the Kapiti beaches, in particular, do not to comply with relevant guidelines.
- Comments in response to Our region – their future (2005) included that tighter controls are wanted to improve coastal water quality and the priority should be to improve water quality adversely affected by non-point discharges - such as urban runoff, contaminated stormwater and streams and rivers.
- Findings from the Regional Policy Statement Evaluation Report for Coastal Environment (2006) include that although major sewage outfalls had been improved there is still contamination of stormwater from sewage, and the focus should be on cleaning up stormwater discharges. In some

places bathing beaches are complying with guidelines at times. There was some indication that contamination of marine sediments in some places was at a level that could cause harm to aquatic life. Sedimentation levels in Pauatahanui Inlet are also climbing.

- Objective 6 meets Part II of the Act by seeking to manage the quality of coastal waters and ecosystems for human use and its intrinsic values. Particular sections of relevance include:

*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*

*6(c) – The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna*

*6(e) – The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga*

*7(c) – the maintenance and enhancement of amenity values*

*7(d) – intrinsic values of ecosystems*

*7(f) – maintenance and enhancement of the quality of the environment.*

- Relevant sub sections to Section 30 “Function of regional councils” for Objective 6 include:

*30(1)(b) – the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance*

*30(1)(c)(ii) – the maintenance and enhancement of the quality of water in water bodies and coastal water*

*30(1)(c)(iiia) – the maintenance and enhancement of ecosystems in water bodies and coastal water*

*30(1)(d)(i) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of land and associated natural and physical resources*

*30(1)(d)(ii) The occupation of space on land of the Crown or land vested in the regional council, that is foreshore or seabed, and the extraction of sand, shingle, shell, or other natural material from that land*

*30(1)(d)(iii) The taking, use, damming, and diversion of water*

*30(1)(d)(iv) Discharges of contaminants into or onto land, air, or water and discharges of water into water*

*30(1)(d)(v) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of any actual or potential effects of the use, development, or protection of land...*

*30(1)(d)(vii) – activities in relation to the surface of water*

*30(1)(f) - the control of discharges of contaminants into or onto land, air, or water and discharges of water into water*

*30(1)(ga) - the establishment, implementation, and review of objectives, policies, and methods for maintaining indigenous biological diversity*

- The following policies of the New Zealand Coastal Policy Statement 1994 are relevant to Objective 6:

*1.1.4 - It is a national priority for the preservation of natural character of the coastal environment to protect the integrity, functioning, and resilience of the coastal environment in terms of:*

- (a) the dynamic processes and features arising from the natural movement of sediments, water and air;*
- (b) natural movement of biota;*
- (c) natural substrate composition;*
- (d) natural water and air quality;*
- (e) natural bio diversity, productivity and biotic patterns; and*
- (f) intrinsic values of ecosystems*

*3.2.4 - Provision should be made to ensure that the cumulative effects of activities, collectively, in the coastal environment are not adverse to a significant degree*

*3.2.5 - Subdivision, use and development in the coastal environment should be conditional on the provision of adequate services (particularly the disposal of wastes), and the adverse effects of providing those services should be taken into account when preparing policy statements and plans and when considering applications for resource consents.*

*3.2.7 - Policy statements and plans should identify any practicable ways whereby the quality of water in the coastal environment can be improved by altered land management practices, and should encourage the adoption of those practices.*

*3.2.8 - Provision should be made for the protection of the habitats (in the coastal marine area) of species which are important for commercial, recreational, traditional or cultural purposes.*

*5.1.5 - Consideration should be given to reducing any contamination of natural water in the coastal environment caused by the discharge of trade wastes.*

*5.1.6 - Consideration should be given to reducing contamination of natural water in the coastal environment from non-point sources.*

*5.1.7 - Provision should be made to ensure that the public is adequately warned when the degradation of water in the coastal environment has rendered the water unsafe for swimming, shell-fish gathering or other activities.*

*5.2.1 - Provision should be made to require adequate and convenient rubbish disposal facilities in ports, marinas and other such busy areas, and for the provision of facilities for the collection and appropriate disposal of the residues from vessel maintenance.*

*5.2.2 - Provision should be made to require in all new ports and marinas adequate and convenient facilities to collect sewage from boats.*

*5.2.3 - Provision should be made to encourage those in charge of vessels to discharge sewage and rubbish into collection facilities.*

Objective 6 is necessary to help safeguard the life-supporting capacity of water and ecosystems as required in section 5(b) in Part 2 of the Act. The objective meets the purpose of the Act by managing the use and development of natural resources in a way that people and communities can provide for their wellbeing, health and safety while also sustaining natural and physical resources, safeguarding life supporting capacity and avoiding, remedying and mitigating adverse effects on the environment. Coastal water quality suitable for contact recreation is particularly relevant to people's health and safety. The health and vitality of coastal and marine ecosystems is relevant to safeguarding life supporting capacity.

On the basis of the above, objective 6 is the most appropriate to achieve the purpose of the Resource Management Act.

### **3.5 Objective 7**

*Objective 7: The integrity, functioning and resilience of physical and ecological processes in the coastal environment are protected from the adverse effects of land use and development.*

- Objective 7 promotes the protection of physical and ecological processes in the coastal environment, which addresses the way that human activities continue to interfere with natural coastal processes in Issue 3.
- Measuring up (2005) the state of environment report for the Wellington region, reported that the coast's special ecological processes are being disrupted by building inappropriate structures, through behaviour like driving on dunes and beaches, and by pollution. It went on to describe intertidal surveys of the coast, including: contaminants in sediments and benthic ecology - three yearly surveys of cockle populations in Pauatahanui Inlet have showed slightly reduced adult cockle numbers since 2001; and investigations of the ecological effects of sediment contamination in Porirua Harbour showed levels of heavy metals and DDT are potentially high enough to harm aquatic life.

- Comments in response to *Our region – their future* (2005) included a key issue is that development should not compromise natural processes or character, and that the sediment supply to beaches appears to have been reduced, possibly caused by extractive activities in rivers.
- The *Regional Policy Statement Evaluation Report for Coastal Environment* (2006) included a suggestion of a new issue for coastal processes and a new objective to address, primarily, coastal hazards, and secondly, catastrophic events. It suggested the objective could be broadened to include open-ended measures to address abiotic natural processes in general. It stated coastal erosion was a significant issue along parts of the Kapiti coast and measures are required to address this, such as set back zones and recognition of dunes as natural buffers, and to mitigate the tsunami hazard. All territorial authorities in the region are vulnerable to tsunamis except the land-locked Upper Hutt City.
- Objective 7 meets Part II of the Act by seeking to protect integrity, functioning and resilience of physical and ecological processes in the coastal environment from the adverse effects of use, development and other human activities. Particular sections of relevance include:

*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.*

*7(d) – intrinsic values of ecosystems.*

*7(f) – maintenance and enhancement of the quality of the environment.*

*7(i) – the effects of climate change*

- Relevant sub sections to Section 30 “Function of regional councils” for Objective 7 include:

*30(1)(a) – the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the natural and physical resources of the region*

*30(1)(b) – the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance*

*30(1)(c)(iia) – the maintenance and enhancement of ecosystems in water bodies and coastal water*

*30(1)(c)(iv) – the avoidance or mitigation of natural hazards*

*30(1)(d)(i) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of land and associated natural and physical resources*

*30(1)(d)(ii) The occupation of space on land of the Crown or land vested in the regional council, that is foreshore or seabed, and the extraction of sand, shingle, shell, or other natural material from that land*

*30(1)(d)(iii) The taking, use, damming, and diversion of water*

*30(1)(d)(iv) Discharges of contaminants into or onto land, air, or water and discharges of water into water*

*30(1)(d)(v) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of any actual or potential effects of the use, development, or protection of land...*

*30(1)(d)(vii) – activities in relation to the surface of water*

*30(1)(f) - the control of discharges of contaminants into or onto land, air, or water and discharges of water into water*

*30(1)(ga) - the establishment, implementation, and review of objectives, policies, and methods for maintaining indigenous biological diversity*

- The following policies of the New Zealand Coastal Policy Statement 1994 are relevant to Objective 7:

*1.1.4 - It is a national priority for the preservation of natural character of the coastal environment to protect the integrity, functioning, and resilience of the coastal environment in terms of:*

- (a) the dynamic processes and features arising from the natural movement of sediments, water and air;*
- (b) natural movement of biota;*
- (c) natural substrate composition;*
- (d) natural water and air quality;*
- (e) natural bio diversity, productivity and biotic patterns; and*
- (f) intrinsic values of ecosystems.*

*3.2.1 - Policy statements and plans should define what form of subdivision, use and development would be appropriate in the coastal environment, and where it would be appropriate.*

*3.2.2 - Adverse effects of subdivision, use or development in the coastal environment should as far as practicable be avoided. Where complete avoidance is not practicable, the adverse effects should be mitigated and provision made for remedying those effects, to the extent practicable.*

*3.2.3 - Policy statements and plans should recognise the powers conferred by Section 108 to obtain environmental benefits which will (to a degree) offset environmental damage, by specifying purposes in their plans for which 'financial contributions' can be sought, in cases where there will be unavoidable adverse effects from subdivision, use or development in the coastal environment.*

*3.2.4 - Provision should be made to ensure that the cumulative effects of activities, collectively, in the coastal environment are not adverse to a significant degree.*

*3.2.5 - Subdivision, use and development in the coastal environment should be conditional on the provision of adequate services (particularly the disposal of wastes), and the adverse effects of providing those services should be taken into account when preparing policy statements and plans and when considering applications for resource consents.*

*3.3.1 - Because there is a relative lack of understanding about coastal processes and the effects of activities on coastal processes, a precautionary approach should be adopted towards proposed activities, particularly those whose effects are as yet unknown or little understood. The provisions of the Act which authorise the classification of activities into those that are permitted, controlled, discretionary, noncomplying or prohibited allow for that approach.*

*3.3.2 - Local authorities should share information and knowledge gained by them about the coastal environment, particularly where it relates to coastal processes and/or to activities with previously unknown or little known effects.*

*3.4.1 - Local authority policy statements and plans should identify areas in the coastal environment where natural hazards exist.*

*3.4.2 - Policy statements and plans should recognise the possibility of a rise in sea level, and should identify areas which would as a consequence be subject to erosion or inundation. Natural systems which are a natural defence to erosion and/or inundation should be identified and their integrity protected.*

*3.4.3 - The ability of natural features such as beaches, sand dunes, mangroves, wetlands and barrier islands, to protect subdivision, use, or development should be recognised and maintained, and where appropriate, steps should be required to enhance that ability.*

*3.4.4 - In relation to future subdivision, use and development, policy statements and plans should recognise that some natural features may migrate inland as the result of dynamic coastal processes (including sea level rise).*

*3.4.5 - New subdivision, use and development should be so located and designed that the need for hazard protection works is avoided.*

*3.4.6 - Where existing subdivision, use or development is threatened by a coastal hazard, coastal protection works should be permitted only where they are the best practicable option for the future. The abandonment or relocation of existing structures should be considered among the options. Where coastal protection works are the best*

*practicable option, they should be located and designed so as to avoid adverse environmental effects to the extent practicable.*

*4.1.4 - Provision should be made to ensure that material used to create and form a reclamation, or material sited on a reclamation, in land of the Crown in the coastal marine area, does not include contaminants which are likely to, or have the potential to, adversely affect the coastal marine area.*

*4.1.6 - Policy statements and plans should require that on applications for coastal permits for the following in relation to lands of the Crown in the coastal marine area:*

*b) reclamations;*

*c) the removal of sand, shingle, shell or other natural materials for commercial purposes; and*

*d) rights to occupy;*

*regard shall be had to any available alternatives to what the applicant seeks to do, and the applicant's reasons for making the proposed choice.*

Objective 7 achieves the purpose of the Act by protecting natural and physical resources, and safeguarding the life-supporting capacity of water and ecosystems. It recognises the need to enable people and communities to provide for their wellbeing, health and safety while also sustaining natural and physical resources, safeguarding life supporting capacity and avoiding, remedying and mitigating adverse effects on the environment.

On the basis of the above, objective 7 is the most appropriate to achieve the purpose of the Resource Management Act.

### **3.6 Objective 8**

*Objective 8: Public access to and along the coastal marine area, lakes and rivers is enhanced.*

- Objective 8 addresses Issue 4, by seeking to enhance public access to and along the coastal marine area, lakes and rivers. This can be achieved in a way that seeks to prioritise and promote access to areas with significant values including recreational, amenity, landscape, natural, biodiversity and historic heritage. These specified values are consistent with the resources recognised as matters of national importance, addressed in Part 2 of the Resource Management Act.
- Objective 8 is necessary to help promote the sustainable management of water resources in a manner which enables people to provide for their social and cultural wellbeing.
- The objective meets Part II of the Resource Management Act by providing for social and cultural wellbeing, health and safety while also recognising the need to protect sensitive resources.

- Measuring up (2005), the state of the environment report for the Wellington region, reported that information on changes to public access is lacking.
- Comments in response to Our region – their future (2005) recorded that people wanted access to more of the coastline, rivers and lakes. Access to mahinga kai and to freshwater fish could be considered in an integrated way. Long term objectives are wanted, which include direction on appropriate recreation opportunities and surrounding land use. Public access should be maintained where possible to maintain or improve recreational opportunities.
- The Regional Policy Statement Evaluation Report for the Coastal Environment (2006) reported there are been increasing coastal land use and subdivision activities over the last ten years, that have raised public expectations to retain and enhance access to the coast. The desire to drive on beaches has also increased pressure for access, which causes a conflict with non-vehicular uses. A government appointed panel consulted upon walking access to rivers and the coast. Matters raised through that process include legal access versus physical access, and that some restrictions are necessary for the safety of people (for example around the working port area or essential infrastructure).
- Objective 8 meets Part 2 of the Act by providing for social and cultural wellbeing, health and safety while also recognising the need to protect sensitive resources. The relevant principle is:

*6(d) - The maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers.*

- Relevant sub sections to Section 30 “Function of regional councils” for Objective 8 include:

*30(1)(a) – the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the natural and physical resources of the region.*

*30(1)(b) – the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance*

*30(1)(d)(vii) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of activities in relation to the surface of water*

- The following policies of the New Zealand Coastal Policy Statement 1994 are relevant to Objective 8:

*3.5.1 - In order to recognise the national importance of maintaining public access to and along the coastal marine area, a restriction*

*depriving the public of such access should only be imposed where such a restriction is necessary:*

- (a) to protect areas of significant indigenous vegetation and/or significant habitats of indigenous fauna;*
- (b) to protect Maori cultural values;*
- (c) to protect public health or safety;*
- (d) to ensure a level of security consistent with the purpose of a resource consent; or*
- (e) in other exceptional circumstances sufficient to justify the restriction notwithstanding the national importance of maintaining that access.*

*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 to identify, 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 be provided.*

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

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

On the basis of the above, objective 8 is the most appropriate to achieve the purpose of the Resource Management Act.

### 3.7 Analysis of which are the most appropriate objectives

Final chosen objective	Other alternatives?	Why not the most appropriate to achieve the Resource Management Act
<p>Objective 3.</p> <p>Habitats and features in the region's coastal environment are protected because of their significant indigenous biodiversity, recreational, cultural, historical, or landscape values.</p>	<p>Alternative 1. Include 'spiritual' values, within the mix of values to be protected.</p> <p>Alternative 2. Include 'national' and 'regionally' important areas and/or features.</p> <p>Alternative 3. Leave this to regional and district plans, or to be dealt with through other legislation.</p> <p>Alternative 4. Require 'no further loss of... [ the specified values]'</p> <p>Alternative 5. Protect 'areas', habitats and features</p> <p>Alternative 6. Include, geological and scientific</p> <p>This is an assessment of alternatives to objective 3, over and above the alternatives assessed in relation to objectives 4, 15, 16, 17, 24, 25, 26, 27 which are presented in the section 32 reports in relation to indigenous ecosystems, historic heritage, landscapes, and resource management with tangata whenua. This evaluation should therefore be considered in conjunction with these other section 32 reports, as they contain further information pertinent to addressing the regionally significant resource management issues associated with the coastal environment, and to achieve the objectives and the purpose of the Resource Management Act.</p>	<p>Alternative 1. Providing for spiritual values can be addressed in considering cultural values (e.g., in seeking to maintain mauri) and/or within amenity values, incorporated within landscape values.</p> <p>Alternative 2. The regional policy statement addresses issues of regional significance, so 'regional' is implicit in the objective. This can be confirmed in policies.</p> <p>Alternative 3. Covering all mechanisms of protection (including in the coastal marine area) does not add to the objective, and the objective will be addressed by plans as these are what the regional policy statement can direct.</p> <p>Alternative 4. There is no baseline data as a basis to seek no "further", loss. The term "loss" can mean many different things, and so is open to interpretation.</p> <p>Alternative 5. Reference to 'habitats' and features, implies an appropriate area will be identified or specified as relevant to the value under consideration – the emphasis however, is on the protecting the values rather than the space occupied by the value, although it does not preclude 'area' protection if that is deemed the most appropriate means.</p> <p>Alternative 6. Providing for geological and scientific features can be incorporated within recreational, historical and/or landscape assessments.</p>
<p>Objective 4.</p> <p>The natural character of the coastal environment is protected from the adverse effects of inappropriate subdivision, use and development.</p>	<p>Alternative 1. Sprawling or sporadic subdivision, use or development in the coastal environment is avoided and appropriate subdivision, use and development is encouraged in areas where the natural character has already been compromised.</p> <p>This is an assessment of alternatives to objective 4, over and above the alternatives assessed in relation to objectives 3, 15, 16, 17, 24, 25, 26 &amp; 27 which are presented in the section 32 reports in relation to</p>	<p>Alternative 1. Although "sprawling or sporadic" is a term used within the NZ Coastal Policy Statement, it has proven very difficult to characterise and therefore to develop means to manage it. For example, how does a wind farm (occupying a large area, but with a low density of structures) fit into the characterisation of 'sprawling or sporadic'? What degree of compromise to natural character is to be considered acceptable, when identifying where to 'encourage' use and development</p>

Final chosen objective	Other alternatives?	Why <u>not</u> the most appropriate to achieve the Resource Management Act
<p>Objective 5.</p> <p>Areas of the coastal environment where natural character has been degraded are restored and rehabilitated.</p>	<p>indigenous ecosystems, historic heritage, landscapes, and resource management with tangata whenua. This evaluation should therefore be considered in conjunction with these other section 32 reports, as they contain further information pertinent to addressing the regionally significant resource management issues associated with the coastal environment, and to achieve the objectives and the purpose of the Resource Management Act.</p> <p>Alternative 1. Provide for only 'where practicable'</p> <p>Alternative 2. Provide that priority be given to significant areas with the greatest potential to achieve a self sustaining state.</p> <p>This is an assessment of alternatives to objective 5, over and above the alternatives assessed in relation to objectives 15, 16, 17, 24, 25, 26 &amp; 27 which are presented in the section 32 reports in relation to indigenous ecosystems, historic heritage, landscapes, and resource management with tangata whenua. This evaluation should therefore be considered in conjunction with these other section 32 reports, as they contain further information pertinent to addressing the regionally significant resource management issues associated with the coastal environment, and to achieve the objectives and the purpose of the Resource Management Act.</p>	<p>Alternative 1. This alternative is not an incentive to apply effort towards prioritising areas warranting restoration, and is not an incentive to improve everywhere if possible (rather than practicable). Where practicable, might be interpreted as inviting excuses for failing to make effort to remedy or mitigate bad practice</p> <p>Alternative 2. Giving effect to NZCPS Policies 1.1.5 &amp; 3.4.3 would require promotion of restoration where appropriate in the Wellington region, which suggests a strategy for identifying appropriate and/or any priority areas and to promote high priority restoration work. Restoration of at least some of the Wellington region's extensive dune systems must be appropriate given that the integrity, functioning and resilience of almost all dune-beach systems has been severely degraded by removal of indigenous vegetation and/or by development, including works to protect use or development from natural processes</p>
<p>Objective 6.</p> <p>The quality of coastal waters is maintained and enhanced to a level that is suitable for the health and vitality of coastal and marine ecosystems.</p>	<p>Alternative 1. Aim to maintain <u>or</u> enhance, rather than <u>and</u></p> <p>Alternative 2. The quality of coastal waters is maintained or enhanced to a level that is suitable for contact recreation and the health and vitality of coastal and marine ecosystems</p> <p>Alternative 3. Refer only to coastal water, and not to marine water or ecosystems</p> <p>Alternative 4. Include water quality to provide shellfish suitable for human consumption</p>	<p>Alternative 1. This council should be maintaining and enhancing according to the section 30 RMA functions. The objective is correctly pitched at both as it encompasses all scenarios. However, policies may be designed to achieve either (or) in any given situation or in relation to particular proposals</p> <p>Alternative 2. It is more effective to focus on the broad ecosystem structure and health before focusing on specific water quality targets (for contact recreation) as a sub-set. The sub-set of water quality targets pertinent to 'contact recreation' can be included as an indicator of</p>

Final chosen objective	Other alternatives?	Why <u>not</u> the most appropriate to achieve the Resource Management Act
<p>Objective 7.</p> <p>The integrity, functioning and resilience of physical and ecological processes in the coastal environment are protected from the adverse effects of land use and development.</p>	<p>This is an assessment of alternatives to objective 6, over and above the alternatives assessed in relation to objectives 12, 13, 16, 24, 25, 26 &amp; 27 which are presented in the section 32 reports in relation to freshwater, indigenous ecosystems and resource management with tangata whenua. This evaluation should therefore be considered in conjunction with these other section 32 reports, as they contain further information pertinent to addressing the regionally significant resource management issues associated with the coastal environment, and to achieve the objectives and purpose of the Resource Management Act.</p> <p>Alternative 1. Seek to manage 'and other human activities'</p> <p>Alternative 2. Incomplete without reference to restoration or enhancement given the degradation as discussed just above.</p> <p>This is an assessment of alternatives to objective 7, over and above the alternatives assessed in relation to objectives 16, 24, 25, 26 &amp; 27 which are presented in the section 32 reports in relation to indigenous ecosystems and resource management with tangata whenua. This evaluation should therefore be considered in conjunction with these other section 32 reports, as they contain further information pertinent to addressing the regionally significant resource management issues associated with the coastal environment, and to achieve the objectives and the purpose of the Resource Management Act.</p> <p>Alternative 1. The objective in the operative RPS (1995) which seeks that: existing provisions for public access to and along the coastal marine area remain and appropriate opportunities are taken to enhance public access.</p> <p>Alternative 2. No objective in RPS on public access. City and district councils could decide at their discretion whether to develop public access provisions.</p>	<p>ecosystem health however</p> <p>Alternative 3. Marine ecosystems are often forgotten when relying on the term 'coastal' to cover both</p> <p>Alternative 4. Achieving ecosystem health and vitality will be a huge step forward. Contact recreational quality and then shellfish eating quality would be the next steps. As the objective applies to all areas, achieving it will be a challenge</p> <p>Alternative 1. Other human activities that may have adverse effects would be captured under 'land use' or 'development'. Examples include driving on beaches and the development of subdivision</p> <p>Alternative 2. Restoration and enhancement are tools that can be used as policies and methods in order to achieve the objective, not ends in themselves</p> <p>Alternative 1. Seeks to retain existing public access and to provide for improvements to access by taking appropriate opportunities. The circumstances under which the appropriate opportunities should be taken are not clear</p> <p>Alternative 2. This is not the most appropriate as the Regional Policy Statement would not play a role in providing consistent direction to promote the sustainable</p>
<p><b>Objective 8:</b> Public access to and along the coastal marine area, lakes and rivers is enhanced.</p>		

Final chosen objective	Other alternatives?	Why <u>not</u> the most appropriate to achieve the Resource Management Act
	<p>Alternative 3. An objective which states that Greater Wellington would encourage better public access by encouraging city and district councils and land owners to provide access to waterways where there is an identified demand for that access.</p> <p>Alternative 4. An objective that specifies that priority be given to areas that have significant values.</p>	<p>management of coastal and freshwater resources, or to enhance recreational opportunities</p> <p>Alternative 3. It is not desirable to rely on councils and the goodwill of landowners to take the lead in ensuring the public has fair and reasonable access to and along water ways</p> <p>Alternative 4. Requires an assessment as to where “significant” values are located and how best to access these places, independent of activity associated with use and development and potentially other policies relevant to these significant values. It would necessitate priorities for enhancing access. This would not promote an ability to maximise opportunities to enhance access as these arise, including to ‘significant values. Therefore, alternative 4 is not the most appropriate.</p>

**Table 1: Analysis of which are the most appropriate objectives**

## **4. Evaluation of policies and methods to achieve Objective 3**

The appropriateness of the policies and methods to achieve Objective 3 are evaluated by looking at the effectiveness and the efficiency of the policy and method options, and the risks of acting or not acting if there is uncertain or insufficient information.

### **4.1 The range of policy and method options to achieve Objective 3**

Objective 3 seeks to protect habitats and features in the region's coastal environment because of their significant indigenous biodiversity, recreational, cultural, historical, or landscape values.

In addressing this objective, the primary focus is to determine whether it can be best achieved through regulatory direction to plans or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory programs, or by doing nothing.

In addition to the evaluation of options to achieve objective 3, presented in Table 2, there are alternative options assessed in relation to objectives 15, 16, 17, 24, 25, 26 & 27 which within the section 32 reports in relation to indigenous ecosystems, historic heritage, landscapes, and resource management with tangata whenua. This evaluation should therefore be considered in conjunction with these other section 32 reports, as these contain further information pertinent to addressing the regionally significant resource management issues associated with the coastal environment, and to achieve objective 3 and the purpose of the Resource Management Act.

#### **4.1.1 Regulatory direction to district and/or regional plans**

##### **Option 1 – Direction to plans to identify and protect significant values that contribute to the natural character of the coastal environment**

This option requires regional and district plans to protect specified significant values, having identified where they are located according to defined criteria, as these values contribute to the natural character of the coastal environment.

##### **Option 2 – Direction to plans to protect the values of specified sites and areas**

This option requires regional and district plans to protect particular values in specified sites and areas, as indicated within the regional policy statement (in a schedule), in order to protect significant values and preserve the natural character of the coastal environment.

##### **Option 3 – Direction to plans to describe values to be protected generically and not identify where they are**

This option requires regional and district plans to protect particular values in order to protect these values and preserve the natural character of the coastal environment, but would not require the identification of where the specified values are located.

#### 4.1.2 Regulatory direction as to matters to be given particular regard in resource management decision making

##### **Option 4 – Direction to consider preserving specified values when making resource management decisions**

This option requires local authorities to have particular regard to specified matters when making resource management decisions, in order to preserve significant values that contribute to the natural character of the coastal environment.

##### **Option 5 – Direction to consider preserving all values when making resource management decisions**

This option requires local authorities to have particular regard to all values that contribute to the natural character of the coastal environment, when making resource management decisions, in order to preserve the natural character of the coastal environment.

#### 4.1.3 Non-regulatory options

##### **Option 6 – Provision of information about the identification, maintenance or protection of significant values contributing to natural character of the coastal environment.**

This approach is to develop and distribute information and guidance about natural character values, and about how development may adversely affect those values, and ways of mitigating adverse effects. For example, a design guide on locating dwellings in the coastal environment to minimise adverse effects on landscape.

##### **Option 7 – Integrating management across mean high water springs**

This option is to develop memoranda of understanding and non-statutory management plans to integrate local authority management across mean high water springs.

#### 4.1.4 Doing nothing

##### **Option 8 – No intervention**

In this option, there is no intervention, either regulatory or non-regulatory to preserve the significant values that contribute to the natural character of the coastal environment.

#### 4.2

### Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 3

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Regulatory direction to district and/or regional plans</b>					
<p><b>Option 1</b></p> <p>Direction to plans to protect significant values, having identified where they are, according to specified criteria, as these values contribute to the natural character of the coastal environment</p>	<p>Sets out a clear direction for regulatory provisions, both in intent and in terms of the parameters considered relevant in further development of the planning framework.</p> <p>Establishes a consistent policy framework within which to develop regulatory provisions and/or actions within plans; requires all pertinent plans to promote certain policy and related actions (rules and/or methods); sets out specific principles to be applied.</p> <p>Consistency and clarity are promoted, providing greater certainty for individual applicants, community of interested parties, and for councils.</p> <p>Promotes a greater level of certainty for individual applicants, the community of interested parties, and for councils on the significant values associated with the coastal environment, to be preserved.</p> <p>Increases an ability to critique provisions and rationale/s within plan making processes, and increases understanding of relevant factors.</p> <p>Resource management/planning responses (the effects) are able to be attributed to specific prompts, triggers or conditions – adverse effects arising from particular activity/ies - (the causes) . The relationship between causes and effects within resource management activity are</p>	High	<p>Resource management decisions are still made on a case by case basis at the local level, but within a consistent policy framework across the region for the region's coastal environment.</p> <p>All relevant parties are directed to work to achieve objective 3.</p> <p>When the regulatory intervention is able to reduce the influence of both known and 'unknown' quantities upon the resource management process.</p> <p>Predictability promotes more rapid, unimpeded and streamlined process, as resource management results or responses to specific triggers can be anticipated or are able to be predicted.</p> <p>The community assists in identifying where significant values are located (identification) and in developing the various specific protection mechanisms or restrictions through the plan making process. In doing so, all relevant parties must work to achieve the objective.</p> <p>Through the plan making process, public buy-in to the values, where they are located, and the restrictions deemed necessary for protecting them.</p> <p>Increases clarity and certainty for all interested parties, as to where significant values lie and for resource management decision making</p>	<p>There are human and economic costs for councils and communities associated with policy development and implementation, including costs of region/district wide research and investigations, analysis, interpretation, consultation, governance and decision making processes to formulate and thence to establish and implement the consequent regulatory framework, which must be designed so as to give effect to the regional policy statement..</p> <p>The costs do not need to be incurred until a plan is reviewed. Making changes at this time would reduce compliance costs.</p> <p>There are potentially high social costs when engaging the community in consultation about a lot of particular values and in relation to many sites.</p> <p>There are potential opportunity costs for affected landowners, although these may be offset by opportunities associated with the recognition and provision of significant values in association with property in the coastal environment.</p> <p>Potential generalised environmental costs as only the regionally significant values will be identified, and more extensive but lesser quality examples of the values may not be protected.</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>able to be explained and are observable.</p> <p>The directive is easy to interpret and thus to implement, which limits the ability to contest or re-interpret what it intends to achieve or how it intends to influence resource management activity.</p> <p>The effect of this option will depend on the timing of this provision being given effect through plans, so will be depend on the next plan reviews, as a way to limit costs of implementation. As that is the case, an interim provision will fill the gap, by requiring consideration of specified matters.</p> <p>Gives effect to NZCPS policies 1.1.2, 1.1.3, 3.1.2, 3.2.1 &amp; 3.2.2</p>		<p>The intervention will be far reaching, covering the whole coastal environment within the region.</p> <p>There will be observable activity to address the issue, and to identify and protect significant values associated with the coastal environment in particular places.</p> <p>Provides a consistent framework across the region, within which to evaluate the appropriateness of development in the coastal environment.</p> <p>Discourages ad-hoc development.</p> <p>The provision is applied district and region wide, and so less information is required for individual consent applications.</p> <p>Environmentally and economically efficient in avoiding the adverse effects upon particular significant values.</p>		
<p><b>Option 2</b></p> <p>Direction to plans to protect values of specified sites or areas indicated (within a schedule) in the regional policy statement</p>	<p>Establishes a consistent policy framework within which to develop provisions in plans, in requiring pertinent plans to promote certain policies, rules and/or methods (as actions) across the region.</p> <p>Gives clear direction for future use and development, as to where not to go.</p> <p>However, the sites and areas able to be listed, depend on the quality of current information about those locations. Other locations may host similarly significant values, but are not yet well enough known about for inclusion in the Regional Policy Statement. The policy would need to be</p>	Med	<p>In leaving scope as to where development might be able to go, still necessitates information to determine if other locations not able to be included in the regional policy statement, which have similar values as the sites noted in the schedule.</p> <p>However, providing an ability or necessity to update the schedule adds not only to cost of maintaining the provision, but to uncertainty as to whether the schedule is in fact comprehensive and risks to other sites not included. It also calls into question</p>	<p>There is currently insufficient and uncertain information pertinent to developing such a schedule of sites or areas within the regional policy statement</p> <p>There are human and economic costs for councils and communities associated with policy development and implementation, including costs of region/district wide research and investigations, analysis, interpretation, consultation, governance and decision making processes to formulate and thence to establish and implement the consequent regulatory framework, which</p>	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p><b>Option 3</b> Direction to plans to describe values to be protected generically and not identify where they are</p>	<p>continuously updated, as further information about other locations came to light. Gives effect to NZCPS policies 1.1.2, 1.1.3, 3.1.2, 3.2.1 &amp; 3.2.2 Changes to district &amp; regional plans, would not need to be made until a plan is next reviewed, so the effect would be delayed.</p>	<p>Low</p>	<p>the methodology for including sites in the schedule, as it acknowledges that there is insufficient and uncertain information within the region to be able to identify all possible sites for inclusion in the schedule. This option would clarify the values associated with those sites able to be included in a schedule, providing certainty in relation to their use and development.</p>	<p>must be designed so as to give effect to the regional policy statement.. The costs do not need to be incurred until a plan is reviewed. Making changes at this time would reduce compliance costs. There are potentially high social costs when engaging the community in consultation about a lot of particular values and in relation to many sites. There are potential opportunity costs for affected landowners, although these may be offset by opportunities associated with the recognition and provision of significant values in association with property in the coastal environment. Potential generalised environmental costs as only the regionally significant values will be identified, and more extensive but lesser quality examples of the values may not be protected.</p>	<p>No</p>
<p><b>Option 3</b> Direction to plans to describe values to be protected generically and not identify where they are</p>	<p>Requires district &amp; regional plans to consistently promote certain actions, as they are required to "give effect to" the Regional Policy Statement. Changes to district &amp; regional plans, however, would not need to be made until a plan is next reviewed, so the effect would be delayed. Establishes a consistent policy framework within which to develop regulatory provisions and/or action in plans, via a vie requiring pertinent plans to promote certain policies, rules and/or methods (as actions) across the region, and sets out</p>	<p>Low</p>	<p>Increases clarity and certainty in terms of relevant aspects to be protected, but does not provide clarity or certainty as to where they might be located. The community assists in developing the various specific protection mechanisms or restrictions through the plan making process, but not in the identification of where each value is located. Through the plan making process, public buy-in to the values and the necessary restrictions for protecting them.</p>	<p>Less social cost for engaging the community on values in general but without specific sites or knowing what exactly they are. Opportunity cost for affected landowners only invoked when an actual proposal is made. No costs for identification and mapping. Unidentified values may be missed or inadvertently damaged by development resulting in potential environmental costs.</p>	<p>No</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>specific principles to be applied, while decision making would still be determined at the local level.</p> <p>Sets out a clear direction for regulatory provisions, both intent and in terms of the parameters considered relevant in further development of the planning framework.</p> <p>Provides protection generically and probably not as effective as requiring identification of where significant values are located. This option could allow for the inclusion of more values (e.g. recreation or scientific) because the option would not necessitate resource intensive identification investigations or mapping of locations of values. This option could include more diffuse values (e.g. cultural values).</p> <p>Lack of certainty because of lack of identification and mapping of values. Potential for inadvertent degradation of values through lack of knowing they are there or effects of activities on them.</p>		<p>Discourages ad-hoc development.</p> <p>Provides a consistent framework for assessing development across the region.</p> <p>Efficient because provision is applied district/region wide and less information is required for individual consent applications.</p> <p>Not as much clarity and certainty as to what the values are and where they are.</p> <p>Public buy-in to the values and the necessary restrictions for protecting them is easier to get as it less obvious who might be affected.</p> <p>Economically efficient as the values would have to be identified and effects on them addressed on a case by case basis, when development is proposed.</p> <p>Environmentally not very efficient because although legally protected, practical protection is less certain.</p>		
<b>Regulatory direction as to matters to be given particular regard in resource management decision making</b>					
<p><b>Option 4</b></p> <p>Direction to consider preserving specified values when making resource management decisions</p>	<p>Matters would be given "particular regard" when considering resource consents and notices of requirements.</p> <p>Particular regard however could only be given where "activity status" and/or "discretion" for a proposal relates to relevant topic.</p> <p>Provides interim direction prior to plan changes being made--.</p>	High	<p>The effects of a particular proposal and specified matters are being considered, leading to certainty.</p> <p>Proposals have the opportunity to work with or around the values with a potential win-win outcome.</p> <p>Because the focus is on a particular, often limited, site, it is efficient to examine many specified values for that site. Environmentally, the technique</p>	<p>Cost would be born more by some proposals due to the activity status of applications and the matters discretion and control is reserved over.</p> <p>Costs of investigations, justifications and addressing particular matters which are site specific are borne by the applicant.</p> <p>Costs lie more with the developer as applications have to address matters</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>Would provide direction on how the region wants to see the region's resources managed.</p> <p>Provides a consistent framework for assessing development across the region.</p> <p>Specific decision making would still be determined at the local level.</p> <p>Unlikely to be effective by itself when considering applications as matters are broad and generic.</p> <p>Effective as provides interim protection until protection is built into the plan.</p> <p>Effective as can include more values &amp; considerations than those specifically identified in site mapping.</p> <p>Effective because considerations are for a particular proposal with specified effects on a specified site, rather than broad generalised considerations.</p> <p>Gives effect to NZCPS policies 1.1.1a, 1.1.2, 1.1.3, 2.1.1, 2.1.2, 3.1.1, 3.1.2, 3.1.3, 3.2.1, &amp; 3.2.4</p>		<p>allows more values to be included and protected.</p> <p>Increased clarity and certainty for all interested parties.</p> <p>Requires development to address specified matters.</p> <p>Provides a consistent framework for assessing or evaluating development or activities across the region.</p> <p>The benefits are unlikely to be as high as when directing plans, as the requirement 'to consider' is not as strong, and will only apply in certain, specified circumstances.</p>	<p>specifically on a case by case basis.</p> <p>Costs are borne mostly by the applicant.</p> <p>More values to be addressed mean more identification and analysis, and potentially more resources in redesign to accommodate those values.</p> <p>There is an environmental downside in that some values may have to be compromised in order to protect other values if a development is to be allowed.</p> <p>The social cost is that the community has to be ever vigilant in examining each proposal to ensure the values are not compromised.</p>	
<p><b>Option 5</b></p> <p>Direction to consider preserving all values when making resource management decisions</p>	<p>Local authorities would have to give particular regard to each and every value that contributes to the natural character of the coastal environment, when making resource management decisions.</p> <p>This would require a lot of information to be provided for decision making processes</p>	Med	<p>All the possible effects of a particular proposal on all values would be considered, leading to comprehensive coverage, but also complexity and uncertainty.</p> <p>Proposals have the opportunity to work with or around the values with a potential win-win outcome, but solutions are more easily contested, as the priorities across the values will be less well established or guided by the policy</p>	<p>Will not lead to a consistent framework for assessing or evaluating development or activities across the region.</p> <p>Cost would be born more by some proposals due to the activity status of applications and the matters discretion and control is reserved over.</p> <p>Costs of investigations, justifications and addressing particular matters which are site specific are borne by the applicant.</p>	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Non-regulatory options</b>					
<p><b>Option 6</b> Provision of information to assist with the identification, maintenance and protection of significant values that contribute to natural character of the coastal environment</p>	<p>Could be effective if all relevant local authorities commit to doing them. However not certain that the actions will be achieved and can be appropriately resourced. May not be effective in influencing private developments. This option is effective in helping the community and developers understand and recognise values, and assist in formulating proposals that avoid, remedy or mitigate effects on them. However, there is no obligation to follow through using this approach alone, so needs to be combined with regulatory tools.</p>	Med	<p>framework. Because the focus is on a particular site, it is efficient to examine many specified values for that site. Environmentally, the technique allows more values to be included and protected. Requires development to address specified matters. The benefits are unlikely to be as high as when directing plans, as the requirement 'to consider' is not as strong, and will only apply in certain, specified circumstances.</p>	<p>Costs lie more with the developer as applications have to address matters specifically on a case by case basis. More values to be addressed mean more identification and analysis, and potentially more resources in redesign to accommodate those values. There is an environmental downside in that some values may have to be compromised in order to protect other values if a development is to be allowed. The social cost is that the community has to be ever vigilant in examining each proposal to ensure the values are not compromised.</p>	
<p><b>Option 6</b> Provision of information to assist with the identification, maintenance and protection of significant values that contribute to natural character of the coastal environment</p>	<p>Could be effective if all relevant local authorities commit to doing them. However not certain that the actions will be achieved and can be appropriately resourced. May not be effective in influencing private developments. This option is effective in helping the community and developers understand and recognise values, and assist in formulating proposals that avoid, remedy or mitigate effects on them. However, there is no obligation to follow through using this approach alone, so needs to be combined with regulatory tools.</p>	Med	<p>Allows for flexibility of approach rather than imposition of regulatory policies. Recognises that people can "do the right thing" without compulsion. Economically efficient if financial support stimulates private effort. Free advice in the form of literature to developers which could beneficially influence design of proposals which avoid, remedy or mitigate adverse effects. An example is the advice produced in association with the Wairarapa Coastal Strategy. Information could increase community appreciation of the values and their involvement in protecting them. Could engender a more positive and</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure. Could lead to protracted negotiations and potentially poor results. Potential environmental costs because of a lesser commitment to get things done. Relatively cheap to do because it does not require specific identification of values, but there is the cost of preparing, printing and distribution of material. Costs to the environment (as an option on its own) include lack of enforceability and no certainty of compliance and enforcement; particular values are still not identified; principles could be</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Option 7</b> Integrating management across mean high water springs	<p>Could be effective if all relevant local authorities commit to doing them.</p> <p>However not certain that the actions will be achieved and can be appropriately resourced.</p> <p>May not be effective in influencing private developments</p> <p>Some values, particularly ecological, geological and historic heritage values may extend across the MHWS jurisdictional boundary. Both sides of a particular value need protection, and this should be coordinated between district and regional councils to be effective.</p> <p>Gives effect to NZCPS policy 3.3.2.</p>	High	<p>cooperative response from developers because it is voluntary.</p> <p>Allows for flexibility of approach rather than imposition of regulatory policies.</p> <p>Recognises that people can “do the right thing” without compulsion.</p> <p>Economically efficient of financial support stimulates private effort and commitment.</p> <p>Coordinated management will best identify and protect values that extend across MHWS.</p>	<p>incorrectly applied; and the values could be targeted for damage or destruction.</p> <p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Could lead to protracted negotiations and potentially poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>There is an organisational cost to coordination – effort has to be made and processes set up to manage the connection between councils, iwi etc.</p>	Yes
<b>Doing Nothing</b>					
<b>Option 8</b> No intervention - regulatory or non-regulatory, to preserve the significant values that contribute to the natural character of the coastal environment	<p>The do nothing option provides that we do not explicitly know all the values contributing to the natural character of the coastal environment everywhere on the coast. Subdivision, use and development would continue without that information being provided. In such circumstances, values are likely to continue to be compromised or destroyed, either within the development site (for example, earthworks damaging a geological feature) or as part of a broader context (for example, access way intruding on an outstanding landscape).</p>	Low	<p>There would be no resource management intervention to identify the nature and extent of values contributing to natural character of the coastal environment. This would reduce economic costs and time delay in changing use and development.</p>	<p>The pressures of subdivision, use and development will continue and may increase. There is a very high risk that the values contributing to natural character will continue to be compromised intentionally or inadvertently, and may be lost. The objective will not be achieved.</p> <p>Doing nothing will not achieve the purpose of the Resource Management Act.</p>	No

**Table 2: Evaluation as to the effectiveness and efficiency of policy and method options to achieve Objective 3**

### 4.3 Selection of most appropriate policy and method options to achieve Objective 3

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
<b>Regulatory direction to district and/or regional plans</b>				
<b>Option 1</b> Direction to plans to protect significant values, having identified where they are, according to specified criteria, as these values contribute to the natural character of the coastal environment	High	Yes	✓	Policies 4, 20, 21, 22, 23, 24, 25, 26 & 27  Methods 1, 2, 7, 20, 21, 27, 29, 31 & 49
<b>Option 2</b> Direction to plans to protect values at specified sites and areas	Low	No	✗	
<b>Option 3</b> Describing values to be protected generically and not identifying where they are	Med	No	✗	
<b>Regulatory direction as to the matters to be given particular regard in resource management decision making</b>				
<b>Option 4</b> Stating matters to be considered in resource management decisions	High	Yes	✓	Policies 34, 45, 46, 48, 49  Methods 4, 7, 27 & 31
<b>Option 5</b> Direction to consider preserving all values when making resource management decisions	Med	No	✗	
<b>Non regulatory options</b>				
<b>Option 6</b> Provision of information about what values contribute to natural character and how to avoid adverse effects	Med	Yes	✓	Methods 7, 20, 21, 31 & 49
<b>Option 7</b> Integrating management across mean high water springs	High	Yes	✓	Method 27

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
<b>Doing nothing</b>				
<b>Option 8</b> No regulatory or non-regulatory actions to preserve the natural character of the coastal environment	Low	No	x	

**Table 3: Results of evaluation as to the most appropriate policy and method options to achieve Objective 3**

#### 4.4 Discussion on selected options

The preservation of the natural character of the coastal environment is a matter of national importance. Each of the natural values that contribute to natural character are, therefore, very important, and many of these have already been compromised to varying extents. The pressure of inappropriate subdivision, use and development is ever present and increasing. Many of the habitats and features that have significant values have not been specifically identified or recognised. There is a very high risk of degradation and loss of these values if no action is taken.

A mix of targeted regulatory options, directing district and/or regional plans, and considerations to be undertaken within resource management decision making, supported and complemented by two non-regulatory actions is the most appropriate way to achieve objective 3 and address the coastal environment issues 1, 2 and 3.

The mix of regulatory options considered appropriate consists of options 1 and 4. Option 1, (Policies 4, 20, 21, 22, 23, 24, 25, 26 and 27, and methods 1, 2, 7, 20, 21, 27, 29, 31 and 49) direct plans to protect specified significant values, having identified where they are, according to specified criteria, as these values contribute to the natural character of the coastal environment. As it will take time for each of these provisions to be given effect in plans, it is appropriate to include a requirement to consider each of the specified matters, pending plan implementation through resource management considerations, option 4 (policies 34, 35, 46, 48 and 49 and methods 4, 7, 27 and 31).

There is also a requirement to give effect to the New Zealand Coastal Policy Statement (NZCPS). How the draft Regional Policy Statement does this is summarised in a supplementary paper, recorded in the list of references in Appendix 2.

Option 1 gives effect to policies 1.1.2, 1.1.3, 3.1.2, 3.2.1 and 3.2.2. Option 4 gives effect to policies 1.1.1a, 1.1.2, 1.1.3, 2.1.1, 2.1.2, 3.1.1, 3.1.2, 3.1.3, 3.2.1 and 3.2.4. Option 6 gives effect to policy 3.3.2.

Two non-regulatory options are also included within the mix, to support and complement the regulatory options as well as voluntary action. The non-

regulatory options considered most appropriate to address the issue and achieve the objective are options 5 and 6. Option 5 (method 7, 20, 21, 3 and 49) is to provide information about what values contribute to the natural character of the coastal environment and how to avoid adverse effects on these, or conversely, how to sustain these values. This option is appropriate, as there is already a body of information now available about how to accommodate subdivision, use and development sympathetically into the coastal environment – such as in the Wairarapa context - and this information could have applicability elsewhere. While this option would likely be of marginal effect and efficiency in its own right, its effectiveness is significantly enhanced when it is utilised in conjunction with the regulatory provisions requiring identification of specific values within the coastal environment. Indeed it might almost be considered a necessary adjunct to the mix of regulatory options selected as most appropriate to achieve the objective, as it will assist in managing the regulatory processes with the community. However, it does stand alone as an option as it complements what can be achieved through regulation, by providing information about voluntary means or actions to promote the objective.

Option 6 (method 27) is to facilitate better coordination between agencies to protect the integrity of values that cross the jurisdictional boundary of mean high water springs.

Option 2, to generically describe the values to be protected, is not selected because of the lack of certainty of what the values are and where they exist. And, there is a very high economic and social cost to identifying and protecting these values if they are not able to be clearly specified. There has been a good amount of argument in court over what values exist and where over individual proposals, which has been a significant cost to both developer and the community. Overall this option is assessed as being less efficient and effective than option 1 which sees the identification of particular key values, using specified criteria, and the protection of these values in plans.

Option 3, to describe values generically, and not identifying where they are is also not selected, as it would lead to plethora of methodologies and interpretations as to what the general descriptions mean in practise or if they fit in a particular instance, and an ad hoc approach to protection. Not identifying where values are, lacks certainty and clarity and leads to conflict and again, various interpretations. Therefore option 3 is assessed as being less effective and efficient than both options 1 and 2, and is not appropriate to achieve objective 3.

Doing nothing is assessed as not being appropriate to achieve the objective and bearing very high risk of degradation to the values even though the cost to the developer is minimal. The risk of acting, in the context of poor information of the values, was assessed as being low in terms of dissuading potential appropriate development in the coastal environment.

#### **4.5 Risk of acting or not acting if information is uncertain or insufficient**

Section 32(4)(b) of the Resource Management Act requires the evaluation of appropriateness to take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods.

It is fair to say that there is both uncertain and insufficient information about the characteristics and location of significant indigenous biodiversity, and recreational, cultural, historical and landscape values throughout the region, and that loss and degradation of these values continues to occur.

The risk of acting in the way proposed is that some social and economic costs will be imposed on local authorities and applicants for resource consents, potentially for little environmental gain in some instances.

The risk of not acting in the way proposed is that significant indigenous biodiversity, recreational, cultural, historical and landscape values within the Wellington region will be inconsistently or perhaps not identified and managed sustainably. At best this will mean that territorial authorities, communities and individuals will be unable to make informed choices. At worst, there may be a continuing or even an accelerated rate of decline in the significant values within the region.

It is clear to Greater Wellington that the risk of acting is much less than the risk of not acting.

## 5. **Most appropriate policies and methods to achieve Objective 4**

The appropriateness of the policies and methods to achieve Objective 4 are evaluated by looking at the effectiveness and the efficiency of the policy and method options, and the risks of acting or not acting.

### 5.1 **The range of policy and method options to achieve Objective 4**

Objective 4 seeks to protect the natural character of the coastal environment from the adverse effects of inappropriate subdivision, use and development.

In addressing this objective, the primary focus is to determine whether it can be best achieved through regulatory direction to plans or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory programs, or by doing nothing.

The following is an assessment of options to achieve objective 4, over and above the alternatives assessed in relation to objectives 15, 16, 17, 24, 25, 26 & 27 which are presented in the section 32 reports in relation to indigenous ecosystems, historic heritage, landscapes, and resource management with tangata whenua. This evaluation should therefore be considered in conjunction with these other section 32 reports, as they contain further information pertinent to addressing the regionally significant resource management issues associated with the coastal environment, and to achieve objective 4 and the purpose of the Resource Management Act.

#### 5.1.1 Regulatory direction to district and/or regional plans

##### **Option 1 – Direction to plans to discourage new subdivision, and inappropriate use and development in areas of high natural character**

This option requires plans to discourage new subdivision, and inappropriate use and development in areas of high natural character in the coastal environment.

##### **Option 2 – Direction to plans to identify the landward extent of the coastal environment**

This option requires plans to identify the landward extent of the coastal environment using specified criteria.

##### **Option 3 – Direction to plans to encourage development where natural character has already been compromised**

This option requires plans to encourage new subdivision, use and development in the coastal environment to be located in areas where natural character has already been compromised.

**Option 4 – Direction to maintain and enhance a compact, well designed and sustainable regional form**

This option is to require plans and the Regional Land Transport Strategy to support the maintenance and enhancement of a compact, well designed and sustainable regional form.

**Option 5 – Direction to plans to determine where development is appropriate**

This option is to require the identification of where natural character has been ‘compromised’ and state that development is only appropriate in those areas.

5.1.2 Regulatory direction as to matters to be given particular regard in resource management decision making

**Option 6 – Direction to consider preserving the natural character of the coastal environment**

This option is to require local authorities to have particular regard to specified matters in order to preserve the natural character of the coastal environment when making resource management decisions.

**Option 7 – Direction to consider whether a proposal is in the coastal environment**

This option is to require local authorities to have particular regard as to whether a proposal is within the coastal environment.

**Option 8 – Direction to consider having regard for the life-supporting capacity of coastal ecosystems**

This option is to require local authorities to have particular regard to safeguarding the life-supporting capacity of coastal and marine ecosystems by maintaining and enhancing particular habitats and ecosystems.

**Option 9 – Direction to consider giving preference to developments of national importance in partially compromised natural character areas of the coastal environment**

This option is to require local authorities to give preference to nationally significant development in the coastal environment in areas where natural character has been partially compromised.

5.1.3 Non-regulatory options

**Option 10 – Integrating management across mean high water springs**

This option uses non-regulatory actions such as memoranda of understanding and non-statutory management plans to integrate local authority management across mean high water springs.

**Option 11 – Engaging iwi and the community in management of natural and physical resources**

This approach is to engage with tangata whenua and the community in the identification, protection or management of natural and physical resources.

**Option 12 – Provision of information about what kind of development is appropriate in the coastal environment**

This approach is to develop and distribute information about what kind of development is appropriate in the coastal environment, and suggest ways of mitigating adverse effects. For example, design guidelines on how to locate dwellings on the coast to minimise any adverse effects on landscape.

5.1.4 Doing nothing

**Option 13 – No regulatory or non-regulatory actions to preserve the natural character of the coastal environment**

In this option, there is no intervention to protect the natural character of the coastal environment.

5.2

Evaluation as to effectiveness and efficiency of the policy and method options to achieve Objective 4

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Regulatory direction to district and/or regional plans</b>					
<p><b>Option 1</b></p> <p>Direction to plans to discourage new subdivision, and inappropriate use and development in areas of high natural character in the coastal environment</p>	<p>Establishes a consistent policy framework within which to develop regulatory provisions and/or actions within plans; requires all pertinent plans to promote certain policy and related actions (rules and/or methods); sets out specific principles to be applied.</p> <p>Sets out a clear direction for regulatory provisions, both in intent and in terms of the parameters considered relevant in further development of the planning framework.</p> <p>Sets out the principles to be applied, but specific decision making would still be determined at the local level.</p> <p>Consistency and clarity are promoted.</p> <p>Provides a greater level of certainty for individual applicants, the community of interested parties, and for councils about the significant values associated with the natural character of the coastal environment to be preserved.</p> <p>Increases an ability to critique provisions and rationale/s within plan making processes, and increases understanding of relevant factors.</p> <p>Resource management/planning responses (the effects) are able to be attributed to specific prompts, triggers or conditions – high natural character - the relationship between causes and effects</p>	Med	<p>Increased clarity and certainty for everyone.</p> <p>The community as a whole agrees to various protection or restrictions through the plan making process.</p> <p>Discourages ad-hoc development.</p> <p>Provides a consistent framework for assessing development across the region.</p> <p>The provision is applied district/region wide and less information is required for individual consent applications.</p> <p>Clarity of interpretation in plans.</p> <p>Gives some direction for development, as to where not to go. But does leave scope as to where development could go.</p> <p>Freedom for creative development everywhere else that do not have adverse effects, representing economic benefits.</p> <p>More pristine areas are more likely not to suffer further degradation through development, though development is not precluded.</p> <p>More certainty for developers and the community that areas of existing development/compromised values may be intensified or redeveloped.</p>	<p>Uncertainty for community &amp; developers where to do development as unclear what “compromised” means in the reality of a continuum of degradation, which might be a different gradient for each of the values. Critical for growth areas on the “borderline” such as urban-rural residential, or rural – rural residential.</p> <p>Opportunity cost to landowners of being less likely to use some land.</p> <p>Does not preclude development of “pristine” areas.</p> <p>There are human and economic costs for councils and communities associated with policy development and implementation, including costs of region/district wide research and investigations, analysis, interpretation, consultation, governance and decision making processes to formulate and thence to establish and implement the consequent regulatory framework, which must be designed so as to give effect to the regional policy statement..</p> <p>The costs do not need to be incurred until a plan is reviewed. Making changes at this time would reduce compliance costs.</p> <p>There are potentially high social costs when engaging the community in consultation about a lot of particular values and in relation to many sites.</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>within resource management activity are able to be explained and are observable.</p> <p>The directive is easy to interpret and thus to implement, which limits the ability to contest or re-interpret what it intends to achieve or how it intends to influence resource management activity.</p> <p>The effect of this option will depend on the timing of this provision being given effect through plans, so will be depend on the next plan reviews, as a way to limit costs of implementation. As that is the case, an interim provision will fill the gap, by requiring consideration of specified matters.</p> <p>Gives effect to NZCPS policies 3.2.1, 3.2.2 and 3.2.4</p>			<p>There are potential opportunity costs for affected landowners, developers or those undertaking activities, although these may be offset by opportunities associated with establishing clear and certain provisions within which to plan development in the coastal environment.</p> <p>Potential generalised environmental costs as only the regionally significant values will be identified, and more extensive but lesser quality examples of the values may not be protected.</p>	
<p><b>Option 2</b></p> <p>Direction to plans to identify the landward extent of the coastal environment</p>	<p>Effective in requiring district &amp; regional plans to consistently promote certain actions. This would be achieved through the requirements for plans to “give effect to” the RPS.</p> <p>Changes to district &amp; regional plans however, would not however need to be made until a plan or the strategy was next reviewed, so effectiveness would be delayed.</p> <p>Would provide certainty and clarity.</p> <p>Provides a consistent framework for development of policies, rules and methods across the region.</p> <p>Effective in setting out the principles to be applied, but specific decision making would still be determined at the local</p>	Med	<p>Increased clarity and certainty for everyone.</p> <p>The community as a whole agrees to various protection or restrictions through the plan making process.</p> <p>Discourages ad-hoc development.</p> <p>Provides a consistent framework for assessing development across the region.</p> <p>Efficient because provision is applied district/region wide and less information is required for individual consent applications.</p> <p>Clarity and certainty for community &amp; developers as to what is in and what is out, without having to argue the matter</p>	<p>Opportunity cost to landowners affected.</p> <p>Cost of interpreting the criteria. Could involve determining and possibly drawing a line. Process could be contentious.</p> <p>There are human and economic costs for councils and communities associated with policy development and implementation, including costs of region/district wide research and investigations, analysis, interpretation, consultation, governance and decision making processes to formulate and thence to establish and implement the consequent regulatory framework, which must be designed so as to give effect to the regional policy statement..</p> <p>The costs do not need to be incurred until</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>level.</p> <p>Effective in that it will exclude arguments (in court) over where the relatively restrictive coastal policies apply and where they do not.</p> <p>This option does not actually draw a line (allowing local flexibility) but may create uncertainty eg how far up river valleys?</p> <p>How to deal with urban coastal areas is not explicit.</p> <p>Gives effect to NZCPS policies 1.1.1a, 3.2.1 and 3.2.2</p>		<p>in court.</p> <p>Still some doubt over interpretation as a line is not drawn eg how far up river valleys does coastal go?</p>	<p>a plan is reviewed. Making changes at this time would reduce compliance costs.</p> <p>There are potentially high social costs when engaging the community in consultation about a lot of particular values and in relation to many sites.</p> <p>There are potential opportunity costs for affected landowners, developers or those undertaking activities, although these may be offset by opportunities associated with establishing clear and certain provisions within which to plan development in the coastal environment.</p> <p>Potential generalised environmental costs as only the regionally significant values will be identified, and more extensive but lesser quality examples of the values may not be protected.</p>	
<p><b>Option 3</b></p> <p>Direction to plans to encourage development where natural character has already been compromised</p>	<p>Effective in giving some direction for development., but uncertainty over what "already compromised" means.</p> <p>It does not say uncompromised areas will be "no-go" areas, thereby allowing appropriate development there.</p> <p>To "encourage" is not a strong directive but it does allow flexibility for development solutions. There is uncertainty and flexibility over what the actual policies in the plans will be.</p> <p>Gives effect to NZCPS policies 3.2.1, 3.2.2 and 3.2.4</p>	<p>Low</p>	<p>Flexibility for interpretation in plans.</p> <p>Freedom for creative development solutions that do not have adverse effects, representing economic benefits.</p> <p>More pristine areas are more likely not to suffer further degradation through development, though development is not precluded (= economic benefit, possible environmental cost).</p> <p>More certainty for developers and the community that areas of existing development/compromised values may be intensified or redeveloped.</p>	<p>Uncertainty for community &amp; developers where to do development as unclear what "compromised" means in the reality of a continuum of degradation, which might be a different gradient for each of the values.</p> <p>Critical for growth areas on the "borderline" such as urban-rural residential, or rural – rural residential.</p> <p>Opportunity cost to landowners of being less likely to use some land.</p> <p>Does not preclude development of "pristine" areas (= economic benefit, possible environmental cost).</p> <p>There are human and economic costs for councils and communities associated with policy development and</p>	<p>No</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
				<p>implementation, including costs of region/district wide research and investigations, analysis, interpretation, consultation, governance and decision making processes to formulate and thence to establish and implement the consequent regulatory framework, which must be designed so as to give effect to the regional policy statement..</p> <p>The costs do not need to be incurred until a plan is reviewed. Making changes at this time would reduce compliance costs.</p> <p>There are potentially high social costs when engaging the community in consultation about a lot of particular values and in relation to many sites.</p> <p>There are potential opportunity costs for affected landowners, developers or those undertaking activities, although these may be offset by opportunities associated with establishing clear and certain provisions within which to plan development in the coastal environment.</p> <p>Potential generalised environmental costs as only the regionally significant values will be identified, and more extensive but lesser quality examples of the values may not be protected.</p>	
<p><b>Option 4</b> Direction to maintain and enhance a compact, well designed and sustainable</p>	<p>Seeks to influence particular types of activities in specific ways, and/or particular 'effects' of activities or aspects of 'effect' – allowing the intervention by local authorities in the region to be targeted – based on available information and an agreed approach.</p>	<p>High</p>	<p>Resource management decisions are still made on a case by case basis at the local level, but within a consistent policy framework across the region for the region's 'form design and function' and in relation to managing subdivision, use and development in the coastal</p>	<p>There are human and economic resource costs for councils and communities, associated with research, analysis, interpretation, consultation, governance and decision making processes to formulate and establish the consequent regulatory frameworks.</p>	<p>Yes</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
regional form	<p>Resource management planning responses are attributed to specific issues.</p> <p>Establishes a consistent policy framework within which to develop regulatory provisions and/or actions within plans; requires all pertinent plans to promote certain policy and related actions (rules and/or methods); sets out specific principles to be applied</p> <p>Sets out clear direction on appropriate regional form, design and function issues and in relation to the coastal environment, both in intent and in terms of the parameters considered necessary to be addressed by plans.</p> <p>Promotes greater certainty for individual applicants, the community of interested parties, and for councils.</p>		<p>environment.</p> <p>All relevant parties will work to achieve the 'regional form, design and function' (objective 21) and to protect the natural character of the coastal environment from new subdivision and inappropriate use and development (objective 4), both of which will improve social, economic and environmental outcomes for individuals and the community.</p> <p>Establishes a clear intent for where regulatory intervention. This assists local authorities in establishing local regulatory frameworks.</p> <p>Provides information for the community about what are the important regional outcomes being sought in relation to the region's 'form, design and function' and the coastal environment, which helps to expedite the statutory processes.</p> <p>The direction is targeted and clearly attributed to the identified issues – helping to reduce time, money and other resources on process.</p> <p>Less conflict, debate or contesting of the advantages and disadvantages of particular planning responses or proposals, as like or similar proposals are able to be categorised and the likely resource management responses are indicated generally, which helps to reduce conflict.</p>	<p>On-going implementation costs for councils – to implement, to monitor compliance, to take enforcement action, to monitor delivery and environmental outcomes to enable an evaluation of the effectiveness of the intervention.</p> <p>Potential users and developers are informed about the significant issues for the region to maintain the region's form, and the type of interventions likely, which may bring additional cost.</p> <p>The cause-effect relationship is direct and clear and the costs of any remedy are able to be attached directly to specific activities.</p>	

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p><b>Option 5</b> Direction to plans to specify where development is appropriate</p>	<p>Effective in requiring district &amp; regional plans to consistently promote certain actions. This would be achieved through the requirements for plans to “give effect to” the RPS.</p> <p>Changes to district &amp; regional plans however, would not however need to be made until a plan or the strategy was next reviewed, so effectiveness would be delayed.</p> <p>Would provide certainty and clarity.</p> <p>Provides a consistent framework for development of policies, rules and methods across the region.</p> <p>Effective in setting out the principles to be applied, but specific decision making would still be determined at the local level.</p> <p>Very effective in delineating where development should occur, but difficult to do due to its contentious nature.</p> <p>High risk to loss of values and unnecessarily restrictive to development if the line is wrong.</p> <p>Polarises the environment by having to sacrifice some areas in order to protect others</p>	Med	<p>Increased clarity and certainty for everyone.</p> <p>The community as a whole agrees to various protection or restrictions through the plan making process.</p> <p>Discourages ad-hoc development.</p> <p>Provides a consistent framework for assessing development across the region.</p> <p>Efficient because provision is applied district/region wide and less information is required for individual consent applications.</p> <p>Clarity and certainty for community &amp; developers.</p> <p>Clarifies grey areas of what is “compromised” and what is “inappropriate”.</p> <p>Some environmental values will be lost because it is a “black &amp; white” division of the coastal environment.</p> <p>There could be benefits to retaining a “grey transitional” area, as the reality is that there is a continuum of quality of values.</p>	<p>Costs associated with policy development and implementation, including costs of region/district wide studies and investigations, and the costs of the plan change process itself.</p> <p>The costs do not need to be incurred until a plan is reviewed. Making changes at this time would reduce costs.</p> <p>Cost to the environment could be high. Some areas will be sacrificed to development, while other areas could recover (but doesn't include restoration!)</p> <p>Opportunity cost to those landowners not allowed to further develop property.</p> <p>High social cost in deciding where to draw the line – likely to be very contentious.</p>	No
<b>Regulatory direction as to matters to be given particular regard in resource management decision making</b>					
<p><b>Option 6</b> Direction to consider resource management</p>	<p>Matters would be given “particular regard” when considering resource consents and notices of requirements.</p> <p>Particular regard however could only be given where “activity status” and/or</p>	High	<p>The effects of a particular proposal and specified matters are being considered, leading to certainty.</p> <p>Proposals have the opportunity to work with or around the values with a</p>	<p>Cost would be born more by some proposals due to the activity status of applications and the matters discretion and control is reserved over.</p> <p>Costs of investigations, justifications and</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>decisions</p>	<p>“discretion” for a proposal relates to relevant topic.  Provides interim direction prior to plan changes being made-.  Would provide direction on how the region wants to see the region’s resources managed.  Provides a consistent framework for assessing development across the region.  Specific decision making would still be determined at the local level.  Unlikely to be effective by itself when considering applications as matters are broad and generic.  Effective as provides interim protection until protection is built into the plan.  Effective as can include more values &amp; considerations than those specifically identified in site mapping.  Effective because considerations are for a particular proposal with specified effects on a specified site, rather than broad generalised considerations.  Gives effect to NZCPS policies 1.1.1a, 1.1.2, 1.1.3, 2.1.1, 2.1.2, 3.1.1, 3.1.2, 3.1.3, 3.2.1, &amp; 3.2.4</p>		<p>potential win-win outcome.  Because the focus is on a particular, often limited, site, it is efficient to examine many specified values for that site. Environmentally, the technique allows more values to be included and protected.  Increased clarity and certainty for all interested parties.  Requires development to address specified matters.  Provides a consistent framework for assessing or evaluating development or activities across the region.  The benefits are unlikely to be as high as when directing plans, as the requirement ‘to consider’ is not as strong, and will only apply in certain, specified circumstances.</p>	<p>addressing particular matters which are site specific are borne by the applicant.  Costs lie more with the developer as applications have to address matters specifically on a case by case basis.  Costs are borne mostly by the applicant.  More values to be addressed mean more identification and analysis, and potentially more resources in redesign to accommodate those values.  There is an environmental downside in that some values may have to be compromised in order to protect other values if a development is to be allowed.  The social cost is that the community has to be ever vigilant in examining each proposal to ensure the values are not compromised.</p>	
<p><b>Option 7</b>  Direction to recognise whether a proposal is in the coastal environment, within</p>	<p>Matters would be given “particular regard” when considering resource consents and notices of requirements.  Particular regard however could only be given where “activity status” and/or “discretion” for a proposal relates to</p>	<p>Med</p>	<p>The effects of a particular proposal and specified matters are being considered, leading to certainty.  Clarity and certainty for community &amp; developers as to whether a particular site is in or out.</p>	<p>Cost would be born more by some proposals due to the activity status of applications and the matters discretion and control is reserved over.  Costs of investigations, justifications and addressing particular matters which are</p>	<p>Yes</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>resource management decisions making</p>	<p>relevant topic.  Provides interim direction prior to plan changes being made-.  Would provide direction on how the region wants to see the region's resources managed.  Provides a consistent framework for assessing development across the region.  Specific decision making would still be determined at the local level.  Unlikely to be effective by itself when considering applications as matters are broad and generic.  Effective as provides interim protection until protection is built into the plan.  Effective in that it will exclude arguments (in court) over where the relatively restrictive coastal policies apply and where they do not.  This option does not actually draw a line (allowing local flexibility) but may create uncertainty eg how far up river valleys?  How to deal with urban coastal areas is not explicit.  Gives effect to NZCPS policies 1.1.1a, 3.2.1 and 3.2.2</p>		<p>Increased clarity and certainty for all interested parties.  Requires development to address specified matters.  Provides a consistent framework for assessing or evaluating development or activities across the region.  The benefits are unlikely to be as high as when directing plans, as the requirement 'to consider' is not as strong, and will only apply in certain, specified circumstances.</p>	<p>site specific are borne by the applicant.  Costs lie more with the developer as applications have to address matters specifically on a case by case basis.  Opportunity cost to landowners affected.  Cost of interpreting the criteria. Will be relatively straight forward for a specific property.</p>	
<p><b>Option 8</b>  Direction to consider having regard for the life-supporting capacity of coastal</p>	<p>Matters would be given "particular regard" when considering resource consents and notices of requirements.  Particular regard however could only be given where "activity status" and/or "discretion" for a proposal relates to</p>	<p>Med</p>	<p>More knowledge and certainty about where particular habitat types are and the consideration of ecosystem processes.  Contributes to the prevention of damage or deterioration to ecosystems</p>	<p>Cost would be born more by some proposals due to the activity status of applications and the matters discretion and control is reserved over.  Costs of investigations, justifications and addressing particular matters which are</p>	<p>Yes</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>ecosystems, within resource management decision making</p>	<p>relevant topic. Provides interim direction prior to plan changes being made-. Would provide direction on how the region wants to see the region's resources managed. Provides a consistent framework for assessing development across the region. Specific decision making would still be determined at the local level. Unlikely to be effective by itself when considering applications as matters are broad and generic. Effective as an interim measure pending inclusion of option 2 in plans. Many of these habitats have been overlooked in the past. By their very nature, some ecosystem processes (such as habitats of vulnerable life stages of species) are transient, difficult to locate or hard to find (eg threatened species). However, on a site specific survey, such habitats would be a smaller more achievable task to manage. Coastal urban areas should not be included as areas of potential habitat. Gives effect to NZCPS policies 1.1.2 and 3.2.8</p>		<p>unique to the coastal environment. Could be economic benefits for tourism development, but difficulties for siting effluent outfalls in such areas. Potential benefits for recreational fishing and customary mahinga kai. Supports integrated management of those sites that cross MHWS eg seal haul out areas. Increased clarity and certainty for all interested parties. Requires development to address specified matters. Provides a consistent framework for assessing or evaluating development or activities across the region. The benefits are unlikely to be as high as when directing plans, as the requirement 'to consider' is not as strong, and will only apply in certain, specified circumstances.</p>	<p>site specific are borne by the applicant. Costs lie more with the developer as applications have to address matters specifically on a case by case basis. Could be difficulties in identifying some particular habitats eg threatened species, and particularly those that migrate or are transitory eg have juvenile spawning areas. Having generic protection does not provide much certainty unless areas can be identified or ecological processes are obvious eg spawning. Is likely to restrict development in particular areas.</p>	
<p><b>Option 9</b> Direction to consider giving preference to</p>	<p>Matters would be given "particular regard" when considering resource consents and notices of requirements. Particular regard however could only be</p>	<p>Low</p>	<p>Some Part 2 RMA matters could be accommodated eg 7(b) efficient use &amp; development of natural and physical resources, 7(i) the effects of climate change, and 7(j) the benefits to be</p>	<p>Cost would be born more by some proposals due to the activity status of applications and the matters discretion and control is reserved over.</p>	<p>Yes</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>developments of national importance in partially compromised natural character areas of the coastal environment</p>	<p>given where "activity status" and/or "discretion" for a proposal relates to relevant topic.</p> <p>Provides interim direction prior to plan changes being made.</p> <p>Would provide direction on how the region wants to see the region's resources managed.</p> <p>Provides a consistent framework for assessing development across the region.</p> <p>Specific decision making would still be determined at the local level.</p> <p>Unlikely to be effective by itself when considering applications as matters are broad and generic.</p> <p>Not effective in meeting the objective as values could be further compromised.</p> <p>Would need to delineate what is "partially compromised" in area and in quality.</p> <p>Not effective if it means if one value is compromised, then all the other are allowed to become compromised.</p> <p>Unlikely to meet section 5 RMA where use, development and protection are balanced rather than one being given priority.</p>		<p>derived from the use and development of renewable energy.</p> <p>Economic benefit to development of wind farms, and flow on benefit to power supply to the community.</p> <p>Benefit to the environment of substitution of greenhouse gases.</p> <p>Increased clarity and certainty for all interested parties.</p> <p>Requires development to address specified matters.</p> <p>Provides a consistent framework for assessing or evaluating development or activities across the region.</p> <p>The benefits are unlikely to be as high as when directing plans, as the requirement 'to consider' is not as strong, and will only apply in certain, specified circumstances.</p>	<p>Costs of investigations, justifications and addressing particular matters which are site specific are borne by the applicant.</p> <p>Costs lie more with the developer as applications have to address matters specifically on a case by case basis.</p> <p>Potential cost to section 6(a), 6 (b), 6(c), 7(c), 7(d) and 7(f) matters.</p> <p>Potential major cost for environmental values and social amenity and wellbeing values.</p> <p>Cannot be sure that a specific project will be appropriate in the coastal environment, without balancing other factors.</p> <p>Economic benefit from the development and potentially the use of wind farms or electricity transmission for example.</p>	
<b>Non-regulatory options</b>					
<p><b>Option 10</b> Integrating management across mean high</p>	<p>Could be effective if all relevant local authorities commit to doing them.</p> <p>However not certain that the actions will be achieved and can be appropriately</p>	High	<p>Allows for flexibility of approach rather than imposition of regulatory policies.</p> <p>Recognises that people can "do the right thing" without compulsion.</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Could lead to protracted negotiations</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
water springs	<p>resourced.</p> <p>May not be effective in influencing private developments</p> <p>Some values, particularly ecological, geological and historic heritage values may extend across the MHWS jurisdictional boundary. Both sides of a particular value need protection, and this should be coordinated between district and regional councils to be effective.</p> <p>Gives effect to NZCPS policy 3.3.2</p>		<p>Economically efficient of financial support stimulates private effort and commitment.</p> <p>Coordinated management will best identify and protect values that extend across MHWS.</p>	<p>and potentially poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>There is an organisational cost to coordination – effort has to be made and processes set up to manage the connection between councils, iwi etc.</p>	
<b>Option 11</b> Engaging iwi and the community in management of natural and physical resources	<p>Could be effective if all relevant local authorities commit to doing them.</p> <p>However not certain that the actions will be achieved and can be appropriately resourced.</p> <p>May not be effective in influencing private developments</p> <p>Effective because there will be more comprehensive and better identification of values if the community and Maori are part of the process.</p> <p>Effective because there will be better management if the community and iwi feel that the process is there's.</p> <p>Gives effect to NZCPS policies 1.1.3 and 4.2.2</p>	High	<p>Allows for flexibility of approach rather than imposition of regulatory policies.</p> <p>Recognises that people can “do the right thing” without compulsion.</p> <p>Economically efficient of financial support stimulates private effort and commitment.</p> <p>The process could assist in strengthening communities.</p> <p>Benefit of buy-in, acceptance &amp; ownership by the community and iwi.</p> <p>Possible community and iwi input into compliance/enforcement and voluntary improvement works (more effort and eyes).</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Could lead to protracted negotiations and potentially poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>Might need staff time, technical and financial support to be effective.</p> <p>Relies on voluntary community and iwi time and effort to work.</p> <p>Quality control might be required for environmental works.</p>	Yes
<b>Option 12</b> Provision of information about what kind of development is	<p>Could be effective if all relevant local authorities commit to doing them.</p> <p>However not certain that the actions will be achieved and can be appropriately resourced.</p>	Low	<p>Allows for flexibility of approach rather than imposition of regulatory policies.</p> <p>Recognises that people can “do the right thing” without compulsion.</p> <p>Economically efficient of financial</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Could lead to protracted negotiations</p>	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
appropriate in the coastal environment	<p>May not be effective in influencing private developments</p> <p>This option is effective in helping the community and developers understand and recognise values, and assist in formulating proposals that avoid, remedy or mitigate effects on them.</p> <p>However, there is no obligation to follow through using this approach alone, so needs to be combined with regulatory tools.</p>		<p>support stimulates private effort and commitment.</p> <p>Free advice in the form of literature to developers which could beneficially influence design of proposals which avoid, remedy or mitigate adverse effects. An example is the advice produced in association with the Wairarapa Coastal Strategy.</p> <p>Information could increase community appreciation of the values and involvement in protecting them.</p> <p>Could engender a more positive/cooperative response from developers because it is non-regulatory.</p>	<p>and potentially poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>Relatively cheap to do because it does not require specific identification of values, but there is the cost of preparing, printing and distribution of material.</p> <p>Costs to the environment (as an option on its own) include lack of enforceability and no certainty of compliance and enforcement; particular values are still not identified; principles could be incorrectly applied; and the values could be targeted for damage or destruction.</p>	
<b>Doing Nothing</b>					
<b>Option 13</b> No intervention	<p>If no action is taken, subdivision, use and development in the coastal environment is highly likely to be inappropriate at least some of the time, as all the values are not characterised and located. Also, there are no generally applicable guidelines for all types of development as to what is appropriate where. The pressures of subdivision, use and development will continue and probably increase. There is a very high risk that natural character will be compromised intentionally or inadvertently with no protection. The objective will not be achieved.</p>	Low	<p>Economic costs would be saved through not having to implement policies or methods.</p>	<p>The issue will continue in the same trend or pattern, and the objective will not be achieved. Doing nothing will not achieve the purpose of the Resource Management Act.</p> <p>Social and environmental costs could be significant, and could result in reduced economic opportunities.</p>	No

**Table 4: Evaluation as to the effectiveness and efficiency of policy and method options to achieve Objective 4**

### 5.3 Selection of most appropriate policy and method options to achieve Objective 4

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
<b>Regulatory direction to district and/or regional plans</b>				
<b>Option 1</b> Direction to discourage new subdivision, and inappropriate use and development in areas of high natural character in the coastal environment	Med	Yes	✓	Policy 3 Methods 1, 2, 7, 31 & 49
<b>Option 2</b> Direction to identify the landward extent of the coastal environment	Med	Yes	✓	Policy 4 Methods 1, 31 & 49
<b>Option 3</b> Direction to encourage development where natural character has already been compromised	Low	No	✗	
<b>Option 4</b> Direction to maintain and enhance a compact, well designed and sustainable regional form	Med	Yes	✓	Policy 32 Method 3
<b>Option 5</b> Direction to determine where development is allowed	Med	No	✗	
<b>Regulatory direction as to the matters to be given particular regard in resource management decision making</b>				
<b>Option 6</b> Direction to consider the adverse effects on natural character, within resource management decision making	High	Yes	✓	Policies 34 & 35 Methods 4 & 7
<b>Option 7</b> Direction to consider whether a proposal is in the coastal environment, within resource management decision making	Med	Yes	✓	Policy 37 Method 4

<b>Option 8</b> Direction to consider the life-supporting capacity of coastal ecosystems	Med	Yes	✓	Policy 36 Method 4
<b>Option 9</b> Direction to consider giving preference to developments of national importance in partially compromised natural character areas of the coastal environment	Low	Yes	✗	
<b>Non regulatory options</b>				
<b>Option 10</b> Integrating management across mean high water springs	High	Yes	✓	Method 27
<b>Option 11</b> Engaging iwi and the community in management of natural and physical resources	High	Yes	✓	Method 31
<b>Option 12</b> Provision of information about what kind of development is appropriate in the coastal environment	Med	No	✗	
<b>Doing Nothing</b>				
<b>Option 13</b> No regulatory or non-regulatory actions to preserve the natural character of the coastal environment	Low	No	✗	

**Table 5: Results of evaluation as to the most appropriate policy and method options to achieve Objective 4**

## 5.4 Discussion on selected options

Preservation of natural character of the coastal environment by protecting it from the adverse effects of inappropriate subdivision, use and development is a matter of national importance. The coastal environment's natural character has not been specifically described, classified or identified in such a way as to be able to recognise its value in particular places and around the region's coast at large. This means it often may not be clear how development may be accommodated sympathetically in the coastal environment, in terms of effort to preserve natural character. There is a high risk of degradation and loss of natural character values if no action is taken. This is particularly an issue where areas of high natural character continue to be at risk, in those circumstances where particular elements noted as contributing to high natural character are found not to be 'significant' in their own right, at the regional scale applicable to the implement the options selected to achieve objective 3. Such high natural character areas are likely to become sort after locations for development and come under increasing pressure, particularly when protection mechanisms are established in plans in relation to each of the discrete values which contribute some aspect to natural character.

While the previous objective (3) focused upon identifying and protecting specific key values that are acknowledged as contributing to natural character, objective 4 focuses on avoiding potential adverse effects on natural character as a whole. In many ways natural character has already been compromised to varying extents around the region. The degree of modification or human influence versus the contribution of natural processes and elements, together comprise the degree of natural character retained in a particular place or location within the coastal environment. The pressure of inappropriate subdivision, use and development is ever present and increasing, in both highly modified and near pristine coastal environments. As the natural character of the coastal environment has not been described and assessed, significant natural character areas have not yet been specifically identified or recognised. There is a high risk of degradation and loss of the values associated with these areas if no action is taken.

A mix of six targeted regulatory options, directing district and/or regional plans and/or the Regional Land Transport Strategy, and three regulatory options requiring consideration of particular matters within resource management decision making, supported and complemented by two non-regulatory actions is the most appropriate way to achieve objective 4 and address the coastal environment issues 1, 2 and 3.

The regulatory options included in the mix are options 1, 2, 4, 6, 7 and 8. Two non-regulatory options are also included within the mix, to support and complement the regulatory options as well as voluntary actions. The non-regulatory options considered most appropriate to address the issue and achieve the objective are options 10 and 11.

Option 1 (Policy 3, and methods 1, 2, 7, 31 and 49) directs plans to discourage inappropriate development in areas of high natural character in the coastal environment. While option 2 (policy 4, and methods 1, 31, and 49) directs

plans to identify the extent of the coastal environment. Identifying criteria to determine the inland extent of the coastal environment, and providing for interim determination of extent for resource consent considerations pending plan implementation (option 7) assists option 1, in providing guidance as to where new subdivision, and inappropriate use and development might need to be discouraged.

In undertaking the investigations necessary to implement option 2, further information is made available to enable the description and assessment necessary to implement option 1. Similarly, information gathered about key values (as outlined in relation to objective 3) will contribute to local authorities' ability to implement option 1.

Option 1 does not include a directive to 'identify' (in plans), areas of high natural character or to 'preserve' these areas, principally as there is currently insufficient and uncertain information to inform such a process of identification and to evaluate the degree of natural character around the region's coastal environment. A consequence of utilising other options within the regional policy statement, to identify and protect key values that contribute to natural character, is that, over time, sufficient information will be available to enable such an evaluation and identification to be made. What constitutes 'high natural character', to implement option 1, is most appropriately determined with local communities (via the process to review the district plan) as local contexts and knowledge can be taken into account.

In the meanwhile, identification in plans is not appropriate, as attempting to implement such a requirement would lead to duplication and complications for the other investigations, and would significantly add to the resource burden associated with implementation. Rather, the more efficient and effective option is to direct plans to 'discourage' activities from areas that have 'high' natural character. When such a provision applies is elaborated upon in relation to option 6, (policy 34, methods 4 and 7) that directs the consideration of adverse effects on natural character in resource management decision making. The policies and methods developed to implement option 6 will provide guidance on how to preserve natural character, and also on an approach to identification of areas of 'high' natural character. Option 6 (policies 34 and 35, methods 4 and 7), directs consideration of specified matters within resource management decision making.

Option 4 (policy 32, method 3) is to direction to maintain and enhance a compact, well designed and sustainable regional for. This will contribute to the retention of natural character in the coastal environment. This option aims to prevent sprawling and sporadic development which asserts pressure on natural character.

Option 7 (Policy 37, method 4) directs resource management decision makers to consider whether a proposal is in the coastal environment. This is necessary to trigger the other considerations that must be had, should a proposal fall within the coastal environment.

Option 8, is to have regard for the life-supporting capacity of coastal ecosystems.

Option 10, seeks to facilitate a voluntary or non-regulatory coordination between agencies, to protect the integrity of values that cross the jurisdictional boundary of mean high water springs.

This combination of options is not a prohibition on development in relatively uncompromised natural character. Discouraging development in areas of high natural character does provide for flexibility for it to occur everywhere else. Balancing environmental values and infrastructure/development benefits is done on a case by case basis dependent on the actual values of the particular site and the actual effects of the proposal through the resource consent process.

There is also a requirement to give effect to the New Zealand Coastal Policy Statement (NZCPS). How the draft Regional Policy Statement does this is summarised in a supplementary paper, recorded in the list of references in Appendix 2.

Option 3 (to determine where development is allowed and where it is not) was not selected because the efficiency of achieving the objective was assessed to be low. It was also due to the difficulty in making what could in all likelihood be an arbitrary call as to where development would be allowed, based on a level of “compromised natural character” that would have to be determined. Some values contributing to natural character would inevitably be lost. Questions such as “if one value is compromised, does this allow degradation of other values by development?” would be difficult to reconcile. Option 1, which discourages development in areas of high natural character, was assessed as being more efficient and effective and the most appropriate to achieve the objective.

Option 9, to prefer developments of national importance in areas of partially compromised natural character, is not selected because natural character values would be further compromised by automatically giving preference to developments of national importance. This option does not satisfy Part 2 of the Resource Management Act, as natural character itself is a matter of national importance, and it does not give effect to the NZCPS. Therefore options 6 and 7, which states matters to be considered in a resource management decision making, on a case by case basis, is assessed as being more effective than option 9 and more appropriate to achieve objective 4.

Option 12, to provide information about what kind of development is appropriate, is not effective and efficient at this time, due to insufficient and uncertain information. While some generic information on how to fit in subdivision and development sympathetically into the coastal environment does already exist in relation to the Wairarapa context, which could have applicability elsewhere, that supposition has not yet been tested. Furthermore, implementation of other options will lead to investigations and the gathering of information to enable appropriate guidance to be developed and promulgated within the region. Option 12, therefore, is not appropriate at this time, but can

be adopted at a later date, without any necessity to include in the regional policy statement.

Option 13, to do nothing is assessed as not being appropriate to achieve the objective and bearing very high risk of further degradation and loss of natural character. The risk of acting, in the context of poor information of the values, was assessed as being low in terms of dissuading potential appropriate use and development in the coastal environment.

## **5.5 Risk of acting or not acting if information is uncertain or insufficient**

Section 32(4)(b) of the Resource Management Act requires the evaluation of appropriateness to take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods.

The coast is a highly desirable environment for people to live, work and play. It is fair to say that there is both uncertain and insufficient information about the characteristics and location of all the values that contribute to natural character in the coastal environment throughout the region, and thus the degree of natural character across the full extent of the coastal environmental

It is also fair to say, that there is both uncertain and insufficient information about what might be appropriate and, conversely, inappropriate subdivision, use or development in which parts of the coastal environment.

It is difficult to pre-determine *what* development is appropriate *where*. It may not even be clear, throughout the region, the landward extent of the coastal environment. In these circumstances, natural character in the coastal environment is very likely to continue to be compromised or lost, either within a development site (for example, earthworks damaging a geological or historic feature) or as part of a broader landscape (for example, removal of indigenous coastal vegetation or track making scars on a coastal landscape).

The risks of acting with uncertain information, such as no certainty over what kind of development is appropriate where, may be to constrain development unduly which may not meet Part 2 Resource Management Act. This is because controls or information may be too general and a precautionary approach may preclude development.

The risk of acting in the way proposed is that social and economic costs will be imposed on local government and applicants for resource consents, potentially for little environmental gain in some instances.

The risk of not acting in the way proposed is that the natural character in the coastal environment within the Wellington region will be inconsistently or perhaps not identified and, consequently, would not be managed sustainably. At best this will mean that territorial authorities, communities and individuals will be unable to make informed choices. At worst, there may be a continuing

or even an accelerated rate of decline in the natural character in the coastal environment within the region.

It is clear to Greater Wellington that the risk of acting is much less than the risk of not acting.

## **6. Most appropriate policies and methods to achieve Objective 5**

The appropriateness of the policies and methods to achieve Objective 5 are evaluated by looking at the effectiveness and the efficiency of the policy and method options, and the risks of acting or not acting if there is uncertain or insufficient information.

### **6.1 Description of the range of policy and method options to achieve Objective 5**

Objective 5 seeks to restore and rehabilitate areas of the coastal environment where natural character has been degraded.

In addressing this objective, the primary focus is to determine whether it can be best achieved through regulatory direction to plans or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory programs, or by doing nothing.

The following is an assessment of options to achieve objective 5, over and above the alternatives assessed in relation to objectives 15, 16, 17, 24, 25, 26 & 27 which are presented in the section 32 reports in relation to indigenous ecosystems, historic heritage, landscapes, and resource management with tangata whenua. This evaluation should therefore be considered in conjunction with these other section 32 reports, as they contain further information pertinent to addressing the regionally significant resource management issues associated with the coastal environment, and to achieve the objectives and the purpose of the Resource Management Act.

#### **6.1.1 Regulatory direction to district and/or regional plans**

##### **Option 1 – Direction to require development contributions for the purpose of restoring coastal natural character**

This option is to require district plans to provide for the taking of development contributions for the purpose of restoring and rehabilitating natural character of the coast.

#### **6.1.2 Regulatory direction as to matters to be given particular regard in resource management decision making**

##### **Option 2 – Direction to consider the increased pressure on natural character from subdivision, use and development**

This option is to require local authorities to have particular regard to whether a proposal could increase the potential pressure of plant and animal pests (for example, garden escapes, domestic cats and rabbits) on degraded areas in the coastal environment.

### 6.1.3 Non-regulatory options

#### **Option 3 – Provision of information about the restoration and rehabilitation of the natural character of the coastal environment**

This approach is to provide information and guidance about the restoration and rehabilitation of the natural character of the coastal environment, including suggesting types of actions (e.g. eco-sourcing), and the types of habitats to be restored.

#### **Option 4 – Integrated management, by preparing a coastal and marine ecosystems action plan**

This option is to prepare and review a Coastal and Marine Ecosystems Action Plan for a programme of restoration and rehabilitation.

#### **Option 5 – Integrating management across mean high water springs**

This option is to develop a memoranda of understanding and non-statutory management plans to integrate local authority management across mean high water springs.

#### **Option 8 – Integrating management by taking a whole of catchment approach**

This option involves taking a whole of catchment approach that recognises the values of natural resources, particularly when planning and undertaking works, operations and services.

#### **Option 9 – Engaging iwi and the community in management of natural and physical resources**

This approach is to engage and work with iwi and the community in the identification, protection and management of natural and physical resources.

#### **Option 10 – Provision of support for community restoration initiatives**

This option is to provide practical and financial support for community restoration initiatives in the coastal environment.

#### **Option 11 – Undertake a programme of works to restore natural character of the coastal environment**

This option is to develop an action plan and a programme of works to restore identified degraded indigenous habitats and ecosystems in the coastal environment, that warrant enhancement.

#### 6.1.4 Doing nothing

##### **Option 12 – No intervention or restoration and rehabilitation of areas in the coastal environment where natural character has been degraded**

In this option there is no restoration and rehabilitation of areas in the coastal environment where natural character has been degraded.

6.2

Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 5

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Regulatory direction to district and/or regional plans</b>					
<p><b>Option 1</b> Direction to plans to require development contributions for the purpose of restoring coastal natural character</p>	<p>Effective in requiring district &amp; regional plans to consistently promote certain actions. This would be achieved through the requirements for plans to “give effect to” the RPS.  Changes to district &amp; regional plans however, would not however need to be made until a plan or the strategy was next reviewed, so effectiveness would be delayed.  Would provide certainty and clarity.  Provides a consistent framework for development of policies, rules and methods across the region.  Effective in setting out the principles to be applied, but specific decision making would still be determined at the local level.  Not very effective due to a combination of factors: difficulties in establishing an appropriate charging regime; community polarisation between those who are likely to develop and those who wish to see funds spent on restoration; and ensuring the cost of collection is not greater than the fees collected.  The purpose to which fees are put must be very clear, and best if the schedule of works funded is publicly agreed upon.</p>	Med	<p>Increased clarity and certainty for everyone.  Provides a consistent framework for assessing development across the region.  Sets out the principles to be applied, but specific decision making would still be determined at the local level.  The community has input through the plan making process  Provision is applied district/region wide and less information is required for individual consent applications.  Better (or maybe adequate) funding for a comprehensive programme of restoration works.  If fees could be linked to quality of development or the appropriateness of proposal in the coastal environment, this could be an incentive for better design and placement. However, there are great difficulties in achieving this.  Could be difficulties in linking direct effects of a proposal with off-site effects eg adverse effects on coastal scenic values.  Discourages ad-hoc development.</p>	<p>Such a fee regime could polarise the community.  Could be a disincentive to any kind of coastal development.  Cost of collecting fees could exceed the funds collected.  Difficulties in getting agreement on a schedule of fees eg should fees be waived or reduced for sympathetic coastal development, and how to determine what fits and what doesn't.  There are human and economic costs for councils and communities associated with policy development and implementation, including costs of region/district wide research and investigations, analysis, interpretation, consultation, governance and decision making processes to formulate and thence to establish and implement the consequent regulatory framework, which must be designed so as to give effect to the regional policy statement..  The costs do not need to be incurred until a plan is reviewed. Making changes at this time would reduce compliance costs.  There are potentially high social costs when engaging the community in consultation about a lot of particular values and in relation to many sites.  There are potential opportunity costs for</p>	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
				<p>affected landowners, developers or those undertaking activities, although these may be offset by opportunities associated with establishing clear and certain provisions within which to plan development in the coastal environment.</p> <p>Potential generalised environmental costs as only the regionally significant values will be identified, and more extensive but lesser quality examples of the values may not be protected.</p>	
<b>Regulatory direction as to matters to be given particular regard in resource management decision making</b>					
<p><b>Option 2</b> Direction to consider the increased pressure on natural character from subdivision, use and development</p>	<p>Matters would be given "particular regard" when considering resource consents and notices of requirements.</p> <p>Particular regard however could only be given where "activity status" and/or "discretion" for a proposal relates to relevant topic.</p> <p>Provides interim direction prior to plan changes being made-</p> <p>Would provide direction on how the region wants to see the region's resources managed.</p> <p>Provides a consistent framework for assessing development across the region.</p> <p>Specific decision making would still be determined at the local level.</p> <p>Unlikely to be effective by itself when considering applications as matters are broad and generic.</p> <p>Not very efficient because of the difficulties in determining the level of</p>	Med	<p>Requires development to address specified matters.</p> <p>Potential incentive to "design to the site and surroundings" and achieve better outcomes.</p> <p>Leads to development of robust consent conditions to avoid, remedy or mitigate coastal degradation.</p> <p>This is a "developer pays" regime, where the environment and community benefits.</p> <p>Not easy to deal with cumulative effects or to set thresholds.</p> <p>Increased clarity and certainty for all interested parties.</p> <p>Provides a consistent framework for assessing or evaluating development or activities across the region.</p> <p>The benefits are unlikely to be as high as when directing plans, as the requirement 'to consider' is not as</p>	<p>Cost would be born more by some proposals due to the activity status of applications and the matters discretion and control is reserved over.</p> <p>Costs of investigations, justifications and addressing particular matters which are site specific are borne by the applicant.</p> <p>Costs lie more with the developer as applications have to address matters specifically on a case by case basis.</p> <p>Increases costs of coastal development.</p> <p>Lack of clarity over thresholds and cumulative effects.</p> <p>Could instigate off-site mitigation as a cost of development, but this brings its own problems.</p> <p>Difficulties and costs of compliance and enforcement.</p>	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>potential plant and animal pest pressure, combined with the difficulties of monitoring and compliance eg is it realistic to police whether people keep cats?</p> <p>Difficulties in determining and responding to cumulative effects.</p> <p>Could include off-site environmental mitigation, which has its own set of difficulties.</p>		<p>strong, and will only apply in certain, specified circumstances.</p>		
<b>Non-regulatory options</b>					
<p><b>Option 3</b></p> <p>Provision of information about restoring and enhancing the natural character of the coastal environment</p>	<p>Could be effective if all relevant local authorities commit to doing them.</p> <p>However not certain that the actions will be achieved and can be appropriately resourced.</p> <p>May not be effective in influencing private developments.</p> <p>Effective in assisting restoration efforts.</p> <p>Gives effect to NZCPS policy 3.2.7</p>	High	<p>Allows for flexibility of approach rather than imposition of regulatory policies.</p> <p>Recognises that people can “do the right thing” without compulsion.</p> <p>Economically efficient of financial support stimulates private effort and commitment</p> <p>Provides guidance for what to do to restore typical ecosystems and for particular types of degradation eg erosion due to vehicle use.</p> <p>Guidance may not be specific to particular sites.</p> <p>No compulsion means some landowners may be more cooperative.</p> <p>Greater flexibility in finding solutions than rigid regulatory policy.</p> <p>Recognises and supports voluntary work and “work in kind”.</p> <p>Species choice maybe generic and not</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Could lead to protracted negotiations and potentially poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>Cost of developing the material, printing and distribution probably not high.</p> <p>Material could be generic to ecosystem type and common problems, and so have broader applicability.</p> <p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Could lead to protracted negotiations and potentially poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
			<p>specific to particular sites.</p>	<p>Less certainty that things will happen.            Potential variability of quality of work.            Risk of lack of continuity or follow through.            Reliance on voluntary work implies lower costs.            The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.            Could lead to protracted negotiations and potentially poor results.            Potential environmental costs because of a lesser commitment to get things done.            Cost of developing the material, printing and distribution probably not high.            Material could be generic to ecosystem type and so have broader applicability.</p>	
<p><b>Option 4</b>            Integrated management, by preparing a coastal and marine ecosystems action plan</p>	<p>Could be effective if all relevant local authorities commit to doing them.            However not certain that the actions will be achieved and can be appropriately resourced.            May not be effective in influencing private developments.            Funds and effort will always be limited compared to the size of the task.            It is effective to be able to target those sites, and with specific techniques, that might restore the ecosystem to a self-sustaining functioning state, with minimal</p>	<p>High</p>	<p>Allows for flexibility of approach rather than imposition of regulatory policies.            Recognises that people can "do the right thing" without compulsion.            Economically efficient of financial support stimulates private effort and commitment            Best environmental outcome for the effort and funds spent.            Enables community groups to feel their efforts are maximised.            Best value for funds spent – whether by contractor or for supporting</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.            Could lead to protracted negotiations and potentially poor results.            Potential environmental costs because of a lesser commitment to get things done.            Needs experts, iwi and community consultation to formulate an action plan.            Needs a coordinator to keep track of who is doing what and that the priorities are followed.</p>	<p>Yes</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p><b>Option 5</b> Integrating management across mean high water springs</p>	<p>needs for ongoing inputs. Gives effect to NZCPS policy 3.2.7</p> <p>Could be effective if all relevant local authorities commit to doing them. However not certain that the actions will be achieved and can be appropriately resourced. May not be effective in influencing private developments. Degraded areas of the coast may extend across the MHWS jurisdictional boundary. Both sides of the boundary may need restoration, and this should be coordinated between district and regional councils to be effective. Gives effect to NZCPS policy 3.3.2</p>	High	<p>community initiatives.</p> <p>Allows for flexibility of approach rather than imposition of regulatory policies. Recognises that people can “do the right thing” without compulsion. Economically efficient of financial support stimulates private effort and commitment Coordinated management will best carry out works for degraded areas that extend across MHWS.</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure. Could lead to protracted negotiations and potentially poor results. Potential environmental costs because of a lesser commitment to get things done. There is an organisational cost to coordination – effort has to be made and processes set up to manage the connection between councils, iwi etc.</p>	Yes
<p><b>Option 6</b> Integrated management by taking a whole of catchment approach</p>	<p>Could be effective if all relevant local authorities commit to doing them. However not certain that the actions will be achieved and can be appropriately resourced. May not be effective in influencing private developments. Effective because major causes of degradation (sedimentation, heavy metals, toxic substances, sewage contamination) are due to land-use activities that end up in the sea via rivers and streams. These effects are often beyond the coastal environment, and can only be effectively addressed by whole of catchment measures.</p>	Med	<p>Allows for flexibility of approach rather than imposition of regulatory policies. Recognises that people can “do the right thing” without compulsion. Economically efficient of financial support stimulates private effort and commitment Addresses some of the causes of environmental degradation. Can lead to community strengthening by sharing and solving the problem. Long term solution.</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure. Could lead to protracted negotiations and potentially poor results. Potential environmental costs because of a lesser commitment to get things done. Difficult to do and not much experience in effective management catchment-wide. Needs to involve many agencies and the community, with possible changes and/or coordination to plans and strategies. Needs a “leader” to make it happen –</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p><b>Option 7</b> Engaging iwi and the community in management of natural and physical resources</p>	<p>Gives effect to NZCPS policy 3.2.7</p> <p>Could be effective if all relevant local authorities commit to doing them. However not certain that the actions will be achieved and can be appropriately resourced. May not be effective in influencing private developments. Effective because there will be more comprehensive and better identification of values if the community and māori are part of the process. Effective because there will be better management if the community and māori feel that the process is there's. Gives effect to NZCPS policies 1.1.3 and 4.2.2</p>	High	<p>Allows for flexibility of approach rather than imposition of regulatory policies. Recognises that people can "do the right thing" without compulsion. Economically efficient of financial support stimulates private effort and commitment The process could assist in strengthening communities. Benefit of buy-in, acceptance &amp; ownership by the community and māori. Possible community and māori input into compliance/enforcement and voluntary improvement works (more effort and eyes).</p>	<p>often a paid coordinator eg Pauatahanui catchment.</p> <p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure. Could lead to protracted negotiations and potentially poor results. Potential environmental costs because of a lesser commitment to get things done. Might need staff time, technical and financial support to be effective. Relies on voluntary community and māori time and effort to work. Quality control might be required for environmental works.</p>	Yes
<p><b>Option 8</b> Support for community restoration initiatives</p>	<p>Could be effective if all relevant local authorities commit to doing them. However not certain that the actions will be achieved and can be appropriately resourced. May not be effective in influencing private developments. Effective because it acts as a catalyst voluntary labour or community effort. Significant outputs for little outlay. Gives effect to NZCPS policy 3.2.7</p>	High	<p>Allows for flexibility of approach rather than imposition of regulatory policies. Recognises that people can "do the right thing" without compulsion. Economically efficient of financial support stimulates private effort and commitment Community initiative feels valued, appreciated and supported. Mobilises community energy. Facilitates environmental work where there may not otherwise be any.</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure. Could lead to protracted negotiations and potentially poor results. Potential environmental costs because of a lesser commitment to get things done. Funding has to be obtained for materials, expert advice, possibly transport and coordinators. Need to ensure the environmentally effective projects are tackled, not just those most convenient to the volunteers.</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Option 9</b> Undertake a programme of works to restore the natural character of the coastal environment	<p>Could be effective if all relevant local authorities commit to doing them.</p> <p>However not certain that the actions will be achieved and can be appropriately resourced.</p> <p>May not be effective in influencing private developments.</p> <p>Effectiveness depends very much on the funding level.</p> <p>Most commonly relatively little is spent on restoration, so the amount does not go far on professional fees.</p> <p>Professional competence in prioritisation, project management, and doing the job will result in consistent high quality results.</p>	Med	<p>Allows for flexibility of approach rather than imposition of regulatory policies.</p> <p>Recognises that people can "do the right thing" without compulsion.</p> <p>Economically efficient of financial support stimulates private effort and commitment</p> <p>Systematic, prioritised work programmes will get a good environmental outcome for those ecosystems most at risk and most able to recover to self sustainability.</p> <p>Might need community consultation to get buy-in for prioritisation.</p> <p>Does not rely on voluntary effort to get the job done – avoids good-will burn-out.</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Could lead to protracted negotiations and potentially poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>High cost of professional work and contractors means the usual low amount of funding does not go very far at all.</p> <p>Community may feel alienated from "their" patch.</p> <p>On-going maintenance is a long term cost which might be cut first when funds dry up, threatening the project viability.</p>	No
<b>Doing Nothing</b>					
<b>Option 10</b> No intervention	<p>If no action is taken, a degraded ecosystem will degrade further without positive intervention, due to the pervasive pressures of pest plants and animals.</p> <p>Without intervention, sites will become weedier and pests such as rabbits will become established. This is additional to any degrading pressure from uses such as vehicles on beaches and dunes.</p> <p>Intervention would be required just to maintain the same state and ecosystem functioning, even without restoring and rehabilitating an area. Even intervention for maintenance purposes can require a huge amount of resources. The objective will not be achieved.</p>	Low	<p>Economic savings, as intervention for maintenance purposes can require a huge amount of resources.</p>	<p>A degraded ecosystem will continue to degrade further without positive intervention, due to the pervasive pressures of pest plants and animals.</p> <p>Without intervention, degraded sites will become weedier and pests - such as rabbits - will become established.</p> <p>This is additional to any degrading pressure from uses such as vehicles on beaches and dunes. Intervention would be required just to maintain the same state and ecosystem functioning, even without restoring and rehabilitating an area.</p> <p>Even intervention for maintenance</p>	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
				purposes can require a huge amount of resources.	

**Table 6: Evaluation as to the effectiveness and efficiency of policies and methods in achieving Objective 5**

### 6.3 Selection of most appropriate policy and method options to achieve Objective 5

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
<b>Regulatory direction to district and/or regional plans</b>				
<b>Option 1</b> Direction to plans to require development contributions for the purpose of restoring coastal natural character	Med	No	x	
<b>Regulatory direction as to the matters to be given particular regard in resource management decision making</b>				
<b>Option 2</b> Direction to consider the increased pressure on natural character from use and development	Med	No	x	
<b>Non regulatory options</b>				
<b>Option 3</b> Provision of information and guidance about the restoration and rehabilitation of the natural character of the coastal environment	Med	Yes	✓	Policy 64 Methods 8
<b>Option 4</b> Integrated management, by preparing a coastal and marine ecosystems action plan	High	Yes	✓	Policy 64 Method 28
<b>Option 5</b> Integrating management across mean high water springs	High	Yes	✓	Policy 64 Method 27
<b>Option 6</b> Integrate management by taking a whole of catchment approach	Med	Yes	✓	Policy 64 Method 29
<b>Option 7</b> Engaging iwi and the community in management of natural and physical resources	High	Yes	✓	Policy 66 Method 31

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
<b>Option 8</b> Provision of support for community restoration initiatives	High	Yes	✓	Policy 64 Method 52
<b>Option 9</b> Undertake a programme of works to restore natural character of the coastal environment	Med	No	✗	
<b>Doing Nothing</b>				
<b>Option 10</b> No intervention	Low	No	✗	

**Table 7: Results of evaluation as to the most appropriate policy and method options to achieve Objective 5**

#### 6.4 Discussion on selected options

The restoration and rehabilitation of the natural character of the coastal environment is a matter of national priority. Much of the natural character of the coast has been degraded. If no action is taken, a degraded ecosystem will degrade further without positive intervention, due to the pervasive pressures of pest plants and animals. Without intervention, sites will become weedier and pests such as rabbits will become established. Intervention is required just to maintain the same state and ecosystem functioning, even without restoring and rehabilitating an area. There is a very high risk of degradation of the values if no action is taken.

Even intervention for maintenance purposes can require a huge amount of resources, so the focus is to prioritise the task and to use limited resources in the most effective way. The intention is to restore those sites where an ecosystem can become self-sustaining, sites that can provide a buffer or link to significant areas, and sites that can provide cultural or educational benefit.

Restoration of natural character is primarily about being pro-active. Other provisions require new subdivision, use and development to avoid, remedy or mitigate their adverse effects and not add to the problem of degraded natural character. A non-regulatory framework is more appropriate for pro-active positive actions than a reactive regulatory framework in order to achieve the objective.

To achieve objective 5, the most appropriate option is to use a mix of complementary and mutually reinforcing non-regulatory options. The combination of methods that were assessed to be most efficient and effective, are options 3, 4, 5, 6, 7, and 8. These include: option 3 (policy 64, method 3), to provide guidance for restoration; option 4 (policy 64, method 28), to develop

an action plan for the restoration of degraded areas; option 5 (policy 64, method 27), to integrate management across the mean high water springs, i.e. across land and sea; option 6, to take a whole of catchment approach to works; option 7 (policy 66, method 31), to engage and work with iwi and the community in coastal management; and option 8, to provide practical, technical and financial support for community restoration initiatives.

There is also a requirement to give effect to the New Zealand Coastal Policy Statement (NZCPS). How the draft Regional Policy Statement does this is summarised in a supplementary paper noted in the reference list in appendix 2.

Option 1, to require development contributions for restoration, is not selected because difficulties in implementation of the policy would cause it to be ineffective, and inefficient. This option is assessed as having medium effect, and to not be efficient due to the numerous difficulties and uncertainties of implementing the regime, including a high risk of litigation and the potential for polarising the community.

Option 2, to require considerations in resource management decision making to recognise the increased pressure on natural character, is not selected because it is not assessed as being very effective nor efficient in achieving the objective. The determination of additional potential pest and weed pressures on degraded ecosystems (for example) is very difficult at the scale of individual proposals, and compliance and enforcement of any resultant arrangement is problematic.

Option 9, that Greater Wellington undertake a programme of works to restore natural character is not selected as it is assessed as having medium effectiveness, and because it depends significant funding for each restoration project. It is also inefficient due to costs, in comparison to what can be achieved with community projects or in conjunction with use and development proposals.

Option 10, to do nothing, is assessed as not being appropriate to achieve the objective because degraded ecosystem will degrade further without positive intervention, due to the pervasive pressures. The risk of acting, in the context of poor information, is that any actions may be ineffective in rehabilitating natural character and would also not achieve the objective.

## **6.5 Risk of acting or not acting if information is uncertain or insufficient**

Section 32(4)(b) of the Resource Management Act requires the evaluation of appropriateness to take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods.

The risks of acting with uncertain information, such as lack of certainty as to what the priorities for restoration should be, are that any actions may be ineffective in rehabilitating natural character. Plantings may die through inappropriate species selection or lack of follow-up care, or plants used may compromise the genetic integrity of the site. Without good information, actions

and effort may be misdirected as the causes of degradation may not be obvious, and the best way of ameliorating the situation may not be clear. For example, the action might be controlling rabbits and possums, but the cause for the degradation could actually be weed infestation or sedimentation. The objective is unlikely to be achieved.

The risk of acting in the way proposed is that social and economic costs will be imposed on local government and applicants for resource consents, potentially for little environmental gain in some instances.

The risk of not acting in the way proposed is that local authorities and communities do to restore and rehabilitate areas of the coastal environment where natural character has been degraded. The natural character in the coastal environment within the Wellington region will continue to be inconsistently or perhaps not identified and, consequently, would not be managed sustainably. At best this will mean that territorial authorities, communities and individuals will be unable to make informed choices about which areas to focus restoration and rehabilitation efforts. At worst, there may be a continuing or even an accelerated rate of decline in the natural character in the coastal environment within the region.

It is clear to Greater Wellington that the risk of acting is much less than the risk of not acting.

## **7. Most appropriate policies and methods to achieve Objective 6**

The appropriateness of the policies and methods to achieve Objective 6 are evaluated by looking at the effectiveness and the efficiency of the policy and method options, and the risks of acting or not acting if there is uncertain or insufficient information.

### **7.1 Description of the range of policy and method options to achieve Objective 6**

Objective 6 seeks to maintain and enhance the quality of coastal and marine waters to a level that is suitable for the health and vitality of coastal and marine ecosystems.

In addressing this objective, the primary focus is to determine whether it can be best achieved through regulatory direction to plans or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory programs, or by doing nothing.

The following is an assessment of options to achieve objective 6, over and above the alternatives assessed in relation to objectives 12, 13, 16, 24, 25, 26 & 27 which are presented in the section 32 reports in relation to freshwater, indigenous ecosystems, historic heritage, landscapes, and resource management with tangata whenua. This evaluation should therefore be considered in conjunction with these other section 32 reports, as they contain further information pertinent to addressing the regionally significant resource management issues associated with the coastal environment, and to achieve the objectives and the purpose of the Resource Management Act.

#### **7.1.1 Regulatory direction to district and/or regional plans**

##### **Option 1 – Direction requiring plans to maintain and enhance coastal and marine water quality and ecosystem health**

This option requires plans to maintain and enhance coastal and marine water quality and ecosystem health so that it sustains healthy coastal and marine ecosystems.

##### **Option 2 – Direction to the Regional Coastal Plan to include policies and rules requiring water quality standards for discharges to the coastal marine area**

This option requires the Regional Coastal Plan to have water quality standards for ambient coastal water quality. It would mean that resource consent could not be granted if it was expected that the receiving water quality could be breached in some conditions and it would need to include specified mixing zone rules.

7.1.2 Regulatory direction as to matters to be given particular regard in resource management decision making

**Option 3 – Direction to consider having regard for the life-supporting capacity of coastal ecosystems**

This option requires local authorities to have particular regard to safeguarding the life-supporting capacity of coastal and marine ecosystems by maintaining and enhancing particular habitats and ecosystems.

**Option 4 – Direction to consider minimising the mixing zone for discharges**

This option requires plans to manage the reasonable mixing zone for discharges to the coastal marine area, so these are as small as possible.

7.1.3 Non-regulatory options

**Option 5 – Integrating management across mean high water springs**

This option is to develop memoranda of understanding and non-statutory management plans to integrate local authority management across mean high water springs.

**Option 6 – Engaging iwi and the community in management of natural and physical resources**

This approach is to engage and work with tangata whenua and the community in the identification, protection or management of natural and physical resources.

**Option 7 – Encouraging the reduction of contamination from vessels**

This option is to encourage the provision of facilities for collecting litter and on-board ships' waste and sewage, including waste from boat cleaning activities, at launching, mooring and berthing facilities.

7.1.4 Doing nothing

**Option 8 – No controls on discharges or land-uses that affect coastal water quality**

This option is to provide no controls on discharges or upon land-uses that affect coastal water quality. This option would not comply with the requirements of the Resource Management Act.

7.2

Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 6

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Regulatory direction to district and/or regional plans</b>					
<p><b>Option 1</b></p> <p>Direction to plans to maintain and enhance coastal water quality and ecosystem health</p>	<p>Sets out a clear direction for regulatory provisions, both in intent and in terms of the parameters considered relevant in further development of the planning framework.</p> <p>Establishes a consistent policy framework within which to develop regulatory provisions and/or actions within plans; requires all pertinent plans to promote certain policy and related actions (rules and/or methods); sets out specific principles to be applied.</p> <p>Consistency and clarity are promoted, providing greater certainty for individual applicants, community of interested parties, and for councils.</p> <p>Promotes a greater level of certainty for individual applicants, the community of interested parties, and for councils.</p> <p>Increases an ability to critique provisions and rationale/s within plan making processes, and increases understanding of relevant factors.</p> <p>Resource management/planning responses (the effects) are able to be attributed to specific prompts, triggers or conditions – adverse effects arising from particular activities - (the causes) . The relationship between causes and effects within resource management activity are able to be explained and are observable.</p>	Med	<p>Positive social and environmental benefits to having recreational quality water and healthy ecosystems.</p> <p>Not very prescriptive so allows flexibility in approach at detailed plan provision/rule level to address specific discharges in a variety of ways eg end-of-pipe requirements, reasonable mixing zone.</p> <p>Provides a consistent framework across the region, within which to evaluate the appropriateness of development or activities in the coastal environment.</p> <p>Sets out the principles to be applied, but specific decision making would still be determined at the local level.</p> <p>Decisions are still made on a case by case basis at the local level, but within a consistent policy framework across the region for the region's coastal environment.</p> <p>All relevant parties are directed to achieve the objective and policies.</p> <p>When the regulatory intervention is able to reduce the influence of both known and 'unknown' quantities upon the resource management process. Predictability promotes more rapid, unimpeded and streamlined process, as resource management results or responses to specific triggers can be</p>	<p>Not much certainty as to the detail, where the detail is of critical importance from a discharger's point of view.</p> <p>For the environment, it is not clear how the intended quality will be reached or the priorities in cleaning up degraded areas.</p> <p>Requires a range of monitoring techniques, some of which are not currently being used, to determine if the objective is being met.</p> <p>There are human and economic costs for councils and communities associated with policy development and implementation, including costs of region/district wide research and investigations, analysis, interpretation, consultation, governance and decision making processes to formulate and thence to establish and implement the consequent regulatory framework, which must be designed so as to give effect to the regional policy statement..</p> <p>The costs do not need to be incurred until a plan is reviewed. Making changes at this time would reduce compliance costs.</p> <p>There are potentially high social costs when engaging the community in consultation about a lot of particular values and in relation to many sites.</p> <p>There are potential opportunity costs for affected landowners, developers or those</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>The directive is easy to interpret and thus to implement, which limits the ability to contest or re-interpret what it intends to achieve or how it intends to influence resource management activity.</p> <p>The effect of this option will depend on the timing of this provision being given effect through plans, so will be depend on the next plan reviews, as a way to limit costs of implementation. As that is the case, an interim provision could fill the gap, by requiring consideration of specified matters.</p> <p>Links with stormwater and control of earthworks/ sedimentation provisions.</p> <p>Addresses the need to enhance degraded areas, but this will be difficult in some small spots such as near direct discharges and the port.</p> <p>Includes ecosystem health, in particular, sediment and benthic life.</p> <p>Effectiveness depends on clear provisions and rules (in RCP), compliance and enforceability. To be effective, the RPS could be more prescriptive as to the detail of what in particular should be addressed and how, rather than leaving it all to the RCP.</p> <p>Gives effect to NZCPS policies 5.1.1, 5.1.2 and 5.1.3</p>		<p>anticipated or are able to be predicted.</p> <p>The community assists in developing local responses to implement the policy. In doing so, all relevant parties across the region must work to achieve the common objective.</p>	<p>undertaking activities, although these may be offset by opportunities associated with establishing clear and certain provisions within which to plan development in the coastal environment.</p> <p>Potential generalised environmental costs as only the regionally significant values will be identified, and more extensive but lesser quality examples of the values may not be protected.</p>	
<p><b>Option 2</b> Direction requiring the Regional coastal plan to</p>	<p>A standard is a rigid quantitative measure and relies on rules in the RCP, where the detail would lie. Potentially, it is a difficult option to put into practice, and, in the</p>	<p>Low</p>	<p>Social and environmental benefit to having a firm known water quality standard that applies everywhere and all the time.</p>	<p>Unknown without further information on what and how standards might apply.</p> <p>There are human and economic costs for councils and communities associated</p>	<p>No</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>include policies and rules requiring water quality standards for discharges to the coastal marine area</p>	<p>absence of any investigation of what and how standards might apply, it is not possible to determine the effectiveness of such a requirement.</p> <p>The RPS identifies some broad purposes that water quality is to be managed for, namely contact recreation and marine ecosystems in policy 6. Policy 7 identifies some specific purposes that marine ecosystems will be managed for.</p> <p>The RPS does not preclude standards being included in a regional plan but without sufficient information on the effectiveness or costs of such an approach, it is not appropriate to fetter the Council at this time by requiring standards in the Regional Coastal Plan.</p>		<p>Ability to rely on end-of-pipe effluent quality as the standard would have either no mixing zone or a highly restricted zone.</p> <p>Greater certainty of ambient water quality and end-of-pipe quality and easier to determine residual effects.</p> <p>Provides a consistent framework across the region, within which to evaluate the appropriateness of development or activities in the coastal environment.</p> <p>Sets out the principles to be applied, but specific decision making would still be determined at the local level.</p> <p>Decisions are still made on a case by case basis at the local level, but within a consistent policy framework across the region for the region's coastal environment.</p> <p>All relevant parties are directed to achieve the objective and policies.</p> <p>When the regulatory intervention is able to reduce the influence of both known and 'unknown' quantities upon the resource management process.</p> <p>Predictability promotes more rapid, unimpeded and streamlined process, as resource management results or responses to specific triggers can be anticipated or are able to be predicted.</p> <p>The community assists in developing local responses to implement the policy. In doing so, all relevant parties across the region must work to achieve</p>	<p>with policy development and implementation, including costs of region/district wide research and investigations, analysis, interpretation, consultation, governance and decision making processes to formulate and thence to establish and implement the consequent regulatory framework, which must be designed so as to give effect to the regional policy statement..</p> <p>The costs do not need to be incurred until a plan is reviewed. Making changes at this time would reduce compliance costs.</p> <p>There are potentially high social costs when engaging the community in consultation about a lot of particular values and in relation to many sites.</p> <p>There are potential opportunity costs for affected landowners, developers or those undertaking activities, although these may be offset by opportunities associated with establishing clear and certain provisions within which to plan development in the coastal environment.</p> <p>Potential generalised environmental costs as only the regionally significant values will be identified, and more extensive but lesser quality examples of the values may not be protected.</p>	

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Regulatory direction as to matters to be given particular regard in resource management decision making</b>					
<b>Option 3</b>	Effective as an interim measure pending inclusion of option 2 in plans. Many of these habitats have been overlooked in the past.	High	More knowledge and certainty about where particular habitat types are and the consideration of ecosystem processes.	Could be difficulties in identifying some particular habitats eg threatened species, and particularly those that migrate or are transitory eg have juvenile spawning areas.	Yes
<p>Direction to consider having regard for the life-supporting capacity of coastal ecosystems</p> <p>By their very nature, some ecosystem processes (such as habitats of vulnerable life stages of species) are transient, difficult to locate or hard to find (eg threatened species). However, on a site specific survey, such habitats would be a smaller more achievable task to manage.</p> <p>Coastal urban areas should not be included as areas of potential habitat.</p> <p>Gives effect to NZCPS policies 1.1.2 and 3.2.8</p> <p>Matters would be given "particular regard" during resource management decision making.</p> <p>Particular regard, however, could only be given where "activity status" and/or "discretion" for a proposal relates to relevant topic.</p> <p>Provides interim direction prior to plan changes being made.</p> <p>Provide direction on how the region wants to see the region's resources managed.</p> <p>Provides a consistent framework for assessing development across the region.</p> <p>Specific decisions would still be determined at the local level.</p>		<p>Contributes to the prevention of damage or deterioration to ecosystems unique to the coastal environment.</p> <p>Could be economic benefits for tourism development, but difficulties for siting effluent outfalls in such areas.</p> <p>Potential benefits for recreational fishing and customary mahinga kai.</p> <p>Supports integrated management of those sites that cross MHWS eg seal haul out areas.</p> <p>Increased clarity and certainty for all interested parties.</p> <p>Requires development to address specified matters.</p> <p>Provides a consistent framework for assessing or evaluating development or activities across the region.</p> <p>The benefits are unlikely to be as high as when directing plans, as the requirement 'to consider' is not as strong, and will only apply in certain, specified circumstances.</p>	<p>Having generic protection does not provide much certainty unless areas can be identified or ecological processes are obvious eg spawning.</p> <p>Is likely to restrict development in particular areas.</p> <p>Costs for some proposals due to their activity status of applications, and the matters about which discretion and control is reserved over.</p> <p>Costs of investigations, justifications and addressing particular matters which are site specific are borne by the applicant.</p> <p>Costs lie with proponents/developer as applications have to address matters specifically on a case by case basis.</p>		

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p><b>Option 4</b> Direction to consider minimising the mixing zone for discharges</p>	<p>Unlikely to be effective by itself when considering applications as matters are broad and generic.</p> <p>Attempting to minimise the mixing zone on a case by case basis is effective in considering the nature of the specific discharge, the design of the outfall structure, the receiving environment sensitivity and its ability for rapid diffusion.</p> <p>If there is no framework for the details of the reasonable mixing zone, working this out on a case by case basis could be onerous. Should the RMZ be based on area required for 75% dilution, or just a length of a river? It is more effective to have a decision making framework in place.</p> <p>More effective to have details at the plan level than RPS, where methodologies can be specified.</p> <p>Matters would be given "particular regard" during resource management decision making.</p> <p>Particular regard, however, could only be given where "activity status" and/or "discretion" for a proposal relates to relevant topic.</p> <p>Provides interim direction prior to plan changes being made.</p> <p>Provide direction on how the region wants to see the region's resources managed.</p> <p>Provides a consistent framework for assessing development across the region.</p>	<p>Low</p>	<p>Environmental and social benefits to minimising the "area of non-compliance" with water quality objectives.</p> <p>Increased clarity and certainty for all interested parties.</p> <p>Requires development to address specified matters.</p> <p>Provides a consistent framework for assessing or evaluating development or activities across the region.</p> <p>The benefits are unlikely to be as high as when directing plans, as the requirement 'to consider' is not as strong, and will only apply in certain, specified circumstances.</p>	<p>There is an economic (and consequent social) cost to having cleaner end-of-pipe discharges and more effective diffuser structures.</p> <p>More studies modelling diffusion add economic cost. The size of the RMZ may be confounded by natural variation on currents and dilution patterns. Could be a need for different zones for different components of the effluent – being problematic for compliance and enforcement.</p> <p>Costs for some proposals due to their activity status of applications, and the matters about which discretion and control is reserved over.</p> <p>Costs of investigations, justifications and addressing particular matters which are site specific are borne by the applicant.</p> <p>Costs lie with proponents/developer as applications have to address matters specifically on a case by case basis.</p>	<p>No</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	Specific decisions would still be determined at the local level. Unlikely to be effective by itself when considering applications as matters are broad and generic.				
<b>Non-regulatory options</b>					
<b>Option 5</b> Integrating management across mean high water springs	The contributors to coastal water quality, which include stormwater, rivers and streams, extend across the MHWS jurisdictional boundary. Both sides of the boundary needs to be addressed, and this should be coordinated between district and regional councils to be effective. Gives effect to NZCPS policy 3.3.2	High	Coordinated management will best identify the contaminant contributions to coastal water quality that extend across MHWS and work out how to deal with reducing adverse effects.	There is an organisational cost to coordination – effort has to be made and processes set up to manage the connection between councils, iwi etc. The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure. Could lead to protracted negotiations and potentially poor results. Potential environmental costs because of a lesser commitment to get things done.	Yes
<b>Option 6</b> Engaging iwi and the community in management of natural and physical resources	Effective because there will be more comprehensive and better identification of values if the community and māori are part of the process. Effective because there will be better management if the community and māori feel that the process is there's. Gives effect to NZCPS policies 1.1.3 and 4.2.2	High	The process could assist in strengthening communities. Benefit of buy-in, acceptance & ownership by the community and māori. Possible community and māori input into compliance/enforcement and voluntary improvement works (more effort and eyes).	Might need staff time, technical and financial support to be effective. Relies on voluntary community and māori time and effort to work. Quality control might be required for environmental works. The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure. Could lead to protracted negotiations and potentially poor results. Potential environmental costs because of	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p><b>Option 7</b> Encouraging the reduction of contamination from vessels</p>	<p>Discharge of sewage and litter from vessels at sea is dealt with by the Marine Pollution Regulations. Further reduction of discharges from vessels involves containment facilities on board and on-shore acceptance facilities for sewage, litter, waste and boat cleaning. Encouragement would be required for existing facilities to provide these facilities, which potentially could cost infrastructure extension such as municipal sewage connections. New facilities should be required to provide for this by resource consent. The significance of these types of discharges has not been determined, but it is likely that sewage and stormwater discharges collectively are more significant.</p>	Med	<p>Environmental and social benefit to having a cleaner coastal marine area, especially where vessels congregate, which is also where people also congregate. Containment of usually highly-toxic anti-foaming materials used in boat cleaning would be beneficial especially in the calm waters of such facilities. Non-regulatory provisions may not be very effective, particularly as facility upgrades could be expensive and not done unless required by regulation.</p>	<p>a lesser commitment to get things done. Economic cost of providing on-board and on-shore facilities would be borne by boat owners/users. Because non-regulatory approach may not be very effective, the environment bears the cost of lower water quality. Relies on adequate provision on-land for treatment of the various types of waste, which most commonly would involve available capacity in the municipal sewage system. If municipal infrastructure needs to be extended to meet marine facilities, a lot more costs could be involved. The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure. Could lead to protracted negotiations and potentially poor results. Potential environmental costs because of a lesser commitment to get things done.</p>	low
<b>Doing Nothing</b>					
<p><b>Option 7</b> No intervention</p>	<p>This is not effective in resource management terms. Nor could it be argued to be efficient, given the issue continues unabated. As the issue has been found to be of significance to the Wellington region – this would be a dereliction of function and duty under the Resource Management Act. There would also be no regional direction</p>	Low	<p>Local authorities can work with their local community to determine locally the most appropriate way to address the issue and achieve any objective that community developed. Economic costs would be saved through not having to implement policies or methods</p>	<p>The issue will continue in the same trend or pattern, and the objective will not be achieved. Doing nothing will not achieve the purpose of the Resource Management Act. Social and environmental costs could be significant, and could result in reduced economic opportunities.</p>	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	or guidance as to how to address the issue and to achieve the objective in resource management decision making across the region.				

**Table 8: Evaluation as to the effectiveness and efficiency of policy and method options to achieve Objective 6**

### 7.3 Selection of the most appropriate policy and method options to achieve Objective 6

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
<b>Regulatory direction to district and/or regional plans</b>				
<b>Option 1</b> Direction to plans to maintain and enhance coastal water quality and ecosystem health	Med	Yes	✓	Policy 5 and Methods 1 & 2
<b>Option 2</b> Direction to require the Regional Coastal Plan to require water quality standards for discharges to the coastal marine area	Low	No	x	
<b>Regulatory direction as to the matters to be given particular regard in resource management decision making</b>				
<b>Option 3</b> Direction to consider having regard for the life-supporting capacity of coastal ecosystems	High	Yes	✓	Policy 36 and Method 4
<b>Option 4</b> Direction to consider minimising the mixing zone for discharges	Low	No	x	
<b>Non regulatory options</b>				
<b>Option 5</b> Integrating management across mean high water springs	Low <i>unless coupled with regulatory provisions then</i> High	Yes	✓	Policy 64 and Method 27
<b>Option 6</b> Engaging iwi and the community in management of natural and physical resources	Medium	Yes	✓	Policy 66 and Method 31
<b>Option 7</b> Encouraging the reduction of contamination from vessels	Low	No	x	

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
<b>Doing Nothing</b>				
<b>Option 8</b> No intervention	Low	No	x	

**Table 9: Results of evaluation as to the most appropriate policy and method options to achieve Objective 6**

#### 7.4 Discussion on selected options

Maintenance and enhancement of water quality and ecosystem health in coastal water and in the coastal marine area is a function of regional councils. Preservation of natural character of the coastal environment is a matter of national importance of which water quality and coastal and marine ecosystems are a part. The pressure of direct (point) and diffuse (or non-point) discharges of contaminants and sediment to the coastal environment, including via rivers and streams, is ever present and increasing. Many of the sources and causes have not been adequately addressed to date, and may require significant expenditure on infrastructure and to coordinate responses to activities and land-uses far beyond the coastal environment, in order to be able to make improvements. There is a very high risk of degradation of the coastal water quality and ecosystems if no action is taken.

A mix of one targeted regulatory options, directing district and/or regional plans and one regulatory options requiring consideration of particular matters within resource management decision making, supported and complemented by two non-regulatory actions is the most appropriate way to achieve objective 6 and address the coastal environment issues 1, 2 and 3. The regulatory options included in the mix are options 1 and 3. The two non-regulatory options included, to support and complement the regulatory options as well as voluntary actions are options 5 and 6.

Option 1 (policy 5, methods 1 and 2) is to direct plans to maintain and enhance coastal water quality and ecosystem health

Option 3 (policy 36, method 4) is to direct resource management decision makers to have particular regard to safeguarding life-supporting capacity.

Option 5 (policy 64, method 27) is to facilitate the coordination between agencies to address the effects of land-uses that discharge into rivers and streams and cross the jurisdictional boundary of mean high water springs.

Option 6 (policy 66, method 31) is to engage and work with iwi and the community in coastal management.

There is also a requirement to give effect to the New Zealand Coastal Policy Statement (NZCPS). How the draft Regional Policy Statement does this is summarised in a supplementary paper, noted in the reference list in Appendix 2.

Option 2, to require standards for water quality, is not appropriate because of the difficulties in the standard approach, and that such an approach could still be decided upon in the Regional Coastal Plan where the detail would be considered. With no information on the costs of the approach due to no detail of how it would work, it is not possible to assess this options efficiency.

Option 4, to have regard to minimising mixing zones, is not appropriate because it is more effective to have necessary details within a plan rather than the regional policy statement. Further work is required to determine the most appropriate methodology and to allow community consultation and agreement.

Option 7, to reduce contamination from vessels, is not appropriate because part of the option is already covered by the Marine Pollution Regulations and the non-regulatory methods to encourage existing facilities to install new facilities (potentially bearing significant costs) is assessed as being not very effective.

Option 8, to do nothing is assessed as not being appropriate to achieve the objective as it carries a very high risk that coastal water quality and the health of coastal and marine ecosystems will not be maintained.

## **7.5 Risk of acting or not acting if information is uncertain or insufficient**

Section 32(4)(b) of the Resource Management Act requires the evaluation of appropriateness to take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods.

If no action is taken, as a result of uncertain or insufficient information about particular catchments and receiving environments, then the inputs of nutrients, heavy metals, hydrocarbons, pesticide residues and sediment into the coastal marine area are all likely to increase, both directly via stormwater and point discharges, and indirectly via rivers and streams. Contaminant levels are likely to rise to levels harmful for recreational contact generally and in particular around direct discharges. Sediment is likely to accumulate in low-energy environments and smother and adversely affect benthic organisms. There is a very high risk that the water column and benthic ecology is likely to become harmful for marine life, creating “dead zones” in the worst areas. The objective will not be achieved.

The risks of acting with uncertain information, such as lack of data about the exact rates of toxic inputs or rates of sedimentation, may be to constrain land-use practices, development and discharges from roads and impervious surfaces unduly, which may not meet Part 2 of the Resource Management Act. This is because controls or information may be too general and a precautionary approach may be overly prescriptive. In this scenario, inputs of nutrients, heavy metals, hydrocarbons, pesticide residues and sediment are all likely to increase, both directly via stormwater and point discharges, and indirectly via rivers and streams. Contaminant levels are likely to rise to levels harmful for recreational contact generally and in particular around direct discharges. Sediment is likely to accumulate in low-energy environments and smother and adversely affect

benthic organisms. The water column and benthic ecology is likely to become harmful for marine life, creating “dead zones” in the worst areas

It is fair to say that there is neither uncertain nor insufficient information, sufficient to promote the maintenance and enhancement of water quality and ecosystem health in coastal water and in the coastal marine area is a function of regional councils.

The risk of acting in the way proposed is that some costs will be imposed on local government and applicants for resource consents for little gain.

The risk of not acting in the way proposed is that water quality and ecosystem health in coastal water and in the coastal marine area will continue to decline and perhaps irreversible effects to sensitive receiving environments and ecosystems. The coastal and marine waters, and the ecosystems and habitats they sustain, which very likely host significant biodiversity values will be inconsistently, or perhaps even not, identified and managed.

It is clear to Greater Wellington that the risk of acting is much less than the risk of not acting.

## **8. Most appropriate policies and methods to achieve Objective 7**

The appropriateness of the policies and methods to achieve Objective 7 are evaluated by looking at the effectiveness and the efficiency of the policy and method options, and the risks or acting or not acting if there is uncertain or insufficient information.

### **8.1 Description of the range of policy and method options to achieve Objective 7**

Objective 7 seeks to protect the integrity, functioning and resilience of physical and ecological processes in the coastal environment from the adverse effects of land use and development.

In addressing this objective, the primary focus is to determine whether it can be best achieved through regulatory direction to plans or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory programs, or by doing nothing.

The following is an assessment of options to achieve objective 7, over and above the alternatives assessed in relation to objectives 12, 13, 16, 21, 24, 25, 26, 27 & 28 which are presented in the section 32 reports in relation to freshwater, indigenous ecosystems, historic heritage, landscapes, regional form, design and function, resource management with tangata whenua, and soils and minerals. This evaluation should therefore be considered in conjunction with these other section 32 reports, as they contain further information pertinent to addressing the regionally significant resource management issues associated with the coastal environment, and to achieve the objectives and the purpose of the Resource Management Act.

#### **8.1.1 Regulatory direction to district and/or regional plans**

##### **Option 1 – Direction to plans to identify and protect sites that are important for the functioning of coastal processes**

This option requires the identification and protection of sites that are important for the functioning of coastal processes, such as undeveloped sand dunes or gravel beach ridges.

#### **8.1.2 Regulatory direction as to matters to be given particular regard in resource management decision making**

##### **Option 2 – Direction to consider protecting physical and ecological processes in the coastal environment**

This option requires resource management decisions to have particular regard to protecting the integrity, functioning and resilience of physical and ecological processes in the coastal environment.

### **Option 3 – Direction to consider adopting a precautionary approach**

This option requires the adoption of a precautionary approach towards proposed activities whose effects on coastal processes are uncertain, unknown or little understood, but potentially significantly adverse.

#### 8.1.3 Non-regulatory options

### **Option 4 – Integrating management across mean high water springs**

This option is to develop memoranda of understanding and non-statutory management plans - to integrate local authority management across mean high water springs.

### **Option 5 – Provision of information about how development may adversely affect physical and ecological processes in the coastal environment**

This approach is to develop and disseminate information about how development may adversely affect physical and ecological processes in the coastal environment, and guidance about working with these natural processes. Information could include: description of the processes at work in particular areas, for example, sandy v gravel beaches, open coast v sheltered harbour; guidelines for sustainable subdivision design; methodology outlines how to determine the landward extent of active coastal processes (for specific site work).

#### 8.1.4 Doing nothing

### **Option 6 – No controls on use and development that affects physical and ecological processes in the coastal environment**

In this option there are no controls on use and development that affects physical and ecological processes in the coastal environment. The scenario is one of continuing and increasing pressures of sand and gravel mining in beaches, levelling sand dunes for building platforms, driving on beaches and sand dunes, building as close as possible to the sea, and erecting hard sea walls, roads and paths. The consequences include increased vulnerability to storm damage and sea level rise, and major adverse impacts on coastal ecology, for example, shellfish stocks.

## 8.2

### Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 7

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Regulatory direction to district and/or regional plans</b>					
<p><b>Option 1</b></p> <p>Direction to plans to identify and protect sites that are important for the functioning of coastal processes</p>	<p>Partially effective. Physical processes are sufficiently known to be able to be applied to all areas of the coast. However, ecological processes are not nearly as well understood, and only some aspects could be usefully applied. A huge amount of resources would be required for the job.</p> <p>The directive is, therefore, potentially difficult to interpret and to implement, which increases the ability to contest or re-interpret what it intends to achieve or how it intends to influence a particular activity.</p> <p>Does set out a clear direction for regulatory provisions, both in intent and in terms of the parameters considered relevant in further development of the planning framework.</p> <p>Establishes a consistent policy framework within which to develop regulatory provisions and/or actions within plans; requires all pertinent plans to promote certain policy and related actions (rules and/or methods); sets out specific principles to be applied.</p> <p>Consistency is promoted, providing greater certainty for individual applicants, community of interested parties, and for councils.</p> <p>Promotes a greater level of certainty for individual applicants, the community of</p>	Med	<p>Certainty for the community and developers as to the type of development that could be appropriate where.</p> <p>Could stimulate economic activity.</p> <p>Provides a consistent framework across the region, within which to evaluate the appropriateness of development or activities in the coastal environment.</p> <p>Sets out the principles to be applied, but specific decision making would still be determined at the local level.</p> <p>Decisions are still made on a case by case basis at the local level, but within a consistent policy framework across the region for the region's coastal environment.</p> <p>All relevant parties are directed to achieve the objective and policies.</p> <p>When the regulatory intervention is able to reduce the influence of both known and 'unknown' quantities upon the resource management process. Predictability promotes more rapid, unimpeded and streamlined process, as resource management results or responses to specific triggers can be anticipated or are able to be predicted.</p> <p>The community assists in developing local responses to implement the policy. In doing so, all relevant parties</p>	<p>High cost to the community for the task of applying coastal processes theory to the entire coastline of the region. Ecological processes could only be characterised to a limited extent.</p> <p>This information would provide certainty and low cost information for would-be developers.</p> <p>There are human and economic costs for councils and communities associated with policy development and implementation, including costs of region/district wide research and investigations, analysis, interpretation, consultation, governance and decision making processes to formulate and thence to establish and implement the consequent regulatory framework, which must be designed so as to give effect to the regional policy statement..</p> <p>The costs do not need to be incurred until a plan is reviewed. Making changes at this time would reduce compliance costs.</p> <p>There are potentially high social costs when engaging the community in consultation about a lot of particular values and in relation to many sites.</p> <p>There are potential opportunity costs for affected landowners, developers or those undertaking activities, although these may be offset by opportunities associated with establishing clear and certain</p>	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>interested parties, and for councils on the importance of protecting the processes and functioning of the coastal environment.</p> <p>Increases an ability to critique provisions and rationale/s within plan making processes, and increases understanding of relevant factors.</p> <p>Resource management/planning responses (the effects) are able to be attributed to specific prompts, triggers or conditions – adverse effects arising from particular activity/ies - (the causes) . The relationship between causes and effects within resource management activity are able to be explained and are observable.</p> <p>The effect of this option will depend on the timing of this provision being given effect through plans, so will be depend on the next plan reviews, as a way to limit costs of implementation. As that is the case, an interim provision will fill the gap, by requiring consideration of specified matters.</p>		<p>across the region must work to achieve the common objective.</p>	<p>provisions within which to plan development in the coastal environment.</p> <p>Potential generalised environmental costs as only the regionally significant values will be identified, and more extensive but lesser quality examples of the values may not be protected.</p>	
<b>Regulatory direction as to matters to be given particular regard in resource management decision making</b>					
<p><b>Option 2</b></p> <p>Direction to consider protecting physical and ecological processes in the coastal environment</p>	<p>Effective because coastal physical processes theory can be applied to a specific site. Impacts on ecological processes can be investigated, taking into account what is actually there and in the vicinity.</p> <p>Gives effect to NZCPS policies 1.1.4 and 3.3.1.</p> <p>Matters would be given “particular regard”</p>	High	<p>Results in lower risk to developments from natural hazards and lower risks to ecological processes.</p> <p>Lowers the risk of off-site adverse impacts, eg erosion physical and ecological coastal processes that the community or other landowners would have to bear.</p> <p>Opportunity to build in remedying and</p>	<p>Developer bears the cost of studies and conditions that require remedying or mitigating adverse effects from a proposal.</p> <p>Uncertainty for the community and the developer as to the best place for development to occur as no detailed “physical and ecological processes risk map” is available in plans.</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>during resource management decision making.</p> <p>Particular regard, however, could only be given where "activity status" and/or "discretion" for a proposal relates to relevant topic.</p> <p>Provides interim direction prior to plan changes being made.</p> <p>Provide direction on how the region wants to see the region's resources managed.</p> <p>Provides a consistent framework for assessing development across the region.</p> <p>Specific decisions would still be determined at the local level.</p> <p>Unlikely to be effective by itself when considering applications as matters are broad and generic.</p>		<p>mitigation conditions into consents.</p> <p>Increased clarity and certainty for all interested parties.</p> <p>Requires development to address specified matters.</p> <p>Provides a consistent framework for assessing or evaluating development or activities across the region.</p> <p>The benefits are unlikely to be as high as when directing plans, as the requirement 'to consider' is not as strong, and will only apply in certain, specified circumstances.</p>	<p>Costs for some proposals due to their activity status of applications, and the matters about which discretion and control is reserved over.</p> <p>Costs of investigations, justifications and addressing particular matters which are site specific are borne by the applicant.</p> <p>Costs lie with proponents/developer as applications have to address matters specifically on a case by case basis.</p>	
<p><b>Option 3</b></p> <p>Direction to consider adopting a precautionary approach</p>	<p>Very effective in protecting the integrity of physical and ecological coastal processes, but may unnecessarily restrict development due to lack of information.</p> <p>Matters would be given "particular regard" during resource management decision making.</p> <p>Particular regard, however, could only be given where "activity status" and/or "discretion" for a proposal relates to relevant topic.</p> <p>Provides interim direction prior to plan changes being made.</p> <p>Provide direction on how the region wants to see the region's resources managed.</p>	High	<p>Greater security for the integrity of processes, especially ecological, whose processes are not well understood.</p> <p>Increased clarity and certainty for all interested parties.</p> <p>Requires development to address specified matters.</p> <p>Provides a consistent framework for assessing or evaluating development or activities across the region.</p> <p>The benefits are unlikely to be as high as when directing plans, as the requirement 'to consider' is not as strong, and will only apply in certain, specified circumstances.</p>	<p>May inhibit economic and social development due to not requiring specific information on effects of proposed developments on physical and ecological coastal processes, and having to adopt an overly cautious approach.</p> <p>Costs for some proposals due to their activity status of applications, and the matters about which discretion and control is reserved over.</p> <p>Costs of investigations, justifications and addressing particular matters which are site specific are borne by the applicant.</p> <p>Costs lie with proponents/developer as applications have to address matters</p>	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	Provides a consistent framework for assessing development across the region. Specific decisions would still be determined at the local level. Unlikely to be effective by itself when considering applications as matters are broad and generic.			specifically on a case by case basis.	
<b>Non-regulatory options</b>					
<b>Option 4</b> Integrating management across mean high water springs	Physical and ecological processes extend across the MHWS jurisdictional boundary. Protection of the integrity of the processes must be coordinated between district and regional councils to be effective. Gives effect to NZCPS policy 3.3.2	High	Coordinated management will best protect the integrity of physical and ecological processes that extend across MHWS.	There is an organisational cost to coordination – effort has to be made and processes set up to manage the connection between councils, iwi etc. The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure. Could lead to protracted negotiations and potentially poor results. Potential environmental costs because of a lesser commitment to get things done.	Yes
<b>Option 5</b> Provision of information about how development may adversely affect physical and ecological processes in the coastal environment	Can be effective in a generic way as at least physical processes are well characterised and typical ecological impacts could be outlined. Limited value for a particular project at a particular site.	Med	Can easily and more generally educate the community and developers of what processes go on in the coastal and marine environment, and what to look out for. Enhances greater awareness and greater respect for coastal processes and how human activities can disrupt them.	The community bears the cost of preparation, printing and distribution. Cost of studies and investigations for particular projects remains on the developer as the information is of limited value for a specific proposal. The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure. Could lead to protracted negotiations and potentially poor results.	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Doing Nothing</b>					
<b>Option 7</b> No intervention	<p>This is not effective in resource management terms. Nor could it be argued to be efficient, given the issue continues unabated.</p> <p>As the issue has been found to be of significance to the Wellington region – this would be a dereliction of function and duty under the Resource Management Act.</p> <p>There would also be no regional direction or guidance as to how to address the issue and to achieve the objective in resource management decision making across the region.</p>	Low	<p>Local authorities can work with their local community to determine locally the most appropriate way to address the issue and achieve any objective that community developed.</p> <p>Economic costs would be saved through not having to implement policies or methods</p>	<p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>The issue will continue in the same trend or pattern, and the objective will not be achieved.</p> <p>Doing nothing will not achieve the purpose of the Resource Management Act.</p> <p>Social and environmental costs could be significant, and could result in reduced economic opportunities.</p>	No

**Table 10: Evaluation as to the effectiveness and efficiency of policy and method options to achieve Objective 7**

### 8.3 Selection of the most appropriate policy and method options to achieve Objective 7

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
<b>Regulatory direction to district and/or regional plans</b>				
<b>Option 1</b> Direction to plans to identify and protect sites that are important for the functioning of coastal processes	Med	Low	x	
<b>Regulatory direction as to the matters to be given particular regard in resource management decision making</b>				
<b>Option 2</b> Direction to consider protecting physical and ecological processes in the coastal environment	High	High	✓	Policy 36
<b>Option 3</b> Direction to consider considerations to adopt a precautionary approach	High	Low	x	
<b>Non regulatory options</b>				
<b>Option 4</b> Integrating management across mean high water springs	High	High	✓	Method 27
<b>Option 5</b> Provision of information about how development may adversely affect physical and ecological processes in the coastal environment	Med	Yes	x	
<b>Doing Nothing</b>				
<b>Option 6</b> No intervention	Low	No	x	

**Table 11: Results of evaluation as to the most appropriate policy and method options to achieve Objective 7**

### 8.4 Discussion on selected options

Protecting the integrity, functioning and resilience of physical and ecological processes in the coastal environment is a national priority. It is part of the preservation of natural character of the coastal environment which is a matter of national importance. The pressure of inappropriate subdivision, use and development is ever present and increasing. Examples include sand and gravel mining in beaches, levelling sand dunes for building platforms, driving on beaches and sand dunes, building as close as possible to the sea, and erecting

hard sea walls, roads and paths. The consequences include increased vulnerability to storm damage and sea level rise, and major adverse impacts on coastal ecology if no action is taken.

A mix of one regulatory option, requiring consideration of particular matters within resource management decision making, supported and complemented by one non-regulatory action is the most appropriate way to achieve objective 7 and address the coastal environment issues 1, 2 and 3. The regulatory option included in the mix is option 2. The non-regulatory option 4, is included to support and complement option 2.

There is also a requirement to give effect to the New Zealand Coastal Policy Statement (NZCPS). How the draft Regional Policy Statement does this is summarised in a supplementary paper noted in the list of references provided in Appendix 2.

Option 2, is the most appropriate option as it requires resource management decision makers to consider protecting the physical and ecological processes in the coastal environment, allowing a purposeful solution to be derived in relation to particular proposals, in their context. This is considered more effective and efficient than Option 1, to identify sites important for coastal processes, which is not effective or efficient because of the variable scale of the processes potentially needing to be considered, and given the scale of the task to identify and provide a management framework to protect particular key sites. Option 1 would be at huge cost to the community, potentially for little benefit, other than some private benefit in relation to particular developments. Furthermore, the ecological processes aspect of this undertaking could only be partially completed, given the existing level of information and understanding about these processes in the Wellington region.

Option 4, the non-regulatory action, to facilitate the coordination between agencies to protect the integrity of values that cross the jurisdictional boundary of mean high water springs is an appropriate action to achieve objective 7.

Option 3, to adopt a precautionary approach, is not selected because of the potential to inhibit development unnecessarily (with consequent economic and social impacts), when studies will be needed on a case by case basis. Also, this approach adds little to what is required by the Resource Management Act.

Option 5, to provide information on coastal processes and the impacts of development, is not selected because although there would be benefits of raising the awareness about coastal processes generically, it is likely to be of limited value for individual developers in designing any particular proposal, where much more site and activity specific investigations would still be required.

Option 6, to do nothing is not appropriate to achieve the objective, and given the high risk to coastal development associated with coastal hazards, and possible off-site erosion, as well as the risk of disruption to ecological processes.

## **8.5 Risk of acting or not acting if information is uncertain or insufficient**

Section 32(4)(b) of the Resource Management Act requires the evaluation of appropriateness to take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods.

The risks of acting with uncertain information, such as not applying coastal processes theory to a specific area, would be to take a precautionary approach and regulate activities and development to a greater extent than might otherwise be necessary. The result will be to unduly constrain development which will have economic and social adverse effects.

The current state of knowledge of physical processes is adequate, but it has only been applied to a limited number of areas within the region. For example, to some urban areas and where development has occurred. The application of theory to particular sites is critical as it is not a straight forward or an easy matter to generalise about what the effects will be, as there are a multitude of contributing factors making up the net effect or 'natural process'. The state of knowledge of ecological processes in the coastal environment is relatively poor in the region.

It is fair to say there is both uncertain and/or insufficient information for aspects of physical processes and about the ecological processes within the coastal environment in the Wellington region. However, it is certain that development pressures will continue. These include sand and gravel mining in beaches, levelling sand dunes for building platforms, driving on beaches and sand dunes, building as close as possible to the sea, and erecting hard sea walls, roads and paths. The consequences are an increased risk to development from coastal hazards and possible off-site erosion, and the risk of disruption of ecological processes which include adverse effects on sand dune vegetation, bird and insect life, shellfish beds, fish spawning. The objective will not be achieved.

The risks of acting with uncertain information, such as not applying coastal processes theory to a specific area, would be to take a precautionary approach and regulate activities and development to a greater extent than might otherwise be necessary. The result will be to unduly constrain development which will have economic and social adverse effects and may not meet Part 2 Resource Management Act.

The risk of acting in the way proposed is that some costs will be imposed on local government and applicants for resource consents for little gain.

The risk of not acting in the way proposed is that resource management fails to protect the integrity, functioning and resilience of physical and ecological processes in the coastal environment from the adverse effects of land use and development. The natural and physical resources, dependent upon the continuance of functioning systems, including ecological and biodiversity values will be inconsistently, or perhaps even not, identified and managed. At best this will mean that territorial authorities, communities and individuals will not be able always to make informed choices. At worst, there may be a

continued and even accelerated rate of disruption to the integrity, functioning and resilience of processes leading to a loss and degradation of important resources and values in the region.

It is clear to Greater Wellington that the risk of acting is much less than the risk of not acting.

## **9. Evaluation of policies and methods to achieve objective 8**

The appropriateness of the policies and methods to achieve Objective 2 are evaluated by looking at the effectiveness and the efficiency of the policy and method options, and the risks of acting or not acting if there is uncertain or insufficient information.

### **9.1 The range of policy and methods options considered**

Objective 8 seeks to enhance public access to and along the coastal marine area, lakes and rivers.

In addressing this objective, the primary focus is to determine whether it can be best achieved through regulatory direction to plans or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory programs, or by doing nothing.

The public access issue and objective both address public access to and along the coastal marine area and rivers and lakes, the following assessment is therefore a combined evaluation as to the effectiveness and efficiency of the policies and methods for the coastal marine area and rivers and lakes.

#### **9.1.1 Regulatory direction to district and/or regional plans**

##### **Option 1 – Direction to district plans to enhance public access to and along the coastal marine areas, lakes and rivers**

This option requires district plans to enhance public access to and along the coastal marine area, lakes and rivers.

##### **Option 2 – Direction to district plans to enhance public access to areas of the coastal marine area, and to lakes and rivers with significant values**

This option requires district plans to enhance public access to and along the coastal marine area, and lakes and rivers with significant values.

#### **9.1.2 Regulatory direction as to matters to be given particular regard in resource management decision making**

##### **Option 3 – Direction to consider public access to and along coastal marine areas, rivers and lakes**

This option requires territorial authorities to have particular regard, within resource management decision making, to enhancing public access to and along the coastal marine area, lakes and rivers.

##### **Option 4 – Direction to consider public access to areas of the coastal marine area, lakes and rivers with significant values**

This option requires territorial authorities to have particular regard, within resource management decision making, to enhancing public access to and along areas of the coastal marine area, lakes and rivers with significant values.

### 9.1.3 Non-regulatory options

#### **Option 5 – Investigation to identify areas of the coastal marine area, lakes and rivers for improved public access**

This option is to conduct investigations to identify areas of the coastal marine area, lakes and rivers where public access should be improved.

#### **Option 6 – Support, by facilitating the provision of public access**

This option is to facilitate and encourage local authorities and land owners to provide access to waterways where there is an identified demand for that access.

### 9.1.4 Doing nothing

#### **Option 7 – No intervention**

This option offers no intervention to enhance public access to and along the coastal marine area, rivers and lakes.

9.2

Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 8

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Regulatory direction to district and/or regional plans</b>					
<p><b>Option 1</b> Direction to district plans to enhance public access to and along the coastal marine area, lakes and rivers</p>	<p>Establishes a clear and consistent policy framework within which to develop regulatory provisions and/or actions within plans; requires all pertinent plans to enhance public access at any opportunity there is to do so. Provides certainty that public access is important and benefits the region. However, lacks guidance as to how to prioritise or differentiate as to where and how best to enhance public access. Promotes greater certainty for individual applicants, the community of interested parties, and for councils about what the intent of the policy is. Increases the ability to critique provisions and rationale/s within plan making processes Changes to district plans however, would not need to be made until a plan was next reviewed, so effects would be delayed. Sets out the principles to be applied, but specific decisions would still be determined at the local level. Repeats the statutory requirements in the Resource Management Act (esplanade reserves - sections 229, 230, 231, 232). District plans should create the rule.</p>	Med	<p>Resource management decisions are still made on a case by case basis at the local level, but within a consistent policy framework across the region. Establishes a clear intent – this assists territorial authorities in establishing local regulatory frameworks. Provides information for the community about when public access is not appropriate The direction is targeted and clearly attributed to a regionally significant issue – helping to reduce time, money and other resources on process. Less conflict, debate or contesting of the advantages and disadvantages of particular planning responses or proposals, as like or similar proposals are able to be categorised and the likely resource management responses are indicated generally, which helps to reduce conflict. The community as a whole agrees to various enhancement mechanisms through the plan making process. Discourages ad-hoc development. Provision would be applied district wide, so less information is required for individual consent applications.</p>	<p>On-going implementation costs for councils – to investigate, implement, to monitor compliance, to take enforcement action, to monitor delivery and environmental outcomes to enable an evaluation of the effectiveness of the intervention. The cause-effect relationship is direct and clear and the costs of any remedy are able to be attached directly to specific activities.</p>	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p><b>Option 2</b> Direction to district plans to enhance public access to lakes and rivers with significant values</p>	<p>Establishes a clear and consistent policy framework within which to develop regulatory provisions and/or actions within plans; requires all pertinent plans to enhance public access whenever there is an opportunity to improve access to areas identified as having significant values.</p> <p>Provides certainty that public access is important and benefits the region, particularly when it is to areas with significant values. However, this option still lacks guidance as to how these areas of significant value will be identified. This option would need to be associated with other options throughout the policy statement that seek to identify significant values, of relevance to 'public access provisions', particularly as these relate to the coastal marine area, and rivers and lakes.</p> <p>This options, is still limited in its guidance as to how best to enhance public access.</p> <p>Promotes greater certainty for individual applicants, the community of interested parties, and for councils about what the intent of the policy is.</p> <p>Increases the ability to critique provisions and rationale/s within plan making processes</p> <p>Repeats the statutory requirements in the Resource Management Act (esplanade reserves - sections 229, 230, 231, 232). District plans should create the rule.</p>	<p>High</p>	<p>Resource management decisions are still made on a case by case basis at the local level, but within a consistent policy framework across the region which describes the benefits to the region.</p> <p>Establishes a clear intent – this assists local authorities in establishing local regulatory frameworks.</p> <p>Provides information for the community about prioritising where public access ought to be enhances, and so helps to expedite the statutory processes.</p> <p>The direction is targeted and clearly attributed to a regionally significant issue – helping to reduce time, money and other resources on process.</p> <p>Less conflict, debate or contesting of the advantages and disadvantages of particular planning responses or proposals, as like or similar proposals are able to be categorised and the likely resource management responses are indicated generally, which helps to reduce conflict. Increased clarity and certainty for everyone.</p> <p>The community as a whole agrees to various priorities for enhancing public access, and on how best to 'enhance'.</p> <p>Discourages ad-hoc development.</p> <p>Positive social and environmental benefits to creating opportunities for access in district plans.</p> <p>Prescriptive but repetitive given that</p>	<p>On-going implementation costs for councils – to investigate not only areas of significance, but suitability and feasibility for 'enhancing' access, taking into account the needs of each of the 'significant values' in turn.</p> <p>Costs associated with implementation of not only the regulatory framework, but the 'enhancement' works, to monitor compliance, to take enforcement action, to monitor delivery and environmental outcomes to enable an evaluation of the effectiveness of the intervention.</p> <p>The cause-effect relationship is direct and clear and the costs of any remedy are able to be attached directly to specific activities.</p>	<p>No</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p><b>Regulatory direction as to matters to be given particular regard in resource management decision making</b></p> <p><b>Option 3</b> Direction to consider public access to and along the coastal marine area, rivers and lakes</p>	<p>Sets out direction, but adds little in addition to what is already required in the Resource Management Act.</p> <p>Clarifies the intention, but does not outline the parameters needing to be considered for prioritising where or how to enhance public access.</p> <p>Other policies within the policy statement will be identifying and seeking to protect significant values, including in the coastal marine area and alongside rivers and lakes – a direction to enhance public access to any/all areas, might run counterproductive to efforts to protect significant values.</p> <p>Will result in confusion about relevant policies across the Regional Policy Statement and what ones should be applied.</p> <p>Provides an ability to critique what is considered important and relevant within decision making processes, and thus increase understanding of pertinent factors and intent. Transparent as to how these matters are to be treated in decision</p>	<p>Low</p>	<p>Provides a consistent framework with regard to 'considerations' across the region.</p> <p>Allows some discretion and thus variation in interpretation and implementation.</p> <p>The management responses can be adapted to the specific proposal under consideration.</p> <p>While certain triggers or prompts demand certain considerations must be made, the responses or action that results is less certain than specific direction as to matters to be addressed by plans.</p> <p>The resource management response is less predictable or formulaic as might be anticipated under the earlier direction to district plans options, as decision makers exercise discretion in how they respond to considerations. This option allows for greater variance within the management response, to the triggers presented within a proposal.</p>	<p>While clarifying the matters for consideration, specifying the full extent of matters may not lead to simplicity or certainty. Rather, it may add to complexity.</p> <p>Costs will be borne by some proposals as a result of their activity status as an application for resource consent, and the matters around which discretion and/or control are reserved.</p> <p>Costs will be borne by councils as they must secure sufficient information pertinent to undertaking the required considerations, within decision making processes.</p> <p>Lead to duplication or conflicting requirements when consider the policy alongside other policies on significant values in the Regional Policy Statement – resulting in unnecessary additional costs.</p>	<p>No</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>making. Improves understanding and enhances equity within resource management activity.</p> <p>The intervention may only be triggered for certain resource consent applications (where discretion is retained over such issues), which means a different set of benefits and costs to those arising from application at the plan making stage.</p> <p>Gives effect to NZCPS policies 3.5.1, 3.5.2&amp; 3.5.3</p>				
<p><b>Option 4</b></p> <p>Direction to consider public access to and along areas of the coastal and marine area, lakes and rivers with significant values</p>	<p>Sets out direction, and adds guidance above and beyond what is required in the Resource Management Act.</p> <p>Clarifies the intention, and priority in specifying the relationship with other policies within the RPS needing to be considered for prioritising where or how to enhance public access.</p> <p>Other policies within the policy statement will be identifying and seeking to protect significant values, including in the coastal marine area and alongside rivers and lakes – a direction to enhance public access to any/all areas, might run counterproductive to efforts to protect significant values.</p> <p>Will result in confusion about relevant policies across the Regional Policy Statement and what ones should be applied.</p> <p>Provides an ability to critique what is considered important and relevant within decision making processes, and thus</p>	High	<p>Provides a consistent framework with regard to 'considerations' across the region.</p> <p>Allows for discretion and thus variation in interpretation and implementation.</p> <p>The management responses can be adapted to the specific proposal under consideration.</p> <p>While certain triggers or prompts demand certain considerations must be made, the responses or action that results is less certain than specific direction as to matters to be addressed by plans.</p> <p>The resource management response is less predictable or formulaic as might be anticipated under the earlier direction to district plans options, as decision makers exercise discretion in how they respond to considerations.</p> <p>This option allows for greater variance within the management response, to the triggers presented within a</p>	<p>Cost would be born more by some proposals due to the activity status of applications and the matters discretion and control is reserved over.</p> <p>Costs of investigations, justifications and addressing particular matters which are site specific are borne by the applicant.</p> <p>Costs lie more with the developer as applications have to address matters specifically on a case by case basis.</p> <p>Costs will be borne by some proposals as a result of their activity status as an application for resource consent, and the matters around which discretion and/or control are reserved.</p> <p>Costs will be borne by councils as they must secure sufficient information pertinent to undertaking the required considerations, within decision making processes.</p> <p>Flexibility carries some costs, as it might be thought necessary to treat each application as unique, rather than</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>increase understanding of pertinent factors and intent. Transparent as to how these matters are to be treated in decision making. Improves understanding and enhances equity within resource management activity.</p> <p>The intervention may only be triggered for certain resource consent applications (where discretion is retained over such issues), which means a different set of benefits and costs to those arising from application at the plan making stage.</p> <p>Gives effect to NZCPS policies 3.5.1, 3.5.2&amp; 3.5.3</p>		<p>proposal.</p> <p>The benefits are higher than in option 1 and 2, as the requirement are not as directive or strong, so the requirement to "consider" allows each significant values context to be evaluated and appropriate public access enhancement mechanisms devised, in response to the specific circumstances.</p>	<p>allowing a standardised response to develop.</p>	
<b>Non-regulatory options</b>					
<p><b>Option 5</b></p> <p>Investigation, to identify areas of lakes and rivers for improved public access</p>	<p>Saves individuals and businesses from conducting personal research and investigations</p> <p>Gets information to wide audience and raises awareness of public access issues</p> <p>Helps the community and developers understand public access issues, and assists in formulating proposals for enhancing public access</p> <p>However, there is no obligation or compulsion to follow through using this approach alone, so needs to be combined with regulatory option.</p> <p>Could be effective if all relevant local authorities commit to utilising the information gathered from the investigation.</p> <p>However not certain that the action will be</p>	Med	<p>Free information and advice made available for land owners and developers, which could beneficially influence design of proposals which avoid, remedy or mitigate adverse effects on public access or alternatively may enhance public access.</p> <p>Information increases community awareness of public access issues and the need to prepare and plan developments to take account the need to maintain and enhance public access.</p> <p>Could engender a more positive/cooperative response from developers because it is non-regulatory.</p> <p>Allows for a flexibility of approach and /or response</p> <p>Recognises that people can do the right</p>	<p>Relatively cheap to do because it does not require specific identification of values, but there is the cost of preparing, printing and distribution of material about where access ought to be enhanced, and guidance on how to enhance access.</p> <p>Costs include lack of enforceability and no certainty of compliance and enforcement; particular values are still not identified; principles could be incorrectly applied</p> <p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Actions could lead to protracted negotiations and potentially poor results.</p> <p>Potential higher environmental costs as</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>appropriately resourced or implemented</p> <p>May not influence private developments</p>		<p>thing.</p> <p>Economically efficient if stimulates private development and effort.</p> <p>Provide information on areas where public access should be made available. Developers could use the information to design proposals which recognise the national importance of providing access to values attached to highly regarded lakes and rivers and the coast.</p> <p>Information could increase community appreciation of the values and involvement in ensuring access to them.</p>	<p>lesser commitment to get things done.</p>	
<p><b>Option 6</b></p> <p>Support, to facilitate and encourage city and district councils and land owners to provide access to waterways where there is an identified demand for that access.</p>	<p>Could be effective if all relevant local authorities commit to doing them.</p> <p>However not certain that the actions will be achieved and can be appropriately resourced.</p> <p>May not be effective in influencing private developments.</p> <p>Ineffective as councils are likely to be less committed to doing them.</p>	<p>Low</p>	<p>Allows for a flexibility of approach</p> <p>Recognises that people can do the right thing.</p> <p>Economically efficient as stimulate development and effort.</p> <p>Low environmental and social benefits due to the lack of certainty of where and when to provide access.</p> <p>Allows for flexibility of approach rather than imposition of regulatory policies.</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Could lead to protracted negotiations and potentially poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>'low cost' option as this approach is 'voluntary' and could potentially lead to poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>Non regulatory provisions may not be very effective, particularly it relies on the work programmes of councils and the good will of land owners.</p>	<p>Yes</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<b>Doing Nothing</b>					
<b>Option 7</b> No intervention	Will not achieve the objective or address significant public access issues in the region. This option would therefore not be effective.	Low	Economic costs would be saved through not having to implement policies or methods.	The issue will continue in the same trend or pattern, and the objective will not be achieved. Doing nothing will not achieve the purpose of the Resource Management Act.  Social and environmental costs could be significant, and could result in reduced economic opportunities.	No

**Table 12: Evaluation as to the effectiveness and efficiency of policy and method options to achieve Objective 8**

### 9.3 Selection of most appropriate policy and method options to achieve Objective 8

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
<b>Regulatory direction to district and/or regional plans</b>				
<b>Option 1</b> Direction to district plans to enhance public access to and along the coastal marine area, lakes and rivers	Med	No	x	
<b>Option 2</b> Direction to district plans to enhance public access to and along areas of the coastal marine area, lakes and rivers with significant values	High	No	x	
<b>Regulatory direction as to matters to be given particular regard in resource management decision making</b>				
<b>Option 3</b> Direction to consider public access to all rivers and lakes	Low	No	x	
<b>Option 4</b> Direction to consider public access to lakes and rivers with significant values	High	Yes	✓	Policy 52 and method 4
<b>Non-regulatory options</b>				
<b>Option 5</b> Investigation to identify areas of the coastal marine are, lakes and rivers for improved public access	Medium	Yes	✓	Method 50
<b>Option 6</b> Support and assistance, to facilitate and encourage city and district councils and land owners to provide access to waterways where there is an identified demand for that access.	Low	No	x	

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
<b>Doing Nothing</b>				
<b>Option 7</b> No intervention	Low	No	x	

**Table 13: Selection of most appropriate of polices and methods to achieve Objective 8**

**9.4 Discussion of options**

The maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers is a matter of national importance. It is highly desirable that existing legal and physical access is maintained and enhanced so people can continue to enjoy the areas they are currently able to access and their associated values. It is also important to facilitate and encourage the provision of additional, new public access where appropriate and as opportunity arises.

Coastal and freshwater resources and associated values have been compromised to varying degrees and extents, and the pressure of inappropriate subdivision, use and development is increasing. Many of the access points and routes have not been specifically identified or recognised formally or informally in many areas. As such, there is a high risk of continuing loss and degradation of public access to the coastal marine area and to water bodies if no action is taken.

These factors lead to a planning response that utilises a mix of regulatory and non-regulatory options, as the most appropriate option to achieve objective 8. That is, the option assessed to be the most appropriate, in terms of its effectiveness and efficiency is option 4 (policy 52, method 4) and option 5 (method 50) in combination.

Option 1 (to require district plans to include policies, rules and methods to enhance public access such as the taking of esplanade land for public access as part of subdivision of land, to and along the coastal marine area, lakes and rivers) is not the most appropriate because of the mandatory requirement in the Resource Management Act for the creation of esplanade land. Option 1 does not add any value by ‘repeating’ the provisions in the Resource Management Act (such as sections 229-237). Option 1 is considered inefficient, as it would necessitate provisions to enhance public access to any and all areas associated with the coastal marine area, rivers and lakes, which would not necessarily lead to an ‘enhancement’ of public access, or the enjoyment by the public of the values associated with these places.

Similarly, Option 2, even though it would require district plans to enhance public access to ‘significant’ values, is not appropriate, as there is limited ability to guide territorial authorities in a generic way, about how best to balance the requirement for public access against the needs associated with the significant value/s identified as possibly candidates for enhanced access by the

public. It is considered more appropriate that local authorities engage communities, via the non-regulatory option 5, in investigations to identify areas for improved public access.

Option 3 (directing considerations on public access in resource management decision making) is not appropriate as there is insufficient information about areas to which public access ought to be or could be enhanced.

Option 4, to consider specific matters in resource management decision making offers the opportunity to include the provision and/or enhancement of public access, where significant values, identified via other policies, have been identified, and thus have triggered certain consideration. Option 4, therefore, is considered the most appropriate of the regulatory options, to address the issue and to achieve objective 8.

Delivering public access opportunities through option 4 requires the implementation of other policies in the Regional Policy Statement which define those significant values - such as outstanding natural features and landscapes. Policy 20 requires the identification of places, sites and areas with significant historic heritage values. Policy 22 requires the identification of indigenous ecosystems and habitats with significant biodiversity values. Policy 24 requires the identification of outstanding natural features, landscapes and significant amenity landscapes.

Option 6, to facilitate and encourage the voluntary provision of public access, is not selected as this approach primarily relies upon how city and district councils priorities their work programmes, and on the protection of resources and the goodwill of landowners. This option could only be appropriate in conjunction with regulatory options.

Option 7, to do nothing, is assessed as not being appropriate to achieve the objective and has very high risk of decreasing public access to significant values, even though the cost to applicants may be minimal.

## **9.5 Risk of acting or not acting if information is uncertain or insufficient**

Section 32(4)(b) of the Resource Management Act requires the evaluation of appropriateness to take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods.

There is both uncertain and insufficient information about existing public access to the coastal marine area, lakes and rivers, and also about the particular areas with significant values that may warrant the provision and enhancement of public access. For example, to be able to access outstanding natural landscapes and significant amenity landscapes, ecosystems and habitats with significant biodiversity values, historic heritage places, sites, or areas. It is also fair to say there is insufficient information within the region to enable communities to prioritise their aims and needs in terms of enhancing public access, other than the imperative provided for in Part II of the Resource

Management Act, relating to the coastal marine area, lakes and rivers and in the New Zealand Coastal Policy Statement, and the statement of issue provided at the beginning of this report.

The risk of acting in the way proposed is that some costs will be imposed on local authorities and applicants for resource consents, potentially for little gain in some instances.

The risk of not acting in the way proposed is that the enhancement of public access will continue to be addressed inconsistently and in an ad hoc way, and this important issue may not be identified as a pertinent consideration in some instances of resource management decision making where it ought to be included, and will therefore not be provided for appropriately. At best this will mean that territorial authorities, communities and individuals will not be able always to make informed choices in relation to public access. At worst, there may be a continued and even accelerated decline in public access, or it could continue to be provided for in places where people cannot take advantage of it.

It is clear to Greater Wellington that the risk of acting is much less than the risk of not acting.

## **Appendix 1: Criteria used to determine regionally significant issues**

The criteria used for determining whether an issue was a resource management issue of regional significance were:

- The issue was a natural or physical resource management problem.
- The issue was to be of regional significance (see further criteria below).
- The issue was about achieving the purpose of the Resource Management Act.
- The issue did not “repeat” the Resource Management Act, the New Zealand Coastal Policy Statement, any other national policy, or another issue in the Regional Policy Statement.
- The issue was explained in the context of the Wellington region.

Regional significance was determined using the following criteria:

- The issue concerns a resource which is regionally significant, and the issue requires integrated management at a regional level ; and
- There is a potential shortage of the resource and resultant allocation issues; or
- There is a significant level of conflict over the resource which is either occurring or is foreseeable over the next 10 years; or
- The resource is potentially subject to significant adverse effects at a regional level; or
- There are significant issues in terms of Part 2 of the Resource Management Act which are, or are likely to, arise at a regional scale (eg maintenance and enhancement of access along waterways); or
- The community has signalled that it regards a particular issue as being of regional significance; or
- The issue is one of national significance (eg preservation of natural character) and requires regional intervention; or
- The issue is one of district significance but requires regional intervention; or
- The matter is one which a National Policy Statement or National Water Conservation Order requires to be addressed.

## **Appendix 2: References**

Department of Conservation (1994) New Zealand Coastal Policy Statement. Wellington. ISB 0-478-01589-S

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Greater Wellington (2009), Giving Effect to the New Zealand Coastal Policy Statement – a supplementary paper to the proposed Regional Policy Statement 2009.

Milne, Juliet (2005). Recreational water quality monitoring technical report. Wellington. Publication No GW/RINV-T-05/89

Water, air, earth and energy – elements in Greater Wellington’s logo that combine to create and sustain life. Greater Wellington promotes **Quality for Life** by ensuring our environment is protected while meeting the economic, cultural and social needs of the community

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