# Executive summary

### **Background**

The Landscape Technical Report collates existing information on the landscape values of the Wairarapa coastline. The report identifies the importance of these values, and prioritises their significance. These values have also been mapped to identify their location and assess their relative significance. The supporting maps are bound in a separate document.

The report identifies present and future pressures and threats to landscape values, and makes recommendations on what kinds of responses are appropriate mechanisms to protect these values. The report also identifies statutory provisions and requirements relative to coastal development and highlights a number of strategic objectives and coastal issues.

The Wairarapa coast is a geologically significant landscape, containing areas of outstanding, diverse and distinctive scenery. The coastal landscape includes rugged bays, beaches, sand spits, rocky shorelines, offshore reefs, estuaries, wetlands and a rich and varied mosaic of windswept vegetation.

Beyond the areas characteristic pastoral landscape, human presence and landscape modifications are minimal, and the area maintains its visual integrity and rural character. The coast is isolated and remote, with limited road access to and within the area. In many respects, the Wairarapa coast is one of the least well-known parts of New Zealand. While this may be seen as a constraint to growth and development, it is in fact an attribute and positive feature of the area. The "wild nature" of the coast, its dramatic climate extremes, the extensive tracts of relatively unspoilt "natural scenery", and its high recreational and cultural values and opportunities all combine to make the area a special and unique landscape of considerable significance.

The initiative by the Wairarapa Coastal Strategy Group to prepare a comprehensive and integrated strategy in consultation with the key stakeholders is a commendable and essential first step in achieving the group's vision which is -

"To provide for sensitive, sustainable development of the Wairarapa Coast which recognises and retains its special qualities."

This technical report provides relevant information on the natural character and landscape values of the Wairarapa Coast.

Stakeholder participation in the formulation of a coastal strategy is an essential component of the process and its implementation. In this regard, non-statutory directions and guidelines should be sought wherever possible in preference to statutory responses. Key stakeholder buy in and participation will be integral to the outcomes and actions of the proposed coastal strategy.

### **Assessment**

Within the Wairarapa coastal study area, twelve landscape character areas were identified as a framework within which fifty-four coastal landscape units were defined and assessed for natural character and landscape quality. The units were defined on the basis of their particular and distinctive characteristics.

There were no coastal units that ranked low on the ranking scale. Eighty seven percent of the units ranked high or moderately high for natural character, while forty one percent ranked high or moderately high for landscape quality.

Twenty-seven of the fifty-four coastal units were identified as being Significant Coastal Landscapes and a further four units were identified in part as being significant. This represents approximately half the length of the study area. The Significant Coastal Landscapes were –

Significant Coastal Landscapes			
Character Area	Coastal Unit		
Whakataki	W6		
Whareama	W7		
	W8		
	W15 (part)		
Kaiwhata	K16		
	K17		
	K18 (part)		
Waimoana	W22		
	W23		
Pahaoa	P24		
	P25		
	P26		
	P27		
	P28		
	P29		
	P30		
Opouawe	O37 (part)		
	O38		
	O39		
Cape Palliser	CP40		
	CP41		
Ngawi	N42		
	N43		
Onoke	O47		
	O48		
	O49		
	O50		
	O51		
Mukamuka	M52		
	M53		
	M54		

Within the study area ten significant Landscape Features and twelve Sites of Geological Interest were identified:

Significant Landscape Features		
Character Area	Coastal Unit	
Whakataki	Castle Point Lighthouse	
	Castle Rock	
Kaiwhata	Uruti Point	
Waimoana	Honeycomb Rock	
Pahaoa	Glendhu Rocks	
Awhea	Te Kaukau Point	
Opouawe	White Rock	
	Ngapotiki Fan	
Cape Palliser	Cape Palliser Lighthouse	
	Kupe's Sail	

Possible Additional Feature		
Awhea	Manurewa Point	

Sites of Geological Interest			
Character Area	Coastal Unit		
Whakataki	Mataikona Dunes		
	Whakataki Miocene Flysch		
	Castle Point Pleistocene Sediments		
Whareama	Castle Point Marine Terraces		
Awhea	Pukemuri Stream Uplifted Terraces		
	Te Kaukau Point Palocene Amuri Sediments		
Cape Palliser	Cape Palliser Pillow Lavas		
Whatarangi	Whatarangi Bluff		
	Palliser Bay Transgressive Sequence		
Onoke	Palliser Bay - Plio - Pleistocene Section		
Mukamuka	Thrust Creak		
	Mukamuka Stream		
Possible Addition	onal Geological Sites		
Kaiwhata	Fossil Forest Remnants		
Cape Palliser	Te Kawakawa Point		
	Cod Rocks		
	Rocky Point		

The landscape study concluded that the primary issue with respect to pressures and threats was not so much a question of what activities should or should not occur on the coast, but rather where these occur, their nature, extent and the issues associated with their site planning, design and management.

The study also confirmed that current district planning provisions, standards and rules do not acknowledge the coast as a particular locality, nor do they recognise the distinctive characteristics and values of the area. In many respects the coast is considered in the same way as any inland rural area, town or settlement. Consequently, what has and continues to occur throughout the coast is the same as one might expect to find at inland locations. While the respective district plans contain generic objectives and policies for the coastal environment (or management

area), and some broad management controls, specific directions and guidance with respect to managing the coast is not evident.

### **Conclusions**

In addition to, and as an amplification of the strategic landscape issues noted in Section 6.2 of this report, the following conclusions with respect to landscape values are made -

- ∉ The remoteness and wildness of the Wairarapa coast is a particular and distinctive feature that should be managed as a positive landscape attribute and feature.
- ∉ The acknowledgement and maintenance of the "working landscape" is integral
  to the enhancement and management of the Wairarapa coast. In this regard
  the concept of stewardship of the resource is fundamental to the formulation of
  effective and sustainable strategies.
- ∉ Rural residential and lifestyle subdivision and development should be carefully controlled to avoid the appearance of low density "urban like" sprawl within the coastal landscape. The concept of discrete clusters of development in appropriate locations needs to be explored.
- ∉ Fishing infrastructure and access to the sea is an important activity that is integral to the "working landscape" of the Wairarapa coast. Aspects of these operations in relation to landscape values needs direction and guidance. Strategies dealing with the on-shore needs of the fishing and aquaculture industries needs to be carefully considered.

- ∉ The preliminary classification of Significant Coastal Landscapes, Significant Landscape Features and Sites of Geological Interest be used as a basis for the identification and classification of a comprehensive and representative list of important coastal landscapes, features and sites which should be managed and protected in their particular landscape context, from inappropriate modification or destruction.
- ∉ The Significant Landscape classification should not restrict or penalise appropriate land use activities or practices, nor should it affect potential the of land for other appropriate activities that acknowledge and manage the landscape values associated with the particular area.
- ∉ In areas where landscape values are considered low, strategies and actions that encourage landscape enhancement should be initiated.
- ∉ In areas such as the Castle Rock coastal unit (W6), where natural character and landscape values are relatively high, appropriate and more sensitive landscape strategies and practices would further enhance this significant and important coastal landscape.
- ∉ The Department of Conservation is about to commence a scoping process by
   way of consultation with local authorities to identify deficiencies within the
   NZCPS. Accordingly the Wairarapa Coastal Strategy Group should take the
   opportunity of raising any issues or concerns with respect to the
   implementation of the NZCPS within the Wairarapa coastal environment.
- Æ As there is no regional plan for the landward side of the coastal marine area,
  the Wairarapa Coastal Strategy Group should seek to include and enhance any
  specific landscape management policies and/or practices in the Regional
  Policy Statement when it is next reviewed.

## **Acknowledgements**

Boffa Miskell would like to acknowledge the assistance of the Wairarapa Coastal Strategy Group and in particular the Regional Council staff who support the Group. In particular we acknowledge the enthusiasm and guidance received from Steve Blakemore, the Project Manager, Karen Williams and Helen Marr.

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Frank Boffa and Robert Schofield were the Boffa Miskell study team responsible for the preparation of this report. Graphics and word processing support was provided by Pen Moore, Steph Casey and Sharleen Alaifea. Isobel Gabites, author of the Ecology Technical Report, also assisted and commented on aspects of the Landscape Technical Report.

The Boffa Miskell study team preparing the Natural Character Environmental Performance Indicators for the Ministry for the Environment, namely Allan Rackham, Sue Dick, John Goodwin and Rachel de Lambert reviewed the assessment criteria and provided helpful comments and suggestions on the study methodology.

Boffa Miskell have enjoyed working with the Coastal Strategy Group and the key stakeholders on this interesting and challenging project. We hope our work assists the Coastal Strategy Group achieve its Vision for the Wairarapa Coast.

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# Chapter 1

### Introduction

The purpose of the Wairarapa Coastal Strategy is to enable the community to establish a long-term integrated strategy to protect, manage and develop the coastal environment. The strategy has a long term planning horizon (looking towards our grandchildren's future), and the recommendations and outcomes of the strategy are intended to go beyond the scope of the Resource Management Act to encompass wider Council and community goals.

It is intended that this technical report will feed into subsequent documents such as the Issues and Options Paper, and the draft and final versions of the Coastal Strategy, as well as assist with various community consultation forums. This report is one of a series aimed at addressing key technical issues for the Strategy. Other technical reports include-

- ∉ Ecology,
- ∉ Heritage,
- ∉ Built Environment and Infrastructure,
- ∉ Access and Recreation
- **∉** Coastal Hazards
- ∉ Land Use and Development

The Wairarapa Coastal Strategy Group, comprising the Masterton, Carterton, and South Wairarapa District Councils, the Wellington Regional Council, and local Iwi, is undertaking the Coastal Strategy process. This group formed after concerns that development was proceeding along the Wairarapa coast in an ad hoc and fragmented way. The development of the Wairarapa Coastal Strategy will span three calendar years, with most of the work occurring in 2002 and 2003. (*Refer to Figure 1.1*).

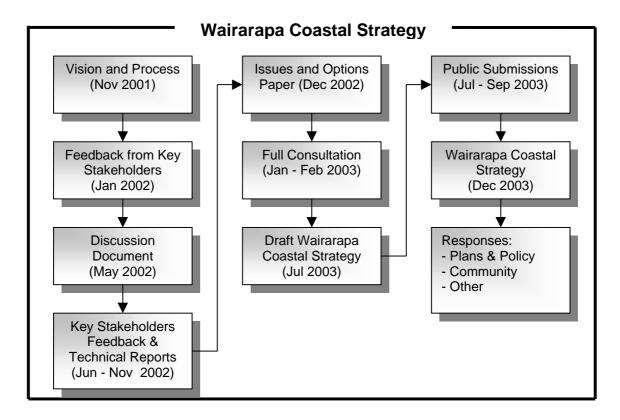


Figure 1.1: Wairarapa Coastal Strategy Process

A key issue for sustainable and integrated management is to minimise potential conflict between landuses and values on the coast such as natural character, landscape, natural ecosystems, cultural heritage and recreation. Likewise coastal landuses and values can be impacted upon by factors such as natural hazards (particularly erosion) and infrastructural constraints.

This technical report collates existing information on the landscape values of the Wairarapa coastline. The report identifies the importance of these values, and prioritises their significance. These values have been mapped in the report to simply identify their location and assess their relative significance. The report identifies present and future pressures or threats to landscape values, and makes recommendations and to what sorts of responses are available to protect these values.

The report also identifies statutory provisions and requirements related to coastal development and highlights a number of strategic objectives and priority issues established for the coastal environment.

# Chapter 2

# **Existing Planning Framework**

### 2.1 Overview

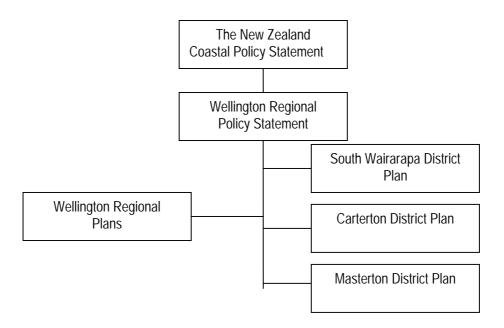
Wairarapa's coastal environment is managed under a number of resource management planning instruments, ranging from broad level policy documents through to detailed prescriptive management controls.

This section provides a brief overview of the principal policy instruments, focusing on the policies for the management of the coastal landscape and ecology.

# 2.1 Policy Statements and Plans

While it is not strictly correct to describe the levels of policy statements and plans as a hierarchy, in that one document is not necessarily 'superior' to another, generally the more localised documents are required to be "not inconsistent" with the provisions of those documents that cover a larger area under the national-regional-district framework of the RMA.

For the Wairarapa, the policy framework is as follows:



# 2.2 New Zealand Coastal Policy Statement

The New Zealand Coastal Policy Statement (NZCPS) was made operative in 1994, and is due for review in 2004. At that time, the Minister of Conservation has to determine whether any changes will be made to the Policy Statement, and to that end it is proposed to have the NZCPS independently reviewed in 2003, most likely by a review panel. The Department of Conservation is about to commence preliminary scoping process through consultation with local authorities to identify any deficiencies with the NZCPS. Thus, it would be opportune to raise any gaps or concerns with the implementation of the NZCPS within the Wairarapa.

The Statement contains a number of policies that are of relevance for landscape and ecological management. These are generic in nature and apply to New Zealand's entire coastal environment, and are not targeted to any specific geographic area such as the Wairarapa.

In terms of landscape values, the key thrust of the NZCPS is to maintain the natural character of the coastal environment by encouraging new development to be confined to existing developed areas. It also seeks to protect unique and

vulnerable coastal ecosystems and representative or significant landscape features.

The NZCPS also directs that local authorities should identify those areas of significant values in a region or district and seek to protect them.

The Department of Conservation is responsible for ensuring that all policy statements and plans are not inconsistent with the NZCPS. Although there does not appear to be any specific inconsistency between the local District Plans since the implementation of the NZCPS, the recent approval of the proposed development of a small coastal development near Flat Point does raise some questions as to the actual implementation of the NZCPS at the district level.

# 2.4 Wellington Regional Policy Statement

The Wellington Regional Policy Statement (WRPS) sets out the broad objectives and policies for the Wellington Region, with which both regional and district plans must not be inconsistent. The provisions are relatively broad-based, and cover the coastal environment of the entire Wellington Region.

It is noticeable that the Regional Policy Statement does not set out any specific policies for the Wairarapa coastline. Given that there is no regional plan for the landward side of the CMA in terms of regional landscape or ecological issues, the Regional Policy Statement would be the logical place for any specific policies managing the area's coastal environment, when it is next reviewed. The Regional Policy Statement recognises District Plans as the appropriate means for achieving policies for managing the landward coastal environment.

### (1) Coastal Management

Key principles underpinning the management of the coast under the WRPS include:

- Ø Preserving the natural character of the coast;
- Ø Maintaining and enhancing public access to and along the coastal marine area;
- Ø Ensuring that coastal water quality is of a high standard; and
- Ø Providing opportunities for the aspirations of Tangata Whenua to be met.

The WRPS contains a number of key policies designed to provide guidance for district and regional plans for resource consent decisions to ensure that important aspects of the coastal environment are recognised and potential adverse effects are avoided, remedied or mitigated. Key coastal management policies relate to:

- The protection of nationally or regionally significant indigenous vegetation and significant habitats for indigenous fauna.
- The protection of the values associated with nationally or regionally outstanding landscapes, seascapes, geological features, landforms, sand dunes and beach systems and sites of historical or cultural significance.
- Protection of sensitive, rare or unusual natural and physical resources, habitats, amenity values and ecosystems, which are unique to the coastal environment.
- Protection of the integrity, functioning and resilience of the coastal environment.

### (2) Landscape

There is one specific landscape objective which states: "Adverse effects of human activities on the Region's natural and physical resources are avoided, remedied or mitigated so that the quality of any regionally outstanding landscapes, which those resources contribute to, is maintained".

The RPS continues to state that it is necessary to identify landscapes that are regionally outstanding through the preparation of a regional plan. However, the Wellington Regional Council has since determined not to proceed with a separate Regional Landscape Plan.

The RPS identifies those areas that have national, regional, landform, landscape, seascape, natural, historical, or cultural significance (see Tables 8-10 attached). A number of these include places along the Wairarapa Coastline.

## 2.5 Wellington Regional Coastal Plan

The Wellington Regional Council has management responsible for the coastal marine area below mean high water springs. The management policies and controls are set out in the Regional Coastal Plan (RCP).

There are many objectives, policies and rules in the RCP that apply to the development and use of the coastal environment in the Wellington Region. Particular planning rules and controls relate to:

- Ø Reclamation and draining of foreshore and seabed
- Ø Structures
- Ø Destruction, damage or disturbance of foreshore or seabed

- Ø Deposition of substances on foreshore or seabed
- Ø Exotic or introduced plants
- Ø Discharges to land and water
- Ø Discharges to air
- Ø Taking, use, damming or diversion of water
- Ø Surface water and foreshore activities

The Plan identifies significant areas, for which an additional layer of controls come into play – see Policy 4.2.10.

While this strategy focuses on the landward side of the CMA, the management of activities within the CMA under the RCP needs to be adequately coordinated with those for the land. For example, new structures within the CMA such as jetties can have a wider effect on the coastal landscape. Similarly, there is a strong inter-relationship between land and marine ecosystems.

The District Plan is the principal means of managing activities on the landward side of mean high water springs. The Regional Policy Statement requires that the management policies of the District Plans for the coastal environment are coordinated through an integrated framework for the Wellington Region.

### 2.6 District Plans

### (1) South Wairarapa District

The South Wairarapa District has a coastline from the western end of Palliser Bay in Cook Strait to Honeycomb Rock, east of Martinborough, a distance of 124 kilometres.

The management of the District's coastal area and the protection of its natural areas are identified as key resource management issues under the District Plan.

The Plan contains five general coastal management objectives, which relate to the requirements of the RMA, with ten associated policies. The policies are primarily implemented by rules relating to the preservation of the natural character of the coastal environment and to the avoidance, remedy or mitigation of adverse effects from subdivision and land use activities.

The landward coastal margin of the District has been identified as a Coastal Protection Policy Area (exclusive of coastal settlements). The Plan states that parts of the coastline that fall within this area require specific planning control because of their intrinsic qualities of natural beauty, the land and water interface and the presence of natural resources. The Council's policy is to reserve control by way of discretionary activity status over most activities in the Coastal Protection Policy Area and to prohibit land uses that have potentially harmful effects.

The District Plan also identifies by schedule significant indigenous vegetation, habitats and other features of the coastal environment to be protected and/or recognised.

The Plan provides a building restriction control where no buildings shall be erected within 30m of mean high water springs [as well as the margins of lakes, rivers, streams etc].

The District Plan requires esplanade strips to be created wherever land adjoining the coast is subdivided. The Plan requires esplanade reserves for all new allotments, whether more or less than 4 hectares in area.

The District Plan also recognises the importance of the natural environment and landscapes within the District. The Plan defines 'Natural Areas' of the District where land uses will be restricted and special provision will apply to removal of vegetation, land drainage and recontouring. The Plan contains a list of coastal landscapes of regional significance (as guided by the RPS) and establishes Policy Areas (Coastal, River, Corridors, Lake Wairarapa Wetlands and Natural Areas) where subdivision, use and development, which could have adverse effects on the landscape, are discretionary activities.

### (2) Carterton District

Key relevant management issues addressed by the Carterton District Plan include:

- Ø The effects of development on rural amenity.
- Ø The impacts of development on significant natural features and areas.
- Ø Recognising and protecting the Important Natural Areas and Features within the District.

Chapter 13, Natural Environment, addresses coastal, ecological and landscape issues. There is one key objective - 'Recognition and protection of important natural areas and features' - and thirteen associated policies to achieve that objective.

In particular, the Plan provides a list of those natural features and areas of importance (contained in Appendix 13A of the Carterton District Plan). The coastal margin of the District is one of the identified key nature features under Appendix 13A. However, in the identified areas, different rules apply to the development and use of the land and associated resources. Activities to be undertaken within any area or

feature identified are a discretionary activity except where listed as permitted or limited discretionary. Council's consideration of discretionary activities is guided by the assessment criteria in the Plan.

The Plan also recognises a Coastal Management Area in which certain effects will need to be controlled to help reduce the effects of natural hazards on activities. In particular, development within 60m of Mean High Water Spring (MHWS) is controlled.

Chapter 13 provides for the modification, damage, removal or destruction of up to 1000m<sup>2</sup> of indigenous vegetation within a five-year period. Any activity that does not meet that condition becomes a limited discretionary activity.

The assessment criteria for discretionary activities within the Rural Environment include "whether any adverse effects on natural environment features and areas, the coastal environment, heritage features and areas of indigenous vegetation can be avoided...".

Subdivision controls seek, inter alia, to "ensure any subdivision and development protects any identified heritage feature or natural environment feature as identified in Appendix 12A or 13A".

There is no explicit section relating to landscape protection. However, it is noted that in the Rural Zone rules – standards and terms for a discretionary activity – Council limits its discretion to the visual effects of a building/structure on skyline, coastal escarpment or cliff.

The Plan requires esplanade reserves for all new allotments along the coastal margins.

Under the Rural Environment rules, the Plan sets a building restriction of 60m from Mean High Water Springs, and 20m from the margins of waterways.

### (3) Masterton District

Key issues identified by the District Plan include access to resources of significant value, natural character of the coast, important landscapes, and significant natural resources.

The District is generally managed under two principal management areas – Urban and Rural – where subdivision, land use and development is managed according to an overall system of controls. However, in areas of the district in which there are specific environmental issues to address, special management areas have been developed to control the adverse effects of activities in those areas. These 'overlay' the general rules that apply to the area.

In addition, the Plan has identified natural resources and landscapes of significance, which are listed in the Schedule of Conservation Areas. Any activity that has the potential to cause adverse effects on a conservation area requires resource consent.

The coastal environment comes with a special management area, the Coastal Management Area, which is defined as being generally 1km inland from mean high water springs. The coastal resort areas of Castlepoint and Riversdale are excluded from the Coastal Management Area, and are managed as urban management areas, with the same controls as for any other urban area.

The coastal environment comes within the Coastal Management Area, which comes within the Rural Management Area, but with special controls relating to coastal environmental issues relating to land use and subdivision. Activities in this area must comply with the general and rural environmental standards to be a permitted activity. Activities that do not comply require consent as a Discretionary Activity and would be considered against specific assessment criteria.

Under the Plan, controls (general development standard) on the removal of indigenous vegetation have been included within the Code to manage the removal or modification of stands of native forests and wetlands. These controls provide for, as a permitted activity, a limited amount of logging or clearance up to a certain threshold (1000m²) within a 5-year period.

The Plan defines an area 20m wide required for esplanade reserves for new allotments under 4 hectares and the requirement of an esplanade reserve for allotments in excess of 4 hectares.

A building restriction of 30m from MHWS in Castlepoint is required, 60 metres along rest of coast except for Riversdale where there is a defined hazard line shown on a map.

There are no specific ecology or landscape sections in the Masterton District Plan.

# 2.7 Summary of District Plan Provisions

DISTRICT	Significant Resource Management Issues	Special  Management  Policy Areas /  Zone	Schedules / List of Significant Features	Relevant controls / development standards	Comments
SOUTH WAIRARAPA DISTRICT PLAN	- The coastal area and the margins of rivers and lakes - Protection of the Natural Environment	- Coastal Protection Policy Area (exclusive of Coastal Settlements) overlies zoning (mainly Rural) - Natural Area Policy Area - River Corridor Policy Area	Attached as Appendix 10 to the DP, is the Coastal Environmental Chapter from the RPS. This contains lists of:  - Coastal landscapes of regional significance.  - Significant indigenous vegetation, habitats and other features of the coastal environment to be protected/and or recognized.  Appendix 10 is not referenced in the Rules. Therefore while it is referred too in the issues, objectives, policies and assessment criteria, unless the activity otherwise requires resource consent, Appendix 10 has little weight.	Within Policy Areas, the subdivision, use and development which could have adverse effects on the landscape, are discretionary activities.  Within the Coastal Policy Area, Council's policy is to reserve control by way of discretionary activity status over most activities, and to prohibit land uses, which have potentially harmful effects.  Within identified Natural Areas of the District Plan, rules restrict land uses, and special provision apply to the removal of vegetation, land drainage and recontouring – most activities are either Controlled or Discretionary. Rules also control these activities outside 'Natural Areas'.  Building Restrictions  Standard Esplanade Reserves apply district wide.	Issues, objectives and policies of the plan make specific references to coastal management, natural environment, and landscape protection.  No specific reference in rules relating to earthworks or dune damage, or general vegetation removal, and therefore no control.  The Plan provides as a discretionary activity, the removal or destruction of native vegetation over a total area of more than 100sqm. No specific control of native vegetation removal under this amount, and for vegetation that is not native.  Ambiguous rule that activities in policy areas not contemplated by a management plan or conservation management strategy are discretionary.  Under subdivision rules, council reserves its control over matters of earthworks,

CARTERTON DISTRICT PLAN	- Recognising and Protecting the Important Natural Areas and Features within the District	Coastal Management Area N4 (area of land within a 60 metres strip measured inland from CMA).	Appendix 13A provides a list of natural features and areas of importance.  This includes Coastal Management Area N4.	Activities to be undertaken within any area or feature identified in Appendix 13A are a discretionary activity except where listed as permitted or limited discretionary activity.  In Coastal Management Area certain effects will be controlled to help reduce the effects of natural hazards.  Building Restrictions of 60m within MHWS.  Esplanade Reserves requirements within the coastal margin.	landscape and natural features.  Groups all natural features (the coast and associated dunes, rivers and associated corridors and wetlands, native vegetation) in the one Natural Environment section .  Although no specific controls, earthworks would be a discretionary activity within the coastal management area. No specific controls relating to dune damage.  Controls on indigenous vegetation removal in a continuous area of 1 hectare or more, of 1000m² within a five-
					year period.
MASTERTON DISTRICT PLAN	- Land Resources - Access to Resources of Significant Value - Natural Character of the Coast - Important Landscapes - Significant Natural Resources	General Management Areas  - Urban (includes coastal resorts at Castlepoint and Riversdale).  - Rural Special Management Areas/Features  - Coastal Management Area	Conservation Areas  Coastal Marine Areas  Notable Trees  Protected Trees  Significant Plant Species	General Management Areas  - All activities subject to controls and general development standards (general standards include control on the removal of indigenous vegetation).  - More specific controls relate to subdivision, water resource, natural hazards, heritage, and conservation areas.	Separate list of permitted activities within Coastal Management Area, and Conservation Area. No explicit section of rules / standards relating to the coast, landscape or ecology. No specific controls relating to the removal of vegetation, earthworks or dune damage. Have general

- Conservation Areas	Coastal Management Area	indigenous vegetation removal standard.
	- Any activity shall comply with general and rural environmental standards	
	Building Restrictions apply.  Esplanade Reserves apply district wide.	

# Chapter 3

# The Coastal Landscape Resource

# 3.1 Study Objective

The objective of the Landscape Technical Study is to identify, assess and prioritise the natural character and landscape character of the coastal environment. The study also seeks to identify the present and likely future pressures and threats on the landscape, to review the current controls and responses and as appropriate to make recommendations for additional measures and responses.

The Landscape Technical Study also responds to the relevant provisions of the RMA with respect to landscape matters. While the RMA tends to place more weight on natural character, landscape character is, in many respects, more relevant, as natural character is a subset of landscape character. Notwithstanding this view, the landscape assessment has focused on natural character as a major consideration with respect to the provisions of both the RMA and the NZCPS.

# 3.2 Landscape And The Resource Management Act

Landscape either specifically or by inference is addressed in Sections 5, 6 and 7 of the Act.

In Section 5 the purpose of the Act is set out as being -

"to promote the sustainable management of natural and physical resources."

In Section 6 matters of national importance are set out and include -

- "(a) The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use and development:"
- "(b) The protection of outstanding natural features and landscapes from inappropriate subdivision, use and development:"

While the other matters noted in Sections (c), (d) and (e) namely -

- "(c) The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:
- "(d) The maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers:
- "(e) The relationship of Maori and their culture and traditions with the ancestral lands, water, sites, waahi tapu, and other taonga."

are relevant to the formulation of the Wairarapa Coastal Strategy, they are not specifically addressed in the Landscape Technical Report.

In Section 7, other matters relevant to landscape include:

- (e) The maintenance and enhancement of amenity values:
- *Maintenance and enhancement of the quality of the environment:*

The Act provides a definition for sustainable management, natural and physical resources, environment and amenity values, however, it does not

define natural character, natural features, landscape or outstanding. With regard to natural features and landscapes it is generally conceded that natural features are a subset of landscape in that they are generally smaller discrete elements compared to the broader and more encompassing concept of landscape. For example a prominent landscape element such as Castle Rock can be seen both as a natural feature or in its wider coastal setting as being an integral part of the landscape.

In the context of the Landscape Technical Report natural character is a quantitative assessment compared to the landscape assessment, which is a qualitative assessment. Accordingly each assessment has been carried out separately. In terms of the RMA, the natural character assessment responds to Section 6(a), while the landscape assessment responds to Sections 6(b), 7(c) and 7(f).

### 3.3 Coastal Environment

The coastal environment is not defined in either the RMA or the NZCPS, however, the Environment Court and the Board of Enquiry on the NZCPS have concluded that each environment be individually assessed and defined due to the difficulties of applying a standard definition which would be applicable to all coastal situations. While the seaward side of the zone is easily defined, the landward extent of the coastal environment zone clearly varies in different landscapes. Some Councils have adopted a uniform width, some have a variable width based on topography, while others rely on a written definition.

The three Wairarapa District Plans have largely defined their coastal environment (or a variation of this term) by way of mapping, rather than relying on a descriptive definition. Masterton District Councils' 'coastal management area' is generally one kilometre inland from the coast, although this varies as it follows property boundaries. A uniform 60 metre 'coastal

management area' is included in the Carterton District Plan. South Wairarapa District Council has identified a 'coastal protection policy area' that varies in width according to topography, property boundaries and natural features.

In landscape terms and in the context of this study, the Wairarapa coastal environment has been defined on a variable basis reflecting the nature and the topography of the coast. The definition has also been influenced by the particular viewshed characteristics of areas relative to the active coastal zone. The inland boundary of the coastal environment generally follows the draft boundary defined in the study brief. For the purpose of the Coastal Wairarapa landscape assessment, the coastal environment has been defined as a series of coastal units. Each of these units have been further classified into three distinctive coastal zones namely, the shoreline, the coastal platform and the coastal setting.

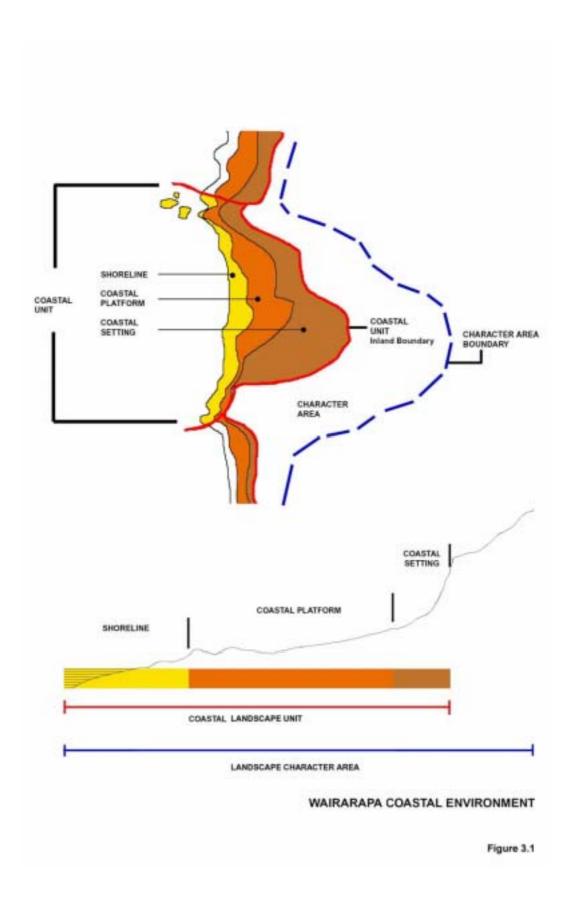
The maps defining the coastal units also show an outer boundary outlined in blue. This boundary generally follows water catchment and/or visual boundaries, major ridges and spurs. While these areas have not been classified as being part of the coastal environment as such, they have been identified in landscape terms, as being integral to the coastal environment. These more extensive areas are what can be described as the coastal **character areas** and in many instances they are visually seen and experienced as being part of the coastal environment. What happens within these areas can have significant effects within the more specifically defined coastal environment units. These character areas also tend to be regional in scale and define the major landscape character types, which make up the Wairarapa coast. Twelve character areas between Mataikona to the north and Windy Point to the south have been identified.

Within the study area, fifty-four coastal units have been identified and assessed. The number of coastal units within each of the character areas varies. The coastal units have been defined on the basis of their particular and distinctive characteristics. These units have been defined at a district scale.

The character areas and the coastal units outlined on the assessment maps are as follows -

WAIRARAPA COASTAL ENVIRONMENT			
Character Areas	Coastal Units		
Whakataki	W1 - W6		
Whareama	W7 - W15		
Kaiwhata	K16 - K18		
Waimoana	W19 - W23		
Pahaoa	P24 - P30		
Awhea	A31 - A35		
Opouawe	O36 - O39		
Cape Palliser	CP40 - CP41		
Ngawi	N42 - N43		
Whatarangi	W44 - W46		
Onoke	O47 - O51		
Mukamuka	M52 - M54		

Figure 3.1 shows the key components of the coastal environment and the relationship between the coastal units and the more contextural character areas.



### 3.4 Natural Character

Natural character is a term used to describe the "naturalness" of the coastal environment. The degree or level of natural character within an area is dependent on -

- ∉ the extent to which natural elements, patterns and processes occur
- the nature and extent of modifications to the landscape, seascape and ecosystems.

#### **Ø** Natural Elements

Natural elements are the products of natural processes such as landforms, waterforms, vegetation and landcover.

#### **Ø** Natural Patterns

Natural patterns are the visual expression and distribution of natural elements where a landscape appears to be a product of nature rather than a product of human endeavour. For example, naturally occurring vegetation cover appears very different and more natural than trees planted in straight rows, as would be the case with commercial forestry.

#### **Ø** Natural Processes

Natural processes relate to the ecological processes that underlie the visual expression and character of the landscape. The processes that sustain natural appearance include; vegetation succession, natural erosion and deposition.

#### **Modifications**

Modifications are the physical changes to the landscape such as mining, reclamations, infrastructure activities, buildings, structures and other man made changes or additions to the landscape.

The highest degree of natural character (greatest naturalness) occurs as a continuum from the pristine to the totally modified. On the Wairarapa coast there are no landscapes that occur at the extreme ends of the continuum. Most generally occur within the broad middle band.

As part of the Natural Character Environmental Performance Indicator Study, currently being prepared for the Ministry for the Environment, natural character has been defined as follows -

Natural character is an intrinsic attribute of all coastal environments. The degree of naturalness depends on the extent of modifications to the ecosystem and landscape/seascape. The greatest naturalness occurs where there is least modification. Natural character occurs irrespective of people's perceptions and ability to experience it.

### (1) Natural Character Assessment Criteria

The Wairarapa coast natural character assessment was based on three generic factors, namely landscape, landcover and human settlement, which gave rise to the following six key assessment criteria -

Landscape	Landforms		
	Waterforms		
Landcover	Indigenous Vegetation		
	Landscape/Vegetation Pattern		
Human Settlement	Buildings and Structures		
	Infrastructure		

These six criteria were reviewed by the MfE, Environmental Performance Indicator Study team and were found to be appropriate. The following descriptions clarify the interpretation of the criteria -

### (a) Landform

On the Wairarapa coast there are relatively few significant modifications to natural landforms that are evident. However, major changes can occur with quarrying and mining in particular. Lesser levels of change may occur with roads and access tracking in steep country, and reshaping of landforms including sand dunes.

### (b) Waterform

Major changes to the shoreline and water bodies such as rivers, estuaries and wetlands within the coastal environment can occur as a result of reclamation, erosion control and with the artificial control of drainage, flow regimes and so on. The effects of marine farming and aquaculture may also result in waterforms and/or landform modifications.

### (c) Indigenous Vegetation

The presence of indigenous vegetation is indicative of a lack of modification. On this criteria alone, the greater the extent of native (pristine) vegetation, the higher the degree of naturalness.

### (d) Landscape/Vegetation Pattern

This applies to the pattern of all forms of vegetation and landcover. It includes both indigenous and exotic species. The key consideration is whether the patterns resulting from different vegetation types appear natural or artificial. This depends, to a large extent, on the regularity, linearity or geometry that result from commercial forestry, some forms of farming and subdivision. It is also influenced by the relationship and contrast between these patterns and the underlying landform.

### (e) Buildings and Structures

This includes all buildings and any individual structures such as telecommunication towers. It excludes linear structures such as transmission and power lines which are included under (f) infrastructure. The number, density, scale and location of buildings and structures all influence the degree to which this criteria has an effect on natural character.

#### (f) Infrastructure and Services

This includes linear features such as roads, tracks and access ways, transmission, poles, lines and fences. Their number, density, scale and location will affect the level of natural character.

A number of variations to these criteria were reviewed, however, after consultation with the Environmental Performance Indicator study

team, it was agreed that the criteria noted above were the best indicators for natural character assessment purposes. In landscape terms the focus on elements and patterns as indicators of the underlining natural processes was seen as being appropriate. Any overlap with ecological indicators was considered acceptable.

### (2) Coastal Zones

A further refinement adopted in the Wairarapa natural character assessment was the division of the coastal units into three separate and quite distinctive zones namely -

- i) the shoreline
- ii) the coastal platform
- iii) the coastal setting

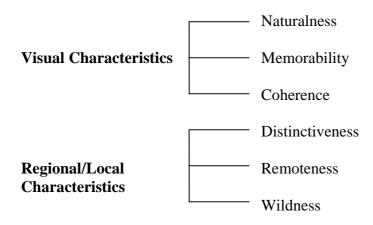
The purpose of dividing the coastal units into 3 zones was to provide a more focused assessment of each units' distinctive characteristics and to provide a greater level of detail and information with respect to the indicators and their influence within each of the component zones. For example a particular indicator in a particular zone while generally high, could compromise the degree of natural character within that unit overall. Likewise trends and patterns can be noted in zones as well as within the coastal units themselves.

The determination of the ranking scale was based on experience gained on similar resource based assessments. A ranking of 1 - 3 as well as a more comprehensive ranking of 1 - 10 were considered. It was, however, considered that any less than five ranks is inflexible and with more than five it becomes difficult to maintain consistency. The Environmental Performance Indicator Study team confirmed this. No attempt was made to "weight" the different criteria or indeed the zones within the coastal units.

An example of the natural character assessment sheet is attached as Appendix 1. The area rankings shown relate to the coastal units, while the total score reflects the overall ranking for the three zones within each coastal unit.

## 3.5 Landscape Assessment

The landscape assessment utilised the same coastal units as those identified and defined for the natural character assessment. In general there are three aesthetic criteria that are often used in landscape assessments. These can be supplemented with, associated scientific and/or community criteria, depending on the nature and purpose of the particular assessment. In the Wairarapa coastal assessment, in addition to the three visual criteria, three other criteria were included. These criteria reflect the predominant nature and character of the Wairarapa coast. The landscape assessment criteria were -



#### **Ø** Naturalness

As an aesthetic criteria "naturalness" describes the perception of the predominance of nature in the landscape. It describes the visual 'wholeness' of the landscape, whether change has undermined the visual values of the landscape or whether these have remained intact through changes that may have occurred. A landscape may retain a high degree of aesthetic naturalness even though its natural systems

may be highly modified. Similarly landscapes that have high ecological value may not display high qualities of visual naturalness.

### **Ø** Memorability

Memorability describes the way in which a landscape remains in the memory. Highly vivid landscapes are highly memorable and will comprise a key component of a person's recall or mental map of a region or district. Vivid landscapes tend to be striking, often due to their landform, such as the Castle Rock landscape (coastal unit W6).

#### Ø Coherence

Coherence describes the way in which the visual elements or components of any landscape come together. Landscapes with high levels of coherence will have their visual elements in harmony and reinforcing each other. They will have unity, whilst they may be either visually diverse or relatively simple in terms of their elements, they work together in terms of their composition.

#### Ø Distinctiveness

Distinctiveness refers to the uniqueness or variety of a landscape and its value in terms of being representative of the area, district or region. The Wairarapa coast is itself a relatively distinctive landscape displaying a number of unique geological and cultural patterns and features.

#### **Ø** Remoteness

The Wairarapa coast is a remote region with access being confined to a small number of roads. Access by sea is very limited. While this relative isolation can be an attribute in terms of threats and the maintenance of landscape values, there is evidence of increasing

pressure for access and development. Spatially the experience of being remote and isolated is a characteristic that enhances ones enjoyment and appreciation of the natural and "wild" environment.

#### Ø Wildness

The Wairarapa coast has been modified primarily by farming activity over many years. While the area has lost its wilderness character it remains a wild and rugged coastline due to the nature of the landscape and the prevailing elements. The remoteness and wildness of the coast is a particular and distinctive characteristic of the area and one that should be managed as a positive landscape attribute and feature.

The landscape assessment used a five scale ranking system similar to that used in the natural character assessment. An example of the landscape assessment sheet is attached as Appendix 2.

### (1) Significant Landscapes and Features

The identification of significant coastal landscapes and landscape features is based on the outcomes of the landscape assessment. While the RMA makes reference to outstanding natural features and landscapes, the assessment has refrained from using these classifications until such time as stakeholders and others have been consulted. The areas identified do, however, measure up to being of local and/or regional significance.

Clearly those landscapes that meet the provisions of section 6(b) must be predominantly natural and quite exclusive in terms of their special or remarkable attributes. Landscapes which are equally special or remarkable but which are more modified fail to be considered under section 6 as do those natural landscapes that do not meet the high standard required to meet the 'outstanding' qualification. These

landscapes then fall to be considered under section 7 as 'visual amenity' landscapes. The criteria against which a landscape is evaluated to determine its 'outstanding' or lesser 'visual amenity' status are the same criteria. The determination of the 'level' of significance (section 6(b) 'outstanding' or section 7 'visual amenity') is therefore dependent on the assessment ranking of the landscape against the criteria.

It is generally accepted that the use of the word 'outstanding' in section 6(b) depends on what authority is considering it. Thus if a regional council is considering section 6(b) then that authority has to consider section 6(b) on a regional basis. Similarly a district council must consider what is outstanding within its district.

The sites of geological interest include those identified in the "Inventory and Maps of Important Geological Sties and Landforms In The Manawatu And Wellington Regions", prepared by the Geological Society of New Zealand in 1996 (Publication 89). This report lists a range of geological features that are susceptible to modification or destruction. While some features are of interest for their scenic qualities they also have immense scientific and educational value. The Wairarapa Coast contains a remarkable record of geological events and processes that have reshaped the east coast of the lower North Island. Many of the identified sites are also described in the publication Reading the Rocks, A Guide to Geological Features of the Wairarapa Coast, Landscape Publications 1989.

### (2) Amenity Values

Within the coastal environment there are a range of issues embraced by the concept of amenity values. Many of these issues are addressed under natural character and landscape values.

Amenity values are products of human experience and therefore the presence of people with a particular sense of expectations influences the relevance and response to change. A popular beach, a favoured fishing area, historical and cultural associations, a wild coast with an adjacent walkway or an area with an established bach community are all situations that trigger concerns over amenity values. The sense of remoteness, exposure, drama and wildness of the Wairarapa coast may also contribute to amenity values.

The response of people also tends to vary depending on their expectations and whether they are residents, farmers, regular visitors or casual visitors. Amenity values also includes concerns about appearance, such as the change from natural to residential and it embraces a host of nuisance factors such as noise, smell and dust.

In the context of the Wairarapa landscape assessment, amenity values have not been considered as a separate entity. However, visual amenity has been considered in part, in the landscape assessment albeit as a professional judgment rather than by public surveys or preference testing techniques. The Issues and Options Paper to be released by the Wairarapa Coastal Strategy Group and its associated public consultation programme will provide information relative to amenity values that will assist in the formulation of appropriate strategies.

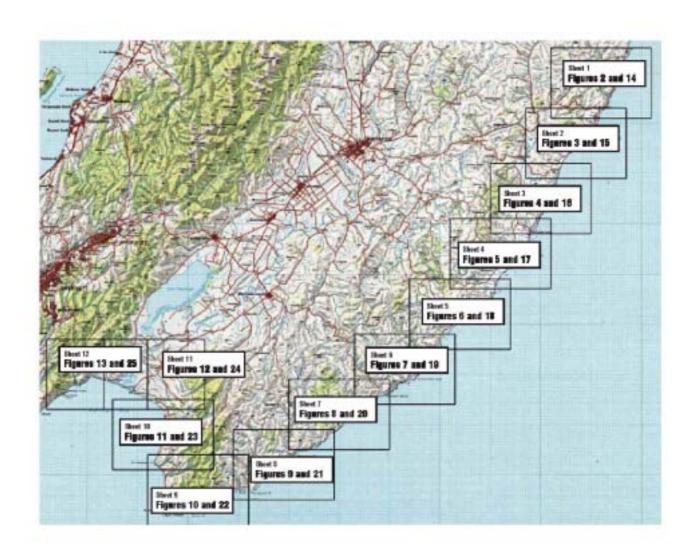
## Chapter 4

# Natural Character and Landscape Assessment

As previously noted the coastal area was classified into twelve regional character areas within which fifty-four coastal environment units were identified and assessed in terms of natural character and landscape values.

The outcomes of the natural character and landscape assessments are illustrated on the twelve map sheets that cover the study area. Figure 4.1 shows the location of the twelve maps in relation to the overall study area. Figures 2 - 13 show the natural character assessment while Figures 14 - 25 show the landscape assessment. These A3 size illustrations are bound in a separate report. This report should be read in conjunction with the accompanying maps.

The main elements and features of the natural character and landscape assessments are summarised below.



#### Assessment Sheet Index

WAIRARAPA COASTAL STRATEGY

Properties: Wairarapa Coastal Strategy Group by Boffa Miskell Ltd., September 2002



Fig 4-1

### 4.1 Whakataki

Natural Character Assessment. Sheets 1 and 2 - Figures 2 and 3

Landscape Assessment. Sheets 1 and 2 - Figures 14 and 15

**Description.** This northern most character area extends from the Mataikona River to the north, to Castle Rock to the south. The inland boundary of the area generally follows the leading ridge, which parallels the coast some 2 - 4 kilometres inland.

Six coastal units (W1 - W6) were identified within the Whakataki area. The inland extent of the units is the immediate coastal ridge, which clearly defines the visual boundary of each unit when viewed and experienced from within the units themselves.

**Assessment.** The natural character of units W1 - W4 was generally moderate to high with W5, being the area containing the Castlepoint settlement, rating moderate/low. The W6 unit, which takes in Castle Point and Castle Rock, rated high in terms of natural character, albeit at the lower end of the scale.

The landscape assessment ratings by comparison were somewhat lower due in part to the subdivision and development that has occurred in the area and the relatively unspectacular nature of the landscape in general. While the W6 unit (Castle Rock area) was not rated high, it was at the higher end of the moderate/high scale. At present the effects of development and the nature of the activities associated with this coastal unit tend to compromise its landscape values. Strategic policies aimed at enhancing and protecting this "outstanding" coastal unit should be developed.

**Significant Coastal Landscape.** Notwithstanding the above, the Castle Rock (W6) coastal unit was identified as being a significant coastal landscape along with several other adjacent units to the south (units W7 and W8).

**Significant Landscape Features.** The Castle Point Lighthouse and Castle Rock were identified as significant landscape features.

**Sites of Geological Interest.** The Mataikona Dunes, the Whakataki Miocene Flysch and the Castle Point Pleistocene Sediments were identified as being sites of geological interest.

### 4.2 Whareama

**Natural Character Assessment.** Sheets 2, 3, and 4 - Figures 3, 4 and 5. **Landscape Assessment.** Sheets 2, 3 and 4 - Figures 15, 16 and 17.

**Description.** This character area extends from Castle Point to just north of Uruti Point. Generally the inland boundary of the area extends some 4 -5 kilometres inland to the leading ridge, however, in the northern area adjacent to Castlepoint Station, the area extends some 8 - 12 kilometres inland. The coastal units generally extend for up to 2 kilometres inland throughout the area, however in several locations, namely W9 and W11 (Whareama River mouth), the boundary extends further inland.

Assessment. The natural character of the nine coastal units that make up this character area varies, as does their landscape character. Subdivision and development generally appears to be the factor that has the greatest effect on both natural character and landscape values. This is evident at W9 where recent rural residential subdivision is becoming very evident and conspicuous. Residential development also occurs and is visually prominent in units W13 and W14 (Riversdale Beach settlement area). The Riverdale Beach settlement unit (W14) ranks higher than Castlepoint settlement unit (W5) due largely to the "contained" nature of the Riversdale Beach settlement compared to Castlepoint, which has expanded onto the background hills.

**Significant Coastal Landscapes.** As previously noted three coastal units (W6 - W8) have been identified as a significant coastal landscape. All three

coastal units display high natural character even though the vegetation is largely modified from its "pristine" state. The area also displays high levels of visual characteristics and rural character particularly with regard to its overall character area setting. The Castle Rock landform is a distinctive feature of this coastal landscape. This area has not been classified "outstanding" as such. However, while this status could well be appropriate, this decision must be reviewed and considered in terms of the overall strategy for the coast. It must also reflect consultation with the landowners and other relevant stakeholders. The southern section of coastal unit W15 has also been included within an area identified as a significant coastal landscape. This area includes most of the coastal units in the Kaiwhata character area to the south.

**Sites of Geological Interest.** Within the area identified as a significant coastal landscape, the Castle Point Marine Terraces have been identified as sites of geological interest.

### 4.3 Kaiwhata

**Natural Character Assessment.** Sheets 4 and 5 - Figures 5 and 6.

**Landscape Assessment.** Sheets 4 and 5 - Figures 17 and 18.

**Description.** This character area extends in general terms from Uruti Point to Flat Point. The inland boundary of the character area is quite extensive and extends some 12 - 15 kilometres inland. While this extensive area is not within the coastal unit as defined in this study, it is considered to be integral to the coastal environment and visually an important backdrop or setting to the coastal environment units that are within this character area. The three coastal units generally extend some 1 - 3 kilometres inland and in many situations the inland boundary is difficult to define, due to the broken nature of the coastal escarpment and the associated terraces.

**Assessment.** The natural character of the three coastal units (K16 - K18) is generally high. However, while the landscape character of the coastal units is

somewhat lower, when considered in their wider regional character area context they are quite significant and spectacular. The rural character of the landscapes which make up the Kaiwhata character area are high and contribute significantly to the visual appearance and character of the coastal units in this area.

In general the criteria that diminished the natural character rankings for the Kaiwhata coastal environment units was the apparent absence of indigenous vegetation, which as a measure of natural character, is a significant factor. This point tends to highlight the fact that natural character is a measure of quantity and not quality as such. In landscape terms the Kaiwhata coastal units and indeed the entire character area, is an attractive and high quality rural landscape with distinctive coastal landscape values.

At Uruti Point, off road vehicle tracking is quite evident and is having an adverse effect on the sand dunes and vegetation of the area. The location of an on-shore fishing base and access to the sea at Uruti Point highlights an issue that is typical throughout the coast. While it is acknowledged that fishing infrastructure and access to the sea is an important activity that is integral to the "working landscape" of the Wairarapa coast, aspects of these operation in relation to landscape values needs direction and guidance. Strategies dealing with both off road recreational access and the needs of the fishing industry need to be carefully considered.

**Significant Coastal Landscapes.** The coastal units extending in part to W15 to the north, and south to include most of unit K18 have been identified as a significant coastal landscape.

**Significant Landscape Feature.** Uruti Point has been identified as a significant landscape feature. While not as visually prominent as Castle Rock to the north, Uruti Point is a significant landscape feature and is highly visible from many locations to the north and south. As a dune landscape this area is vulnerable to the pressures and threats posed by uncontrolled access and

management practices that are insensitive to the importance and setting of this coastal unit.

**Sites of Geological Interest.** While not identified at this stage as either a significant landscape feature or a site of geological interest, the fossil forest remnants at the Kaiwhata River mouth may be worthy of inclusion as a site of geological interest.

### 4.4 Waimoana

**Natural Character Assessment.** Sheet 5 and 6 - Figures 6 and 7. **Landscape Assessment.** Sheets 5 and 6 - Figures 18 and 19.

**Description.** This character area generally extends from Flat Point, to a headland immediately to the south of Honeycomb Rock. The inland boundary of the character area extends inland generally for 5 - 6 kilometres, with the northern area extending some 12 kilometres inland. The five coastal units that make up the area generally extend some 2 - 3 kilometres inland.

Assessment. The natural character of this area is generally in the moderate/high range with the landscape change being due largely to rural activities. This has resulted in a loss of indigenous vegetation and the appearance of more structured (as opposed to natural) rural patterns. At Flat Point (W19) the effects of recent subdivision and development have had an effect on the natural character of this area. In general landscape values are in the high end of the moderate/low classification due in part to the relatively featureless and unspectacular nature of the landscape. The areas landscape is, however, attractive and well managed.

**Significant Coastal Landscapes.** The entire W23 coastal unit and the southern section of W22 have also been identified (along with P24 - P30) as being a significant coastal landscape. While W23 and part of W22 may appear to have only moderate landscape values, their natural character is

relatively high and their potential, particularly with regard to their relationship with the Pahaoa coastal units, is such that strategies for their enhancement could over time increase their significance value.

**Significant Landscape Features.** Honeycomb Rock in unit W23 has been identified as a significant landscape feature.

**Sites of Geological Interest.** While Honeycomb Rock is a geological feature in its own right, it is seen as being more significant as a landscape feature and has been identified as such.

### 4.5 Pahaoa

**Natural Character Assessment.** Sheets 6 and 7 - Figures 7 and 8. **Landscape Assessment.** Sheets 6 and 7 - Figures 19 and 20.

**Description.** This character area extends from the south of Honeycomb Rock to Te Awaiti, a coastal landform immediately to the north of the Oterei River mouth. The inland boundary of this area varies and at its deepest extends up to 15 kilometres inland. The definition of the inland boundary of the character area is in part defined by water catchment boundaries. Accordingly, while the inland extent of this character area may not be visually apparent from the coastal units, it may be visible when viewed from units and areas beyond. In this regard they are considered as being an integral part of the coastal landscape. As previously noted, these inland boundaries are contextual and do not necessarily define an inland visual catchment boundary from any particular unit or location. Within the Pahaoa character area there are seven coastal units varying in width from 1 - 3 kilometres.

Access to units P29 and P30 on Te Awaiti Station was not possible and accordingly the assessments were made from locations to the north and south. From a high point at unit P28 a reasonably comprehensive view of the coast was obtained. In addition recent colour vertical photography and aerial oblique photographs assisted with the assessments.

Assessment. Overall the Pahaoa character area rated highly both in terms of landscape character and natural character. As very little indigenous vegetation was apparent throughout the area, this led to a minor lowering of the natural character ranking. However, the areas landscape qualities were assessed as being high. The fishing base at Kairingaringa Reef, while visible was generally in accord with its coastal landscape setting. However, guidelines for on-shore fishing facilities and access to the sea need to be developed.

**Significant Coastal Landscapes.** The Pahaoa landscape character area is very distinctive and it is a memorable landscape of contrasts and "natural" beauty. The area also has a range of landscape features such as Glendhu Rocks, which are a unique and visually interesting geological phenomenon. The entire Pahaoa coastal area has been identified as a significant coastal landscape.

The identification of the Pahaoa coast as a significant landscape should not restrict or penalise appropriate landuse activities or land management practices. Nor should it necessarily affect the potential of the land for other appropriate activities. Given the extent of the area of significance and its "working nature", it is important that the area be retained and managed as a working landscape. While the significance or even "outstanding" classification may appear to be restrictive, it should not be. A strategy that ensures the protection and enhancement of the qualities and values of this area, whilst maintaining and permitting appropriate landuse activities and practices should be an aim of any strategy for these landscapes.

#### **Significant Coastal Features.**

The Glendhu Rocks area has been identified as a significant landscape feature.

**Sites of Geological Interest.** The Glendhu Rocks, while clearly a distinctive site of geological interest, has been identified as a significant coastal landscape.

4.6 Awhea

Natural Character Assessment. Sheet 8 - Figure 9.

**Landscape Assessment.** Sheet 8 - Figure 21.

**Description.** The Awhea character area extends from the Te Awaiti headland

to the north to Te Kaukau Point to the south. The inland boundary of the

character area varies from 4 to 10 kilometres. The five coastal units within

this area are defined on their inland side by the immediate coastal ridge, which

extends approximately 1 - 2 kilometres inland.

Assessment. The natural character of the coastal units was assessed as

moderate/high and in all cases they ranked at the higher end of the scale,

particularly the southern units (A34 and A35). The same two units also

ranked in the moderate/high range in the landscape assessment. In general the

area is an attractive and accessible area, however, the area is not a particularly

distinctive landscape.

Significant Landscape Features. Te Kaukau Point was identified as a

significant landscape feature. While not identified as such, Manurewa Point

may also be worthy of consideration as a significant landscape feature.

Site of Geological Interest. The Pukemuri Stream Uplifted terraces and the

Te Kaukau Point Paleocene Amuri Sediments are identified as sites of

geological interest.

Wairarapa Coastal Strategy Technical Report - Landscape

### 4.7 Opouawe

**Natural Character Assessment.** Sheet 8 and 9 - Figures 9 and 10.

**Landscape Assessment.** Sheets 8 and 9 - Figures 21 and 22.

**Description.** The character area extends from Te Kaukau Point to a headland some 3 kilometres to the south of the Ngapotiki Fan. The inland boundary, which is largely defined by the main ridgelines, is approximately 1 - 5 kilometres inland. The coastal units O38 and O39 share the same boundary as the character area. There are four coastal units within the area.

**Assessment.** The natural character of the four coastal units is relatively high. While units O36 and O37 are rated as moderate/high they are both at the high end of the scale. The landscape assessment rankings range from moderate to high with the higher classifications being in units O38 and highest in O39.

Significant Coastal Landscape. The area from White Rock to Te Humenga Point has been identified as a significant coastal landscape. This area, which extends over three regional character areas and covers Cape Palliser, is a very diverse and interesting landscape. It is this diversity as much as the particular and distinctive characteristics of each area and unit that make up the unique and "wild" character of the wider Cape Palliser landscape.

**Significant Landscape Features.** White Rock and Ngapotiki Fan are identified as significant landscape features. Off road recreational vehicle access throughout this area, and the Cape Palliser area in general, is evident. Strategies to manage this activity relative to the protection of significant landscape features and sites of geological interest should be formulated.

## 4.8 Cape Palliser

Natural Character Assessment. Sheet 9 - Figure 10.

**Landscape Assessment.** Sheet 9 - Figure 22.

**Description.** This relatively confined character area extends from the southern end of the Opouawe character area to Te Kawakawa Rocks at the head of Palliser Bay. While the character area boundary extends some 5 kilometres inland to the water catchment boundary, the unit boundary is confined to the immediate coastal ridge, which is 1 - 2 kilometres inland. There are two coastal units, CP40 and CP41 within the Cape Palliser character area.

**Assessment.** In the CP40 coastal unit the natural character and landscape assessment rankings are high while the rankings in CP41 are moderate/high. This difference is largely attributable to developments and landscape modifications that have occurred in CP41.

**Significant Coastal Landscapes.** The two Cape Palliser coastal units are an integral part of the more extensive Cape Palliser significant coastal landscape. Within the 7 coastal units, which also extends over 3 character areas, the contrast and diversity within the units is a particular feature. While the units vary in their character and landuse, they reflect a composite representation of Wairarapa coastal landscapes. According, the management strategies for this area should recognise the areas diversity, distinctiveness, representiveness and its 'wild' character.

Given the relative closeness of the two public road ends namely Ngapotiki (unit O38) and Rocky Point (unit CP40), a distance of approximately 8 kilometres, the opportunity of establishing a public walkway (subject to landowner agreements) between these points could be an appropriate recreational strategy. A public walkway would be preferred in landscape

terms to motorised recreational access between these two relatively accessible areas that are within an area identified as a significant coastal landscape.

**Significant Landscape Features.** Cape Palliser lighthouse and Kupe's Sail have been identified as significant landscape features.

**Sites of the Geological Interest.** While the Cape Palliser Pillow Lavas have been identified as a site of geological interest there may be other areas and sites that warrant recognition, such as Te Kawakawa Rocks, Cod Rocks and Rocky Point. These areas occur within the wider area defined and identified as a significant coastal landscape.

## 4.9 Ngawi

Natural Character Assessment. Sheet 9 - Figure 10.

**Landscape Assessment.** Sheet 9 - Figure 22.

**Description.** The Ngawi regional character area, defined on its landward side by the main inland ridge, contains two coastal units. The inland definition of these units is the immediate coastal ridge, which in many locations defines the relatively narrow and confined coastal units. Generally the inland boundary of the coastal units are approximately 1 - 2 kilometres inland.

Assessment. The Ngawi natural character and landscape assessments place both units in the moderate/high to moderate range. In comparison with the Castlepoint and Riversdale settlements, the Ngawi settlement rated higher. This is largely due to the manner in which the settlement "sits into" the coastal landscape relative to the scale and context of its setting. While there are some "rough edges" to the settlement, Ngawi as a settlement directly fronting the coast, does at least appear to fit in and is in scale and appropriate in character.

**Significant Coastal Landscapes.** The area as a whole is considered to be an integral part of the Cape Palliser significant coastal landscape.

**Significant Landscape Features.** While there are no significant landscape features or sites of geological interest identified in this area, the Maori gardens that occur in this and other coastal areas, while significant features are more appropriately classified as heritage or cultural features. These areas and sites are covered in other technical reports.

## 4.10 Whatarangi

**Natural Character Assessment.** Sheet 10 - Figure 11.

**Landscape Assessment.** Sheet 10 - Figure 23.

**Description.** This character area, largely defined by the water catchment boundary, contains three coastal units. The coastal units are relatively narrow and defined by the immediate coastal ridge. When viewed from more distant locations such as the Onoke and Mukamuka areas, the background hills and ridges within the regional character area become more apparent.

Assessment. Unit W44 scores high relative to the other two units in this area. This is largely due to the effects of natural erosion and more particularly the erosion control measures that are being put in place along the eroding areas of the coast in units 45 and 46. While coastal erosion is a natural process, the controls and measures that are put in place are not natural and accordingly they have an effect on natural character. These measures also affect landscape values.

**Significant Coastal Landscapes.** This area is not identified as a significant coastal landscape, however, the character areas on either side have been identified as significant coastal landscapes. While coastal erosion has had a significant impact on this area, strategies for landscape enhancement should be

considered. In a strategic sense the Whatarangi area could in time become part of a wider Palliser Bay significant coastal landscape.

**Significant Landscape Features.** There were no significant landscape features identified within this area.

**Significant Geological Sites.** The Whatarangi Bluff and the Palliser Bay Miocene Transgressive Sequence were identified as sites of geological interest.

### **4.11** Onoke

**Natural Character Assessment.** Sheet 10 and 11 - Figure 11 and 12. **Landscape Assessment.** Sheets 10 and 11 - Figure 23 and 24.

**Description.** The Onoke character area is the least well defined of the regional areas, due largely to the open nature of the Wairarapa plain and the defining terraces along the coast. Nominally the inland character boundary extends some 6 - 8 kilometres inland. There are five coastal units within this area. Other than the Lake Onoke unit (O50), the coastal units are quite narrow and extend several hundred metres inland above the top of the characteristic and distinctive coastal terraces.

Assessment. The natural character ranking is moderate/high throughout the area with the landscape assessment ranking tending to vary with most units being at the high end of the moderate scale. The settlements of Whangaimoana and Lake Ferry do not directly front on to the coast and accordingly their effects on natural character are somewhat reduced. The development at Wharekaukau, while partially visible from distant locations tends to sit comfortably within its coastal setting. The bach settlement at Ocean Beach is visually prominent and affects natural character.

**Significant Coastal Landscapes.** The Onoke character area has been identified as a significant coastal landscape. This section of coast, at the head of Palliser Bay, is a diverse and dramatic landscape. The coastal escarpment, terraces, beaches, sand spit and wetlands are interesting and spectacular natural and geological features. The significant coastal landscape classification extends into the adjacent Mukamuka character area. Access to the significant coastal landscape is good, however, the adverse effects of off road and/or recreational vehicle access is apparent.

**Significant Landscape Features.** As previously noted this area of the coast is a diverse and dramatic landscape. While the major elements that contribute to this are the landscape features themselves, they have been collectively combined under the significant coastal landscape classification. These features include the coastal escarpment, terraces, sand spit, beaches, wetlands and Lake Onoke.

**Sites of Geological Interest.** The Palliser Bay Plio-Pleistocene Section in the O47 coastal unit has been identified as a site of geological interest.

### 4.12 Mukamuka

**Natural Character Assessment.** Sheet 11 - Figure 12.

**Landscape Assessment.** Sheet 11 - Figure 25

**Description.** This character area extends inland to the main ridge of the Rimutaka Range, a distance of some 4 - 5 kilometres. There are three coastal units within this character area each of which is defined on its landward side by the immediate coastal ridge.

**Assessment.** The natural character rankings for the three units are high. The landscape assessment rankings are also in the high range with two of the three being ranked moderate/high.

**Significant Coastal Landscapes.** The significant coastal landscape classification which extends from the eastern boundary of the Onoke character area to Windy Point, of the study area, should continue and incorporate the geologically and significant landscapes of Turakirae Head.

**Significant Landscape Features.** The Sesquicentennial Covenant in unit M54 has not been identified as a landscape feature, however, it is no doubt a historic or cultural feature and is likely to be acknowledged as such.

**Sites of Geological Interest.** Thrust Creek and the Mukamuka Stream have been identified as sites of geological interest.

## 4.13 Summary

Table 4.1 summarises the natural character and the landscape assessments and it identifies the significant coastal landscapes relative to the 54 coastal units.

As noted previously the significant coastal landscape classification is relative to the Wairarapa coast. These landscapes have not been identified or classified as "outstanding" in terms of the RMA or any other regional or district plan provision.

The assessment has refrained from using the term "outstanding" until such time as stakeholders and others have been consulted. While some or all of these areas may not be classified as outstanding they are never-the-less considered to be of regional and/or local significance. The classification of these landscapes is an issue that needs to be addressed as part of the coastal strategy. The purpose of identifying these landscapes is to assist in the formulation of appropriate directions and guidelines for the protection, enhancement, development and management of the Wairarapa coastal landscape.

Table 4.1

Natural Character and Landscape Assessment Summary

CHARACTER AREA	COASTAL UNIT	NATURAL CHARACTER	LANDSCAPE ASSESSMENT	SIGNIFICANT COASTAL LANDSCAPES
	W1			
	W2			
WHAKATAKI	W3			
	W4			
	W5			
	W6			
	W7			
	W8			
	W9			
	W10			
WHAREAMA	W11			
WHAREAWA	W12			
	W13			
	W14			
	W15			
	K16			
KAIWHATA	K17			
	K18			
	W19			
	W20			
WAIMOANA	W21			
	W22			
	W23			
	P24			
	P25			
РАНАОА	P26			
	P27			

High	Moderate/High	Moderate	Moderate/Low

CHARACTER AREA	COASTAL UNIT	NATURAL CHARACTER	LANDSCAPE ASSESSMENT	SIGNIFICANT COASTAL LANDSCAPES
	P28			
РАНАОА	P29			
	P30			
	A31			
	A32	31       32       33       34       35       36       37       38       39       40       41       42       43       44       45       46       47		
AWHEA	A33			
	A34			
	A35			
	O36			
OPOUAWE	O37			
	O38			
	O39			
	CP40			
CAPE PALLISER	CP41			
	N42			
1.1 NGAWI	N43			
	W44			
WHATARANGI	W45			
	W46			
	O47			
	O48			
ONOKE	O49			
	O50			
	051			
	M52			
MUKAMUKA	M53			
	M54			

High	Moderate/High	Moderate	Moderate/Low

Highlights of the natural character and landscape assessments are as follows -

- i) Throughout the study area there were no coastal units that ranked low on the ranking scale for either natural character or landscape.
- ii) The **natural character** assessment rankings for the 54 coastal units were -

Classification	Units	Percentage
High	12	22%
Moderate/High	35	65%
Moderate	6	11%
Moderate/Low	1	2%
Low	0	0
Total	54	100%

iii) The **landscape** assessment rankings for the 54 coastal units were -

Classification	Units	Percentage
High	6	11%
Moderate/High	16	30%
Moderate	13	24%
Moderate/Low	19	35%
Low	0	0
Total	54	100%

- iv) Natural character and landscape quality are quite different assessments as the results above illustrate. Natural character is a more quantitative assessment while landscape assessment is more qualitative.
- v) While natural character generally ranked high, with 87% in the moderate/high to high range, the landscape rankings were generally lower, and in the same range represented 41% of the coastal units.
- vi) Even though the landscape assessment rankings are lower than the natural character rankings, the area overall has significant landscape values and qualities. While some of these are being compromised by various activities and practices, they can be refocussed and enhanced. An important part of the coastal strategy will be to ensure that landuse and landscape management practices are directed towards enhancing landscape values.
- vii) Of the 54 coastal units 27 were identified as being significant coastal landscapes and a further 4 units were identified in part, as being significant. In linear terms this represents approximately half the length of the coastal study area.
- viii) Within the study area 10 significant landscape features have been identified. Of these 8 are natural features. The 2 non-natural features are the Castle Point and the Cape Palliser lighthouses.
- ix) Within the study area 12 sites of geological interest have been identified. It is likely there are additional sites that could be included under this classification.

Character Area	Coastal Unit
Significant La	andscape Features
Whakataki	Castle Point Lighthouse
	Castle Rock
Kaiwhata	Uruti Point
Waimoana	Honeycomb Rock
Pahaoa	Glendhu Rocks
Awhea	Te Kaukau Point
Opouawe	White Rock
	Ngapotiki Fan
Cape Palliser	Cape Palliser Lighthouse
	Kupe's Sail
Possible Ad	ditional Feature
Awhea	Manurewa Point

Sites of Geo	ological Interest
Whakataki	Mataikona Dunes
	Whakataki Miocene Flysch
	Castle Point Pleistocene Sediments
Whareama	Castle Point Marine Terraces
Awhea	Pukemuri Stream Uplifted Terraces
	Te Kaukau Point Palocene Amuri Sediments
Cape Palliser	Cape Palliser Pillow Lavas
Whatarangi	Whatarangi Bluff

	Palliser Bay Transgressive Sequence
Onoke	Palliser Bay - Plio - Pleistocene Section
Mukamuka	Thrust Creak
	Mukamuka Stream
Possible Addition	onal Geological Sites
Kaiwhata	Fossil Forest Remnants
Cape Palliser	Te Kawakawa Point
	Cod Rocks
	Rocky Point

 Wairarapa Coasta	nl Strategy Techn	nical Report – La	ndscape	

## Chapter 5

## **Vulnerabilities**

Pressures and threats while having similar meanings are not the same in terms of vulnerabilities and responses. For example pressure on a particular landscape or landscape feature may be capable of being relieved and may not result in adverse effects. A threat on the other hand tends to be more action based and has the potential to create adverse effects. Accordingly pressures may be more readily managed by indirect responses, whereas threats may require specific and more direct responses and actions.

In landscape terms, the future pressures and threats on the Wairarapa coast are likely to be the same as those being experienced at the present time. Generally these can be summarised as follows -

- Ø Subdivision into smaller land holdings
- Ø Rural residential and lifestyle development
- Ø Residential settlement
- Ø Infrastructure and services
- Ø Pastoral farming
- Ø Forestry
- Ø On-shore fishing facilities
- Ø Aquaculture activity
- Ø Recreational access, facilities and development
- Ø Off-road recreational access
- Ø Mining and quarrying
- Ø Coastal erosion control measures

Many of these activities are also opportunities in so far as they provide for the reasonable use of the land for people's livelihood, lifestyle and/or recreational activity. Most of the Wairarapa coastal environment is in private ownership and outside the coastal settlements, is generally in large holdings. This land is primarily either grazed

or retired from farming and left to revert to scrub, or is being planted in commercial forestry. Subdivision into rural residential and lifestyle blocks is also evident, as is the extension of the existing and creation of new residential settlements.

On-shore fishing bases along with boat access to the sea occur in favourable locations throughout the area. Recreational vehicle access is also evident throughout the more isolated areas of the coast, with significant impacts occurring in some of the more environmentally sensitive areas. While not an apparent threat on the Wairarapa coast in some locations elsewhere, subdivision is seen as meeting a market opportunity with the inevitable consequence being the more productive areas (generally flatter areas) becoming alienated from the larger parent block. This sometimes tends to lead to the larger holdings becoming less viable resulting in further subdivision and/or the development of alternative uses such as forestry.

While the activities listed above have the potential to have adverse effects on landscape values and landscape perceptions, they can be accommodated on the Wairarapa coast. The primary issue is not what should or should not occur on the coast, but rather where it occurs, its nature and extent, its site planning and design, and its management. Generally the district planning provisions, standards and rules do not acknowledge (other than by definition) the coast as a particular locality nor do they recognise the distinctive characteristics and values of the area. In most respects, the coast is considered in the same way as any inland rural area, town or settlement. Consequently, what has and continues to occur throughout the coast is the same as one might expect to find at inland locations. While the respective district plans contain specific objectives and policies for the coastal environment (or management area), area specific direction and guidance with respect to the coast is not evident.

The major threats to landscape values are not so much the activities themselves. It is the location, nature, scale, design and management of the activities that are the issue. The formulation of a comprehensive and integrated strategy with appropriate direction and guidance will assist with the protection, enhancement and the sustainable development and management of the Wairarapa coast. In this regard landowner/stakeholder participation and "buy in" is integral to the success of the strategy. The Wairarapa Coastal Strategy Group seeks to achieve this outcome.

# 5.1 Sensitive and Vulnerable Coastal Landscapes

The landscape assessment has focused on coastal units and as such has not considered specific areas or sites. While Policy 1.1.1 of the NZCPS makes reference to "encouraging appropriate subdivision, use or development in areas where the natural character has already been compromised" it would be overly simplistic to formulate a strategy that sought to further develop those areas identified as having lower levels of natural landscape character in preference to the higher rated areas. While Policy 1.1.1 seeks to protect the more highly valued or rated areas it should not be at the expense of other areas. This is particularly relevant in the coastal Wairarapa area where the variations in natural character and landscape values are not widely different. To simply further develop (and potentially downgrade) other areas as a means of protecting selected areas does not form the basis of a defensible and environmentally sound strategy. Areas with low levels of natural character and/or landscape values should be enhanced wherever possible with directions and guidance being an integral part of any strategy. Likewise areas that have high values may well be suitable and able to accommodate appropriate forms and scales of development or landscape change. A well-formulated strategy will provide a rationale and basis for managing change in the coastal environment in a comprehensive and integrated framework.

While there will be specific sites and areas that should be protected from the pressures and threats of development, all development should be considered in terms of its appropriateness and effects with respect to each coastal unit and the effects of each activity or proposal. The landscape assessment provides a broad framework within which a coastal strategy can be formulated.

In many respects, the most vulnerable landscapes are those that are most accessible. For example, the coastal units that have public road access available are clearly more likely to be under threat than landscapes where

public road access is not available or indeed possible. On the other hand the less accessible landscape units may have an appeal to off-road recreational enthusiasts just as areas that provide boat-launching access are more sought after by commercial and/or recreational fishermen. Vulnerability may therefore be as much a function of access and location as are the specific landscape values of an area.

In terms of landscape values the most vulnerable units are those identified as significant coastal landscapes, the significant landscape features, and sites of geological interest. These areas and sites are identified on Figures 14 - 25. While these areas and sites may be considered a high priority because of their particular landscape values, it is important that the landscapes not rated as high or significant are not as a consequence considered any less important in terms of pressures and threats on landscape values.

The landscape assessment work sheets also identify some of the more sensitive and therefore vulnerable zones or areas within each coastal unit. For example, the division of the coastal unit into the shoreline, the coastal platform and the coastal setting zones provides specific information relative to each of these areas. This can be further refined according to the six natural character criteria used in the assessment. These divisions can assist in identifying areas and issues within the coastal environment. When considered as a whole the entire Wairarapa coast is vulnerable to threats and pressures for development.

## 5.2 Strategic Landscape Issues

The following issues are relevant to the Wairarapa coast -

- Ø The recognition of the distinctive character, diversity and qualities of the coastal landscape and its values.
- Ø The advocacy and promotion of landscape stewardship.

- Ø The maintenance and enhancement of the wild and remoteness characteristics and experience of the coast.
- Ø The resolution of actual and potential conflicts between resource uses, activities and values.
- Ø The avoidance of adverse effects on landscape values.
- Ø The enhancement of landscapes that have been degraded or compromised.
- Ø The impacts of residential activity and settlements.
- Ø The impact of subdivision and development and in particular rural residential and lifestyle developments.
- Ø The impacts of coastal processes and the measures taken to control and mitigate their effects.
- Ø The impacts of off-road and recreational vehicles access on sensitive landscapes and the experience of remoteness.
- Ø The provision and/or facilitation of public access to and along the coast.
- Ø The nature, location and extent of public recreation and facilities.
- Ø The effects of infrastructure and services necessary to support growth, lifestyle and recreational activity.
- Ø The accommodation and integration of appropriate commercial fishing and/or aquaculture activities.

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	1						

### Chapter 6

### Responses

### 6.1 Overview

This section examines the responses for managing the landscape values of the Wairarapa Coast.

The first part provides a brief overview of the principal existing methods used in the management of Wairarapa's coast.

The second part of the section outlines the recommendations for future responses, in terms of both continuing existing methods as well as finding new additional responses.

### 6.2 Existing Responses

### (1) Types of responses

Existing responses fall into two broad categories – statutory and non-statutory – although there are some overlaps.

**Statutory responses** are those management methods available under New Zealand statute, relating to a range of functions, responsibilities and powers prescribed by various laws. For simplicity sake, these methods can be categorised according to whether they are *regulatory methods* or *statutory functions*.

**Non-statutory responses** are those management methods that can be used in the absence of a statutory mandate, although some may require a statutory basis (for example, covenants under the QEII National Trust).

# (2) Statutory Responses – Regulatory Methods

Regulatory methods are restrictions and requirements imposed with the force of law for some specified legislative mandate. Such methods are either in the form of a regulation – a rule or direction imposed directly under a statute – or some form of control that has the force and effect of a regulation but that is created and enforced by an agency with statutory authority (such as local government). Regulatory methods impose restrictions and/or requirements on property owners and/or the users of resources. The statute under which they are created prescribes their purpose, as well as their scope and legal effect. For the management of Wairarapa's coastal environment, the principal regulatory methods available are:

- Ø Rules in Regional Plans, under the Resource Management Act
- Ø Rules in District Plans, under the Resource Management Act
- Ø Designations, through District Plans under the Resource Management Act; and
- Ø Bylaws, under the Local Government Act

Under the Resource Management Act, there are national regulations that could be applied, but these are not considered feasible within the regional context.

# (3) Statutory Responses – Statutory Functions

Statutory functions are those duties, responsibilities and requirements imposed on agencies and organisations by various statutes for specified purposes, and according to prescribed processes and within prescribed limits. Some of these functions may have a direct or indirect influence on the management of the coastal environment. For the management of Wairarapa's coastal environment, the principal statutory functions of relevance include:

- Ø Local authority financial and annual planning;
- Ø Local authority asset management planning;
- Ø Local authority monitoring and enforcement under the Resource Management Act;
- Ø Local authority and Crown reserve management plans under the Reserves Act; and
- Ø Conservation Management Strategies administered by the Department of Conservation.

Under the Local Government Bill, proposed "community plans" may also have a role.

A number of the above statutory functions may require the use of regulatory methods to be brought into effect. In particular, if the area and extent of reserves is to be increased, then the use of designations may be required to acquire land, where negotiated agreements cannot be otherwise reached.

### (4) Non-Statutory Responses

For the management of Wairarapa's coastal environment, the principal nonstatutory responses available are:

- Ø Strategies and programmes;
- Ø Guidelines:
- Ø Codes of Practice:
- Ø Education;
- Ø Publicity;
- Ø Voluntary/contractual agreements (for example, restrictions on titles, farm management plans);
- Ø Voluntary conservation methods (for example, QEII NT Covenants);
- Ø Wardens;
- Ø Coastal Care Groups; and
- Ø Coordinative 'action' groups.

A number of these responses can be undertaken within a statutory framework. For example, guidelines (for such matters as the design and location of structures in coastal landscapes) could be implemented through District Plans and thus have some regulatory authority. Alternatively design guides could simply be educative in nature, used to affect knowledge, understanding and attitudes, with no legal authority. Another example is the farm management plan, which may arise from a specific statutory response (such as soil conservation and vegetation clearance) but evolve to address a wide range of on-site environmental management matters.

A range of management responses is currently applied, although most are undertaken in the absence of an overall coordinative approach. In future, it will be a mix of methods that will likely achieve the most effective results, under a longer-term strategic direction – the challenge is to identify the most effective combination of methods, implemented within a robust long-term management framework.

### (5) Review of Existing Responses

A general evaluation of the principal existing available response methods is set out below.

Type of	Evaluation			
Response				
REGULATORY METHO	DDS			
Regional Rules	There are several regional plans, containing rules relating to activities within the Coastal			
	Marine Area; as well as to land uses in terms of soil conservation, discharges to water			
	and land, and water take. The management of activities along the shoreline are			
	controlled under the Regional Coastal Plan, although there is a lack of coordination with			
	the management of on-shore activities, and lack of area-specific criteria and values to			
	assess proposals. Other aspects managed by regional plans can be coordinated			
	through joint resource consent applications.			
District Rules	The three District Plans contain a range of rules for the management of subdivision and			
	land use along the coast. Rules can take a number of forms including simple			
	prescriptions (permitted or prohibited activities), environmental standards and terms,			
	and environmental audit processes (through resource consent applications). As			
	identified in Section 3, there is a lack of coordination between the three District Plans,			
	and the effectiveness of the rules is variable in regard to protecting			
	landscape/ecological values. However, rules can be very effective management			
	methods if well focused on the environmental values sought to be protected.			
Designations	Local authorities have the ability to designate land for public works under the Resource			
	Management Act, including for reserves. They are most effective in situations of			
	multiple landownership, or if protection is needed against activities that might frustrate a			
	future public work. They are subject to public processes under the RMA. Due to the			
	costs of land acquisition and the designation process itself, in terms of the coastal			
	environment, the use of designations is limited, and is probably most effective for			
	localised features or pockets of land outside public ownership and under threat.			
Bylaws	Territorial local authorities have the power to impose bylaws on shoreline activities as			
	well as on landward activities: for example, dog control on beaches. However, bylaws			
	are often not widely known, and require good publicity and an enforcement regime to be			
	effective. Usually applied as simple restrictions (can/cannot do specified activities),			
	bylaws are not effective means of imposing complex or discretionary standards,			
	auditing proposals or facilitating public participation. Their use in managing the coastal			
	environment is therefore relatively limited.			

STATUTORY FUNCTION	IS
Annual Planning	Under the Local Government Act, local authorities are required to plan their anticipated income and expenditure according to annual programmes within a longer-term context. The preparation of such plans has to go through a public participation process. Such plans cover all aspects of expenditure from operating activities, to one-off activities and works, through to large investments and developments.
Asset Management	The management of local government assets is facilitated by the use of management
Planning	plans: for example, community facilities (such as recreation grounds), sewage
	treatment facilities and water supply. Their use for other broader purposes is relatively limited.
RMA Monitoring &	Local authorities have general obligations of monitoring the state of the environment
Enforcement	under their jurisdiction, and enforcing rules and other RMA requirements.
Reserve Management	Under the Reserves Act 1977, Reserves Management Plans (RMP) must be prepared
Plans	for all reserves held by local authorities or the Crown. There are relatively few reserves
	along the coastline, and thus the impact of RMPs would be relatively limited, unless
	significant new reserves were to be established.
Conservation	Conservation management strategies are required under the Conservation Act 1987
Management	and are 10-year regional strategies that give direction for the management of
Strategies and	conservation areas by the Department of Conservation. Conservation management
Conservation	plans are 10-year statutory plans that implement the conservation management
Management Plans	strategies by establishing detailed plans for the integrated management of natural and
	historic resources within a particular area. CMPs are only developed for areas where
	there is a high level of activity or a complexity of issues that cannot be satisfactorily
	dealt with in the Conservation management strategy: for example, National Parks. As
	there is a relatively little land under the conservation estate along Wairarapa's coastline,
	these methods only have general application.
NON-STATUTORY RESP	ONSES
Strategies &	A strategy is a systematic plan to coordinate and implement such actions as are
Programmes	needed to achieve specified outcomes. A programme is a ordered list or schedule of
	events to take place or procedures to be followed. Strategies are most effective when
	there is a need to coordinate actions that come under a number of different statutes
	and/or agencies and groups. Programmes are more specific plans of actions, within
	identified timeframes and responsibilities. Strategies are increasingly being used by
	local authorities to coordinate the actions required to achieve a more effective result
	than would otherwise occur.
Guidelines	Guidelines are written forms of guidance to inform people how to meet or achieve
	certain standards or outcomes. They can supplement regulatory controls, or be stand-
	alone instruments to educate and inform people without coercion. Guidelines are not
	widely used outside urban areas (for example, building design guides), but have
	potential to promote a better understanding about how to protect the coastal landscape

	in the design or use of facilities or land.
Codes of Practice	Codes of practice are a set of written rules, principles, procedures or conduct. They
Codes of Fractice	
	may have a legal basis (such as Codes of Subdivision and Land Development applied
	through District Plans), or they may have no statutory basis and be used to encourage
	changes in behaviour or ways of achieving outcomes.
Education	This method refers to ways of informing and educating people about issues,
	programmes and to promote better understanding and changes in behaviour and
	responses. It can be through On-site information, such as through signs and
	interpretation facilities, or through either targeted or widely disseminated education
	programmes. At best, this method is most effective as a means of supplementing other
	methods.
Publicity	Publicity relates to methods used for awareness-raising, to highlight issues and
	preferably motivate people to promote changes or actions. Again, best effective as a
	supplementary method.
Voluntary contractual	There is a range of voluntary types of agreements that can influence the protection or
agreements	management of land. Voluntary Farm Management Plans, which are derived from soil
agroomonts	conservation purposes, can address a wide spectrum of matters. Memoranda of
	Understanding and or other legal contracts can also be brought into effect, usually as
	limits the ability to use land. These agreements ensure that the property remains in
	private hands.
Voluntary conservation	
methods	protection agreements, such as by QEII Covenants. Once brought into effect these
	methods are cost-effective, particularly to avoid the public acquisition of land.
Wardens	In terms of the coast, wardens are people who are keepers, guardians or official
	charged with the enforcement of certain laws and regulations. Little used, but
	potentially applicable if used in conjunction with other actions such as beachcare
	groups and bylaws.
Coastal Care Groups	These are voluntary groups of residents and other interested persons who act as
	guardians for sections of coastline. They usually work closely with local authorities in
	the management of the coastline: for example, such groups help to monitor the state of
	the coastline and activities occurring thereon, and undertake programmes such as
	planting and litter cleaning.
Coordinative 'Action'	These are groups of representatives from relevant organisations and sectors of the
Groups	community who meet to coordinate actions and oversee programmes requiring an
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	integrative approach.

### **6.3 Recommended Responses**

The Wairarapa coast is a diverse and distinctive landscape of contrasts, particularly in terms of its coastal landscapes, landforms and land use. While this landscape has been extensively modified from its pristine state by farming activities over many years, the area maintains a relatively high level of natural character.

The land use and activities identified as both threats and opportunities are apparent throughout the coast and need to be managed so as to maintain a viable working landscape, whilst protecting and enhancing landscape values and people's use, enjoyment and experience of the landscape and its values.

### (1) The Broader Response

In broad terms, the responses required include the following -

- ∉ Identification and expression of the area's distinctive landscape character,
   qualities and values within district plans, and the Regional Policy Statement.
- ∉ The continued use of a **coordinative approach** to promote an integrated management regime for the coastal environment and to oversee the implementation of the Coastal Strategy.
- ∉ Flexible and focused policy provisions and standards that accommodate change relate specifically to the coast in terms of its development and management.

- ∠ Development of design guidelines and landscape management practices for specific uses, activities and areas.
- ∉ Establishment of **compliance and monitoring procedures** to ensure environmental outcomes are achieved.
- ∉ In areas identified as being suitable for development and in particular residential development areas, **structure plans** should be required.
- Financial incentives in the form of rate relief, reduction in consent fees, land swap or purchase, financial assistance, transferable development rights and the like, can be investigated as a means of achieving more appropriate development and/or controls. Financial assistance may also cover the cost of fencing for the protection of landscape features or riparian margins, weed and pest management or conservation and amenity planting costs.
- ∉ Education and advocacy is a tool that can be mutually beneficial to both landowners and the community at large. Positive outcomes can be achieved in a variety of ways including circulation of brochures and information sheets, consultation, public meetings, newspaper articles and workshops.
- ✓ Voluntary protection or "retirement" of areas can be achieved on an informal or formal basis. Covenants, easements, leasing, selling, swapping or transferable development rights may be applicable. Voluntary management plans for some areas may also be appropriate and effective measures.
- ∉ Access agreements for public access can be established on a formal or informal basis.
- ∉ To effectively implement these measures in a coordinated approach, there is a
  need to formulate a comprehensive and integrated strategy for the
  Wairarapa coast.

- ∉ The strategy will need to comprise four core elements:
- ∉ A central focus, with a single overall action plan, which is overseen by a representative body of interests;
- ∉ A strong policy framework, with a coordinated set of objectives and policies, supplemented with comprehensive set of rules;
- ∉ Promotion of a community-based curriculum for promoting voluntary management and protection of landscape values; and
- **∉** The establishment of appropriate **compliance and monitoring procedures**.

### Element 1 – A Central Focus

To effectively achieve the environmental outcomes necessary to promote the sustainable management of the Wairarapa coast's landscape values, there is a need to provide a central focus, which can be realised by the following actions:

- ∉ Establish a comprehensive and integrated strategy to the management of the
  Coast's landscape values this would need to be incorporated with other
  strategic responses being taken to other aspects of the coastal environment (for
  example, ecology, heritage, access and recreation);
- ∉ Identify and articulate the area's distinctive landscape its character, qualities and values within the Regional Policy Statement and the District Plans; and
- ∉ Ensure that there is a **coordinative approach** to the implementation of an integrated management regime for the coastal environment.

### **Element 2 – The Policy Framework**

There is a need for a more integrated management framework for the coastal environment than currently exists under the present policy framework.

- a) There is scope for the **Wellington Regional Policy Statement** to take a more focused approach in its policies for Wairarapa's coastline, particularly given the absence of a regional landscape or ecological plan.
- b) The three **District Plans** need to take a more consistent and coordinated approach to the management of the coast. In particular:
  - Specific policies recognising the landscape values of the Wairarapa coastline, particular its natural character and the specific attributes along different parts of the coastline;
  - ii. Targeted development controls for urban settlements, taking into account the specific circumstances of each location in the context of their coastal setting (for example, subdivision lot sizes, building setbacks, and building height); and
  - iii. More specific assessment criteria for determining consent applications in regarding to coastal landscape and ecological values, particularly when a development has the potential to make a significant impact on the landscape/ecological values of an area.

### **Element 3 – Community-based Curriculum**

It is important that the community, particularly landowners, District residents, interest groups and principal users of the coastline, understand the issues facing the coastal environment, and support efforts to sustainably manage its landscape values. Voluntary actions, in conjunction with support and involvement in setting policies and programmes, are often the most effective means of achieving long-term outcomes. To this end, therefore, it is recommended that a **community-based curriculum** for promoting the voluntary management and protection of landscape values be established.

While there is a wide range of voluntary non-statutory approaches that could be used, the community should determine the most appropriate form of responses, with the support of the Regional Council and the territorial local authorities.

Some of the key elements that could form the basis of such a curriculum include the following:

- ✓ Development of design guidelines and landscape management practices for specific uses, activities and areas: these could be used as non-statutory method, although it may be appropriate to also use such guidelines as part of regulatory management methods (for example, to assess proposals). A Code of Practice, taking an integrated approach to the development and use of land in the coastal environment, could also be considered, addressing landscape, access, ecological, heritage and other matters.
- ∉ In areas identified as being suitable for development and in particular residential development areas, structure plans should be required. These should be developed for coastal settlements, linked with the District Councils' asset management planning. Structure plans may also be appropriate to formulate for other areas of the coast, particularly where there are competing interests and pressures that threaten key values.

- ∉ Financial incentives in the form of rate relief, reduction in consent fees, land swap or purchase, financial assistance, transferable development rights and the like, can be investigated as a means of achieving more appropriate development and/or controls. Financial assistance may also cover the cost of fencing for the protection of landscape features or riparian margins, weed and pest management or conservation and amenity planting costs.
- ∉ Education and advocacy is a tool that can be mutually beneficial to both landowners and the community at large. Positive outcomes can be achieved in a variety of ways including circulation of brochures and information sheets, consultation, public meetings, newspaper articles and workshops.
- ✓ Voluntary protection or "retirement" of areas can be achieved on an informal or formal basis. Covenants, easements, leasing, selling, swapping or transferable development rights may be applicable.
- ✓ Voluntary management plans for some areas may also be appropriate and effective measures, in areas held under single ownership, to address issues in an integrated manner.
- ∉ Access agreements for public access can be established on a formal or informal basis.
- ∉ Coastal Care Groups may be appropriate to initiate in some locations, where
   a groundswell of local support can be obtained. Such groups would need the
   assistance of the Regional and District Councils.

### **Element 4 – Compliance & Monitoring**

A strategy needs to be supported by good **compliance and monitoring procedures** to ensure environmental outcomes are achieved. Thus, a critical part of the strategy should be to establish a set of monitoring procedures, with indicators and targets devised to check progress and measure outcomes.

### Chapter 7

### **Conclusions**

In addition to, and as an amplification of the strategic landscape issues noted in Section 6.2 of this report, the following conclusions with respect to landscape values are made -

- ∉ The remoteness and wildness of the Wairarapa coast is a particular and distinctive feature that should be managed as a positive landscape attribute and feature.
- ∉ The acknowledgement and maintenance of the "working landscape" is integral
  to the enhancement and management of the Wairarapa coast. In this regard
  the concept of stewardship of the resource is fundamental to the formulation of
  effective and sustainable strategies.
- ∉ Rural residential and lifestyle subdivision and development should be carefully controlled to avoid the appearance of low density "urban like" sprawl within the coastal landscape. The concept of discreet clusters of development in appropriate locations needs to be explored.
- ∉ Fishing infrastructure and access to the sea is an important activity that is integral to the "working landscape" of the Wairarapa coast. Aspects of these operations in relation to landscape values needs direction and guidance. Strategies dealing with the on-shore needs of the fishing and aquaculture industries needs to be carefully considered.

- Æ The preliminary classification of Significant Coastal Landscapes, Significant Landscape Features and Sites of Geological Interest be used as a basis for the identification and classification of a comprehensive and representative list of important coastal landscapes, features and sites which should be managed and protected in their particular landscape context, from inappropriate modification or destruction.
- ∉ The Significant Landscape classification should not restrict or penalise appropriate land use activities or practices. Nor should it affect potential of the lands for other appropriate activities that acknowledge and manage the landscape values associated with the particular area.
- ∉ In areas where landscape values are considered low, strategies and actions that encourage landscape enhancement should be initiated.
- ∉ In areas such as the Castle Rock coastal unit (W6), where natural character and landscape values are relatively high, appropriate and more sensitive landscape strategies and practices would further enhance this significant and important coastal landscape.
- ∉ The Department of Conservation is about to commence a scoping process by
   way of consultation with local authorities to identify deficiencies within the
   NZCPS. Accordingly the Wairarapa Coastal Strategy Group should take the
   opportunity of raising any issues or concerns with respect to the
   implementation of the NZCPS within the Wairarapa coastal environment.
- ∉ As there is no regional plan for the landward side of the coastal marine area,
  the Wairarapa Coastal Strategy Group should seek to include any specific
  landscape management policies and/or practices in the Regional Policy
  Statement when it is next reviewed.

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# Appendices

## **Appendix 1**



### Regional Area: Whakataki District Area: W1 SHORELINE LANDSCAPE LANDCOVER **HUMAN SETTLEMENT** Ranking Landforms Waterforms Indigenous Vegetation Landscape/Vegetation Pattern **Buildings & Structures** Infrastructure Services High Unmodified Expansive Natural Not Apparent Not Apparent Unmodified 1.2 5 5 5 Slightly Modified Slightly Modified Dominant Slightly Unnatural Insignificant Insignificant 4 4 4 Partially Modified Partially Modified Partially Unnatural Moderate Significant Apparent Apparent 3 3 3 Largely Modified Largely Modified Apparent Largely Unnatural Significant Significant 2 2 2 2 2 2 Low Extensively Modified Extensively Modified Insignificant Extensively Unnatural Dominant Dominant 1 Completely Modified Completely Modified Not Apparent Completely Unnatural Expansive Expansive 0 0 0 0 SCORE 20 COASTAL LANDSCAPE LANDCOVER **HUMAN SETTLEMENT PLATFORM** Indigenous Vegetation Landforms **Buildings & Structures** Ranking Waterforms Landscape/Vegetation Infrastructure Services Pattern Unmodified Expansive Natural Not Apparent Not Apparent Unmodified 5 5 5 5 Slightly Modified Slightly Modified Dominant Slightly Unnatural Insignificant Insignificant 4 Moderate artially Modified Partially Modified Significant Partially Unnatural Apparent Apparent 3 3 3 3 3 3 argely Modified Largely Modified Apparent Largely Unnatural Significant Significant 2 2 2 2 ktensively Modified Extensively Modified Extensively Unnatural Insignificant Dominant Dominant 1 1 Expansive Completely Modified Completely Modified Not Apparent Completely Unnatural Expansive 0 0 0 SCORE 16 LANDCOVER LANDSCAPE **HUMAN SETTLEMENT** COASTAL Ranking Landforms Waterforms Indigenous Vegetation Landscape/Vegetation **Buildings & Structures** Infrastructure Services Pattern High Unmodified Expansive Natural Not Apparent Not Apparent Unmodified 1.4 5 5 5 Slightly Modified Slightly Modified Dominant Slightly Unnatural Insignificant Insignificant 4 4 Partially Modified Significant Moderate Partially Modified Partially Unnatural Apparent Apparent 3 3 Largely Modified Largely Modified Apparent Largely Unnatural Significant Significant 2 2 2 2 2 2 2 Low Extensively Modified Extensively Modified Insignificant Extensively Unnatural Dominant Dominant 1 mpletely Modified Completely Modified Not Apparent Completely Unnatural Expansive 0 0 0 0 0 SCORE 23

2 NATURAL CHARACTER ASSESSMENT .1 Area Ranking Overall Ranking

NATURAL CHARACTER ASSESSMENT - WAIRARAPA COASTAL ENVIRONMENT

High High Moderate/High 24 – 19 Moderate/High 72 - 55 Moderate 18 - 13Moderate 54 - 37 Moderate/Low 12 - 7Moderate/Low 36 - 19 6 – 1 - 18 Low Low None

OVERALL 59

# **Appendix 2**

 Wairarapa Coastal Strategy Technical Report – Landscape

LANDSCAPE ASSESSMENT – WAIRARAPA COASTAL ENVIRONMENT										
Region	Regional Area: Whakataki District Area: W1									
				VISUA	AL CHARACTERISTI	ics	REGIONAL/LOCAL CHARACTERISTICS			
Ranki	Ranking				Memorability	Coherence	Distinctiveness	Remoteness	"Wildness"	
			3 Nat	uraln	Vivid / strong patterns, contrasts	Composition / 'hangs together'	Uniqueness	Isolation	Ruggedness	
			Perception	on						
High	ı		High		High	High	High	High	High	
	5			5	5	5	5	5	5	
	4			4	4	4	4	4	4	
Modera	Moderate		Moderate		Moderate	Moderate	Moderate	Moderate	Moderate	
	3			3	3	3	3	3	3	
	2			2	2	2	2	2	2	
Low			Low		Low	Low	Low	Low	Low	
,	1			1	1	1	1	1	1	
	•									
	0			0	0	0	0	0	0	
SCORE									11	

LANDSCAPE QUALILTY ASSESSMENT – WAIRARAPA COASTAL ENVIRONMENT										
Region	Regional Area: Whakataki District Area: W2									
				VISU	AL CHARACTERIST	ics	REGIONAL	REGIONAL/LOCAL CHARACTERISTICS		
Ranki	Ranking				Memorability	Coherence	Distinctiveness	Remoteness	"Wildness"	
			4 Na es	aturaln s	Vivid / strong patterns, contrasts	Composition / 'hangs together'	Uniqueness	Isolation	Ruggedness	
			Percept	tion						
High	1		High		High	High	High	High	High	
	5			5	5	5	5	5	5	
	4			4	4	4	4	4	4	
Modera	ite		Moderate		Moderate	Moderate	Moderate	Moderate	Moderate	
	3			3	3	3	3	3	3	
	2			2	2	2	2	2	2	
Low			Low		Low	Low	Low	Low	Low	
•	▼1			1	1	1	1	1	1	
	0			0	0	0	0	0	0	
SCORE	Ē								9	

### LANDSCAPE ASSESSMENT

### Overall Ranking

High	30 - 25
Moderate/High	24 - 19
Moderate	18 - 13
Moderate/Low	12 - 7
Low	6 - 1