



New Plymouth District **COASTAL STRATEGY**

**NEW PLYMOUTH
TARANAKI**



APRIL 2006



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He Mihi

“Tuia i runga i a Ranginui e tū nei

Tuia i raro i a Papa e takoto ake nei

Tuia iho te motu ngāherehere o Tane te waiora,

Tuia iho kia Tangaroa te whatu o te moana, e tuia rā taku kaha nei.

Tuia ki uta, tuia ki tai, tuia ki a rātou kua wehe atu ki te pō uriuri, ki te pō tangotango,

Ki te pō, oti atu ki te pō. Nō koutou te mana, te ihi, te wehi, te tapu i uta, i tai,
i te pukepuke, i te maania.

I te taiao e pakangatia nei, kia tū, kia ora hei taonga tuku iho, mā te uki whai muri.... Kāti ake rā.”

”Let us be one (let us be bound) with the heavens

Let us be one (let us be bound) with our mother earth

Let us be one (let us be bound) with the enduring forests of Tane the spring of life.

Let us be one (let us be bound) with the essence of the sea. (Tangaroa)

Let us bind the umbilical that nourishes our existence and relationship with the land and the sea.

Our relationship with those that have passed onto the great nights, the dark nights, the nights that have no return.

It is from you that we gain our mana, our ihi, our wehi and our tapu from the valleys, the plains, the environment that is being fought to be upheld, as a treasure to be appreciated and nurtured for future generations.”

Source: Mana Whenua Mana Moana Paper, 2005



I. Introduction

The New Plymouth District coastline represents a varied and captivating landscape valued by residents and visitors from around the world. It is an area rich in opportunity where there is much to explore and experience.

Much of the 150 km of coast is wild and rugged, buffeted by a combination of high energy waves rolling in from the Southern Ocean and locally generated seas. Anticyclones migrate east across the Tasman Sea, resulting in sporadic periods of high winds and rain. Winds are an always present feature of the coastal environment, shaping the landscape and influencing patterns of land use. The coastline is dynamic and constantly evolving as land erodes and builds up in response to natural processes and events.

The sense of place of local residents is shaped by two dominant skylines: the Tasman Sea and Mount Taranaki. Mountain and sea are linked by a number of rivers flowing from the mountain and along the plains: linking people and ecosystems from land to sea. The coastline has been a place of community and sustenance to Māori since the arrival of the first waka. The arrival of European settlers to the area heralded the beginning of a period that provided a vital contribution to the shaping of New Zealand. Māori and European now live and work together in the district, creating a rich cultural landscape enjoyed by residents and visitors to the area. Culture and landscape combine to create a diverse range of choices for work, lifestyle and recreation.

In recent years, the local landscape and the communities along the coast have been experiencing change. Change as a result of increased interest in coastal properties, improved access and a desire for recreational opportunities. The Coastal Strategy identifies ways to proactively influence change within the coastal environment, for the benefit of existing and future residents and visitors.

I.1 What is New Plymouth District's coastal environment?

There are many different ways to define the coast. For the purposes of future planning, the Coastal Strategy is bounded as follows:

- On its seaward side by Mean High Water Springs (MHWS). Activities in the coastal marine area (below MHWS) are principally managed by Taranaki Regional Council. However the strategy recognises that all resources in the coastal area are linked to some degree and many of the policies have relevance below MHWS.
- On its landward side generally to the first dominant ridgeline¹.

A physical definition of the area has been identified for the purposes of implementation and tracking of outcomes. However, there is recognition that the people that live in New Plymouth District have varying concepts of what 'coastal' means and that most people in the district would consider that they are in some way shaped by their proximity to the coast.

I.2 What is the Coastal Strategy?

The Coastal Strategy has been developed to guide future development and change in the district. It brings together knowledge from local communities of their landscape and their visions for its future. It provides a map for change, to allow those visions to be fulfilled over the next 20 years.

¹ The distance or overall width of the coastal environment is therefore defined by the location of the ridgeline.



The Coastal Strategy is a non-statutory document and is therefore able to provide direction for a wide range of council and community functions, including activities under the Resource Management Act 1991² and the Local Government Act 2002³. The Coastal Strategy provides the policy basis and direction for future management in the coastal area.

As a strategic document, the New Plymouth Coastal Strategy provides guidance to many of the council's functions and other management documents (such as the District Plan, Long-term Council Community Plans, Asset Management Plans and financial planning). It is also important to recognise the influence that national and regional strategic and policy documents have on the Coastal Strategy, in particular the New Zealand Coastal Policy Statement, the Taranaki Regional Policy Statement and the Regional Coastal Plan.

The Coastal Strategy is a key step towards achieving the New Plymouth community outcomes as outlined in the council's Long-term Council Community Plan (LTCCP). The community outcomes promote a district that is:

Connected

A district that delivers accessible and integrated infrastructure, transport and communication systems which meet the needs of residents, businesses and visitors.

Prosperous

A district that boasts a sustainable, resilient and innovative economy that prospers within the natural and social environment.

Secure & Healthy

A district that provides a safe, healthy and friendly place to live, work or visit.

Skilled

A district that values and supports learning so all people can play a full and active role in social, cultural and economic life.

Sustainable

A district that appreciates its natural environment and its physical and human resources in planning, delivery and protection.

Together

A district that is caring, inclusive and works together and where people have a strong, distinctive sense of identity.

Vibrant

A district that provides high quality and diverse cultural and recreational experiences and where independence and creativity are encouraged.

1.3 Format of the Coastal Strategy

The Coastal Strategy reflects how the community and council wish to see the coastal environment protected, used and managed in the future.

The strategy is divided into two sections:

The **Coastal Strategy** sections (2 to 6) identify the vision (where we want to be) for the protection, use and management of New Plymouth District's coastal environment. This is a description of where we are going. A number of key 'bigger picture' challenges and opportunities facing the whole of the coastal environment are also identified. There are eight strategic directions that have been developed for specific topic areas (such as economic development and population growth). For each strategic direction goals (what we want to achieve) and implementation methods (what we aim do) have been provided – these are a guide for the community and agencies when making decisions about the coastal environment.

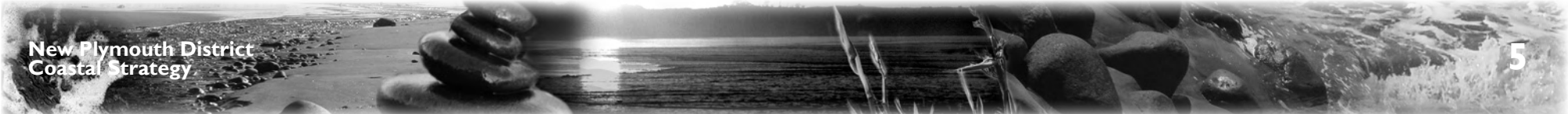
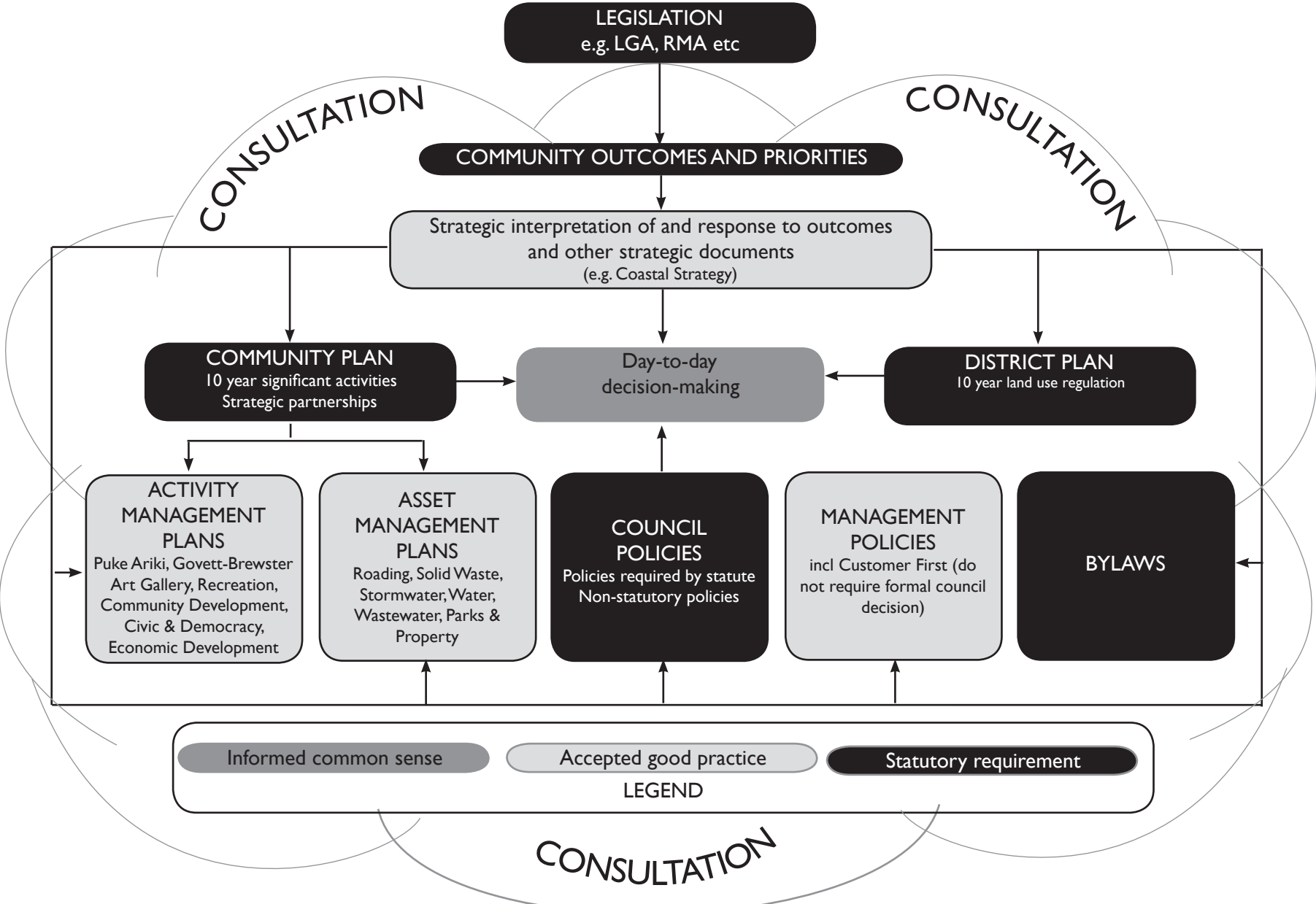
Section 7 on **coastal communities** looks at the local interpretation of the Coastal Strategy vision; this includes coastal community visions – which are statements about where we want to be for individual communities and settlements within the coastal environment. Goals (what we want to achieve) and implementation methods (what we aim do) have also been provided for each coastal community.

² The Resource Management Act 1991 requires the consideration of the effects of activities when making decision on the management of natural and physical resources.

³ The Local Government Act 2002 s93 requires every council to have a Long-term Council Community Plan, which covers a minimum of 10 financial years. The plan can be amended at any time and requires an audit section. Under s95 an annual plan must be prepared and adopted using a special consultative procedure. Section 93 requires an annual report, which discusses its activities and performance. A half yearly report is required under s66 with information required by New Plymouth District Council's statement of intent.



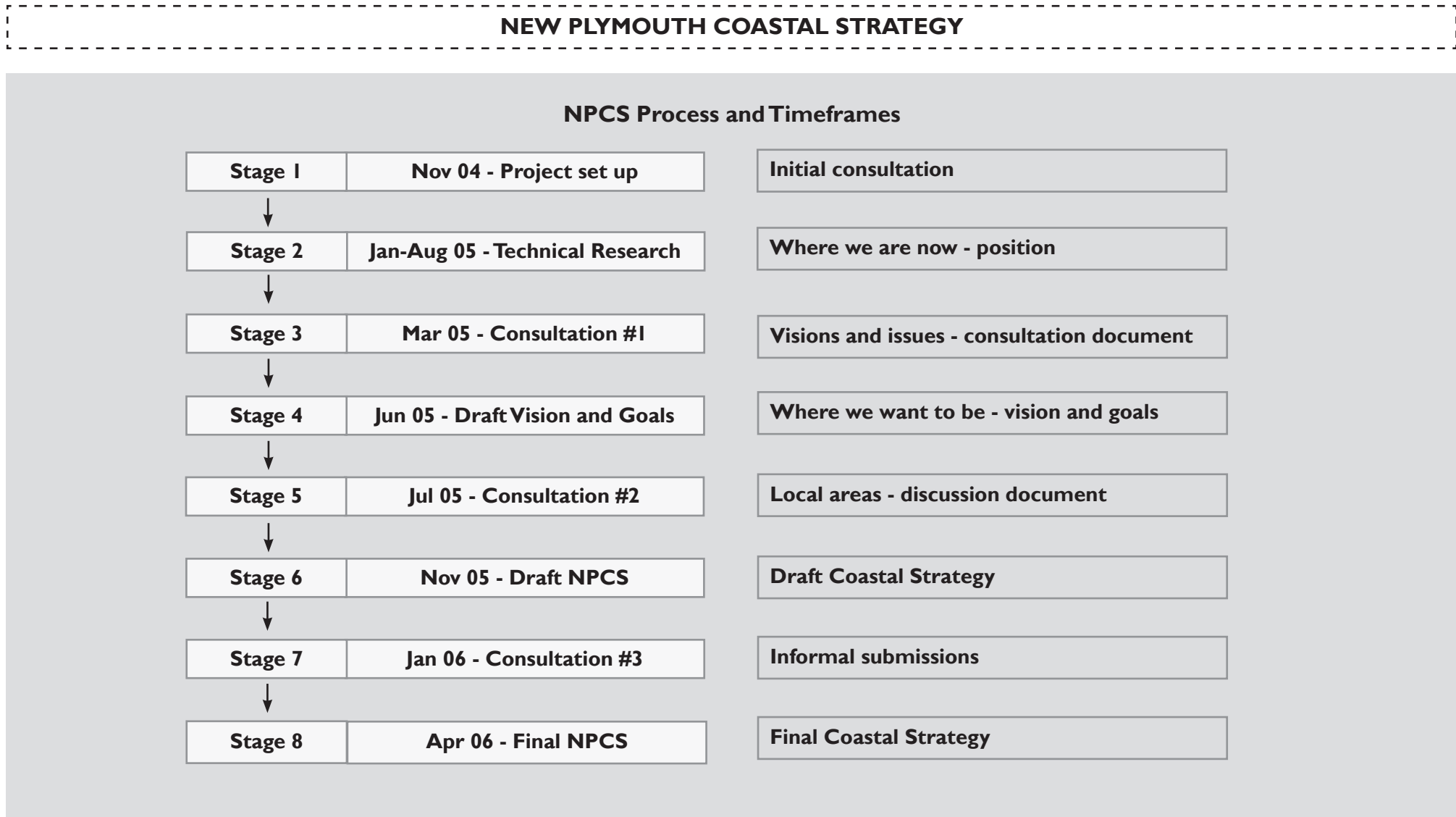
Figure 1: Where the Coastal Strategy fits in NPDC's planning framework



1.4 How did we prepare the Coastal Strategy?

Preparing the Coastal Strategy has involved extensive background research and consultation with the community (discussed further in Section 1.5). Figure 2 below provides a flow chart of the process that was undertaken with the community to prepare the Coastal Strategy.

Figure 2: The process for preparing the Coastal Strategy



1.5 Community consultation

A key part to the preparation of the Coastal Strategy has been consultation with the community of the district. The information and ideas received from the community have been integral to developing the Coastal Strategy. A range of mechanisms have been used to inform stakeholders and the wider community and to provide opportunities for involvement in the process. Consultation mechanisms have included:

- Consultation database.
- Stakeholder consultation.
- Community workshops.
- Mana whenua/tangata whenua consultation/hui.
- Consultation document – vision and issues.
- Coastal Strategy open day.
- Discussion document – ideas on goals and actions.
- Newsletters and news releases.
- Project website and email.
- Coastal user surveys.
- Camp user survey.
- Educational programme and schools competition.
- Feedback forms.
- Informal public submissions.

1.6 Mana whenua consultation

Representatives from each New Plymouth iwi and hāpu were invited to attend hui to discuss the most appropriate way to consult on the Coastal Strategy. Representatives from Ngati Maru, Ngati Tama, Taranaki Iwi, Te Atiawa, Otaraua, Ngati Tairi, Ngati Mutunga, Nga Mahanga, Pukerangaiora, Puketapu, Ngati Rahiri and Ngati Te Whiti attended one, or all, of these meetings. As a result of these hui, a Mana Whenua Reference Group (MWRG) was set up to provide advice and guidance and to assist with the flow of information between the project team and mana whenua.

Although a MWRG was established iwi, hāpu and individuals were invited to participate in the development of the coastal strategy through the general tangata whenua consultation process.

The MWRG prepared a paper titled the ‘Mana Whenua Mana Moana Paper’, which was a key component of the Coastal Strategy development. The purpose of the paper was to detail the issues and opportunities for the protection, enhancement and management of mana whenua aspirations and cultural values. The paper also briefly describes the history of mana whenua and their relationship with the coast. A vision for the future management of the coast was described and strategic goals and actions identified. The key challenges and opportunities, goals and actions have been integrated into the Coastal Strategy.

1.7 Partnership

The Coastal Strategy aims to broker a partnership between the council and communities within the coastal environment. It is also a partnership with other key agencies active in coastal management (for example TRC and DOC). All the partners have some degree of responsibility for investment, management and action along the coast. The strategy gives an integrated approach between organisations and the community to the management of resources now, and in the future.

The successful implementation of the Coastal Strategy does not solely rely on council initiatives but also on a strong sense of ownership and commitment from the community based on the philosophy of this document. The Coastal Strategy is only a first step towards better and sustainable coastal management.

1.8 Implementation

The Coastal Strategy will not be implemented immediately as it is a 20-year programme of on-going work. The aim now is to set a desired vision for the future and start working on plans and actions to move consistently towards that shared vision. It is important to remember that the Coastal Strategy describes a partnership between the council and the community and implementation is the responsibility of all partners. The council is committed to the implementation of the Coastal Strategy and will utilise the LTCCP process to achieve much of this. It is also important that regular monitoring of the proposed actions is undertaken and reviewed as the coast and activities within the coastal environment are dynamic and constantly changing. The Coastal Strategy must be flexible enough to respond to these changes whilst remaining focused on the long term goals.



2. Coastal Strategy vision

A vision is a 'guiding image' for the future. It sets the direction for 'where we want to be'. It is a description in words that conjures up a picture of what we want the New Plymouth District coast to be like in the future.

“New Plymouth District’s coast...

A prosperous, growing coastal community, balancing the needs of people and environment within our high energy untamed coast.”

2.1 What does the vision mean for the coastal environment?

New Plymouth District has a window of opportunity now to plan for a vibrant and successful future founded on the natural coastal assets that the whole community values and enjoys. The vision means that in 2025 New Plymouth District’s coastal environment will be:

- A prospering rural, energy, port and tourism-based diverse economy;
- A district where development aspirations are balanced with a strong desire to retain and enhance natural character and the unique sense of place of its distinct communities and the Taranaki lifestyle;
- A unique, peaceful and fun place that is connected and accessible to all;
- A high energy, natural place that shapes our diverse cultural values; and
- Clean and welcoming where the mountain and sea are symbolic of our home.

2.2 Community input into the visions

In the first stages of the project, the community identified a number of themes as important for the New Plymouth District coast. These were considered when developing the draft visions and the strategic directions. In March 2005, during round one of consultation on the Coastal Strategy, we asked the community to identify their ideas for visions for the future of New Plymouth District’s coastal environment, both for the Coastal Strategy and for coastal communities. In July 2005, during round two of consultation, we took draft visions back to the community for their review and comment. The visions provided in this draft Coastal Strategy have been developed through this process of community discussion and debate over the last year.

The community identified many ideas and concepts relating to their ideal view of New Plymouth District’s coastal environment in the future. These ideas and concepts helped create the Coastal Strategy visions. A few of these are provided below as examples:

The community has identified a number of ideas that are important to include in the visions for the future...

- A unique healthy and sustainable coastal environment connected and relevant to our community.
- The/A 'high energy coast' that reflects local lifestyle and cultures.
- An accessible, wild and scenic coast, with unique regional character, that is celebrated around the world.
- Protect and improve our unique environment, making it welcoming and safe for the benefit of the community.
- Sensitive development preserving the diversity of lifestyle whilst enhancing the natural environment.



- A diverse and prosperous community retaining its character within our unique environment;
- A community that can accommodate a diversity of interests;
- Prosperous in the widest sense, way of life;
- Controlled growth and sustainable development with public access; and
- Preserve wild natural coastal character, balanced with clustered development (around existing settlements).



2.3 Mana whenua vision for the coast

The MWRG prepared a vision and vision statement as part of the Mana Whenua Mana Moana Paper.

Vision...

“A cherished environment which through kaitiakitanga, embraces, preserves, protects and enhances the spiritual, cultural and physical values to retain the natural rhythm of river, sea and coastland for future generations.”

Vision statement...

“The tangata whenua role as kaitiaki is understood, supported and implemented so that both cultures within the treaty partnership are reflected in management practises which compliment each other in the coastal environment.”

Mana Whenua Mana Moana

The contemporary Māori worldview is strongly based on traditional concepts, values, beliefs and knowledge. The words ‘Mana Whenua, Mana Moana’ were specifically chosen for the title of the mana whenua paper because as concepts, they encompass the spiritual, environmental, social and economic dimensions of traditional values. As well as this, these words define the relationship and ancestral links through whakapapa and occupation that these tangata whenua have to the whenua (land) and moana (sea).

One of the key concepts from the Mana Whenua Mana Moana paper is that of kaitiakitanga which can be described as a set of practices of spiritual and physical guardianship of the environment. Kaitiakitanga confers on tangata whenua responsibilities and obligations in a manner beneficial to the resource or environment. Kaitiaki are those individuals, whanau, hapū or iwi that undertake these responsibilities.

The vision and vision statement therefore, express the desire from mana whenua, for the council to adopt environmental planning, management and implementation practices based on the wisdom, knowledge and understanding of both tangata whenua (the indigenous people of New Zealand) and tangata treaty (those whose rights to live here stem from the Treaty of Waitangi).

The challenges and opportunities relevant to the vision for the exercise of mana whenua come under four broad categories, being recognition, legislation, environment and Māori land. These concepts are summarised below through statements from the Mana Whenua Mana Moana paper and comments made by the MWRG. These statements provide further understanding of the position of various iwi/hāpu groups.

i) Recognition

The recognition of tangata whenua status is being sought from local authorities to recognise tangata whenua as;

- **Partners**

‘The treaty signified a partnership between races⁴. It is only tangata whenua who are recognised as having the status akin to partnership and their rights to be at the decision making level and their views as tangata whenua should be given the appropriate weight to reflect this.’

(Adapted from minutes of MWRG meeting 26 January 2005)

⁴ NZ Māori Council vs Attorney General 1987, P. Cooke.



- **Contributors of land and the associated loss**

'In 1859 Ngāti Rahiri were the owners and guardians of some 35,000 acres of rich, fertile land extending along the coast from Titirangi in the west to Rau o te Huia in the east, and inland as far as Tarata and Taramoukou. In a period of 25 years control was lost over this land.'
(*Mana Whenua Mana Moana Paper, p25*)

'Ngāti Te Whiti were able to maintain the land and landscape in total until 1841 when the arrival of the settlers, the migrations, land sales, depopulation, warfare and Māori Land Court decisions precipitated Ngāti Te Whiti displacement and removal from the inner city to Ngā Motu.'

(*Mana Whenua Mana Moana Paper, p37*)

...!In 1881 Port Taranaki was constructed close to Ngā Motu...the shape of Paritutu was changed because the rock was blasted away.... the shape of Moturoa was altered in 1920 when the port company carried out major quarrying...extensive land reclamation for construction of the power station and at Ngā Motu beach to provide port facilities. One important mussel and paua reef was covered with the power station development whilst a reef and waahi tapu was covered by Ngā Motu Beach reclamation. The Beach itself which once stretched from the present day Belt Rd to Mikotahi has also been drastically altered and reduced.'

(*Mana Whenua Mana Moana Paper, p34*)

- **Kaitiaki (guardians of the land over many generations)**

'Our relationship with the land and the landscape was that of guardianship, survival and heritage. Rather than size or monetary value, land and its constituent resources were perceived in physical terms – an ability to sustain economic survival – and in spiritual terms – as turangawaewae and birthright. The ultimate aim was communal well being and balance, the physical was dependent of the spiritual and one could not exist without the other.'

(*Mana Whenua Mana Moana Paper, p37*)

'It is now up to the present generation to ensure that taonga are still present for future generations to partake of. We are very active in ensuring every effort possible is made for the continued well-being of our moana beds, waterways, waahi tapu, land and air within our boundaries for the benefit of all of us and our descendents.'

(*Mana Whenua Mana Moana Paper, p25*)

ii) **Legislation**

The involvement of tangata whenua in decision making and the effect of legislation.

'The one remaining resource and customary right is the harvesting of kaimoana which is still practised by Ngati Te Whiti Ahi Kaa families for cultural reasons. The Ngāti Te Whiti Ahi Kaa stance with the proposed Marine Reserve was based on the right of Ngāti Te Whiti to exercise a customary right.'

(*Mana Whenua Mana Moana Paper, p37*)

'Mana whenua would like to be consulted prior to the public consultation process so that some issues can be resolved prior to public input.'

(*Iwi Liaison Subcommittee meeting 7 September 2005*)

'Suggestion that discussion occur with council regarding support for hapū of the outcomes of this piece of legislation. The idea therefore that the strategy could potentially consider how Council will deal with this legislation is supported but it would also be of benefit if this consideration is done in conjunction with mana whenua' (referring to Seabed and Foreshore Legislation).

(*Minutes of Mana Whenua Reference Group meeting 26 January 2005*)

iii) **Environment**

Recognising Māori values and the associated world view that considers the balance between development and the protection of the natural environment and resources.