

The condition of natural and physical resources plays a large part in establishing the quality of life for the residents and visitors to Marlborough. The pleasantness and safety of our surroundings includes access to services, facilities, and resources. The clear air, clean water, fertile land, and provision of facilities provide a sound basis for a supportive, understanding, and tolerant society.

Within this Regional Policy Statement provision for community wellbeing is separated into five elements which are:

- *community;*
- *activities involving public resources;*
- *culture and heritage;*
- *natural hazards; and*
- *energy.*

There are connections between each of these elements and between these elements and the natural and physical resources of Marlborough. The objectives and policies contained in this Part cannot be read in isolation from the objectives and policies contained in all other Parts of this Regional Policy Statement.

Other Local Government functions of the Council also deal with a number of the areas concerned with community wellbeing. The annual plan preparation process and the community service and delivery functions of the Council may closely relate to some of the aspects addressed in this Part.

This Part of the Regional Policy Statement provides a framework upon which provisions to enable community wellbeing can be made within resource management plans. It also provides a long term resource management based framework for the Council's annual plans.

7.1 COMMUNITY

7.1.1 DESCRIPTION OF ISSUE

The community is made up of groups and individuals with different aspirations and desires for their present and future fulfilment and wellbeing. People achieve their aspirations and desires by undertaking activities which use, develop, and protect resources. These activities may affect the resources themselves or generate effects on the wider environment.

Essentially, certain types or the location of activities can lead to serious reductions in the quality of life for the people of Marlborough. This in itself is an important resource management issue.

7.1.2 OBJECTIVE - QUALITY OF LIFE

To maintain and enhance the quality of life of the people of Marlborough while ensuring that activities do not adversely affect the environment.

One reason for intervening in peoples activities is to ensure that the actions of individuals collectively build a better quality of life for people in Marlborough. It is possible that certain types of resource use could lead to serious reductions in the quality of life for the people of Marlborough.

To achieve this objective it will be necessary to define those things that make up quality of life and include provisions in resource management plans to take account of those things.

7.1.3 POLICY - AIR QUALITY MANAGEMENT

Maintain and enhance the quality of the air resource in Marlborough.

Clean air is probably our most underrated resource. Generally, people only become aware of an air quality issue when good air quality is degraded.

Degradation of air quality arises from a range of sources, both natural and human induced. Air is degraded by smoke, dust and chemicals which can alter the clarity, condition and composition of the air. Degraded air affects human health, the amenity value of a place and the functioning of ecosystems.

Odour nuisance is a component of air quality. Odour nuisance is a common source of complaint, yet, the effects of odour can be the most difficult to control and assess. Odour, by its very nature is highly subjective, as a result of this, community tolerances to different odours vary considerably.

The quality of the air resource in Marlborough will be maintained and enhanced by developing a system for the sustainable management of air. Under the Resource Management Act, Council has control over the discharge of contaminants to air

The maintenance and enhancement of air quality involves the following three key concepts:

- *Promoting the sustainable management of the air resource in Marlborough;*
- *Avoiding, remedying or mitigating adverse effects of activities on the air resource.*
- *Avoiding, remedying or mitigating the district's contribution to national and international air quality degradation by supporting central government policies addressing ozone layer depletion, climate change and the effect of greenhouse gases.*

7.1.4 METHODS

- (a) Encourage research to define the ambient air quality of Marlborough as a base to set air discharge standards.

One problem Marlborough faces at present is that very little measurement of air quality has been done. This lack of measurement makes developing standards very difficult. It would be easy to simply adopt standards developed elsewhere but these may not reflect the situation in Marlborough and may even provide a "licence

to pollute". On the other hand, it is not helpful to adopt standards so stringent that they place unnecessary restrictions on normal everyday activities.

Therefore, research will be facilitated by Council as a part of State of the Environment Monitoring. Council has a responsibility, in the development of an information data base, to include monitoring of air quality in Marlborough.

- (b) Resource management plans may develop air quality guidelines that ensure the maintenance or enhancement of the air resource.

These guidelines would reflect the condition of Marlborough's air resource and the information emanating from research about Marlborough's air resource.

- (c) Resource management plans may include criteria to assess activities and their potential effect on air quality and may impose controls on activities in order to avoid, remedy or mitigate any adverse effects of those activities on the air resource.

Such controls will address those activities which threaten the air resource. These may include activities such as: land clearance by open burning; rubbish fires; domestic heating/fires; dust from activities; odour and odour assessment; pesticide spray drift; and industrial emissions.

- (d) Council will encourage the development of central government policy addressing matters such as ozone layer depletion and global warming from greenhouse gas emissions.

Central government has primary responsibility for the control and minimisation of discharges of ozone depleting substances, and for co-ordinating the reduction of greenhouse gas emissions in New Zealand. Council will support and promote, as appropriate, any central government initiatives addressing these issues.

7.1.5 POLICY - COMMUNITY HEALTH

To avoid, remedy or mitigate any adverse effects of activities on the health of people and communities.

Many resource management related environmental factors contribute to the health of people within the community. Through management of the use, development, and protection of resources the Council has the ability to ensure that these environmental factors are maintained.

Basic environmental hygiene is generally taken for granted until there is a measurable effect on people's health. Rather than addressing problems when they get to danger level, this approach will be to ensure the health supporting ability of the environment is always maintained by resource use.

7.1.6 METHODS

- (a) Set standards where appropriate in resource management plans that ensure the maintenance or enhancement of air and water quality, that control environmental noise and soil contamination and any other factors essential to the health supporting ability of the environment.

To ensure the enhancement of the above factors it is first necessary that appropriate standards are established. These standards will be included within the resource management plans. They will provide both a definable bottom line with which to assess activities and a clear indication to prospective

developers as to what is expected of them. Generally such standards will be based on national guidelines.

Matters such as the quality of domestic water supplies are dealt with under the Health Act but there is close connections with the Resource Management Act.

Other factors essential to the health of the community and the environment include odour control and managing sunlight emission.

- (b) Provide information on the effects of activities on air quality, water quality, and noise, and provide advice on mitigation methods.

Many activities have the potential to lower the health supporting capacity of the environment. This method will result in a targeted information and education programme aimed at reducing the environmental health effects of existing and proposed activities and raising public awareness about environmental health issues. An example of this would be a programme targeted at householders to provide information and education on the environmental effects of burning treated timber in solid fuel heating appliances.

These methods relate closely to sections on air and water quality contained within other parts of this document.

7.1.7 POLICY - AMENITY VALUES

Promote the enhancement of the amenity values provided by the unique character of Marlborough settlements and locations.

The Resource Management Act includes "amenity values" within the definition of "environment". They are the natural and physical qualities and characteristics of an area that contribute to peoples appreciation of the areas:

- *pleasantness;*
- *aesthetic coherence; and*
- *cultural and recreational attributes.*

To ensure these values are enhanced first involves attempting to define the attributes that make them up. Once this is achieved the management of the use, development, and protection of resources must avoid, remedy or mitigate adverse effects on amenity values.

7.1.8 METHODS

- (a) Define the criteria which describe the function, nature, and character of Marlborough settlements and sites.

The resource management plans will define and describe the attributes which make up amenity values. It is unlikely that these values could be quantified but if we have a clearer understanding of them it will be much easier to ensure that they are enhanced.

The plans will define the function and character of major settlements and locations, from towns to rural and recreation localities. Following are examples of attributes which make up the amenity values of some settlements and localities. These descriptions will be developed within resource management plans.

Blenheim is the main urban, business, and service settlement in Marlborough. Defining Blenheim's role within Marlborough will enable provincial development with a strong coordinating town. It also provides a place for activities consistent with Blenheim's functions to continue to develop within

the town. This will promote better use of the existing built infrastructure rather than creating or expanding other settlements.

It is important that the Marlborough Sounds has a clear focal point. Picton has developed into the major service town for Queen Charlotte Sound. It is also an export port and the southern terminus for crossing Cook Strait. It has important visitor and transportation functions. Policies in the Marlborough Sounds Resource Management Plan will aim to strengthen and develop Picton's existing character while preserving that of the rest of the Sounds settlements.

Havelock is the service centre for the marine farming and fishing industries in the Pelorus Sound, and for forestry and farming in the Pelorus and Kaituna catchments.

The upper Awatere Valley is an open grassland landscape dominated by high country farming activities, indigenous plant species with spectacular alpine landscapes.

Once the attributes which make up amenity values have been defined it is important to increase understanding within communities about what makes each locality unique and contributes to its amenity values.

- (b) Resource management plans will contain controls and guidelines which provide for the maintenance or enhancement of the amenity values provided by the character of Marlborough settlements and sites.

The resource management plans are able to incorporate assessment of defined characteristics and values into the consideration for various resource uses. This is the primary means of protection for amenity values.

- (c) The repopulation of rural communities will be promoted, consistent with environmental objectives, to ensure retention of their character and amenity values and that will allow people and communities to provide for their social, economic and cultural wellbeing.

It is important to support the maintenance of small rural settlements and localities to ensure they retain their character and amenity values which are reflected in the quality of life of residents.

Support for smaller rural settlements is important for their continued viability. Small communities are able to provide social opportunities and support for individual values and expectations different to larger settlements. The provision of choice in the range of settlements and the consequent social and community wellbeing is important to people. Resource management plans need to recognise and provide for this range of choice in settlements.

Small rural communities rely on their surrounding land for provision of work and recreation opportunities. The products of nearby land and sea should be able to be processed wherever processors choose to do so within the principles of the Resource Management Act 1991. Plans should not prevent this processing of locally derived production from occurring within small communities.

As rural production changes the industrial infrastructure in small settlements can be rendered obsolete. It is important that the existing infrastructure in small settlements is able to be reoccupied and converted to new uses to suit the changed circumstances within those communities and to reflect changes in the products from local resource use.

Small rural settlements also often have under-utilised buildings and community facilities. The repopulation of rural communities can improve the efficiency of the use of those resources.

7.1.9 OBJECTIVE - PROVISION FOR ACTIVITIES

To enable present and future generations to provide for their wellbeing by allowing use, development and protection of resources provided any adverse effects of activities are avoided, remedied or mitigated.

Fundamental to the existence of the community is the ability to produce, process, manufacture, harvest, distribute and retail to extract economic benefit from natural and physical resources. For the community to remain viable the use and development of resources must be allowed to continue in a way which is managed sustainably. The basic principles of sustainability must guide all activities which are undertaken.

This objective has many consequences in social and economic areas. The resource management plans will manage resource use so that those activities which continue are sustainable and do not have significant adverse environmental effects. This will in turn strengthen the community and provide employment, social, recreational, cultural, and educational opportunities.

The management of the use and development of natural and physical resources must involve a level of external direction and control. Communities may not naturally develop in ways which will always improve their wellbeing. The approach taken here is to guide resource use and development rather than control it by close regulation.

7.1.10 POLICY - TYPE, SCALE & LOCATION OF ACTIVITIES

To enable appropriate type, scale and location of activities by:

- clustering activities with similar effects;
- ensuring activities reflect the character and facilities available in the communities in which they are located;
- promoting the creation and maintenance of buffer zones (such as stream banks or 'greenbelts');
- locating activities with noxious elements in areas where adverse environmental effects can be avoided, remedied or mitigated.

The location of some activities (eg: heavy industry, mining) can have adverse impacts on the environment but management of their location may avoid, remedy or mitigate adverse effects.

7.1.11 METHODS

- (a) Resource management plans will contain rules to control the type, scale, and location of resource related effects from activities.

The resource management plans are a significant tool for controlling the effects of activities undertaken in pursuit of economic wellbeing. The type of controls needed in the plans will vary for the different activities, given that the effects which they create on the environment vary. Controls will also differ for particular settlements or localities, and for particular areas within a locality.

(b) The provision of community supported utilities and facilities.

Community facilities enable the concentration of potentially adverse effects created by activities, once concentrated such effects can be managed in a manner which minimises impact. Such management might involve the use of technology which would be economically unviable for one operator to use on their own. An example of such a facility is a trade waste system.

(c) The close monitoring and control of developments with potential for significant environmental effects.

Monitoring is important to safeguard the environment from adverse effects created by large scale activities. An example of where this could be important is a discharge requiring a high standard of waste treatment.

7.1.12 POLICY - DIVERSIFICATION

To ensure that no undue barriers are placed on the establishment of new activities (including new primary production species) provided the life supporting capacity of air, water, soil and ecosystems is safeguarded and any adverse environmental effects are avoided, remedied or mitigated.

By not placing undue restrictions on the use of alternative species for production systems or on the establishment of new activities, the risk of widespread failure is reduced and the community is better able to provide for their economic and social wellbeing.

Reliance on a narrow range of species can greatly increase the risk of failure within primary production species. This failure can be through adverse seasonal and climatic effects, attack from diseases and pests, and failures in markets. Diversity in primary production reduces the risk to community wellbeing. Increased use of alternative species for production systems will limit the chances of failure and consequent economic and social effects that would accompany it.

7.1.13 METHOD

Support research and information transfer into the use of alternative (including indigenous) species for primary production.

There is an international trend in the use of a wider range of species for primary production as a means of reducing the risks of failure. There are demonstrated ecological improvements with the use of indigenous species which are adapted to the specific environment present. Alternative products often have health advantages with a reduced requirement for artificial fertilisers and pest controls. There is a continuing need to assess international information within the context of Marlborough.

Information will allow individual producers to assess the risks associated with current activities and the opportunities to use a wider range of species. This may mean diversification of activity into alternative species or completely new activities using new species.

7.1.14 OBJECTIVE - COMMUNITY INFRASTRUCTURE

Provide for the safe and efficient operation of community infrastructure in a sustainable way.

Infrastructure is made up of those components which enable a community to function. It includes land, air, and marine transport systems, water and power supply, telecommunications, waste disposal, and central and local government functions.

7.1.15 POLICIES - LAND TRANSPORT

- (a) Enable the safe and efficient operation of the land transport system consistent with the duty to avoid, remedy or mitigate adverse environmental effects.

The land transport system is an essential element of the community infrastructure. It is also a resource in terms of the Act's definition of natural and physical resources. Its continued operation (and expansion where this contributes to the safety and efficiency of the network) should be provided for. In promoting this policy the adverse effects of roads on the environment must also be considered.

- (b) Recognise a roading hierarchy as the guiding framework for the function of roads in Marlborough.

Roads can be classified according to the main function they carry out. A roading hierarchy is concerned with reducing as much as possible, conflicts arising between traffic service requirements and the environment of the surrounding areas.

7.1.16 METHODS

- (a) Maintain close links between the Regional Land Transport Strategy, Council's Annual Plan and resource management plans.
- (b) Adopt the roading hierarchy identified in the Regional Land Transport Strategy.
- (c) Include controls in resource management plans regulating activities which generate adverse effects on the safe and efficient use of roads.

The Land Transport Strategy, which provides a five year focus to transport planning in Marlborough, is concerned with the safety, cost effectiveness, and environmental effects of the transport system. Resource management plans will be used to implement some policies from the Strategy, but will not be able to achieve all of the Strategy's broader aims. The Strategy has identified a roading hierarchy for Marlborough which it is considered appropriate to include in resource management plans.

7.1.17 POLICY - AIR TRANSPORT

Enable the safe and efficient operation of the air transport system consistent with the duty to avoid, remedy or mitigate adverse environmental effects.

7.1.18 METHODS

- (a) Recognise and provide for Marlborough (Woodbourne) Airport as Marlborough's main air transport facility for both military and civilian purposes.

Marlborough Airport is an important link for air transport (for passengers and freight) between Marlborough and the rest of New Zealand and potentially overseas. Operation of the airport for civilian and military purposes is an important activity in Marlborough and it is appropriate that Council has a policy which reflects this.

- (b) Commercial and industrial activities which support or service the air transport industry and defence will be provided for.

Facilities at Marlborough Airport and the associated RNZAF Base Woodbourne are well developed to serve air transport and military aviation needs. This policy recognises this and seeks to promote commercial and industrial development and military activities associated with air transport.

- (c) Regulate within the resource management plans, land use activities which have a possible impact on the safe and efficient operation of air transport systems.

Urban development in the vicinity of Woodbourne Airport should be discouraged where the use of land for such purposes would adversely affect the safe and efficient operation of aircraft and airport facilities. Some controls may be necessary to ensure that activities do not conflict with the safe and efficient operation of aircraft operating into and out of Marlborough. The resource management plans will also provide for navigation aids within Marlborough which service aircraft using the airport and for any aircraft generally in the area.

7.1.19 POLICY - WATER TRANSPORT

Enable the safe and efficient operation of water transport systems within Marlborough consistent with the duty to avoid, remedy or mitigate adverse environmental effects.

7.1.20 METHODS

- (a) Enable the continuation and appropriate expansion of passenger and freight links between the North and South Islands to operate through Marlborough.

Picton is presently the Terminus for the Inter Island Ferry Link. There is considerable public and private infrastructure already developed which meets the current needs of this Link. Unnecessary duplication could have adverse economic, cultural, and social effects on the wellbeing of the community of Marlborough as well as significant ecological consequences. However it is

recognised that in the future the capacity and appropriateness or otherwise of the present infrastructure to meet the needs of the Inter Island Ferry Link may warrant a consideration of other options for other Port facilities and locations.

- (b) Enable the operation and appropriate expansion of the Port of Picton as the export/import port for Marlborough.

Growth in port facilities is required to meet forecast increases in wood flow from Marlborough. There is also potential for the export of coal and ilmenite sands as well as general cargo. The development of these trades is constrained by the draught and length of Waitohi Wharf and the lack of suitable flat, open ground on which these products could be stored prior to export.

This method recognises Port expansion into Shakespeare Bay and seeks to concentrate future port developments in the vicinity of the existing Port facilities. This will allow for better management of the effects of the Port operation. It also provides for the long term development of Picton Harbour and the township of Picton as an export port in conjunction with its role as a South Island passenger terminus and a tourist resort in its own right.

- (c) Enable the safe and efficient use of marinas and wharves (community, commercial and private) as integral parts of the water transport network for the Marlborough Sounds.

The Marlborough Sounds are used for a wide variety of purposes to meet the commercial, social, economic, and recreational needs of the people who use the area either on a permanent or casual basis. Large areas of the Sounds are only accessible by sea and consequently water borne transport and its associated facilities are critical to provide a safe and functional link between boats and the land.

- (d) Enable the operation of barges to transport freight, livestock and produce from those areas where no suitable land transport is available.

Large areas of producing land in the Sounds are only accessible by sea, having no, or unsatisfactory roading connections. The operation of barges, will provide for the continued use of this land, including the harvesting of primary produce. Barging requires coastal access, and appropriate loading sites.

7.1.21 POLICY - NETWORK UTILITIES AND PUBLIC WORKS

Enable the maintenance, enhancement and operation of utility networks needed by the community to ensure their health, safety and wellbeing.

Modern society requires access to utilities such as water supply, sewage disposal, energy and communication. Individuals could provide these services themselves and in rural areas this is the case. In settlements it is more efficient to provide community based services which allows for greater consideration of effects rather than relying on the aggregate actions of all individuals within the community. The provision of community wide utility services and public works places a responsibility on network operators to minimise the effects of their activities.

7.1.22 METHOD

Resource management plans will allow for utility networks and public works provided adverse environmental effects are avoided, remedied or mitigated.

It is accepted that the community can expect to be given access to those utilities which it requires for health, safety and wellbeing. There may be a requirement to place some control on the location and construction of utilities to ensure that disruption of the water and land ecosystems are minimised and that the visual character of areas is retained. For example in certain locations it may be necessary to control the visual effects of overhead lines.

7.1.23 ANTICIPATED ENVIRONMENTAL RESULTS

- (a) Enhanced conditions with a healthy community which can function without undue constraint as indicated by the infrastructure, arrangement of settlements, and economic benefits produced for the community.

The community has a right to expect that the form and structure of the environment will support the safe and efficient operation of their activities. There is no support for unnecessary intervention by government. Government needs to intervene only to ensure that activities do not create further issues for the community.

- (b) Operation of safe and efficient land, air, and marine transport systems, and provision of utility services to the community.

Community based provision of services is necessary in some areas and this needs to be recognised and provided for. The normal activities of peoples daily lives depends on their ability to travel and communicate within and beyond Marlborough.

- (c) Growth of small settlements by the provision of local product related employment and development of Blenheim, Picton, and Havelock in keeping with their functions as servicing, processing, and residential centres.

Small settlements are able to provide social advantages to the community. The development of them and the larger settlements are necessary to accommodate projected population growth. The adverse environmental effects of developing existing settlements is usually less than allowing rural subdivision.

- (d) Enhanced local economic benefits from tourist, commercial, and industrial activities; and increased diversity of species utilised for primary production.

The community relies on the natural and physical resources of Marlborough as a basis for most activities. Most employment is related to the use and development of resources and this will continue in the future. Most of these activities rely on the condition of the environment to remain relatively unchanged but may themselves unwittingly change the environment. Recognition of the effects of activities and the need to maintain specific environmental conditions is essential if community wellbeing is to be sustained.

7.2 ACTIVITIES INVOLVING PUBLIC RESOURCES

7.2.1 DESCRIPTION OF ISSUE

Some property rights which allow the private use of public resources, may restrict community access to or use of those resources. This issue deals with the allocation of private rights to provide certainty to use and develop public resources.

The two main areas where allocation of public resources is considered to be an issue are the rights to take and use freshwater and the rights to occupy space in the coastal marine area.

Taking water removes water from source and reduces intrinsic and instream values and prevents other potential resource users from also taking the same water. Sustainable management of water means managing its use while sustaining the potential and safe guarding the life supporting capacity of water.

The occupation of coastal marine space may effectively prevent other activities from occurring. Importantly from the users perspective they require certainty in the terms of occupancy for commercial and financial reasons.

7.2.2 OBJECTIVE - SUSTAINABLE MANAGEMENT OF WATER

Enable the sustainable management of surface water and groundwater.

Water or the lack of it to some extent influences all land based activities. The availability of water in sufficient quantity and of acceptable quality is of paramount importance for community wellbeing. Without careful management these resources are vulnerable to detrimental effects.

This section, which generally deals with use of water is read together with Part 5 - Protection of Water Ecosystems.

7.2.3 POLICIES - ALLOCATION OF WATER

- (a) Establish mechanisms for the allocation of surface water and groundwater from the Wairau, Awatere, Clarence and Pelorus/Kaituna catchments.

These mechanisms will define sustainable limits to the abstraction of water from surface and groundwater systems in the Wairau, Awatere, Clarence and Pelorus/Kaituna catchments. The sustainable limits for water use and abstraction will be based on the objectives, policies and methods contained within Part 5 of this document. In some areas in the short to medium term there is possibility for over abstraction. Mechanisms are necessary to ensure that water resources are used in an efficient and equitable manner.

- (b) Include the following principles into water allocation mechanisms:
- sustainable management;
 - equitable allocation;
 - avoid, remedy or mitigate adverse effects;

- minimise conflicts between users; and
- ensure efficient and beneficial use.

The above principles will be incorporated and further developed in resource management plans.

7.2.4 METHODS

- (a) Resource management plans will incorporate allocation regimes for the abstraction of water from surface water and groundwater systems.

Water allocation regimes are seen as the most effective means of ensuring water resources are used in an efficient and equitable manner with acceptable environmental effects. These regimes may include tradeable rights.

- (b) Undertake education and information programmes on the abstraction of water from surface and groundwater systems.

These programmes would provide those users of surface and groundwater systems with a greater understanding of how those systems operate. Inherent in this approach is a greater responsibility on users of the resource to measure the effects of their activities and in performance monitoring.

- (c) Promote research into the natural processes associated with surface water and groundwater systems.

A necessary pre-requisite to a long term water resources allocation policy is knowledge of how the natural system operates and the likely effects resulting from different levels of use. At present the level of knowledge is reasonable in some areas but is generally insufficient for long term water allocation planning. This method ensures future commitment to improving knowledge of these natural systems.

7.2.5 POLICIES - ACCESS TO THE MARGINS OF FRESHWATER BODIES

- (a) Public access and recreational use will be considered when assessing all proposals for development of the margins of wetlands, lakes and rivers.

Private use of the margins of wetlands, lakes and rivers will only be possible after consideration of the effects on public access. The continued public use of these margins is essential to the social and cultural wellbeing of the community.

- (b) Access to and along the margins of wetlands, lakes and rivers will only be restricted for reasons of public safety, defence purposes, security, or matters of national importance including the protection of natural values and Maori cultural values.

Although the Act gives a clear direction in Section 6 to provide for access to and along the margins of lakes and rivers, there are some locations and occasions where it is not practical to do so.

7.2.6 METHOD

Define within resource management plans criteria where esplanade areas will be necessary to maintain and enhance public access to or along the margins of wetlands, lakes and rivers.

Esplanade areas along freshwater margins enable public access to wetlands, lakes and rivers. Council will determine where esplanade areas are appropriate for the enhancement of public access. Esplanade strips and reserves also have values for water quality and wildlife habitat.

7.2.7 OBJECTIVE - SUBDIVISION, USE AND DEVELOPMENT OF THE COASTAL ENVIRONMENT

The subdivision use and development, of the coastal environment, in a sustainable way.

The coastal environment is comprised of resources in private ownership or under public management. The area is used for a wide variety of purposes to meet the commercial, economic, social, and recreational needs of the people who use the area either on a permanent or casual basis. These purposes include marine farming, boating, fishing, tourism, diving, port and marina developments, foreshore structures, and moorings.

Some activities using publicly managed resources, such as diving or boating, do not require specific rights to use resources. However most activities do require some right to use the resources of the coastal marine area. This objective seeks to provide for the continued use and development of these resources but sustainably manage those resources to minimise adverse effects, conflicts between users and ensure efficient and beneficial use.

7.2.8 POLICY - COASTAL ENVIRONMENT

Ensure the appropriate subdivision, use and development of the coastal environment.

Subdivision, use and development will be encouraged in areas where the natural character of the coastal environment has already been compromised. Inappropriate subdivision, use and development will be avoided. The cumulative adverse effects of subdivision, use or development will also be avoided, remedied or mitigated.

Appropriate subdivision, use and development of the coastal environment enables the community to provide for its social, economic and cultural wellbeing.

7.2.9 METHODS

- (a) Resource management plans will identify criteria to indicate where subdivision, use and development will be appropriate.

The Act requires as a matter of national importance that the coastal environment be protected from inappropriate subdivision, use and development. Criteria to indicate where subdivision, use or development is inappropriate may include water quality; landscape features; special habitat; natural character; and risk of natural hazards, including areas threatened by erosion, inundation or sea level rise.

- (b) Resource management plans will contain controls to manage subdivision, use and development of the coastal environment to avoid, remedy or mitigate any adverse environmental effects.

Controls which allow the subdivision, use and development of the coastal environment enable the community to provide for their social, economic and cultural wellbeing. These controls may include financial contributions to assist remediation or mitigation of adverse environmental effects.

Such development may be allowed where there will be no adverse effects on the natural character of the coastal environment, and in areas where the natural

character has already been compromised. Cumulative effects of subdivision, use and development will also be avoided, remedied or mitigated.

7.2.10 POLICIES - ALLOCATION OF COASTAL SPACE

- (a) Public access and recreational use will be considered when assessing all proposals for development of the coastal marine area.

In allocating public resources for private benefit, the question of public access becomes an issue. The allocation of rights to exclusively occupy an area or erect a structure, limits to some degree the public's access to and enjoyment of the area.

Private use of the coastal marine area will only be possible after consideration of the effects on public access.

The continued public use of marine resources is essential to the social and cultural wellbeing of the community.

This policy sees the future wellbeing of Marlborough linked to an increase in the public use of marine resources.

- (b) Access to or along the coastal marine area will only be restricted for reasons of public safety, defence purposes, security, or matters of national importance including the protection of natural values and Maori cultural values.

Although the Act gives a clear direction in Section 6 to provide for access to and along the coastal marine area, there are some locations and occasions where it is not practical to do so. For example restrictions on public access to temporary log loading areas on Sounds Foreshore Reserve land could be required for public safety.

- (c) Developments proposed in the coastal marine area may be allowed where they provide for public use/benefit.

Allowing developments in the coastal marine area creates a private use right which did not previously exist. On some occasions the "right" can be of wide public benefit such as a marina. There are commercial gains to the marina operator but there are also benefits in the form of safety, convenience, and enjoyment to the boat owners using the facility. On other occasions the private use right may only benefit one or two people such as in the case of a jetty serving a single property. This policy will assist in restricting the proliferation of foreshore structures around the shoreline of Marlborough.

- (d) Allocation of space for aquaculture in the coastal marine area will be based on marine habitat sustainability, habitat protection, landscape protection, navigation and safety, and compatibility with other adjoining activities.

There may be a need to protect representative and significant areas of marine habitats from the effects of aquaculture developments. There are also some areas of the Sounds where aquaculture could create a hazard to the safe navigation of vessels. For these reasons it will be necessary to prohibit aquaculture in some areas.

There is a limit to the nutrients available from marine water for aquaculture. Naturally occurring stocks compete with farmed stocks for nutrients. There

may be a need to balance the removal of nutrients by farmed stocks with the nutrients remaining for natural stocks.

Structures required for aquaculture can introduce new elements into the landscape, such as rafts, jetties, and sheds, or break the lines between major landscape elements. These changes can alter the character of the landscape by conflicting with the harmony between elements in the landscape.

It is acknowledged that there is little information to assess the effects of aquaculture on the sustainability of the marine habitat. The allocation of space for aquaculture requires research into the effects of aquaculture on the nutrient availability for marine habitats. It could be many years before meaningful research is completed. In the interim the allocation of marine space will be undertaken in a precautionary manner. This will place an onus on applicants to provide a detailed assessment of the effects of their proposal.

7.2.11 METHODS

- (a) Define within Resource Management Plans criteria where esplanade areas will be necessary to maintain and enhance public access to or along the coast.

Esplanade areas along coastal margins enable public access to the coast. Council will determine where esplanade areas are appropriate for the enhancement of public access. Esplanade strips and reserves also have values for water quality and wildlife habitat.

The New Zealand Coastal Policy Statement requires provision for the creation of esplanade reserves, esplanade strips or access strips where they do not already exist, except where there is a specific reason making public access undesirable.

- (b) Show within resource management plans where public access in the coastal marine area will be permanently restricted for reasons of public safety, defence, security, or matters of national importance.

It is important for reasons of certainty that the plans identify those areas and circumstances where public access may be restricted.

- (c) Incorporate within resource management plans objectives, policies and controls that:

- ensure proponents of all developments in the coastal marine area consider public access and recreational use;
- consider the degree to which such developments provide for public use/benefit; and
- restrict aquaculture from Queen Charlotte Sound, significant habitat areas, and important navigational routes.

This Regional Policy statement has given a strong lead as to the future direction of Marlborough in terms of recreation. The resource management plans will provide for recreational use as well as ensuring that public access in the coastal marine area is carefully considered by proponents of all developments.

- (d) Support research into defining the effects of aquaculture on the sustainability of the marine habitat.

Aquaculture is a significant industry which relies on the use and development of public resources. Research into the effects of aquaculture on the sustainability of the marine habitat should be a co-operative venture between the industry and the community.

7.2.12 ANTICIPATED ENVIRONMENTAL RESULTS

- (a) The community will have access to publicly owned resources shown by the allocation of rights to abstract freshwater and to use and develop the coastal environment.

The abstraction of water is important to the health and wellbeing of the community, as well as the economic benefits from the use of water.

- (b) Enhanced public access to and along the coastal marine area, wetlands, lakes and rivers.

Public access is important for the enjoyment of these public resources.

7.3 CULTURE AND HERITAGE

7.3.1 DESCRIPTION OF ISSUE

The planning process can have difficulty accommodating cultural and heritage values in decision making and plan preparation.

Different cultures have different expectations, values and decision making procedures. The plan preparation process under the Resource Management Act does not necessarily accommodate these differences easily. This concern is common to many cultures.

Despite this the Act requires recognition of the principles of the Treaty of Waitangi and a resource management partnership between government and Maori. The challenge is to integrate these differing expectations, values, and decision making processes into the management of the resources of Marlborough.

7.3.2 OBJECTIVE - CULTURAL AND HERITAGE VALUES

Buildings, sites, trees and locations identified as having significant cultural or heritage value are retained for the continued benefit of the community.

Occupation of land and coastal areas in Marlborough has left a rich legacy of important links to our past. Maintenance of these links allows future generations to understand the past.

7.3.3 POLICY - CULTURAL AND HERITAGE FEATURES

Protect identified significant cultural and heritage features.

In the past many historic and archaeological or culturally significant features both recorded and unrecorded have been inadvertently damaged or violated by activities such as land development and shoreline works.

7.3.4 METHODS

(a) Resource management plans will identify and where appropriate provide protection for significant features. These features may include:

- features defined by the Historic Places Act and recorded by the Historic Places Trust including buildings and structures, historic areas, archaeological sites, traditional sites, buildings of significance to Tangata Whenua (including Marae);
- sites of significance to iwi; and
- notable and historic trees.

The Historic Places Act enables the identification and protection of culturally significant features and the plans will contain mechanisms to assist the

protection of them. The Royal New Zealand Institute of Horticulture have been involved in the identification of trees of significance.

- (b) A register of protected sites, buildings and trees will be maintained by Council.

The protected sites, buildings and trees information will be drawn from the Historic Places Trust Register and the work of the Royal New Zealand Institute of Horticulture and the New Zealand Archaeological Association Site Record files.

- (c) To develop with iwi, a means of consultation recognising and providing for sites of significance to iwi.

It is recognised that a number of sites of significance to iwi may not be included within publicly available databases. For this reason a method of consultation will be developed with iwi to ensure that their values are protected.

- (d) Resource management plans will recognise heritage orders as a means to avoid, remedy or mitigate adverse effects of activities on heritage values.

Provisions will be made in resource management plans to give effect to any requirement made by a heritage protection authority under Section 189 or 189A of the Resource Management Act.

- (e) Investigate other means (outside resource management plans) to ensure protection of significant features.

There are a number of techniques other than through resource management plans, which could be used to give protection to significant features. These may include rates relief, advice, information and education.

7.3.5. OBJECTIVE - CULTURAL VALUES

Recognise and accommodate the diversity of cultural values that exist within the community.

While this objective is unable to change the fundamental opinions of Marlborough residents, plan preparation and content must embody cultural tolerance and accommodate all cultures within its processes.

7.3.6 POLICY - IWI CONSULTATION

Provision will be made for iwi consultation during the plan preparation and the administration process.

The Resource Management Act requires a full partnership in resource management between government and Maori. This involves the Marlborough District Council and all local iwi.

7.3.7 METHODS

(a) Council will facilitate consultation with iwi at the following stages in the resource management processes:

- issue definition;
- plan preparation;
- plan approval;
- plan change; and
- prior to consideration of resource consents.

This partnership with iwi recognises the relationship required by the Treaty of Waitangi. As well as this level of participation, iwi can also participate in the usual public processes of submission.

(b) Provide for iwi representation on the Council Committee responsible for resource management.

7.3.8 POLICY - CULTURAL DIVERSITY

Provide for cultural diversity in housing, recreation, and other resource use.

It is appreciated that different cultural groups may benefit from being allowed to develop and use resources in ways specifically applicable to their culture. This includes the development of marae and papakainga housing.

7.3.9 METHOD

During the process of Plan preparation or change Council will respond to requests from cultural groups to incorporate provisions which allow resource use in a culturally sensitive manner.

In the absence of detailed knowledge of specific cultural expectations Council can only respond to requests from such groups.

7.3.10 ANTICIPATED ENVIRONMENTAL RESULTS

- (a) Inclusion of cultural and heritage values within the preparation process, content and implementation of the Marlborough Sounds and the Wairau/Awatere Resource Management Plans.

Understanding and incorporating cultural and heritage values into the planning process requires changes in the mechanisms used to accommodate alternative decision making processes and values attached to objects and features. Negotiation, consensus and consultation are important to the accommodation of cultural diversity into planning mechanisms.

This accommodation will require a strengthening of the resource management partnership between Council and iwi.

- (b) Inclusion within resource management plans of provisions for culturally sensitive housing and resource use as a response to requests from specific groups.

The test of the cultural sensitivity of the plans is the ability for groups with different beliefs and values to be accommodated within the regulatory framework of the plan. Group housing, extended family living and traditional food harvesting all require recognition within plans where they need special or different considerations.

7.4 NATURAL HAZARDS

7.4.1 DESCRIPTION OF ISSUE

Natural hazards may damage and destroy property and threaten the safety of people.

Significant natural hazards occurring in Marlborough include instability and flooding. Earthquakes cause instability and earth movements which can damage property. Rainfall also causes instability as well as flooding. Drought causes damage to primary production systems and increases fire risk. Different topographic units are more prone to separate hazards than others. Instability affects steep lands and flooding affects the lowlands and plains.

Practical measures to avoid, remedy or mitigate the effects of natural hazards will only be possible within the capability of the community and Council resources.

7.4.2 OBJECTIVE - NATURAL HAZARDS

Avoid or mitigate the actual or potential effects of loss or damage to life or property from natural hazards.

Marlborough has a relatively high risk of natural hazards. Natural hazards are the result of natural processes and produce financial loss or physical damage to property or threaten life.

7.4.3 POLICIES - HAZARD MITIGATION

- (a) Restrict land use activities in areas of known natural hazard.
- (b) Restrict land use activities which would increase the risk of natural hazards to property and life.

Land use activities should take into account any known natural hazard which could potentially affect that activity. This may, in certain circumstances, require special design, careful location, or specific construction techniques. It is also possible that the potential risk may be so severe as to preclude a particular activity.

Restrictions are sometimes necessary to provide for community safety.

- (c) Recognise that decisions have been made in the past to highly modify the floodways of the Wairau River system for the purpose of flood protection of the main Wairau flood plain, and Blenheim in particular, and that these historical decisions are now irreversible.

Originally the Wairau River flowed in a wide braided channel across the entire floor of the Wairau Valley. Extensive modification of the natural functioning of this system has occurred over the last century. The river now flows within a confined channel along the northern margin of the Plain. The urban and rural development on the Plain makes the process irreversible.

Council must now manage and maintain the river within the present recognised channel for reasons of public safety and protection of property.

7.4.4 METHODS

- (a) Provision in resource management plans for controls to regulate activities in areas of known natural hazard.

These controls will restrict some activities which are likely to increase the risk of natural hazards or require special attention to design. This method recognises that provision for natural processes is the preferred response to a natural hazard.

- (b) That a management plan be prepared for the Wairau River floodway system with the objective to maintain and upgrade these highly modified floodway systems to the intended and desired uniform standard of flood protection.

That plan will be prepared and notified as a separate stand alone document. Eventually it will become an integral part of the wider Wairau/Awatere Resource Management Plan.

- (c) Incorporate within resource management plans land disturbance controls and guidelines to avoid, remedy or mitigate the effects of activities which increase the risk of natural hazards.

These controls and guidelines will apply to land disturbance for activities such as excavation, earth disturbance, vegetation removal, and fire. They will require that the best practicable means is undertaken to ensure that effects are minimised and will be targeted at those most likely to carry out these activities.

An interim plan for Land Disturbance Control will be prepared and notified. Eventually that plan will become an integral part of each of the two resource management plans.

- (d) Record and maintain a register of known hazard areas, identifying sites at risk to flooding, sea level rise and land instability.

The Council will establish and maintain a register of known hazard prone areas and use this register as a basis to assess applications for resource consents under the Resource Management Act or building consents under the Building Act. The register will be expanded to avoid the effects of sea level rise when national guidelines have been developed.

- (e) That an education programme be undertaken to provide information on the effects of natural hazards.

This programme will publicise the effects of natural hazards on land ecosystems.

7.4.5 ANTICIPATED ENVIRONMENTAL RESULT

No lives are lost due to natural hazards. Property damage from flood and earth movement is avoided, remedied or mitigated. No inappropriate development occurs within known hazard prone areas.

It is important that the safety of the community and the integrity of buildings and their sites are maintained. Developers of known hazard sites need to recognise the risks of damage to property and either make suitable design adjustments or relocate to a safer site.

7.5 ENERGY

7.5.1 DESCRIPTION OF ISSUE

Council's main role in relation to energy is to ensure that the adverse environmental effects of its use and production are avoided, remedied or mitigated. In so doing Council recognises that the use of energy is vital to the wellbeing of the community.

Efficient use of energy reduces the demand for energy resources and in turn, any adverse environmental effects associated with its production. To ensure that energy is available to future generations, the use of renewable energy resources is required today. Renewable energy resources include water, solar, wind and biogas.

Energy efficiency is an integral component of the sustainable management of Marlborough's natural and physical resources.

7.5.2 OBJECTIVE - ENERGY PRODUCTION AND USE

Promotion of the efficient production and use of renewable energy resources, consistent with the duty to avoid, remedy or mitigate any adverse effects on the environment.

Greater use of renewable energy sources and increased efficiency of energy use is sought for Marlborough. Use of energy is important for social and economic well-being. The sustainable management of energy resources will avoid, remedy or mitigate any adverse environmental effects of its production and use.

7.5.3 POLICIES - ENERGY

- (a) Enable people and communities to provide for the efficient use of energy in relation to:
- urban form, subdivision patterns and lot alignment;
 - design, location and operation of buildings and other structures; and
 - use of energy saving technologies in transport, industrial, commercial and residential situations.
- (b) Encourage the production and use of renewable energy resources, consistent with the duty to avoid, remedy or mitigate any adverse environmental effects.

Under the Resource Management Act, the Council has a role in promoting the sustainable management of energy. Energy efficiency promotes the sustainable management of natural and physical resources by: reducing the demand on resources used to produce energy; conserving energy as a resource; and reducing the need for new production facilities, thereby limiting the adverse effects of such facilities on the environment.

7.5.4 METHOD

- encourage energy efficient subdivision patterns and lot alignment;
- encourage the dissemination of information to promote efficient energy use and the adoption of appropriate energy production and use technologies;
- encourage inter-agency co-operation to research the available energy sources and appropriate energy technologies for Marlborough;
- ensure that buildings comply with the insulation requirements of the Building Act 1991;
- advocate to central government the need for a national policy to co-ordinate efficient energy production and use.

By promoting both energy efficiency and the use of renewable energy resources, dependence on non-renewable energy sources (fossil fuels) is reduced. Sustainable energy production ensures that energy is available for future generations.

7.5.5 ANTICIPATED ENVIRONMENTAL RESULT

- the sustainable management of energy resources;
- improved energy efficiency;
- reduced adverse effects on the environment resulting from production and use of energy.

The use of renewable sources and the efficient use of energy are essential to ensure the District's energy future.

PROTECTION OF visual FEATURES

Marlborough has a wide variety of visual features, ranging in importance from nationally significant, through distinctive, to those of less importance. In many cases the landscape is characterised by change, imposed either by natural processes, or by the use of resources.

8.1.1 DESCRIPTION OF ISSUE

The nature and character of the natural and built features which make up the landscape of Marlborough can be affected by various activities.

The visual character of Marlborough falls into the following types:

- indigenous;
- working; and
- built.

The indigenous landscape is composed of the unmodified alpine and mountain grasslands, native forests in the Sounds and the north and western ranges, and unaltered beaches and bays. Other areas include those dominated by indigenous vegetation, such as oversown tussock grasslands, native trees and shrubland species, and coastal plant associations.

The working landscape is composed of the dynamic rural landscape utilised for primary production, including both land and water based activities. It is predominantly composed of introduced species such as pine forests, pasture grasses, arable, viticultural and horticultural crops, mussels and salmon. The working landscape includes structures and associated activities involved in creating economic benefits from the use of land and water. Fences, tracks, sheds, rafts, and other structures all form part of the character of the working landscape.

The built landscape includes towns and settlements ranging from Blenheim, the major town, to small seaside communities such as Rarangi and Ngakuta Bay. These landscapes are dominated by buildings, roads, and utilities such as telecommunication facilities, power, and street lighting reticulation.

The boundaries between these landscapes are not absolute and consequently there is overlap between them when managing landscape at the regional level. Landscapes are constantly changing and therefore cannot be assumed to be a static measure.

8.1.2 OBJECTIVE - VISUAL CHARACTER

The maintenance and enhancement of the visual character of indigenous, working and built landscapes.

Each of the different landscape types have a nature and character of their own which create harmony and coherence within each unit. This objective seeks to ensure that the diversity of landscapes are recognised and not diminished by land and water based activities.

8.1.3 POLICY - OUTSTANDING LANDSCAPES

Avoid, remedy or mitigate the damage of identified outstanding landscape features arising from the effects of excavation, disturbance of vegetation, or erection of structures.

The Resource Management Act requires the protection of outstanding landscape features as a matter of national importance. Further, the New Zealand Coastal Policy Statement requires this protection for the coastal environment. Features which satisfy the criteria for recognition as having national and international status will be identified in the resource management plans for protection. Any activities or proposals within these areas will be considered on the basis of their effects on the criteria which were used to identify the landscape features.

The wellbeing of the Marlborough community is linked to the quality of our landscape. Outstanding landscape features need to be retained without degradation from the effects of land and water based activities, for the enjoyment of the community and visitors.

8.1.4 METHOD

Identify within resource management plans outstanding landscape features which are recognised as regionally, nationally, and internationally outstanding and using controls and processes to protect the characteristics of those landscapes which are significant.

The criteria used to define specific landscape features as outstanding will be used to assess the effects of activities proposed in or adjacent to them. Excavation, soil disturbance, vegetation removal, and the erection of structures can affect the nature and character of identified outstanding landscape features.

Resource management plans will include the processes to identify outstanding features and if necessary the rules to protect them.

Protecting the nature and character of outstanding landscape features will allow their continued use for any purpose which does not degrade the characteristics which make the feature outstanding.

National listing of outstanding features can be undertaken by Department of Conservation, the New Zealand Historic Places Trust and the Marlborough District Council. Heritage orders are created under the Resource Management Act to protect places of special heritage value and to allow for their enjoyment.

8.1.5 POLICY - NATURE & CHARACTER

Promote enhancement of the nature and character of indigenous, working, and built landscapes by all activities which use land and water.

Each of the indigenous, working, and built landscapes have their own nature and character. This policy seeks to define and promote the elements which create that character including the harmony and coherence within. This will then allow resource users to address the effects of their activities on the landscape.

Within the working landscape it is important to recognise that the dynamic nature of productive systems results in major cyclic changes in the appearance of the landscape. This is evident in systems, such as commercial forestry or arable cropping where harvesting removes all the vegetation for a period.

8.1.6 POLICY - NATURAL CHARACTER OF THE COASTAL ENVIRONMENT

Preserve the natural character of the coastal environment.

The natural character of Marlborough's coastal environment needs to be retained without degradation from the effects of land and water-based activities. Natural character includes the land and water ecosystems of the coast, and the interactions within and between those ecosystems. Chapter 1 of the New Zealand Coastal Policy Statement contains criteria which describe this.

Open space plays an important role in the natural character of Marlborough's coastal environment. Natural character includes the qualities which give the Marlborough coast a recognisable character.

Managing natural character enables resource users to address the effects of their activities on the coastal environment.

8.1.7 METHODS

- (a) Define those criteria which describe the nature and character of landscapes and determine the amount of change permissible.
- (b) Establish controls in resource management plans to manage the effects on landscapes of activities which seek to introduce adverse elements.
- (c) Define those criteria which describe the natural character of the coastal environment and determine the amount of change permissible. Also, establish controls in resource management plans to manage the effects of activities which have the potential to alter the natural character of the coastal environment and require rehabilitation where appropriate.

Major changes in the landscape occur when new elements are first introduced which conflict with the character already there. For example, the first mussel farm into a bay changes the bay from a smooth water surface while additional mussel farms merely add to the change.

Major changes also occur when the boundaries between the sea, land and sky are broken. These macro landscape elements define the limits of vistas and their boundaries create major lines in the landscape. Activities which break

these lines create major changes in the landscape. For example, towers on hill tops, quarrying on sky lines, tall buildings in town, and jetties on the coast all break the line between major landscape elements.

Control of the change to macro landscape elements is necessary to maintain the visual harmony provided in the character of the landscape.

- (d) Incorporate guidelines within and alongside resource management plans to encourage activities to develop in the context of their surrounding landscape.

Land and water based activities will be encouraged to develop in harmony with and enhance the nature and character of their surrounding landscape. Marlborough is predominantly rural with small settlements scattered at strategic locations.

Education and information are seen as effective means of achieving landscape objectives.

8.1.8 ANTICIPATED ENVIRONMENTAL RESULT

There is clear differentiation between landscape types shown by protection of outstanding landscape features, and the maintenance of those criteria which define the nature and character of indigenous, working, and built landscapes.

The features which make the landscape special need to be recognised and protected to ensure that what we enjoy now is available for future generations to also enjoy. The diversity between and within landscapes is important to the values which we place on those landscapes. Outstanding landscapes need to be protected in a form similar to their present form, while the working and built landscapes need to accommodate and reflect the dynamics of their use and development.

CONTROL OF waste

Waste is composed of solid, liquid, and gaseous material which may be classed as hazardous, toxic, or inert. Waste is generated as a consequence of using and developing resources. Waste should be collected and managed in a way which avoids, remedies or mitigates adverse effects on the environment.

9.1.1 DESCRIPTION OF ISSUE

Disposal of waste can degrade the environment by producing contaminants which disrupt and disturb the function of ecosystems and infringe the values the community hold for the environment.

Solid waste is separated into inert and organic [compostable] material. Inert material includes most household refuse, rock, soil, treated timber waste, and mussel shell. Organic material includes green material, fish waste, and untreated saw dust, and is 40 - 60% of landfill waste by volume.

Liquid waste is composed of hazardous and toxic material, as is gaseous waste. Liquid waste includes industrial trade waste, sewage, storm water, oil, land fill leachate, and agriculture and timber treatment residues.

Gaseous waste includes landfill gases, industrial fumes, smoke from home fires and burn-offs (land clearance), odours, greenhouse gases, and spray drift.

Waste disposal in the past has generally meant discarding the material into the environment with little appreciation of the effects on the environment. Waste material contaminates, pollutes, interferes with ecological processes, and makes the environment unpleasant for people.

There is an internationally recognised hierarchy of responses to waste management and these themes are incorporated into this Statement. The themes are reduce, reuse, recycle and recover.

9.1.2 OBJECTIVE - CONTROL OF WASTE EFFECTS

To avoid, remedy or mitigate the effects of waste and contamination on the environment.

Under Section 30 of the Resource Management Act the Marlborough District Council has responsibility for the control of discharges of contaminants into and onto land, air or water, and discharges of water into water. This relates to both

fresh and marine water. Inefficient resource use generates waste and uses resources up more quickly than is necessary. Waste disposal produces contaminants which degrade resources and damage water and land ecosystems.

Providing for community wellbeing by allowing use and development of resources places the responsibility for waste management and disposal on those resource users. The council provides domestic waste disposal and sewage collection services and needs to act as a responsible resource user, as do all other users who produce solid, liquid, or gaseous wastes.

9.1.3 POLICIES - HAZARDOUS SUBSTANCES

- (a) Address the issue of existing potentially hazardous substances within Marlborough.

The past and present use of hazardous substances present concerns in the environment and a threat to the function of ecosystems and the wellbeing of future generations.

Hazardous substances can disrupt the function and damage the life supporting capacity of ecosystems. There is a need to address hazardous substances to prevent their effects in the future. Containment, deactivation, and safe disposal is needed for those hazardous substances which presently occur in the environment.

- (b) Develop and promote safe management systems for hazardous substances.

There is an urgent need to ensure that existing and future use and disposal of hazardous substances does not add to the present legacy of contaminated sites, inadequate storage, and degraded habitats. Use, storage, transport, and disposal of hazardous substances all have the potential to contaminate the environment. Hazardous substance management extends beyond the boundaries of Marlborough and is controllable, in parts, under several separate statutes.

9.1.4 METHODS

- (a) Advocate to the Minister for the Environment for a coordinated national response to the treatment of known contaminated sites, disposal of existing hazardous waste, and management of hazardous substances.

The problems generated from hazardous substances are not confined to Marlborough. It is considered that a national response is required for the treatment of contaminated sites and for the disposal of hazardous substances no longer required.

- (b) Investigation of potentially contaminated sites will be carried out and remedial works will be required to remedy or mitigate effects.

It is known that past activities have left a legacy of contaminated sites, which may affect the water quality in wetlands, lakes, and rivers. The Council will investigate those sites suspected of being contaminated and will enforce remedial action where it is able.

- (c) Prepare a regional inventory and strategy for the management of existing hazardous substances.

There is very little information about the type, volume and location of hazardous substances stored in Marlborough. Before any plan to treat and dispose of this material is possible, information about the scale of the problem is essential.

- (d) Establish a public facility for the collection and storage of some hazardous substances.

There is a need to provide for the collection and storage of hazardous substances derived from Marlborough based activities.

9.1.5 POLICIES - WASTE MINIMISATION

- (a) Advocate to the Minister for the Environment for development of national systems to address waste minimisation and environmental accounting for the cost of resources which ultimately are disposed of as waste.

There is a need to have a national approach to ensure that the creation and disposal of waste receives consideration during the use and development of resources. Presently the costs associated with waste disposal is not a major consideration to resource users. National coordination is needed to ensure equity between regions and resource users irrespective of location.

- (b) Encourage producers of waste to:

- Reduce at source the production of all forms of waste.

Waste minimisation is seen to be the most effective way to reduce the effects of waste in the environment. This places a responsibility on resource users to address the efficiency of their activities.

- Reuse the constituents of waste wherever possible.

One persons waste is another persons resource. Waste is an individual perception of the usefulness of material. By shifting material between users and activities the amount of waste generated can be considerably reduces.

- Recycle waste into useful products.

Many waste products are able to be recycled to be reused. Composted organic material, and reconstituted paper, plastic, aluminium, oil, and glass reduce the level of waste in the environment.

- Recover components from waste to produce useful products.

Many waste products contain reusable components which can be recovered prior to disposal. This recovery generally involves some physical or chemical processing to separate the reusable components from the waste. Due to the economies of such processes they are generally only viable where waste volumes are high.

- (c) Promote best practicable means of disposing of waste which cannot be reused, recycled or that remain after recovery processes.

Disposal of waste which cannot be reused, recycled, or recovered must be undertaken in a way which minimises contamination of the environment.



9.1.6 METHODS

- (a) Prepare a regional waste management strategy to promote waste reduction and management.

The waste management strategy will contain mechanisms to address waste minimisation and the safe management and disposal of waste in Marlborough.

- (b) Control the effects of waste disposal within resource management plans to avoid, remedy or mitigate contamination, damage to ecosystems, or reduced resource potential.

Plans will set limits and standards on the state of resources, and also criteria for conditions on consents to minimise the adverse effects of waste disposal.

- (c) Activities creating significant volumes of waste may require resource consent approval within resource management plans.

If significant volumes of waste will be produced from a particular activity then it may require consideration as a resource consent.

- (d) Undertake an education programme to provide information on ways to minimise the effects of waste disposal on the environment.

This programme will be targeted to resource users and producers of waste, including household, primary production, and industrial sources of waste.

- (e) Support research into the applicability of alternative methods of waste minimisation and disposal in Marlborough.

There is considerable international research into alternative waste systems. Research into the applicability of these systems for use locally is required before Council can allow their widespread implementation.

Examples of these techniques are waste assimilation technologies which incorporate waste disposal with primary production activities. The content of many wastes could be made available as nutrients for primary production systems.

There are also a number of waste disposal techniques which can enhance conservation values, such as the use of artificial wetlands for liquid waste assimilation.

9.1.7 ANTICIPATED ENVIRONMENTAL RESULTS

- (a) The function of land and water ecosystems are progressively less affected by contamination from waste treatment or disposal.

There is a need to reduce the volume of material disposed of as waste. To achieve this reduction requires a greater recognition of the use of materials presently disposed of as waste.

- (b) The cultural values attached to the environment, including specific sites and locations can be enjoyed by the community.

Cultural and heritage values attached to the environment have been damaged by past activities. Some traditional food gathering areas are contaminated. As waste management improves the damage to culturally sensitive areas will be reversed.

MONITORING AND **review**

10.1 INTRODUCTION

Marlborough relies on the availability and quality of its rich natural resources for social and economic wellbeing. Provision for that wellbeing will continue to place demands on the use and development of natural and physical resources. To sustain current and future levels of social and economic activity we need to work in harmony with the environment.

There is an expectation within the community that future good environmental quality will be assured. To ensure environmental quality in the future we need commitment to environmental monitoring on a long term basis. Monitoring will allow the community to gauge the effects of resource use on the quality of the environment.

The Resource Management Act recognises the value of monitoring and gives local authorities major responsibilities in this area. Section 35 of the Act requires the Council to monitor;

- the state of the environment in Marlborough to the extent necessary to carry out its functions;
- the suitability and effectiveness of its policies and plans;
- the exercise of any functions transferred to other agencies; and
- the exercise of resource consents.

Sections 62, 67 and 75 of the Act reinforce the need for monitoring of policy statements and plans prepared by local authorities.

The New Zealand Coastal Policy Statement refines the Council's monitoring role in respect of the coastal environment.

The Council has not as yet transferred any of its functions as provided for in section 33 of the Act. Consequently it has not been necessary to develop a monitoring procedure to deal with this matter. If functions are transferred at some later stage then a monitoring procedure will be developed.

The process for monitoring the suitability and effectiveness of the resource management plans prepared by the Council, will be set out in the plans themselves. However results from monitoring that is carried out in respect of this Regional Policy statement, general state of the environment monitoring and compliance with resource consent conditions will also be

used to assess the suitability and effectiveness of the objectives, policies and methods in resource management plans.

The following sections will detail the process by which the Council will monitor the effectiveness of this Regional Policy Statement, state of the environment and compliance with resource consent conditions. Community involvement in monitoring and managing the information resulting from monitoring will also be discussed in the following sections.

10.2 INVOLVING THE COMMUNITY

Maintaining good environmental quality is essential to satisfying the expectations of: cultural, health, conservation and recreation groups; our primary production industries, including viticulture, horticulture, agriculture, forestry, fisheries and aquaculture; and our tourism opportunities; and exporters and our overseas markets.

In short, maintaining good environmental quality is a prerequisite to Marlborough sustaining its community wellbeing into the future.

Resource users need to measure the effects of their activities and to set those measurements alongside standards and criteria defining environmental quality. This will enable responsible management of the effects of activities always having regard to the agreed environmental standards. In the resource management context, environmental monitoring is a key to achieving sustainable resource management.

There is a need for the community and all resource users to participate in environmental monitoring. A desirable objective is that of informed resource users monitoring their own activities with Council performing an audit function. Council is then able to act as a focus from which environmental information may be communicated to resource users.

This information can give both positive and negative signals to resource users. Positive to affirm and encourage good practices and negative to dissuade and exert pressure on activities with effects which threaten the quality of the environment or the wellbeing of the community - through poor, misguided or mismanaged practice.

10.3 MONITORING AND INFORMATION MANAGEMENT

The process of monitoring includes the collection of data, and with data collection comes the need for an information management system. The information management function includes storage, analysis and presentation of data collected. The linkage to monitoring is established by making the data collected meaningful and understandable thereby allowing judgements and decisions to be made.

In managing information Council will facilitate joint ventures with other agencies and enter into co-operative agreements to maintain information bases about the condition of the resources of Marlborough. The opportunities for local joint ventures already exist with the local Marlborough Research Centre. Importantly therefore, Council needs to identify ways and means of monitoring and reporting environmental information to the community in an open and understandable way.

The effectiveness of policies and plans will become apparent when the results of environmental and resource consent monitoring programmes are collated and reviewed against the anticipated outcomes of those policy.

10.4 MONITORING THIS REGIONAL POLICY STATEMENT

A full review of this Regional Policy Statement is required within ten years of it becoming operative. However changes to this Statement may be made at the request of any Minister of the Crown or the Council prior to that time. Any change must be made in consultation with Ministers of the Crown, adjoining local authorities and iwi, but may also include any other persons.

Monitoring of this Regional Policy Statement will be linked to state of the environment monitoring.

The following table contains the broad environmental criteria which will be monitored to determine the effectiveness of this Regional Policy Statement. The list of criteria is derived from the anticipated environmental results identified for each significant resource management issue. Review of the effectiveness of this Statement will involve the comparison of the results obtained by monitoring with the anticipated environmental results for each issue. In this way it will be possible to determine the effectiveness of the policy and methods in achieving the objectives established by this Statement. Part of this procedure will test the appropriateness of the objectives chosen to address the resource management issues. Monitoring will include consultation with iwi to ensure the continued cultural relevance of objectives and policies within this Statement and the achievement of iwi aspirations relating to resource management.

Environmental Criteria for Monitoring

ENVIRONMENTAL CRITERIA	ENVIRONMENTAL COMPONENTS
water quality	freshwater ground water marine water
contaminant levels	discharges runoff
state of habitat - species present	freshwater marine land
water quantity	ground water surface water
highly productive soils	area current use
soil	fertility erosion capability structure
transportation systems	safety efficiency
utilities	efficiency availability
settlements	population employment commerce industry
environmental health	water supply quality air quality noise
primary production	viability species diversity
reserves	usage ecosystems
natural hazards	sites events
resource consents	mitigation system effectiveness compliance condition effectiveness

Identifying the various key indicators for monitoring the effectiveness of this policy statement and the state of Marlborough's environment in general is the key to environmental monitoring. The table demonstrates the environmental criteria and components for monitoring within which key indicators can be established. These indicators will be used to monitor specific parts of the environment. Monitoring information can then be used to assess both the state of Marlborough's environment and the effectiveness of policies and plans in promoting the sustainable management of the natural and physical resources of Marlborough. This monitoring includes the effectiveness of this Regional Policy Statement.

Environmental indicators and specific monitoring activities will be developed through Council's State of the Environment Monitoring programme. The principles for which are explained under 10.5 below.

The following example in relation to water further explains the relationship between the table above, environmental indicators and monitoring activities. Environmental criteria stemming from the objectives and anticipated environmental results of the Regional Policy Statement direct the monitoring of water quality, contaminant levels in discharges and runoff, the state of habitat indicated by the species present in water ecosystems, and water quantity. An environmental indicator for water quality is the concentration of faecal coliform and enterococci bacteria to determine the suitability of water for shellfish consumption and bathing. Thus, the monitoring activity is the measurement of the level of these bacteria. Contaminant levels can be assessed for their impact on water quality. Habitat can be monitored in a number of ways but usually involves an assessment of the species present and assessment of the health of vulnerable species, as an indicator of habitat wellbeing. Finally, water quantity monitoring could be carried out by using surface water flow as an indicator and measuring this at a number of representative sites in the district. Monitoring water levels in wells would provide information on groundwater levels in aquifers.

10.5 A STRATEGY FOR STATE OF THE ENVIRONMENT MONITORING

A strategy for state of the environment monitoring in Marlborough is essential to ensure comprehensive monitoring, analysis and reporting is achieved.

The following principles will be foremost in the strategy developed for monitoring the natural and physical resources of Marlborough.

- (a) There will be a long term commitment to monitoring by the Council.
- (b) Ownership of the monitoring programme by the community and other monitoring agencies.
- (c) Monitor the effects of activities by resource users. The Council as a resource user will lead by example.

- (d) The scale and scope of monitoring will change with time as additional information needs become apparent. The approach to implementing the strategy will be flexible.
- (e) The initial stages in the development of monitoring programmes will be incremental. A first step will be to review the extent of activity by others to avoid duplication of monitoring efforts wherever possible.
- (f) Effective information management is essential to effective review following monitoring.
- (g) Council will prepare and approve an annual programme of monitoring activities.
- (h) Council will annually report to the Marlborough community in a State of the Environment Report. This report will:
 - identify environmental trends of importance;
 - recommend changes in activities in order that expectations for environmental quality are met; and
 - be a signpost to more detailed reporting where appropriate.

10.6 MONITORING RESOURCE CONSENTS

As a consent authority Council needs to monitor the exercising of resource consents to ensure that:

- the exercise of consents is not having adverse effects on the environment, and
- the consent holder is in fact complying with any conditions attached to the consent granted.

While the results of such monitoring feeds into the overall pool of knowledge there is a strong equity theme within compliance monitoring that all resource users meet the conditions of consents they hold.

While the effects of a single activity may be monitored by the Council, the cumulative and combined effects of all activities within the environment are more difficult to assess, and are often overlooked. Over time, the cumulative effect of all activities may have a significant adverse effect on the environment which may not have been foreseen in the consideration of individual consents. Close consideration will be given to the cumulative effects of resource consents when developing a strategy for monitoring in Marlborough.

glossary

The words or phrases which are in *italics* are definitions taken from the Resource Management Act 1991. Any word not defined by the Act or this Glossary has the meaning given by the Concise Oxford Dictionary, Eighth Edition 1990.

Act

means the Resource Management Act 1991 including any amendments.

Amenity value

means those natural and physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.

Coastal marine area

means the foreshore, seabed, and coastal water, and the air space above the water -

- *Of which the seaward boundary is the outer limits of the territorial sea:*
- *Of which the Landward boundary is the line of mean high water springs, except that where that line crosses a river, the landward boundary at that point shall be whichever is the lesser of -*
 - *One kilometre upstream from the mouth of the river; or*
 - *The point upstream that is calculated by multiplying the width of the river mouth by 5.*

Coastal water

means seawater within the outer limits of the territorial sea and includes -

- (a) *Seawater with a substantial freshwater component; and*
- (b) *Seawater in estuaries, fiords, inlets, harbours, or embayments.*

Commercial fishing

means the taking of fish, shellfish, or marine vegetation from wild stocks for the purpose of sale or trade, but excludes marine farming.

Contaminant

includes any substance (including gases, liquids, solids, and micro-organisms) or energy (excluding noise) or heat, that either by itself or in combination with the same, similar or other substances, energy, or heat -

- (a) *When discharged into water, changes or is likely to change the physical, chemical, or biological condition of water; or*
- (b) *When discharged onto or into land or into air, changes or is likely to change the physical, chemical, or biological condition of the land or air onto or into which it is discharged.*

Council

means the Marlborough District Council.

Discharge

includes emit, deposit, and allow to escape.

Ecosystem

means a dynamic complex of plant, animal and micro-organism communities and their non-living environment, interacting as a functional unit.

Effect

includes-

- (a) *Any positive or adverse effect; and*
- (b) *Any temporary or permanent effect; and*
- (c) *Any past, present, or future effect; and*
- (d) *Any cumulative effect which arises over time or in combination with other effects - regardless of the scale, intensity, duration, or frequency of the effect, and also includes-*
- (e) *Any potential effect of high probability; and*
- (f) *Any potential effect of low probability which has a high potential impact.*

Environment

includes -

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

Esplanade area

includes esplanade reserves, esplanade strips, and access strips as defined by the Act.

Freshwater

means all water except coastal water and geothermal water.

Habitat

means the place or type of site where an organism or population normally occurs.

Hazardous substance

means any substance which may impair human, plant, or animal health or may adversely affect the health or safety of any person or the environment, and whether or not contained in or forming part of any substance or thing; and -

- (a) *Includes substances prescribed by regulations as hazardous substances; but*
- (b) *Does not include substances prescribed by regulation as not being hazardous substances.*

Intrinsic values

in relation to ecosystems, means those aspects of ecosystems and their constituent parts which have value in their own right, including -

- (a) *Their biological and genetic diversity; and*
- (b) *The essential characteristics that determine an ecosystem's integrity, form, functioning and resilience.*

Iwi

means a unit of Maori social and economic organisation comprised of many sub groupings. A purpose orientated confederation based on genealogical ties.

Kaitiakitanga

the exercise of guardianship; and, in relation to a resource includes the ethic of stewardship based on the nature of the resource itself

Lake

means a body of freshwater which is entirely or nearly surrounded by land.

Land

includes land covered by water and the air space above land.

Landscape

means natural and built scenery seen in a broad view.

Marine farming

means the activity of breeding, hatching, cultivating, rearing, or ongrowing of fish, aquatic life, or seaweed for harvest; but does not include -

- (a) freshwater fish farming
- (b) any such activity where fish, aquatic life, or seaweed are not within the exclusive and continuous possession of the holder of a marine farming permit issued under the Fisheries Act.
- (c) any such activity where fish, aquatic life, or seaweed being farmed cannot be distinguished or kept separate, from naturally, aquatic life, or seaweed.

Natural and physical resources

includes land, water, air, soil, minerals, energy, all forms of plants and animals (whether native to New Zealand or introduced), and all structures.

Papakāinga

is a general term for Maori housing on Maori land and marae.

Pest

means any organism defined as a pest under the Biosecurity Act 1993.

Point source discharge

means a discharge from a specific and identifiable outlet, onto or into land, air or water.

Port of Picton

includes Picton Harbour and Shakespeare Bay.

Primary products

the output of horticulture, viticulture, forestry, aquaculture and fisheries.

River

means a continually or intermittently flowing body of freshwater; and includes a stream and modified water course; but does not include any artificial watercourse (including an irrigation canal, water supply race, race for the supply of water for electricity power generation, and farm drainage canal).

Settlement

means a town, township or collection of residences or workplaces.

Statement

means this Regional Policy Statement.

Structure

means any building, equipment, or other facility made by people and which is fixed to land, and includes any raft.

Tangata whenua

in relation to a particular area, means the iwi, or hapu, that holds mana whenua over that area.

Treaty of Waitangi (Te Tiriti o Waitangi)

has the same meaning as the word "Treaty" as defined in Section 2 of the treaty of Waitangi Act 1975.

Waahi tapu

a place which is particularly sacred or spiritually meaningful to local iwi. It includes burial grounds and places where significant events have taken place.

Water

- (a) Means water in all its physical forms whether flowing or not and whether over or under the ground:*
- (b) Includes freshwater, coastal water, and geothermal water:*
- (c) Does not include water in form while in any pipe, tank, or cistern.*

Wetland

includes permanently or intermittently wet areas, shallow water, and land water margins that support a natural ecosystem of plants and animals that are adapted to wet conditions.

APPENDIX I - SECTIONS 6, 7 & 8 OF THE ACT

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

APPENDIX II - RECORD OF PREPARATION PROCESS

- Discussion documents: **Toward the best Sounds Management**
- - submissions on these discussion documents
- Public meetings at Picton, Waitaria, Rai Valley, Havelock and Blenheim
- Consultation with iwi
- Discussion with agencies such as Department of Conservation, Ministry of Agriculture & Fisheries, Transit New Zealand.
- Discussions with interest and industry groups such as Marlborough Environment Centre, Royal Forest & Bird Protection Society, Marlborough Forest Owners Association.
- Workshops with Resource Management & Regulatory Committee and submissions from the public at those workshops.
- A draft of this statement was circulated for comment from the Department of Conservation, Ministry for the Environment and Council's legal advisers.
- A draft of this statement was considered at peer review with Ministry for the Environment, Southland Regional Council and Taranaki Regional Council.
- Notification of Proposed Regional Policy Statement.
- Submissions received.
- Notification of Summary of Submissions.
- Further submissions received.
- Hearing of submissions by Resource Management & Regulatory Committee.
- Decisions on submissions made by Resource Management & Regulatory Committee, with consequent amendments made to the Proposed Regional Policy Statement.
- Workshop with full Council.
- Notification of the Marlborough Regional Policy Statement.

This document has been prepared by the Resource Management and Regulatory Committee of the Council consisting of Councillors: Michael Briggs (Chair), Lin Randle, Stella Wadsworth, Liz Davidson, Leon Leslie, Roger Winter, and Mr Merv Sadd (for Michael Bradley, Maori Representative).

Staff primarily involved in the preparation of this Policy Statement were Dave Olliver, Rod Witte, Linda Moffatt, John Good, Fraser McRae, Mary O'Callahan and Steve Riley.

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