

New Zealand Coastal Policy Statement 2010

National Implementation Plan

Prepared by the NZCPS 2010 Implementation Steering Group

July 2011



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Customer/sponsor	Deputy Director-General, Policy Department of Conservation
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Purpose of this document

This document details actions by DOC and its local government partners to support implementation of the New Zealand Coastal Policy Statement 2010 (NZCPS 2010). It has been approved by the project sponsor and will guide external implementation work during the project's life cycle.

The NZCPS 2010 Implementation Steering Group will review the plan and, if necessary, seek the sponsor's approval to amend its contents in response to changing circumstances.

Introduction

The New Zealand Coastal Policy Statement 2010 (NZCPS 2010) is the only mandatory national policy statement under the Resource Management Act 1991 (RMA).

The purpose of the NZCPS 2010 is to state policies to achieve the purpose of the RMA—to promote the sustainable management of natural and physical resources—in relation to New Zealand’s coastal environment. It came into force on 3 December 2010, wholly replacing the NZCPS 1994.

Local authorities are required by the RMA to give effect to the NZCPS 2010 through their plans and policy statements. Resource consent decision-makers must also have regard to relevant NZCPS 2010 policies.

This document¹ identifies priority actions to support the interpretation and implementation of the NZCPS 2010.

It is anticipated that there will be a period in which councils transition from the NZCPS 1994 to the NZCPS 2010. This will include some regional and district council plan changes, through to the review of currently operative planning documents as councils develop second generation plans.

Purpose and audience

The purpose of the National Implementation Plan is to ensure that councils and other decision-makers are well equipped to understand the NZCPS 2010 policies and are supported to implement them. It does this by:

- Providing an integrated and focused approach: spanning regions and districts; and involving decision-makers.
- Ensuring transitional issues are appropriately managed.
- Providing guidance and implementation support on particular topics or areas where necessary.
- Providing for monitoring and evaluation of the NZCPS 2010’s implementation.

The audience for this NZCPS 2010 implementation plan is those agencies with responsibilities for coastal planning and management.

Successful implementation of the NZCPS 2010 requires a close and ongoing working relationship between DOC and local government. A partnership approach has been adopted to support this, overseen by a NZCPS 2010 Implementation Steering Group, which is co-chaired by Local Government New Zealand (LGNZ) and DOC. The role and functions of the Steering Group, and its relationship to other players, are illustrated in figure 1. The Steering Group is supported by a secretariat within DOC’s National Office. The Terms of Reference of the Steering Group is attached in Appendix 1.

¹ Cite as: DOC. 2011. *The New Zealand Coastal Policy Statement 2010 National Implementation Plan*. Wellington: Department of Conservation.

Time frame and review

This NZCPS 2010 implementation plan has a 6-year life, extending from December 2010 to December 2016. It is proposed to review the plan every financial year (following the year end at 30 June) to ensure that it is appropriately focused and continues to meet users' needs.

Priority work streams

The plan identifies four priority work streams to support implementation of the NZCPS 2010:

Stream A—Engagement
Stream B—Guidance and supporting measures
Stream C—Implementation
Stream D—Monitoring

High-level actions for each work stream are described in the remaining sections of this document, and a more detailed project plan for each will be developed. The outcomes sought from those work streams and the relationship between them is illustrated in figure 2.

Links with other initiatives

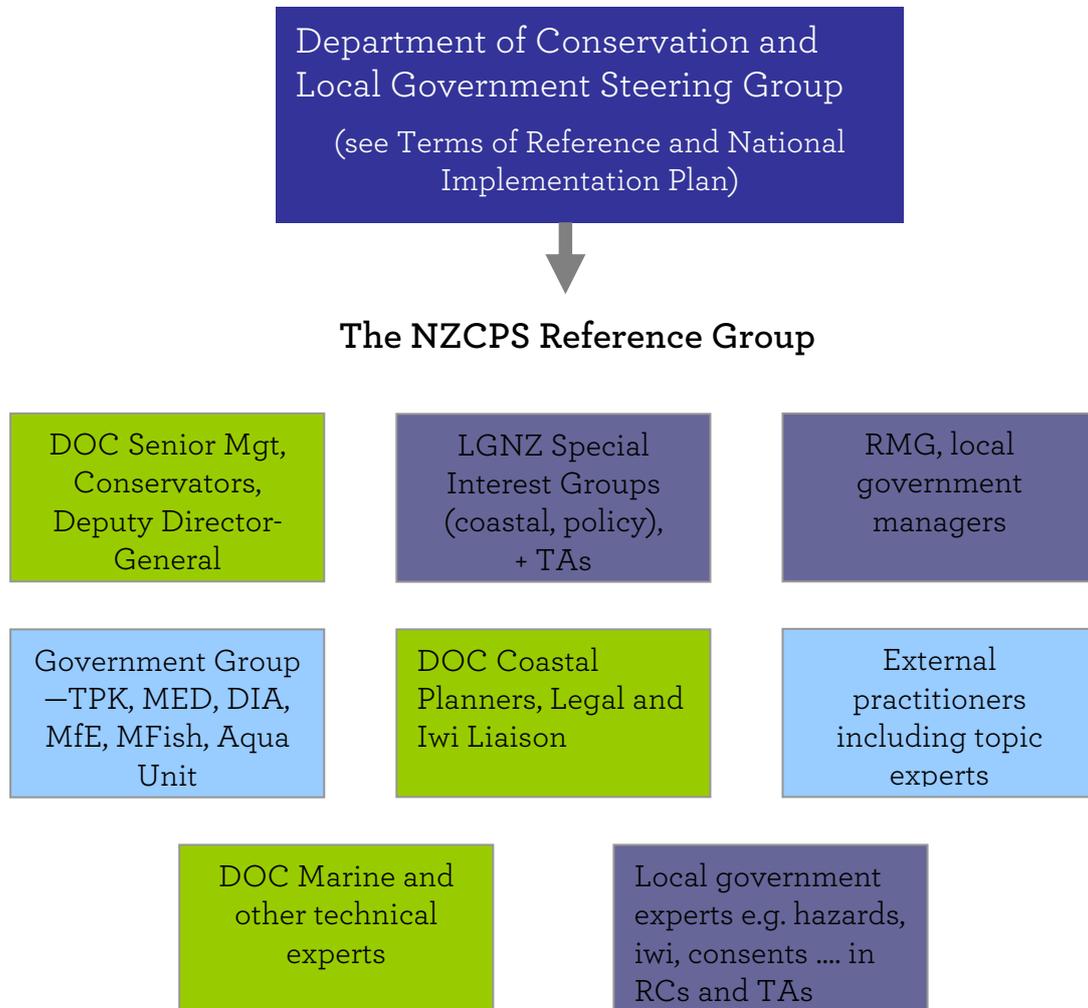
Other national policy statements (NPSs) and government programmes that link with the proposed NZCPS 2010 implementation projects are:

- The Renewable Electricity Generation (REG) NPS.
- The Freshwater Management NPS.
- The Biodiversity NPS.
- Aquaculture reform.
- Implementation of the Marine and Coastal Area Act 2011.
- RMA Stage 2 Reforms.
- Exclusive Economic Zone legislation.

Over the lifespan of this implementation plan, links will be maintained with these NPSs and government programmes, and other relevant central and local government processes. The annual review of this plan will include an assessment of how effectively these links are being managed.

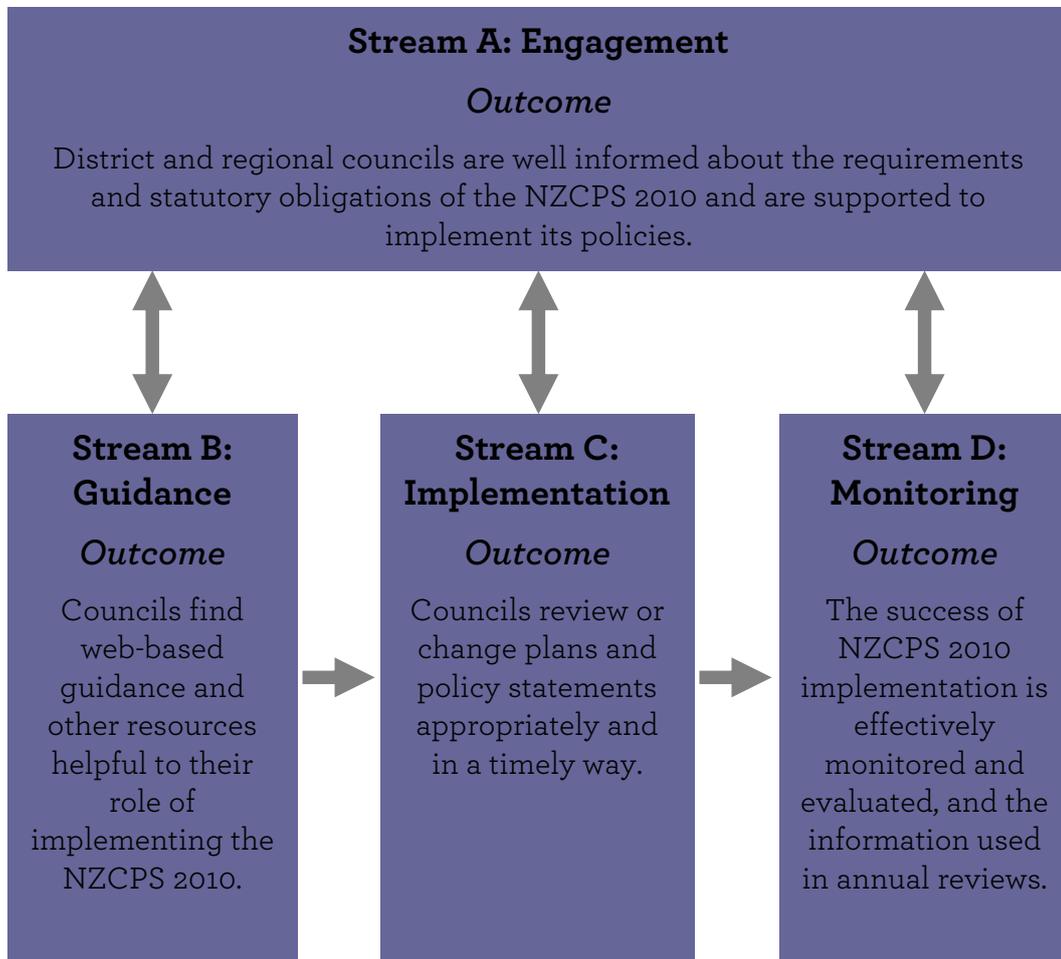
Figure 1: The role and functions of the NZCPS 2010 Implementation Steering Group, and its relationship to other players.

NZCPS 2010 Implementation Structure Diagram



Note that implementation work is being done primarily by technical advisers who report to the decision-makers.

Figure 2: Implementation work streams and outcomes



Stream A: Engagement

Outcome sought

The outcome sought for this stream of work is that:

District and regional councils are well informed about the requirements and statutory obligations of the NZCPS 2010 and are supported to implement its policies.

Actions	Who	When
1. Develop an external communications plan for implementing the NZCPS 2010 that identifies the target audiences and appropriate communication mechanisms.	DOC led.	Consult Steering Group June/July 2011. Finalise July 2011.
2. Develop NZCPS 2010 implementation web-based material that can be used to: <ul style="list-style-type: none"> • Interact with satellite groups • Publish FAQs • Publish existing guidance • Publish other appropriate materials and approaches 	DOC led.	Establish July 2011, then ongoing.
3. Publicise and promote the implementation project, outputs and the website through existing channels.	DOC, Steering Group members, local government, other government agencies.	Ongoing.
4. Engage and seek advice from established topic/policy-focused advisory/interest groups—e.g. Coastal Special Interest Group (SIG), Policy Managers SIG, Hazards and Biodiversity Forum and DOC specialist staff. Territorial authority staff will be included in this process. This will support the development of preliminary advice, which will then be tested through the satellite groups as part of Stream B.	DOC.	Ongoing. Next scheduled Coastal SIG meeting is November 2011.
5. Engage with practitioners, partners and stakeholders to identify opportunities to form satellite groups for local	Regionally led, plus DOC and Steering Group	Roll out of Satellite Groups is on an “as needed” basis as

Actions	Who	When
<p>government regions that consist of policy, science and consents staff from regional and district councils that have coastal area. Wherever possible the satellite groups will use existing forums rather than creating a new group.</p> <p>Satellite groups will support the work of the guidance, implementation and monitoring work streams.</p> <p>Support the formation of groups and their engagement on implementation issues through the following actions:</p>	support.	identified by the region. Early pilots will be investigated in Bay of Plenty and Auckland.
<ul style="list-style-type: none"> Engage with councils in a gap analysis to identify where plans and policy statements require amendment to give effect to the NZCPS 2010. 	Regionally led, plus DOC and Steering Group support.	August 2012. See also Stream C, action 1.
<ul style="list-style-type: none"> Discuss and agree on priority issues/projects for satellite groups to engage with, including: <ul style="list-style-type: none"> Feedback to DOC/LGNZ from users and user audience testing (to identify priority topics/policies requiring guidance). Engaging with agencies, iwi, industry, and other stakeholders. 	DOC, in discussion with Steering Group.	Engagement with users and audience testing commencing June 2011. Completion of guidance project: <i>Stage 1</i> = 30 June 2011 <i>Stage 2</i> = 31 July 2011 <i>Stage 3</i> = 31 Dec 2011 <i>Stage 4</i> = June to December 2011 2012 and beyond.
<ul style="list-style-type: none"> Identify existing good practice and scope/support specific projects with particular councils. 	Steering Group and regional satellite groups.	Ongoing. See also Stream C, action 3.
<ul style="list-style-type: none"> Review implementation guidance material that is developed as part of work stream B. 	DOC, in discussion with Steering Group.	July to December 2011. See Guidance development project below.
6. Satellite groups help facilitate the engagement with iwi, practitioners and stakeholders.	Regionally led, with support from DOC and Steering Group.	Ongoing.

Actions	Who	When
<p>7. Assist in organising and publicising presentations to decision-makers, for example, by linking into scheduled council meetings.</p> <p>Standardised and nationally consistent information should be used.</p>	DOC and Steering Group.	As soon as possible, then ongoing.
<p>8. Publicise and promote guidance and other supporting measures developed under this National Implementation Plan, as outlined in the external communications plan (action 1).</p>	Steering Group coordinate/monitor.	Ongoing.
<p>9. Review and update material contained in the RMA 'Making Good Decisions' training.</p>	DOC.	As soon as possible, then ongoing.

Stream B: Guidance and supporting measures

Outcome sought

The outcome sought for this stream of work is that:

Councils find web-based guidance and other resources helpful to their role of implementing the NZCPS 2010.

Action	Who	When
1. Produce a guidance note on the management of resource consents, including consents in the system before the NZCPS 2010 came into effect on 3 December 2010.	DOC.	Completed.
2. Produce a guidance note on the removal of restricted coastal activities (RCA).	DOC.	Completed.
3. Identify councils with RCAs that still need to be removed.	DOC.	Completed.
4. Engage with other agencies to assess the usefulness of current guidance material, including: <ul style="list-style-type: none"> • Does existing guidance give effect to NZCPS 2010? • Can existing guidance be updated? • Is new guidance necessary? 	DOC led. Steering Group agree priority guidance areas and further actions.	Completion of guidance project: <i>Stage 1</i> = 30 June 2011 <i>Stage 2</i> = 31 July 2011.
5. Develop web-based implementation guidance on the NZCPS 2010. For each policy include: <ul style="list-style-type: none"> • Updated or new guidance (see above). • Good practice examples of how different councils are currently implementing policies. 	DOC led.	<i>Stage 3</i> = July to Dec 2011.
6. Develop new guidance material where necessary, appropriately targeted to different audiences. For some topics or policies, recommended criteria and/or methodologies to support NZCPS 2010 implementation are likely to be needed. Engage with agencies, iwi, industry and other stakeholders including regional satellites.	DOC led. Steering Group agree priority guidance areas and further actions.	<i>Stage 4</i> = June 2011 to Dec 2012 and beyond.

Action	Who	When
7. Produce a guidance note on monitoring. Engage with agencies, iwi, industry and other stakeholders including regional satellites.	DOC led.	December 2011.

Stream C: Implementation

Outcome sought

The outcome sought for this stream of work is that:

Councils review or change plans and policy statements appropriately.

Action	Who	When
<p>1. Create nationwide gap analysis methodology to identify where plans and policy statements require changing to give effect to the NZCPS 2010.</p> <p>Engage with practitioners, partners and stakeholders involved in the development of this methodology.</p>	DOC (lead), and Steering Group members.	December 2011. See also Stream A, action 5.
<p>2. Agree on priority issues/projects (regional and/or national) where implementation advice and support is required. Discussions should be carried out with:</p> <ul style="list-style-type: none"> • Agencies, iwi, industry and other stakeholders • Steering Group (to consider/ agree priority areas and opportunities for assistance). 	Steering Group and regional satellite groups, depending on level of issue and the type of need.	Ongoing.
<p>3. Facilitate adoption of specific projects by specific councils to determine standardised methodology and optimise funding eligibility and efficiency of policy development efforts.</p>	Steering Group members.	Ongoing.
<p>4. Investigate ways to promote standardised methodologies and good practice examples to enable efficient planning processes.</p> <p>Engage with agencies, iwi, industry and other stakeholders including regional satellites.</p>	DOC led. Steering Group agree priority guidance areas and further actions.	Ongoing.
<p>5. Assist with/endorse funding requests.</p>	Steering Group.	Determined by Envirolink and other funding timetables.

Action	Who	When
6. Facilitate endorsement of projects as best practice to give effect to NZCPS 2010.	Steering Group.	Ongoing.

Stream D: Monitoring

Outcome sought

The outcome sought for this stream of work is that:

The success of NZCPS 2010 implementation is effectively monitored and evaluated, and the information used in annual reviews.

Action	Who	When
1. Identify early on in the process of implementing this plan what needs to/can be monitored. This can be explored in the satellite groups, and with other stakeholder agencies.	DOC led. Steering Group agree priority guidance areas and further actions.	December 2011.
2. Conduct a nationwide gap analysis of current NZCPS 2010 implementation monitoring.	DOC led, and regional satellite groups.	June 2012.
3. Investigate developing a set of nationally consistent monitoring indicators and a reporting programme. Identify and promote current consistency. Investigate options to address areas of inconsistency. Engage with agencies, iwi, industry and other stakeholders including regional satellite groups.	DOC led. Steering Group agree priority guidance areas and further actions.	June 2012.
4. Gather information and data to provide a national perspective on coastal resource management trends, emerging issues and outcomes. Engage with agencies, iwi, industry and other stakeholders including regional satellite groups.	DOC led. Steering Group agree priority guidance areas and further actions.	Ongoing. Report progress annually from 30 June 2012.
5. Report on the effect of the NZCPS 2010 on regional policy statements, plans and resource consents, and other decision-making.	Steering Group.	Ongoing. Report progress annually from 30 June 2012.
6. Provide a monitoring and evaluation feedback loop and use the information gathered for future policy development and decision-making.	DOC.	Ongoing.

Appendix 1: Terms of Reference of the NZCPS 2010 Implementation Steering Group

NZCPS 2010 Implementation Steering Group Terms of Reference

Introduction

The New Zealand Coastal Policy Statement 2010 (NZCPS) took effect on 3 December 2010 and sets the national priorities for sustainable coastal management. The regional policy statements, regional coastal plans and district plans prepared by local government are required to give effect to the NZCPS.

Local government and the Department of Conservation (DOC) have shared interests and responsibilities in the management of the coastal environment under the Resource Management Act 1991 (RMA). Regional councils and the Minister of Conservation have shared statutory roles for management in the coastal marine area (section 30(1)(d) RMA).

This partnership agreement reflects the importance of coastal management to the health and well-being of New Zealanders, and the strong combined interest of the local government and DOC in supporting the implementation of the NZCPS 2010.

Purpose and objectives

The purpose of the Implementation Steering Group is to develop, oversee and monitor a National Implementation Plan to ensure that councils and DOC are well equipped to implement the NZCPS 2010.

A Terms of Reference is an important tool for developing and maintaining the partnerships between local government and DOC in supporting the implementation of the NZCPS 2010.

This Terms of Reference is to help support this partnership, and assist with achieving mutually beneficial outcomes relating to management of the coastal environment within the roles and functions of local and central government under the RMA.

Scope

Priority projects

- Engagement.
- Guidance and other supporting measures.
- Implementation.
- Monitoring.

Principles

- Build a positive relationship to support implementation of the New Zealand Coastal Policy Statement 2010 particularly before there is an issue of concern.
- Provide a platform from which to constructively approach and resolve any issues.
- Support proactive participation in resource management processes.
- The partnership is mutually beneficial.
- The partnership fosters greater understanding of environmental knowledge, constraints, resources and goals for management in the coastal environment.

Implementation Steering Group

Membership of the Steering Group comprises:

- Dominic McCarthy—Auckland Council
- Pere Hawes—Marlborough District Council
- Linda Kirk - Environment Canterbury
- Campbell Larking—Tauranga City Council
- Clare Wooding—Local Government New Zealand (Co-Chair)
- Sarah McRae—Department of Conservation (Co-Chair)
- Anaru Luke / Joe Harawira—Department of Conservation
- Rod Witte—Department of Conservation
- Kate Brooking—Department of Conservation
- Karen Bell—Enviro Solutions Ltd for the Department of Conservation

Roles and responsibilities of the Steering Group

- Oversee the National Implementation Plan
- Advise on, support and monitor associated implementation projects
- Assess and advise on the strategic direction of the implementation work
- Support/promote an integrated and focused approach: regions/districts, decision-makers, iwi/Māori
- Provide a national overview
- Provide channels on regional experiences

Resourcing of the Implementation Plan is primarily the responsibility of the Department of Conservation.

Reference Group

A broader Reference Group will be called upon to represent a broader range of agencies, specialist expertise and communities of interest. Members will provide input on the National Implementation Plan and specific implementation projects including the implementation of guidance.

Time frame

The Implementation Plan has a 6-year life extending from December 2010 to December 2016.

Links to other work

Other national policy statements (NPSs) and government programmes:

- Renewable Electricity Generation (REG) NPS
- Freshwater NPS
- Biodiversity NPS (currently draft)
- Aquaculture Reform
- Implementation of the Marine and Coastal Area Act 2011
- RMA II
- Marine Protected Areas policy implementation
- Review of the EEZ legislation.

Meeting frequency

The Steering Group will meet every fortnight, starting 19 May 2011. The meeting minutes will be sent to all Steering Group members. Follow-up actions will be identified and responsibility allocated. If a member is unable to attend a meeting/workshop they may provide a replacement.