

4 *Strategic Objectives & Policies*

Icons used to identify vision elements

This section identifies the Strategic objectives and policies to help council and the community achieve the Vision and Mission Statements. Combined these objectives and policies define how we live, work and play in, and protect our coastal environment.

Throughout this section, the icons have been used to identify how each policy relates to the mission themes. Where the policy is considered 'global' or common to all mission themes, the following icon has been used:



4.1 Residential Growth

4.1.1 *Why does the Coastal Management Strategy set direction for managing residential growth?*

The Technical Papers review residential growth trends & demands

Residential growth and development is a key aspect of how we **live** in the coastal environment. Through the consultation and based on our technical investigations, a number of issues have been identified for residential growth in the coastal environment:

- Whangarei's coastal environment has high demand for residential growth and associated development.
- Directing or allowing growth in the coastal area may adversely impact the viability, quality and vitality of other urban areas including urban Whangarei.
- There are actual and potential conflicts between urban land use and development and other important resources and values (particularly natural character, landscape, sense of place and wilderness values.
- There are actual and potential conflicts between residential activity and incompatible or sensitive activities nearby.
- Growth and development is occurring in areas with limited or poor infrastructure leading to adverse effects and creating demands for investment in infrastructure.
- Several localities have significant vacant land banks and development is sporadic, expansive and difficult to efficiently manage.
- Changing trends in the development market are not well understood as monitoring and data collection tends to ignore the holiday home market.

4.1.2

Strategic Objectives and Policies

Objective

To accommodate growth and development in a manner which sustains the environment and enhances the sense of place and special character of the Whangarei coast.

Policies



1. To focus residential development to those areas with demand, where the landscape and natural character values have already been compromised.



2. To enable growth and development in areas with suitable infrastructure and community resources, or where these facilities can be efficiently provided.



3. To discourage development where this may detract from significant natural character or outstanding landscape values, or adversely impact on cultural values and sense of place.



4. To avoid uniform residential sprawl or coastal ribbon development by promoting clustered mixed activity settlements focused on existing coastal centres.



5. To avoid adverse effects and promote resource efficiency, by ensuring any urban expansion beyond existing coastal settlements is justified in terms of demand and supply relative to alternative options and locations.



6. To avoid sporadic or poorly co-ordinated development through structure planning guiding development.



7. To monitor coastal demand and development trends, in particular by recording the rate and location of holiday home development relative to permanently occupied dwellings.



8. To encourage and provide for tangata whenua to identify appropriate coastal locations for papakainga housing and marae developments.

4.2

Infrastructure

4.2.1

Why does the Coastal Management Strategy set direction for managing infrastructure?

The Technical Papers review infrastructure planning

Infrastructure, such as roads, sewerage reticulation and water supply, provide the services and networks that support how we **live, work and play** in the coastal environment. Through the consultation and based on out technical investigations, a number of issues have been identified for infrastructure and the provision of infrastructure.

Issues identified include:

- Ribbon development along coastal arterial roads is adversely impacting on the ability of council to provide essential infrastructure in an efficient and effective manner;
- Infrastructure failure can have serious impacts on: natural character, water quality, biodiversity, recreation and tangata whenua values, public health and safety;
- That Councils roading strategies will have an impact on settlement growth (growth rates and the extent of growth). The road sealing programme (in particular) may influence growth trends in the coastal environment;
- There is current uncertainty about council's intention for a 'Coastal Road'. The planning of any potential link road needs to be based on a broad strategic consideration of the desired nature, scale and form of overall coastal development;
- A harbour ferry service could have a considerable impact on the Reotahi community (e.g. the proposed northern ferry terminal site) as well as on the Whangarei Heads community as a whole, especially if heavy vehicles make the crossing;
- Coastal stormwater discharges from roads in the coastal environment have the potential to impact on water quality of the coastal marine area;
- The ad hoc upgrading of infrastructure creates demand on other resources, which may not have sufficient capacity to cope with the increased demand;
- Asset management programmes will need to be developed or reviewed in light of the findings of the Coastal Management Strategy;
- The widespread reliance on on-site sewage treatment and disposal systems, coupled with the hydrological and geological characteristics of coastal communities, creates potential for groundwater contamination;
- The new landfill at Puwera will increase travel times and costs of solid waste and septage disposal for coastal settlements north of the Whangarei Harbour;
- There is considerable concern that the new financial contributions provisions are not set at an appropriate level to offset servicing costs.

4.2.2 *Proposed Strategic Objectives and Policies*

All Infrastructure

Objectives

Planning for the provision of essential coastal infrastructure (transport networks, telecommunications, power, wastewater, stormwater, solid waste, potable water, reserves) is to be undertaken in the context of a broader strategic evaluation of the desired nature, scale and form of overall coastal development.

The provision of infrastructure in the coastal environment in an integrated, efficient and effective manner.

Protecting natural water quality is a primary consideration for infrastructure investment.

Policies



1. Ensure infrastructure design and development is sympathetic to natural character, outstanding landscapes, cultural values and sense of place. This may warrant tailor-made solutions rather than standardised designs.



2. To ensure that the construction, maintenance and operation of the District's infrastructure addresses the maintenance or enhancement of natural water quality as a primary business driver.



3. Focus infrastructural investment where it is needed most – to serve growing coastal centres or to address adverse environmental effects.



4. To avoid sporadic or poorly coordinated infrastructure development by adopting structure plans to guide development.



5. To provide infrastructure services in an integrated manner, by continuing to improve coordination of activity between council departments and between network utility providers.



6. Identify and remedy any inconsistencies or conflicts between Divisional or Departmental infrastructural policies.



7. Development should meet the full costs of development to avoid placing burdern on the existing community, taking into account issues of fairness and intergenerational equity.

Transport Networks

Objective

To provide a safe and convenient coastal transport network that takes into account strategic development objectives, and the primacy of the need to safeguard the natural character of the coastal environment.

Policies



1. To prioritise coastal road upgrading projects based on a determination of desired residential and recreational development centers and industrial / rural land use demand.



2. To ensure that infrastructural investment in the roading network does not generate growth pressures in inappropriate locations, or contribute to further sprawling or sporadic development.



3. To maintain or develop loop or inland link roads, rather than a continuous coastal route, whilst promoting alternative emergency access options.



4. To accommodate harbour access for water based transport within the Whangarei Harbour, including land-based infrastructure.



5. To provide for cycling and walking as primary local transport in roading upgrades and maintenance (e.g. including appropriate parking, berms and cycle lanes).

Potable Water

Objective

To ensure that a plentiful, sustainable water supply, that meets national drinking water standards is available at all coastal settlements identified as future residential growth and recreational development centres.

Policies



1. Continue policy of interconnection and rationalisation of community water distribution networks.



2. That water conservation (including use of roof water) is promoted, e.g. through Structure Planning.



3. Progress infrastructure works that will secure the reliability of water supplies to communities, particularly over peak periods.



4. Reduce reliance on run-of-stream water sources by replacing these with additional water supply dams where necessary.



5. Increase the capacity of strategically placed water treatment plants to meet coastal demand.

Wastewater

Objective

To ensure that wastewater treatment and disposal systems in the coastal environment do not adversely impact on the receiving environment.

Policies



1. Council shall take action to address failing wastewater disposal infrastructure promptly, especially where this is impacting on water quality, natural character, recreation, Maori cultural values, public health and safety or biodiversity values.



2. To regularly assess the adequacy and performance of on-site wastewater disposal systems in coastal communities.



3. To educate coastal communities about the importance of regular maintenance of on-site wastewater disposal systems.



4. To assess, through structure planning, the need for community based wastewater systems, recognising the values that communities place on their natural and cultural environment as well as the need to provide cost effective solutions (e.g. bottom line reporting).



5. To liaise with the Northland Regional Council regarding environmental trends identified by groundwater and coastal water quality monitoring programmes.



6. To provide wastewater disposal facilities for the discharge of wastes from boats, motor homes and caravans, particularly in enclosed harbour areas, at busy refuelling wharves and at other appropriate locations.

Solid Waste

Objective

The efficient, safe and environmentally sensitive collection, treatment and disposal of solid waste in coastal communities.

Policies



1. To provide sensitively designed and appropriately managed waste recycling, collection, treatment and disposal facilities for coastal communities, particularly over the summer holiday period.



2. To provide solid waste transfer stations at strategically identified residential and recreational coastal development centres.

Stormwater

Objective

To ensure that stormwater quality and quantity is managed in a comprehensive manner.

Policies



1. To prepare and adopt comprehensive stormwater managements, scoped through the Structure Planning process.
2. Where practicable, to adopt low impact design solutions for stormwater management as a form of good urban design.

Recreational Infrastructure

Objective

To facilitate the efficient and effective provision of recreational facilities, by developing supporting infrastructural networks.

Policy



1. To target infrastructure to support the development or upgrading of recreational facilities in appropriate areas.

Asset Management

Objective

To improve knowledge of the extent of council’s asset bases and constraints, and the implications of these constraints for the provision of infrastructural services in the coastal environment.

Policy



1. Council will urgently develop or review asset management planning programmes for each of its infrastructure provision functions in light of the findings of the Coastal Management Strategy.

Financial Contributions

Objective

The sustainable and efficient allocation of costs and resources in the delivery of services to new coastal development.

Policy



1. Financial contributions shall be used to provide additional infrastructural capacity, upgrading, new services or infrastructure within the coastal environment, which are required as a result of the activity, and to avoid, mitigate or remedy any adverse effects arising from the new activities.

Monitoring Policy

Objectives

To undertake regular monitoring to determine the nature of demand for coastal infrastructure, and to determine whether council’s current level of service is adequately meeting such demand.

Policies



1. To undertake ongoing monitoring to determine whether coastal infrastructure is adversely affecting:
 - Water quality or quantity;
 - Natural character of the coastal environment;
 - Areas of significant indigenous vegetation, or the habitats of indigenous species;
 - Maori cultural values;
 - Public access to and along the CMA.



2. To include in council’s monitoring, consideration of the community’s expectations for service standards and levels of service.



3. Council will progressively develop and implement monitoring programmes for each of its infrastructure provision functions, in accordance with council’s Monitoring Strategy 2001.



4. Infrastructure monitoring programmes will be designed to address key environmental issues, and to provide feed back for District Plan and State of the Environment monitoring under the Resource Management Act 1991.



5. Council will seek ways (in consultation with tangata whenua) to recognize the sensitivity of wastewater disposal options for tangata whenua.

4.3 Recreation and Open Space

4.3.1

Why should the Coastal Management Strategy set direction for the management of recreation resources and open space?

The Technical Papers review recreation & open space demand

The provision of recreation resources and open space influences the opportunities we have to **play** in the coastal environment and also how we can protect that environment. The following issues have been identified for the Coastal Management Strategy:

- More information is needed about the use or demand for recreation, open space and public access opportunities in the Whangarei coastal environment, or how such use or demand might impact on other values;
- Public access opportunities and recreational facilities at many of the popular coastal destinations are inadequate to cope with visitor pressure, particularly over the summer months;
- Upgrading of recreational infrastructure has a consequential impact on the popularity of coastal destinations and can lead to demand for even higher standards of service, and over use;
- The protection of sensitive coastal habitats, and provision of recreational opportunities to meet the needs of the community, are the two key responsibilities of council, but are not necessarily mutually compatible and therefore need careful management;
- There is a lack of signage and information with respect to the coastal recreational and open space resource;
- There are limited opportunities for the acquisition and linkage of esplanade reserves and strips along the coast, and some of these areas are poorly maintained;
- There are existing unformed roads along the coast which may provide opportunities for enhanced recreation access;
- There is a risk to experiences of solitude, wilderness, quiet and tranquillity due to ongoing development and improved accessibility for recreation use of the coastal environment;
- There is demand for more opportunities for casual camping adjoining the coast;
- There are conflicts occurring in the coastal environment between high impact recreation activities (e.g. all terrain vehicles, jet skis, horses, dogs, mountain bikes and motorbikes), more passive recreation activities (e.g. walking, swimming, picnicking, relaxing on the beach), and natural values;

- The council is proposing development of a public coastal walkway system on public land, or with private landowner approval, extending from Bream Head to Mimiwhangata on the eastern coastline. This has the potential to generate a number of public access issues with respect to private, Maori and conservation land, and natural values, and careful management of access and infrastructure will be needed;
- Council needs to move to take advantage of opportunities to create Regional Parks (e.g. through the Regional Parks Forum), before rising land prices, development proposals and changes in agency perspectives preclude some options;
- In some coastal locations, responsibility for administration of recreational facilities does not lie with the most appropriate authority (e.g. the Department of Conservation in charge of active recreation areas).

4.3.2 *Objectives and Policies*

Objectives

An improved state of knowledge of public demands and preferences for recreational opportunities at the coast.

Improve the existing levels of recreational services appropriate to the recreation experience, at key destinations (including: Waipu-Langs Cove, Ruakaka, Whangarei Heads Road, Ocean Beach (south), Pataua North and South, Ngunguru, Tutukaka, Matapouri and Whale Bay, Sandy Bay, Whananaki and Oakura).

Recreational infrastructure will be provided in a strategic and coordinated manner, taking into account coastal development objectives and driven by the Open Space Strategy.

Recognise the importance of wilderness, solitude and quiet as a recreation experience.

An appropriate balance in managing the conservation and recreational values of council's coastal reserves will be maintained, in recognition of the fact that public access and recreational activities can adversely impact on other values and resources in the coastal environment.

Improved information dissemination about the coastal environment increasing the public's awareness and enjoyment of the diverse range of recreational opportunities available in the coastal environment.

Maintain and enhance public access, where appropriate, to and along the coast, harbours and rivers.

To improve the allocation of management resources, and the relationship between management agencies, in order to ensure better integration and more appropriate outcomes in the management of recreational areas and activities.

Policies



1. To continue and expand assessment of the public's demands and preferences with respect to coastal recreational opportunities, and to monitor the provision of such services and facilities.



2. To improve the maintenance of existing recreational infrastructure over the summer peak period, by increasing the frequency of the cleaning of public toilets and the emptying of rubbish bins/transfer stations.



3. To undertake a program to progressively construct boat ramps at strategic locations, based on demand and a full assessment of infrastructural requirements, public health and safety and potential adverse effects on the coastal environment.



4. To undertake a program to improve supporting infrastructure for the boat ramp network and permanent mooring areas, including public toilets/changing rooms, rubbish bins/transfer stations, a water supply, waste disposal facilities and car - trailer parking.



5. To focus active recreational infrastructure in areas of high demand, where natural character has already been compromised, provided that any remnant natural values are protected.



6. To provide and expand public access (including esplanade areas) to a diverse range of coastal environments, taking into account the need to limit this access where it is necessary to protect:

- Areas of significant indigenous vegetation and/or significant habitats of indigenous fauna;
- Maori cultural values;
- Public health or safety;
- The wilderness and solitude experiences;
- A level of security consistent with the purpose of a resource consent;
- Other elements that may arise in exceptional circumstances.



7. To encourage esplanade areas to be obtained through the land use consent application process, where major changes in land use occur, and there are limited opportunities for acquiring such areas through the land subdivision process.



8. To improve recreation and pedestrian access to the coast by developing unformed roads as public access walkways and/or reserves where appropriate.



9. To designate specific areas that are appropriate for potentially high impact recreational activities (e.g. all terrain vehicles, horses, dogs mountain bikes and motor bikes) and to discourage passive recreational activities within these areas where appropriate, in order to reduce conflicts between different users of, and sensitive natural values in the coastal environment.



10. To provide accurate information to visitors so that their recreation experience will be enhanced. Such information should cover the values, recreational opportunities and management issues for reserves and open space areas, as well as interpretation of local features and history.



11. To provide informative and welcoming signposting of council's recreational facilities. As a priority, signage should be provided or replaced:

- In high public profile areas;
- Where signs are damaged, or showing incorrect or out of date information;
- Where there are important management issues;
- Where there are important safety issues.



12. Council should liaise with Transit New Zealand, Department of Conservation, Northland Regional Council and other interested parties, to improve directional signposting.



13. Council should work cooperatively with other recreation providers and organisations to provide and distribute visitor information.



14. To actively pursue the establishment of Regional Parks in the Whangarei coastal environment to meet demonstrated regional recreation demand and to protect coastal habitats.

4.4

Coastal Hazards

4.4.1

Why does the Coastal Management Strategy provide direction for managing resources with respect to coastal hazards?

The Technical Papers review coastal hazard information and issues

Coastal processes are a natural function of the dynamic coastal environment. However, where these processes impact on infrastructure and resources they can affect how we **work, live** and **play**. We have identified the following issues for the Coastal Management Strategy:

- There is a need for a consistent, robust and outcomes focused approach to the avoidance, remediation and mitigation of coastal hazards in the Whangarei District.

- There is a need to better understand coastal hazards in the District, particularly in areas where hazards conflict with land-use or development.
- The potential for coastal industry to generate significant risks for life, property and the environment, for example marine pollution from an oil tanker spill.
- Pressures to subdivide, use or develop the coastal edge often compromise natural buffers to coastal hazards.
- There is potential to avoid adverse effects of coastal hazards in undeveloped areas of Whangarei District Council, but within areas that are already developed, remediation and mitigation measures may be necessary.
- Subdivision, use and development in the coastal environment can increase the risk from, occurrence of or the adverse effects of natural hazards.
- There is a current lack of intervention to prevent wildfires in areas of the coastal environment at high risk of this hazard.
- Some esplanade reserves which provide important recreation, landscape and public access values are eroding.

4.4.2

Strategic Objectives and Policies

Objectives

To apply a robust, consistent and outcomes focused approach to the avoidance, remediation and mitigation of coastal hazards including man-made hazards;

To better understand coastal hazards in areas of the coastal environment where knowledge is limited, particularly where coastal hazards conflict with land-use or development;

To avoid where practicable, and to otherwise remedy or mitigate the adverse effects of natural hazards on people, property and the coastal environment with a first preference to 'soft' or non-structural options;

To recognise, protect, maintain and enhance existing natural buffers against coastal hazard effects.

Policies



1. To adopt a precautionary approach to land use development on or near the coast if the effects of such activities on coastal processes are poorly understood or the potential hazards are difficult to define, or the risks are unable to be adequately quantified;



2. Applications for development and assessment of those applications should adopt a consistent evaluation model to assess the risk of, and appropriate response to, coastal hazards.



3. Priority shall be given to coastal hazard investigations in areas where there is a conflict between coastal hazards and land-use or development.



4. Subdivision, use and development in the coastal environment shall be avoided in areas known to be subject to existing or potential coastal hazards.



5. In areas where development has already taken place, and existing or potential coastal hazards exist, investigate the best practicable option to avoid further adverse effects and otherwise to remedy or mitigate adverse effects.



6. Subdivision, use and development in the coastal environment should not increase the risk from, occurrence of, or adverse effects of natural hazards.



7. Limit physical intervention as a means to avoid, remedy or mitigate adverse effects of coastal hazards, to those areas where it is necessary to protect life-line or community infrastructure, and/or public health and safety.



8. Natural buffers which protect against the adverse effects of coastal hazards must be recognised, protected and maintained or enhanced, and landowners should be encouraged to fence off dune areas.



9. Esplanade strips, wider esplanade reserves and generous building setbacks should be provided in areas where significant actual or potential coastal erosion hazards exist*.



10. Measures to prevent or mitigate wildfires should be implemented by council in already developed, or undeveloped areas with a high actual or potential risk of wildfire.



11. To work closely with Northland Regional Council and major industry, for community and environmental contingency planning response to potential major industrial incidents.

* Esplanade 'strips' retain private ownership of land but provide for a public accessway of fixed width from the coast, regardless of changes through erosion or accretion.

4.5 Sense of Place

4.5.1 *Why does the Coastal Management Strategy set direction for protection of 'sense of place'?*

The Technical Papers review sense of place values

The community consultation has identified the importance of 'sense of place' in their value of the coastal environment. This particularly influences how we **live**, but also how we **work** and **play** in and how we **protect** our coastal environment.

In particular, we have identified the following issues for the Coastal Management Strategy:

- There are a number of complex resources and resource values that contribute to the 'sense of place' of Whangarei's coastal environment, including heritage, landscape, special character, built land forms, land use patterns and other community resources.
- The ethic of 'stewardship' or kaitiaki, or sense of community autonomy in resource management contributes to the communities 'sense of place', promoting values of community ownership and sense of belonging.
- Sense of place for mana whenua is defined as 'where they can see their mountain and their sustaining waters'. This sense of place will differ for residents and bach owners.
- Sense of place values currently have the potential to be adversely affected by subdivision, development and use of the coastal environment. However, while protecting these values will contribute to the communities social, economic and cultural well-being, it is important to recognise that both the coastal environment and sense of place are dynamic and will change both temporally and spatially;
- There is potential for sense of place to positively contribute to social, economic and environmental outcomes.

4.5.2 *Strategic Objectives and Policies*

Objectives

Maintain and enhance the diversity of values and special character that contribute to the unique sense of place for communities, mana whenua, and existing settlements along the Whangarei coastal environment.

Recognise and protect the sense of place and special character of the Whangarei coast while providing appropriate opportunities for growth, development and recreation activities.

Enhance the diverse sense of place and special character of the Whangarei coast where this will contribute to the well-being of the communities.

Promote community stewardship and kaitiaki of those resources and resource values that contribute to sense of place.

Preserve the natural character and maintain and enhance the diverse landscape character of the Whangarei coastal environment and protect it from inappropriate subdivision, use and development.

Policies



1. To identify and protect resources and areas of high amenity value, environmental quality and heritage value that contribute to a diverse sense of place (including notable view shafts, notable trees, heritage buildings, areas of wilderness, and other sites and resources).



2. To encourage and support community initiatives for the protection and enhancement of sense of place values in settlements and coastal communities.



3. To encourage and support community participation in planning of local built environments, open space and social infrastructure, to achieve a sense of community belonging and sense of place.



4. To identify those features and resources that contribute to a 'sense of place' and the special character values of the Whangarei coast, by undertaking specific evaluation of these values in structure planning and developing an inventory of such values.



5. To recognise the contribution of existing land use and development (including scale, intensity and vernacular) in contributing to the sense of place in structure planning and decision making for future land use and development patterns.



6. To promote appropriate design, contributing to the amenity of coastal areas and promoting the local sense of place and community identity.



7. To maintain and enhance the coastal landscape and special environmental quality through rigorous management of:
 - Infrastructure (including sewage and waste management);
 - Earthworks;
 - Land clearance;
 - Subdivision; and
 - Site development.



8. To maintain and enhance the coastal landscape and special environmental quality by avoiding insensitive building development:
- On the coastal edge;
 - On notable ridgelines; or
 - That is inappropriate in scale and character with the surrounding coastal landscape values.



9. To monitor the diverse sense of place values for settlements and coastal communities to ensure that those resources and values that are being managed and protected reflect those resources and values of importance.



10. To recognise that landscape values are dynamic (subject to change) and often collective with other natural and cultural values warranting different management techniques.



11. To rehabilitate degraded landscapes where possible and appropriate and in keeping with the surrounding natural environment.



12. To ensure that subdivision, use and development does not detract from or compromise significant landscape features and significant natural areas, including the natural character of the landform when viewed from the sea.



13. To recognise the cultural heritage of the landscape by encouraging local community and mana whenua nomenclature (naming of places).

4.6 Heritage

4.6.1 *Why does the Coastal Management Strategy provide direction for protection of 'heritage'?*

The Technical Papers review heritage values

The community consultation has identified the importance of heritage values in the coastal environment, even though these values are not currently well understood. Heritage resources contribute to our sense of place and thus how we **live** in the coastal environment. The protection of these resources and values also influences how we **protect** that environment. The following issues have been identified:

- There is limited information available on the heritage resources and heritage values in Whangarei's coastal environment;
- Heritage values contribute to sense of place and recreation values but the opportunities for linkages between these values is limited by the lack of information publicly available;

- Heritage resources are being threatened by land use and development and in many instances this threat is not recognised or identified by those undertaking the land use or development;
- There are a number of sites and areas of significant to tangata whenua and many of these are not formally recognised in the District Plan. Nor is there a formal protocol for identifying these values with tangata whenua when land use or development is proposed;
- There are opportunities for greater recognition of local history and heritage values of areas; and
- There are many alternative methods for protection of heritage resources and values, and rules in the District Plan need to be seen as a blunt and ‘end-of-the-line’ method.

4.6.2

Objectives and Policies

Objectives

To improve council and community knowledge of heritage resources.

To recognise the potential for heritage resources to be lost or adversely impacted in development and provide for the identification and assessment of heritage resources in structure planning.

Maintain and enhance the diversity and depth of social and cultural values in the Whangarei coastal environment through its heritage resources.

Recognition and appropriate priority is given to the relationship of tangata whenua (including their culture and traditions) with their ancestral taonga particularly where this conflicts with other values.

Policies



1. To recognise and protect heritage sites, precincts and trails in the Whangarei coastal environment.
2. The subdivision, use and development of land resources in the Whangarei coastal environment shall be managed by structure planning, to provide an opportunity for early identification and protection of heritage resources.



3. To provide and / advocate provision of the following for protection of heritage resources:
 - Public information on heritage sites and areas;
 - Private and voluntary initiatives for heritage preservation and protection;
 - Field investigations of areas of likely concentrations of historic sites;
 - Economic incentives and assistance for heritage protection and management (e.g. fencing or rates relief);
 - Heritage orders and other formal protection instruments;
 - In cases of exceptional heritage value or where heritage values combine with other values, the acquisition of land (including reserve and esplanade reserve contributions);
 - Regulatory controls through District plans;
 - Disincentives or penalties for non-compliance or damage to heritage sites and areas (e.g. fines).



4. To promote tangata whenua access to ancestral lands, water, sites, waahi tapu and other taonga.



5. To encourage tangata whenua to identify and list sites and areas of significance and establish protocols to access this information and tools for their protection and where appropriate, managed use.



6. To recognise Article II of the Te Tiriti o Waitangi (the Treaty of Waitangi) and the role of tangata whenua in decision-making and management for ancestral: lands, water, sites, waahi tapu, and other taonga.

4.7

Rural Development and Subdivision

4.7.1

Why does the Coastal Management Strategy set direction for the management and protection of rural development and subdivision?

The Technical Papers review rural growth trends & demand

Rural development and subdivision are an important aspect of both how we **live** and **work** in the coastal environment and have the potential to impact on how we **play** in and **protect** that environment.

Key issues for the Coastal Management Strategy include:

- Whangarei’s coastal environment has high demand for rural-residential growth and associated development. This development has the potential to adversely impact the ability for work opportunities in the coastal environment and also gives rise to potential land use conflicts between rural and neighbouring residential activities;

- That the 'right to farm' (including forestry) is an essential element of the social and economic well-being of the community;
- That recreation and residential activities in the coastal environment can impact on rural activities, particularly with respect to weeds, pests and uncontrolled domestic animals;
- That there is potential for rural activities to adversely impact on the environment, including the loss of heritage and natural values areas (e.g. effluent run-off impact on water-ways);
- That rural landowners have an ethic of stewardship or kaitiaki over the environment which should be recognised and provided for;
- That the growth in rural lifestyle or rural-residential development has the potential to impact on natural, landscape and heritage values in the coastal environment (in a similar manner to residential growth);
- That the growth in rural lifestyle or rural-residential development has the potential to impact on council's ability to service this growth, particularly where it is sporadic or ad-hoc.

4.7.2

Strategic Objectives and Policies

Objective

To accommodate a diversity of rural land uses and development in a manner that delivers economic benefit, sustains the environment and enhances the sense of place and special character of the Whangarei coast.

Policies



1. To sustain a viable farming community along the Whangarei coast by maintaining opportunities for a diversity of rural land uses, without significant interference from adjacent residential, lifestyle or rural-residential activities.



2. To recognise that there is a 'right to farm', and to educate and advocate to communities about the benefits of a strong rural land use economy and the effects that rural activities can be expected to generate.



3. To carefully manage the interface between rural areas and adjacent residential or rural-residential areas, and between rural land and the conservation estate.



4. To advocate the benefits of voluntary protection and natural area enhancement to the rural community and to offer incentives for voluntary protection of bush remnants, sensitive eco-systems, riparian and coastal margins and wetland areas.



5. To direct rural lifestyle and rural-residential development to appropriate locations adjacent to existing settlements, rather than allowing sporadic development throughout rural coastal areas.



6. To avoid sporadic or poorly co-ordinated development by adopting structure plans to guide development in large-scale rural-residential areas.

4.8

Economic Development

4.8.1

Why does the Coastal Management Strategy set direction to manage and promote economic development?

Economic development is an important aspect of how we work in the coastal environment and has the potential to impact on how we live and play in, and protect that environment. Key issues include:

- The natural values and quality of the coast as a significant economic resource for Whangarei;
- Marsden Point is a significant economic asset for the region and the country;
- The marina developments in Whangarei attract tourism and economic benefit for the wider community but, if poorly managed or developed, have the potential to impact on the natural environment;
- Economic development and new activities in the coastal environment have the potential to impact on the sense of place, natural and cultural values and existing economic activities;
- Tangata whenua have their own expectations and aspirations for economic development in the coastal environment.

4.8.2

Strategic Objectives and Policies

Objective

To sustain a vibrant economy, deriving benefit by maintaining and enhancing the natural character, physical resources and special sense of place of the Whangarei coast.

To promote opportunities for economic growth in settlements along the Whangarei coast, providing for 'mixed use' communities that balance the needs to live, work and play.

Policies



1. To recognise and promote the natural values and quality of the coast as a significant economic resource for Whangarei, which will benefit activities such as low impact tourism development.



2. To recognise the national significance of the physical resources at Marsden Point and maintain the integrity of the large industrial land bank as a significant economic asset for New Zealand.



3. To avoid the introduction of effects-sensitive development and activities close to the Marsden Point port and industrial corridor, so that economic activity in this area can be maximised without external interference or limitations.



4. To enhance the value and function of key visitor destinations and tourist centres for the wider Northland region (e.g. Tutukaka Marina, Town Basin).



5. To encourage all activities near the coast to take voluntary measures to enhance the quality and sense of place of the Whangarei coast by adopting extra high standards for all land use practices, discharges to air or water, earthworks and landscape enhancement.



6. To adopt a precautionary approach to new economic activity on or near the coast if the effects of such activities are poorly understood or difficult to define, or the risks are unable to be adequately quantified.



7. To evaluate the benefits or effects of marine based industry as part of the structure planning exercise for local communities.



8. To work with the Northland Regional Council, community and mana whenua in ensuring that land based and recreation impacts of aquaculture are recognised in defining Aquaculture Management Areas.



9. To provide for tangata whenua, rights to exercise te tino rangatiratanga over their lands and resources to provide for their social and economic well-being.



10. To provide a range of opportunities for iwi/hapu to develop their land and resources in accordance with their own management plans.



11. To recognise council's role as an agent in economic development to build linkages between developers and the community (including tangata whenua).

4.9 Biodiversity

4.9.1 *Why does the Coastal Management Strategy set direction to protect and manage biodiversity?*

Biodiversity is an important aspect of the natural character and natural values of the environment, and also contributes to our heritage values and sense of place (how we **protect** our environment). Issues identified include:

- Indigenous biodiversity decline is one of the most pervasive environmental issue this country faces
- Loss of biodiversity is attributed to a number of land use and management activities including destruction of habitat, harvest by humans, and introduction of pests, weeds and diseases;
- The existing provisions in the Proposed District Plan do not provide enough guidance as to how council should manage and protect biodiversity in the coastal environment, particularly in light of the directions of the recently published New Zealand Biodiversity Strategy and the New Zealand Coastal Policy Statement.

4.9.2 *Strategic Objectives and Policies*

Objectives

Securing and enhancing the long-term viability of biodiversity in the Whangarei coastal environment.

A community-wide response to the issue of declining coastal biodiversity is promoted and facilitated by council.

The maintenance and enhancement of the life-supporting capacity of coastal ecosystems, and the biodiversity of the District's coastal environment.

Protection and enhancement of areas of significant indigenous coastal vegetation and significant coastal habitats of indigenous fauna.

To recognise the role of off-shore islands in providing unique opportunities for the protection and restoration of biodiversity as well as landforms and 'complete' indigenous ecosystems.

Policies



1. To secure the long-term viability of biodiversity in the Whangarei coastal environment by managing, protecting and restoring a representative range of the remaining indigenous coastal habitats and ecosystems.



2. Council should take action to protect wherever possible, coastal habitats and ecosystems:
 - Identified as important for indigenous coastal biodiversity that are not represented within the existing protected area network;
 - That contain species, or are generally, at significant risk of irreversible loss or decline;
 - That are important to migratory species and/or vulnerable stages of common indigenous species;
 - Which improve linkages to and the viability of, existing protected areas;
 - In any situation where public ownership can be demonstrated to be beneficial for effective management.



3. To use local indigenous species for revegetation projects and programmes.



4. To enable communities, individuals and iwi/hapu groups to take action to support the conservation and sustainable use of coastal biodiversity through the provision of management information and resources (e.g. introduction of voluntary rahui supported by council resources such as signage).



5. To adopt a mixture of mechanisms to achieve coastal biodiversity objectives, including: information, education, voluntary mechanisms, economic incentives, property rights and regulation, while recognising the rights, responsibilities and interests of landowners and the community.



6. To encourage and undertake the restoration of areas of degraded or scarce coastal habitat and ecosystems to a healthy functioning state, particularly where these habitats and ecosystems are identified as rare or potentially significant in the District.



7. To recognise the knowledge and role of Maori as kaitiaki in the conservation and sustainable use of coastal biodiversity and in the sustainable management of kaimoana resources.



8. To foster public enthusiasm for, and understanding of, biodiversity restoration projects, by undertaking restoration projects on islands which are easily accessible to people (e.g. Limestone Island) and encouraging public participation in this restoration.

4.10 Pest Management

4.10.1 *Why does the Coastal Management Strategy set direction to manage pests in the coastal environment?*

The community consultation undertaken for the Coastal Management Strategy has consistently identified that pests are a significant issue in the Whangarei coastal environment, impacting on both the way we **work** in and **protect** our coastal area. Key issues for the Coastal Management Strategy are:

- The Whangarei coastal environment is threatened by a number of pest plant and animal species: wild animals such as possums, goats, cats, dogs and rodents, and plant species such as pampas, climbing asparagus, kahili ginger, mist flower in forests and *spartina* in harbours and estuaries;
- Pest damage of natural areas is adversely impacting on the communities 'sense of place' and the intrinsic values of the coastal environment;
- The control of pest species on public land for which council is responsible, is an important function of the Whangarei District Council.

4.10.2 *Strategic Objectives and Policies*

Objective

To achieve comprehensive and integrated management of pest species within the Whangarei coastal environment, in order to reduce the adverse effects of these organisms on the integrity of coastal ecosystems, the District's economy, public access and enjoyment of the coast, and on human health and safety.

Policies



1. To focus pest management efforts in those areas where pest species are threatening the integrity of coastal ecosystems, rural productive land use, public access and enjoyment of the coast, human health and safety.



2. Supporting the Northland Regional Council's regulatory and education role, promoting community awareness and ownership of pest issues, recognising that this is fundamental to achieving long-term goals for pest management.



3. To discourage the establishment of pest species in the coastal environment, by encouraging (through provision of information) control of:
 - Pest nuisances derived from urban settlement;
 - The uncontrolled release of domestic pets to sensitive ecosystems; and
 - Species with potential invasive 'pest' characteristics.



4. To discourage inappropriate pets in areas adjacent to sensitive environments (e.g. discourage the keeping of ferrets, stoats, cats or dogs adjacent to bush areas, or promoting dog training in areas near kiwi habitat).



5. Investigate partnerships and methods to establish mainland islands or predator-free environments, including the potential for land – sea reserve areas.

4.11

Community Resources

4.11.1

Why does the Coastal Management Strategy provide direction for provision and management of community resources?

'Community resources' include, but are not necessarily restricted to: civil defence emergency management services, health care facilities, schools, halls, libraries, technology centres, centres for community service and worship, and recreation and event venues. These resources are important to how we **live** in the coastal environment.

Part 5 of the RMA requires us to manage natural and physical resources in a way which enables communities to provide for their social, economic and cultural well-being, and for their health and safety. Section 37K of the Local Government Act states that the purposes of local government are to provide recognition of the existence of different communities in New Zealand, and for the definition and enforcement of appropriate rights within those communities.

Key issues identified for the Coastal Management Strategy include:

- New legislative direction further defines the purpose of local authorities to enable local decision making and to assist communities in providing for their economic, environmental and cultural well-being and requires council to outline how it will work with these other organisations (including central government) to further community outcomes and priorities.

- There are many agencies that have responsibilities for the provision of community resources and support. There is a need for communication and liaison between these agencies;
- In some areas community resources are poorly managed or poorly provided for;
- Provision of community resources needs to recognise the diversity of coastal communities, both in respect of the mix of temporary and permanent residents but also with respect to the differences in communities in the coastal settlements along the coast;
- That peak period visitors to the coastal environment place a strain on resident communities and community resources;
- That coastal communities often have limited access to District-wide community resources and infrastructure.

4.11.2 *Proposed Strategic Objectives and Policies*

Objectives

Safeguarding the health and safety, cultural and social well-being of coastal communities, by facilitating and promoting the provision of essential community resources.

Coastal communities are given additional support to accommodate seasonal population influxes, or emergency situations, recognising their relative isolation from essential community resources.

Policies



1. To clearly signal council’s strategic direction with respect to the development of coastal communities, in recognition of the fact that many community resources are provided by other government departments or agencies, which also need to coordinate their own strategic actions and priorities.



2. To facilitate the efficient and effective provision of community resources by identifying the need for and appropriate location of, community infrastructure through structure planning and council Community Plans.



3. To recognise and provide for the special health and safety, social and cultural needs and aspirations; of all residents but particularly young people, tangata whenua, the physically impaired and an ageing community, when structure planning and assessing proposals for land use, development and protection of the coastal environment.



4. To provide additional support (such as bylaws, wardens or temporary infrastructure) to coastal communities faced with increased visitor numbers over the summer period.



5. To take into account the potential isolation and vulnerability of coastal communities when developing emergency management policy.

4.12 Integrated Management

4.12.1 *Why does the Coastal Management Strategy provide direction on integrated management of resources in the coastal environment?*

The key purpose of the Coastal Management Strategy is to establish a strategic and **integrated** framework for managing the protection, use and development of the coastal environment within the Whangarei District'.

The consultation we have undertaken, both with statutory agencies and with the community, has raised the need for better communication and liaison between management agencies in the coastal environment, in recognition of the linkages between these agencies and their functions.

4.12.2 *Proposed Strategic Objectives and Policies*

Objectives

To adopt a cooperative approach to coastal management, planning and activity between all agencies and organisations active in the Whangarei coastal environment.

To ensure that monitoring information and 'state of the environment' data is collected, collated and recorded in an integrated manner to minimise duplication of data and maximise the use of this data with respect to the Whangarei coastal environment.

To promote the Coastal Management Strategy as a central focus for improved integration of coastal management and encourage widespread ownership of the Strategy outcomes, recognising that Whangarei District Council can only implement a portion of the Strategy.

Policies



1. To improve coordination of activity between council departments through the establishment of a Coastal Management Strategy working party who meet regularly to guide implementation and monitoring of strategy policy and recommendations.



2. To improve coordination of activity between Whangarei District Council, Northland Regional Council and Department of Conservation through the establishment of a Coastal Management Strategy inter-agency working party to guide implementation of strategy policy and recommendations and to share information, monitoring and enforcement functions.



3. To improve coordination of activity between Whangarei District Council, Northland Regional Council, Kaipara District Council and Far North District Council with respect to cross boundary issues (including recreational and marine industry policy), through regular coastal management policy meetings.



4. To actively protect iwi and hapu interests in the coastal environment, and to seek to build and strengthen partnerships between council and iwi/hapu for the purposes of:

- Conserving and sustainably using the coastal environment;
- The sustainable management of kaimoana resources;
- The protection of waahi tapu; and
- Recognising the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga.



5. To promote ownership of the Coastal Management Strategy policies and implementation methods by private organisations and groups such as Landcare groups, major industry, farmer organisations, ratepayer groups and residents associations, and local tangata whenua groups (e.g. Maori Committees) recognising that often these groups are in the best position to advocate community change or action and achieve long term sustainable outcomes.

6. To improve the coordination between agencies gathering and collating data or information, or monitoring the coastal environment, through the establishment of a central repository of coastal records and Regional Monitoring Forum.



7. Whangarei District Council, through the Policy and Monitoring Division will use the Environmental Education Strategy 2002 to provide an education and information service on the Coastal Management Strategy and to promote improved coordination of response to coastal issues.



8. To improve inter-agency cooperation and planning through targeted consultation and liaison, with respect to the following areas of mutual interest to coastal communities:
- Emergency Management and Enforcement;
 - Fisheries;
 - Forestry;
 - Agriculture;
 - Heritage;
 - Housing and Residential Development;
 - Utility Operators;
 - Biosecurity;
 - Health and Safety;
 - Education;
 - Arts and Culture;
 - Sporting Organisations;
 - Tourism;
 - Economic Development;
 - Maori Affairs; and
 - Social Services.