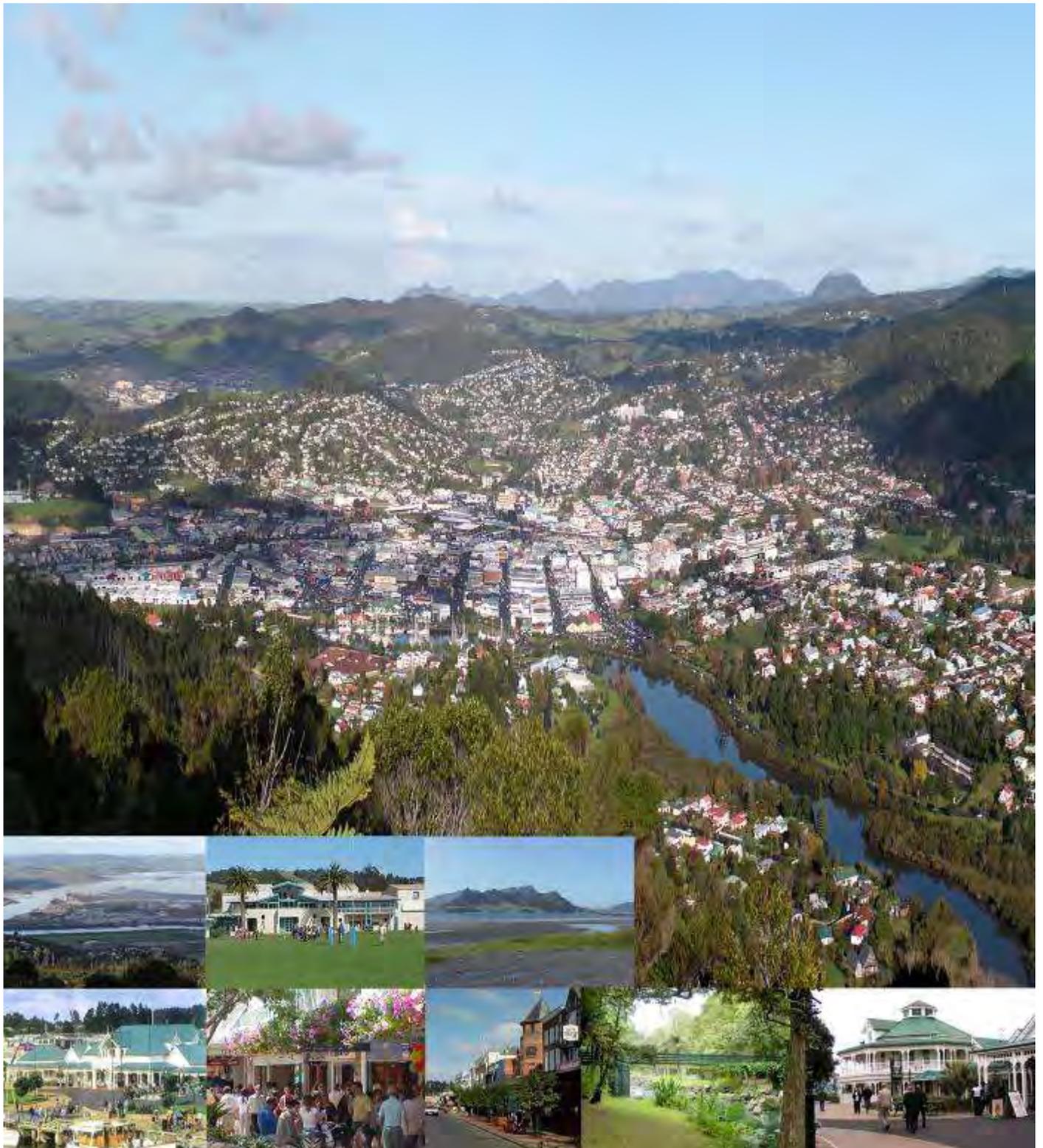


# Whangarei Urban Growth Strategy



**WHANGAREI DISTRICT COUNCIL**  
**Adopted October 2003**



## A message from your Mayor

Whangarei is expanding. We need to deal with this in the best possible way. This is why we have embarked on the Urban Growth Strategy.

**This strategy has been prepared as part of the District's ongoing Strategic Planning Programme.**

The aim of this Strategy is to provide long term guidance for the management of our urban environment in and around Whangarei, so we can enjoy the variety of lifestyles the District offers while living and working in clean and safe surrounds.

This strategy has a 20 year horizon and will ensure that council and the community are well prepared for the changes time will bring.

This strategy has been written with the people of Whangarei, by the people of Whangarei, and for the people of Whangarei. So I would like to take this opportunity to thank everyone who has participated in the preparation of this strategy. Your input has been vital to capture the vision which council will work towards in partnership with you.

I look forward to the ongoing discourse between the community and council, and to planning with you, to realise the vision for Whangarei, *"to be an accessible green city, where people can live, work and shop in safe and clean surrounds, where art and culture are celebrated and leisure opportunities abound."*

While at the same time providing opportunities to add value to our existing businesses, encourage and provide for inward investment in our district, and ensure employment opportunities for our young people.

So together we will make Whangarei a dynamic and thriving city.



CRAIG BROWN  
**MAYOR**

## Executive Summary

The population of Whangarei is growing steadily. The Urban Growth Strategy has emerged in recognition of the need to sustainably manage this growth. The Strategy will become an integral part of realising council's Mission for the District - *Creating the Ultimate Living Environment*.

The demographic, economic and social indicators for the Whangarei District raise important issues in regard to how the city should grow to best provide for the **diverse needs of the District's population**.

In Whangarei rural residential living has become particularly popular and this trend is likely to continue. This trend requires recognition by council so that this growth sector can be managed in a sustainable manner.

The future capacity of residential and business land is an important gauge as to the ability of the city to grow and to allow business to locate in Whangarei and expand. The Strategy examines the future capacity of these existing areas as well as exploring the potential for development in other areas.

Further issues of urban growth have been identified through consultation with the community and Tangata Whenua. Prior to the formulation of this Strategy, feedback was sought on district wide and area specific issues, as well as a vision for the city in 20 years time.

From this consultation and additional research, a vision for the urban area of Whangarei in 20 years time and 16 key issues relating to urban growth have been identified. Objectives, policies and methods have also been identified to address the issues and ensure that the vision is achieved.

The Urban Growth Strategy has a planning time frame of 20 years and will be implemented through a range of methods over time. Of priority is the preparation of Structure Plans for identified areas. Implementation of the strategy will require changes to council documents, both statutory (i.e. the District Plan), and non-statutory (i.e. asset management plans). It will also require the building of partnerships with various groups and organisations within the community, as well as council playing a role in education and advocacy.

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# 1. Introduction

Whangarei is a growing city of over 40,000 people within a District of approximately 70,000. Growth is an important issue to the Whangarei District and the Northland Region, as a means of encouraging economic development and employment generation.

Growth creates a demand for appropriately zoned and located land to provide for the expansion of residential, commercial, and industrial land uses. The expansion of more intensified land uses in turn creates an increase in demand for services such as water, sewage, roading, and stormwater, both in existing urban areas and new urban areas.

The Urban Growth Strategy has emerged in recognition of the need to sustainably manage growth so that the communities in and around Whangarei can benefit socially, economically and culturally while safeguarding resources for future generations.

The Urban Growth Strategy is an integral part of achieving council's vision and mission for the Whangarei District (Figure 1). The Urban Growth Strategy contains a vision for the urban areas of the District in 20 years time; this vision forms part of the wider council vision statement for the whole district.

**Figure 1: Whangarei District Council's Vision, Mission and Values Statement**



The Urban Growth Strategy has three parts. The first sets the scene as it currently is (in Whangarei), and makes predictions for the future. It also examines the current capacity of residential, commercial and industrial areas and looks at possible new areas for development.

The second part looks at the purpose of the Strategy and how it fits with other council documents. The consultation undertaken for the Strategy is outlined and the results of the consultation summarised. Part II also introduces the Vision for Whangarei's **urban area** (with a 20 year horizon).

The third part of the strategy outlines council's **philosophy for growth**, highlights the key issues, and proposes objectives, policies, and methods that through adoption and enactment will lead to the achievement of the vision. Part III also outlines the implementation process. A major part of this is the identification of priority issues and areas for future structure planning.

### **Area Assessment**

To allow more detailed analysis to be undertaken, the urban area of Whangarei has been split into the following sections:

- City Centre and City Port
- Morningside, Avenues and Riverside
- Kensington, Mairtown, Otangarei and Regent
- Vinegar Hill, Tikipunga and Glenbervie
- Kamo, Three Mile Bush, Whau Valley and Springs Flat
- Maunu and Horahora
- Toetoe, Otaika and Raumanga
- Portland
- Onerahi, Parahaki, Awaroa Creek and Sherwood Rise
- Hikurangi.

The potential for future development in some for these areas is examined in Section 3 *Land for Future Development*. The issues relating to each area, raised through consultation, are outlined in brief in Section 5 *Consultation*, and in more detail in Section 9 *Implementation*. Section 9 also examines the methods to address the identified issues and who is responsible and involved.

## 2. District Profile

The following sections profile key demographic, social and economic indicators for Whangarei District and look at trends for the future.

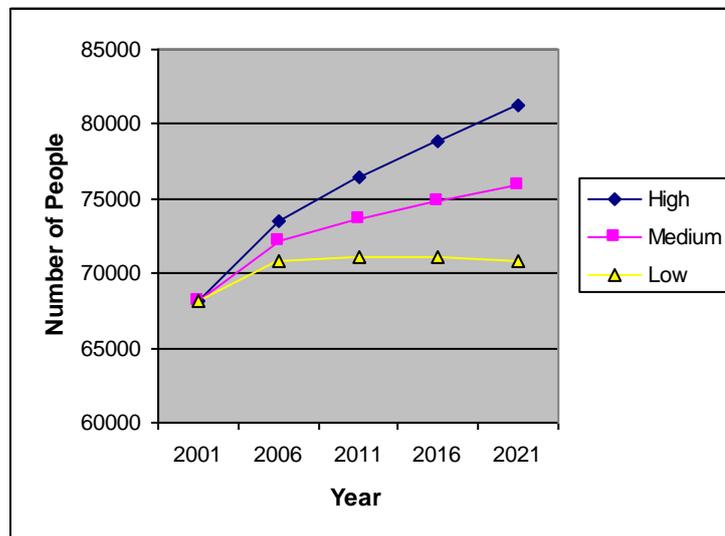
### 2.1 Demographics

#### Population

Overall, Whangarei District has experienced a steady growth rate over the last 25 years. In the 2001 census Whangarei District had a population of 68,094 compared with 66,747 in the 1996 census. However, most of the population increase is occurring in the rural and coastal areas. The urban areas of Whangarei only show a 0.4 percent growth rate, where, the District overall grew at a rate of 2 percent from the 1996 to the 2001 Census.

Using this growth rate of 2 percent, Statistics New Zealand has calculated several possible growth scenarios. Therefore, depending on the future rates of growth in the District there could be between 70,800 and 81,300 people in the District by 2021 (Figure 2).

**Figure 2: Population Growth Rate**



Source: Statistics NZ Census

#### Number of Households

Using a medium growth rate the number of households in Whangarei District is estimated to increase from 24,000 in 1996 to 31,000 in 2021. This is an increase of 7,000 households. As 20 percent of the growth in population is currently occurring in the urban area, it is therefore reasonable to expect that a further 1,400 households will need to be provided in the urban area in less than 20 years time.

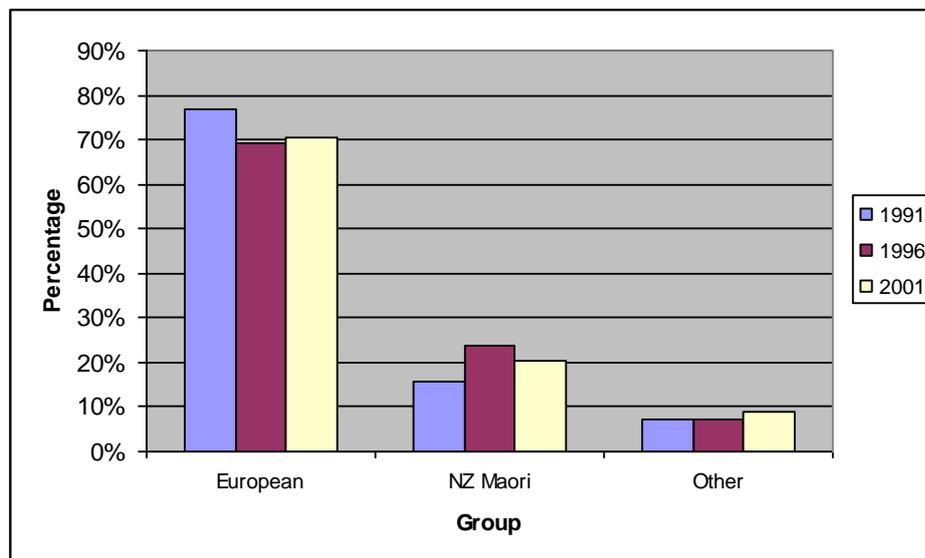
### Household Occupancy Rate

Household occupancy rates as a nationwide trend have declined over the period of 1991-2001. Whangarei District is typical of this trend with the private household occupancy rates decreasing from an average of 2.8 people in 1991 to an average of 2.6 people in 2001. This trend is likely to continue with national statistics indicating that the majority of people will live in private dwellings **well into their 70's and 80's, and that many elderly live alone, especially women.**

### Ethnicity

Although Whangarei is becoming increasingly multi-cultural, there are still two ethnic groups which dominate the District. At the 2001 Census, European/Pakeha was 71 percent and Maori **were 20 percent of the District's** population (Figure 3).

**Figure 3: Ethnic Groups within Whangarei**



Source: Statistics NZ Census

### Age Distribution

The 2001 census results show that the median age of people in the District is 36.7, compared with 34.8 for all of New Zealand. Within the District 14 percent of people are aged 65 and over, compared with the average for rest of New Zealand which has 12.1 percent of people aged 65 and over.

People aged 15 and under make up 24.2 percent of the District, compared with an average of 22.7 percent nationally.

### Life Expectancy

Northland has an average life expectancy of 75.5 years. Northland's life expectancy is lower than most other regions within New Zealand, and is below the national life expectancy rate of 77.1 years.

Statistics show that generally females have a greater life expectancy than males, and that the Maori population has a lower life expectancy than the national average (for all ethnic groups).

## 2.2 Economic and Social

### Northland Region Economic Development

Northland’s economic development has a strong focus on key primary industries including agriculture, aquaculture, horticulture, forestry and tourism.

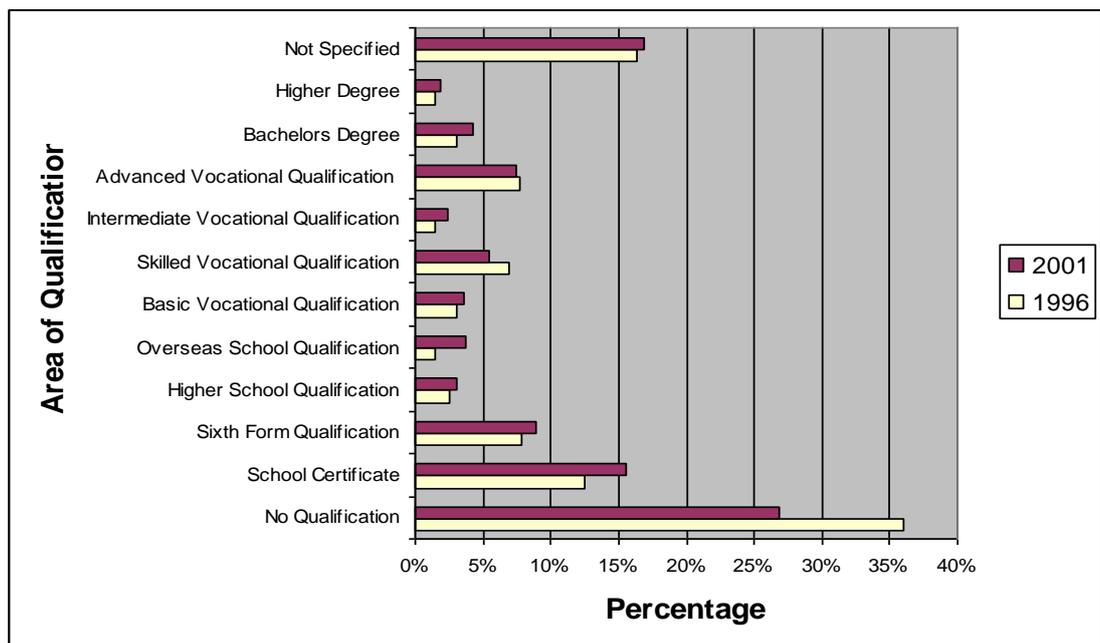
Port Whangarei is a key asset for Northland’s economic growth, and new timber processing plants, and the deep water port that has recently opened at Marsden Point, will provide important facilities for industry. In particular, forestry harvests have the potential to triple over the next 10 years, creating a number of opportunities for investment.

Whangarei City, being the largest urban centre within the region could provide employment opportunities for greater Northland. It is evident that the retail sector is expanding, with the growth in major retail chains locating in Whangarei.

### Education/Skill base

The last ten years has seen more people within the Whangarei District leaving school with qualifications. In 2001, 7.4 percent of the District held an advanced vocational qualification and 4.3 percent of the District population had a Bachelors Degree (Figure: 4).

**Figure 4: Highest Qualification**



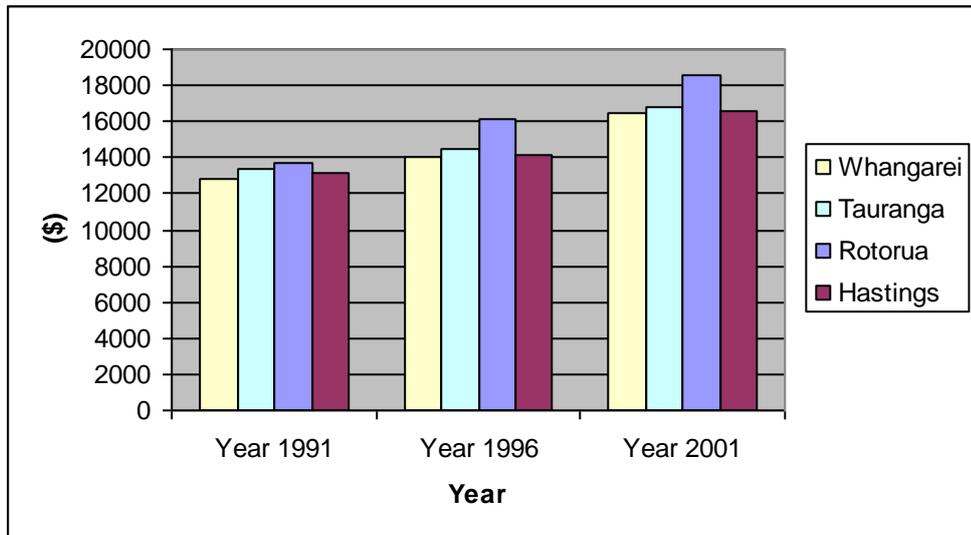
Source: Statistics NZ Census

**Income**

Income levels in Whangarei have improved over the last 10 years and are similar to the average and median income in Tauranga, Rotorua and Hastings (all similar sized districts) (Figure: 5).

The median income of people in the Whangarei District is \$16,400 per annum compared with \$18,500 per annum for all of New Zealand.

**Figure 5: Comparison of Median Personal Income**



Source: Statistics NZ Census

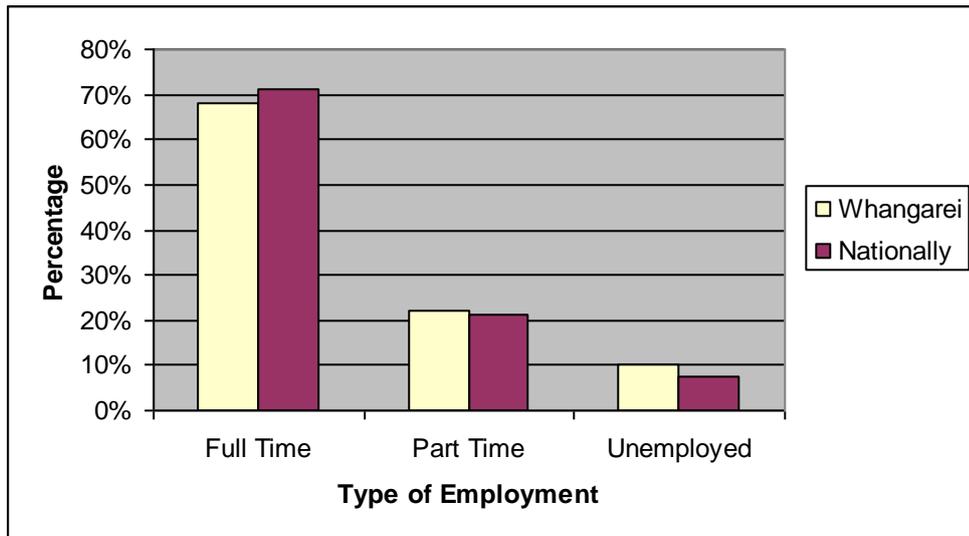
**Employment**

There has been a steady increase in the number of people (aged 15 and over) gainfully employed in the District over the last 10 years. In 2001, 17 percent more people were gainfully employed in Whangarei District than in 1991 (the entire population increased by approximately 9 percent during this period).

**Unemployment**

The levels of unemployment in the District are low in comparison to the rest of the Northland Region. However, the levels of unemployment in Whangarei are higher than the national average (Figure: 6).

Figure 6: Comparison of Employment Rate



Source: Statistics NZ Census

### **Real Estate Demand**

The current housing choice and preference of the market place have been established through consultation with real estate agents, this includes the demand for more retirement villages which are close to amenities such as shops. This demand correlates to the growing ageing population within the District.

Other market trends include the growing preference of rural residential lots, which are either under 1 hectare or over 4 hectares, this demand demonstrates the growing trend in rural lifestyle living. The trend in declining private household occupancy rates, an ageing population and smaller family units will inevitably increase the demand for smaller residential dwellings.

### **Image of Whangarei**

The Northland Sustainable Economic Development Strategy notes that there is a negative perception associated with the Northland region and Whangarei in terms of being a place to engage in the workforce and as a viable place to conduct business. Northland is seen as a desirable and attractive place to live in the context of lifestyle opportunities, rather than for investment or business development opportunities.

Safety is another issue associated with the negative perception of Whangarei, including both the fear and occurrence of crime, as well as pedestrian safety in terms of ease of movement in and around the city. This is an important issue with the District's ageing population and high proportion of younger children.

There has been a recent decrease in the amount of crime committed in the District. While the council does not have direct control over crime prevention, the council can through the District Plan, and other documents prescribe to the principles of Crime Prevention Through Environmental Design (CPTED), and support community initiatives that will create safer communities.

## 2.3 Summary

The demographic, social and economic indicators for the Whangarei District raise a number of important issues that need to be addressed in order to create the ultimate living environment. Some of these issues include:

- **Approximately 80 percent of Whangarei District's population** increase is occurring in the rural and coastal areas.
- There are two ethnic groups which dominate the Whangarei District - European and Maori.
- Whangarei has an ageing population and a large proportion of children under the age of 15.
- The District has a high level of unemployment in comparison to the rest of the country, as well as a high proportion of people living in below average living standards, and in highly deprived areas.
- Northland is one of the most economically underdeveloped regions within New Zealand, and there is a negative perception associated with Whangarei as a place to engage in business.

Given that Northland has one of the highest percentages of Maori population in New Zealand and that there are a number of sites of significance to Maori in the Whangarei District, council acknowledges the need for a working relationship to be developed with Tangata Whenua. Consideration should be given to investigating methods for consulting with Tangata Whenua to ensure effective participation. Overall a partnership needs to be developed, to improve aspects of the relationship with council and improve the wellbeing of Maori in the community.

Council is already working on developing and improving its relationship with Maori. In early 2003, council resolved to appoint a fulltime Maori Liaison Officer to staff. Council also resolved that the Maori Liaison Officer initiate a scoping report for establishing a Maori forum or collective, comprising representatives of Iwi and Hapu within the Whangarei district.

The Maori forum will work in conjunction with council or a working group of council to set in place a permanent framework to formalise the relationship between council and Maori. The permanent framework should include one or more of the following:

- Maori policy to prescribe objectives and outcomes in relation to Maori issues and to establish processes to facilitate interaction with Maori.
- Protocols, charters, or a memorandum of understanding to establish agreed principles and procedures for interaction with Maori.
- A Maori consultative committee, working party or advisory group to advise council on issues of importance to Maori and to facilitate interaction between council, Iwi and Hapu.

## WHANGAREI URBAN GROWTH STRATEGY

### *Part I Setting the Scene*

The gains in population in the rural areas of the District are often a result of people moving out of the city for lifestyle reasons. However, there is a concern over the general loss of the urban population, and the management issues that an increasing rural population places on the rural areas closer into town. These issues can be related to roading pressures, requests to extend services and impacts on traditional farming practices. There is also the potential for reverse sensitivity issues to arise where new lifestyle blocks adjoin existing rural blocks.

Within the Whangarei District the majority of the rural area being developed is close to the rural/urban boundary, and consists of many smaller blocks which are not economically viable for farming purposes, but are popular as lifestyle blocks. The increasing popularity of rural residential blocks as a lifestyle choice, and the closeness of the urban centre, will make Whangarei an increasingly desirable place to live. However, there is a need for council to provide a zoning structure that allows for, and manages the effects of, that lifestyle choice.

Increasing population growth in the rural areas of the District also raises the issue of urban containment, and the best methods of how to achieve this. Urban containment is an issue for the majority of cities in the world, and the attempts to contain them, or manage their growth have met with a varied success, and varied levels of opposition. Management of the urban form stretches beyond zoning patterns and the control of the District Plan. It is now becoming more common in overseas examples for local authorities to exercise the use of economic instruments (see Section 7 *A Philosophy for Growth*) in order to encourage, facilitate and manage growth.



*Glenbervie*

The ageing population of the Whangarei District is an issue for the urban area, as the majority of retired people will be living within the urban area, or at the least using its services and amenities. This requires council to provide services and amenities that will cater to the ageing population of the area, such as reliable and safe public transport, a city centre that is easy to get around (i.e. pedestrian friendly), and provides a range of opportunities and lifestyle options. There will also be a need for a greater level of health services. Whilst council does not have a direct role in the provision of health services there may be a need to assist in facilitating the provision of such services.

**There is the need to cater for the diversity of people's needs as well as the need to retain and/or attract younger people (aged 19-30) to the District by offering them business and employment opportunities.** There is also a need to discourage people from leaving by providing an environment that people find desirable to live in.

Council does not have direct control over the number of people employed and unemployed in the District. However, it can assist people who are looking at expanding their business and taking on extra staff, or starting up a new business, by ensuring that there is a supply of suitably zoned land to enable new commercial or industrial development to locate on. Also, efforts can be made to intensify the use of existing commercial and industrial land, to encourage a more productive use of land.

While it is difficult for Council to directly control levels of unemployment in the District, the potential increase in the number of jobs being created through the measures mentioned above, may assist in providing employment for some of the unemployed in the District.

Training opportunities are also important as it is difficult for people who have been unemployed for longer periods to keep their skills current, especially with changing technology. Other issues include allowing training opportunities for people who through injury or sickness are unable to continue with their profession. As with other employment issues mentioned, **council's role in these areas is limited**, however, it is linked to enabling industry or commercial operations to establish or expand through the provision of suitably zoned land, and the provision of adequate services. Council may also facilitate the provision of training opportunities within the District, by liaising with current training providers and advocating for further education and training provision.

Council can also ensure that the access and services available to education and training providers is enabling them to provide the best possible service they can.

The negative perception of Whangarei as a place to do business needs to be addressed, and facilitation and support for initiatives by groups such as Advance Whangarei will assist to combat this matter. Already it is evident that the retail sector in Whangarei is expanding, with the growth in major retail chains locating in Whangarei. It is important to offer attractive inner city locations for these chain stores, in order for Northland to benefit from having these major retail outlets, and to ensure that the location of these retail chains bring business to local retailers situated in the central city precinct. Council can assist through the development of an efficient roading network, provision of sufficient parking, and ensuring that the pedestrian environment is both attractive and safe.

Tourism is recognised as a growth industry for the district. Consideration needs to be given to providing amenities and infrastructure that will bring visitors to the city and offer them a range of worthwhile experiences. Advance Whangarei, Destination Northland, and other agencies have responsibility for promoting tourism in the District.

Overall, the Whangarei District has a lot of potential in regard to the presence **of the port, proximity to Auckland (the nation's largest population catchment)** and lifestyle opportunities the District offers. A growing population and positive economic indicators show that growth, both economically and socially is a given. However, without management of the environment, through positive planning and facilitation, the positive benefits of this growth will not be realised.



*Whangarei Town Basin*

## 3. Land for Future Development

The following sections examine the development potential available within the current land use environments (zones) in the District, and areas identified as having the potential for further development through possible environment changes.

The current environments in the District Plan relating to this study are:

### **Residential Environments:**

**Living 1** – The general urban areas of the District. Land can be subdivided down to a minimum of 500m<sup>2</sup>, where connection is available to reticulated wastewater services.

**Living 2** – High density residential areas close to CBD. Land can be subdivided down to a minimum of 350m<sup>2</sup>, where connection is available to reticulated wastewater services.

**Living 3** – Areas where development is restricted due to physical nature, lack of infrastructure or other values. Land can be subdivided down to a minimum of 2,000m<sup>2</sup>.

### **Business Environments:**

**Business 1** – Central Business District (CBD). Land can be subdivided down to a minimum of 100m<sup>2</sup>.

**Business 2** – Areas that fringe the CBD and includes light industry. Land can be subdivided down to a minimum of 300m<sup>2</sup>.

**Business 3** – Shopping centres outside the CBD and close to Living Environments. Land can be subdivided down to a minimum of 100m<sup>2</sup>.

**Business 4** – Heavy industrial areas. Land can be subdivided down to a minimum of 1,000m<sup>2</sup>.

### 3.1 Development within Existing Residential Areas

#### Living 1 Environment

The areas of land zoned Living 1 with the potential for development have been calculated as a rough estimate.

Using an average lot size of 833.25m<sup>2</sup> (developed by taking an average of existing development in different suburbs of Whangarei), it is estimated that the city has approximately 450 hectares of land currently zoned Living 1 with the potential to be further developed for residential purposes.

Using current averages, approximately 90 percent of this land would be used for residential living, creating an estimated 5,000 lots, based on the average lot size. Approximately 6 percent (27 hectares) would be used for roading purposes, 3 percent (13.5 hectares) used for open space and 1 percent (4.5 hectares) for shops and amenities (Table: 1).

**WHANGAREI URBAN GROWTH STRATEGY**

*Part I Setting the Scene*

<b>Table: 1 Existing Land Capacity for Potential Development: Areas Zoned Living 1 Environment</b>					
<b>Area</b>	<b>Hectares of Available Land</b>	<b>Number of Lots (833.25m<sup>2</sup>)</b>	<b>Hectares used for Roading</b>	<b>Hectares used for Open Space</b>	<b>Hectares used for Amenities</b>
Tikipunga	96	1050	5.5	2.64	0.24
Kamo	33	360	1.9	0.90	0.08
Three Mile Bush	35	378	2.0	0.95	0.09
Otangarei	49	534	2.8	1.34	0.12
Morningside	46	503	2.6	1.26	0.11
Raumanga	123	1346	7.1	3.38	0.31
Toetoe	3	37	0.2	0.09	0.01
Onerahi	64	705	3.7	1.77	0.16
<b>Total</b>	<b>449 ha</b>	<b>4914 lots</b>	<b>25.8 ha</b>	<b>12.34 ha</b>	<b>1.12 ha</b>

Marsden Point, including Ruakaka and One Tree Point, also has the potential to provide for another 230 (residential Living 1) lots based on an average lot size of 833.25 m<sup>2</sup> (Table: 2).

This area also has the provision for future residential living, under Future Living Environments. Council has rezoned 155 hectares of land for future residential development at Ruakaka, and a further 194 hectares at One Tree Point.

This provision for future residential development will provide approximately 3,800 further lots at an average of 833.25m<sup>2</sup>, taking up approximately 90 percent of available (residentially zoned) land.

Again the remaining 10 percent will provide for the following: 6 percent would be used for roading purposes, 3 percent used for open space and 1 percent for shops and amenities. However the development requirements of this area have already been addressed through the Ruakaka/Marsden Point Structure Plan.

<b>Table: 2 Existing and Future Land Capacity for Potential Development: Marsden Point/Ruakaka/One Tree Point</b>					
<b>Area</b>	<b>Hectares of Available Land</b>	<b>Number of Lots (833.25m<sup>2</sup>)</b>	<b>Hectares used for Roading</b>	<b>Hectares used for Open Space</b>	<b>Hectares used for Amenities</b>
Ruakaka at Present	21	230	1.2	0.58	0.05
Future Provision: Ruakaka	155	1697	8.9	4.26	0.39
Future Provision: One Tree Point	194	2125	11.2	5.34	0.49
<b>Total</b>	<b>370 ha</b>	<b>4052 lots</b>	<b>21.3 ha</b>	<b>10.18 ha</b>	<b>0.93 ha</b>

### Living 2 Environment

These environments comprise two small areas close to the centre of the city (Avenues, Regent/Kensington). Though further development is possible through subdivision, the areas are already high density residential areas and therefore development is limited.

### Living 3 Environment

It is estimated that the city has approximately 590 hectares of land for potential development within land zoned Living 3.

Approximately 90 percent of this land can be used for residential purposes; creating an estimated 2,700 lots at 2,000 m<sup>2</sup> each. Again approximately 6 percent would be used for roading purposes, 3 percent used for open space and 1 percent for shops and amenities (Table: 3).

<b>Table: 3 Existing Land Capacity for Potential Development: Areas Zoned Living 3 Environment</b>					
<b>Area</b>	<b>Hectares of Available Land</b>	<b>Number of Lots (2000m<sup>2</sup>)</b>	<b>Hectares used for Roading</b>	<b>Hectares used for Open Space</b>	<b>Hectares used for Amenities</b>
Kamo	34	155	2.0	0.93	0.08
Three Mile Bush	23	107	1.3	0.64	0.06
Otangarei	104	472	6.0	2.85	0.26
Raumanga/Maunu	368	1681	21.2	10.13	0.92
Onerahi	28	130	1.6	0.78	0.07
Parahaki	33	152	1.9	0.92	0.08
<b>Total</b>	<b>591 ha</b>	<b>2697 lots</b>	<b>34.0 ha</b>	<b>16.26 ha</b>	<b>1.48 ha</b>

### Summary of Existing Residential Environment Capacity

Using these estimates, there is provision for a further 11,600 (approximately) residential, or large lot residential lots to be developed within areas zoned Living 1, Future Living 1 or Living 3, in or near existing urban areas, excluding the coast.

At the current average of 2.6 persons per household, there is provision for a further 30,300 (approximately) people to be accommodated within the existing urban or urban fringe areas.

These calculations do not take into account existing capacity (subdivided lots without dwellings) within the rural or coastal areas of the District. However, development of subdivided lots does not always lead to an increase in permanent population, due to the development of holiday homes.

An analysis of census data from 1991-2001 shows that of the houses built or relocated within these ten years only 35 percent of dwellings were located in the urban area, with the remaining 65 percent of housing development occurring in rural and coastal areas.

At the current rate of increase, the existing urban land capacity, without further rezoning, will take approximately 47 years to reach capacity.

## **3.2 Development within Existing Business Areas**

### **Business 1**

The Whangarei City CBD has the potential for growth both from the utilisation of existing buildings and from the development of new sites. Many of the buildings in the Business 1 Environment are only single or double storey. Whereas the rules that relate to the Environment allow development up to 6-7 stories as a permitted activity. This could be due in some part to higher development costs resulting from the geological nature of the area, requiring foundations to be sunk deeper.

It is not proposed to zone new areas of Business 1, as consultation has shown a desire to consolidate the existing CBD. However there is plenty of opportunity for future redevelopment of the CBD through the better utilisation of space, and urban design. An important issue for the future development of the CBD relates to the connection of the CBD with surrounding areas, in particular the Town Basin and the Okara Park Shopping Centre.

### **Business 2**

There is some capacity within the existing Business 2 area for further development due to intensification. However, there is a proposed 32 hectare expansion to the existing areas of Business 2 at Marsden Point, and there is also the possibility of expansions to the Business 2 Environments to the south of the City, to accommodate future growth.

### **Business 3**

There is capacity in the existing Business 3 environments for future development. However, as residential areas expand and new areas are created, new areas of Business 3 will also be zoned to provide commercial areas to service the population. Such a proposal was considered during public consultation in Maunu to serve this area.

### **Business 4**

Currently there is a lot of capacity in the existing Business 4 Environment for future development. The City Port area contains a large amount land zoned Business 4, and as land uses associated with the City Port move out to the new Deep Water Port at Marsden Point, land will become available for redevelopment. There is also an expansion of 126 hectares of Business 4 land and a future Business 4 Environment proposed for Marsden Point.

### **Summary of Existing Business Environment Capacity**

There is capacity for future development in all existing business environments in the District. Recently there has been provision made through District Plan Variations for expansions to business environments and new future business environments at Marsden Point to accommodate the new Deep Water Port.

Other Business Environments, through redevelopment of sites and/or intensification of use can provide for increased capacity, in addition to the expansions that are proposed.

## **3.3 Areas for Future Development**

In February 2002 a workshop was held to determine areas which could cater for future growth, these areas have been identified as the following: Vinegar Hill (Kamo/ Vinegar Hill area), North West (Three Mile Bush area), Onerahi (surrounding suburban Onerahi), City West (Maunu area), City South (Toetoe Road/ Raumanga area), Portland and Hikurangi.

Each of the areas identified above are examined below for future development potential and any constraints to development.

### **Vinegar Hill**

Vinegar Hill is located at the northern fringe of the city centre. The Vinegar Hill area is predominantly zoned Countryside Environment allowing subdivision to a four hectare average. As the current average lot size is 15 hectares there is therefore potential for further development within the area by way of subdivision down to the four hectare average. There is also the potential to allow higher intensity residential development than that currently permitted in the Countryside Environment by re-zoning.

In respect to servicing, provision of reticulated wastewater in the flatter areas, near Tikipunga/Springs Flat can be achieved reasonably easily (subject to capacity being available in the existing system). However, the remaining steeper areas will be difficult and costly to service. The same applies to water, although there are now plans to have a pipeline going up Vinegar Hill and through to Hikurangi.

Stormwater management is a major issue in this area, as there are already large low lying areas that are prone to flooding. Also the area drains directly into the upper Hatea River, via the Whangarei Falls, therefore water quality from stormwater runoff is a vital issue.

### **Onerahi**

This area includes the land abutting suburban Onerahi and Abbey Caves, Awaroa Creek. Already this area has an average lot size of four hectares, therefore equating to the average currently allowed in the Countryside Environment. There is some capacity for future development, as some lots could be subdivided into four hectare lots. There is also the potential to allow higher intensity residential development than that currently allowed in the Countryside Environment by re-zoning.

The area as specified extends into steep hill country, some of which is generally unstable and would be difficult and expensive to develop. Whilst the District Plan would specify minimum lot sizes for these areas, actual lot sizes will be restricted by topography, access, stormwater and effluent disposal, with many areas needing engineering reports to justify further development.

In regard to wastewater, this area is currently unserved, and although it can be serviced, it would be done so with a high measure of difficulty. Effective stormwater and run-off management would also be an issue, particularly as this area is so close to the harbour edge.

It is also proposed that increased levels of development will require new roads, which will have to be aligned with the topography of the area. Large portions of the area are also stability sensitive, which will impact on the ability to construct further roads in this area.

Servicing the area with water is less of a concern, as the area is already serviced by bulk water mains, therefore only reticulation is required.



*Looking across the Whangarei Harbour to Onerahi*

### **Portland**

Portland is located on the outskirts of the city toward the south, off State Highway 1. The Portland area is currently characterised by a concentrated cluster of housing within the Portland village, and industrial development dominated by the cement works and the quarry. Portland also currently contains the Marusumi Mill and consent has been granted for Whangarei District Council to construct and operate a new landfill in the area.

The proximity of the Portland area to road, rail and the harbour, as well as a high level of infrastructure servicing (with its own wastewater treatment facility and bulk water mains) provide opportunities for increased residential and industrial development.

There are issues of land stability in this area, therefore engineering reports and a catchment plan would be required before any major development of the site could commence. If further industrial areas were established a buffer zone or green belt should be provided to assist in managing any reverse sensitivity effects between the industrial and residential areas.

The Loop Road, Portland Road, and State Highway 1 intersection raises safety concerns, and these would be intensified by increased residential and industrial development.

### **City South**

City South is a small area which is located directly south of the city and is located on the fringes of Raumanga West and includes the area north of Toetoe Road.

Due to the proximity of the Business 2 (light industry) and Business 4 (heavy industry) along Rewa Rewa Road it is proposed that it would be appropriate to establish more Business 2 land on the eastern side of State Highway 1.

Due to the proximity of the Winstones Quarry and the possibility of reverse sensitivity effects between the quarry and residential development, it is also proposed that it would be appropriate for any expansion of the Business 2/4 Environments to be on the flat portions of land on the western side of the State Highway.

Potential constraints include reverse sensitivity effects associated with the operation and future expansion of the Winstones Quarry, the nearby vineyard and issues related to stormwater runoff. Also this area is the southern entrance to the city, and as such the impacts of any development on the amenity of the area is a concern. The impact of any increased development on the safe operation of the State Highway would also be an issue, requiring consultation with Transit New Zealand.

Whilst currently unserviced in terms of wastewater, it is possible to service this area reasonably easily. However, developing reticulated stormwater for the area will need to take into account the proximity of this area to the harbour edge. Provision of water is a lesser issue, as the area contains bulk mains and merely requires reticulation.

### **City West**

City West is the area which is located on the western fringe of the city centre and includes the rural residential parts of Maunu.

The city west, or rural Maunu area is characterised by lifestyle blocks, with an average lot size of five hectares, being only slightly above the average of four hectares allowed in the Countryside Environment. In terms of development potential, Maunu is constrained by the development that has already occurred, therefore limiting further subdivision potential. However, more intensified residential development could be provided for, and there is also potential to provide more commercial land in the area to service the growing population.

Constraints to development relate to access to the area being by way of State Highway 14, which is carrying an increasing amount of truck traffic as more logs make their way to port. However, the proposed upgrading of Otaika Valley Road, as a heavy haulage route, will greatly assist in limiting truck traffic on Maunu Road (State Highway 14).

There are also some physical constraints that will need to be managed, such as the aquifers that will need to be protected from possible contamination from on-site disposal of sewage. This raises the question as to whether future development should be serviced by reticulated services. Also the future development of Barge Park, which offers a range of activities for the wider community including the A and P show must be taken into account in the future development of this area.

The area is currently serviced by a limited number of small shops. With a growing population, it is proposed that allowance should be made for a commercial centre in the area. The location of such a centre would require careful consideration in terms of servicing issues and effects on traffic, which will require consultation with Transit New Zealand.

In regards to servicing, the northern side of State Highway 14 can be serviced with reticulated wastewater relatively easily, however the southern side of the road will be more difficult, and therefore more costly. In regard to water, there are areas that can be serviced relatively easily, whilst others would require the establishment of reservoirs.

More roading will be needed in the area to service increased levels of development, and most likely this will require close consultation with Transit New Zealand to assess the impacts on State Highway 14.

### **North West**

This area is located in the north west of the city centre and includes parts of Three Mile Bush which is located directly west of Kamo and Whau Valley. The average allotment size is five hectares, therefore only being slightly above the four hectares average of the Countryside Environment.

The area is well served by the Kamo shopping centre, with some industrial and commercial services available at Springs Flat. There is the potential within this area to provide a great deal of future residential, commercial and light industrial development.

The North West area is not bounded geographically like other areas, with the transition between lifestyle blocks and the larger lot productive rural properties being difficult to demarcate. However, the area does contain some steep topography in areas, particularly volcanic cones. The development potential of these areas is limited due to the steepness, and in some cases limited road access. There are also numerous properties with right of way access in this area which restricts future development as they have narrow access ways which are unsuitable for increased use.

The area around Pipiwai Road and Taylor Road is flood prone, and will require drainage upgrading and filling to create suitable sites.

Whilst some areas adjoining the urban development to the east will probably be provided with council maintained sewerage reticulation, the majority of the area will have on-site disposal, due to cost and long distances for reticulation. Future water reticulation will be dependant on the cost and the acceptance of cost by the residents.



*Springs Flat and Kamo*

**Hikurangi**

The future development of Hikurangi is constrained by its physical placement between a quarry, State Highway 1, the railway line, and steep unstable hills.

Although there is a considerable amount of undeveloped land in Hikurangi, much of it is flood prone, has stability issues, or is in a mining hazard area. For development to occur in these areas major drainage works would need to be carried out and engineering reports undertaken.

**Summary**

Without further subdivision or re-zoning there is the potential for approximately 730 new dwellings in the Vinegar Hill, Onerahi, City West and North West areas (Table: 4).

As three of these areas are approaching the 4 hectare average lot size allowed in the Countryside Environment, re-zoning could allow a higher density of development to occur.

Re-zoning commercial and light industrial areas would also allow service provision for the re-zoned higher density residential areas.

<b>Table: 4 Potential Residential Growth Areas</b>					
<b>Area</b>	<b>Current Number of Lots</b>	<b>Average Lot Size</b>	<b>Approx. Number of Existing Dwellings</b>	<b>Approx. Number of New Dwellings</b>	<b>Approx. Number of New People</b>
				<i>(without further subdivision)</i>	
Vinegar Hill	590	15 Hectares	350	200	500
Onerahi Area	203	4 Hectares	100	80	200
City West	540	5 hectares	350	200	500
North West	588	5 hectares	300	250	650
<b>Total</b>	<b>1,921 lots</b>		<b>1,100 dwellings</b>	<b>730 new dwellings</b>	<b>1,850 new people</b>

## **4. Introduction**

### **4.1 Purpose of the Strategy**

The Urban Growth Strategy provides a vision for the future urban areas of Whangarei. It identifies issues and provides means of addressing these issues so that the vision may be achieved.

The Urban Growth Strategy is a vital tool for better understanding the needs and constraints for development in the urban areas of Whangarei over the next 20 years.

### **4.2 Format of the Strategy**

The Strategy introduces the Vision for Whangarei in 20 years time. It also identifies 16 key issues that exist, and unless addressed may impede the achievement of the Vision. The objectives, policies, and methods for achieving the vision are also identified.

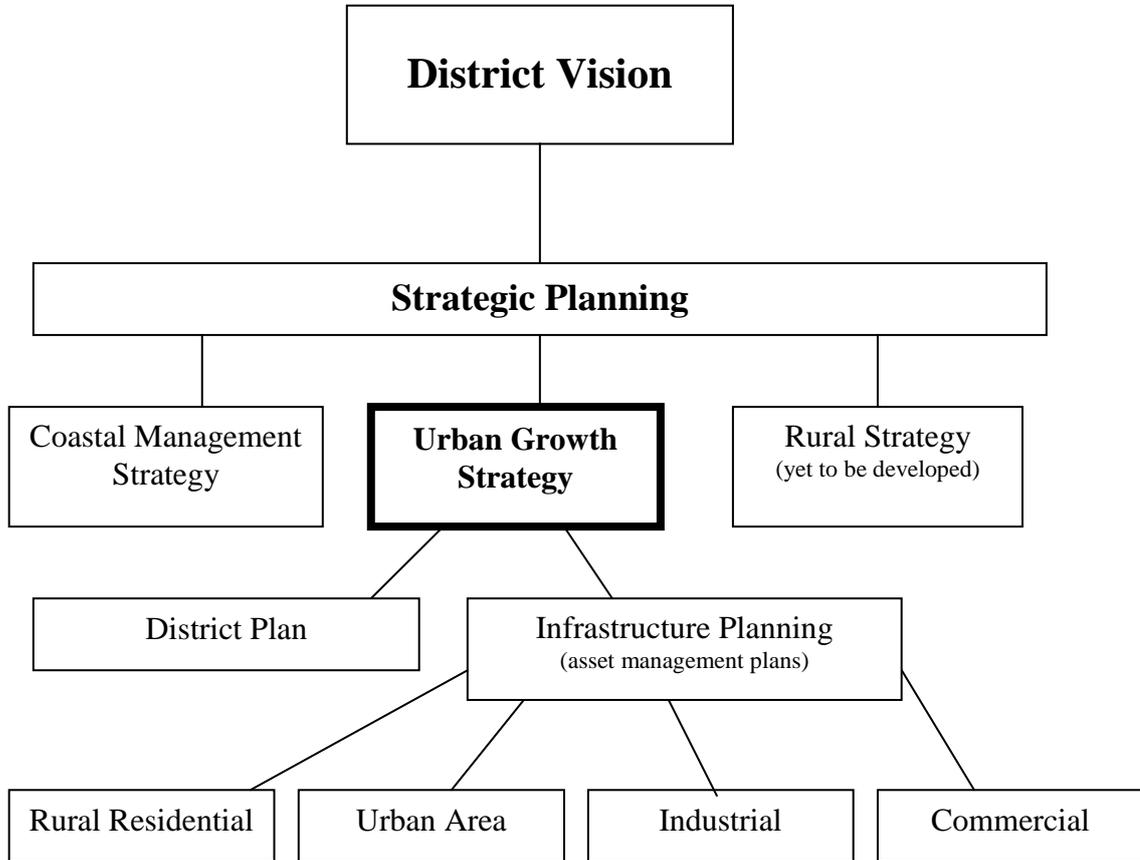
### **4.3 How the Strategy Fits**

As a strategic document the Urban Growth Strategy provides overarching direction to many of council's **functions or other management documents**, as shown in Figure 7.

As the Coastal Management Strategy is a District wide document, the objectives, policies, and methods of Coastal Management Strategy apply to those areas of land in the coastal marine area which are covered by the Urban Growth Strategy (i.e. Portland, Onerahi, City Port, City Centre and Riverside). Therefore there are no key issues, objectives, or policies in the Urban Growth Strategy relating to managing development in coastal marine areas.

It is also important to recognise the influence that national and regional strategies and policy documents provide. In particular the Regional Policy Statement for Northland, the Regional Coastal Plan for Northland, the Regional Water and Soil Plan for Northland and, the Regional Land Transport Strategy have significant relevance.

**Figure 7: Hierarchy of Council Planning Processes**



*Source: WDC Issues and Options Discussion Paper*

## **5 Consultation**

### **5.1 Summary of Consultation Methods and Results**

The development of this Strategy has sought the views of the District's people. Consultation methods included:

- dispatching relevant information, including background statistics and issues and options for urban growth, to over 200 stakeholders and Iwi, and seeking written feedback,
- **holding nine public meetings in Whangarei's urban areas and seeking written feedback from attendees at the meetings,**
- holding four public meetings for business people, and attending and presenting at a business forum, and seeking written feedback from attendees,
- holding a Hui and seeking feedback from Iwi on how council can improve its consultation practices with Iwi,
- inviting all the attendees of the earlier meetings to a final public meeting where all the issues raised were presented and attendees given an opportunity to rank the issues relative importance to them,
- presenting possible words or phrases (taken from written feedback) to describe a vision of Whangarei in 20 years time, both at the final public meeting and at council's **Community Expo**, and asking people to rank their top three words or phrases,
- asking high school students to take photos of things they like and dislike about Whangarei and describe why and how they could be improved.

While the extensive feedback from the consultation process is outlined in the *Consultation Report, May 2003*, the following provides an overall summary of issues arising from consultation that have guided the development of this strategy. The ongoing consultation process and some of the lessons learned from the consultation process, follows (Section 5.2) at the end of this section.

#### **Stakeholders and General Public**

The main concerns of people responding were:

- traffic management
- parking
- provision of walkways and cycleways
- protection of existing character of areas
- protection of bush and productive farmland
- personal safety
- extension of the Town Basin
- upgrading of the central city.

Many people noted the fragmentation of the city. The general consensus was that if the central city was consolidated the economic viability and vitality of the city would improve. This improvement would also be linked to better traffic flow through the city and additional parking facilities.

Numerous people also mentioned the need for better pedestrian access around the city, especially for the elderly, disabled and people with prams. There was a lot of support for retaining the current bus service and requests that it be extended.

Most people made positive comments about the design of the Cameron Street Mall and the Town Basin. However, a common comment was the need for a pedestrian link between the Mall and the Town Basin and a continuation of these themes.

The current upgrading programme of the older buildings in and around town has also met with general approval, with a desire to see it continued. Design guidelines were advocated with requests that council control the style of architecture used to give a uniform look or theme to the city.

A summary of the issues relevant to each area is outlined in Table 5:

<b>Table: 5 Issues Arising From Consultation – by Area</b>	
<b>Area</b>	<b>Issues to be Addressed</b>
City Centre/ City Port	<ul style="list-style-type: none"> <li>• Provision of parking facilities</li> <li>• Traffic safety and efficiency</li> <li>• Provision of pedestrian and cycle access around the city</li> <li>• Negative perception of personal safety, especially at night</li> <li>• Need for architectural design standards to preserve cityscape</li> <li>• Controlling effects of industrial development</li> <li>• Adequate provision, and management, of effects of commercial development</li> <li>• Adequate provision for residential development</li> <li>• Consolidation of the city centre</li> <li>• Provision of public transport</li> <li>• Redevelopment of the City Port area</li> </ul>
Morningside/ Avenues/ Riverside	<ul style="list-style-type: none"> <li>• Traffic safety and efficiency</li> <li>• Density of residential development</li> <li>• Preservation of existing character and amenity</li> <li>• Provision of pedestrian and cycle access around the city</li> </ul>
Kensington/ Mairtown/ Otangarei/ Regent	<ul style="list-style-type: none"> <li>• Traffic safety and efficiency</li> <li>• Density of residential development</li> <li>• Preservation of existing character and amenity</li> <li>• Effects of commercial activity on residential amenity</li> <li>• Provision of pedestrian and cycle access around the city</li> <li>• Negative perception of personal safety, especially at night</li> </ul>
Vinegar Hill/ Tikipunga/ Glenbervie	<ul style="list-style-type: none"> <li>• Traffic safety and efficiency</li> <li>• Threats to stone walls and bush areas from development</li> <li>• Management of rural residential development</li> <li>• Provision of commercial development</li> <li>• Provision of infrastructural services</li> <li>• Provision of pedestrian and cycle access around the city</li> </ul>

**WHANGAREI URBAN GROWTH STRATEGY**  
*Part II Introducing the Strategy*

<b>Table 5 Issues Arising From Consultation – by Area</b>	
Kamo/ Three Mile Bush/ Whau Valley/ Springs Flat	<ul style="list-style-type: none"> <li>• Traffic safety and efficiency</li> <li>• Maintain a viable commercial centre in Kamo</li> <li>• Threats to versatile soils from development</li> <li>• Management of rural residential development</li> <li>• Expansion of commercial/light industrial development</li> <li>• Provision of infrastructural services</li> <li>• More recreational facilities</li> </ul>
Maunu/ Horahora	<ul style="list-style-type: none"> <li>• Traffic safety and efficiency</li> <li>• Management of rural residential development</li> <li>• Protection of existing bush, stone walls and rural amenity from development</li> <li>• Protection of aquifers</li> <li>• Further commercial development</li> <li>• Provision of infrastructural services</li> <li>• Reverse sensitivity arising from conflicting issues</li> </ul>
Toetoe/ Otaika/ Raumanga	<ul style="list-style-type: none"> <li>• Provision of parking facilities</li> <li>• Traffic safety and efficiency</li> <li>• Enhance the entranceway to the city</li> <li>• Protect harbour views</li> <li>• Management of rural residential development</li> <li>• Provision of commercial development</li> <li>• Provision of infrastructural services</li> <li>• Reverse sensitivity arising between conflicting land uses</li> </ul>
Portland	<ul style="list-style-type: none"> <li>• Traffic safety and efficiency</li> <li>• Provision and management of industrial development</li> <li>• Provision and management of commercial development</li> <li>• Management of rural residential development</li> <li>• Reverse sensitivity arising between conflicting land uses</li> </ul>
Onerahi/ Parahaki/ Awaroa Creek/ Sherwood Rise	<ul style="list-style-type: none"> <li>• Provision of parking facilities</li> <li>• Traffic safety and efficiency</li> <li>• Provision of pedestrian and cycle access around the city</li> <li>• Upgrade Onerahi commercial centre</li> <li>• Protect bush reserves</li> <li>• Retain and enhance access to beach</li> <li>• Constraints on residential development</li> <li>• Management of rural residential development</li> <li>• Provision of infrastructural services</li> </ul>
Hikurangi	<ul style="list-style-type: none"> <li>• Develop a town identity, including a mainstreet programme</li> <li>• Provide facilities at Lake Waro</li> <li>• Constraints on residential development</li> <li>• Constraints on the provision of infrastructural services</li> <li>• Constraints on commercial/light industrial development</li> </ul>

### **Tangata Whenua**

A Hui was held with Tangata Whenua and issues were raised about the process of consultation, and about the effects of urban growth on Maori.

It was suggested that council should work in partnership with Tangata Whenua in the ongoing development of the structure plans.

It was proposed that consultation with Tangata Whenua could be improved with meetings being held on the Marae with Hapu included, and also allowing a greater period of time for consultation.

In terms of the effects of urban growth, the main issues were concerning sites of significance to Maori. Tangata Whenua suggested that an understanding of the concepts and areas of waahi tapu needed to be reached before development proceeded, and that once council had a better understanding of what these sites meant to Maori they would have a better understanding of how the sites could be managed for future generations. They stated that lists of waahi tapu, significant sites and customary sites needed to be recorded to ensure that they were treasured for the future. The loss of access to sites of significance through development and leasing of Maori land was also raised as a major issue. It is proposed that this matter will have to be further addressed at the time of structure planning.

Other issues related to the special relationship that Maori have with the land and that this should be recognised. Concern was expressed that the Public Works Act should not be used as a method for progressing development. However, it should be noted that the Public Works Act can only be used after notice of requirement (designation) has been approved, and that any notice of requirement must be publicly notified. Therefore, it is not possible for council to utilise the Public Works Act in a manner to suit its own ends.

The issues raised highlight the need to develop a better working relationship with Tangata Whenua and investigate further effective methods of consultation. Council should also examine the need to undertake education programmes for Councillors and Staff on Tikanga Maori, in order to assist in the better recognition of the special relationship that Maori have with the land.

### **Youth**

The main issues raised by younger people were:

- the provision of areas for entertainment for teenagers
- traffic management, especially around schools
- provision of parking
- the upgrading of facilities including: libraries, toilets, bus stops, Mair Park walking tracks, Otangarei walkway, Laurie Hall Park, the swimming pools, the Northland Rugby Stadium, Parahaki Lookout, and skateboard parks.

The students noted a number of issues concerning the image of Whangarei. They suggested repainting buildings and removing graffiti, making the area around the bus stop more tourist friendly, reducing littering and eradicating weeds on riverbanks and replanting with natives.

The Town Basin and the Cameron Street Mall were liked by the students, as were recreational facilities such as the skateboard parks, the Hockey Stadium and the Kensington Fitness Centre and Northern Advocate Stadium.

## **Business**

Business people believed recent developments on the outer edges of the CBD had caused the city to become fragmented, and on the whole they thought **the city centre should be consolidated, "the city needs a heart"**.

Business people suggested that council could better manage the increase in the number of new businesses by:

- providing rental incentives on council-owned buildings
- centralising the CBD
- removing the business differential on rates
- encouraging new business to take over empty central city shops by reducing water charges and rates
- providing good parking and traffic flow
- publicising the Chamber of Commerce and working with other professional bodies to promote the city

## **5.2 Ongoing Consultation and Lessons Learnt**

Through undertaking consultation for this Strategy some valuable lessons have been learnt as to those methods of consultation that are successful and those that are not.

The public meetings held on week nights, in specified areas of the District, were generally well attended and contributed much written feedback. However, the Onerahi area public meeting which was held in the weekend attracted the best turnout.

The final public meeting was also well attended and the summary of issues raised through the consultation and the opportunity to rank those issues, were well received.

The public meetings held for business people over 2 hours during lunchtime were not well attended, and written feedback was light. The presentation made to an existing business forum was effective in reaching many business people, but the written feedback response was still low. Time is obviously an issue for business people and feedback questionnaires may need to be formatted in a yes/no/tick box format, to ensure a higher response rate. Using existing business forums/meetings may be the best way to engage with business people.

The Hui held at Whangarei Terenga Paraoa Marae was not well attended. The reasons for this were discussed with those attending the Hui and have been outlined in the section above, entitled *Tangata Whenua*. Other methods of consultation have been suggested as well as extending timeframes.

The proposal to give students cameras to take photos of the district was met with approval and enthusiasm from both students and teachers. However, completed returns were low. Teachers noted that it was hard to fit the exercise into workloads and suggested that if there were annual projects like this they may be able to schedule them into their programmes easier.

**WHANGAREI URBAN GROWTH STRATEGY**

*Part II Introducing the Strategy*

Consultation will continue with feedback sought on this draft Strategy. Once the Strategy is adopted, council will begin to prepare Structure Plans for areas of the District. Further consultation will be undertaken during the Structure Planning process. This consultation is likely to be targeted at the community level and council will aim to work with community groups, and agencies, as well as Tangata Whenua.

Ongoing consultation will also be important in assessing the effectiveness of the methods used to achieve the objectives, and address the key issues, outlined in Part III of this Strategy. Consultation will also ultimately reveal whether the vision for the urban area (identified in the following section) has been realised.



*Cameron Street Mall*

## 6. Vision for Whangarei

The vision outlines how the community would like to describe the urban areas of Whangarei in 20 years time.

***To be an accessible green city, where people can live, work and shop in safe and clean surrounds, where art and culture are celebrated, and leisure opportunities abound.***

The vision for the city of Whangarei ties into council's overall vision for the District. As the vision for the City is achieved, the Whangarei District as a whole will become a "vibrant, attractive and thriving District".

The development of provisions within the District Plan that provide for a range of residential lifestyle options, as outlined in the Urban Growth Strategy, such as inner city apartments, high density, medium density, and rural residential, will ensure that the District provides "sustainable lifestyles".

In promoting and achieving the outcomes of the Strategy, and achieving the vision for the District then council will be working towards its mission of "creating the ultimate living environment".

In working to achieve council's vision and mission for the District, the following values will be observed: communication, customer first, innovation and excellence, valuing employees and partnerships, and visionary leadership.

The strategy in itself can be seen as an example of visionary leadership, and as has been mentioned, developing partnerships is going to be vital to the implementation of the Strategy, therefore supporting and implementing council's mission, vision, and values.

## **7. A Philosophy for Growth**

### **7.1 Introduction**

Projected rates of population growth until 2021 show a steady increase in the number of people living in the District. Estimates show that that between 6,000 and 12,000 more people will be living in the District by 2021 (which is conservative when taking into account all the new industry moving into the area). Using the current household occupancy rate of 2.6 people per household, another 12,000 people, will require 4,600 households to be created across the whole of the Whangarei District.

While the estimates are being viewed as conservative, even this rate of increase will become evident in increased building, business development, resource use, and demand for property.

Predicted residential growth can be accommodated within the existing zoned residential land. However, the majority of growth is occurring on the periphery of the city, and within the coastal areas. Research and trends suggest that it is this land on the outskirts of the city which will continue to be in greatest demand.

The following section of this report identifies 16 key issues concerning urban development that need to be managed. The role of council is to recognise these issues and manage their effects on the natural and physical resources of the District.

### **7.2 Effects of Urban Growth**

The effects of urban growth requiring specific consideration are:

- The pattern of growth in the residential and periphery areas of the city. There is a desire to provide people with a range of lifestyle options, while reducing the impact these have on the wider natural and physical environment of the District.
- The pattern of business and industrial development occurring in the District. Better planning is seen as a means to give greater certainty to businesses and industries looking to invest in the District.
- Improving the image, character, and overall identity of Whangarei.
- Limiting/managing the effects of development on natural resources, including water, soil, landscape and ecological systems.
- Managing the impacts development will have on the roading, stormwater, wastewater, and water systems.

- The implications hazards have on development potential.
- The impacts development and growth will have on the people of Whangarei. Specifically the provision of recreational, employment and social opportunities to interact as a community.

The management of these effects will require partnerships to be formed between council and Iwi, council and other government bodies, and between the private and public sectors.

Various methods of management and implementation need to be considered. These methods will extend beyond the requirements of the District Plan, and include non-statutory methods such as advice and education.

The results of analysis and consultation on the *Issues and Options Discussion Paper* show that council needs to influence the form of urban development and location of future growth, as this is essential in order to manage the effects of growth in an integrated manner.

### **7.3 Approach**

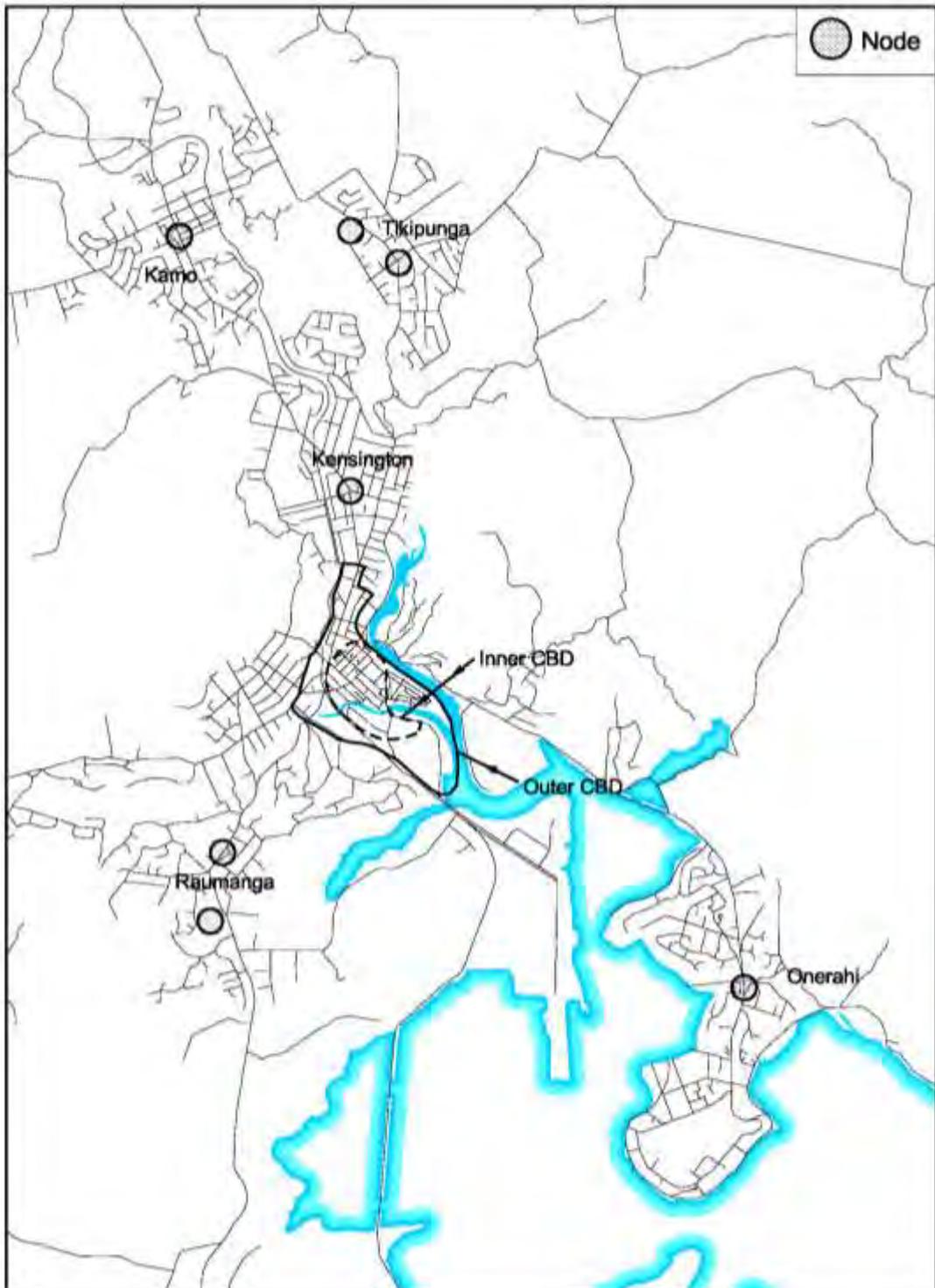
The growth philosophy that is currently being supported by council is that of a central business district with a strong centre, (CBD core), and periphery, (outer CBD), that provides the majority of business, commerce, and retailing for the District /Region; and suburban nodes that provide some small scale retailing activities, supermarkets, chemists, doctors, and other services (Figure: 8).

The nodes would also allow for more intensive residential development, and would be linked to the central hub via an efficient roading network, and an effective public transport system. The intention is to create a city with a strong focal point and a variety of lifestyle options. These options would include central city apartment living, as well as attractive liveable suburbs, and rural residential and coastal lifestyle choices.

This growth philosophy provides guidance to the community on council's direction and intention for the future of Whangarei.

The flow on from the Urban Growth Strategy is the development of structure plans that will better define any growth issues that relate to particular areas that need to be addressed in a Plan Change(s). In addition to this the strategy will also need to be taken into consideration during the development of Asset Management Plans, Community Action Plans and several other documents that sit outside the District Plan.

Figure 8 Growth Philosophy for Whangarei Urban Areas



## **7.4 Methods to Facilitate and Manage Growth**

In the past Whangarei's growth pattern has been influenced by the historically turbulent nature of the region's economy. To give greater certainty to the long term economic viability of the city and the District it is now prudent to adopt a growth philosophy that will strengthen the position of Whangarei as the urban hub of Northland.

In order to achieve such a philosophy, business in particular needs to be enticed into the central city. The use of economic and other incentives are not unusual in the management of business development and large scale residential development. Therefore effective incentive methods should be developed and deployed to support the zonings and the rules of regulatory methods such as the District Plan

### **Clusters**

It is common for developers to want to develop or expand businesses into areas that are known for its clusters (specialised industry grouped in a geographical location). Whangarei for instance is known for boat building and timber processing and other forestry related activities. Marsden Point for example will in time become a strong cluster of the forestry industry.

**The clustering of 'like businesses' can create an economic advantage, due to the development of a workforce with specialised skills and also the establishment of support industries relating to the 'cluster'. The establishment of clusters can be supported by specific zoning in the District Plan, and/or incentives developed in consultation with the industries involved in the clusters. Undertaking such an initiative would be a proactive move, and one which would assist in developing those industries likely to be able to grow most significantly in a favourable environment. Partners in such an initiative would include economic development agencies, such as Advance Whangarei.**

### **Creating a Strong CBD**

An issue encountered in Whangarei however, is that because of the overall small size of the city, there is little or no benefit for a business to locate in any particular area, because there is little difference in transportation and production costs, competition, or information sharing wherever they locate in Whangarei (with the possible exception of those businesses requiring a Port).

However, if the geographical location of business is allowed to continue in this manner the CBD of Whangarei will begin to suffer as more and more businesses locate outside it, in turn taking people with them. This reduction in people reduces the number of pedestrians, thereby negatively impacting on stores (i.e. boutique clothing, cafes etc) that rely on high numbers of foot traffic. There is also negative flow on effects related to security and safety, as well as a negative impact in the vibrancy of the city.

*Part III The Strategy and Implementation*

In order to strengthen the CBD it is necessary to provide incentives to businesses to locate there and (potentially) disincentives to locate outside it.

Such incentives that could be investigated are:

- Granting rates relief to those businesses locating in specified areas.
- Have an awards system for companies and businesses that come up with innovative environmental designs which promote sustainable development.
- Lower the costs of redeveloping sites, for example lowering costs of disposing of any demolished buildings.
- Investigating the impact of the financial/development contributions required under the District Plan, and the Local Government Act.
- Charging the true cost of servicing the undeveloped areas outside the CBD, while providing low connection costs within the CBD. Such methods of managing development are common throughout Britain, the United States and Canada.

Any economic incentives that were adopted by council could sit in a document separate from the District Plan (whilst linked to it), and other statutory documents, to allow council greater flexibility in their management. With an economic incentives document sitting outside the District Plan they could then be applied to development that was permitted under the requirements of the District Plan, for instance a permitted redevelopment of a city block could then be eligible for relief without going through a consent process.

New Zealand agencies have not traditionally used economic incentives to influence development, but it has worked successfully overseas. The incentives would work in a manner that would benefit development if specific industries located in specific areas, for example boat builders locating at the City Port would form a cluster thereby giving the businesses and the District the benefit of a cluster. In other countries the central government also influences the placement of business through tax incentives, an issue that could be put to the Ministry for Economic Development for assistance.

### **Rural Residential**

Over the last 5 to 10 years the rural areas close to Whangarei City have experienced an increase in growth. The last 5 years in particular have seen an increase in the number of subdivisions in these areas, and a decrease in the average lot size. As a result there has been a change in the predominant use of these areas from large to medium scale agricultural/horticultural to lifestyle blocks. This change in use also raises many issues for the council to manage.

As part of this Strategy four areas have been identified as possible future rural residential zones. In creating these zones it is envisaged by council that they will form a formal interface between the urban area of Whangarei, and the rural areas of the District. Thereby they will be a transition zone from strictly residential to rural, and the lot sizes will reflect this. The structure planning process will assist in establishing the recommended level of subdivision, i.e. lot sizes.

### **Intergenerational Equity**

The costs of development (namely the provision of services) can in some instances be very high and then the issue of intergenerational equity becomes apparent.

The theory of intergenerational equity in a basic form is that, if the current generation makes investments into public goods and pays for them now, then it is the future generations that will reap the true benefits, being able to use the public good but not having to pay the true cost. Or it can work in the opposite direction, in that loans taken out by this generation to purchase public goods and services will have to be paid for by future generations.

An example of this could be infrastructure. If a sewage pipeline is laid now to meet current demands and those of the foreseeable future and paid for by the current ratepayers, it is the ratepayers of the foreseeable future that will benefit. However if proper planning is not carried out and the sewage pipeline laid down is not adequate to meet future needs it is the future generations that must pay, either by paying for a new pipeline or in terms of restricted development potential of the land.

Another example could be that if public space (parks and reserves) is purchased outright now, it is the future generations who will enjoy the full benefit, as the current generation not only has to pay for the land but also had to accept the opportunity cost of the land being purchased outright, rather than by loan. Or to look at it from the other angle, an interest bearing loan is taken out to pay for the land purchase and the current generation only pays the interest, it will be the future generations that pay the principle.

Therefore the aim should be to recognise the economic flow on effects of development (both positive and negative) and to be mindful of issues of intergenerational equity. The cornerstone in council being able to do this, is to identify the true costs of development.

However issues remain regarding development cost, not only from an intergenerational stand point, but also relating to a cross subsidy perspective. With cross subsidy, the issue (potentially perceived) is that the whole community pays for a small percentage of people to gain direct benefit from the (infrastructure) development.

Effects of intergenerational equity and cross subsidy can be minimised by the coordinated management of the provision of infrastructure into areas that have been identified for further development.

That is, with strategic asset and resource management across the District, the issue of cross subsidy will be minimised and the benefits of development can be maximized socially and spatially. Economic incentives can be used to facilitate this location (of development). A combination of development levees, financial contributions, or targeted rates can be used to recoup the monies expended in extending services. Not to say that the recouping of the costs may not be undertaken at a discounted rate, to recognise flow-on benefits from an overall improvement or development of the infrastructure system.

Sections 5 and 6 of the Resource Management Act, and the new Local Government Act, require councils to take into account the social, and economic wellbeing of their communities, and therefore provide further justification for the use of economic incentives, and instruments. Preliminary research has been started into financial contributions as part of the District Plan and Long Term Community Council Plan processes. Whatever the eventual outcome of this, further investigation of the use of economic incentives and their possible uses in facilitating both economic and community development is required.

## 8 Key Issues, Objectives, Policies and Methods

There are 16 key issues which have been identified as requiring particular attention in order to support the achievement of the vision for Whangarei. Objectives have been identified to resolve these key issues, policies have been written to achieve the objectives and methods have been determined as actions to implement the policies.

Overall, the use of objectives, policies and methods in the development of the structure plans, and the implementation of the strategy, will ensure that the key issues are addressed and ultimately, that the vision is achieved. These objectives, policies and methods, therefore, act as a reference point in the development of individual structure plans, ensuring that key issues are addressed and also providing a means of ensuring that consistency is achieved in the development of all structure plans.

### 8.1 Key Issues, Objectives and Policies

#### Key Issue 1

The potential conflict between changes in urban form and the preservation and enhancement of amenity, character and identity.

*Whangarei is similar to other small cities in New Zealand, but it does have several unique features which contribute to its character and identity. These are the shape of the harbour and the Hatea River leading into it, the dominance of the landscape around the city, specifically the Western Hills, and the closeness and the variety of the coastline. There is also the contrast between the urban and the rural environments, and the accessibility of the rural environment to the urban population.*

*Further consultation therefore needs to be undertaken to specifically identify the aspects of character and amenity of each area of the city. Once these have been identified they can be maintained and enhanced through various mechanisms including the District Plan.*

#### 1.1 Objective

- 1.1.1 The characteristic amenity values and the identity of each locality are maintained and enhanced.

#### 1.2 Policy

- 1.2.1 To ensure that changes to urban form are compatible with the character, amenity, and identity of the surrounding environment.

## Key Issue 2

Further fragmentation of the city centre through sporadic commercial development.

*The city centre has become increasingly fragmented which has begun to affect the accessibility and functionality of the wider business district in Whangarei. In the long term this may impact on the economic viability of the Whangarei City. By containing the current city centre and consolidating the business growth, a definite hub for Whangarei and Northland will develop. While initially incentives may need to be used to encourage businesses to locate in this area, in the long term economic benefits for businesses and the community will become apparent. These benefits may include a defined centre for Northland that is easily accessible to everyone. Research into the methods to achieve consolidation, including economic incentives and infrastructural design is therefore required so that development can happen in a manner which is well planned and engineered.*

### 2.1 Objective

2.1.1 The consolidation and development of the city centre.

### 2.2 Policies

2.2.1 To avoid sporadic commercial development.

2.2.2 To encourage the consolidation and development of the central business district.



*Looking across at industrial land near Port Road*

### Key Issue 3

The absence of forward planning leading to piecemeal development and inappropriate placement of industrial activities.

*There is increasing pressure from the industrial sector on council to give greater certainty as to the importance of, and control measures for, industrial activities in the District. As the industrial sector is important to the economy of the District, it is important for them to receive clear messages from council, especially as to how their activities are to be managed in the District. Providing clarity to this sector as to council's position is therefore important, as is, providing areas of land for industrial development which are easily accessible to major transport routes such as State Highways, Railway lines, and Ports.*

*The opening of the new deep water port at Marsden Point and the provision of land for industry nearby has seen a downturn in development at the City Port and an increase in industrial/commercial development at Marsden Point, and a push for the development of a rail link to the new port. As land is vacated at the City Port, council should investigate the possibility of assisting industries in moving to the City Port, especially those which would benefit greatly from a portside location (i.e. boat building).*

*Industries that are located close to areas that create issues of reverse sensitivity, e.g. residential areas, can be severely limited in their ability to operate to their full potential and/ or expand operations if demand requires. It is essential therefore that industries be allowed to develop and expand whilst avoiding, remedying, or mitigating adverse effects on others. Council should therefore monitor the amount of industrial land available within the District and the levels of occupancy, so that zone changes can be made to accommodate demand. This should limit the fragmentation of industrial areas, allow for greater intensification where appropriate, and also provide the opportunity to develop buffer areas, or strips between potentially conflicting land-uses.*

### 3.1 Objectives

- 3.1.1 The importance of long term planning (including appropriate zoning) for industrial activities is recognised by council.
- 3.1.2 The potential adverse effects of industrial activities are mitigated by their appropriate placement and management.

### 3.2 Policies

- 3.2.1 To include policies and objectives in the District Plan relating to the importance of industrial development to the economic and social wellbeing of the District.
- 3.2.2 To have regard to the needs of industrial development when formulating other council documents.
- 3.2.3 To avoid, remedy, or mitigate the potential adverse effects of industrial development by their appropriate placement within the District.

#### Key Issue 4

Adequate suburban centres that are accessible and convenient for local residents and help reduce vehicle usage without detracting from the urban centre (CBD).

*The creation of suburban nodes can have positive effects on the sense of community in an area, and provide incubator opportunities for some types of small business. Suburban centres already exist in Whangarei, and by allowing them to provide a comprehensive range of services and increasing the density of housing around them a node can be created, in turn providing a centre for the communities. This is a method of giving communities a focus, around which to create an identity for the area, and therefore enhancing and maintaining the character and amenity of the area.*

*The structure planning process will be used to identify the areas that can accommodate a higher residential density, while ensuring the accessibility of these areas by pedestrian and vehicle traffic is maintained and enhanced, and the level of infrastructure servicing is also maintained. These areas of higher residential density would be a walkable distance from the shopping area, giving greater accessibility to the services provided there, including public transport.*

#### 4.1 Objective

4.1.1 Accessible and convenient suburban centres are provided.

#### 4.2 Policy

4.2.1 To provide suburban centres that are accessible and convenient without detracting from the central business district.



*Tikipunga Shopping Centre*

### Key Issue 5

The effects of roading design, roading development, traffic volume, and heavy vehicles on traffic flow and safety.

*As the population of Whangarei, visitor numbers, and the number of heavy vehicles continue to grow more pressure will be placed on the roading network. Greater importance will be placed on the need for future planning, to ensure the increase in the number of vehicles does not decrease the efficiency of the existing roading network.*

*Future planning would incorporate all aspects that could impact on the future effectiveness of the network such as, keeping heavy traffic away from residential areas (with a possible heavy haulage bypass), ensuring subdivision design does not compromise and impact adversely on traffic flow, that the roading hierarchy is maintained and designed for efficiency, incorporating the needs of other road users into roading designs, e.g. pedestrians and cyclists, and that sufficient parking is supplied in the CBD and nodal areas to meet demands, so these areas are not stifled through accessibility issues.*

## 5.1 Objective

5.1.1 Establish, maintain and enhance a safe and efficient road network.

## 5.2 Policies

5.2.1 To reduce conflicts between heavy vehicles and other users of the roading network.

5.2.2 To continue to develop a safe and efficient roading network to meet the demands of urban development.

5.2.3 To minimise the effects of land use and subdivision on the safety and efficiency of the roading network.

5.2.4 To ensure adequate provision of parking in the central business district and in suburban shopping centres.

## Key Issue 6

The provision of public transport, pedestrian walkways, and cycleways within the city and linking to and between suburbs.

*Better public transport needs to be provided, especially as Whangarei has, an ageing population, large numbers of young people, and people of low socio economic standing, who maybe unable to own and run private transport for a variety of reasons.*

*The provision of pedestrian and cycle ways is also of importance in improving the accessibility in and around the wider urban area. This would include the provision of links between areas such as the city centre and the Tarewa Road and Okara Park shopping areas, and the enhancement of pedestrian networks to increase levels of personal safety.*

### 6.1 Objective

6.1.1 Public transport, pedestrian walkways, and cycleways are provided, maintained, and enhanced.

### 6.2 Policies

6.2.1 To ensure that safe and effective cycleways are provided within the city, linking to and between suburbs.

6.2.2 To promote, develop and improve pedestrian walkways within urban areas.

6.2.3 To encourage the further development of public transport services.

### Key Issue 7

Efficient and effective provision of infrastructural services to existing and newly urbanised areas.

*The inefficient provision of infrastructure to new developments, both within and on the outskirts of the city, can limit the ability of future development to be connected to these, therefore restricting the scale of that development. For infrastructural services to work effectively in urbanised areas they must be able to cope with the level of use, both current and proposed.*

*As an example, when a new water pipeline is laid it is necessary to attempt to anticipate future demand, as this will determine the size of the pipe. The demand for reticulated water and sewage to rural residential properties is increasing as this can be a determining factor in the subdivision potential of the property. However, it is impractical, and not cost effective for all properties in the District to be connected to a reticulated system. The ability for a development to be serviced, and charging the true cost of connecting properties to reticulation may well prove to be a useful tool in managing the urban form of the city and also retaining the rural amenity in the District.*

*The design of new roads and urban areas needs to consider practical constraints such as providing for safe and efficient access and manoeuvring of emergency vehicles. All urban areas should have a reticulated water supply to a standard fit for fire fighting purposes.*

#### 7.1 Objective

7.1.1 The provision of infrastructural services to existing and newly urbanised areas in an efficient and effective manner.

#### 7.2 Policies

7.2.1 To maximise development potential through the efficient provision of upgraded or new infrastructural services.

7.2.2 To avoid damaging environmental resources through ineffective, or lack of, infrastructural services.

7.2.3 To provide infrastructure in a way, and as necessary, to ensure the safety and wellbeing of the community.

### Key Issue 8

The degree of acceptable risk associated with locating urban development on land subject to physical constraints such as slope instability, flooding and mining subsidence.

*Development in areas with hazards needs to be managed to ensure risks are identified and mitigated. Much of the city centre is situated on reclaimed land, and is flood prone. Development on the surrounding hills needs to be monitored due to their stability sensitive nature. Mining activities in the Kamo and Hikurangi areas also challenge developers. However, there is some debate over the accuracy of the hazard maps for some areas. Comprehensive engineering reports need to be commissioned to correctly identify the exact extent of the hazards, and the mitigation methods that could be used by council and/or developers that would allow affected land to be utilised.*

*Other potential hazards may also need to be identified, such as old landfill sites, poorly compacted fill sites, and former industrial sites where ground contamination has occurred.*

### 8.1 Objective

8.1.1 The risk associated with natural hazards is not increased by urban development.

### 8.2 Policies

8.2.1 To identify areas subject to natural hazards where urban development is likely to occur.

8.2.2 To mitigate, where possible, the effects of urban development on the risk of natural hazards occurring. .

### Key Issue 9

The loss of productive soils, economic farming units and rural character due to urban type subdivision of rural land close to the city.

*There are some high quality soils close to the city and within the areas that have been identified for future growth. The subdivision of the arable land close to town does lessen the likelihood of farms being economically viable, and can affect the overall character of the area. The farming and horticultural industries are important to the economy of the District, however, much of the arable land closer to the city is being subdivided into lifestyle blocks. This effects the remaining growers (in the area) and farmers in a variety of ways, for example, increased land values (and potentially rates), and reverse sensitivity issues. Other issues also arise such as the increased risk of water supplies being contaminated by other users and septic tank systems.*

*It is important to recognise the impacts that urban development can have on the viability of rurally based industries, in what is primarily a rural district. Identification of where the productive soils are in the District and systems for their management would form a significant part of managing this issue.*

### 9.1 Objectives

- 9.1.1 The loss of productive soils and economic farming units is minimised.
- 9.1.2 The effects of urban type subdivision on rural character are avoided, remedied, or mitigated.

### 9.2 Policies

- 9.2.1 To recognise the value of productive soils and economic farming units to the District's economy.
- 9.2.2 To minimise the effects of urban type subdivision on rural amenity.
- 9.2.3 To create a new zone for rural residential use.

### Key Issue 10

Reverse sensitivity issues arising where different land uses occur in close proximity. For example: residential and rural, residential and commercial, residential and industrial.

*As the city expands conflict between different types of land use can increase especially once they start to encroach on each others 'territory'. This can affect the potential uses and users of the land. Council needs to recognise the adverse effects that reverse sensitivity can have on amenity values, and the ability of land owners to utilise their land to its full potential.*

#### 10.1 Objective

10.1.1 Avoid conflict between incompatible land use activities as a result of subdivision and urban development.

#### 10.2 Policies

10.2.1 Ensure that subdivision development is located and designed to reduce the potential for conflicts with the effects of existing activities.

10.2.2 To facilitate the separation of incompatible land uses through the location of District Plan Environments and Resource Areas, and specific requirements of subdivision and land use activities, e.g. separation distances.



*Looking from Glenbervie towards Tikipunga*

### **Key Issue 11**

The potential adverse effects of urbanisation on important ecological systems and areas of high ecological value.

*There is a need to maintain and enhance the quality of water and soil resources, as well as wildlife refuges, and corridors. Development of areas that have high ecological value should be fully investigated and adverse effects mitigated to prevent further loss of habitat.*

*Whangarei District has several areas of natural habitat which endangered species are known to inhabit. As the urban footprint of Whangarei increases so does the pressure on the ecological systems that support the habitats that many native species need to survive.*

*It is important that council not only recognise these areas on maps, but also the systems that create and sustain them, such as water courses, soil types, and topography. There are many introduced species in the District that can threaten the life supporting capacity of these ecological areas so it is essential that council encourage responsible stock management and pest control.*

### **11.1 Objectives**

- 11.1.1 The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna.
- 11.1.2 The protection of the life supporting capacity of ecosystems through the avoidance, remediation, or mitigation of adverse effects.

### **11.2 Policies**

- 11.2.1 To protect significant indigenous vegetation and significant habitats of indigenous fauna from the effects of urbanisation.
- 11.2.2 To ensure the protection of the life supporting capacity of ecosystems through avoiding, remedying, or mitigating adverse effects.

### **Key Issue 12**

The provision of, and access to, open space that meets the demands of a growing population.

*As Whangarei grows increased demand will be placed on the recreational opportunities which the open space in Whangarei currently affords. There are many forms of recreational opportunity available in Whangarei, all of which are already under increased pressure. There is great demand for both active and passive forms of recreation, especially in the city area. Active recreation requires more sports grounds, as well as walking tracks, mountain bike trails, and bridle paths. Passive recreation needs include more public gardens, children's playgrounds, dog walking areas, and walking paths for people of limited mobility.*

*Council therefore needs to acknowledge that the demands on recreational areas are going to increase and diversify, and in order to provide people with high quality recreational experiences, forward planning and diversity for recreational requirements is needed.*

#### **12.1 Objective**

12.1.1 Sufficient open space is provided to meet community, conservation, and recreational needs.

#### **12.2 Policies**

12.2.1 To provide sufficient open space to meet community, conservation, and recreational needs.

12.2.2 To ensure linkages are created between areas of existing open space, and any new areas created.

### **Key Issue 13**

Participation of Tangata Whenua in the planning process.

*It is vital that a working partnership is created between council and local Tangata Whenua. Council needs to initiate discussions with Tangata Whenua that will allow Tangata Whenua opportunities to participate in planning processes, and contribute to the future management of the resources of the District.*

*In the past there has been a lack of communication between council and Tangata Whenua regarding resource management issues and this needs to be rectified.*

*Maori have a special relationship with the land that covers both physical and spiritual aspects. If this relationship is to be recognised properly then open communication and consultation needs to occur between the two Treaty partners.*

#### **13.1 Objective**

13.1.1 Form a partnership with Tangata Whenua that enables effective participation by Tangata Whenua in planning processes.

#### **13.2 Policies**

13.2.1 To establish consultation protocols with Tangata Whenua, which are agreed to by all parties.

13.2.2 To improve the relationship between council and Tangata Whenua.

### **Key Issue 14**

The potential for degradation and loss of cultural and historic sites of significance due to urbanisation.

*Pressure from development can lead to the loss or damage of sites that are historically or culturally significant. It is important to preserve sites that are historically and culturally significant for future generations.*

*These sites may range from historic trees and buildings, to areas of waahi tapu and pa sites. Council therefore needs to identify the sites that need to be managed and then review the methods which are used to prevent their loss and degradation.*

#### **14.1 Objective**

14.1.1 The prevention of the degradation and loss of historic and cultural sites of significance from urban development.

#### **14.2 Policies**

14.2.1 To avoid, remedy, or mitigate the adverse effects of urban development on heritage areas significant to Maori and on Sites of Significance to Maori.

14.2.2 To encourage the development of a procedure for the identification and recognition of sites of cultural significance to Tangata Whenua.

14.2.3 To protect historic places, sites (including archaeological sites), buildings, and trees from the adverse effects of urban development and subdivision.

### **Key Issue 15**

The effects of urban growth on the ability of people and communities to have adequate access to education and employment opportunities, and other essential facilities.

*Social changes are likely to occur in the next 20 to 30 years, which will have a direct impact on the urban form of the city, for instance the ageing population. If the city is to continue to grow in a viable and competitive manner, it will need a trained labour force. Also the adequate provision of community facilities is required to provide the growing population with recreational, artistic, and cultural opportunities.*

*Council therefore needs to take an active role in community development, recognising and developing opportunities and methods, put forward by organisations like Advance Whangarei, that will encourage the citizens of Whangarei to become active in their community and assist council in realising the vision for their city.*

### **15.1 Objective**

- 15.1.1 Access to education and employment opportunities is enhanced as a result of urban growth.
- 15.1.2 Access to recreational, artistic, and cultural opportunities is enhanced as a result of urban growth.

### **15.2 Policy**

- 15.2.1 To encourage the provision of education and employment opportunities.
- 15.2.2 To encourage the provision of recreational, artistic, and cultural opportunities.

**Key Issue 16**

Perceptions of Whangarei appear to have negative aspects, regarding safety, employment, and living standards.

*Due to a number of factors there appears to be a negative perception of Whangarei in terms of safety, and other social and economic factors. Council initially needs to work with the community in and around Whangarei to change the perceptions people have of their own city before attempting to change those outside Whangarei. By working with community organisations and local business groups as well as the media, a better image of Whangarei can be created.*

**16.1 Objective**

16.1.1 Create a better image of Whangarei.

**16.2 Policies**

16.2.1 To improve the image of Whangarei as seen by residents and people outside the District.

16.2.2 To encourage and co-ordinate community organisations in the promotion of Whangarei.

## 8.2 Methods

### Introduction

Below is a list of regulatory methods, information advocacy and education initiatives, and other plans and legislation that must be developed, amended, or taken into account in the overall development and implementation of the Urban Growth Strategy. The policies shown in brackets provide a cross reference to policies contained in the previous section (8.1 *Key Issues, Objectives and Policies*).

### Regulatory Methods

The following are methods that may result in amendments to council's District Plan through Plan Changes:

- Review interim Urban Form and Development Chapter in District Plan, add objectives and policies relating to urban form and development and make other changes as necessary (all policies).
- Review objectives, policies and rules in the District Plan relating to:
  - character, amenity and identity (Policy 1.2.1)
  - business activity (Policies 2.2.1, 2.2.2, 4.2.1)
  - areas of high ecological value and significant ecosystems (Policies 11.2.1, 11.2.2)
  - the provision of infrastructural services (Policies 7.2.1, 7.2.2)
  - hazard areas (Policies 8.2.1, 8.2.2)
  - reverse sensitivity (Policies 3.2.1, 3.2.2, 3.2.3, 10.2.1)
  - sites of significance to Maori (Policies 14.2.1, 14.2.2)
  - historic sites and trees (Policy 14.2.3)
  - parking and commercial development (Policy 5.2.4)
  - the provision of open space and open space linkages (Policies 12.2.1, 12.2.2), andamend District Plan as necessary (by way of Plan Change).
- Review District Planning maps relating to:
  - Business and Living Environments (Policies 2.2.1, 2.2.2, 4.2.1)
  - areas of high ecological value and significant ecosystems (Policies 11.2.1, 11.2.2)
  - hazard areas (Policies 8.2.1, 8.2.2), andamend District Planning Maps as necessary (by way of Plan Change).
- Create a new resource area consisting of productive soils, amend District Planning Maps to show productive soils resource areas, and add relevant objectives, policies and rules to the District Plan (by way of Plan Change) to administer the use of productive soils (Policies 9.2.1, 9.2.2).
- Create a new rural residential environment, amend District Planning Maps (by way of Plan Change) to show new rural residential environment, and add relevant objectives, policies and rules to the District Plan (by way of Plan Change) to manage land use and subdivision in the new rural residential environment (Policies 1.2.1, 9.2.1, 9.2.2, 9.2.3, 10.2.1, 10.2.2).

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- Update Planning Maps (by way of Plan Change) with sites of significance to Maori (Policies 14.2.1, 14.2.2).
- Add indicative roads to District Planning Maps (by way of Plan Change), where necessary (Policies 5.2.2, 5.2.3).

**Information, Advocacy and Education Initiatives**

The following are non regulatory methods. Council wishes to work with the community by providing information, advocating on its behalf and undertaking and supporting education initiatives.

- Prepare design guidelines, (taking the principles of Crime Prevention Through Environmental Design into account) to preserve and enhance safety, character and amenity when undertaking residential and commercial development (Policies 1.2.1, 5.2.4, 7.2.1, 7.2.2, 16.2.1).
- Liaise with business groups (and Advance Whangarei) on issues including the consolidation and development of the CBD, access to education, employment and essential facilities and improving the image of Whangarei (Policies 2.2.1, 2.2.2, 15.2.1, 16.2.1, 16.2.2).
- Support existing public transport services and advocate for expansion of service (Policies 4.2.1, 6.2.3).
- Develop and implement education programmes, and provide information about preventing and managing reverse sensitivity issues (Policies 9.2.1, 9.2.2, 10.2.1), productive soils (Policies 9.2.1, 9.2.2), hazard management (Policies 8.2.1, 8.2.2), historic and cultural sites (Policy 14.2.3), open space and the provision of linkages between areas of open space (Policies 12.2.1, 12.2.2).
- Liaise with Northland Regional Council on relevant issues, including roading, hazards and open space (Policies 5.2.1, 5.2.2, 5.2.3, 5.2.4, 8.2.1, 8.2.2, 12.2.1, 12.2.2).
- Establish and agree consultation protocols with Tangata Whenua (Policy 13.2.1).
- Develop education programmes for Councillors and council Staff on tikanga Maori (Policy 13.2.2).
- Develop a procedure with Tangata Whenua for the identification of sites of significance to Maori (Policy 14.2.2).
- Liaise with existing education providers and advocate for the provision of further education facilities (Policy 15.2.1).
- Liaise with community organisations on relevant issues, including **improving Whangarei's image (Policies 15.2.2, 16.2.1, 16.2.2)**.

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- Liaise with Transit NZ on roading issues, including impacts of development on present and future State Highway operations (Policies 5.2.1, 5.2.2, 5.2.3, 5.2.4).
- Liaise with neighbouring local authorities on relevant issues, including roading (Policies 5.2.1, 5.2.2, 5.2.3, 5.2.4).
- Consult with the Department of Conservation on where we can work together on common issues, and further clarify roles and responsibilities (all Policies)
- Work with the Department of Conservation in the development of environmental initiatives that actively involve communities (all Policies).

**Other Plans and Legislation**

The following are methods that are also non regulatory. They include other council plans and plans prepared by government departments, Northland Regional Council, Iwi and Hapu.

- Prepare structure plans for areas identified in Urban Growth Strategy, prior to the preparation of any District Plan Changes (all policies).
- Develop Mainstreet Programmes, where appropriate (Policies 1.2.1, 4.2.1).
- Develop economic incentives to promote growth and support Urban Growth Strategy (Policies 2.2.2, 11.2.1, 11.2.2).
- Develop unique identities for different areas of Whangarei through Long Term Council Community Plans (Policies 1.2.1, 14.2.3).
- Have input into the Northland Regional Land Transport Strategy and use as basis for determining transport policy and works programmes (Policies 3.2.1, 3.2.2, 3.2.3, 5.2.1, 5.2.2, 5.2.3, 5.2.4, 6.2.1, 6.2.2, 6.2.3, 7.2.1, 7.2.2).
- Implement the WDC Strategy for Bicycle Facilities (Policy 6.2.1).
- Prepare a Pedestrian Strategy for Whangarei (Policy 6.2.2).
- Have regard to the Coastal Walkways Study (Policies 6.2.2, 12.2.1, 12.2.2).
- Have regard to Department of Conservation Strategic Documents when considering how to address ecological issues (Policies 9.2.1, 9.2.2, 11.2.1, 11.2.2).
- Use other Northland Regional Council Plans as guidance for managing issues (for example Northland Regional Water and Soil Plan for ecological issues, Regional Policy Statement for Northland and Regional Pest Management Strategies for managing pest and weeds, and Regional

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Coastal Plan for managing structures in the coastal marine area, such as a ferry terminal) (Policies 9.2.1, 9.2.2, 11.2.1, 11.2.2).

- Include works in Whangarei District Council Water, Wastewater, Stormwater and Roading Plans (Policies 3.2.1, 3.2.2, 3.2.3, 5.2.1, 5.2.2, 5.2.3, 5.2.4, 7.2.1, 7.2.2) and implement Open Space Strategy (Policies 12.2.1, 12.2.2).
- Develop Hazard Maps (Policies 8.2.1, 8.2.2).
- Take into account Iwi/Hapu Management Plans (Policies 13.2.2).
- Prepare a Tree Strategy (Policy 14.2.3).

## 9. Implementation

The Urban Growth Strategy will be implemented using the methods identified in the previous section of this report. The following section (9.1 *Area Issues*) shows in more detail issues for areas of the Whangarei District, some of the methods that may be used to address each issue, and who may be responsible and involved.

In preparing the strategy the urban area was divided into 10 areas. Consultation was undertaken in each of these areas, listed below.

- City Centre and City Port
- Morningside, Avenues and Riverside
- Kensington, Mairtown, Otangarei and Regent
- Vinegar Hill, Tikipunga and Glenbervie
- Kamo, Three Mile Bush, Whau Valley and Springs Flat
- Maunu and Horahora
- Toetoe, Otaika and Raumanga
- Portland
- Onerahi, Parahaki, Awaroa Creek and Sherwood Rise
- Hikurangi.

Of these areas, the four areas facing rural residential development issues, and the City Port area which is facing redevelopment issues, have been identified as highest priority. Therefore, the first Structure Plans to be prepared will encompass:

- Vinegar Hill, Tikipunga and Glenbervie,
- Kamo, Three Mile Bush, Whau Valley and Springs Flat
- Maunu and Horahora
- Onerahi, Parahaki, Awaroa Creek and Sherwood Rise
- City Port.

The Structure Plans will contain more detailed planning for each area and will address many of the identified district wide issues (e.g. loss of productive soils) and those issues specific to the area (e.g. traffic management).

The Structure Plans for each area will be prepared in consultation with the community. Council will undertake studies prior to, and during the structure planning process to feed information into the process and to assist where information gaps are identified. For example, engineering studies will be required to determine where more intensified development is feasible with regard to existing, identified, and possible new hazards.

As the Urban Growth Strategy and Structure Plans are non statutory documents; District Plan Changes will be prepared to enact the proposed changes through the Whangarei District Plan. The District Plan Changes will be publicly notified in accordance with the *Resource Management Act 1991*. This means the community will be asked to make submissions on the proposals and can ultimately appeal any decision made by council to the Environment Court.

Also of priority in the implementation of the Urban Growth Strategy, are the establishment and agreement of consultation protocols, and the development of a procedure for the identification of sites of significance to Maori, with Tangata Whenua.

Other non statutory implementation methods identified in the Urban Growth Strategy will be carried out by council through inclusion in documents such as the Annual Plan and Long Term Council Community Plans. Methods such as education and information can be incorporated into council environmental education initiatives. Other methods such as liaison with specified groups on specific issues can also be incorporated into councils existing networking, where possible.

## **9.1 Area Issues**

The following tables (Table: 6 – Table: 15) show some of the main issues raised through consultation, for areas of the Whangarei District. A range of methods are identified to address the issues, and then who may be responsible for, or involved in, carrying out the methods identified.

The following section also includes maps for each area. These maps show some of the issues, such as constraints to development i.e. flooding, and mining subsidence areas, and areas for potential development. The detail of these maps are still at a broad level and more detailed maps illustrating more definitive information will be developed through the structure planning process.

**Table: 6 City Centre/ City Port**

Issues to be Addressed	Methods to Address Issue	Responsibility/Involvement
<i>Provision of parking facilities</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roading Divisions</li> </ul>
<i>Improved traffic safety and efficiency</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Land Transport Strategy (RLTS)</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roading Divisions</li> <li>• Northland Regional Council (NRC)</li> <li>• Transit New Zealand (NZ)</li> </ul>
<i>Providing for pedestrian and cycle access</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans,</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from RLTS</li> <li>• Update Bicycle Facilities Strategy</li> <li>• Have regard to Coastal Walkway Study</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roading Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Improving personal safety, especially at night</i>	<ul style="list-style-type: none"> <li>• Develop Design Guidelines</li> <li>• Liaise with Community Groups</li> <li>• Promote Crime Prevention through Environmental Design</li> </ul>	<ul style="list-style-type: none"> <li>• Policy Division</li> <li>• Safer Community Co-ordinator</li> <li>• Police</li> <li>• Community and Business Groups</li> </ul>
<i>Promoting sympathetic architectural design</i>	<ul style="list-style-type: none"> <li>• Develop Design Guidelines</li> <li>• Develop Structure Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Policy, Resource Consents, Parks Divisions</li> </ul>
<i>Management of industrial development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Coastal Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> <li>• NRC</li> </ul>
<i>Management of commercial development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Coastal Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> <li>• Advance Whangarei and Business Groups</li> <li>• NRC</li> </ul>
<i>Management of residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> </ul>
<i>Consolidation of the city centre</i>	<ul style="list-style-type: none"> <li>• Liaise with Business Groups</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Develop a Range of Economic Instruments</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> <li>• Advance Whangarei and Business Groups</li> </ul>
<i>Providing improved levels of public transport</i>	<ul style="list-style-type: none"> <li>• Advocating for Services</li> <li>• Provide Funding support</li> <li>• Take guidance from RLTS</li> <li>• Liaise with Community and Business Groups</li> <li>• Take guidance from Regional Coastal Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Policy Division and Community Enterprises Department</li> <li>• NRC</li> <li>• Bus Service Operator</li> <li>• Community &amp; Business Groups</li> </ul>
<i>Redevelopment of the City Port area</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Coastal Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> <li>• Advance Whangarei/Business Groups</li> <li>• NRC</li> </ul>

**Table: 7 Morningside/ Avenues/ Riverside**

Issues to be Addressed	Methods to Address Issue	Responsibility/Involvement
<i>Improving traffic safety and efficiency</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from RLTS</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roding Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Density of residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> </ul>
<i>Preservation of existing character, amenity, and heritage values</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Liaise with Community and Business Groups</li> <li>• Develop a range of Economic Instruments</li> <li>• Develop Education Programmes</li> <li>• Develop Community Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• Historic Places Trust</li> <li>• Community and Business Groups</li> </ul>
<i>Providing for pedestrian and cycle access</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Take guidance from RLTS</li> <li>• Include Works in Asset Management Plans</li> <li>• Update Bicycle Facilities Strategy</li> <li>• Have regard to Coastal Walkways Study</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roding Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> <li>• Cycling and Walking Groups</li> </ul>

**Table: 8 Kensington/ Mairtown/ Otangarei/ Regent**

Issues to be Addressed	Methods to Address Issue	Responsibility/Involvement
<i>Improving traffic safety and efficiency</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from RLTS</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roading Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Density of residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> </ul>
<i>Preservation of existing character, amenity and heritage values</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Liaise with Community and Business Groups</li> <li>• Develop A Range of Economic Instruments</li> <li>• Develop Education Programmes</li> <li>• Develop Community Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> <li>• Historic Places Trust</li> <li>• Community and Business Groups</li> </ul>
<i>Effects of commercial activity on residential amenity</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Liaise with Business and Community Groups</li> <li>• Develop Education Programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Monitoring, Resource Consents, Water, Roading and Waste Divisions</li> <li>• Business and Community Groups</li> </ul>
<i>Providing for pedestrian and cycle access</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Take guidance from RLTS</li> <li>• Include Works in Asset Management Plans</li> <li>• Update Bicycle Facilities Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roading Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Improving personal safety, especially at night</i>	<ul style="list-style-type: none"> <li>• Develop Design Guidelines,</li> <li>• Liaise with Community Groups</li> <li>• Promote Crime Prevention through Environmental Design</li> </ul>	<ul style="list-style-type: none"> <li>• Policy Division</li> <li>• Safer Community Co-ordinator</li> <li>• Police</li> <li>• Community and Business Groups</li> </ul>

**Table: 9 Vinegar Hill/ Tikipunga/ Glenbervie**

Issues to be Addressed	Methods to Address Issue	Responsibility/Involvement
<i>Improving traffic safety and efficiency</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from RLTS</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roothing Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Threats to stone walls and bush areas from development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Encourage Bush Covenants</li> <li>• Liaise with Community</li> <li>• Develop a Range of Economic Instruments</li> <li>• Develop Education Programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roothing and Waste Divisions</li> <li>• DoC</li> <li>• QEII Trust</li> <li>• NRC</li> <li>• Historic Places Trust</li> <li>• Community Groups</li> </ul>
<i>Management of rural residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roothing and Waste Divisions</li> </ul>
<i>Management of commercial development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roothing and Waste Divisions</li> <li>• Advance Whangarei and Business Groups</li> </ul>
<i>Provision of infrastructural services</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roothing and Waste Divisions</li> </ul>
<i>Providing for pedestrian and cycle access</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Take guidance from RLTS</li> <li>• Include Works in Asset Management Plans</li> <li>• Update Bicycle Facilities Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roothing Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>More community facilities</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include works in Asset Management Plans</li> <li>• Implement Open Spaces Strategy</li> <li>• Develop Education Programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roothing, Community Enterprises and Waste Divisions</li> <li>• DoC</li> <li>• NRC</li> <li>• Community Groups</li> </ul>
<i>Reverse sensitivity arising between conflicting land uses</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Develop Education Programmes</li> <li>• Liaise with Land Users</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roothing and Waste Divisions</li> <li>• NRC</li> <li>• Land Users</li> </ul>

**Table: 10 Kamo/ Three Mile Bush/ Whau Valley/ Springs Flat**

Issues to be Addressed	Methods to Address Issue	Responsibility/Involvement
<i>Improving traffic safety and efficiency</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from RLTS</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roding Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Maintain a viable commercial centre in Kamo</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Liaise with Community and Business Groups</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• Kamo Community Inc., Advance Whangarei and other Community and Business Groups</li> </ul>
<i>Threats to versatile soils from development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Encourage Covenants</li> <li>• Develop a Range of Economic Instruments</li> <li>• Develop Education Programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Water, Roding and Waste Divisions</li> <li>• DoC</li> <li>• NRC</li> </ul>
<i>Management of rural residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roding and Waste Divisions</li> </ul>
<i>Expansion of commercial/light industrial development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roding and Waste Divisions</li> <li>• Transit NZ</li> </ul>
<i>Provision of infrastructural services</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> </ul>
<i>More recreational facilities</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include works in Asset Management Plans</li> <li>• Implement Open Spaces Strategy</li> <li>• Develop Education Programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• DoC</li> <li>• NRC</li> </ul>
<i>Providing for pedestrian and cycle access</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Take guidance from RLTS</li> <li>• Include Works in Asset Management Plans</li> <li>• Update Bicycle Facilities Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roding Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Threats to stone walls and bush areas from development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Encourage Bush Covenants</li> <li>• Liaise with Community</li> <li>• Develop a Range of Economic Instruments</li> <li>• Develop Education Programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• DoC</li> <li>• QEII Trust</li> <li>• NRC</li> <li>• Historic Places Trust</li> <li>• Community Groups</li> </ul>

**Table: 11 Maunu/ Horahora**

Issues to be Addressed	Methods to Address Issue	Responsibility/Involvement
<i>Improving traffic safety and efficiency</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from RLTS</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roding Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Management of rural residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• NRC</li> </ul>
<i>Protection of existing bush, stone walls and rural amenity from development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Encourage Bush Covenants</li> <li>• Liaise with Community</li> <li>• Develop a Range of Economic Instruments</li> <li>• Develop Education Programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• DoC</li> <li>• QEII Trust</li> <li>• NRC</li> <li>• Historic Places Trust</li> <li>• Community Groups</li> </ul>
<i>Protection of aquifers</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Encourage Bush Covenants</li> <li>• Liaise with Community</li> <li>• Develop a Range of Economic Instruments</li> <li>• Develop Education Programmes</li> <li>• Undertake Engineering Studies</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roding and Waste Divisions</li> <li>• DoC</li> <li>• NRC</li> <li>• Community Groups</li> </ul>
<i>Further commercial development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• Advance Whangarei and Business Groups</li> <li>• Transit NZ</li> </ul>
<i>Provision of infrastructural services</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• NRC</li> </ul>
<i>Providing for pedestrian and cycle access</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Take guidance from RLTS</li> <li>• Include Works in Asset Management Plans</li> <li>• Update Bicycle Facilities Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roding Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Reverse sensitivity arising between conflicting land uses</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Develop Education Programmes</li> <li>• Liaise with Land Users</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• NRC</li> <li>• Land Users</li> </ul>

**Table: 12 Toetoe/ Otaika/ Raumanga**

<b>Issues to be Addressed</b>	<b>Methods to Address Issue</b>	<b>Responsibility/Involvement</b>
<i>Provision of parking facilities</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roding Divisions</li> </ul>
<i>Improving traffic safety and efficiency</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from RLTS</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roding Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Enhance the entranceway to the city</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> </ul>
<i>Protect harbour views</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Develop Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roding and Waste Divisions</li> </ul>
<i>Management of rural residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roding and Waste Divisions</li> <li>• NRC</li> </ul>
<i>Management of commercial development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roding and Waste Divisions</li> </ul>
<i>Provision of infrastructure services</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• NRC</li> </ul>
<i>Reverse sensitivity arising between conflicting land uses</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Develop Education Programmes</li> <li>• Liaise with Land Users</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roding and Waste Divisions</li> <li>• NRC</li> <li>• Land Users</li> </ul>
<i>Providing for pedestrian and cycle access</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Take guidance from RLTS</li> <li>• Include Works in Asset Management Plans</li> <li>• Update Bicycle Facilities Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roding Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Management of industrial development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roding and Waste Divisions</li> </ul>

**Table: 13 Portland**

Issues to be Addressed	Methods to Address Issue	Responsibility/Involvement
<i>Improving traffic safety and efficiency</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from RLTS</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roading Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Management of industrial development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roading and Waste Divisions</li> </ul>
<i>Management of commercial development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roading and Waste Divisions</li> </ul>
<i>Management of rural residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roading and Waste Divisions</li> <li>• NRC</li> </ul>
<i>Reverse sensitivity arising between conflicting land uses</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Develop Education Programmes</li> <li>• Liaise with Land Users</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roading and Waste Divisions</li> <li>• NRC</li> <li>• Land Users</li> </ul>
<i>Riparian Management</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> <li>• Take guidance from Open Spaces Strategy and Esplanade Priority Areas in District Plan</li> <li>• Economic Incentives</li> </ul>	<ul style="list-style-type: none"> <li>• Park and Policy Divisions</li> <li>• NRC</li> <li>• DoC</li> </ul>

**Table: 14 Onerahi/ Parahaki/ Awaroa Creek/ Sherwood Rise**

<b>Issues to be Addressed</b>	<b>Methods to Address Issue</b>	<b>Responsibility/Involvement</b>
<i>Provision of parking facilities</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks and Policy Divisions</li> </ul>
<i>Improving traffic safety and efficiency</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from RLTS</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roothing Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Providing for pedestrian and cycle access</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Take guidance from RLTS</li> <li>• Include Works in Asset Management Plans</li> <li>• Update Bicycle Facilities Strategy</li> <li>• Have regard to Coastal Walkways Study</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy and Roothing Divisions</li> <li>• NRC</li> <li>• Transit NZ</li> </ul>
<i>Upgrade Onerahi commercial centre</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Liaise with Community and Business Groups</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roothing and Waste Divisions</li> <li>• Community and Business Groups, Advance Whangarei</li> </ul>
<i>Protect bush reserves</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Encourage Bush Covenants</li> <li>• Liaise with Community</li> <li>• Develop a Range of Economic Instruments</li> <li>• Develop Education Programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roothing and Waste Divisions</li> <li>• DoC</li> <li>• QEII Trust</li> <li>• NRC</li> <li>• Community Groups</li> </ul>
<i>Retain and enhance access to beach</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Liaise with Community</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roothing and Waste Divisions</li> <li>• NRC</li> <li>• Community Groups</li> </ul>
<i>Management of residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roothing and Waste Divisions</li> </ul>
<i>Management of rural residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roothing and Waste Divisions</li> </ul>
<i>Provision of infrastructural services</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roothing and Waste Divisions</li> </ul>
<i>Sustainable treatment and management of stormwater and sewage runoff into the harbour</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan and Regional Coastal Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Policy, Water and Waste Divisions</li> <li>• NRC</li> <li>• DoC</li> </ul>

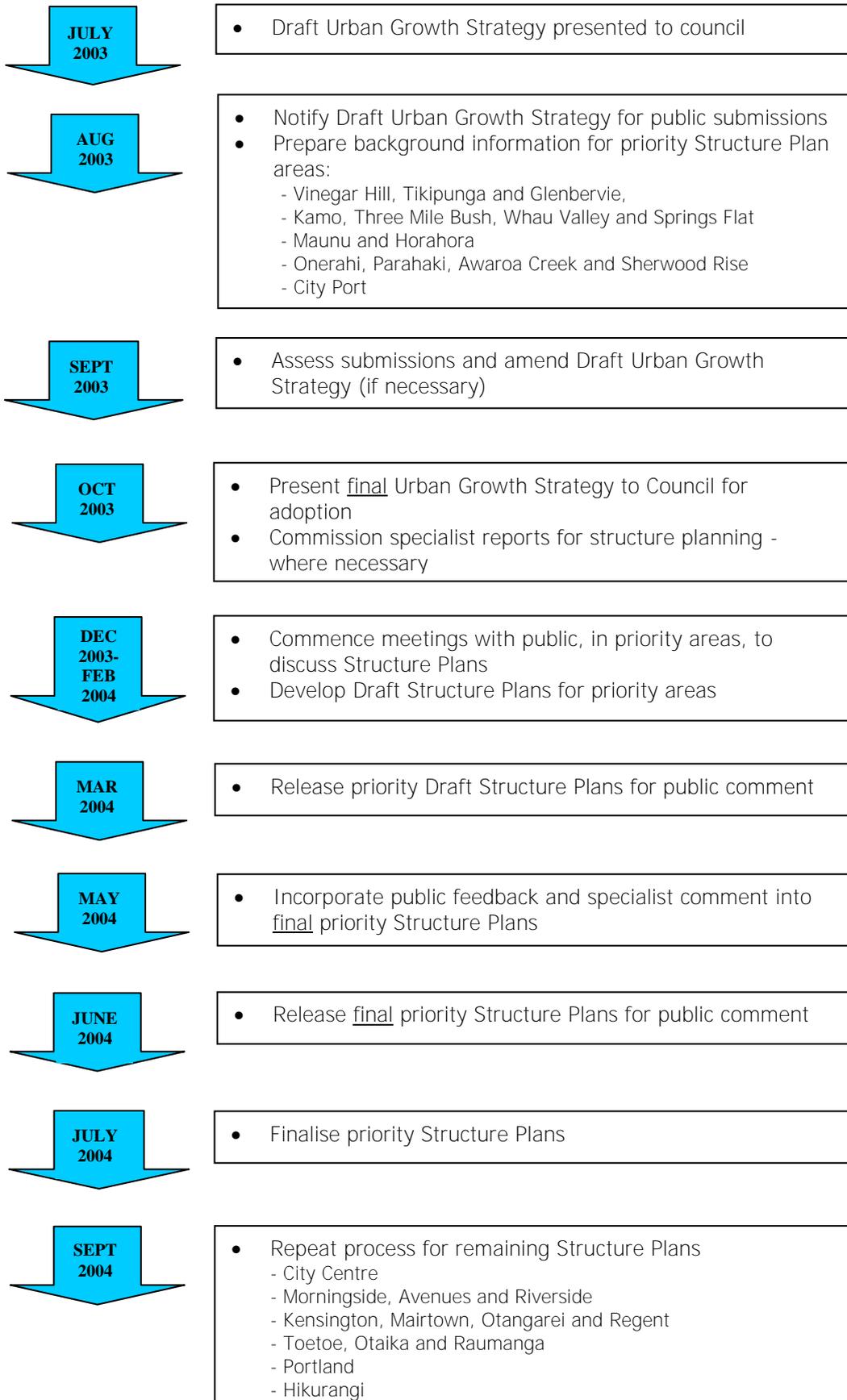
**Table: 15 Hikurangi**

Issues to be Addressed	Methods to Address Issue	Responsibility/Involvement
<i>Develop a town identity, including a mainstreet programme</i>	<ul style="list-style-type: none"> <li>• Develop Mainstreet Programmes</li> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Liaise with Community and Business Groups</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> <li>• Hikurangi Community and Business Groups, Advance Whangarei</li> </ul>
<i>Provide facilities at Lake Waro</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Liaise with Community Groups</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> <li>• Hikurangi Community and Business Groups</li> </ul>
<i>Management of residential development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roading and Waste Divisions</li> </ul>
<i>Provision of infrastructural services</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Take guidance from Regional Water and Soil Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> </ul>
<i>Management of Commercial/light industrial development</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Resource Consents, Water, Roading and Waste Divisions</li> </ul>
<i>Reverse sensitivity arising between conflicting land uses</i>	<ul style="list-style-type: none"> <li>• Develop Structure Plans</li> <li>• Include Works in Asset Management Plans</li> <li>• Develop Education Programmes</li> <li>• Liaise with Land Users</li> </ul>	<ul style="list-style-type: none"> <li>• Parks, Policy, Water, Roading and Waste Divisions</li> <li>• NRC</li> <li>• Land Users</li> </ul>



*Lake Waro*

## 9.2 Timeline



### 9.3 Milestones



- Urban Growth Strategy adopted by council



- Structure Plans for priority areas completed



- Initiate Structure Plans for remaining areas



- Structure Plans for all areas adopted by council



- Prepare Plan Changes and undertake Plan Change Process