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# **Whangarei Coastal Management Strategy - Structure Plan: Tutukaka**

Adopted by Council 11 February 2009

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# **Whangarei Coastal Management Strategy - Structure Plan: Tutukaka**

Prepared for  
Whangarei District Council

By  
Beca Planning

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## ***Revision History***

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Reviewed by	Amelia Linzey		"
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# 1 Introduction

In September 2002, Council adopted the Whangarei Coastal Management Strategy, establishing a strategic, integrated framework for managing the protection, use and development of the coastal environment within the Whangarei District.

The overall vision for the Coastal Management Strategy is:

***Our Unique Subtropical Coastal Environment: Nurturing a wealth of opportunities to experience, to treasure and to harness for our prosperity***

To achieve this vision, the Coastal Management Strategy is set out in three parts. Parts I and II relate to the District Wide Strategy and Effecting the Strategy at a District wide level. Part III of the Coastal Management Strategy includes specific structure plans prepared for priority areas in the Whangarei coastal environment. This Tutukaka Structure Plan is the first plan prepared as Part III of the Coastal Management Strategy.

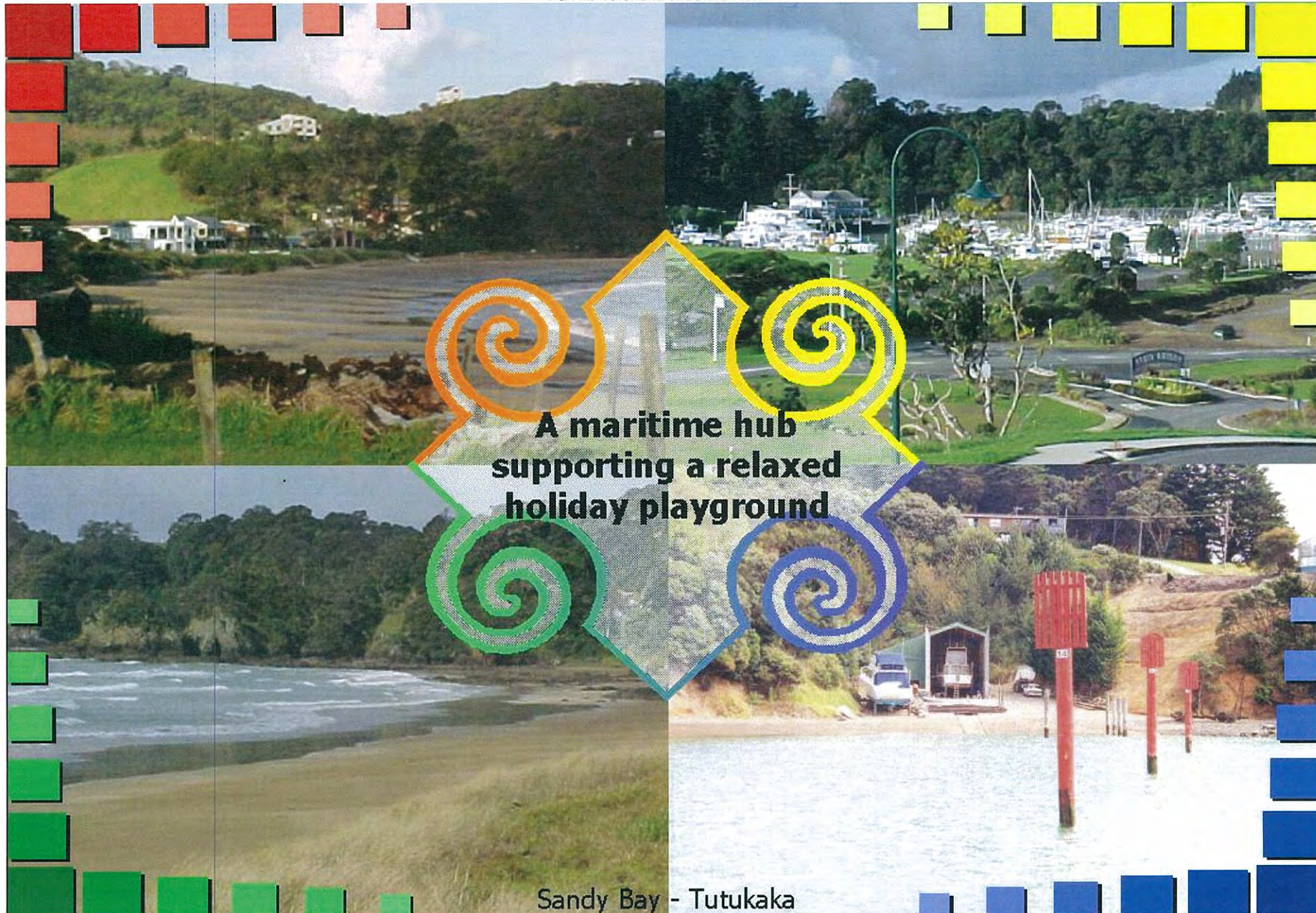
This Structure Plan is intended as a concept for the local Tutukaka area, integrating the protection, use and development of land and resources in a local area and setting out how to implement the Coastal Management Strategy visions and mission statements at a local level. In other words, it is a broad physical plan (or map) identifying areas for growth, protection, parks and other infrastructure and community requirements over the next 20 years.

The Structure Plan is intended as a partnership between the community and Council and an important step in establishing a long term Council - Community Plan for these settlement areas.

## 1.1 Vision for Sandy Bay – Tutukaka

The Whangarei Coastal Management Strategy recognises the importance of the diversity of the coastal environment in the Whangarei District and identifies a number of 'Policy Areas'. These Policy Areas are not 'discrete units', but rather it is intended that they reflect communities of interest or particular environments that warrant management direction, within the context of the District's overall Vision and Mission Statements. Similarly, it is the Structure Plan that further focus on settlements within the Policy Areas. The Structure Planning concepts have been developed in recognition of the overall policy and implementation direction of the surrounding Policy Area 'catchment'.

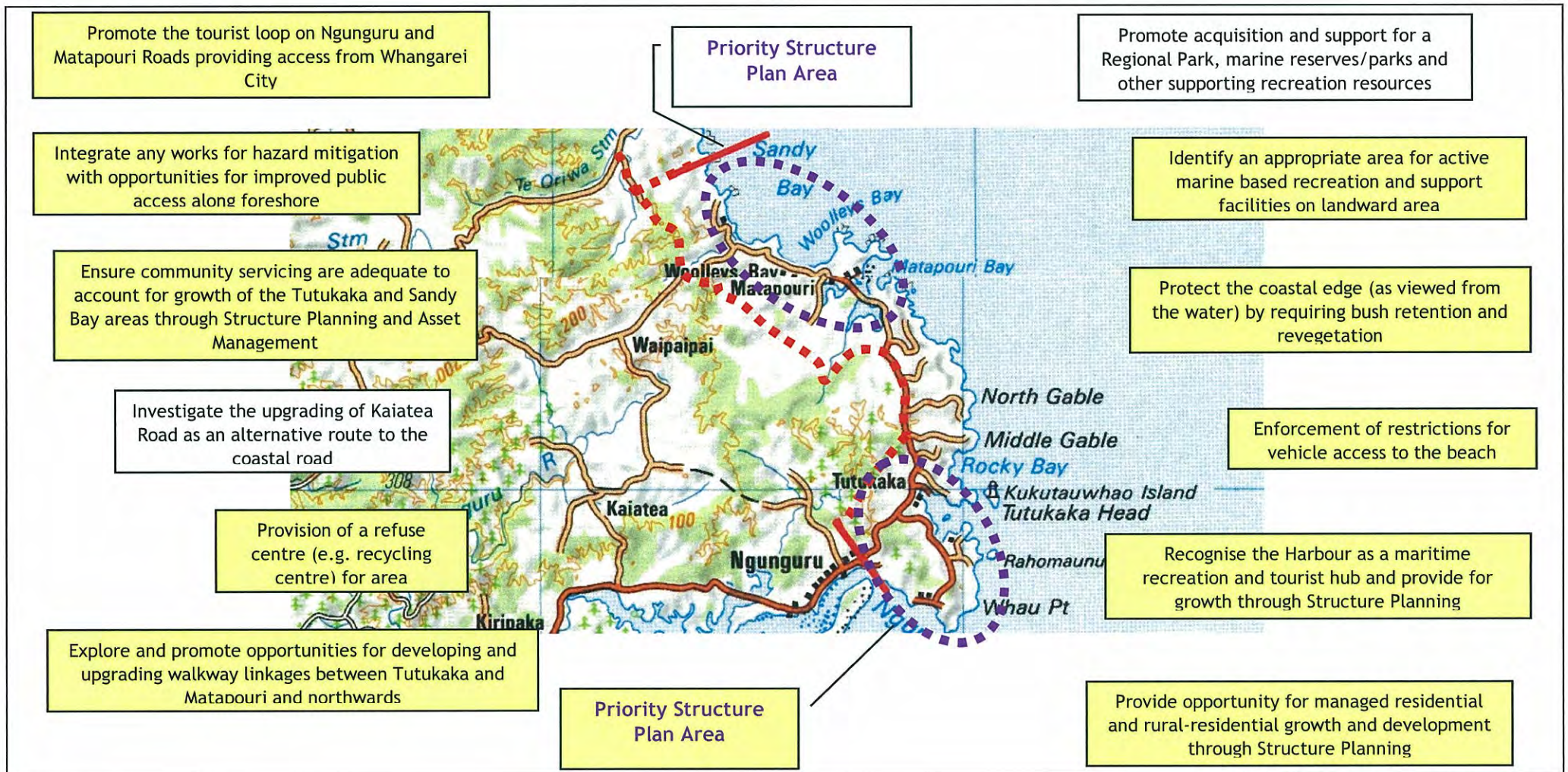
The Sandy Bay - Tutukaka Policy Area extends south along the rocky east coast shoreline to the mouth of the Ngunguru River. The area has a pre-dominantly residential living character; with holiday homes clustered amongst bush clad hills. Rural and rural lifestyle development predominates on the western side of Matapouri Road. The coastal area includes the Tutukaka marina in the Harbour. The Tutukaka Structure Plan has been identified as a high priority planning area in recognition of the 'hub' or centre it provides for the wider Policy Area.



Sandy Bay - Tutukaka

## 1.2 Coastal Management Strategy – Policy Area Implementation Map

In addition to the overall Vision for the Sandy Bay – Tutukaka Policy Area, the Coastal Management Strategy sets out local implementation directions for achieving this Vision. Those of particular relevance to the Tutukaka Structure Plan are highlighted:



### 1.3 Local Outcomes - Direction for the Vision

On the basis of the consultation undertaken for both the District Wide Strategy and this particular Structure Plan, the following identifies the key themes or direction for development of the Structure Plan and management concepts:

#### 1.3.1 *Live in Tutukaka by...*



- Providing a diverse marine centre as a people oriented 'heart';
- Promoting development that provides for protection of vegetation and landscape values in the hills and hinterland (backdrop of Tutukaka);
- Maintaining discrete or clustered settlements, with 'urban' expansion clustered around nodes (e.g. Tutukaka and Whangaumu);
- Using topography and natural features to guide boundaries of development;
- Promoting a special sense of place by retaining the dominance of the natural landscape;
- Promoting the special lifestyle by encouraging pedestrian friendly villages and walkway linkages between settlement areas;
- Requiring adequate servicing as a pre-requisite to growth.

#### 1.3.2 *Work in Tutukaka by...*



- Promoting tourism and a maritime service centre in the Tutukaka Basin;
- Encouraging marine based services;
- Discouraging use of the coastal road for forestry and advocating no further commercial planting of forestry east of Matapouri Road.

#### 1.3.3 *Play in Tutukaka by...*



- Recognising the active recreation and boating function within the Tutukaka Harbour while maintaining the quiet beach experience elsewhere;
- Recognising the imperative of maintaining natural character and water quality of the coastal marine area;
- Providing a network of walkways, unformed tracks, recreation access points and linkages through the area and the coastline north and south;
- Maintaining the coastal road as a scenic experience; and
- Promoting a recreation hub with visitor facilities around the marina.

#### 1.3.4 *Protecting Tutukaka by...*



- Protecting important habitat areas (e.g. for kiwi) and natural character values;
- Maintaining the wilderness values between coastal settlements;
- Managing land use and infrastructure to enhance water quality;
- Protecting significant viewpoints, ridgelines and coastal margins viewed from the sea and other key public vantage points (including the road);
- Protecting and enhancing heritage values of the area through establishing walkways (with appropriate signage and interpretative material).



## **1.4 Structure Plan Development**

The Structure Plan has been prepared in a philosophy of partnership between Council and the local community supported by consultation/participation with other key stakeholders.

The following provides a summary of the key stages of development for the Structure Plan.

### **1.4.1 Technical Investigation and Constraints Mapping**

On the basis of the Coastal Management Strategy and investigations already undertaken by Whangarei District Council and other agencies (in particular Department of Conservation, New Zealand Historic Places Trust and Northland Regional Council), base information was collected on the key technical issues and 'constraints/opportunities' for use and development in the Tutukaka Structure Plan Area.

### **1.4.2 Community Participation – Constraints and Opportunities**

In addition to the base information review, consultation was undertaken with the community and key stakeholders asking them to identify key constraints and opportunities. Specifically, this phase sought from the community identification not only of 'technical or physical constraints' but also identification of particular issues and outcomes sought by the community for the long term development of the Structure Plan area (the future social, economic, environmental and cultural well-being of how the community will live, work, play and protect the area). This process in particular assisted in development of the Structure Plan

### **1.4.3 Draft Structure Plan – Key themes and prioritisation**

Following identification with the community and stakeholders of the key constraints and desired outcomes, the Study Team developed a Draft Structure Plan and a summary of the key themes or principles of the plan. The community and other stakeholders were asked to provide their opinion on the relative importance or priority of the key structure plan outcomes, which has assisted in development of the Structure Plan Priorities and Critical Path.

### **1.4.4 Integration of Structure Plans**

The final stage of the Structure Plan development has been to integrate the outcomes of each specific structure plan with the outcomes and priorities identified for the other High Priority Structure Plan areas and the District-Wide Coastal Management Strategy. This integration is a critical component of bringing together the overall implementation and integration of development and direction for coastal management.

## **2 Implementing the Vision in Tutukaka**

This section provides the overall content of the Structure Plan for Tutukaka. It is important to recognise that the Structure Plan Concept Map provides a picture of the 20 year vision. Guidance on possible staging and more specifically the prioritisation for implementation is provided in section 3 of this report.

### **2.1 Key Elements of Structure Plan Concept**

Expanding on the directions provided in the Coastal Management Strategy Vision and the desired community outcomes summarised in section 1, the following provides a summary of key elements or future outcomes for development, management and protection of Tutukaka over the next 20 years. These concepts are geographically depicted or defined in the supporting 20 Year Structure Plan Concept Map (see section 2.2 of this report).

It is important to recognise that a number of Structure Plan elements identified below are repeated, recognising that they reinforce or are common to many of the vision themes.

#### **2.1.1 Outcomes for Living in Tutukaka - 2025**

##### **(a) A diverse marine centre with a people oriented 'heart'**

Tutukaka Harbour has been identified through the consultation on both the Coastal Management Strategy and more specifically for the Structure Plan as a 'marine recreation hub', attracting domestic and international travellers, providing a gateway to major tourist attractions (including as examples Poor Knights, the off-shore dive wrecks and big game fishing). Focussing residential development in and around the marine centre is a mechanism to ensure the vibrancy and 'life' of the centre.

Specific elements identified for the Structure Plan to achieve this outcome include:

- Expanding residential development in clustered 'centres', particularly around the Tutukaka Marina. In lower lying areas and around the 'built' environment of the marina, conventional residential development is considered appropriate, providing that these areas are serviced (particularly reticulated wastewater);
- Providing for 'large lot' residential development in surrounding hills and hinterland. This lower density residential activity provides for expanded 'Living' opportunities in the area while recognising the importance of landscape and natural character in the values of the Tutukaka area, particularly in the bush clad hills surrounding the harbour and between coastal settlements in the bays of the Tutukaka coast. While this environment is generally an expansion of living densities, it is noted that Pacific Rendezvous has been included in this 'large lot' zone (see (b) below), but is subject to a special development plan.
- Maintaining coastal rural activities surrounding the development area. Provision of a rural buffer around Tutukaka maintains the discrete settlement of Tutukaka, avoiding 'ribbon' or continuous residential development between this area and Ngunguru as well as settlements to the north (such as Matapouri). It is considered that the living development provided through settlement areas and through the establishment of larger lot residential areas is sufficient to cater for likely residential demand likely in the next 20 years and

beyond. In addition, maintenance of discrete settlement areas and a distinctive 'heart' for development emphasises the outcomes desired by the community.

**(b) A special sense of place by retaining the dominance of the natural landscape**

Throughout the consultation with the community and stakeholders, recognising the special sense of place for the area provided by the landscape and vegetation of the backshore hills of Tutukaka, was identified as a priority. This is considered a key outcome for the Structure Plan.

In this regard, while recognising and providing for residential demand in the area, it is considered that such development should be managed to recognise the imperative of the natural character and in particular the vegetation of the backshore hills. Furthermore, it is considered that such managed residential use of these areas can result in enhanced landscape values through revegetation, as has been seen in a number of recent residential developments.

Specific elements identified for the Structure Plan to achieve this outcome include:

- Using topography and natural features to set limits for future development. In particular, the contour of the area has been used to assist identification of 'residential' areas and an urban 'fence'. For example, more conventional residential development has been focussed to areas where it will not visually dominate the catchment (valleys and lower lying areas) as well avoiding areas of existing vegetation.
- Providing an expanded area of 'large lot' residential development surrounding residential villages, with bush protection during subdivision and development of such areas.
- Maintaining the larger lot residential settlement pattern on headlands and prominent visual features, including the Pacific Rendezvous site. In the case of Pacific Rendezvous it is acknowledged that current development has been successfully undertaken without significantly compromising these features (see Plate 1 below). Further expansion or development of this site (to generally greater densities than of the 'large lot' environment) may be achieved, however it is recommended that such development is managed through an integrated and comprehensive site or development plan – to demonstrate that the open landscape values and bush clad appearance of the headlands is maintained.



Plate 1: Pacific Rendezvous, Tutukaka

- Providing planting and building site guides to encourage appropriate building site platforms and use of appropriate species in revegetation, including issues of eco-sourcing. It is recommended that **voluntary** guides are used (in comparison to introduction of rules through the District Plan) to achieve the desired outcome of protecting landscape and vegetation values, though such guidelines can also be implemented through the District Plan (e.g. as consent conditions) where resource consents are required for subdivision, use or development.
- Low impact design for stormwater management, avoiding curb and channel and more 'conventional' urban subdivision and development patterns. Provision for pedestrians is identified as an important outcome for the community (see (d) below). However, this needs to be balanced with the imperative to maintain the special sense of place and natural character of the area. This can be achieved by careful development, particularly for civil infrastructure such as stormwater and roading. A concept design for road cross-section with stormwater management is provided in Plate 2 below. This design provides *an example* of the 'less formal' development considered appropriate in this area.

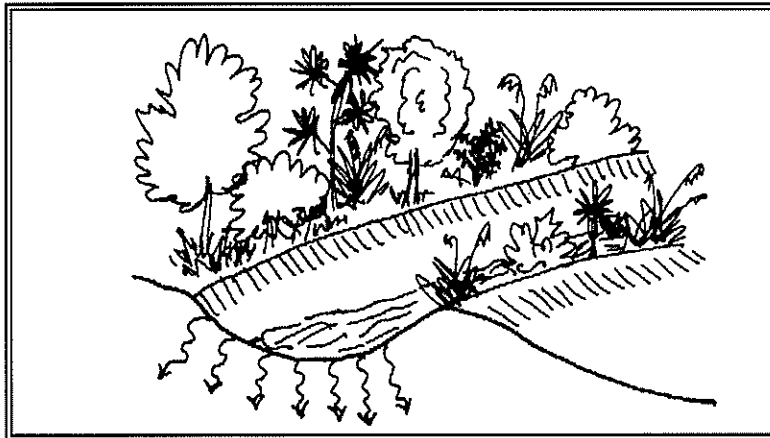


Plate 2: Low impact design concept

- Re-classification of areas of Countryside into Coastal Countryside to reflect the dominant coastal character of these areas. The rural surrounds of the Structure Plan area should generally be provided for as Coastal Countryside under the District Plan. The District Plan provides specific management direction (with objectives, policies and methods) for appropriate management of these rural areas recognising the unique coastal resource values in these areas (in particular Objectives 9.3.1 through to 9.3.4 of the Plan).

(c) **Discrete or clustered settlements, with 'urban' expansion clustered around nodes (e.g. Tutukaka and Whangaumu)**

This outcome complements the provision of a people oriented 'heart' for the Tutukaka area. Throughout the consultation on both the Coastal Management Strategy and the Tutukaka Structure Plan concern was expressed about 'ribbon development' or sprawl along the coastline.

As for (a) above, specific elements identified for the Structure Plan to achieve this outcome include:

- Expanding residential development in defined clustered 'centres', particularly around the Tutukaka Marina;
- Providing for residential development above provided that a geotechnical stability analysis is carried out to confirm land suitability and landscape amenity planting is provided
- Providing for 'large lot' residential development in surrounding hills and hinterland;
- Maintaining coastal rural activities surrounding the development area; as well as
- Providing commercial and community facilities within the residential clusters to service these communities (discussed further in section 2.1.2 below).

**(d) A special lifestyle encouraging pedestrian friendly villages and walkway linkages between settlement areas**

Throughout the consultation recognition of the importance of pedestrian safety and pedestrian mobility through the marine 'hub' and residential settlements was identified as an important outcome for development. Specific concerns related to speed on Matapouri Road (the 'through route' north) and the road fronting the marina, the lack of pedestrian access on roads between beaches and speeds on Tutukaka Block Road.

Specific elements identified for the Structure Plan to achieve this outcome include:

- Provision of pedestrian access on grass swales and 'informal' road verges (as conceptually shown in (b) above);
- Traffic calming integrated with landscape enhancement, for example speed restrictions and application of speed restrictions through road design (planted chicanes and road 'bridges');
- Alternative, non-road pedestrian routes along coastal margins and through reserve linkages.

**(e) Servicing as a Pre-Requisite to Growth**

Throughout the consultation, adequate servicing was identified as an essential precursor to further growth and development, particularly for residential and commercial/business activities. This servicing was identified as a particular concern for maintenance of environmental quality as well ensuring that such development maintained the special living character of the area.

Specific elements identified for the Structure Plan to achieve this outcome include:

- As a pre-requisite to expanding the Living Environments:
  - Require community or package wastewater treatment or reticulation prior to or simultaneously with expansion of Living Environments and provision for residential development. The community consistently identified failing wastewater systems and the limited ability of the local environment to sustain on-site wastewater treatment as

a concern. A community based solution was generally identified as the most appropriate mechanism to address this.

- Development of low impact stormwater management. Flooding and stormwater management were identified both as issues for the quality of the Living Environment and with respect to water quality. The low impact design principles (see section (b) and Plate 2 above) are generally considered the most appropriate approach to address these issues whilst maintaining the special character and sense of place of the area (as discussed further in section 2.1.4).
- Provide resources for emergency services cognisant with the scale of development. In this regard, it is recommended that the Code of Practice for Fire Fighting Supplies and similar guidelines should be taken into account in determining residential development areas and infrastructure supply to these areas.
- Investigation of the feasibility and design in the longer term for a new roading link from Matapouri Road to Whangaumu, catering to the residential or village cluster at Whangaumu and relieving pressure and safety concerns on Tutukaka Block Road.
- Establishment of recreation reserve and open space at the time of development. As with wastewater servicing, throughout the consultation on the Draft Structure Plan, reserves were identified as an integral component of residential development, necessary to maintain the special sense of place and character of the Tutukaka coastal environment.

### **2.1.2 Outcomes for Working in Tutukaka - 2025**

#### **(a) A tourism and maritime service centre in the Tutukaka Basin**

As noted in 2.1.1 above, a key outcome for the Structure Plan is the creation of a recreation and tourism hub centred around the Tutukaka marina. As well as providing support for the residential (living) activity in the area, this facility has an important function with respect to 'work' (economic well-being such as employment opportunities).

Specific elements identified for the Structure Plan to achieve this outcome include:

- Provision of a commercial centre through the District Plan (e.g. appropriate Business Environment) at the Tutukaka Basin providing for commercial and marine service activities. This recognises both the existing use and function of the area and allows for expansion of these and similar activities as the area grows.
- Promote the Village Green as Community Recreation Hub. The Village Green is managed by the Marina Trust and as such, the role Council will have in providing this element of the Structure Plan is limited. However, Council may, in consultation with the Trust, be able to facilitate use of this area for community recreation and commercial activities, for example craft fairs, market days or other similar initiatives.
- Provide for marine service activities and marina expansion but consider specific controls for noise and amenity impacts. While it is generally recognised that tourism and maritime activities are provided and focussed to the Tutukaka Harbour, it is also important that these activities do not detract from the overall natural character and special sense of place of the coastal environment. Consideration of specific provisions in the District Plan for

business activities in the coastal environment is recommended to achieve this balance.

**(b) The coastal road maintained and enhanced for tourism**

The community expressed concern over the future of the Matapouri Road, particularly with ongoing growth and development in the area and also with ongoing forestry development. The vision for the Structure Plan is to ensure that the coastal road remains attractive as a local access and 'tourist' route, reinforcing the recreation and tourism function of the Tutukaka area.

Specific elements identified for the Structure Plan to achieve this outcome include:

- Maintain road as a 'coastal scenic route' – allowing for safety and capacity upgrades and seeking viewpoint lay-by's in such developments. While it was acknowledged that some safety and capacity upgrades would be required to provide for general traffic growth, limiting these improvements was generally supported. For example, the winding nature of the existing road, including the limited earthworks and 'structural' form of road development were identified as features that contributed to the amenity of the area and its 'tourist / recreation attraction'. There was no desire to create a 'highway'.
- Enforced speed restrictions through residential areas, particularly between Tutukaka Block Road and the settlement area. Speed restrictions emphasise the importance of pedestrian access through the area, particularly around the marina, as well as encouraging people to 'stop and stay' at Tutukaka.
- Investigate potential of Kaiatea Road as truck 'bypass'. This has been identified as a general implementation measure in the District Wide Whangarei Coastal Management Strategy. Support was expressed for this bypass in consultation for the Tutukaka Structure Plan.

**(c) Residential development clustered around community / commercial nodes**

To provide 'clustered' residential development, while maintaining the pedestrian oriented lifestyle of settlements, the Structure Plan approach has been to identify small community and commercial service nodes. These have been identified for particularly residential settlement areas, focusing on Tutukaka Marina and Whangaumu in the Tutukaka Structure Plan area.

Specific elements identified for the Structure Plan to achieve this outcome include:

- Provision for a small commercial / community development servicing the residential cluster in Whangaumu. Such development would be staged cognisant with residential growth in this area. It is envisaged that such development would be of small scale (e.g. local shops) with the area generally serviced by the Tutukaka Marina commercial hub.
- Provision of commercial / community development centred around the Tutukaka Marina and residential cluster (as described in (a) above).

### **2.1.3 Outcomes for Play in Tutukaka - 2025**

#### **(a) Active recreation and boating within the Tutukaka Harbour - while maintaining the quiet beach experience elsewhere**

As previously noted, Tutukaka has been identified as a key active recreation node for the wider coastal area, particularly as a gateway to major marine tourist attractions (including as examples Poor Knights, the off-shore dive wrecks and big game fishing). Maintenance and enhancement of this area for such recreation activities was widely supported. Balanced with this, was recognition for the need to maintain passive recreation areas and the quiet beach experience which positively contributes to the sense of place in other areas, for example those beaches and bays along Tutukaka Block Road.

Specific elements identified for the Structure Plan to achieve this outcome include:

- Provide for the marina expansion at Tutukaka Harbour Basin. While the expansion of the marina is within the coastal marine area (and therefore management control for the District Council is limited), landside support for this expansion and facilities to enable this expansion have been identified. Specifically, such facilities include:
  - Investigation of feasibility for pump-out facilities from the marina linking to any future development of wastewater reticulation and sewage treatment.
- Identify landside facilities and reserves to support marine based recreation. This includes:
  - Development of enhanced boat facilities and off-beach trailer parking at Whangaumu;
  - Maintenance (with upgrading for capacity as required) of the boat ramp facilities at Tutukaka.
  - Maintenance of the active marine 'Water Sports Area' at Kowharewa Bay.
- Investigate potential for Village Green as Community Recreation Hub, see 2.1.2(a) above.

#### **(b) Maintain natural character values and water quality of the coastal marine area**

The importance of water quality for the sense of place in the Tutukaka Structure Plan was strongly expressed through the consultation. The Structure Plan seeks to recognise the importance of maintaining natural character and water quality through the following specific elements:

- Discourage Aquaculture Management Area in the Harbour and surrounding area. While the definition of Aquaculture Management Areas is a function of the Northland Regional Council, it is recognised that the District Council and community are key stakeholders in the process for definition of these areas and their future development. Avoiding the use of the Harbour and surrounding coastal marine area recognises the importance of this area for recreation and tourism and acknowledges the imperatives of natural character and water quality values.
- Requiring establishment of reticulated wastewater as a prerequisite to further residential expansion. This recognises the potential adverse impact of failing on-site disposal systems on the receiving environment and the priority given to this issue by the community.



- Stormwater management and implementation of low impact stormwater guidelines. As with the reticulation of wastewater, the community have identified unmanaged stormwater runoff as an issue for water quality in receiving environments.
  - Earthworks and sediment management for subdivision and development of sites.
- (c) **A network of walkways, unformed tracks, recreation access points and linkages through the area and the coastline north and south**

Throughout the consultation, special sense of place values were identified in the ability to access and walk along the coastal marine area. A number of informal walkways were identified by the community as popular linkages and recreation areas (e.g. the walkway between Whangaumu and Ngunguru). In recognition of the importance of these values to the character of the area, and reinforcing the recreation and tourism themes, the Structure Plan identifies a number of specific implementation elements to further develop walkways, unformed tracks and recreation access points to be progressed with development.

In particular, these specific elements include:

- Formalising the pedestrian accessway to the DoC reserve (Lighthouse). Concern was identified that current vehicle and pedestrian access to this area is by way of private land. Negotiation with landowners may be necessary to formalise this walkway linkage.
- Expansion of the reserve network between Whangaumu and Ngunguru. Again, this area was identified as a popular walkway currently used by residents in the Tutukaka area. As development of this area progresses (particularly the Whangaumu village cluster) formalisation of this accessway and establishment of publicly owned reserves is appropriate. In part, it is envisaged that this reserve link could be established through reserve contributions with development. Further negotiation with landowners may be required to establish a formal and protected accessway on the western portion of this reserve link.
- Extend reserve network between Whangaumu and Pacific Bay. Currently, the reserve network along this area is partially developed. As development progresses, formalisation of reserves and track will enhance the public use and enjoyment of this area. It is acknowledged that elements on this track will continue to be 'low-tide' access only or will extend inland around rocky headlands and promontories (e.g. at Te Waite Bay).
- Extend walkway linkages north of the Tutukaka Harbour (towards Matapouri). Currently a road reserve extends along the coastline north of the Tutukaka Harbour. Investigation should be undertaken for the formal closing of this road and vesting of the area as reserve / public access walkway.

In the consultation, mixed response was received to the establishment of wheelchair compatible walkways. Responses ranged from requesting provision for such walkways to not providing for wheelchair access. On balance, it is considered that a number of walkways would not be appropriate for formal or wheelchair access, both with respect to the cost of such development and in acknowledgement that such formalised accessways would detract from the natural character values (particularly along steeper areas of the coast where substantial

structure would be required for such an access). The Structure Plan has been drafted to reflect the need for a mix of more formal 'walkways' and informal tracks (including low tide access).

**(d) The coastal road as a scenic experience**

As discussed above, the community has expressed concern over the future traffic flows on the Matapouri Road. The vision for the Structure Plan is to ensure that the coastal road remain attractive as a local access and 'tourist' route, reinforcing the recreation and tourism function of the Tutukaka area. During the consultation, a few participants suggested establishment of a continuous direct route from Sandy Bay to Whananaki South. This option has been discounted, as it is not considered consistent with a number of other community outcomes sought (in particular, seeking the maintenance of discrete coastal settlements and protection of the sense of place of local communities), instead, the Structure Plan recognises the value of the tourist loop to Hikurangi<sup>1</sup>.

As outlined above, specific elements identified for the Structure Plan to achieve this outcome include:

- Maintain road as a 'coastal scenic route' – allowing for safety and capacity upgrades and seeking viewpoint lay-by's in such developments; and
- Enforced speed restrictions through residential areas, particularly between Tutukaka Block Road and the settlement area.

**(e) A recreation hub with visitor facilities around the marina**

As previously noted, Tutukaka has been identified as a key active recreation node for the wider coastal area. Maintenance and enhancement of this area for such recreation activities was widely supported.

As identified above, specific elements identified for the Structure Plan to achieve this outcome include:

- Provide for the marina expansion at Tutukaka Harbour Basin.
- Identify landside facilities and reserves to support marine based recreation.
- Investigate potential for Village Green as Community Recreation Hub.

**2.1.4 Outcomes for Protecting Tutukaka - 2025**

**(a) Protected and enhanced habitat and natural character values in the surrounding hills (particularly for kiwi)**

The bush areas of Tutukaka were identified by the community as having high 'sense of place' value. In addition, the Department of Conservation has identified a number of bush areas as important habitat for kiwi and other fauna. The community strongly supported protection of these habitat areas and identified this as a high priority issue for implementation.

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<sup>1</sup> It is noted that the Whangarei Coastal Management Strategy overall sets policy direction not to progress the coastal road in recognition of the sense of place values and importance of discrete settlements and instead focuses on a series of loop road accesses to coastal areas.

Specific elements identified for the Structure Plan to achieve this outcome include:

- Encouraging pet control and pet management. Uncontrolled pets (e.g. dogs and cats) are recognised as a key risk for indigenous species such as kiwi. Further information and education material on appropriate management of pets in areas of known kiwi habitat will contribute to maintaining and enhancing kiwi and other indigenous fauna populations;
- Encouraging bush protection on private land. As well as enhancing the sense of place and natural values of the Living Environment, protection of habitat was identified as important for maintaining and enhancing important wildlife in the area.
- Extending the reserve network and linkages of bush. In addition to bush protection on private land, expansion of the public reserve / open space network was identified as an important aspect to maintaining and enhancing kiwi habitat and natural character values. While a number of reserve linkages were identified for walkways and public accessways, it was also acknowledged that some reserve development should be undertaken for landscape and habitat protection (potentially with limited or restricted public access).

**(b) Wilderness values between coastal settlements**

One theme consistently raised throughout the consultation with local communities has been the importance of retaining individual settlements as discrete residential communities. In Tutukaka, this issue was raised with respect to the settlements of Ngunguru and Whangaumu and within the Tutukaka Structure Plan Area, between Whangaumu and the small coastal settlements clustered along the bays (Pacific Bay etc).

Specific elements identified for the Structure Plan to achieve this outcome include:

- Establishing a strong 'urban fence' or limit for residential expansion between Whangaumu and Ngunguru. This compliments the establishment of a heritage area or public open space between these settlements and reinforces maintenance and protection of the valued landscape area along this stretch of coast;
- Extending the reserve network and linkages of bush between Whangaumu and Pacific Bay and on coastal escarpments. The bush clad hills viewed from the sea and between these coastal settlements has been identified for both its natural character/habitat value and for maintaining discrete settlement areas. Establishment of public reserve land or land set aside as open space (e.g. through covenant) is seen as an appropriate mechanism to protect these landscape features.
- Maintaining Coastal Countryside between coastal settlements. In particular north of Tutukaka and Matapouri to the north, maintaining the rural landscape has been identified as an important element to protect the sense of place and landscape character afforded to these areas.

**(c) Land use and infrastructure managed to enhance water quality**

The structure plan consultation further reinforced issues raised during consultation on the Coastal Management Strategy, particularly pertaining to the imperative to protect the natural values and quality of the coastal marine area around Tutukaka. These values are seen as

integral to the sense of place and 'attraction values' the area has, particularly for recreation use of the area.

Specific elements identified for the Structure Plan to achieve this outcome include:

- Requiring reticulated wastewater and community sewage treatment in 'village' cluster areas. Failing wastewater systems (both private and collective) were identified as one of the most significant issues for the Tutukaka Structure Plan area and addressing this issue was identified as being of the highest priority for enhancement of water quality.
- Discouraging Aquaculture Management Areas in the Structure Plan area, see discussion in 2.1.3(c) above;
- Comprehensive and low impact stormwater design and management. Stormwater has been identified as a significant contributing factor in water quality for the receiving environment. Recognising the importance of stormwater management in development, particularly in defining residential growth areas, has been identified as a key mechanism to ensure that water quality is enhanced.
- Managing earthworks and sediment discharge from sites in subdivision and development.

**(d) Significant viewpoints and coastal margins viewed from the sea and other key public vantage points (including the road) protected**

In consultation with the community, protection of viewpoints and coastal margins was identified as an important outcome for the future of the Tutukaka area. The specific elements identified to achieve this outcome have largely been addressed elsewhere and include the following:

- Expansion of reserve and open space linkages and the reserve network;
- Encouraging bush protection, especially along the coastal edge and on prominent ridgelines.

In addition to the above, legal protection of ridgelines and design guidelines for development were also considered. While there was some support for these implementation measures there was also a comparatively large opposition. On balance these were not considered to have high community support nor was it considered that they would significantly contribute to the desired community outcomes as rules in themselves would be a blunt instrument compared to more proactive tools.

**(e) Heritage values of the area protected and enhanced**

An important element or value identified in the community was the heritage values of the area. In particular, this relates to the area between Whangaumu and Ngunguru which appears to be currently used by the community informally (crossing private land) as a walkway. This area has been identified by the New Zealand Historic Places Trust as having a high number of archaeological sites with evidence of Maori occupation and use of the area.

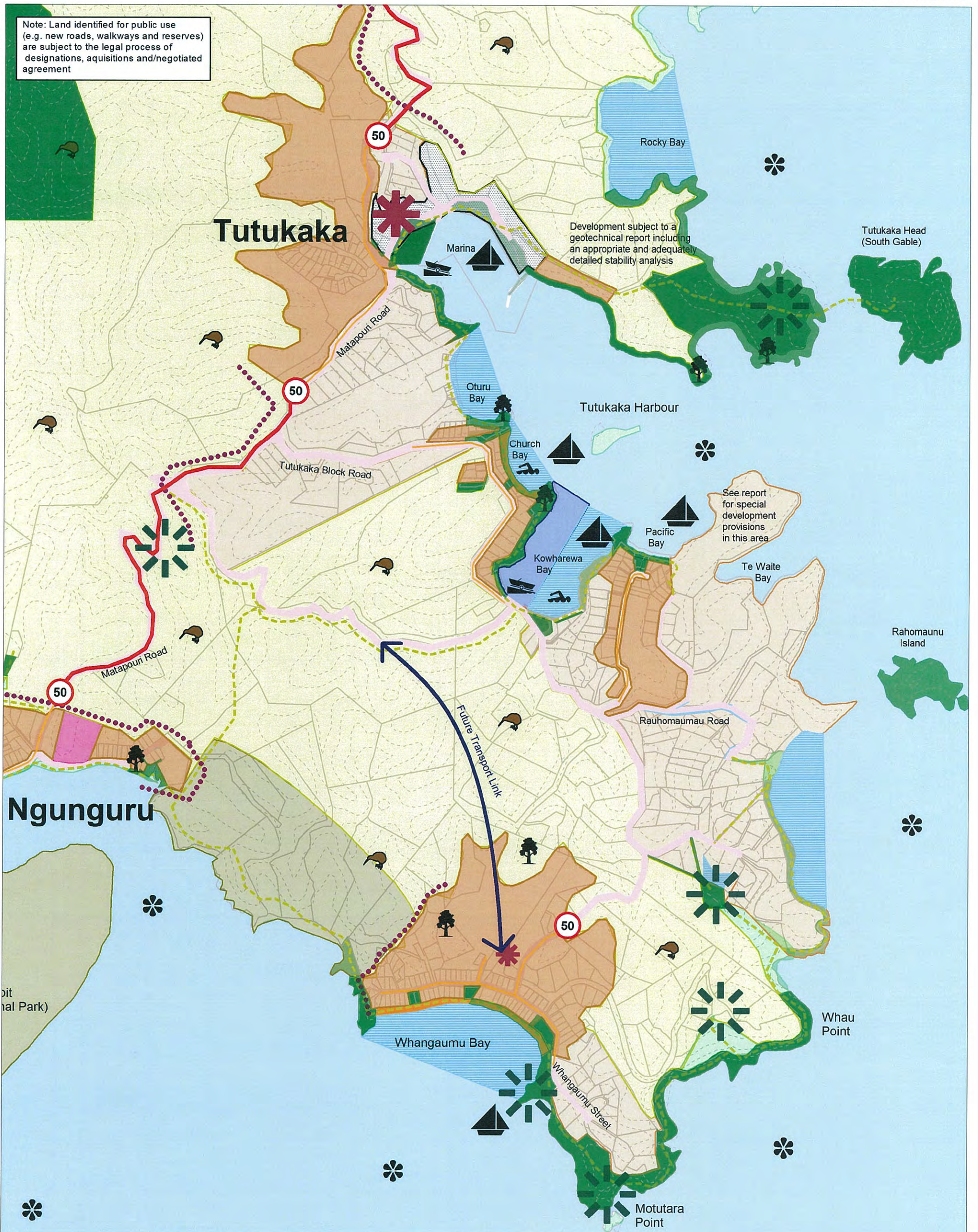
As development and population increases, it is envisaged that formalisation of the protection and accessway should be provided, recognising the need for the public (e.g. Council or other agency) to take responsibility for management and protection of this area.

## **2.2 Structure Plan Concept Map**

The attached plan provides an overall 'picture' of the development and management vision for the Tutukaka area in 20 years.

Job #: 4213327

Note: Land identified for public use (e.g. new roads, walkways and reserves) are subject to the legal process of designations, acquisitions and/negotiated agreement

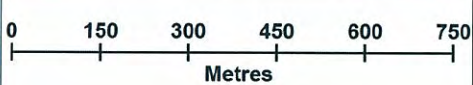


Path: P:\4213327\2008\Tutukaka\_20 Year Structure Plan Concept\Map\Map\_080919\_MasterWorkspace\_v2\080123\_MasterWorkspace\_v11.gws Created: 23/01/2009 Printed: 23/01/2009 Author: CJ1

# Tutukaka 20 Year Structure Plan Concept

November 2008

BECA



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# Tutukaka 20 Year Structure Plan Concept

November 2008

	Ferry Landing (possible future for harbour ferry)
	Boat Ramp Launching Facility (if grey, beach launch only)
	Natural Character/Water Quality Protection Area
	Significant Bush Areas
	Swimming
	Marina Mooring Area
	Views (with viewshaft protection)
	Kiwi Habitat Protection
	Community/Village Centre
	Pedestrian Orientated Area
	School
	Large Lot Residential Zone (living '3' with bush protection and stormwater control)
	Community Zone (Living '1' or similar)
	Business/Light Industrial
	Strong Urban Boundary
	Coastal Route
	Village Road
	Walkways/Unformed Tracks
	Beach Recreation Area (motorboat speed restricted area)
	Coastal Countryside Zoning (rural living with landscape and bush protection)
	Heritage Area
	Future Reserves or Open Space
	Existing Reserves
	Contour Lines (20 metre interval)
	Possible Alternative Road Access

## Key Spatial Implementation Actions

See Chapter 3 of the Tutukaka Structure Plan Report for the full list of implementation actions and priorities

- Change to District Plan to provide for 'urban and large lot' residential growth, subject to topography and land suitability (Action 3.1.1 and 3.1.2)
- Provide for wastewater servicing of urban clusters in conjunction with developing comprehensive stormwater catchment plans (Actions 3.2.1 and 3.2.2)
- Investigate potential alignments and funding options to provide for an alternative road access to Whangaumu Bay (Action 3.2.5)
- Inclusion of pedestrian accessway provision and speed restrictions as part of future roading upgrades whilst maintaining the character of the area (Action 3.2.6)

### 3 Implementation – Priority Actions and Critical Path

The following section provides guidance on specific methods or actions to be undertaken by Council to achieve the Structure Plan (we note that this section focuses on those outcomes that require Council action and there are a number of other Structure Plan initiatives that should be lead by the community and other agencies). It is important to recognise that there are a number of District-wide implementation methods proposed for the Coastal Management Strategy overall. The purpose of this section, is to focus only on those additional specific methods particular to this Structure Plan Area.

It is also noted that the table below provides the priority for elements of the Tutukaka Structure Plan. These priorities need to be considered with regard to the overall implementation District-Wide Coastal Management Strategy and with respect to implementation of the remaining structure plans.

#### 3.1 Residential Growth and Development

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<b>3.1.1 Expanding residential development in ‘village clusters’</b>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>■ Confirmation of topography and land suitability to confirm boundaries of ‘village clusters’</li> <li>■ Change to the District Plan to provide for residential expansion in accordance with Tonkin and Taylor report for areas suitable for development (based on topography and land suitability).</li> <li>■ Providing for residential development above provided that a geotechnical stability analysis is carried out to confirm land suitability and landscape amenity planting is provided</li> </ul>	MED	3.2.1 3.2.2
<b>3.1.2 Providing for large lot residential development on hills / surrounds</b>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>■ Investigation of topography and land suitability to confirm boundaries of ‘large lot residential’ environment</li> <li>■ Change to District Plan to provide for large lot residential development.</li> <li>■ Change zoning of Pacific Rendezvous, recognising specific development provisions for this area (subject to detailed Concept Planning)</li> </ul>	LOW	
<b>3.1.3 Protecting Coastal Countryside on coastal headlands and hinterland hills</b>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>■ Correcting anomalies by changing small areas of ‘Rural’ Living and to Coastal Countryside.</li> </ul>	HIGH	



<b>Method – Specific Implementation Measure</b>	<b>Priority</b>	<b>Trigger</b>

### 3.2 Infrastructure

<b>Method – Specific Implementation Measure</b>	<b>Priority</b>	<b>Trigger</b>
<b>3.2.1 Wastewater Servicing of Maritime Centres and Urban Clusters</b>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>■ Identification of service areas - focussed to 'village cluster' areas.</li> <li>■ Identification of feasible package based solutions for clustered communities</li> <li>■ Establishment of funding and costing regime for existing and future population.</li> </ul>	<b>HIGH</b>	<i>Key development 'trigger' to expansion and development.</i>
<b>3.2.2 Comprehensive Stormwater Catchment Plans</b>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>■ Catchment modelling and study project</li> <li>■ Focus on quality and quantity of stormwater discharge</li> <li>■ Focus on low impact approach based on natural drainage system.</li> </ul>	<b>HIGH</b>	<i>Key development 'trigger' to expansion and development.</i>
<b>3.2.3 Reticulated Water Supply</b>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>■ Identification of service areas - focussed to 'urban' cluster areas only.</li> <li>■ Need to account for emergency service requirements (e.g. fire-fighting capacity)</li> </ul>	<b>LOW</b>	
<b>3.2.4 Formalise Access to Reserve / Lighthouse</b>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>■ Identification of feasible accessway</li> <li>■ Negotiation with landowners to secure accessway</li> <li>■ Improve signage and formal accessways.</li> </ul>	<b>HIGH</b>	
<b>3.2.5 Safety and Capacity Improvements of Coastal Road</b>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>■ Investigation of minor realignments for safety improvements to maintain 'scenic' nature of route</li> <li>■ Protect and enhance viewpoints and 'pull-overs' with road upgrades.</li> <li>■ Investigate feasible alignments of a road linking Matapouri Road with Whangaumu Bay given</li> </ul>	<b>MED -HIGH</b>	

<b>Method – Specific Implementation Measure</b>	<b>Priority</b>	<b>Trigger</b>
<p>topographical constraints.</p> <ul style="list-style-type: none"> <li>Undertake Council monitoring and review of feasible future road upgrades to provide for ‘pull overs’ and possible realignment.</li> </ul>		
<p><b>3.2.6 Traffic Management – Speed Control of Coastal Road through Tutukaka</b></p>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>Implementation of speed restrictions on coastal road;</li> <li>Investigation may include pedestrian crossing points</li> <li>Inclusion of pedestrian accessways in road up-grade and capacity improvements.</li> </ul>	MED	Link to rezoning
<p><b>3.2.7 Local Roading Upgrades</b></p>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>‘Low impact design’ concepts, avoiding standard road upgrade in recognition of character of area</li> <li>Grass swales for ‘pedestrian verge’ and stormwater management</li> </ul>	MED	
<p><b>3.2.8 Logging Traffic ‘By-pass’ Route</b></p>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>Investigate potential for Kaiatea Road as logging truck route, avoiding use of Matapouri Road coastal route.</li> </ul>	MED	

### 3.3 Open Space and Recreation

<b>Method – Specific Implementation Measure</b>	<b>Priority</b>	<b>Trigger</b>
<p><b>3.3.1 Formalise Access to Lighthouse Reserve</b></p>		See 3.2.4
<p><b>3.3.2 Reserve Up-grade at Whangaumu</b></p>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>Investigation and design of improved beach boat launching facilities</li> <li>Investigation and design of improved parking and other boat / trailer facilities off the beach</li> </ul>	LOW	3.1.1
<p><b>3.3.3 Recreation / Reserve Signage</b></p>		
<p>This would include:</p> <ul style="list-style-type: none"> <li>Improved signage to reserves and walkways</li> <li>Improved information about features in area for promotion of tourism</li> </ul>	MED - HIGH	

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<b>3.3.4 New Reserves – Viewpoints and Linkages</b>		
This would include: <ul style="list-style-type: none"> <li>■ Expansion of reserve network cognisant with population growth</li> <li>■ Protection of viewpoints and visual catchment</li> </ul>	<b>MED</b>	Pop growth and reserve contribution
<b>3.3.5 Vesting of Road as Esplanade Reserve around Northern Headland</b>		
This would include: <ul style="list-style-type: none"> <li>■ Road stopping procedure</li> <li>■ Formal vesting as reserve</li> </ul>	<b>MED</b>	

### 3.4 Coastal Hazards

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<b>3.4.1 Control vehicle and walkway access at Whangaumu</b>		
This would include: <ul style="list-style-type: none"> <li>■ Expansion of reserve network cognisant with population growth</li> </ul>	<b>MED-LOW</b>	3.1.1
<b>3.4.2 Protection of Dune System - Whangaumu</b>		
This would include: <ul style="list-style-type: none"> <li>■ Manage points and means of beach access</li> <li>■ Establish formal beach access / boat access point</li> </ul>	<b>HIGH</b>	<b>3.4.1</b>
<b>3.4.3 Promote Natural Protection of Beach</b>		
This would include: <ul style="list-style-type: none"> <li>■ Investigation of options for erosion protection methods in accordance with the Coastal Erosion Technical Paper (seeking 'soft' options over 'hard engineering' if practicable).</li> </ul>	<b>MED</b>	

### 3.5 Sense of Place

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<b>3.5.1 Signage of Reserves, Walkways and Features of Interest</b>		
This would include: <ul style="list-style-type: none"> <li>■ Develop design/branch concept;</li> <li>■ Consistent signage and interpretative information about features in Structure Plan area</li> </ul>	<b>MED</b>	

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<p><b>3.5.2 Bush Protection</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Encourage indigenous vegetation planting with planting guidelines</li> <li>■ Establish bush protection in coastal environment (District Wide), through changes to District Plan</li> <li>■ Inclusion of Tree Strategy into Parks Asset Management Plan</li> </ul>	HIGH	
<p><b>3.5.3 Review Outstanding Landscape - Whangaumu</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Review boundaries of Outstanding Landscape identified at Whangaumu (unless done as part of District wide review)</li> <li>■ Recognise 'wilderness' value of coastal margin between Whangaumu and Ngunguru.</li> </ul>	MED	

### 3.6 Heritage

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<p><b>3.6.1 Include 'Archaeological sites' cluster on Planning Maps</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Protection under the District Plan of archaeological sites between Whangaumu and Ngunguru</li> <li>■ Recognition of 'wilderness values' and sense of place.</li> </ul>	MED	
<p><b>3.6.2 Investigate potential for heritage trails</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Signage of walkway between Whangaumu and Ngunguru</li> <li>■ Consultation with tangata whenua</li> </ul>	MED	
<p><b>3.6.3 Interpretative Signage of heritage features</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Interpretative signage of heritage sites and areas, including lighthouse walkway and off-shore wrecks</li> <li>■ Consultation with tangata whenua and community.</li> </ul>	MEd	See 3.5.1

### 3.7 Rural Development and Subdivision

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<p><b>3.7.1 Rezone Areas to Coastal Countryside</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Rezone anomaly areas of general countryside to Coastal Countryside.</li> </ul>	HIGH	

### 3.8 Economic Development

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<p><b>3.8.1 Rezoning of commercial hub of maritime centre</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Provide for significant mixed use commercial and marine service activities at Tutukaka Basin</li> </ul>	MED	
<p><b>3.8.2 Provide for Expansion of Marina in future</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Consultation with Marina Trust</li> <li>■ Recognition of need for land side ‘zoning’ for expansion</li> <li>■ Promote relocation of carparking away from marine edge.</li> </ul>	MED	
<p><b>3.8.3 Provision for Marine Servicing Activities</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Recognise existing slipway but seek</li> <li>■ Provide for future expansion of this area in tandem with Marina development</li> <li>■ Assess / manage potential noise / amenity impacts associated with any such development.</li> </ul>	MED	
<p><b>3.8.4 Encourage ‘tourist loop’</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Consistent signage of coastal road</li> <li>■ Viewpoints and ‘lay-bys’ to be investigated and developed with roading upgrades</li> </ul>	LOW	

### 3.9 Biodiversity

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<p><b>3.9.1 Advocate good ‘pet management’ in areas of important habitat (kiwi)</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Encourage appropriate ‘pet ownership’ in areas of kiwi habitat (e.g. community information / pamphlet)</li> <li>■ Animal / pet control (e.g. training)</li> <li>■ Investigate potential for by-law controls on potentially dangerous pets (e.g. ferrets, stoats).</li> </ul>	HIGH	
<p><b>3.9.2 Encourage bush linkages</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Bush protection on private land as part of development process</li> <li>■ Reserve linkages and reserve expansion.</li> </ul>	MED	
<p><b>3.9.3 Earthworks and Sediment Management</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Change to the District Plan for controls on Earthworks and site management for sediment in subdivision and development.</li> </ul>	HIGH	

### 3.10 Community Resources

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<p><b>3.10.1 Development of Village Green for community hub</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Consultation with Marina Trust and community</li> <li>■ Investigate potential use of this area for ‘market’ or community festival events.</li> </ul>	MED	
<p><b>3.10.2 Provide for Community Centre at Maritime Hub</b></p> <p>This would include:</p> <ul style="list-style-type: none"> <li>■ Provide for community centre and similar activities in rezoning of commercial hub at Tutukaka Basin</li> <li>■ Provide for an information centre for the Ngunguru / Hikurangi coastal loop.</li> </ul>	LOW	

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<b>3.10.3 Upgrade / Develop Rubbish Transfer Station</b>		
This would include: <ul style="list-style-type: none"> <li>■ Investigate potential sites for transfer station, including Dickson’s Quarry.</li> </ul>	MED	3.1.1

### 3.11 Integrated Management

<i>Method – Specific Implementation Measure</i>	<i>Priority</i>	<i>Trigger</i>
<b>3.11.1 Advise NRC that area not suitable as an AMA</b>	HIGH	
<b>3.11.2 Liaise with Department of Conservation on potential of marine reserve expansion at wrecks</b>	MED	
<b>3.11.3 Work with Department of Conservation on management of headland reserve</b>	HIGH	
<b>3.11.4 Work with NRC on stormwater and wastewater solutions</b>	HIGH	
<b>3.11.5 DoC, WDC and Community initiatives for kiwi protection</b>	HIGH	