

Otaika, Raumanga and Toe Toe

Structure Plan

February 2009

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1 Introduction

The Urban Growth Strategy, which was commissioned in 2002, identified a number of urban development issues around Whangarei City that needed addressing by Council and the Community. The resulting recommendations were adopted in 2003 as an official Council working document.

The Urban Growth Strategy divided Whangarei City environments into eleven distinct areas for ease of reference and administration. These areas became known as Structure Plan Study Areas, with each having its own detailed study for planning purposes.

In each of these study areas, a number of public meetings were held with local residents and interest groups to discuss specific planning proposals.

The land use proposals discussed in this report reflects the views of the community and Iwi, which were expressed views from consultation meetings held in the Otaika area.

Council commissioned a number of technical studies to determine the physical opportunities and constraints to development. These include, but are not limited to, geotechnical reports, landscape reports, natural hazards assessments, transportation, and heritage assessments. In addition, residents' views and aspirations were collated and analysed against these report by technical experts from relevant Council departments for feasibility and funding perspective and the possible prioritising of potential development activities.

It is important to note that these proposals are long term and their implementation depends on their eventual incorporation into the statutory planning documents, such as the District Plan and the Long Term Council Community Plan. It is also important to note that further feasibility studies maybe required at the time of implementation of some of the proposals as circumstances changes with time.

Land identified for particular use in these Structure Plan is subject to legal processes of negotiated agreements, acquisition or designation. Council will follow due process in making sure that all necessary procedures are followed before any land use change takes place, as proposed in this Structure Plan.

Landowners or developers are free to apply for District Plan Changes using the recommendations identified in this Structure Plan where Council does not have such plans in terms of its policy on public/private plan changes initiatives.

1.1 Purpose of the Structure Plan

Structure planning is an important tool in managing the orderly growth of the community to assure that adequate public services are provided, important natural and cultural assets are protected, and the area remains competitive for jobs and investment. This Structure Plan is an example of 'integrated management' which brings together all of Council's functions in a plan for the Otaika/Raumanga area.

The general purpose of this Structure Plan is to provide for the sustainable management of the natural and physical resources of the Raumanga, Otaika and Toe Toe area, in accordance with the aspirations of the local community and to the benefit of the wider Whangarei District.

The goal of all Structure Plans is to make progress toward sustainable communities with a high quality of life, safety for all its residents, efficient use of ratepayers' dollars, and assurance of the long term viability of residential and business investment.

All Structure Plans are guided by three principles of land development to achieve these goals:

- **Transition** provide for a more gradual transition of densities from urban to countryside, and limit impacts on the state highway system and economic viability of agriculture
- **Contiguous** allow long term consolidation of the urbanised area by allowing densities to increase on the fringes, in the future, as the market demands
- **Infill** promote infill development in areas that are now, or are planned to be, serviced.

This approach to designating land for new urban development will help protect the essential economic, environmental, social and scenic values of the District and contribute to long term sustainable growth.

To achieve sustainable and integrated management, the Plan will:

- Provide an overall land use plan for growth which is compatible with the infrastructure and environmental capacities of the area, so as to sustain urban and urban fringe development

- Show ways in which economic, social and cultural matters are being provided for and managed alongside environmental considerations
- Provide a co-ordinated approach to providing roading, sewerage, water, parks and other services within the study area.

By specifying those aspects identified above, the Plan will also provide higher levels of predictability for developers, the Council, the public and affected parties regarding the layout, character and costs of development for areas earmarked for growth or redevelopment within the study area.

1.2 Legal Status of Structure Plan

It is important to keep in mind that the Structure Plan is a non-statutory policy document. This means that the Plan is not required or enforced by legislation and the provisions in the Plan do not have statutory or legal status until they are incorporated into Council's statutory documents such as the Long Term Council Community Plan (LTCCP), the District Plan and Asset Management Plans.

However, Structure Plans are a technique that have gained acceptance in the Environment Court as a way of promoting the integrated management of environmental effects, and providing for the wellbeing, health and safety of current and future residents. They may also be considered as an 'other matter' when assessing a resource consent application.

The Structure Plan, itself, and the provisions contained in the Plan, are indicative only and are intended to guide future actions. The Structure Plan will often seek to manage matters that are wider than those covered in the Resource Management Act and therefore outside the scope of the District Plan.

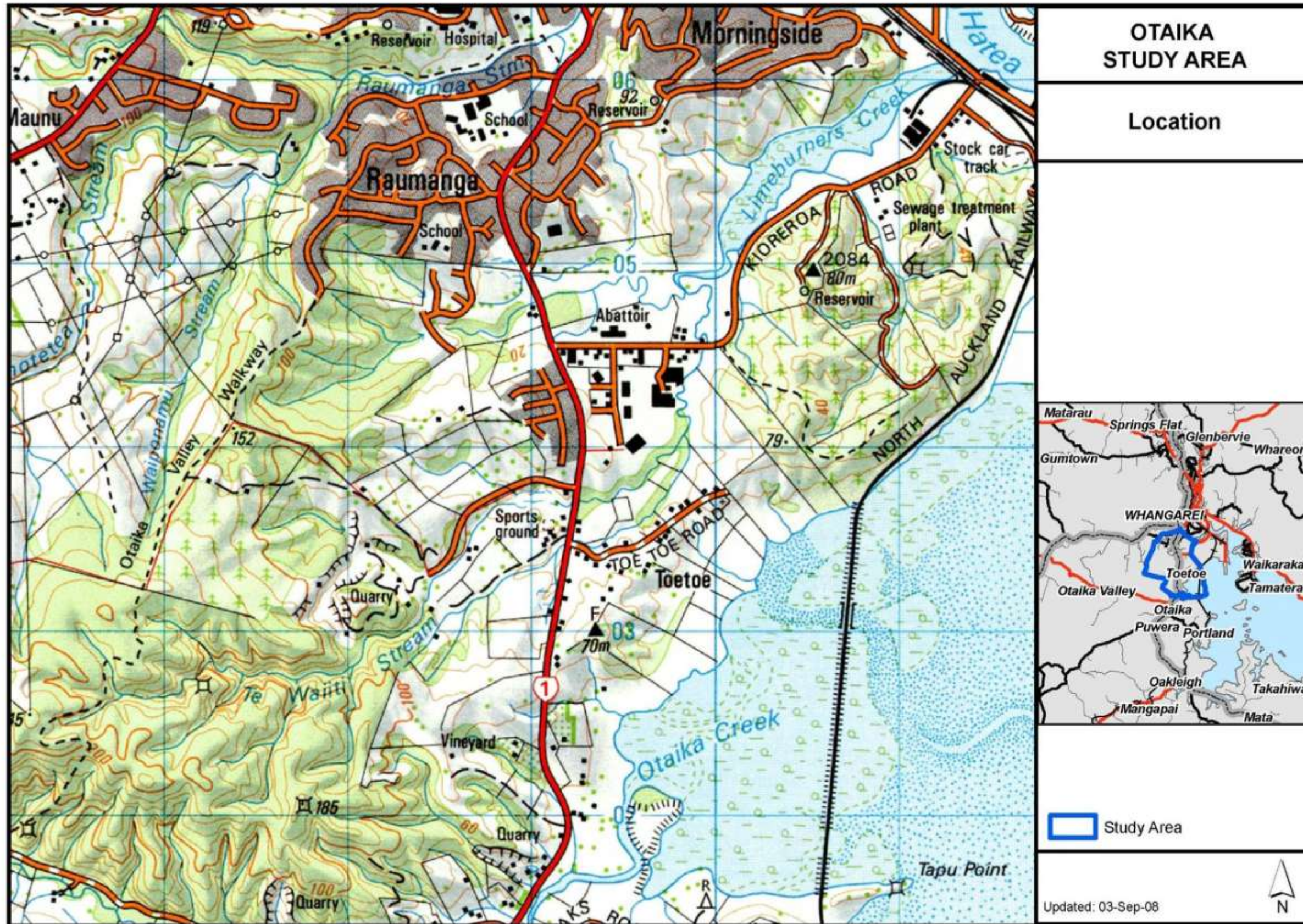
The Structure Plan is an 'ideas' document, while the District Plan is a statutory document – an 'action' plan. For the ideas in the Structure Plan to become actions, they have to be transferred from the Structure Plan to the various statutory documents by following a prescribed statutory procedure. This procedure provides opportunity for further public input and further changes to the Structure Plan's provisions, if required. The public will be kept informed on the consultation process to follow.

Study Area

The study area is to the south of Whangarei City and encompasses the Raumanga, Otaika and Smeatons suburbs, as well as the Toe Toe and Otaika rural areas. It is bordered to the east by the Whangarei City Port and the coastal area. To the north are more residential suburbs, including Hora Hora, Maunu and Morningside.

In 2006, the study area had a population of approximately 5,088 people and contained a range of residential, recreational, commercial/industrial and rural land uses.

Figure 1 Otaika Study Area - Location



1.4 Public Participation

In addition to the wide-ranging consultation undertaken for the Urban Growth Strategy (refer Urban Growth Strategy – Consultation Report), the Otaika, Raumanga and Toe Toe communities were consulted on their visions for the future of their communities for this Structure Plan.

A public workshop was held at the Manaia View School in October 2004. The 50-plus attendees at the workshops were asked to write and draw their ideas for the study area over the next 20 years and beyond.

Community group meetings in Raumanga and Smeatons were also organised, in which discussions took place regarding the Structure Plan.

Council's asset managers were involved in determining limiting factors for growth, such as physical constraints like flooding. They also identified projects that were planned for the area.

Utility operators, such as the District providers of phone, gas and electricity supplies, were consulted to determine constraints to growth and any expansion or upgrade projects they were planning in the study area.

A summary of consultation for the Structure Plan can be found in the report: Raumanga, Otaika and Toe Toe Structure Plan – Consultation Report.

The issues and ideas raised were collated and analysed. In conjunction with earlier consultation, this consultation forms the basis of the Structure Plan.

The draft Structure Plan was put through a further public consultation on 23 April and 22 October 2008. A meeting with Toe Toe Residents Association was held on 12 May 2008 to discuss the proposals. A total of 76 written submissions were received. All comments were reviewed and considered and changes were made to the proposals to reflect the view of the community and other constraints to development. A select group of Councillors and Staff known as the Focus Group met on 25 February, 25 March and 22 September 2008 to discuss the proposals before releasing them to the public.

1.5 Tangata Whenua

Tangata Whenua are the traditional guardians of the natural and physical environment. Despite the development of the local governance system and its responsibilities, Maori people have continued to play their part in management of resources in the traditional way and are active in protecting the natural integrity of the District's resources for future generations.

Council recognizes this special relationship of Maori people with their land and includes them as partners in the management of these resources. There are many places of spiritual and cultural importance to Tangata Whenua in Whangarei District, including waterways, waahi tapu, pa sites and other taonga.

Tangata Whenua were specifically consulted with for their input on the future of Whangarei as part of the urban growth strategy carried out by Council. Three hui were held in May 2007 at three separate venues: Pehiaweri Marae, Tarenga Paraoa Marae and Ngararatunua Marae on 12, 19 and 26 April 2007, respectively. Contributions from the attendees were collated and a feedback meeting was held with Kaumatua for a debriefing on the issues raised at the meetings. A record of the issues was sent to Council's Iwi Liaison Sub Committee meeting as part of the agenda, and was received on the 20th of June 2007.

A summary of issues raised by Tangata Whenua is listed in the Iwi Consultation Report. Proposals on the implementation of some of the issues are discussed in the Land Use Proposal section of this Structure Plan.

1.6 Long Term Council Community Outcomes

Ways in which the Structure Plans address LTCCP Community Outcomes:

1.6.1 A Sustainable, Environmentally-Responsible District Which Values Its Natural Uniqueness

Structure Plans guide land use of the District by proposing new zoning in areas best suited to support development. They strive to minimise loss of native biodiversity, productive soils, natural watercourses, scenic coastlines, and the sensitive aesthetic qualities of the District. Agriculture and forestry are considered as environmental as well as economic qualities as they are natural, resource-dependent industries. Structure Plans also promote alternative transportation modes which improve air quality, reduce green house gas emissions, and allow access to natural areas for more people.

1.6.2 A District which is Safe and Crime-Free.

Structure Plans indicate areas where new neighbourhoods will grow and those which will receive new investment. This new activity and investment enhances security by encouraging pedestrian traffic in commercial areas, increasing diversity, giving people new pride in their communities, and encouraging families to use community facilities close to home

1.6.3 A Community which is Healthy and Educated

Structure Plans guide planning for new schools and community centres to areas where families are likely to settle. They also provide for recreational reserves, cycleways and footpaths for an active outdoor lifestyle, and reduced auto dependence. Preserving natural areas contributes to air quality improvement, provides respite from urban life, and underlies the District's high quality of life. Structure Plans also identify areas that will be serviced so that waste and storm water will be handled in a safe and sanitary manner.

1.6.4 A Vibrant and Growing Local Economy

Structure Plans identify areas that are suitable for business investment based on highway, water, rail and transit access; concentrations of compatible industries; identifying areas for new housing that is convenient to jobs; and recognizing growth trends in the District's major industries while minimising reverse sensitivity among land uses. By recommending preservation of rural lands, the Plans also recognise the importance of productive horticulture, agriculture and forestry to the District's economy.

1.6.5 District with Community Programmes and Facilities for All

Structure Plans identify areas for new residential development where community facilities can be planned to serve new populations most efficiently. The Structure Plans include population projections to determine whether existing facilities are adequate for their areas.

1.6.6 A Community which values its Culture and Heritage

Structure Plans take into account the sensitive nature of taonga and waahi tapu and seek to minimize impacts on it, while increasing knowledge and appreciation of the District's rich cultural heritage. Focusing new development around the urban area provides additional support for existing museums, the arts and tourist amenities. Preservation of environmental qualities – intact landscape, biodiversity, high-class soils, scenic values and coastlines – is a primary purpose of Structure Plans.

2 Current Profile

2.1 Regional and District Context

The Whangarei District covers the south-eastern part of the Northland region. Whangarei is a growing city of over 48,000 people within a District of approximately 74,000 people. About half of the total Northland population lives in the Whangarei District, and Whangarei City is the largest urban centre in Northland.

Whangarei District is less dominated by urban growth than Auckland and other regions in New Zealand. About 65 percent of the District's residents live in the urban centre of Whangarei, although, two out of three new residences are being built outside the urban centre.

The economy of the Whangarei District has been steadily growing in recent years. The leading growth industries are agriculture, forestry, wood processing, healthcare, tourism, fishing, property and business services, and education.

In October 2003, Whangarei District Council adopted the Whangarei Urban Growth Strategy. This document recognised the need to manage growth sustainably in the District. The following vision for Whangarei was adopted:

“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 Urban Growth Strategy recognises the influence that national and regional strategies and policies provide. 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 are identified as having particularly significant relevance.

The Raumanga, Otaika, Toe Toe area was one of eleven identified in the Urban Growth Strategy as requiring structure planning to plan for, and manage, growth. At the time of this document's writing, this Structure Plan is being prepared simultaneously with four other Urban Fringe Structure Plans for Maunu, Kamo Tikipunga and Onerahi, along with ten for coastal areas. While each plan is a stand-alone document for its area, they must all be considered in the context of general growth trends for the Whangarei District, as a whole.

This means that recommendations for one Structure Plan may have been made with consideration of conditions or changes in other Structure Plan areas. (Six additional Urban Structure plans will be prepared in the future.) District sustainability and integrated management can only be achieved by holding to a larger vision.

2.2 Profile of Study Area

2.2.1 Historical Background

As with other areas around Whangarei, the area around Otaika, Toe Toe, Raumanga, and Smeatons has a long history with local Iwi.

Late in the eighteenth century (1700s), the great warrior chief, Tawhiro of Ngapuhi, occupied the pa at Motu-Kiwi. This area is just north of Portland on the west side of Whangarei Harbour and is now known as Tapu Point. The name Otaika is said to have come from the battle that was fought between Ngapuhi and Ngati-Maru from Hauraki. The pa fell to the invaders and many people were killed. The mouth of the Otaika River is close to the pa site and the river was supposedly crammed with bodies; so the battle was known as Otaika-timu, 'the tide choked with bodies'.

By the mid 1850s there were a few settlers in the Otaika Valley (which also became known as Kai-geese after George Edge released geese on his property in the area). Otaika, itself, and Raumanga were not sold to the government by Maori for Pakeha settlement, as these areas contained major Maori settlements.

The development of the kauri gum and timber industries changed this, however, as people came from all over to harvest the gum from the fields, and the trees were milled for building materials.

Land in and around Otaika and Raumanga was eventually bought by various settlers and the area became farm land.

In the early 1960s, as other areas to the north of the city became heavily suburbanised, the southern areas close to the city became increasingly desirable. Raumanga Valley was very swampy and required extensive drainage and stormwater control to be undertaken before it could become residential. The residential development in the Raumanga Valley area continued into the seventies across the state highway, with the

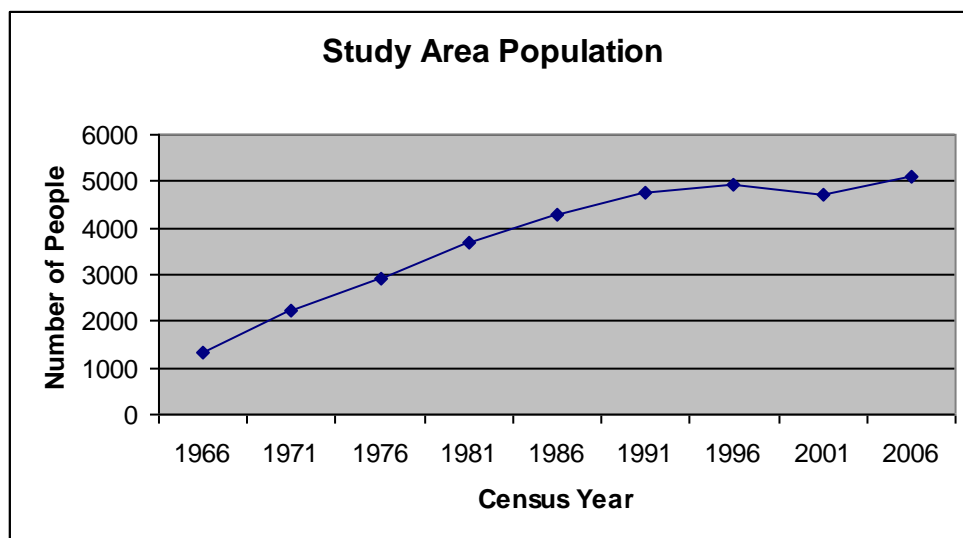
Tennyson St and Collingwood St areas being developed. State housing was also built further down the state highway in the area locals now refer to as Smeatons, rather than Raumanga. Subdivisions continue to appear on a regular basis in the area, but they are now on a much smaller scale than occurred during the sixties and seventies. Recently, a gated community was created off Tauroa St in the Smeatons area, one of the few in the Whangarei area.

2.2.2 Population

The 2006 population of the study area was 5,088, with approximately 1,800 houses in the area. The average household size for the area was 2.70 persons.

The area has shown significant population growth since 1966 (Figure 2), although there was a slight decrease between the 1996 and 2001 census. It is difficult to judge whether this decrease in population will continue for the area in the future.

Figure 2 Otaika Area Population



Source: Statistics NZ 2006.

2.2.3 Natural Features

a Topography and Landscape

The landscapes of the study area have important amenity values and contain areas of visual and ecological significance.

The study area encompasses an area of some 1200ha and is located on the margins, and to the south of, the Whangarei urban area. To the west it is bounded by the uplands associated with the Otaika Valley bush, and to the east by the mangroves and mud flats of the Whangarei Harbour. As such, the study area displays a transition from vegetated upland to coast.

A major ridge separating the two stream catchments encompassed by the study area extends from the elevated land in the south west up to the north east, where it forms the 'Port Hills' - a backdrop to the Port of Whangarei. The northern portion of the study area comprises mixed residential, retail and industrial development, whilst the southern portion is largely rural in character.

The Whangarei District Landscape Assessment (LA4, 1996) identifies three landscape units within the rural portion of the study area. These are:

- Estuarine inlets and harbours
- Rolling-to-steep pasture with pockets of scrub/bush/forestry
- Bush-clad hill country (Pukenui Forest/Te Waiiti forest area).

However, considering the study area in more detail (Landscape Assessment: Raumanga, Otaika, Toe Toe Study Area, May 2005), seven character areas (based on a commonality of vegetation, topography and land use patterns) have been identified:

- Urban residential

- Morningside pastoral
- Industrial
- Vegetated uplands
- Smeatons residential
- Undulating pastoral
- Estuarine lowlands.

A number of issues were identified among them, presence of exotic weeds, degradation of water quality and the clearance, fragmentation and progressive loss of indigenous bush appear to be consistent issues across all the character areas. Conflicts also exist between land uses and a number of amenity issues within the study area. Ways to address these issues will be examined in the implementation section of this report.

In summary:

- The topography of the area allows opportunities for residential and commercial/industrial use.
- Parts of the area that contain sensitive environments, such as high-value landscapes and natural hazards, have been identified and need to be considered in planning for the area.

b Land Capability Classification

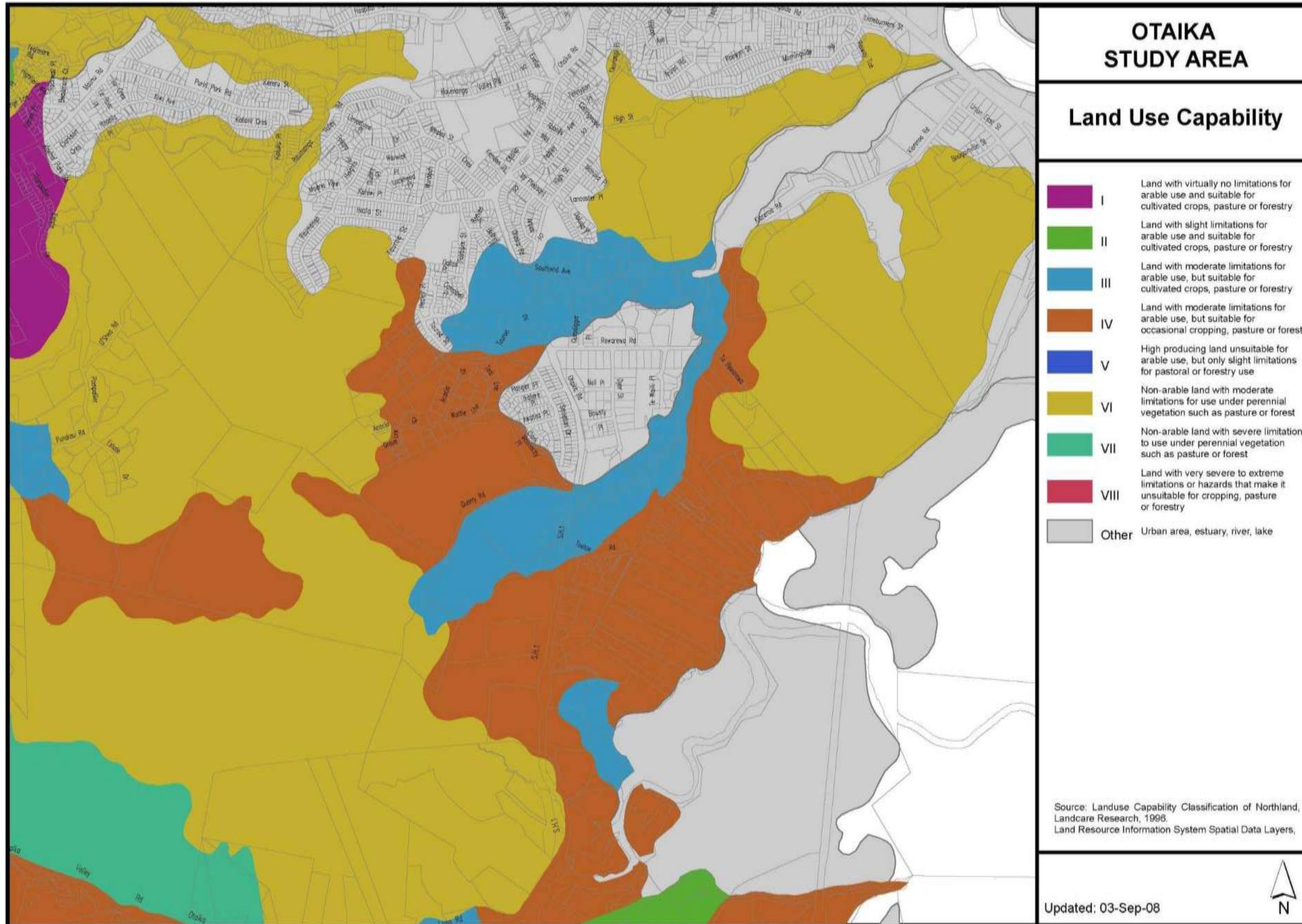
To enable an assessment of the versatility of the land for sustained production, and the total degree of physical limitation, soils are grouped into land use capability classes (LUC). The classes range from I to VIII. Limitation is nil or negligible in Class I, meaning soils are very productive. At the other extreme limitation of the range, Class VIII soils are very unproductive. Land use classes I - IV are suitable for multiple land uses, classes V – VII are suitable for pastoral or forestry land and land use class VIII is suitable solely for catchment protection land.

Parts of the study area (Raumanga and Otaika) are urban and therefore not classified for productive land use. The remaining rural areas that are classified (Toe Toe, south of the city and Otaika Valley) have soils that range from relatively productive (LUC III and IV) to relatively unproductive (LUC VI).

The relatively productive land (LUC III and IV) occurs through the centre of the study area, running vertically. The terrain ranges from flat to hilly. These soils have a high suitability for pastoral use and production forestry, and a medium (LUC III) to low (LUC IV) suitability for cropping. It is noted that some of this land occurs at the margin of the harbour, with intertidal creeks and streams. It is subject to salinity and therefore is only suitable for limited grazing and not suitable for forestry and cropping.

The more unproductive land (LUC VI) is on the hills to the west and east of the study area. This land is unsuitable for cropping and has medium suitability for general pastoral and production forestry.

Figure 3 Land capability Classification



c Geology

The 'Geology of the Whangarei Urban Area' has been profiled by the Institute of Geological and Nuclear Sciences.

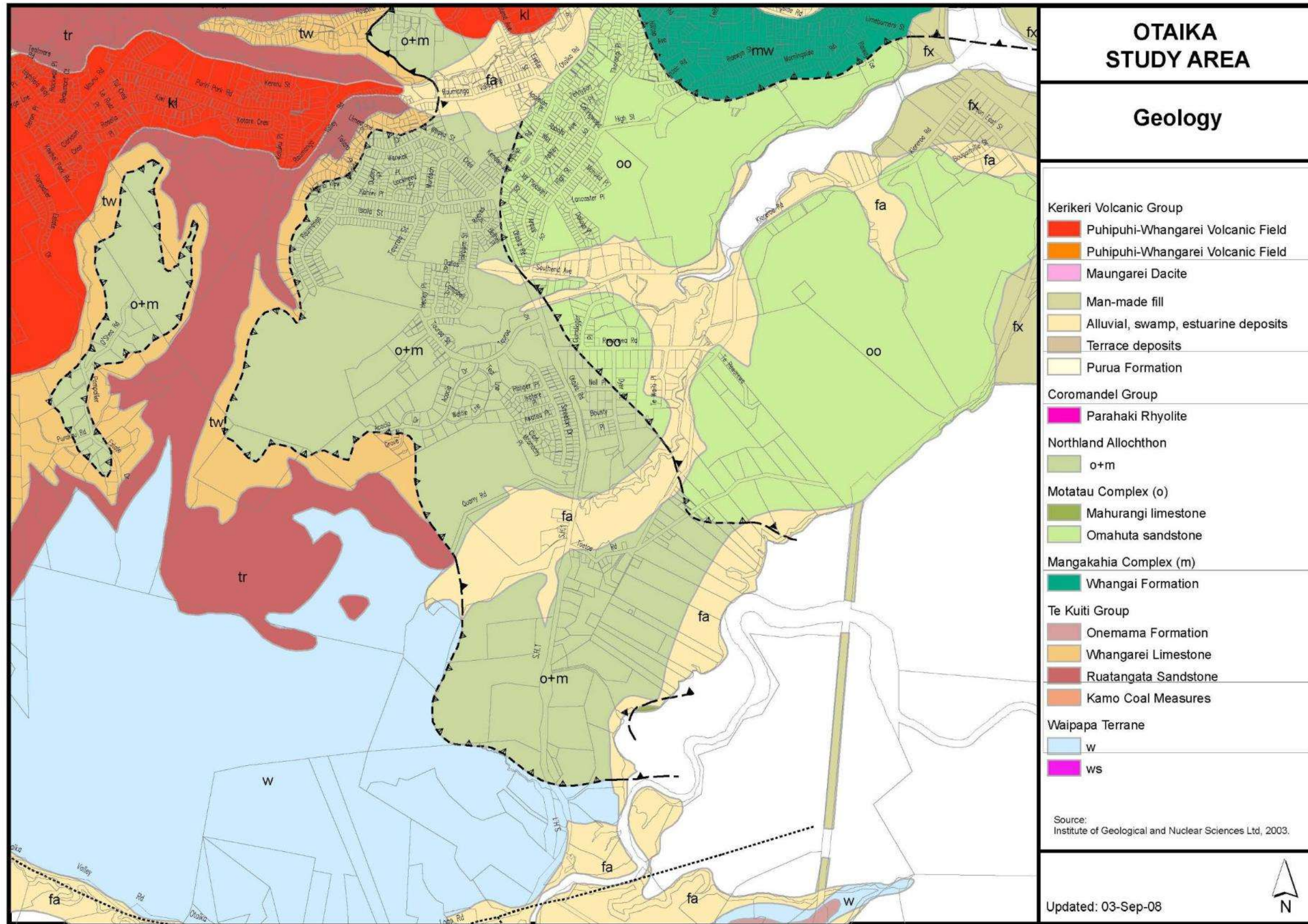
According to this study, the majority of the land in the study area is comprised of the Mangakahia and Motatau Complex. Within these, Whangai Formation mudstone (mw) is very susceptible to instability, even on gentle slopes of less than 10 degrees. In most cases, the steeper slopes can be considered to consist of a complex of creeping landslides, an example being the Otaika area. Instability is also widespread in areas of Omahuta sandstone (oo), particularly beside Limeburners Creek. Mahurangi limestone (om) is comparatively strong, with areas of limestone being less prone to slumping and more resistant to erosion.

In general, areas with a slope greater than 15 degrees, and underlain by soft rocks, are considered to have a high risk of failure. This includes parts of Raumanga, Kioreroa and Morningside, and much of the land south of Otaika Fault. Several deep-seated, ancient, large landslides have been identified in areas underlain by Whangarei Formation mudstone or Omahuta sandstone. Some have apparently not moved for a long period, but others are obviously active, or at least partially active. A large landslide north of Otaika Creek is probably creeping at present and the hummocky nature of the ground suggests relatively recent, large-scale movement.

The study area also contains alluvial estuarine deposits around the coastal fringes. These are generally stable but settlement is possible under loading.

Toward the west of the study area, Whangarei limestone (tw), Ruatangata sandstone (tr) and Greywacke and argillite (w) are present. Limestone and sandstone are also stable, except where underlain by soft rocks, with minor slumping being possible where materials are weathered. Greywacke has common minor surface failures.

Figure 4 Otaika Area - Geology



c Hydrology

Both the Raumanga Stream and Limeburners Creek catchments influence the hydrology of the area.

The Raumanga Stream Catchment includes large parts of the Maunu area. However, it also covers a large portion of the suburb of Raumanga. Three tributaries to Hihi, Nihotetea and Waiponamu Streams join the Raumanga Stream at Raumanga Valley Road.

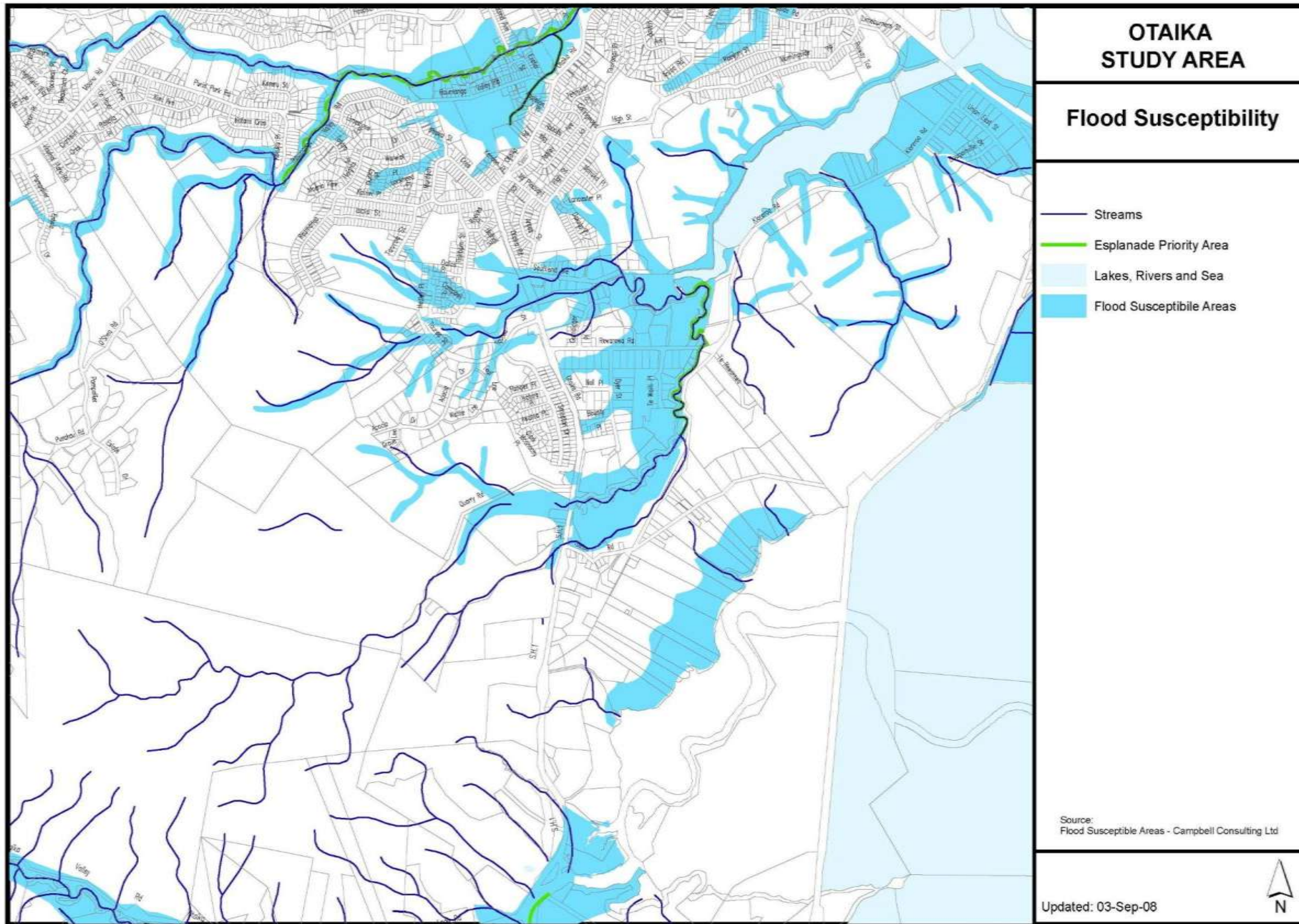
The Limeburners Creek catchment covers the remainder of the Raumanga, Otaika and Toe Toe area to the south, and across the state highway to Port Rd in the east.

The geology in the Raumanga catchment of volcanic materials and sedimentary rock has created soils that are generally well drained. In contrast, the portion of the study area in the Limeburners Creek catchment has clay-based soils that are generally poorly-to-moderately well drained.

The land uses for the each of the catchments vary. The predominant land use in the Limeburners Creek catchment is rural, with some urbanisation closer to town. The majority of the Raumanga catchment that falls into this study area is urban.

The drainage system for both catchments is, for the most part, comprised of natural stream and tidal channels. The major constrictions to stream flow occur where the various streams flow through culverts and bridged waterways (usually road bridges).

Figure 5 Otaika Study Area – Flood Susceptibility



d Vegetation

The study area is characterised as a modified agricultural, residential and commercial landscape and has been largely cleared of native bush.

There are a few larger areas of native forest around the south west of the study area leading into the Otaika Valley Scenic Reserve, as well as smaller pockets scattered around the area.

Areas of exotic forest exist, with a small portion of the plantation in the Port Hills falling within the study area. There are also areas of exotic forestry bordering the Otaika Scenic Reserve and within Anzac Park.

Relatively large areas of mangrove occur in the coastal margins of the study area.

e Ecology

Ecological areas have been identified as part of the Protected Natural Area network. While the priority areas for protection are those containing volcanic broadleaf forests, freshwater wetlands, riverine flood forests, estuarine systems and areas of kiwi habitat, other habitats throughout the wider urban area are also recognised in the Natural Area study.

The aim of the Protected Natural Area Programme (PNAP) is to identify, through a process of field survey and evaluation, natural areas of significance throughout New Zealand, so as to retain the greatest possible diversity of landform and vegetation patterns (and thereby habitats).

To achieve this, representative biological and landscape features that are common or extensive within an ecological District are considered for protection, as well as those features that are special or unique.

The southern boundary of the study area borders the Otaika Valley Bush, which is a diverse and large area of forest. It provides habitat for a number of threatened bird species, including kiwi, and fresh water fish species.

The north west corner of the study area borders Raumanga Valley which contains riverine vegetation and kowhai – karaka forest. This area provides habitat for threatened bird species, a regionally-significant plant species (hard beech), as well as the long finned eel.

The Structure Plan study area is in the Whangarei Ecological District. The following PNAP areas are found within the study area:

Whangarei Ecological District

Site No	Site Name
07/023	Otaika Valley Bush
07/048	Raumanga Valley

f Land Use and Zoning

The land use pattern of the study area is influenced by the topography, soil conditions, climate, proximity to Whangarei City and historical elements. The current District Plan zoning is depicted in the map below.

Broadly, the land use/zoning pattern is characterised by:

- Residential development to the north of the study area around the Otaika, Raumanga and Smeatons suburbs
- Rural residential as a default, 1ha subdivisions being allowed earlier in Countryside Environment on the periphery of the residential areas to the east and west.
- Countryside development (farming, forestry, horticulture) on the outskirts of residential and rural residential areas to the south of the study area.
- Small areas of commercial development to the east and west of the state highway.
- Light industrial development on land adjacent to the state highway, and heavier industrial development behind this to the east. Quarrying occurs to the south west and south.

Figure 6 Otaika Study Area – Protected Areas

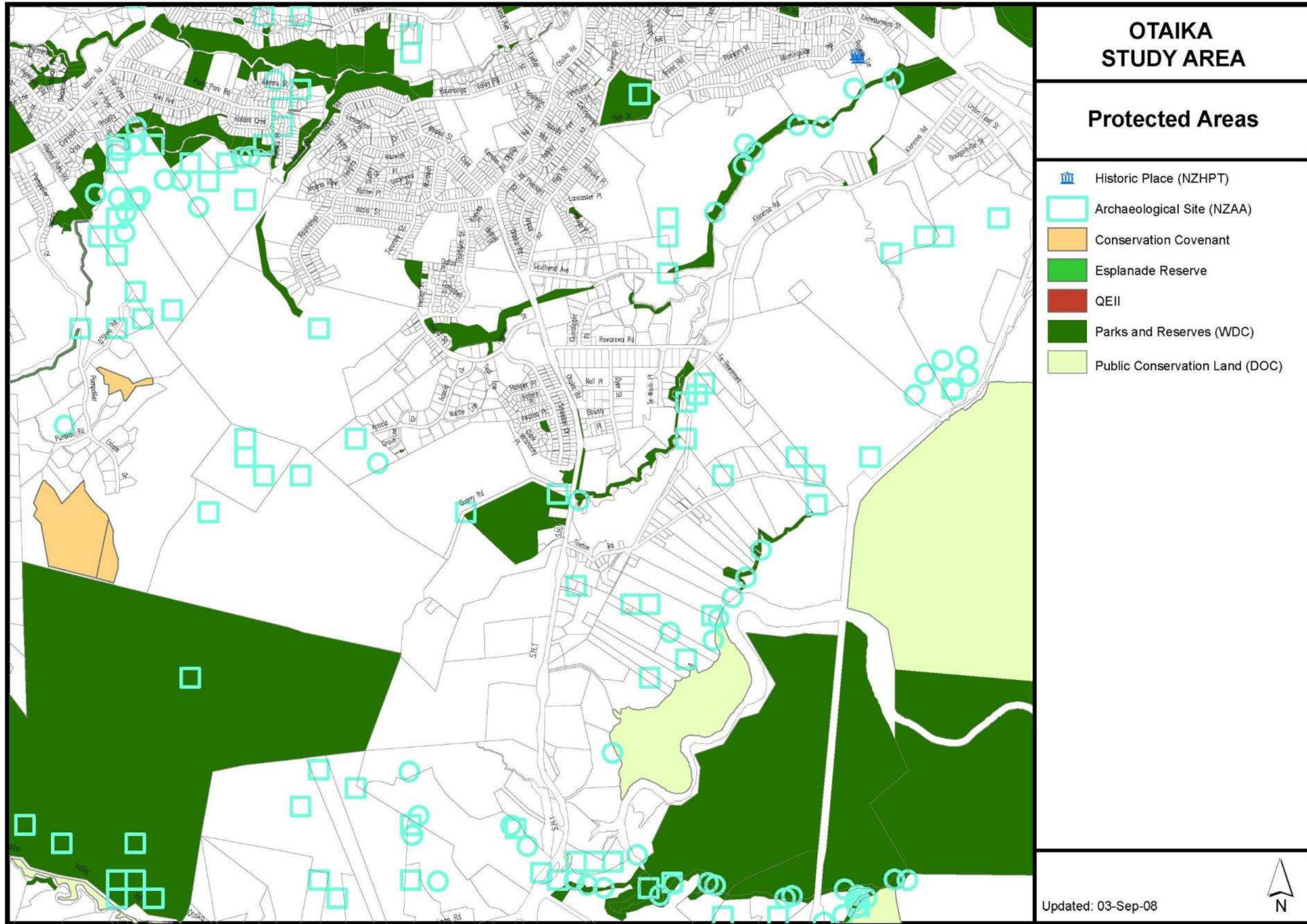
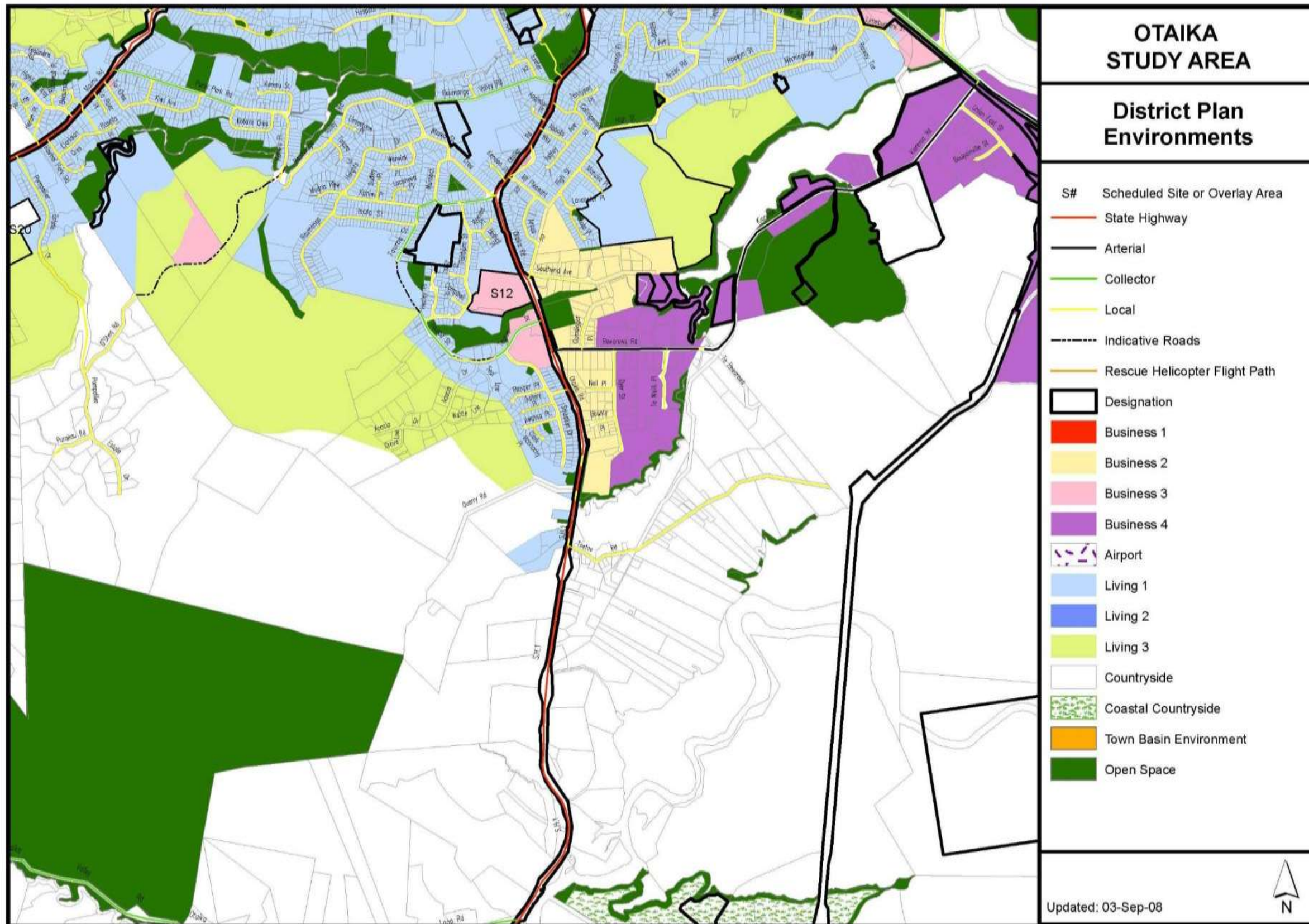


Figure 7 Otaika Study Area – District Plan Environment



g Residential

There are two residential zonings or Environments in the study area:

- Living 1 Environment – general urban areas, with a minimum lot size of 500m², where connected to reticulated sewerage.
- Living 3 Environment – large lot residential areas where development is restricted due to the physical nature of the land, a lack of infrastructure or because of landscape or other values of the area. Minimum lot sizes are 2000m².

Residential development occurs in Otaika and Raumanga, to the north of the study area.

Those areas zoned Living 3 occur on the outskirts of Otaika and Raumanga, and to the north east of the light industrial area. There are large parcels of land zoned Living 3 that have yet to be developed.

Some rural residential-type development is occurring to the south of the study area, especially around the Toe Toe Road area. It is difficult to define the extent of rural residential development, as there are many sites of a size that may be considered rural residential (i.e. less than 2 hectares), that are currently zoned rural.

h Retail/Commercial

There is one zone for retail and commercial operations:

- Business 3 – the shopping centres outside the CBD, as well as commercial areas that are in close proximity to Living Environments. Minimum lot size is 100m².

There are three areas of retail/commercial zoned land in the study area. The first is in the Otaika area, with access off the state highway, currently consisting of a service station, two large format retail shops and several hardware shops.

The second retail area is in the Raumanga area, also with access off the state highway. This is a neighbourhood shopping centre and smaller than the other commercial area with a number of small shops.

The third is on undeveloped land opposite the old cemetery west of State Highway 1. The land is privately owned and proposals are currently under consideration for its development. Accessibility to the national highway is one of the issues under consideration with Transit New Zealand as there are already other problem intersections within this area.

i Light/Heavy Industry

There are two zones applying to industry in the study area:

- Business 2 – business areas that fringe the Central Business District, including light industrial areas. This zone permits retail and office accommodation activities to a maximum 300m² gross floor area..
- Business 4 – covering heavy industrial areas, with a minimum lot size of 1,000m².

The light industrial area borders the eastern side of the state highway, in the northern half of the study area, and leads into the heavy industrial area. There is undeveloped land within both these industrial zones.

Two quarries are situated to the south of the study area. Though the land is zoned Countryside, the quarries have resource area notation in the District Plan for Mineral Extraction Areas.

The largest quarry is Winstone Aggregates' Otaika Quarry (ME 3), the other being the Pullman Quarry (ME 9). Reverse sensitivity issues are particularly relevant around these industries.

j Social, Community and Iwi Facilities

There are two schools in the study area: Raumanga Primary School and Raumanga Middle School. There are also kindergartens and Kohanga Reo. The Northland Polytechnic also falls within the study area.

Apart from sports-related clubs, other community and social groups in the study area include the Otaika Hall Society, churches and a medical centre in Raumanga.

The Otaika Marae is a centre for Maori activity and includes a Kohanga Reo.

In summary, the area has a range of social, community and iwi facilities. Additional facilities of this nature could be accommodated within the study area.

k Open Space and Recreation

There is a single recreation/conservation Environment in the study area:

- Open Space Environment, which covers land owned by Council, the Department of Conservation or other organisations for recreational and conservation purposes.

Open Space Environments in the study area include esplanade reserves and other reserves such as recreation and scenic. Larger areas include Anzac Park and Tarewa Park. There are also smaller neighbourhood-type parks.

The Otaika Reserve, off State Highway One, has rugby league and soccer clubs and hosts dog shows.

Just outside the study area, to the south, is the Otaika Scenic Reserve. This is a large area that includes the Otaika Valley Walkway.

l Agriculture

Two rural Environments apply to the study area:

- Countryside Environment, applying to the rural areas of the study area where the minimum lot size is 20ha and 4ha as a discretionary activity
- Coastal Countryside, where the minimum lot size is 20ha. However, as Discretionary Activity, the minimum size can go down to 6000 square metres, provided the average density is 10ha.

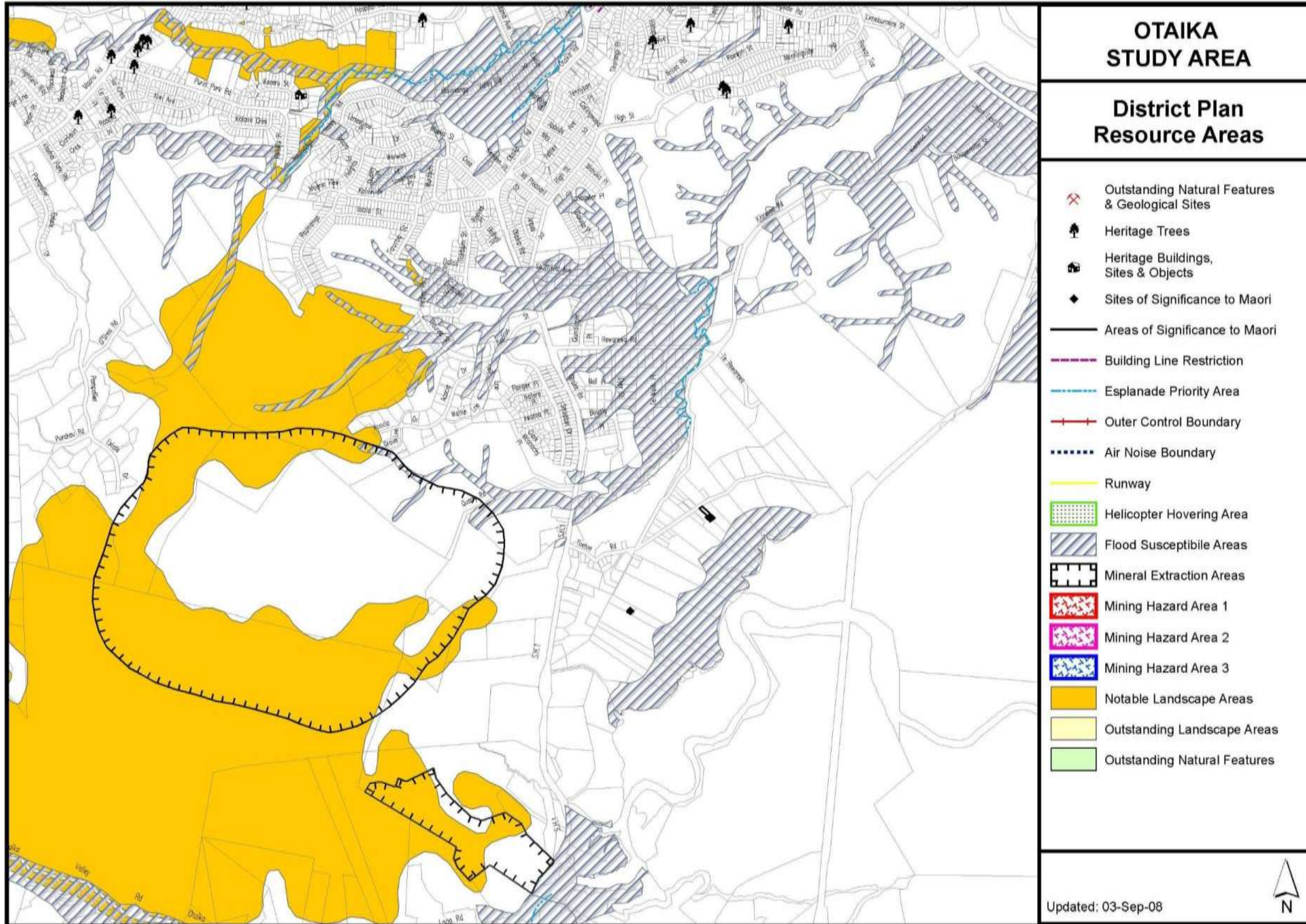
A large part of the southern study area is taken up by rural land. This land borders the residential, rural residential and industrial areas.

The rural land is mainly used for pastoral farming; however there are also areas of exotic forestry and some horticulture uses, as well as a vineyard.

m Resource Areas

There are also a number of Resource Areas classified under the District Plan, where the land has special characteristics such as sites of significance to Maori, historic buildings and mineral extraction areas.

Figure 8 Otaika Study Area – District Plan Resource Area



The high value of particular local landscapes is reflected in their inclusion as Resource Areas in the District Plan. These include areas of notable landscape to the west of the study area, and the Otaika Scenic reserve to the south of, and adjacent to it.

The various flood susceptible areas that have been noted in the study area follow the major drainage paths and streams in the area. A large flood susceptible area has been identified to the west of the study area, covering a large amount of the industrial zoned land. Without major works, the flood susceptible areas are largely unsuitable for intensive urban development, in that they would be adversely affected by flooding or would affect flood paths.

Council has recently completed a review of some of the flood susceptible resource areas in the District Plan, with a number of extensions to the areas being proposed. In this study area, there are proposed extensions to the flood susceptible areas around Te Wai-iti Stream (Plan 3). These proposed new flood susceptible areas will be taken into consideration when considering appropriate future development through the structure plan process.

Three esplanade priority areas have been identified in the study area: Raumanga Stream – outstanding recreational, Te Waiti – high ecological, and Otaika - outstanding ecological. Because of these values, these stream areas have been assigned priority for protection by Council.

Another identified hazard in the area is instability. The affected areas include all the Living 3 Environment zoned lands on the outskirts of residential land to the east and west of the study area, small areas of Living 1 Environment zoned land and a small area of light industrial and heavy industrial land.

There are two Sites of Significance to Maori identified within the study area, both being Maori burial grounds.

Two mineral extraction areas are also identified in the study area: Otaika Quarry and Pullman Quarry. Mineral extraction areas provide for the activity of mineral extraction and recognise that the effects of the activity may not always be contained within the boundaries of the property in which it occurs.

The ecological areas identified in the study area are part of the Natural Area Programme managed by the Department of Conservation. This programme aims to identify, through a process of field survey and evaluation, natural areas of ecological significance that are not well represented in other natural areas, and to retain the greatest possible diversity of landform and vegetation patterns consistent with those that were originally present. In order to achieve this, the representative biological and landscape features that are common or extensive are considered for protection, as well as those that are special or unique.

n Designations

Land required for specific public works, such as schools, police stations and utilities, are identified in the District Plan as designations. All designations in the study area are listed in Appendix 2.

o Engineering Services and Infrastructure

• Water Supply

The majority of the study area has connection to reticulated water (Figure 1). The Whangarei City water supply area has four rivers of spring intakes: Hatea River, Poroti, Maunu Springs and the Whau Valley Dam.

Water pipes run all the way down the state highway to beyond the southern boundary of the study area.

• Sewerage

The urban areas of the study area have access to Council's sewage reticulation (Map 9). Other rural areas to the south of the study area have on-site sewage systems.

Council's wastewater treatment plant is situated within the study area at Kioreroa Rd.

• Stormwater

As with the water supply, the urban areas of the study area have stormwater connections.

• Electricity and Gas

The main grid electricity supply for Northland originates at Henderson (West Auckland) and links to Marsden Point by 220kV lines. There are three points of supply in the Whangarei District; at Bream Bay, Kensington and Maungatapere.

The main North Island natural gas pipeline from Wellington terminates at Kauri, north of Whangarei. It connects with a network of over 100 kilometres of mains in Whangarei City, Oakleigh and Marsden Point. Power supply and gas reticulation traditionally follow development, with this being the case in the study area.

Figure 9 Otaika Study Area – Water Services

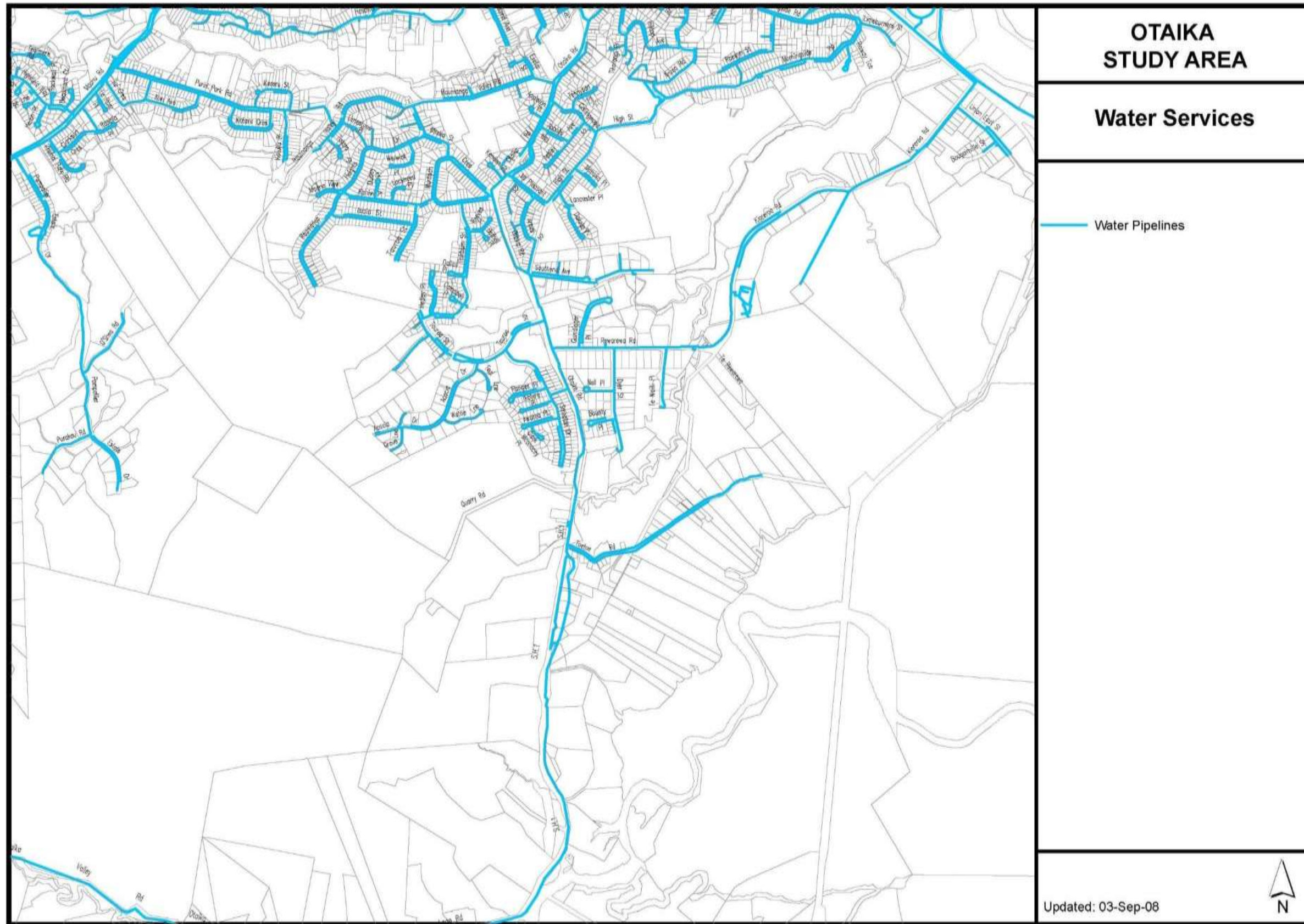


Figure 10 Otaika Study Area – Wastewater Services

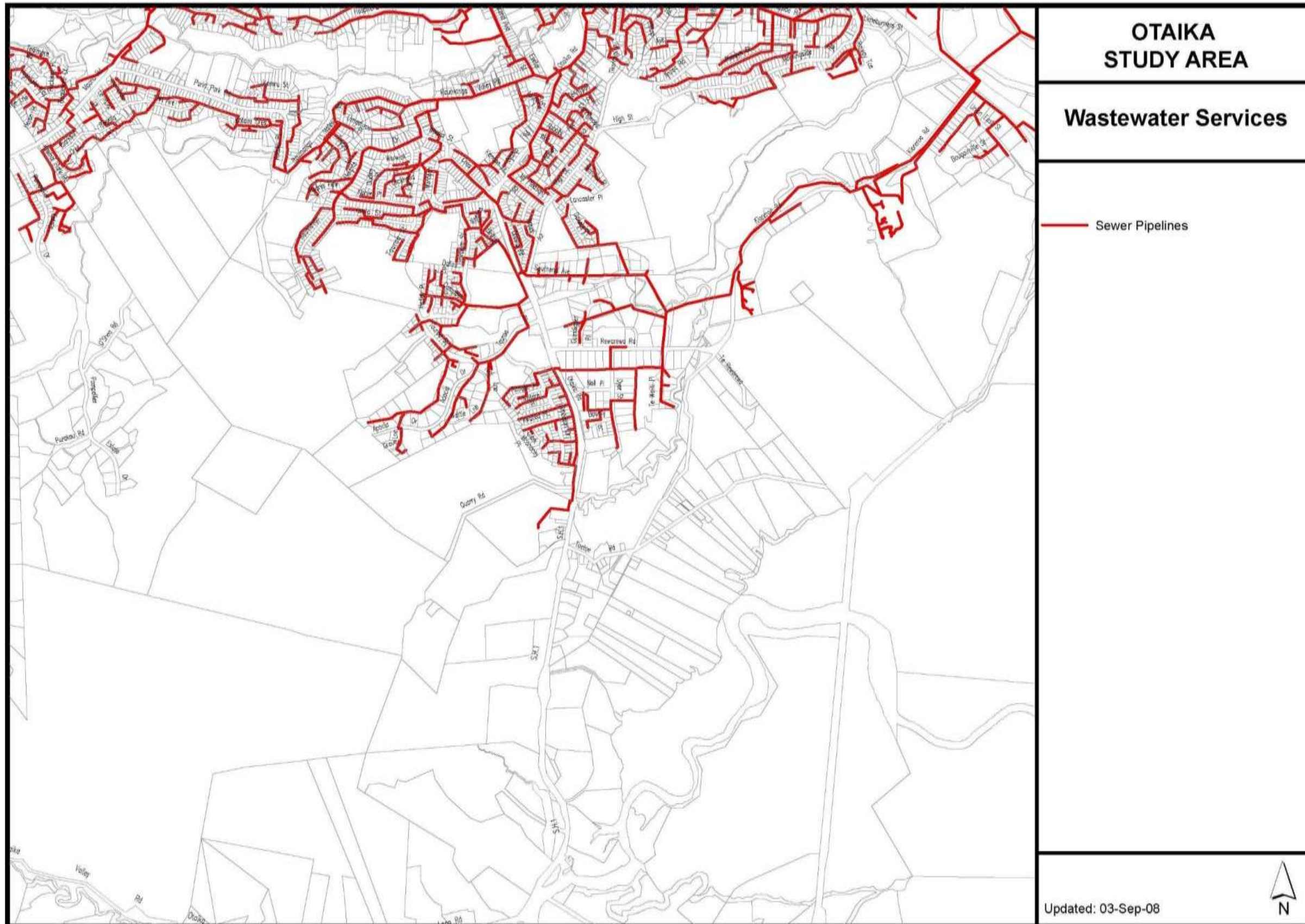


Figure 11 Otaika Study Area – Stormwater Services

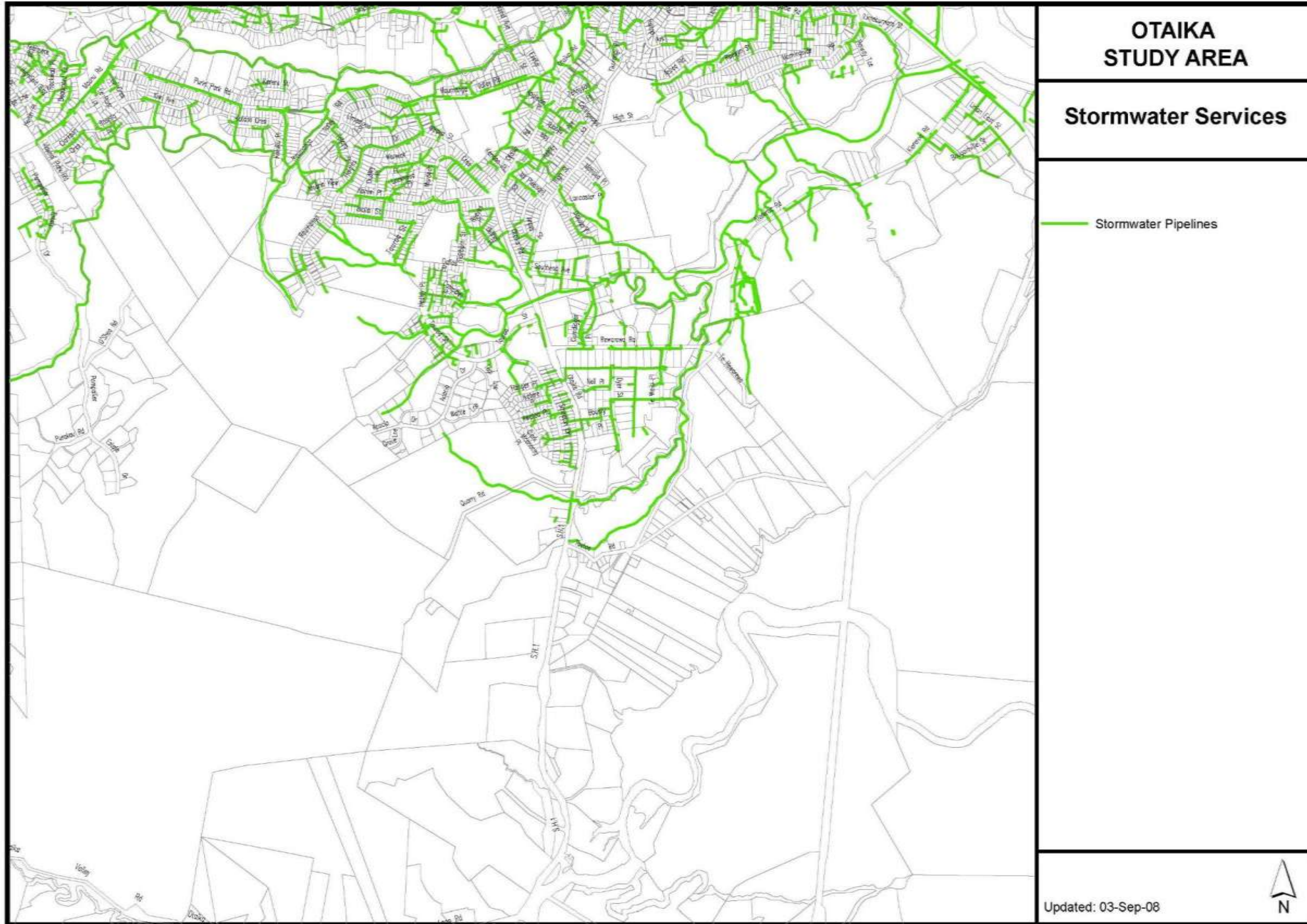
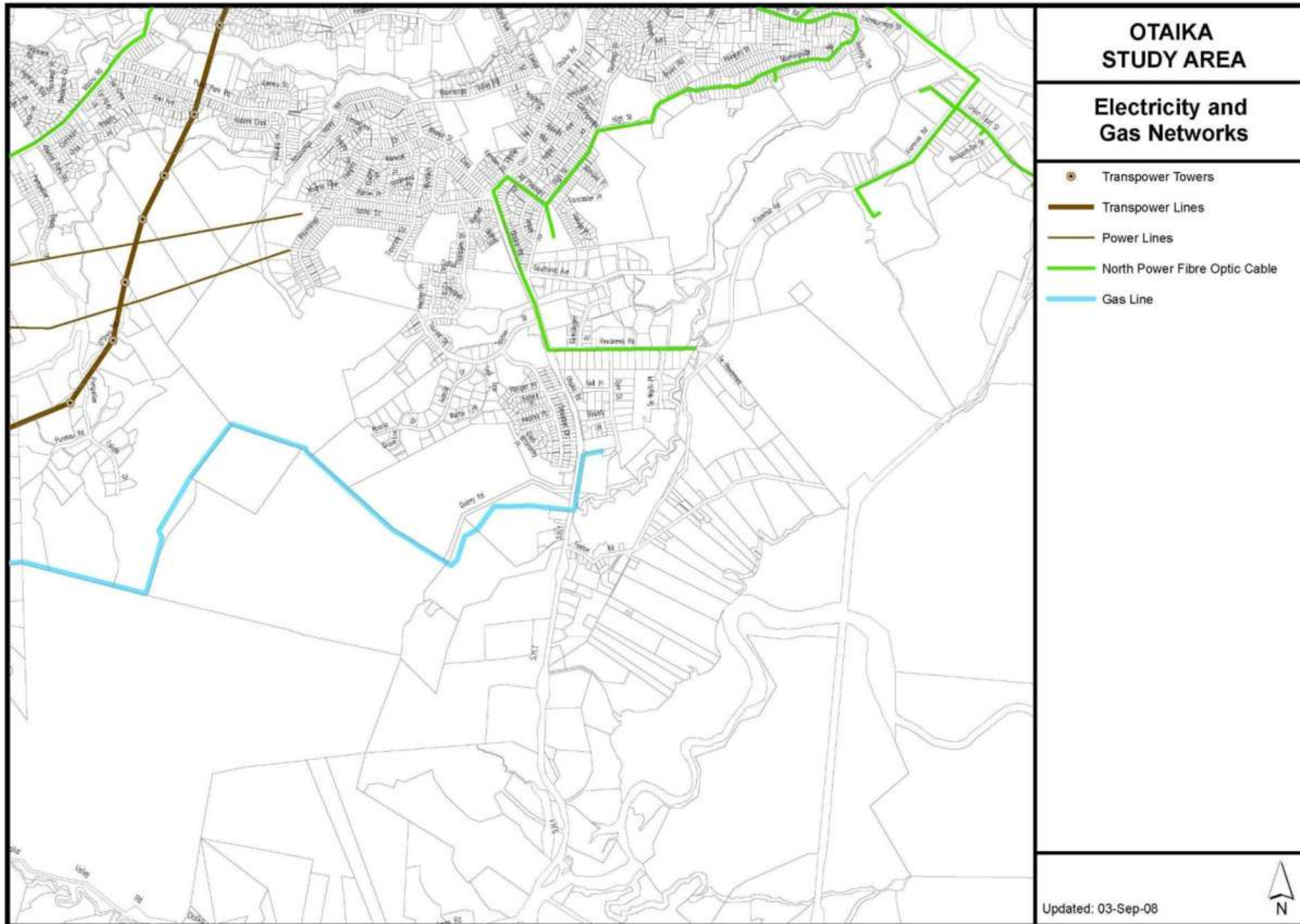


Figure 12 Otaika Study Area – Electricity and Gas Networks



- **Telecommunications**

Telecommunication services also traditionally follow development and demand, and in this respect the area is well catered for.

Telecom has advised it is expanding the ADSL (High-speed-Internet or 'Jetstream') network in Northland. There is also a trend for increasing access to, and use of, wireless telecommunication services.

- **Solid Waste**

The study area is serviced by a weekly household rubbish and recycling collection. Commercial premises within some of this area are serviced three times a week, with motels, private rest homes and camping grounds being serviced twice a week.

Council has established a new Urban Transfer Station at Kioreroa Road to service Whangarei City, with the intention of providing services focused on resource recovery to reduce residual waste to landfill. Currently, solid waste is carted for disposal to Auckland landfills whilst a new site within the District is being investigated.

2.2.4 Transportation

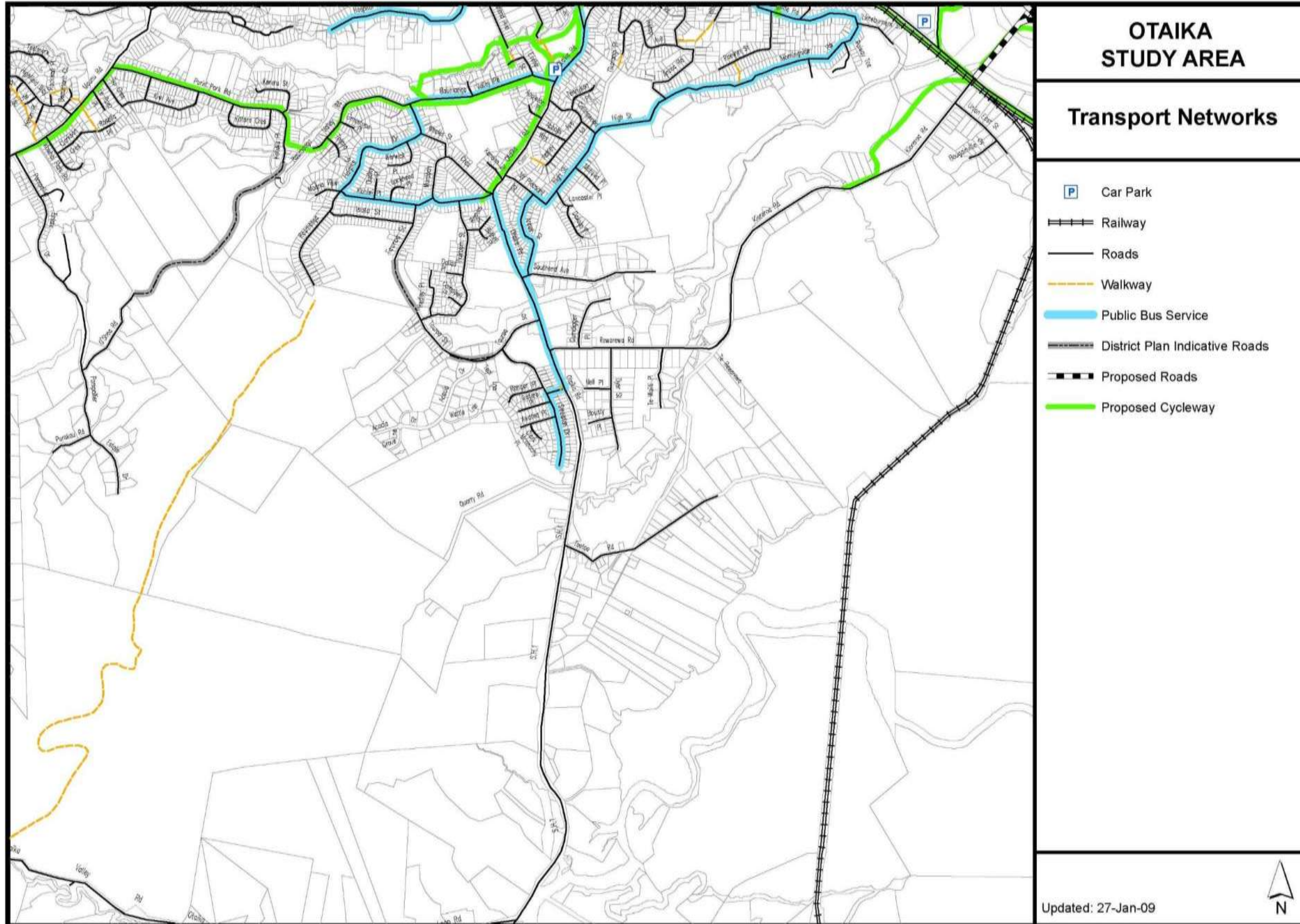
a Roding

State Highway 1 runs through the centre of the study area. RewaRewa Rd used to be a state highway, but since the new port was built at Marsden Point, this status has been lifted with the road reverting to an arterial route, as classified by Council's roading hierarchy. Tauroa Street, Kahiwi St, Murdoch Crescent and Raumanga Valley Road are collector roads, with other roads in the area being local roads.

Capital works and maintenance programmes (including seal extensions, realignments, widening, and rehabilitation of pavements and construction of footpaths) are undertaken on an ongoing basis.

The roading network is generally considered inadequate to meet present functional needs, as concern has been expressed during consultation regarding traffic safety in some areas, particularly at the state highway intersections in Otaika and Raumanga shopping centres.

Figure 13 Transport network



b Public transport

The Whangarei City bus route includes regular buses to and from the city, Raumanga and Otaika.

c Cycleways

There are no existing cycleways in the study area. However, Council's Proposed Strategy for Bicycle Facilities 1999 shows proposed cycleways in the study area, for Murdoch Crescent, Whaka St, Raumanga Valley Heights and along the Raumanga Stream.

2.2.5 Land Availability

Within the study area there is sufficient land to accommodate urban growth for well beyond the next 20 years. However, in order to plan for growth, it is important to indicate the patterns of expected growth.

The development capacity for parts of the study area has been determined using Statistics NZ Area Unit boundaries, which do not fully match the study area boundaries. The growth model is based on the current land use zonation and the predicted population growth. For the full reports, refer to the Growth Model and Asset Management Growth Study – Raumanga East Area, Raumanga West Area, Otaika and Portland.

2.3 Summary of Development Issues

The following issues have been identified from community consultation and analysis of background information for the study area:

- Improved road linkages around the Raumanga and Otaika areas are needed. This can be achieved by completing the indicative roading network, and by identifying other indicative roads that can be added. Such roads could include a link between Maunu, and Raumanga and Otaika.
- Improved pedestrian and traffic safety is also an issue, especially around the schools in the area. To help address issues around schools, 'School Zones' could be implemented for the Raumanga Primary and Middle School and Northland Polytechnic. Traffic management and traffic calming (including pedestrian crossing sites) will also require investigation around the Otaika shops and Gull Service Station/Bunning's/Harvey Norman intersection areas.
- Issues concerning the state highway include safety of accesses on and off the state highway for existing users and any new developments, appropriate speed limits and traffic flow (number of lanes). New Zealand Transport Authority (NZTA) is undertaking a study on the state highway south of the city, which may address some of these issues. Meanwhile a declaration of intent between NZTA and the Council has been signed to pave the way a coordinated approach in roading provisions around Otaika, Maunu and Western Hills areas through which state highs pass.
- Given the growth in rural residential-type development around the Toe Toe area, the potential exists for loss of both rural character and economic sustainability of farming units. By setting a boundary to rural residential development, rural character and farming units of sufficient economic size can be retained.
- As previously-classified rural areas develop through rural residential-type development, the level of services provided needs to be re-evaluated. Recognition of a rural residential zone will help to establish the appropriate service levels required, for example, the provision of footpaths, safe and efficient speed limits and parks..
- The study area also has a number of unique and special features, including historical and cultural features and natural features such as the views of the Whangarei harbour and Mount Manaia, and existing native bush. As the area develops, it is important that these features are protected. The views of the Whangarei harbour have been identified as requiring particular consideration as they characterise the entranceway to Whangarei as the city is developed.
- The study area includes Raumanga Falls, Tarewa Park and a number of important stream corridors. The careful management of these areas is important as the potential exists for impacts on these important natural environments from adjacent or nearby development. The potential of these areas for recreation also needs to be maximised. At Tarewa Park, in particular, many issues have been identified through consultation as requiring attention, with a Management Plan being prepared.
- The need for pedestrian and cycle links was also raised as an issue. Investigations are required regarding forming a network of walkway and cycleways that link attractions in the study area and link to other suburbs and Whangarei City.

- There is an opportunity to develop the Otaika/Raumanga urban area as a distinct commercial hub. Defining existing commercial areas, as well as re-zoning new commercial and possible higher density residential areas, will allow for this.
- There is also the potential for further industrial land to be provided in the study area. However, the siting of this land, and the development controls applying to it, must be carefully managed to avoid adverse effects on neighbouring properties.
- Another issue raised by the public is reverse sensitivity. The study area has existing industrial land uses and a major quarry, and therefore any rezoning in the vicinity of these will need to take into account the possible adverse effects of the new land uses on these existing land uses.

3 Development Strategy

3.1 Development Goals and Objectives

The recommendations conveyed as part of the Urban Growth Strategy have formed the basis for the urban structure plans. The Urban Growth Strategy identifies 16 Key Issues that require particular attention to achieve the vision for Whangarei. These issues have been translated into specific objectives that will need to be accomplished in order to reach this vision. The objectives are supported by a range of policies and implementation methods that put these policies into action. Appendix 4 contains the entire list of objectives and policies.

Strategic issues for each of the Structure Plan areas were identified in the Urban Growth Strategy. The following list shows the strategic objectives that apply to the Otaika study area in particular, and presents the relevant policies.

The characteristic amenity values and the identity of each locality are maintained and enhanced:

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

Accessible and convenient suburban centres are provided:

- To ensure suburban centres are accessible and convenient without detracting from the central business District.

Establish, maintain and enhance a safe and efficient road network:

- To reduce conflicts between heavy vehicles and other users of the roading network
- To continue to develop a safe and efficient roading network to meet the demands of urban development
- To minimise the effects of land use and subdivision on the safety and efficiency of the roading network
- To ensure adequate provision of parking in the central business District and in suburban shopping centres.

Public transport, pedestrian walkways and cycleways are provided, maintained and enhanced:

- To ensure that safe and effective cycleways are provided within the city, linking to - and between - suburbs
- To promote, develop and improve pedestrian walkways within urban areas
- To encourage the further development of public transport services.

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

- To maximise development potential through the efficient provision of upgraded or new infrastructural services
- To avoid damaging environmental resources through ineffective, or lack of, infrastructural services
- To provide infrastructure in a way, and as necessary, to ensure the safety and wellbeing of the community.

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

- To identify areas subject to natural hazards where urban development is likely to occur
- To mitigate, where possible, the effects of urban development on the risk of natural hazards occurring
- The loss of productive soils and economic farming units is minimised.

The effects of urban-type subdivision on rural character are avoided, remedied or mitigated:

- To recognise the value of productive soils and economic farming units to the District's economy
- To minimise the effects of urban-type subdivision on rural amenity

- To create a new zone for rural residential use.

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

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

The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna.

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

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

- To provide sufficient open space to meet community, conservation and recreational needs
- To ensure linkages are created between areas of existing open space and any new areas created.

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

- To establish consultation protocols with Tangata Whenua which are agreed to by all parties
- To improve the relationship between Council and Tangata Whenua.

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

- To prevent urban development occurring in locations, or in a manner, that will have adverse effects on sites of significance to Tangata Whenua. To avoid, remedy or mitigate the adverse effects of urban development on heritage areas significant to Maori and on Sites of Significance to Maori
- To encourage the development of a procedure for the identification and recognition of sites of cultural significance to Tangata Whenua
- To protect historic places, sites (including archaeological sites), buildings and trees from the adverse effects of urban development and subdivision.

Access to recreational, artistic and cultural opportunities is enhanced as a result of urban growth:

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

3.2 Strategic Options

Council has a legal responsibility to manage future growth and development of the District, and it has several tools at its disposal with which to do this. These are:

- Develop plans and policies to guide development that maximise quality of life and minimise impact on neighbours and the environment
- Enact subdivision regulations that control the specifics of section sizes and layout, guide provision of public infrastructure and ensure the health and safety of the District's residents and businesses
- Do nothing; instead allow individual free choice in determining what, where and when development takes place.

Council has chosen to develop plans such as this one, in combination with subdivision regulations, in the recognition that the private market serves the District in providing living and job opportunities to its citizens. Such policy documents as this Structure Plan and other policy plans facilitate:

- Co-ordination of development, over time, to sustain the District's unique identity, its economy and neighbourhoods
- Planning for efficient investment of the public's resources for new infrastructure
- A degree of predictability for residents and developers as they make location and investment decisions
- The participation of citizens in their government's decision-making.

This plan has been prepared to create a better living environment for residents of Whangarei District. The following sections of this report provide a detailed explanation of proposed changes for this study area.

3.3 Spatial Development Strategy

The overall proposed Spatial Strategy is based on the following broad directions:

- Providing a choice of residential density, ranging from medium suburban density to rural residential lifestyle blocks, and retain rural zoning beyond the rural residential zone. The study area also has a well-established area of industrial zoning, which may expand in future, and an undeveloped area of commercial zoning that will provide a future commercial hub.
- Recognising that there need to be restrictions on urban and rural residential development in sensitive ecological, geological and landscape areas.
- Recognising that there need to be restrictions on urban, rural residential and commercial development in areas subject to natural and man-made hazards, e.g. mining hazard zones, instability areas, flood prone areas and contaminated sites.
- Development of the entrance to Whangarei City with tourist oriented activities as gateway to the north.
- Providing for a network of pedestrian and cycle links throughout the study area and to surrounding suburbs and the city.

4 Land Use Proposals

The land use options proposed below came about as the result of an extensive consultative process, and took into consideration projected population growth, community preferences, the capacity of the land to accommodate new development and physical constraints to development. All the proposals below are referenced to the proposed land use map (Map 16).

4.1 Proposed Roothing Network in Otaika, Raumanga and Toe Toe Areas

Council considers that an efficient roading network is vital in facilitating the economic and social development of a community. Population growth brings about greater economic activity, and thus the need to link communities with their work and play places by an efficient road network. The Otaika/Raumanga area has a mixture of land use activities ranging from residential and business to agricultural and quarrying activities. Many of these activities are historical and are scattered throughout the study area.

State Highway 1 passes through Otaika, leading south. A number of stub roads feed into the state highway, at intervals, with the number, location and design of some of these road intersections with the state highway being issues that require addressing. The rapid development of commercial activities in Otaika, housing development on Toe Toe Road, lifestyle development on both sides of State Highway 1 and the quarry activities has put pressure on the state highway. The strategic location of Otaika in Whangarei has the potential to attract more business. It is important, therefore, that the roading network in this area be improved to facilitate future development and improve linkages to existing activities.

In consideration of the potential future business and residential development in this area, a number of options were proposed for discussion. However, due to a number of issues, among them waahi tapu and pending resource consents for business development in the area, the community did not agree on a particular proposal. As a result of inconclusive public meetings outcomes, Council undertook to consult the community further on this issue. Meanwhile Council would show by way of schematic arrows on land use proposal maps of the desired road linkages to service the expected development in the area.

4.2 Consideration of Industrial and Commercial Land and 'Blue Goose'

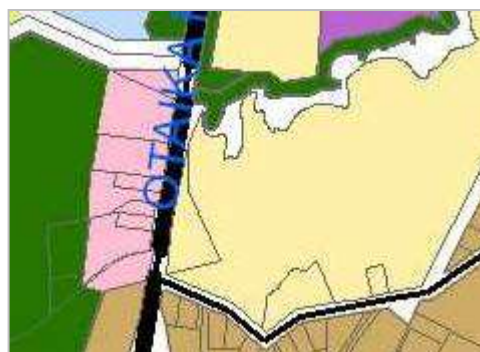
The area known as 'Blue Goose' is located to the south of the Otaika residential area on both sides of State Highway 1. There are currently two souvenir shops and a sports field to the west of the state highway. The rest of the land behind the shops and sport fields is in pasture and is owned by Council. To the east of State Highway 1 there are industrial activities for relocatable houses. Further down Te Waiiti Stream the land is in pasture.

The general, underlying material in this area is deep alluvial deposits and most of the land comprises low-lying waterways. It is a relatively flat land with low risk of landslides. Most of the indigenous vegetation has been removed and the land has been used, for decades, as grazing for animals. A number of Waahi tapu sites have been identified in the area, particularly along Te Waiiti Stream.

As most of this land is on waterways, it is susceptible to flooding during high-intensity rainfall. Flood suitability and weak soil formation make it unsuitable for residential development and also unsuitable for farming activities, as it is surrounded by no other agricultural activities and of limited size for a viable entity.

Considering the location and physical characteristics of this land, the following land use zonings are proposed:

- Rezone land on the east side of State Highway 1 to Business 2 (light industrial) to include Toll Holding (United Carriers) property (26 hectares).
- Rezone land around the existing two shops to Business 3 (commercial –tourist-oriented) (3 hectares)
- Retain sports fields as Open Space Zone (recreational)



The proposed light industrial development will be a continuation of the Rewa Rewa Road industrial development. This proposal meets the contiguous criteria, as it seeks to consolidate industrial activities in one area. The proposed light industrial areas will also act as a buffer between the Toe Toe residential area and some of the heavy industrial activities on Rewa Rewa Road. These industrial areas will also make use of the proposed link road to Kioreroa Road. Further, industrial activities are able to cope well with localised flash floods.



The proposed small commercial area at Blue Goose is intended as the welcome and farewell entry and exit point to and from Whangarei City for visitors, with tourist and travel-oriented activities being a focus.

The sports fields will provide land for recreational activities, mainly for local residents, and also act as a buffer between the commercial activities and the quarry. Being on the flood path, the sports fields will also be used to attenuate floods by temporarily reducing the flow of stormwater.

4.3 Extension of B3 Zoning on Fairburn Street (Southdale Developments)

This area is located east of State Highway 1 opposite South End Avenue. Most of the land is already zoned for commercial activities, although there are small pieces of land, to the north and south, presently zoned residential. This additional land proposed for merging with the existing Business 3 zone measures 3 hectares in area.

The local landform comprises relatively flat terrain with an underlying material of Northern Allochthon on higher ground, and alluvial deposits on low-lying areas. The land is moderately stable, with minor signs of soil erosion on some parts. Some of the low-lying lands are also susceptible to flooding. Most of the land is void of indigenous vegetation and is currently vacant with no apparent use.



It is proposed to rezone the two pieces of land around the commercially zoned land, and consolidate this land to Business 3 from the current Living 1 zoning. Although the current zoning is for residential, the land has never been developed probably because of unsuitable soils (alluvial) and flood susceptibility. Further rezoning can be considered depending on the area required for roading if the area is dissected by access road to SH1 connecting to South End Avenue.

The above proposal meets the criteria for contiguous and infill development as the land is surrounded by residential development on Fairburn Street and State Highway 1 on the other side. The development of a commercial area in the vicinity of residential areas will bring goods and services to the people who live there, and reduce travel costs for them. The proposed roading network could also ensure efficient and safe access to this area for both the local community and travellers.

4.4 South End Avenue/High Street/Morning Side Road (from Living 3 to Business 2 and Living 1)

This area refers to land bounded by South End Avenue to the west, High Street and Morningside Road to the north, and Limeburners Creek to the south. The underlying material is sandstone of loose formation and the terrain is rolling, with a steep gradient. The combination of loose soil formation, steep gradient and general lack of significant vegetation to hold the soil, makes this land geotechnically unstable with a high probability of land movement, if disturbed. The land also shows evidence of past land creep.

These areas are the subjects of two private plan change application currently being considered by Council.

Although the land has severe development limitations owing to its unstable formation, its location relative to other surrounding activities makes it ideal for development. It is currently vacant, but sits close to the town centre, the Morningside residential areas, the Otaika commercial and industrial areas and is just across the stream from the Kioreroa industrial areas and wastewater treatment area. Morningside Road, High Street and West End Avenue service the area, with sewer and water mains running along these roads.



The following development activities are proposed, with strict peer-reviewed engineering standards:

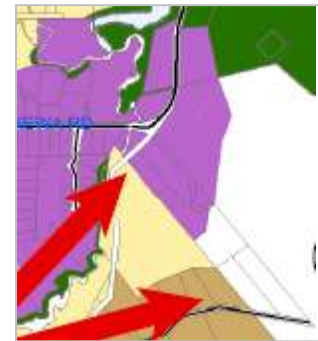
- Rezone land around South End Avenue to Business 2 (light industrial) (35 hectares) with conditions regarding access to SH1
- Rezone land south of Morningside Road as Living 1 (residential)(22 hectares) with conditions regarding access to High Street and Morningside Road.

The proposed development meets the criteria for contiguous and infill development, as it seeks to consolidate and extend existing land use in the vicinity of the city and has existing infrastructure.

Despite the risks associated with unstable land in this area, these proposals are considered to be an appropriate trade-off by providing residential and industrial activity within walking distance of the other.

4.5 Extension of Business 4 (Heavy Industry) on Kioreroa Road

This piece of land is located to the south west of the Resource Recovery Centre between Rewa Rewa D Block hill and Kioreroa Road. It measures five hectares in area.



The underlying material is alluvial deposits, with evidence of moderate past erosion and slippage near the foothill. The land is flat with regenerating scrub bush.

It is proposed to extend the heavy industrial zoning to include this piece of land. The proposed new zoning will allow for further resource recovery-related activities to take place in proximity those that already exist. This proposal meets the criteria of contiguous development by bringing together similar activities within a defined precinct. The area is also well serviced and has frontage onto an arterial road.

4.6 Creation of Rural Residential Zone on Toe Toe Road/SH1

This land is located on both sides of Toe Toe Road and State Highway 1, south of the Blue Goose area. It measures 230 hectares in area. The land on Toe Toe Road and east of State Highway 1 is intensely developed with lifestyle blocks. The main activity, here, is residential development with very little agricultural activity present. On the western side of State Highway 1, much of the land is in pasture.



The land is comprised of a mixture of soil formations, ranging from alluvial deposits, to the east, and sandstone and Northland Allochthon to the west. The potential for effluent disposal is considered to be moderate. The terrain is undulating with moderate gradients, and land stability ranges from moderate to high risk in some areas. Most of the indigenous vegetation has been removed.

A large proportion of the land is not considered to be at risk of land movement, as erosion and landslide morphology is not apparent in this area.

It is proposed to rezone this land to rural residential development to allow for the establishment of further lifestyle blocks, in keeping with the existing development. Most of the land in these areas has already been subdivided to blocks of below one hectare, with the exception of a few larger blocks mainly to the west of the highway. The proposed development will result in the loss of agricultural land but this is considered appropriate as it creates a distinctive lifestyle development as a transition zone from urban to rural.

New development in this area should be accessed from two proposed local roads that run parallel to State Highway 1 on both sides.

4.7 Overall Development Assessment

The proposals discussed, above, are considered to be more than adequate in providing for the needs of the community, at the same time maintaining some productive land in these areas. The proposals will accommodate development well beyond the foreseeable future.

Other development proposals that complement those mentioned above, such as provision of parks, community and cultural facilities, are identified and described in Chapter 5 of this Structure Plan.

The District's Population Growth Model shows that there will be a steady population increase over the next 35 years in this area. Projected growth under high-, medium- and low-growth scenarios is shown on the table below.

Figure 14 Projected Population Growth in the Otaika/Raumanga Area

Projected Population	2006	2011	2016	2021	2026	2031	2036	2041
High	5088	4,721	4,862	5,053	5,226	5,399	5,572	5,745
Medium		4,928	5,060	5,210	5,338	5,466	5,593	5,720
Low		5,135	5,258	5,367	5,450	5,532	5,614	5,696

Source: Whangarei District Council Growth Model, June 2008.

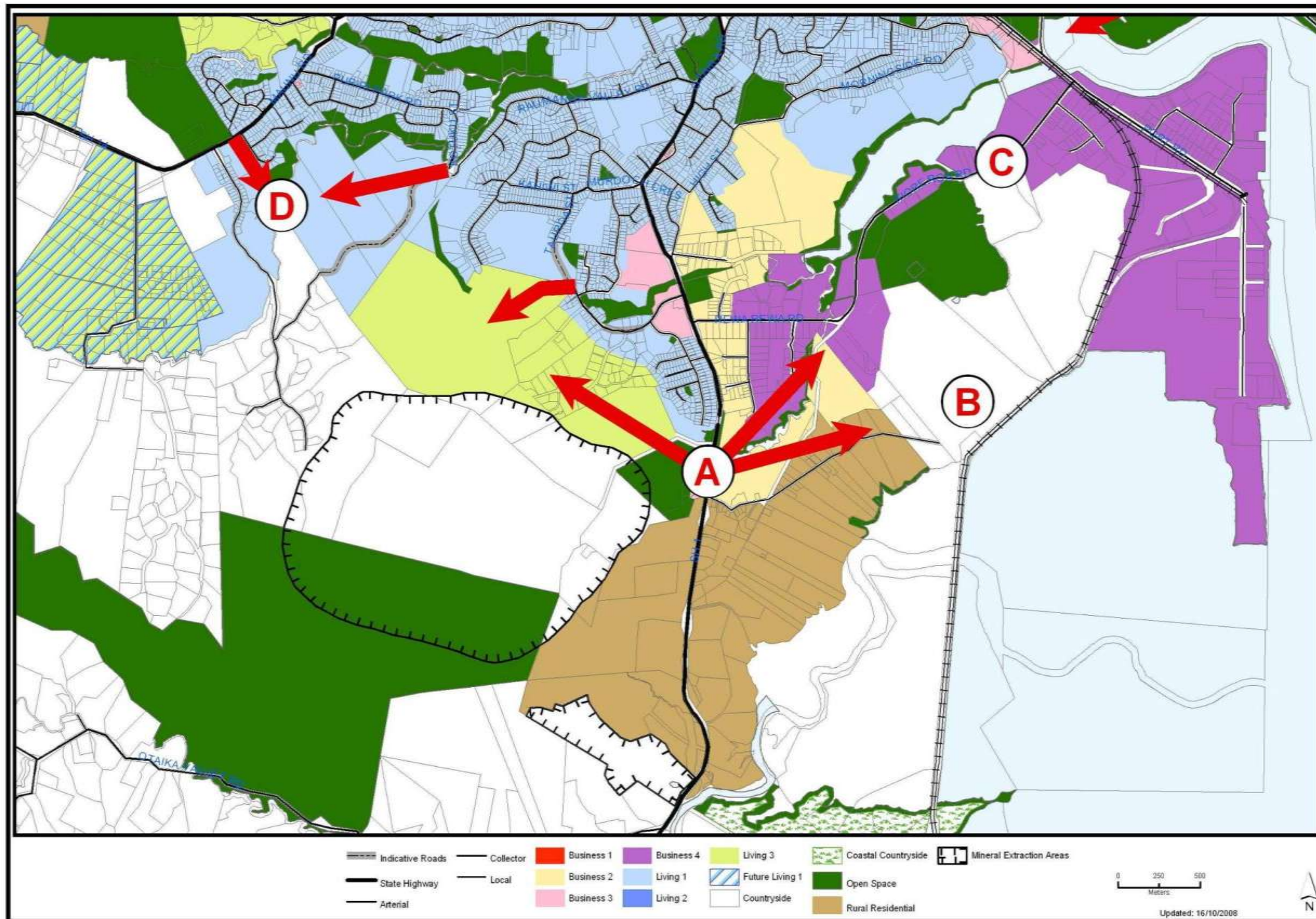
The additional land for development in the above proposals has been calculated to accommodate the high-growth scenario. The table below show sizes of land provided in the land use proposals, and the possible number of allotments that can be created from each.

Figure 15 Potential Capacity of Proposed Land Use in Otaika/Raumanga Area

	Potential Lots	Potential Population
Current (existing undeveloped land)	1,689	5,091
Additional proposed land for rezoning.		
Proposed Living 1 (500m ²)	440	4,188
Proposed Living 2 (350m ²)	0	0
Proposed Living 3 (2000m ²)	47	126
Proposed Rural Residential(1ha)	229	619
Countryside (20ha)	91	245
Total (Existing plus proposed)	2,496	7,640
As a percentage of 2041 population projection		132%

The above table shows that the land use provisions can create a maximum total number of 2,496 individual allotments. This means that the land can support a similar number of households. Using an average household size of 2.7 people, the maximum capacity of the provisions is 7,640 people, when all land is subdivided to its minimum allowable sizes for each land use zone and taken up. When compared with the projected population growth, it is clear that these provisions will have the long term capacity to accommodate much more development than the natural population growth. However, the calculated number of lots does not reflect the actual numbers, or the eventual lot sizes, when land is fully developed. Apart from the District Plan rules, many other factors such as demography, economic cycles and other social preferences influence the actual lot sizes and the pattern of development.

Figure 16 Otaika Study Area – Proposed Land Use



5 Implementation

5.1 Issues

Implementation of the proposals in this Structure Plan will take place over a long period of time through project development by all stakeholders. Council has a lead role in co-ordinating, and sometimes providing, infrastructure ahead of development and recovers costs, with time, through development and financial contributions. Some proposals need to be incorporated into the District Plan by way of plan change, and then be implemented as part of the wider issues of the District Plan.

The following section outlines action responsibilities and priority guidelines for the proposals. In regard to timing and costing of projects, it is considered that more conclusive timeframes and costs for individual projects can only be determined after further investigation.

It is important to note that project development is a shared responsibility between Council and the private sector. Council will take a leading role in policy issues, with the private sector developing land in a manner that reflects the desired outcomes from this Structure Plan.

5.2 Project Identification and Prioritisation

The following projects have been identified from the previous sections on Development Issues and Spatial Strategy. The priority of the implementation measures will be determined through ongoing community consultation.

Economic Development

Method – Specific Implementation Measures	Priority	Responsibility
Develop a new commercial area as a gateway to the City with tourist oriented activities.	High	Policy & Monitoring Department

Infrastructure - Transportation

Method – Specific Implementation Measures	Priority	Responsibility
Create an indicative roading network <ul style="list-style-type: none"> Map a network of local roads to link to Raumanga, State Highway 14 and State Highway 1 Ensure these roads are created as development occurs by including them in the District Plan through the plan change process 	High	Roading, Policy, Resource Consent Departments
Continue to liaise with Transit NZ on improvements to State Highway 1 through the study area <ul style="list-style-type: none"> Take part in the State Highway study currently underway Raise the issue regarding the safety of the pedestrian crossing at Otaika shops, and intersections with the State Highway, such as Toe Toe Rd intersection 	Ongoing	Roading, Policy Departments
Implement School Traffic Zones <ul style="list-style-type: none"> Raumanga Primary School Raumanga Middle school Northland Polytechnic 	Medium	Roading Department
Upgrade rural roads where subdivision to small lots has occurred, changing the nature of the area <ul style="list-style-type: none"> Investigate widening roads, adding centre lines and footpaths, improving intersections, reviewing speed limits, removing ditches Consider upgrades to Toe Toe Rd 	Ongoing	Roading Department
Increase and upgrade cycleways <ul style="list-style-type: none"> Investigate routes in and around the study area Complete the Cycle Strategy 	Ongoing	Parks, Rooding Department
Increase and upgrade footpaths <ul style="list-style-type: none"> Investigate and place on the Footpath Needs programme In particular, consider upgrading the footpath along the State Highway 	Ongoing	Roading Department

Method – Specific Implementation Measures	Priority	Responsibility
between the Gull Service Station and the Otaika shops		
Investigate methods to improve pedestrian safety and slow vehicle speeds <ul style="list-style-type: none"> In particular, consider Tauroa St, Smeatons Drive and Fairburn St. 	Ongoing	Roading Department
Create a safe and efficient roading network <ul style="list-style-type: none"> Continue to plan for and undertake network upgrades, as required. 	Ongoing	Roading Department

Wastewater

Method – Specific Implementation Measures	Priority	Responsibility
Investigate extending wastewater reticulation to the Toe Toe Rd area <ul style="list-style-type: none"> Scope the need for the project, including community consultation, and plan accordingly 	Medium	Waste & Drainage Department
Economic and environmentally sustainable wastewater disposal <ul style="list-style-type: none"> Ensure future development is connected to a sewerage system or a suitably-designed on-site system. Monitor the existing on-site systems 	Ongoing	Waste & Drainage Department

Stormwater

Method – Specific Implementation Measures	Priority	Responsibility
Economic and environmentally sustainable stormwater disposal <ul style="list-style-type: none"> Undertake works identified in Stormwater Catchment Management Plans 	Ongoing	Waste & Drainage Department

Water Supply

Method – Specific Implementation Measures	Priority	Responsibility
Adequate supply and quality of reticulated water <ul style="list-style-type: none"> Ensure continued compliance with relevant standards Continue to plan for adequate water supply capacity as the population increases 	Ongoing	Water Department

Open Space and Recreation

Method – Specific Implementation Measures	Priority	Responsibility
Develop and enhance Tarewa Park <ul style="list-style-type: none"> Create an arboretum Prepare a Park Management Plan 	Ongoing	Parks Department
Maintain and improve Otaika Domain	Ongoing	Parks Department
Develop and enhance Hedley Park <ul style="list-style-type: none"> Provide facilities appropriate to a neighbourhood park 	Ongoing	Parks Department
Investigate developing and enhancing the park in Smeatons <ul style="list-style-type: none"> Undertake investigation - including possible facilities for youth- develop plans, work out timeframes and budget for work to be undertaken 	Ongoing	Parks/Support Services Departments
Develop walkways, reserves and linkages <ul style="list-style-type: none"> Investigate possible walkways and place on programme Expand the reserve network as the population increases Investigate linkages between reserve areas 	Ongoing	Parks Department
Manage and improve esplanade areas <ul style="list-style-type: none"> Ensure reserves are created and extended along streams such as Raumanga, include walkways and cycleways, where possible Create linkages to and from the Waiarohia and Raumanga Streams 	Ongoing	Parks Department
Weed management along Council roads and in Council reserves <ul style="list-style-type: none"> Review and revise weed management programmes in Council's roading and parks budgets 	Ongoing	Parks, Roothing Departments

Rural Residential Development

Method – Specific Implementation Measures	Priority	Responsibility
Develop Rural Residential Environment (Zone) <ul style="list-style-type: none"> Prepare a District Plan Change to include policies, objectives and rules for the new Environment in the District Plan Notify a District Plan Change for public submission, undertake hearings and resolve any appeals 	High	Policy Departments
Rezone areas to Rural Residential Environment <ul style="list-style-type: none"> Confirm the boundaries of Rural Residential Environment Prepare a District Plan Change to provide for Rural Residential Environment Notify a Plan Change for public submission, undertake hearings and resolve any appeals 	High	Policy Departments

Residential Development

Method – Specific Implementation Measures	Priority	Responsibility
Rezone areas as Living 1 Environment <ul style="list-style-type: none"> Confirm boundaries of new Living 1 Environment Prepare a District Plan Change to provide for new areas of Living 1 Environment Notify a Plan Change for public submission, undertake hearings and resolve any appeals 	High	Policy & monitoring Department

Business Development

Method – Specific Implementation Measures	Priority	Responsibility
Investigate rezoning land to Business 2, 3 and 4 <ul style="list-style-type: none"> Undertake scoping to determine if/where new business land could be situated Confirm the boundaries of new Business 2, 3 and 4 Environments Prepare a District Plan Change to provide for new areas of Business 2, 3 and 4 Environment Notify a Plan Change for public submission, undertake hearings and resolve any appeals 	High	Policy, Parks, and Support Services Departments.

Special Features

Method – Specific Implementation Measures	Priority	Responsibility
Protect existing bush areas <ul style="list-style-type: none"> Complete the Tree Strategy and implement Prepare a District Plan Change to include policies, objectives and rules for tree protection in the District Plan Notify a District Plan Change for public submission, undertake hearings and resolve any appeals Encourage bush covenants by publicising the availability of rates relief for covenanted areas 	Ongoing	Policy, Parks, and Support Services Departments
Protect historic and cultural sites <ul style="list-style-type: none"> Review current protection in the District Plan, and if necessary, prepare a Plan Change and undertake the process Consider non-regulatory methods to achieve protection of historic and cultural sites Upgrade information on archaeological sites and map accurately 	Ongoing	Parks, Policy Departments
Protect volcanic/productive soils <ul style="list-style-type: none"> Review current protection in the District Plan, and if necessary, prepare 	Ongoing	Parks, Policy Departments

Method – Specific Implementation Measures	Priority	Responsibility
a Plan Change and undertake the process <ul style="list-style-type: none"> Consider non-regulatory methods to achieve protection of volcanic/productive soils Upgrade information on volcanic/productive soils and map accurately 		

Community

Method – Specific Implementation Measures	Priority	Responsibility
Provide facilities for younger persons <ul style="list-style-type: none"> Implement findings of the 'Youth Strategy' Identify facilities/opportunities specific to the study area and develop 	Ongoing	Support Services Department
Develop/promote the harbourside character of the area and the 'entranceway' to Whangarei City <ul style="list-style-type: none"> Ensure harbour views are retained and enhanced Upgrade lookout area 	High	Roading, Parks, Policy Departments
Undertake upgrades to the historic cemeteries in the study area <ul style="list-style-type: none"> Ensure the cemetery areas are maintained, respected and protected 	Medium	Support Services Department
Liaise with the Polytechnic regarding the provision of educational opportunities in Whangarei.		Support Services Department

Appendix 1 Resource Notation

Esplanade Priority Areas

Name of Water Body	Values	Map Ref
Raumanga	Outstanding Recreational	42

Mineral Extraction Area

ME3 Otaika Quarry

ME9 Pullman Quarry

Sites of Significance to Maori

No	Site	Legal Description
17	Maori Reserve (Burial Ground)	Toe Toe No6 Blk, Blk XVI Purua SD 0.2220 ha
18	Maori Burial Ground	Urupa Toe Toe 4B3 Blk, Blk XVI Purua SD 0.0405 ha

Appendix 2 Designations

Requiring Authority	Abbreviation Used
Minister of Education	DE
Transit New Zealand	DTNZ
Whangarei District Council	DW

ID	Site Name/ Location of Site	Designation Purpose	Legal Description/Area	Underlying Environment	Map	Subject to conditions
DE 14	Raumanga Middle School, Murdoch Crescent, Whangarei	Raumanga Middle School	Lot 23 DP 57406 & Lot 80 DP 103205, Lot 109 DP 83537 and Pt Raumanga No 2 Blk (5.6470 ha)	Living 1	42	1, 2, 5
DE 15	Raumanga Primary School, 17 Raumanga Valley Road, Whangarei	Raumanga Primary School	Pt Lot 7 DP 47388, Pt Lot 8 DP 975 and Pt Lot 18 DP 1032 (2.9049 ha)	Living 1	42	1, 2, 5
DTNZ 1	State Highway 1N Whangarei District-Kaipara District Boundary at the Brynderwyns to Whangarei District Far North Boundary at Hukerenui	State Highway 1N	Various	Various	Various	
DW 94	Proposed Reserve, Rewa Rewa Rd, Whangarei	Proposed Reserve for Planting Strip (1.5m wide)	Sec 1A Pt 1, 8 Blk XVI Purua SD	Business 2	43	
DW 95	Proposed Reserve, Dyer Street, Whangarei	Proposed Reserve for Planting Strip (1.5m wide)	Lot 1 DP 72673	Business 2	45	
DW 96	Proposed Esplanade Reserve, South End Ave, Whangarei	Proposed Esplanade Reserve	Pt Lot 11 DP 13347	Business 4	43	
DW 97	Proposed Esplanade Reserve, Rewa Rewa Road, Whangarei	Proposed Esplanade Reserve	Lot 1 DP 53980	Business 4	43	
DW 75	Water Supply, Anzac Rd	Reservoirs and Pump Station	Pt DP 12081	Open Space	43	

Appendix 3 Relevant objectives and policies.

Section		Objectives	Policies	Relevant to Otaika area
1.1.1		The characteristic amenity values and the identity of each locality are maintained and enhanced.		✓
	1.2.1	To ensure that changes to urban form are compatible with the character, amenity and identity of the surrounding environment.		
2.1.1		The consolidation and development of the city centre.		n/a
	2.2.1	To avoid sporadic commercial development.		
	2.2.2	To encourage the consolidation and development of the CBD.		
3.1.1		The importance of long term planning (including appropriate zoning) for industrial activities is recognised by Council.		n/a
3.1.2		The potential adverse effects of industrial activities are mitigated by their appropriate placement and management.		n/a
	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.		
4.1.1		Accessible and convenient suburban centres are provided.		✓
	4.2.1	To provide suburban centres that are accessible and convenient without detracting from the central business District.		
5.1.1		Establish, maintain and enhance a safe and efficient road network		✓
	5.2.1	To reduce conflicts between heavy vehicles & 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 suburban shopping centres.		
6.1.1		Public transport, pedestrian walkways, and cycleways are provided, maintained and enhanced.		✓
	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.		
7.1.1		The provision of infrastructural services to existing and newly-urbanised areas in an efficient and effective manner.		✓
	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.		
8.1.1		The risk associated with natural hazards is not increased by urban development.		✓
	8.2.1	To identify areas subject to natural hazards in which 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. . on urban development.		
9.1.1		The loss of productive soils and economic farming units is minimised.		✓

Section		Objectives	Policies	Relevant to Otaika area
9.1.2		The effects of urban-type subdivision on rural character are avoided, remedied or mitigated.		✓
	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.		
10.1.1		Avoid conflict between incompatible land use activities as a result of subdivision and urban development.		✓
	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.		
11.1.1		The protection of areas of significant indigenous vegetation and significant habitats for indigenous fauna.		✓
11.1.2		The protection of the life-supporting capacity of ecosystems through the avoidance, remediation or mitigation of adverse effects.		✓
	11.2.1	To protect areas of high ecological value, significant indigenous vegetation and significant habitats for 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.		
12.1.1		Sufficient open space is provided to meet community, conservation and recreational needs.		✓
	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.		
13.1.1		Form a partnership with Tangata Whenua that enables effective participation by Tangata Whenua in planning processes.		-
	13.2.1	To establish consultation protocols with Tangata Whenua, that are agreed to by all parties.		
	13.2.2	To improve the relationship between Council and Tangata Whenua.		
14.1.1		The prevention of the degradation and loss of historic and cultural sites of significance from urban development.		✓
	14.2.1	To prevent urban development occurring in locations that, or in a manner which, will cause adverse effects on sites of significance to Tangata Whenua. 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.		
15.1.1		Access to education and employment opportunities is enhanced as a result of urban growth.		n/a
15.1.2		Access to recreational, artistic and cultural opportunities is enhanced as a result of urban growth.		✓
	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.		
16.1.1		Create a better image of Whangarei.		n/a
	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.		