



## introduction

The Mangawhai Structure Plan provides a means for the Kaipara District Council and Mangawhai communities to manage the effects of growth.

### **a holistic vision:**

The Structure Plan forms part of the Mangawhai Future Project planning process involving communities, council and other stakeholders *“working together to create a better place to live, work, learn and play.”*

It is part of an ongoing, long-term, community based management process which proposes both formal and informal processes to achieve a collective vision.

### **the structure planning process:**

The structure plan provides a strategic framework that will help guide decisions on development, infrastructural management, and environmental matters for Mangawhai over the next 20 years.

In essence, the Structure Plan Document is a process implementation tool. It aims to address those issues relevant to the transition of Mangawhai from an isolated seasonal beach holiday and rural farming community to a rapidly growing east coast urban centre within the Kaipara District.

### **informal community based action initiatives**

This Structure Plan will enable a more flexible and proactive community based planning approach. It will:

- Provide guidance to the Council and the community to assist implementing Long Term Council Community Plan (Annual Planning) intentions and policies regarding environmental, social and economic development by identifying areas for growth and appropriate development opportunities
- Assist community groups to identify potential enhancement projects e.g. Boardwalks and landscape restoration projects through an integrated recreation and open space planning approach
- Enable developers to achieve improved environmental outcomes through the application of subdivision design and implementation guidelines

- Enable improved business development planning for economic development e.g. tourism services development through the rationalisation and enhancement of existing resources
- Focuses infrastructure and service delivery e.g. waste water treatment, stormwater management, drainage and roading through a more integrated approach to infrastructure planning

### **regulatory context**

The Structure Plan will also provide a means of focusing formal Council mechanisms to achieve the necessary regulatory framework that will allow for the successful implementation of the structure plan recommendations through:

- The District Plan
- The Annual Planning Process
- Asset Management Plans
- Reserve Management Plans
- Other strategic mechanisms such as the draft Reserves and Open Space Strategy

### **application of the structure plan**

This document describes the Structure Planning Process and identifies a series of growth management and development principles particular to eight individual, but inter-related, Policy Areas.

These Policy Areas suggest the direction or character of any future development and provide recommended design principles for properties and wider areas within the particular policy areas.

Property owners are encouraged to consult the design guidelines outlined within this document relevant to their particular site. In most cases these guidelines will be sufficient to express the design principles to be applied to a development proposal.

Property owners and developers are then encouraged to apply those design principles to their particular development scheme proposal before submitting it to Council. By arranging a pre-consent application meeting with Council planning staff further suggestions and refinements may then be made (if required) prior to initial consent application.



## mangawhai

Mangawhai and the surrounding hinterland comprises a pattern of coastal and rural settlement formed around the wider Mangawhai Harbour.

The Mangawhai landscape is characterised by:

- An open coastal beach and harbour system
- An indented coastline offering a mixture of sandy beaches and dune systems
- Freshwater wetlands
- Estuarine and salt marsh ecosystems
- Steep cliffs and headlands

Within the upper Mangawhai catchment, the principal features of the landscape are:

- Ridges and valleys with re-generating and remnant patches of indigenous vegetation
- Interspersed areas of open pasture
- Exotic forestry and horticulture
- Small clusters of farm and residential buildings

The wider Mangawhai area combined is the largest settlement area in the lower Kaipara District east coast. Existing settlement patterns are characterised by coastal village settlements and allied activities comprising a mixture of land uses separated by areas of rural land.



*Mangawhai Harbour and the expanding Heads settlement*



*elements of rural landscape character - vegetation patches and small clusters of buildings in an open pasture land matrix. Tomarata - Mangawhai Road*



*an eclectic mix of buildings styles and types - Mangawhai Heads settlement Robert Street*



*the structure plan aims to promote further planting and revegetation efforts such as this example in King Road...*



*...and the consolidation of Mangawhai village identity areas such as the Mangawhai Hotel...*



*...within the unique infrastructure constraints of the area - residential rain water collection tanks*



## why use a structure plan for mangawhai

### community growth

Mangawhai is located in an outstanding coastal environment and is perceived as presenting attractive lifestyle opportunities with good access and proximity to the urban centres of Whangarei and Auckland.

It is a popular recreational destination and experiences a large numbers of visitors during the peak summer holiday period. Visitor numbers are anticipated to continue to increase as road connections, from Auckland in particular, continue to be upgraded.

This has resulted in an increasing permanent resident population including a significant number of retirees. This high rate of development, particularly in the surrounding rural areas, is expected to continue.

It is anticipated that the Mangawhai area will be the largest community in the Kaipara District within the next five years.



*traditional bach building character ...*

The transition of Mangawhai from an isolated seasonal beach holiday and rural farming community to a rapidly growing coastal urban centre poses a number of environmental, landscape and planning challenges including:

- The continuing rapid rate and character of residential subdivision
- The landscape, and environmental effects of continuing rural residential subdivision
- Water supply and water quality issues
- Provision for wastewater treatment
- Appropriate stormwater management techniques
- Increased local traffic and roading pressures
- Increased demands for (and on) reserves and open space
- Beach and harbour access issues
- Identifying commercial and light industry needs
- Maintaining landscape character and amenity values
- Maximising landscape and habitat conservation, protection and enhancement



*... compared with more recent residential housing*

With over 1.5 million people within one and a half hours drive, Mangawhai is inevitably caught within the sphere of growth influence from the urban areas of Whangarei to the north and Auckland to the south. Those areas are generating demand for permanent and holiday living at coastal locations.

The Mangawhai Structure Plan provides a means of re-focussing Kaipara District Council development control processes to better manage future land development and subdivision.

#### **development growth projections**

Previous and current studies have analysed the nature of population and development growth for Mangawhai and identified:

- The increase in the number of residential dwellings (permanent and holiday) associated with a doubling of the 1996 permanent population from 1290 over the next 20 years to approximately upwards of 3000, with a peak population change from 6500 up to approximately 10 000 over the same period. (Beca Steven 1999)
- the high proportion of 'temporary' holiday dwellings (30-35%) associated with continued peak summer holiday demand.
- The concentration of growth around the existing residential areas

The most recent studies indicate:

- existing dwellings in the urban area numbered approximately 1300
- There will be an annual increase in dwellings of 6.76% (2002/03)

It is anticipated that the proposed Mangawhai wastewater treatment plant will stimulate further growth.

Thus while development growth for the period 2003 – 2005 is expected to be at the 2002-2003 level (i.e. 6.76% per annum); for the period 2005 / 2010 – a higher level of annual growth of 10% is anticipated as the main growth constraint arising from the lack of suitable wastewater disposal will be removed.

As a result the total number of dwellings expected to be in Mangawhai 5 years after the completion of the proposed treatment plant is estimated to be in the order of 2,400. This suggests a likely permanent population of 3000 - 4000, rising to around 5,880 for a normal weekend and up to 10,680 for the resident and holiday population peaks.



*typical effects of high visitor numbers initiate deterioration of dune systems*

## what is a structure plan?

This Structure Plan is not a statutory document.

Structure Plans focus on integrated management approaches. The Mangawhai Structure Plan is based on organising the structure plan area into smaller management areas, which in this plan, are called Policy Areas.

Identifying these Policy Areas allow Council and communities to better manage growth and change, by addressing key issues within specific geographic areas.

A structure plan is a way of setting out policy directions for particular areas that cover issues such as:

- Facilitating protection of natural resources such as soil, water and sensitive ecosystems
- Utilising design guideline principles in District Plans to drive development control processes as well as through using informal methods (such as for community development initiatives)
- Putting in place planning methods for addressing the loss of visual or rural amenity



*subdivision earthworks  
Molesworth Drive*



*riparian vegetation plays a key function in drainage processes  
- Mangawhai Village Kaiwaka-Mangawhai Road*



*ongoing rural subdivision development - pressures on infrastructure and landscape character...*



*...Raymond Bull Road...*



*...Mangawhai Heads Road*

It will also enable community aspirations to be driven through partnership approaches with Council and other public and private organisations. Particular priorities can be identified and associated action plans for implementation of projects can then be agreed upon.

The Structure Plan will provide a framework for the review of the District Plan provisions, (as they affect development and subdivision at Mangawhai).

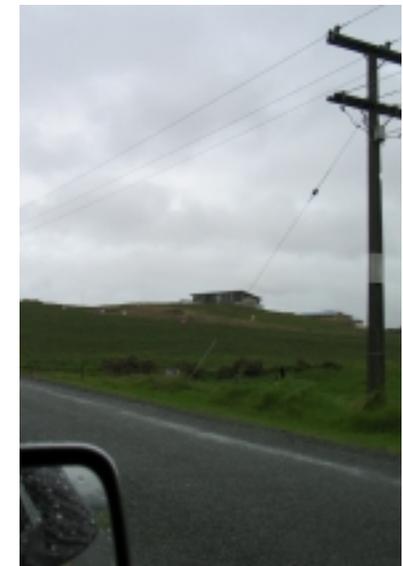
This Structure Plan provides detailed information, priorities and strategies in relation to matters such as land use activity controls, built form and anticipated development outcomes, infrastructure planning and subdivision. As a “living document”, this Structure Plan provides a focus for Council and the wider community to help manage future growth through the ongoing structure planning process.

### **This Structure Plan identifies:-**

- The importance of a strategic planning approach that reflects the relationships between future growth effects, infrastructural management and the need to provide adequate public open space and reserve areas.
- The need for a strategic approach to managing ongoing development in order to preserve the key landscape and conservation values of the area.
- The need for an integrated landscape-planning approach that is inclusive of a community consultative process, and that allows for a greater degree of regulatory flexibility in determining community related outcomes.
- The need to use subdivision rules that relate future patterns of development to environmental capacity while at the same time enabling residential growth to satisfy diverse community needs.
- Methods by which a rural residential subdivision strategy can limit ad hoc residential sprawl.
- The need to develop land use and subdivision controls that encourage the protection of key environmental features as an integral part of any development proposal.



*current rural residential development patterns based on existing District Plan provisions, from Insley Street to the southeast*



*skyline residential development - Mangawhai Heads Road*

## previous studies

Managing the effects of growth has been the subject of a number of planning and infrastructure studies for Mangawhai.

These studies have been initiated, partly in response to community concerns over the rate and nature of development within the wider Mangawhai area. Council also has undertaken studies as part of its ongoing planning and management functions.



*field drainage*



*road drainage*

Key studies include:

### 1. 1991 – The Mangawhai Heads Community Council Catchment Management Plan.

This study principally addressed drainage management issues including the identification and protected drainage and flood flow paths, catchment classifications and the setting of priorities for drainage protection works.

Kaipara District is currently undertaking technical investigations into stormwater catchment management which is anticipated to produce a number of detailed options for the community to consider in relation to existing flooding problems and water quality.

The Regional Water and Soil Plan for Northland identifies the Mangawhai Aquifer as being 'at risk' from contaminants and abstraction.

### 2. 1997 Mangawhai Planning Study

This study was initiated in response to an appeal to the Environment Court by the Minister of Conservation relating to zoning of land around the coastal fringes of the Mangawhai settlements. It included:

- An assessment of the Kaipara District Council Planning provisions
- An overview of development pressures and the existing development capacity and a review of recent subdivision trends
- An ecological assessment based on the Department of Conservation Schedule of Sites of Biological Interest (SSBI)
- The identification and classification of a number of landscape types and landscape units
- An assessment of the landscape character of those landscape units
- The consideration of infrastructural issues
- The identification of areas of future development potential

**how this  
structure plan  
was formulated**

The report recommended:

District plan changes related to:

- Review of urban capability, a review of the above mentioned Catchment Management Plan
- A review of the DoC SSBI designations
- A review of district plans rules particularly in regard to subdivision and reticulated wastewater

These recommendations were initiated by Kaipara District Council through Plan Change 9.

### **3. 1999 Mangawhai Infrastructural Assets Study and the Mangawhai Ecocare Project.**

This study included an assessment and evaluation of, and recommended options for, wastewater, water supply, stormwater and roading for the principal urban settlement areas in Mangawhai. The findings of the 1999 study have been continued through the ongoing Mangawhai Ecocare Project that specifically addresses wastewater treatment issues.

## **community consultation**

A public consultation process further identified community concerns over the rate and effects of continuing development growth.

### **the community consultation process**

Ongoing community consultation is an integral part of the process of developing the Mangawhai Structure Plan. Public meetings, open days and submissions under the banner of the 'Mangawhai Future Project' have been opportunities for the people of Mangawhai to express their individual and collective vision for their community environment and to ensure all concerns and issues have been established. This includes those community priorities and shared visions identified through the wider Long Term Community Council Planning process.



*accelerated subdivision growth is anticipated if a proposed waste water treatment plant for the area goes ahead*

community open day May 2004



### summary of the consultation process

As part of the Mangawhai Future Project, a number of liaison groups were formed including a Design Liaison Team.

The Design Liaison Team (DLT) is a community reference group, which serves as a sounding board to discuss matters concerning the future of Mangawhai and assist the Planning Team in addressing the issues and concerns of the community in order to build a comprehensive overview of the community's views and aspirations. To date the team has been instrumental in the development of:

- A Vision of Mangawhai in the Future
- A draft development framework for discussion leading to...
  - The development of the Structure Planning process
  - Agendas for Public Meetings and meeting with special interest groups

Members of this team have included representatives from the:

- Mangawhai Residents and Ratepayers Association
- Mangawhai Harbour Restoration Society
- Mangawhai Promotions/Focus
- Mangawhai Community Trust
- Mangawhai Beach Primary School
- Otamatea College
- Rodney College
- Te Uri o Hau

### **general public consultation**

Broader public consultation also played a central role in identifying the issues that affect current and future residents of Mangawhai and the wider area.

The following community groups have been involved in this consultation process:

- Mangawhai Golf Club
- Mangawhai Harbour Restoration Society
- Mangawhai Historical Society
- Mangawhai Pride
- Mangawhai Promotions/Focus
- Mangawhai Residents & Ratepayers Association
- Mangawhai Heads Surf Lifesaving Club
- Mangawhai Community trust

The general public had an opportunity to input into the decision-making process through three public meetings conducted in August 2003, and questionnaires distributed at an open day held in January and May 2004. Comments from meetings and feedback from the questionnaires, together with feedback and submissions from the community groups have been used to guide the drafting of the Mangawhai Structure Plan.

### **Draft Mangawhai Structure Plan Submissions**

The Draft Mangawhai Structure Plan was released in late August 2004 with submissions closing in early October 2004. An open day was held in September to provide a further opportunity for submissions. The submissions received were considered by Council at workshops in November and December 2004. The summary, discussion and actions of those submissions are included in appendix A of this document. Overall, the submissions were generally supportive of the direction of the Mangawhai Structure Plan. Some of the key issues raised related to elderly persons housing, 'Mangawhai Park', implementation of the Structure Plan and commercial development.



*issues important to the Mangawhai community include...preserving bach settlement character...*



*....making the most of public open space such as esplanade reserves....*



*....estuary water quality...*



...addressing residential development pressures....



....keeping the 'country feel' of Mangawhai....



....by preserving the areas rural landscape character.

### community feedback

A number of comments were received during the community consultation process. A sample of these comments follows:

*"Mangawhai must not become the next Orewa"*

*"Retain farmland and rural atmosphere"*

*"Do not compromise natural environment for development"*

*"Density of buildings is challenging the eco-system"*

*"The Harbour is an essential feature of Mangawhai – greater care should be taken in preserving it"*

*"Please keep the country 'feel'"*

*"The sea, the environment, the beaches and surrounding areas are being ruined by greedy property developers - please stop this before it ruins this beautiful area"*

*"Keep 'rural look' as much as possible"*

*"Small lot subdivision is destroying the physical landscape, reducing water quality and quality of life. This should stop!!"*

A secondary objective of the group is to improve communication and cooperation between the various technical staff and to provide best practice input into coastal community

## the structure plan document and the ongoing planning process

This document serves as a focus, for communities, Council, and other private and public organisations to build on.

It is envisaged that with the strengthening of the Mangawhai Future Community Liaison Group, the Structure Plan will help set project priorities and steer future actions as well as co-ordinate future research, funding opportunities, community initiatives.

Aligned with the above is the ongoing liaison with other agencies in the strategic management of the wider mangawhai area, e.g. Northland Regional Council, Auckland Regional Council, Transit New Zealand, Rodney District Council, Whangarei District Council, Te Uri o Hau, Department of Conservation, Northpower as well as the NZ police, Health, Work and Income etc.

It is envisaged that the informal (non-regulatory) methods for implementing the Structure Plan will be reinforced by formal (regulatory) methods such as integration with the District Plan (refer 'Future Actions' page 84).

### interim regulatory approach

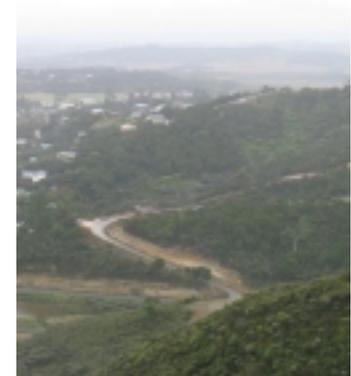
Complementing (and underpinning) the District Plan review, the Mangawhai Structure Plan provides a proactive and immediate means of focussing Council's development control processes so that they better manage future development pressures and the effects of growth. The Mangawhai Structure Plan therefore provides a means by which the development control processes of the District Plan can be focussed so that the specific growth management directions fostered by this Structure Plan are not compromised during the period over which the District Plan is reviewed and made operative. The District Plan Review will further investigate issues identified in this Structure Plan e.g. heritage management.

Kaipara District Council will have regard to the Mangawhai Structure Plan when considering development proposals.

The Mangawhai Structure Plan is an integrated planning mechanism designed to provide detailed information in relation to diverse matters such as land use activity preferences, desired built form outcomes, traffic management, roading needs, community facilities and services including public open space and reserves.

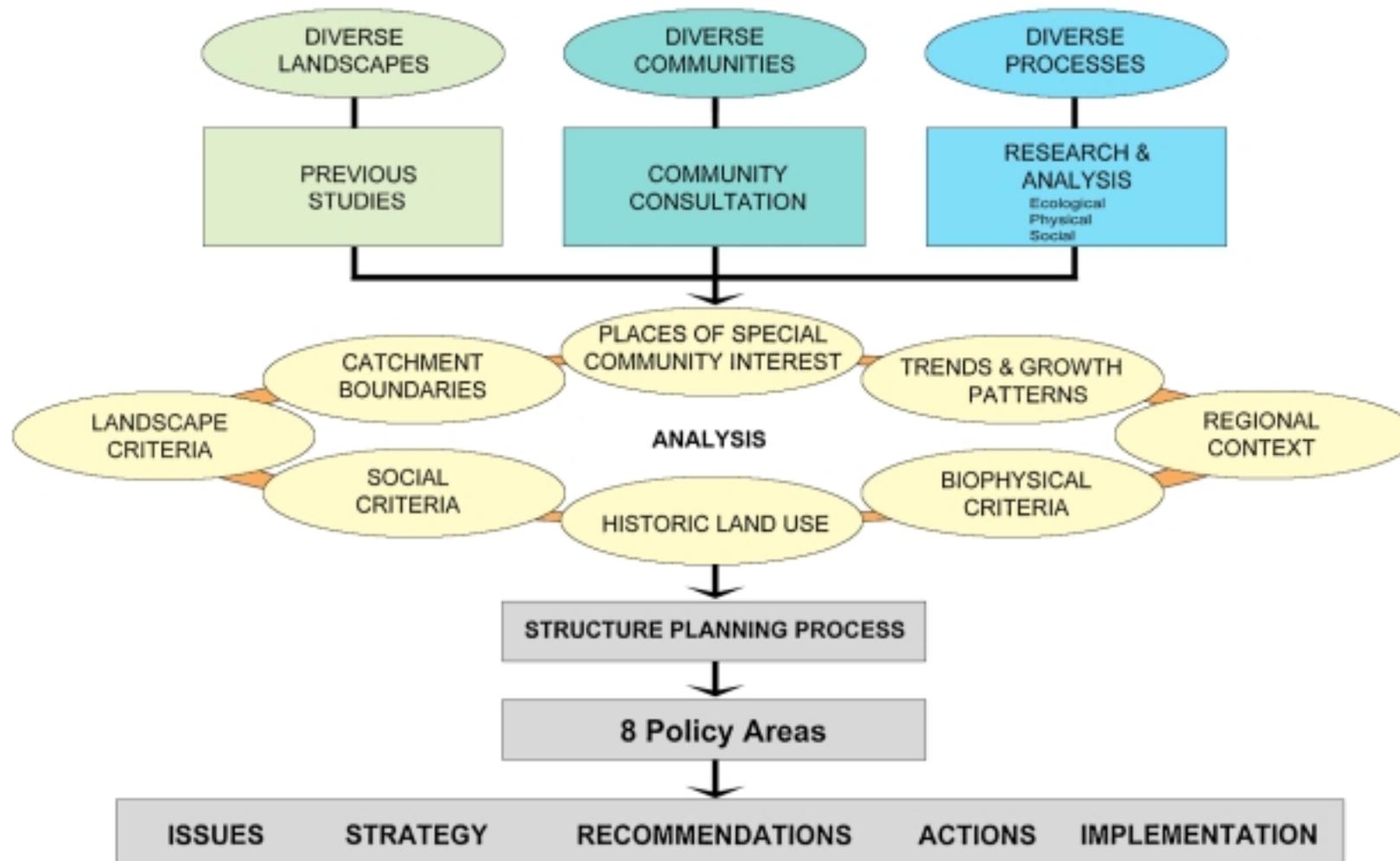
### Development Growth

Kaipara District Council is investigating development contributions for infrastructural requirements for the next 20 years that are likely to be generated by new growth. In particular, investigations will focus on infrastructural requirements relating to roading, stormwater, water supply and other community infrastructure. Part of this process is ongoing detailed analysis of population and development growth for asset management planning. The development contribution regime for Mangawhai sewage reticulation is progressing under the banner of 'Eco-care'



*the Mangawhai Structure Plan enables the Council and Community to respond to the rapid rate of development*

## Structure Plan Process Flow Chart



## framework for the mangawhai structure plan

### the structure plan area

The Mangawhai Structure Plan Area comprises the land enclosed principally within the Mangawhai Harbour catchment.

This area is defined by the upper catchment ridgelines that extend from Bream Tail southwest across the Brynderwyn Range at the Cove Road saddle and the Robert Hastie Scenic Reserve, then west to approximately trig 1579 No. 2, then south to Tara Road, along Garbolino Road, Lawrence Road, then southeast to Cames Road, north along Mangawhai Road, then east at Coal Hill Road and includes the south Mangawhai Heads, sandspit and dunes. This wider catchment is further divided into two main sub-catchments, Tara Creek to the North and Bob Creek to the South.

### structure plan policy areas

The Structure Plan uses Policy Areas as a basis for focussing growth management directions. These Policy Areas are based on the results of extensive research, evaluation and community consultation to identify the broad social and environmental patterns within the Structure Plan Area.

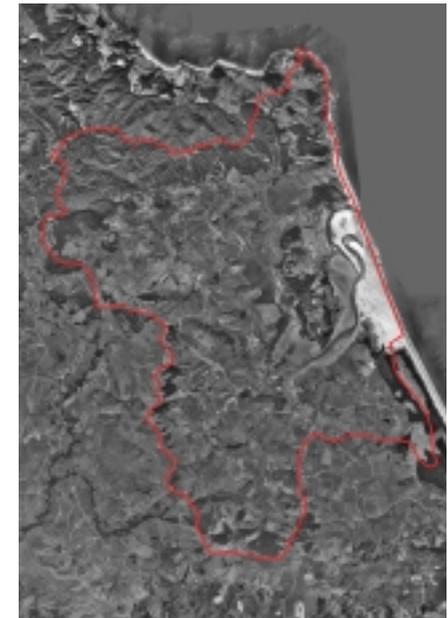
The development of Policy Areas provides for future planning and management.

By deciding what is appropriate for each Policy Area in consultation with the community and other stakeholders, Council can plan for future development and subdivision, while at the same time, preserving, protecting and enhancing the environmental and landscape values that the community and Council regard as important.

Any future land use activities should be consistent with the strategies identified in this Structure Plan.

In determining the future growth directions for Mangawhai, the following matters have been considered:

1. Future landscape character and amenity
2. The community context and where public facilities and infrastructure will be needed
3. How the existing areas of open space and the reserves network can be strengthened
4. How rural, residential and commercial development should be managed to provide for sustainable growth



*the mangawhai structure plan area*

As a consequence some of the more detailed matters considered include:

- Design and built form outcomes
- Pedestrian and vehicle movements, conflict management and access
- Infrastructure provision including wastewater, water, stormwater, and roading
- Streetscape and amenity enhancement
- Land use activity mix and patterns
- Residential growth options and methods
- Provision of services and facilities as Mangawhai grows
- Landscape and environmental protection and enhancement

For each policy area the Mangawhai Structure Plan:

- Describes the extent and nature of current land use activities
- Outlines the preferred directions for future land use activities
- Identifies key strategic directions for each Policy Area
- Outlines various actions and methods to achieve those outcomes e.g.
  - Changes to the District Plan
  - Reserve Management Plans
  - Formulation of Community Plans
  - Community initiatives
- Includes a detailed development framework that show the main features of the existing landscape and environment

### **Commercial Areas**

Following submissions to this Structure Plan and consideration by Kaipara District Council, a need has been identified for a relatively large area of land to be made available for long-term future commercial development, such as large format retail development and associated carparking. While there is potential for existing commercial areas to expand, there is only limited area and they fulfill more of a 'neighbourhood' commercial function. Large format retail development would most appropriately be undertaken on the fringe of existing residential areas. Additional matters that would need to be considered include servicing, land area, location, amenity, parking, access and other traffic issues.

### **Reserve contributions**

Open space and reserve development is integrated throughout the policy areas of the Structure Plan. Following consideration of submissions, Council noted that reserve contributions should be taken where they are an extension to an existing reserve; provide linkages to other open space, including the coast; increase or enhance ecological habitat; or provide for a functional / 'usable' neighbourhood reserve.

## how the policy areas were identified

The Structure Plan "Policy Areas" are based on research and landscape analysis that determined logical land 'units' that can be used for integrated management and development control purposes.

The following criteria were used as a means of defining policy areas

### a. an integrated catchment management approach

Integrated Catchment Management theory forms the framework for the selection of the Structure Plan Policy Areas. The natural and physical characteristics of watershed catchments are logical, conceptual land management units which are not only physical entities, but are also landscape units that communities consciously or otherwise can identify with.

The essence of Integrated Catchment Management is to:

- Identify the critical landscape elements within any catchment that require protection and enhancement
- Identify and analyse these elements so that an understanding of the interrelationships between them can be assessed against the likely impacts that any particular use may have

The desired outcome of this assessment is to provide the basis for sustainable land use management practices. The landscape values that relate to these critical elements include:

- Scenic protection
- Vegetation conservation
- Erosion control
- Water quality management
- Habitat protection





*open pastureland and remnant vegetation*



*estuarine edge*



*conventional bach settlement patterns*

## **b. landscape criteria**

### Landscape identity and association

- The broad patterns of existing landscape identity
  - Open pastureland
  - Rural farm settlements
  - Coastal village settlement
  - Bush hill country and remnant bush patches
  - Public open space
- Ecological districts and Significant Sites of Biological Interest
  - The inclusion of the Department of Conservation's SSBI analysis based on wildlife habitat data

## **c. social criteria**

- Alignment with existing settlement patterns
  - Traditional beach/Bach community patterns
  - Conventional farming patterns
  - Traditional reserves and open space patterns
- Aligned with socio-economic patterns and trends of growth or decline
  - Conventional subdivision patterns
  - Future needs for residents
- Aligned with previously identified and existing infrastructure constraints and opportunities
  - Water
  - Wastewater
  - Stormwater
  - Traditional roading patterns

**d. historic land use criteria**

Existing development was also considered as a key input into policy area definition. The structure plan approach is based on:

Broad classifications of existing land use and type:-

- Bushland
- The Mangawhai rural hinterland,
- Mangawhai Village
- Mangawhai Head's settlements
- Molesworth Peninsula

As well as locally identified areas of special interest:-

- The existing Golf Course
- Mangawhai Heads Recreation Reserve

**e. growth patterns and spatial arrangements of existing landscape elements**

A spatial analysis of existing subdivision growth patterns, in particular

- Rural residential subdivision
- Residential subdivision

Spatial distribution of existing landscape elements

- Public open space and reserves
- Bushland
- Estuarine areas
- Rural farmland

Sites of special community interest (identified through consultation) e.g.,

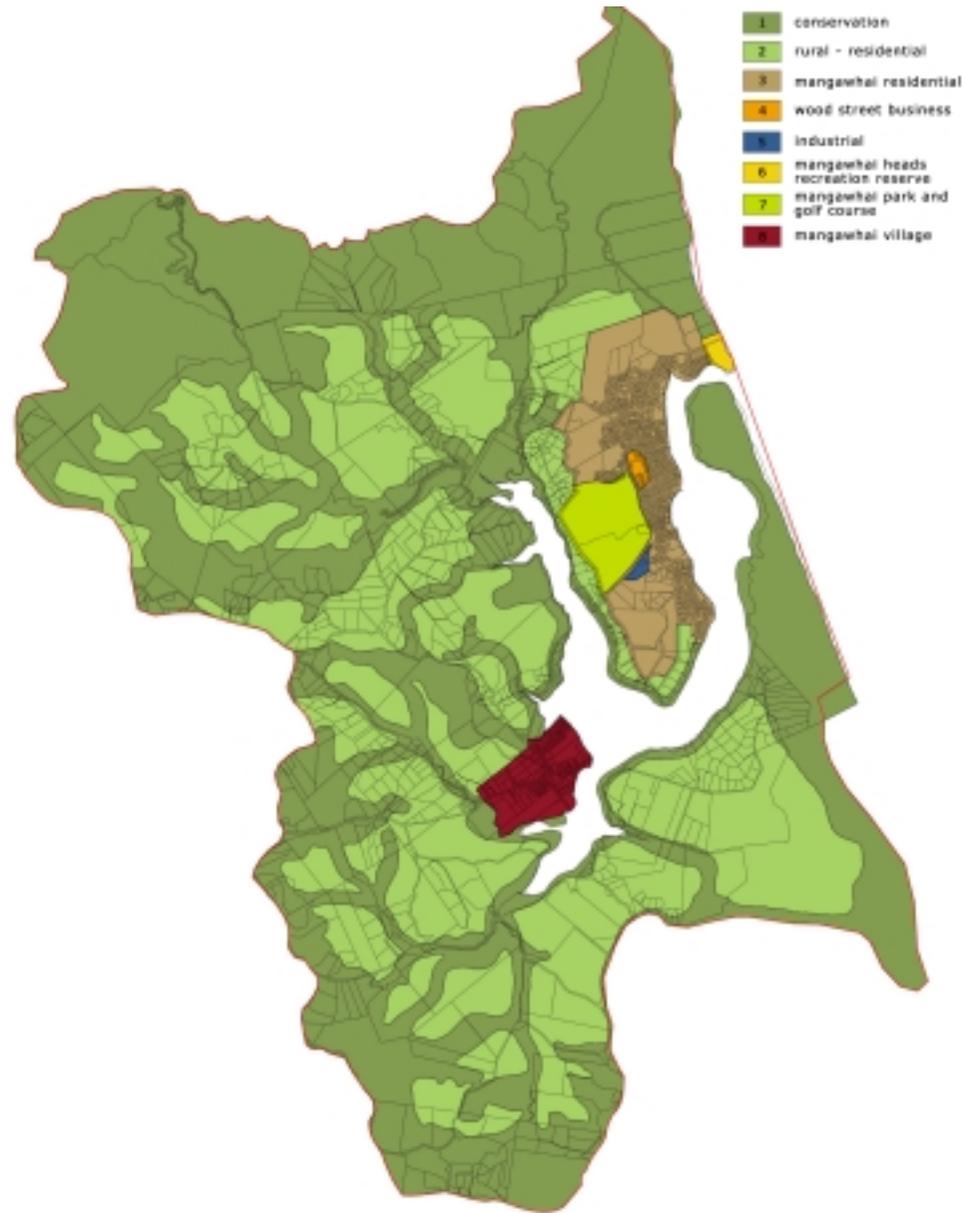
- Significant transport gateways
- Urban nodes
- Focal residential and urban open space and connections
- Harbour edges



*urban nodes - Mangawhai Village*



*significant landscape elements - remnant bush patches  
Kapawiti Road*



- 1 conservation
- 2 rural - residential
- 3 mangawhai residential
- 4 wood street business
- 5 industrial
- 6 mangawhai heads recreation reserve
- 7 mangawhai park and golf course
- 8 mangawhai village

**introduction**

- Policy Area 1: Conservation
- Policy Area 2: Rural Residential
- Policy Area 3: Mangawhai Residential
- Policy Area 4: Wood Street Business
- Policy Area 5: Industrial
- Policy Area 6: Mangawhai Heads Recreation Reserve
- Policy Area 7: "Mangawhai Park" and Golf Course
- Policy Area 8: Mangawhai Village

**8 structure plan policy areas**

NB. See Appendix document for an enlargement



**Mangawhai Structure Plan Policy Areas**

Scale 1:40,000

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*conceptual policy area overlay*



