

*Report*

**Hastings Coastal  
Environment Strategy  
Technical Paper # 2  
Coastal Residential**

Prepared for  
Hastings District Council

*REPORT*

# Hastings Coastal Environment Strategy Technical Paper #2 – Coastal Residential

*Prepared for*

**HASTINGS DISTRICT COUNCIL**

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## 1. INTRODUCTION

*The core purpose of the Hastings Coastal Environment Strategy (HCES) is to establish a comprehensive strategy that “will enable the community to develop an integrated regime to protect, manage and develop the coastal environment”. The strategy has a planning horizon of 20 years, hence the recommendations and outcomes of the strategy are intended to go beyond the ambit of the Resource Management Act to encapsulate wider Council functions and responsibilities and to extend beyond the strict 10 year life of the District Plan.*

*A key issue for sustainable and integrated management relates to the on-going development and growth of settlements dotted along the Hastings coast including Waipatiki, Tangoio, Whirinaki, Haumoana, Te Awanga, Ocean Beach and Waimarama; and pressures for development of new coastal settlements. Coastal residential development has the potential to conflict with other important resources and values on the coast such as natural character, landscape, cultural heritage and recreation. Likewise coastal development can be impacted upon by factors such as natural hazards (particularly erosion) and infrastructural constraints<sup>1</sup>.*

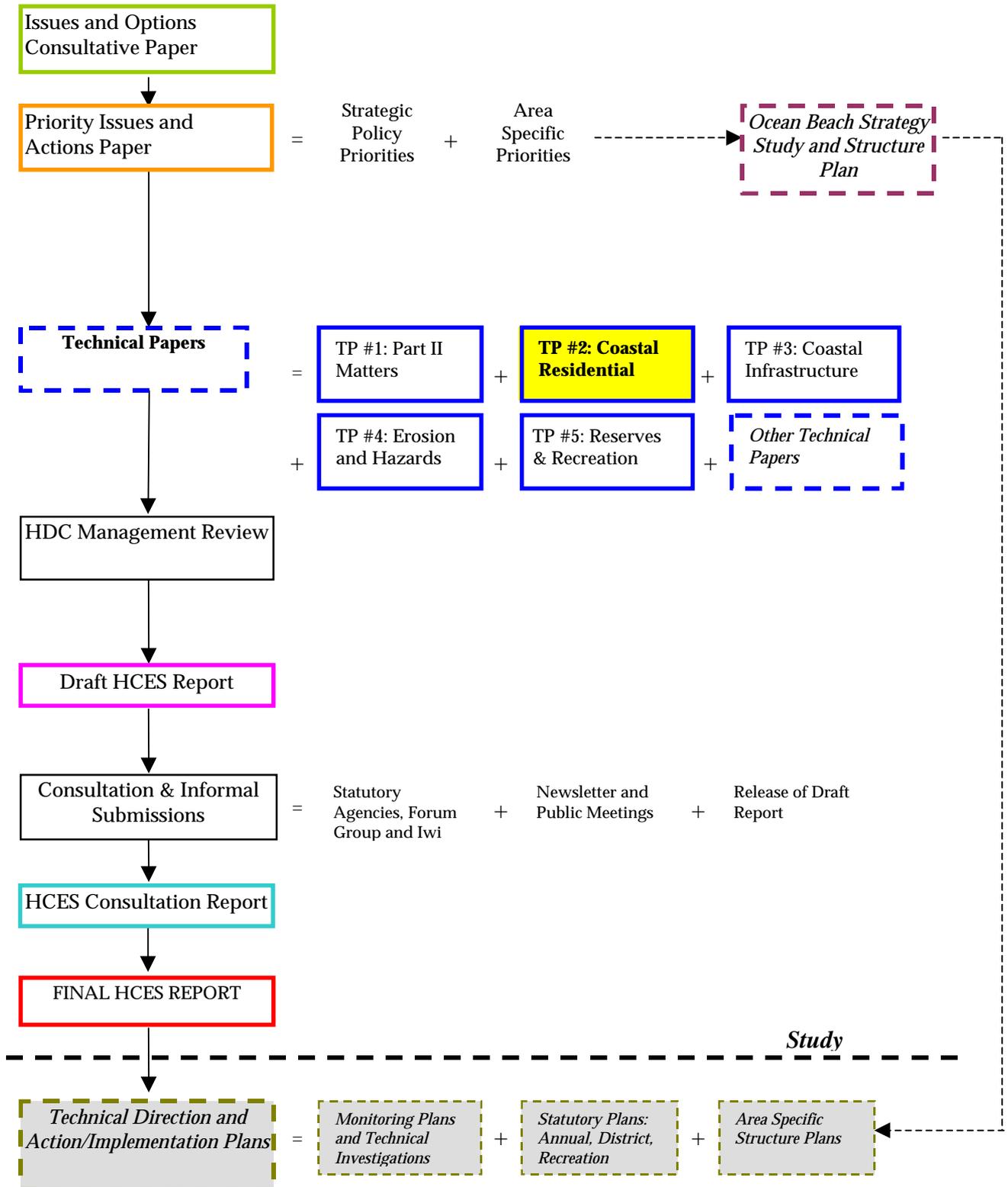
*The purpose of this technical paper is to bring together work to date related to residential development issues and to formulate parameters for a strategy for coastal residential development over the next 20 years; this strategy then forming an integral part of the wider Hastings Coastal Environment Strategy. This paper is one of a series aimed at addressing key technical issues for the HCES (refer Figure 1.1).*

*The paper identifies statutory requirements related to coastal development and highlights a number of strategic objectives and priority issues established for the coastal environment. Demand trends and residential preferences are assessed before known constraints are identified. The paper establishes a broad framework for accommodating demand in a sustainable manner and satisfying the objectives and policies identified. Areas requiring further work subsequent to release of the HCES are also identified.*

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<sup>1</sup> *Other technical papers address these matters in more detail.*

Figure 1.1 HCES Study - Process Schematic



## STATUTORY FRAMEWORK

### 2.1. RESOURCE MANAGEMENT ACT 1991

*Technical Paper #1 provides an overview of the Purpose and Principles of the RMA, in particular Part II matters of relevance to the Hastings Coastal Environment. Specific policy direction of relevance to residential development is contained in the New Zealand Coastal Policy Statement (NZCPS) and the operative Hawkes Bay Regional Policy Statement (1995) and the Proposed Hawkes Bay Regional Resource Management Plan 2000, which includes a review of the Regional Policy Statement. Relevant policies on the NZCPS include:*

- *Policy 1.1.1 NZCPS - preservation of the natural character of the coastal environment by encouraging appropriate subdivision, use & development in areas already compromised, by ensuring that the potential effects of subdivision, use & development take into account natural character values of the site & its environs & by avoiding cumulative adverse effects;*
- *Section 3.1 NZCPS - to maintain & enhance amenity values in the coastal environment during subdivision, use or development;*
- *Section 3.2 NZCPS - provide for appropriate subdivision, use & development of the coastal environment by: identifying appropriate areas for forms of use; avoiding, remedying or mitigating adverse effects of activities on the environment; ensuring that any adverse effects are offset by environmental benefits (e.g. financial contributions); ensuring that use & development is adequately serviced; providing for papakainga development where appropriate; & encouraging land use activities that enhance water quality.*
- *Policy 3.4.4 & 3.4.5 - recognise dynamic coastal processes (including sea level rise) & ensure that new subdivision, use & development is located & designed to avoid the need for hazard protection work;*

*The policy direction of the Regional Resource Management Plan focuses on the health and quality of land, soil, water and air resources of the region. Urban growth and land use practices are identified as one factor that can adversely impact upon these resources.*

### 2.2. DISTRICT PLAN POLICY

*The Transitional Hastings District Plan (former Hawke's Bay County District Scheme), whilst dated (1984), still provides useful background on coastal residential development issues in the region. The Scheme establishes a planning strategy for the county which includes encouragement of residential development around selected, appropriate marae but concludes that other urban development should be largely focused in existing centres and settlements.*

*The Scheme identifies residential zones at Waipatiki, Whirinaki, Clive, Haumoana, Te Awanga and Waimarama. Bach settlements at Tangoio and Ocean Beach lie in Rural Zones. An overlay zoning of Conservation Area (which restricts housing development) applies along the coastal strip which may be subject to coastal erosion.*

*The Proposed Hastings District Plan (1997)<sup>2</sup> establishes an interim management regime for the coastal environment (section 2.7) pending the outcome of the HCES. This interim regime recognises a lack of integrated management in the coastal environment and in essence adopts a precautionary approach until an integrated strategy is available.*

*Resource Issues identified in the Plan of relevance to coastal residential development include:*

- *Preservation of natural character*
- *The coast as a significant repository of natural values*
- *Visual and landscape impacts from use and development*
- *The significance of the coast as a recreation resource*
- *Tangata Whenua values and heritage*
- *The need to sustain existing coastal settlements and manage the effects of their growth*
- *The lack of adequate planning for existing bach settlements (Tangoio, Ocean Beach)*
- *Constraints due to natural hazards (especially erosion and inundation)*
- *The need to respond to a proposed private plan change promoting residential development at Ocean Beach.*

*The Proposed Plan identifies the completion of the HCES as a specific policy with a target date no later than two years from the Plan becoming operative. In the mean time the key precautionary policy directive of the Plan is to carefully assess and manage any future residential expansion beyond existing zone boundaries.*

*With these interim policies in mind, the Plan confirms the residential zoning's of the Transitional Plan at Waipatiki, Whirinaki, Clive, Haumoana, Te Awanga and Waimarama. Possible residential zone expansions signalled in the Hastings Urban Development Strategy 1993 (HUDS) at Clive and Te Awanga have not been adopted<sup>3</sup> and significantly the Clive residential area has been included within the General Residential zone<sup>4</sup>, whereas the other coastal settlements have been zoned Coastal Residential, a zoning aimed at recognising the special character and sense of place of these coastal settlements which satisfy niche residential markets. The Plan also notes that these settlements have a range of servicing and natural hazard constraints which warrant careful development control.*

*Within the Residential section of the Plan there are a number of general objectives and policies which will be relevant to this technical paper:*

*"R01 To enable a diverse range of housing demands, preferences and lifestyles while ensuring that adverse effects of residential use, development or subdivision are avoided, remedied or mitigated.*

*R04 To recognise and promote the special urban character of the major urban settlements and the unique sense of place existing in the plains and coastal settlements.*

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<sup>2</sup> *The PHDP is part way through the statutory process. Several submissions concerning coastal development issues have been received and heard by Commissioners.*

<sup>3</sup> *These growth areas would accommodate approximately 90 sites at Clive and 30 sites at Te Awanga if infrastructural and hazard constraints can be remedied.*

<sup>4</sup> *Residential preference and demand surveys and community consultation have confirmed that Clive township is not generally considered to be part of the coastal environment, whereas the remnant settlement at East Clive is identified with its coastal setting.*

*R05 To ensure that residential development does not occur unless adequate levels of infrastructural services are in place.*

*RP4 Provide for a wide variety of residential housing and subdivision types in residential areas, provided adverse effects are avoided, remedied or mitigated.*

*RP13 Maintain and enhance the special amenity, lifestyle, landscape and heritage character of the District's residential areas including:  
- Sense of place and special lifestyle opportunities of the coastal settlements*

*RP15 The provision of adequate community or on-site infrastructure including sewerage collection, treatment and disposal, water supply, stormwater collection and roading as a pre-requisite to consolidation or greenfield residential development."*

*In terms of development controls and performance standards the principal differences between the General Residential and Coastal Residential zones are as follows:*

- *Density less in Coastal Residential (500m<sup>2</sup> verses 300m<sup>2</sup>)*
- *Height is restricted to 7.5m within 150m of MHWSM*
- *Front yard wider in Coastal zone.*

*These differences are aimed at maintaining and enhancing the special coastal settlement character which exists.*

*From a coastal development perspective, it is also important to note that the Proposed Plan adopts an open and flexible approach to the development of Maori Land. Residential buildings are controlled activities throughout Maori Land holdings, subject only to a range of basic bulk and location controls and performance standards.*

## **2.3. OTHER LEGISLATION**

*A number of other statutes will have local geographic impact upon coastal residential development including:*

- *Building Act - in relation to construction in areas subject to erosion, subsidence or flooding.*
- *Historic Places Act - in relation to the protection of heritage sites and areas*
- *Conservation Act - in relation to protection of natural areas and habitat conservation*
- *Te Ture Whenua Maori Act - in relation to access over and development on Maori ancestral land.*

## **3. STRATEGIC OBJECTIVES AND PRIORITIES**

*The HCES Priority Actions Paper (PAPS) summarises the output of Issues and Options investigations and the feedback from consultation on the Issues and Options Paper. PAPS*

*develops a profile of relevant resource priorities in the coastal environment by highlighting site specific issues and potential resource conflicts requiring attention.*

*PAPS identifies the following Priority Issue relating to residential development:*

***The impact of urban land use activities and urban growth on the resources of the coastal environment.***

*The priority **Strategic Issues** identified with land use and development include:*

- the potential conflict between urban land use and other resource uses and values (particularly natural character, landscape, wilderness values);*
- the increased pressure urban land use and development places on other resources (particularly infrastructure and services);*
- the impact of coastal processes on urban growth and development;*
- that expansion of urban land use leads to increased pressure for the management of coastal processes (for example, erosion and erosion control);*
- recognition of the need to provide for urban demand in suitable locations; and*
- recognition of the special character values within the urban coastal environment.*

*From PAPS and consultation findings the following strategic objective and policies for coastal residential development have been established:*

**Objective:** To sustain the vitality and special character of existing coastal settlements and to ensure that coastal residential development and expansion is carefully managed to avoid, remedy or mitigate adverse effects.

**Policies**

- 1.** To focus residential development to those areas where the landscape and natural character values have already been compromised;
- 2.** To discourage residential development and land use where this may detract from significant natural character or outstanding landscape value;
- 3.** To ensure that land use and development avoids, remedies or mitigates potential natural hazards;
- 4.** To enable growth and development in areas with suitable infrastructure and resources;
- 5.** To avoid adverse effects and promote resource efficiency by ensuring that any urban expansion beyond existing coastal settlements is justified in terms of demand and supply relative to alternative options and locations.

*In terms of priority sites for addressing residential issues PAPS identified the following:*

*High Priority Sites:*

*Waimarama - demand for growth, infrastructure and physical process constraints, potential recreation and amenity conflicts. Papakainga potential.*

*Ocean Beach - infrastructure and access constraints, physical process limitations, potential conflicts with social, cultural, natural and recreational values. Papakainga potential.*

*Clifton - significant physical process and infrastructure constraints, conflict with recreation, amenity and public access values.*

*Moderate Priority Sites:*

*Tangoio - potential conflicts between residential use and development and landscape, recreation/access values.*

*Waipatiki - potential expansion constrained by infrastructure capacity, potential conflicts with recreation, amenity and natural values.*

*Te Awanga - demand for growth constrained by infrastructure capacity. Potential conflicts between growth and amenity values*

*Haumoana – demand for growth is significantly constrained by physical processes and natural hazards which it is difficult to remedy from an infrastructure perspective.*

*Low Priority Sites:*

*Whirinaki - potential infrastructure constraints to growth, potential conflict with natural values (Esk River) and industrial land use.*

*Aropaoanui - significant resistance to development due to conflicts with natural, recreational, social and cultural values.*

*The strategic policy framework, resource and site specific priorities identified above, form a basis for technical assessment of demand, preference and supply issues later in this paper.*

## 4. RESIDENTIAL DEMAND AND PREFERENCES

### 4.1. THE HAWKE'S BAY HOUSING MARKET

*In order to gain an understanding of likely residential demands and preferences over the next 20 years, it is necessary to establish a profile of the Hawke's Bay housing market and more specifically the market in coastal areas.*

*HUDS developed a community profile and assessed likely demand and preferences for urban residential development through to 2016<sup>5</sup>. The relevant elements of this profile were that:*

- Population growth will remain low, however demand for dwellings will continue as household size decreases and the population age and housing needs change.*
- The majority of demand and hence growth will be directed to the urban centres of Hastings and Havelock North and to Napier with rural and rural residential areas contributing only a small proportion of growth.*
- Niche market demands continue to be important, particularly for rural and coastal settlements.*
- There is an emerging trend for Maori to return to marae, hence papakainga demand is likely to increase particularly in rural areas.*
- There is evidence of an emerging commuter population establishing at beach settlements such as Haumoana and Te Awanga, replacing the historical dominance of holiday baches at these settlements.*

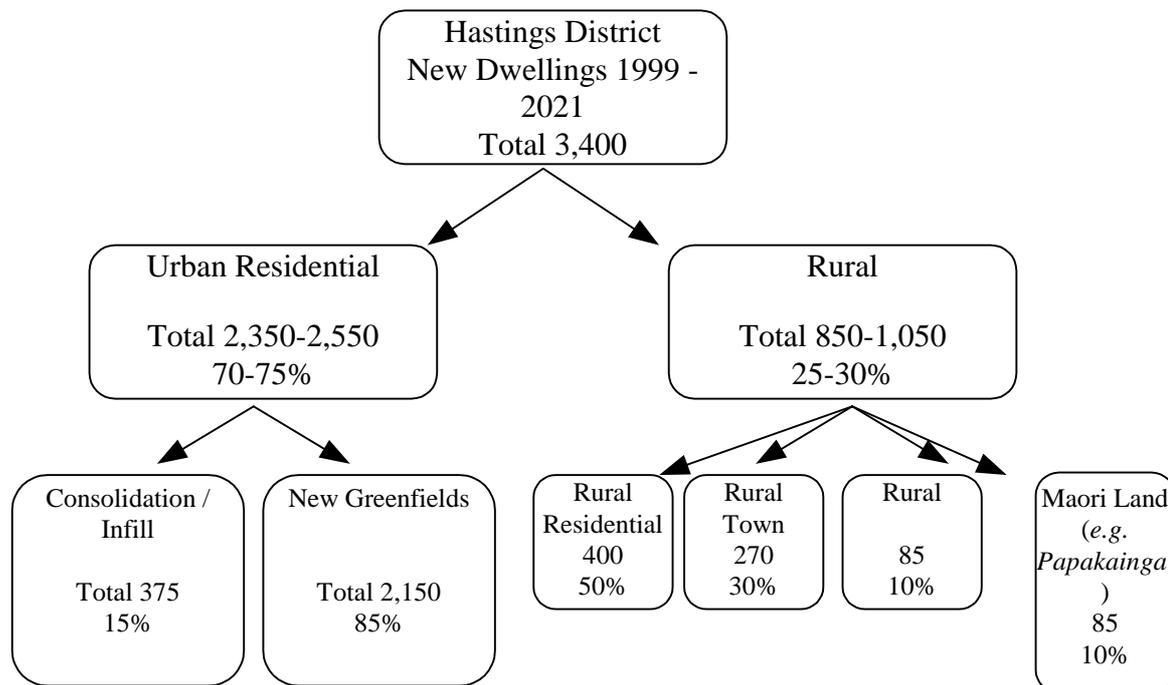
*The HUD's Review 1999 updated demographic, demand and preferences investigations and confirmed that most aspects of the Urban Development Strategy continue to be relevant. However the Review identified a significant shift in growth patterns in rural areas since 1993 with approximately 50% of all growth occurring in rural localities (rural towns, rural residential and farming areas). In particular rural-residential growth has been significant representing up to approximately 30% of all dwelling growth<sup>6</sup>. As a result of this new trend the Review recommends that further work be undertaken to determine how this growth is impacting upon rural areas and whether or not it represents a response to a lack of urban development alternatives, particularly in Hastings. The Review concludes that some changes to the strategy parameters for accommodating demand are needed to reflect this rural shift and increases the proportion of rural growth over the next 20 years from the earlier recommendation of 10% to 25-30% of all dwelling development as illustrated in Figure 4.1 below.*

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<sup>5</sup> HUDS identified the dominant catchment for urban demand as the Heretaunga Plains from Napier in the north to the western foothills and to the coast as far south as Te Awanga.

<sup>6</sup> The nature of data collection makes confirmation of this figure difficult as rural areas are defined by extensive geographic boundaries.

FIGURE 4.1



Source: Hastings Urban Development Strategy Review (BCHF), 1999, p. 8

A proportion of this rural growth will occur in the coastal environment as discussed in Section 4.2 below.

## 4.2. COASTAL HOUSING MARKET

Coastal residential demand is often difficult to accurately assess because of the complex interrelationships between permanent occupants, bach owners and holiday makers. For coastal areas within reasonable driving distance of major centres external influences on demand can be more significant than local housing trends. However this is likely to be a less significant factor in the Hawke's Bay as there are few major "donor" centres within 1- 2.5 hours drive of the Bay<sup>7</sup>. In this respect the Hawke's Bay housing market can be considered as relatively isolated and localised and the majority of coastal housing demand will have a local source with a relatively stable population base. In contrast, given its geographic setting, as a part of a wider east coast tourist trail, it is likely to capture a reasonable share of the itinerant traveller market, hence the significant number of existing and new temporary accommodation facilities in the region.

<sup>7</sup> 2.5 hours has been selected as a reasonable time threshold for the majority of bach travellers as all major NZ cities and provincial centres lie within reasonable proximity of a diverse variety of coastal and other holiday destinations. Travel beyond this threshold is likely to be undertaken for specific purposes (eg a hobby or family ties) or as part of a wider tourist (itinerant) trail. Possible donor centres within 2.5 hours drive of Hastings include Palmerston North, Taupo, Wairoa and Gisborne as well as more local provincial centres such as Dannevirke, Waipawa and Waipukurau. These centres also have a wide variety of destination choices (including coastal areas) beyond Hawke's Bay.

*Within the Hawke's Bay, HUDS identified a range of niche housing markets. The Strategy concluded that in order to satisfy a variety of niche demands and housing preferences a variety of locational and development choices should also be available. The HUDS Review confirms that a shortage of supply in one market niche can lead to some additional uptake of capacity in another sector, however distinctive demands remain. To test whether the same strategy foundation is appropriate in the Hastings coastal environment a number of background studies have been completed. The conclusions of these studies are summarised below:*

#### **4.2.1. CONSULTATION ON HCES ISSUES AND OPTIONS PAPER**

*The Issues and Options Paper was utilised as the basis for an extensive consultation programme with interest groups, coastal residents and land owners, statutory agencies and Tangata Whenua. Several significant written submissions were received which provide valuable feedback from particular localities or interest groups. With particular regard to land use and development the following broad themes related to demand and preferences emerged:*

- *that there is general community opposition to the opening up of new residential areas or settlements along the coast given the choice already available and concern about ribbon or strip housing development.*
- *that the special character of settlements (eg Te Awanga, Ocean Beach bach settlement) must be retained, hence careful growth management is needed.*
- *that distinct communities of interest exist reflecting the diversity of the Hastings coast.*

#### **4.2.2. COMMUNITY PERCEPTIONS QUESTIONNAIRE**

*This postal questionnaire asked questions about how people perceive the coastal environment, its resources, values and conflicts. The questionnaire included questions about residential development both generally and for specific coastal sites.*

*With regard to land use and development the following conclusions were drawn from the 202 responses:*

- *there appeared to be an overall neutral response to residential development in "new" coastal areas and limited support for expansion of existing coastal residential areas.*
- *residential expansion was generally supported at Te Awanga and Waimarama but the response was more neutral for Waipatiki, Whirinaki and Ocean Beach.*
- *there was some support to restricting further expansion at Tangoio and Haumoana.*

*With regard to other values and resource issues the following outcomes have particular relevance:*

- *that the coast is a very important recreational resource for Hawke's Bay residents.*
- *that erosion management is perceived as a particular concern at Clifton and Te Awanga.*
- *that there is support for the protection of natural character values, particularly at Aropaoanui, Ocean Beach and Waipatiki.*
- *that Tangoio Headland and Cape Kidnappers have outstanding landscape values warranting protection.*
- *that there is general support for protecting "wildness" values along the coast.*
- *that recognition of special character values of existing bach settlements (eg Tangoio, Ocean Beach and Haumoana) is limited.*
- *that improved recreation management and facilities development is a priority for the Hastings coast.*
- *that roading improvements were identified as an important issue at Waipatiki and Ocean Beach.*

#### **4.2.3. RECREATION AND PERCEPTIONS SURVEYS**

*These on site beach surveys undertaken during the summer of 1997/98 focused on recreational usage but also sought feedback from beach visitors on their perceptions of values and coastal resources. The surveys also sought information on geographic spread for beach users which provides some information to evaluate niche market beach usage.*

*The main outcomes of relevance to this paper were as follows:*

- *that the Hastings coastal environment attracts a diverse range of visitors over the summer holiday period with the majority being day trippers from Hawke's Bay but also a significant number of travellers from elsewhere in the North Island. Obviously one would expect the number of travellers from outside the region to decrease outside of holiday periods.*
- *that there is a significant visitor preference for certain sandy surf beaches (Waipatiki, Ocean Beach and Waimarama) at least over the summer holiday period.*
- *that other less populated beaches are still rated highly by the visitor groups they attract (their niche) and by other beach users who frequently visit these beaches on other occasions. For example Clifton, Tangoio and Haumoana.*
- *that northern beaches tended to be used more by residents of Napier than Hastings.*
- *that significant value is derived from the "quietness and peacefulness" of Hastings beaches.*
- *that recreation facilities were considered poor in most locations with access a constraint at Ocean Beach, Aropaoanui and Tangoio.*

#### 4.2.4. HUDS REVIEW HOUSING MARKET SURVEY

*As background to the HUDS Review a Housing Market questionnaire was circulated to 60 businesses and organisations involved in the Hawke's Bay housing market. The survey included a specific section on coastal residential development. Although the response rate from these businesses was poor (only 25%), the feedback that was received provides valuable insight into coastal demands and preferences<sup>8</sup>.*

*All respondents indicated that less than 25% of their business came from the coastal settlements.*

*The respondents indicated that the market for retirement dwellings was more active than the bach/holiday home market. Of the existing coastal settlements Te Awanga and Haumoana appear to provide a larger proportion of current coastal business whereas other settlements, especially Whirinaki and Waipatiki are quiet.*

*No settlements were consistently identified as having an excess of demand over supply although Te Awanga was identified by 50% of respondents as having demand excess and Haumoana by 20%. Interestingly 40% of respondents indicated that no settlements at all had excess demand. This suggests a relatively flat coastal housing market. The main reason given for demand at Te Awanga and Haumoana was proximity to both cities. This supports the evidence of an emerging commuter emphasis for these settlements.*

*Respondents were asked to identify key words which best define each settlements niche market. The main responses here were:*

- *Waimarama - holiday, alternative lifestyle, retirement, wealthy*
- *Ocean Beach - holiday, alternative lifestyle, retirement, exclusive*
- *Te Awanga - alternative lifestyle, family, wealthy, retirement*
- *Haumoana - alternative lifestyle, retirement, safe for family*
- *Whirinaki - alternative lifestyle, holiday, large homes, permanent*
- *Tangoio - holiday/bach, low quality*
- *Waipatiki - holiday, exclusive, lifestyle*
- *Clive - suburb, alternative lifestyle*

*Other general comments made were that the Hastings coastal market is considered a "specialist market", that it is "over-rated" and that there was perceived to be "reasonable demand" in some areas (Te Awanga, Haumoana and Clive)*

*This simple analysis supports the notion of a series of distinct niche markets with different settlements serving different needs or desires. Interestingly the responses confirm that Clive is not considered to be part of the coastal environment. The general perception is that the Hastings coastal residential market is not large and remains relatively flat without significant growth or demand pressures either locally or from external sources.*

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<sup>8</sup> *Response rate to coastal section of questionnaire (n = 10)*

<sup>9</sup> *Ocean Beach was also identified but by only one respondent*

#### 4.2.5. HUDS REVIEW DEMOGRAPHIC REVIEW 1991 - 1999

*This review analysed growth in population and dwellings since the 1991 census and revisited HUDS projections using the 1996 Census as a base. The District grew by 4.3% (approximately 0.4% per annum) over the decade 1986 to 1996. This equates to growth of approximately 270 people per annum which exceeds the projected growth rates provided by Statistics NZ based on the 1991 census but is still below the national growth for the same period (10.9%).*

*Proportional growth in dwelling numbers was significantly higher than population growth with 12.2% growth over the decade. This is consistent with the trend towards decreasing household size as household structures change and the population ages.*

*Revised projections for growth in population and dwellings indicate that the population will continue to grow slowly until 2011 before stabilising and perhaps declining slightly due mainly to an aging population, through to 2021. The number of dwellings in the District is expected to grow slowly but steadily over the next 25 years, averaging around 150 dwellings per year. Of course these projections must be viewed with caution due to the influence of external factors such as the economy and government immigration policy.*

*More significant for coastal residential development is the emergence over the last 5 years of a significant shift in growth to rural areas. The total proportion of the population within urban areas has dropped from 87% to 85% since 1981. While much of this growth is of a rural-residential nature around the urban periphery, rural CAU's with coastal boundaries including Haumoana CAU and Waimarama have experienced above average growth<sup>10</sup>.*

*As a consequence of this shift in the distribution of growth, the HUDS Review re-evaluated the growth strategy through to 2020 and assumed that up to 30% of demand will go to rural areas.*

#### 4.2.6. HUDS REVIEW CONSENTS AND SALES, JUNE 1999

*Property sales data, building and resource consents between 1993 and 1999 were analysed to identify significant trends which would impact upon the growth strategy. A number of findings from this work are relevant to the coastal housing market and these are summarised below:*

- *the housing market has been slow since 1993, however average house prices have significantly increased.*
- *the low cost property market remains flat with more demand in the middle to upper market sectors.*
- *there has been a slight slowing down in the numbers of new dwellings permitted and in the last 2 years an average of 160 permits were issued.*
- *Rural CAU's with coastal frontage (Haumoana, Tangoio, Waimarama) have averaged approximately 2-5 dwellings each per year since 1993, although it is not possible given the size of these CAU to pin point whether these are concentrated along the coastal strip.<sup>11</sup>*

<sup>10</sup> *The size of these rural CAU's means it is not possible to pin point specifically where the growth has occurred.*

<sup>11</sup> *Field investigation suggests they are rather more dispersed through-out the CAU's.*

#### 4.2.7. DEMAND ASSESSMENT

*Based on the above analysis it is possible to develop a general projection of likely housing growth and demand in the coastal environment over the 20 year HCES planning period.*

*It is estimated there are currently 1500 dwellings in the coastal environment which represents 40% of all rural dwellings in the Hastings District. The bulk of these existing dwellings lie in existing settlements (estimated at 1350 - 1400) with the remainder being rural or lifestyle dwellings. Based on recent demographic and permit trends it is apparent that more growth has occurred within rural areas away from the coast than along the coast, hence the proportion of rural dwellings lying in the coastal environment is gradually declining.*

*Looking at the HUDS Review Strategy Parameter diagram (refer section 4.1 above) it is possible to break the rural strategy parameters down further to reflect coastal contributions as follows:*

- *Rural-Residential - there is little opportunity for this type of development along the coast hence it is likely to represent no more than 10% of this form of development (say 40 dwellings through to 2021).*
- *Rural Town - it is estimated that 70% of all rural town dwellings in the District are contained within the coastal settlements of Waipatiki, Tangoio, Whirinaki, Haumoana, Te Awanga, Ocean Beach and Waimarama. Using this estimate, approximately 190 new dwellings will need to be accommodated in coastal rural towns through to 2021 (to meet unconstrained demand).*
- *Rural - there is limited opportunity for new stand alone rural dwellings in the coastal environment, hence this sector is likely to represent no more than 10% of all rural dwellings constructed through to 2021 (say < 10 dwellings)*
- *Papakainga - It is estimated that no more than 10% of any papakainga housing would occur along the coast hence this contribution to housing numbers is likely to be small (say 10 dwellings)<sup>12</sup>*

*Based on these estimates, a total of approximately 250 new dwellings will need to be accommodated along the coast over the next 20 - 25 years, with up to 200 in settlements, if existing demand is to be satisfied. As indicated earlier it is likely that if choices remain without undue constraints, this growth will be focused in various niche market areas reflecting the different preferences which exist. The analysis to date suggests that these niche market areas can be broadly defined as follows:*

- *Northern Residential - Waipatiki*
- *Plains Residential Alternatives*
  - *Tangoio*
  - *Whirinaki (especially for Napier)*
  - *Bayview (especially for Napier)*
  - *Haumoana and Te Awanga*

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<sup>12</sup> *The distinction between rural town, rural and papakainga housing is likely to be somewhat artificial in some coastal settings (eg Waimarama)*

- *Southern Residential*
  - *Ocean Beach*
  - *Waimarama*

*The capacity and constraints to supply in these niche market areas are assessed in Section 5 below.*

## 5. DEVELOPMENT CONSTRAINTS

### 5.1. POLICY CONSTRAINTS

As outlined above there are a number of PART II matters of the RMA<sup>13</sup> which establish a policy framework for guiding residential development along the Hastings coast. In so much as these policy directions address potential for conflicts between significant natural, cultural or social values, they represent a constraint to development in terms of location, scale and design.

Significant natural and cultural values along the Hastings coast are assessed in detail in other technical papers and HCES background papers. From a residential settlement perspective the main constraints evident from Part II policy can be interpreted in a spatial sense generally as follows<sup>14</sup>:

- Aropaoanui* - natural character through wildness, landscape, isolation (s6(a), 7(c), 7(g))  
- recreation and access values (s6(d))
- Waipatiki* - natural character through wildness, landscape, bush remnants (s6(a), 6(b), 6(c), 7(d), 7(g))  
- cultural values (including waahi tapu and kaimoana resources) (s6(e), 7(a))  
- recreation and access values (s6(d))  
- amenity values including special residential character (s7(c))
- Tangoio* - Tangoio Headland as outstanding landscape (s6(b))  
- recreation and access values (s6(d))  
- amenity values including special residential character (s7(c))
- Haumoana* - natural character values of wetlands and river mouth (s6(a))  
- cultural values (kaimoana resources) (s6(e), 7(a))
- Te Awanga/  
Clifton* - as entry to Cape Kidnappers (outstanding landscape), (s6(b))  
- cultural values (kaimoana resources) (s6(e), 7(a))  
- natural character values of wetlands (s6(a))  
- heritage values (s7(e))  
- recreation and access values (s6(d))
- Ocean Beach* - natural character through wildness, landscape, isolation (s6(a), 7(c), 7(g))  
- natural and intrinsic values (pingao and dune systems (s6(b), 6(c), 7(d))  
- cultural values (including waahi tapu and kaimoana resources) (s6(e), 7(a))  
- amenity values including special residential character (s7(c))  
- recreation and access values (s6(d))

<sup>13</sup> These matters form the basis for policy direction in the NZCPS, the PHBRRMP and the PHDP.

<sup>14</sup> It is also recognised that values may vary within a settlement area, for example Waimarama has developed and undeveloped sections.

- Waimarama*
- natural character through wildness, landscape (northern end) (s6(a), 7(c), 7(g))
  - cultural values (including waahi tapu and kaimoana resources) (s6(e), 7(a))
  - recreation and access values (s6(d))

## 5.2. PHYSICAL CONSTRAINTS

*Physical constraints include land capability limitations (for example steepness of slope, stability problems or low lying wet or flood prone land); dynamic coastal processes leading to erosion or inundation hazard; protected sites and areas (heritage sites and natural areas); and infrastructure constraints including lack of adequate infrastructure such as road access, sewage treatment and disposal, water supply or stormwater management, capacity or performance limitations<sup>15</sup>. The location, extent and nature of Maori land ownership may also establish spatial (and legal) limitations for access and development.*

*To date little work has been done by either public agencies or private landowners to accurately document physical constraints along the Hastings coast or to formulate proposals to engineer solutions to these constraints. However a number of constraints are self evident or can be deduced spatially from available information and field observation. The following provides a brief synopsis of the known constraints to the location, scale and form of further or new development at existing settlements<sup>16</sup>.*

### 5.2.1. AROPAOANUI

- *The alluvial river flats are subject to occasional inundation during flood events meaning that their use for anything other than itinerant travellers accommodation is undesirable. The surrounding hill country is steep and erosion prone.*
- *A coastal hazard zone exists recognising the potential for erosion and inundation beyond the beach and lagoon.*
- *The area is unserviced and remote hence any development would need to be entirely self sustaining from an infrastructure perspective.*
- *Road access is poor. Anything other than a very small settlement would require significant investment in road upgrading and on-going maintenance and well as resolution of legal access issues.*
- *There are extensive areas of Maori land (refer Appendix 2)*
- *Archaeological sites are recorded warranting more detailed investigation if development were contemplated.*

<sup>15</sup> *Technical Paper 3 provides more information on infrastructure issues and priorities.*

<sup>16</sup> *Appendix 1 provides an indicative map of known natural and historic sites highlighting areas of concentration where more detailed site investigation will be necessary as a pre-requisite to any development. Appendix 2 provides an indicative map of known Maori land holdings in the coastal environment.*

### 5.2.2. WAIPATIKI

- *The stream valley (including the road access) is subject to occasional inundation during flood events. Other low lying areas have wetness limitations with high ground water levels. Most of the surrounding hill country is steep and erosion prone. Any growth away from the existing settlement area would require specific hazard assessment (eg the southern stream banks).*
- *A coastal hazard zone exists recognising the potential for erosion and inundation beyond the beach and lagoon.*
- *The area is unserviced and remote from public infrastructure. There is some evidence of existing problems with on site waste water disposal, particularly on low lying sites. Options for improved wastewater management (eg community schemes or package plants) should be assessed as possible future alternatives or enhancements to on-site systems. Stormwater from any expansion of the existing settlement requires careful management.*
- *Road access is difficult and any large scale residential development would warrant significant works.*
- *Bush remnants on steep land are protected and opportunities exist to extend the natural linkages along the stream valley.*
- *A number of archaeological sites are recorded. Field investigations will be a pre-requisite to any residential expansion.*

### 5.2.3. TANGOIO

- *A coastal hazard zone exists recognising the potential for erosion, however recent monitoring suggests a gradual accretion in this area, hence storm wave events have more relevance here.*
- *Surrounding hill country is steep and erosion prone.*
- *The area is unserviced and remote from public infrastructure.*
- *There are a number of Maori land holdings in this area (refer Appendix 2).*
- *Tangoio Headland is recognised as a outstanding landscape and also has heritage values warranting protection.*

### 5.2.4. WHIRINAKI

- *A coastal hazard zone exists recognising the potential for erosion, however recent monitoring suggests a gradual accretion in this area. Much of the area is low lying and land in the vicinity of Esk River mouth may be specifically at risk from inundation during flood events or due to river mouth movement.*

- *The area relies on on-site wastewater disposal. Whilst there is no documented evidence of adverse effects from septic tank effluent, the requirement for disposal fields acts as a constraint to intensification of the settlement. With development of a community wastewater scheme at Bayview, potential exists for an integrated solution.*
- *Road access needs to be carefully planned to avoid adverse impacts upon the state highway.*
- *The Esk River mouth and lagoons have significant ecological values.*
- *The close proximity of Pan Pac Mill and Whirinaki industrial node means that a buffer must be maintained to avoid reverse sensitivity effects (especially in relation to noise).*
- *There is a Maori cemetery at the southern extremity of the settlement.*

### **5.2.5. HAUMOANA<sup>17</sup>**

- *The settlement lies adjacent to the Tukituki River mouth. Extensive flood protection measures are maintained however the settlement remains very low lying and susceptible to ponding hazard. Stormwater management and disposal is difficult.*
- *A coastal hazard zone extends up to 250m landward of MHWS including numerous existing dwellings along the coastal strip. Aerial photographic evidence suggests that approximately 30m- 40m of erosion has occurred along the coastal strip between Haumoana and Te Awanga since the first aerial photographic record of 1936. This equates to 0.6m per year on average. In addition storm wave surge is a significant issue with the shingle barrier often penetrated. HBRC has recently constructed a groyne at the Tukituki River mouth, the first in a proposed groyne field along this strip of coast aimed at capturing gravel as it moves northwards, hence improving gravel retention and reducing the erosion rate.*
- *The settlement has water supply but no public sewerage system. Effluent disposal from septic tanks is a concern due to the low lying nature of the land. Reliance on private systems limits the potential for infill or intensification of the settlement. Any significant expansion would require a community based solution to waste water.*
- *The Tukituki River mouth and associated lagoons and wetlands have significant conservation value.*

### **5.2.6. TE AWANGA<sup>18</sup>**

- *Localised flood hazard exists in the vicinity of the Maraetotara River and a substantial portion of land adjacent to the southern end of the residential area acts as a flood plain and is precluded from development.*

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<sup>17</sup> *Haumoana was evaluated as an urban growth option during HUDS. The study concluded that due to the constraints and hazards that exist it should not be identified as a target area for growth.*

<sup>18</sup> *Te Awanga was evaluated as an urban growth option during HUDS. The study concluded that provided flood hazard and infrastructure constraints are addressed, some expansion of the settlement is feasible.*

- *A coastal hazard zone extends up to 200m landward of MHWS including numerous existing dwellings along the coastal strip. Aerial photographic evidence suggests that approximately 50m of erosion has occurred adjacent to Te Awanga township since the first aerial photographic record of 1936. This equates to up to 1m per year on average. In addition storm wave surge is a significant issue with the remnants of the shingle barrier occasionally penetrated. HBRC has recently constructed a groyne at the Tukituki River mouth, the first in a proposed groyne field along this strip of coast aimed at capturing gravel as it moves northwards, hence improving gravel retention and reducing the erosion rate.*
- *The settlement has water supply but no public sewerage system. Effluent disposal from septic tanks is a concern due to the low lying nature of the land. Reliance on private systems limits the potential for infill or intensification of the settlement. Any significant expansion would require a community based solution to waste water.*
- *The Maraetotara River and coastal wetlands have conservation values and there are numerous archaeological sites recorded from Te Awanga to Cape Kidnappers. Field investigations should be undertaken before any settlement expansion occurs.*

### **5.2.7. OCEAN BEACH**

- *Localised inundation potential is a constraint close to the Waipuka Stream mouth. Hill country away from the coastal dune strip and stream valleys is steep and erosion prone.*
- *A coastal hazard zone exists recognising the potential for erosion and inundation (wave run up) beyond the beach .*
- *The area is unserviced and remote hence any development would need to be self sustaining from an infrastructure perspective. This may require either community, package or private on-site facilities. There is some concern about potential impacts from existing septic tank disposal fields close to the Waipuka Stream and MHWS.*
- *Road access is poor and there are legal constraints associated with the existing beach access. Anything other than a small settlement would require significant investment in road upgrading, realignments and on-going maintenance as well as resolution of legal access issues. These improvements may be necessitated in any case by increasing recreation demand.*
- *Maori land holdings exist generally to the south of Waipuka Stream including the existing beach settlement and part of the access road.*
- *There are numerous recorded archaeological sites along the beach and many more unrecorded sites are likely. A full field investigation will be a pre-requisite to any development proposal.*
- *The dunes along Ocean Beach are some of the best preserved along the central east coast of the North Island. They have important habitat and intrinsic value.*

### 5.2.8. WAIMARAMA

- *Localised inundation potential is a constraint close to a number of small streams which discharge to the sea.*
- *A coastal hazard zone exists recognising the potential for erosion and inundation (wave run up) beyond the beach. This zone extends up to 450m landward of MHWS and includes numerous existing dwellings and areas of vacant flat land. Previous erosion has impacted upon a number of dwellings. A range of protection works have been undertaken along the southern end of the beach and a coast care scheme is also working to re-establish a natural dune barrier. The northern part of the beach remains in largely a natural state with dune systems and significant building setbacks.*
- *The area is unserviced and remote hence any development would need to be self sustaining from an infrastructure perspective. This may require either community, package or private on-site facilities. There is some concern about potential impacts from existing septic tank disposal fields close to streams, lagoons and MHWS.*
- *There are extensive Maori land holdings both along the beach and in back country.*
- *There are recorded archaeological sites along the beach and more unrecorded sites are likely. A full field investigation will be a pre-requisite to any development proposal.*

### 5.3. SOCIAL AND CULTURAL CONSTRAINTS

*Feedback from consultation and preference surveys<sup>19</sup> undertaken as part of the HCES project provides a useful barometer of social and cultural values that will impact upon residential development options and demands. A number of common themes have emerged which will have an influence in shaping on-going coastal residential development patterns in the District.*

- *a perception that some urban expansion in the coastal environment is inevitable and necessary but that this growth needs to be focused in areas where other resource values (especially natural character, landscape, wilderness, recreation and cultural values) will not be adversely affected.*
- *a general perception that given likely levels of demand there is little need for large scale coastal development of the type seen in other districts, hence there is more opportunity to maintain and enhance the natural, cultural and heritage resources of the Hastings coastline as a recreation and tourist destination.*
- *an understanding that infrastructure limitations are a significant constraint to expansion at existing settlements (eg Waipatiki, Haumoana, Te Awanga and Waimarama) which conflicts with a desire to direct growth to these existing settlements, which are considered appropriate places for growth to occur.*

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<sup>19</sup> *These include all of the surveys and studies outlined in section 4.2 of this report.*

- *a recognition of the special character and niche market functions (eg as alternative lifestyle choices) of a number of settlements, and a consistent desire to see special character and amenity maintained and enhanced.*
- *a distinctive Tangata Whenua perspective and close affinity with the coast and a desire for greater participation in coastal management recognising the significant Maori land holdings which exist.*

*With regard to particular localities, the following is a list of common themes regarding residential development issues that have emerged from HCES consultation to date<sup>20</sup>:*

- Aropaoanui* - *Clear and consistent preference for limiting development and maintaining its natural character; and*
- *Desire to maintain and enhance its wilderness and remoteness values as an alternative recreation experience.*
- Waipatiki* - *Common desire to maintain and enhance special residential character; and*
- *Recognition that some residential expansion is possible provided infrastructural constraints addressed.*
- Tangoio* - *Concern about the perceived barriers to access that each settlement is seen to create;*
- *Recognition of special residential character and desire to maintain this; and*
  - *Concern about development impacts on hill country from a landscape perspective.*
- Whirinaki* - *Desire to see development consistent in scale and character with the existing settlement; and*
- *Concern over any proposal for large scale expansion of the existing residential settlement.*
- Haumoana* - *Desire to maintain and enhance special residential character; and*
- *Perception that limited intensification or expansion is feasible but that larger scale development difficult due to infrastructure and hazard constraints.*
- Te Awanga* - *Desire to maintain and enhance special residential character especially from local interest group (Te Awanga Progressive Association);*
- *Concern about the potential loss of character if conventional urban development occurs (for example ribbon development towards Haumoana); and*

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<sup>20</sup> *It is recognised that there is varying opinion on these issues. However the common themes identified are those which frequently emerged across the spectrum of consultation.*

- Recognition of the importance of this settlement as a gateway to Cape Kidnappers.

*Ocean Beach* - Consistent recognition and support for protecting natural character, wilderness and landscape values;

- Recognition and support for maintaining and enhancing the special character and sense of place of the existing bach settlement and Waipuka Stream area and the expansive open wilderness views from the access road; and
- Significant opposition from some groups and individuals regarding the appropriateness of development along the coastal flats north of the surf club.

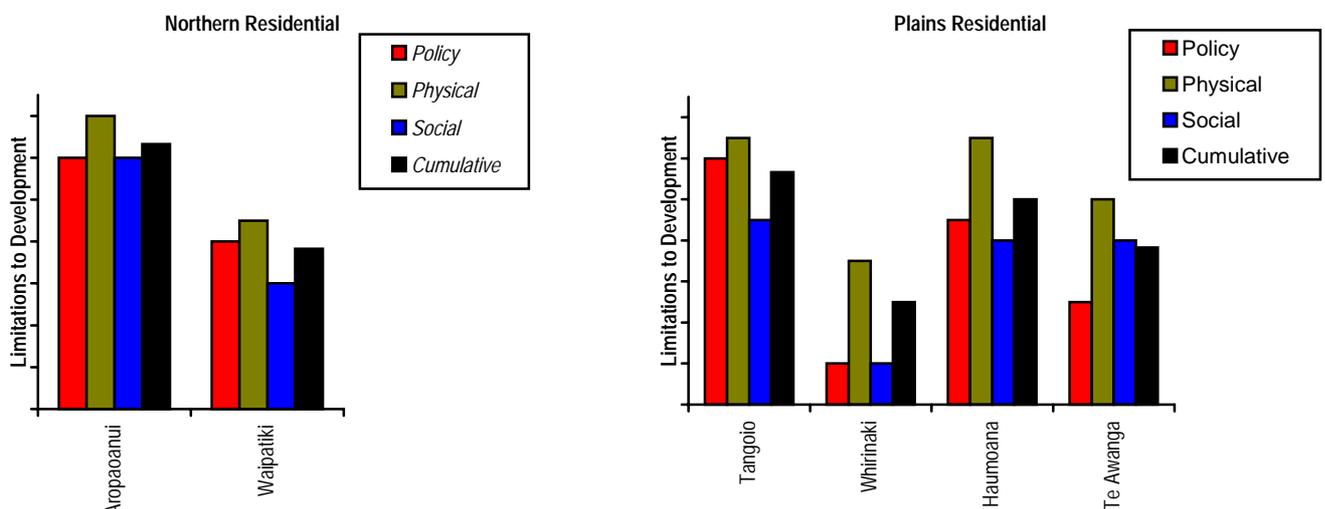
*Waimarama* - General agreement that further urban residential development is likely and can be accommodated if infrastructure is carefully planned;

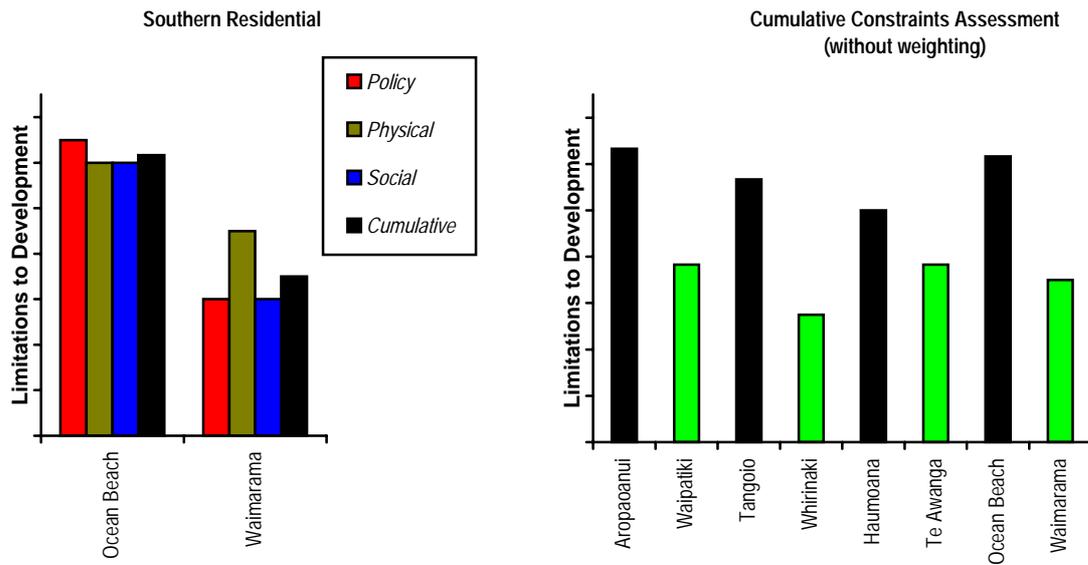
- Consistent identification of erosion as a significant issue to be addressed;
- Recognition of a distinct difference in character between the southern developed area of the beach and the northern rural/natural area, with a desire to maintain the natural values in the north; and
- Recognition that Maori will be a very important player in developing a land use strategy for the northern part of Waimarama.

### 5.4. CONSTRAINTS SUMMARY

Having regard to the general niche market areas which exist (refer Section 4.2.7), it is worthwhile developing a profile of how the various constraints described above impact spatially on the potential for settlements along the Hastings coast to satisfy existing and potential residential demand.

One way of illustrating this is to plot in a simple manner the various areas and constraint types against a vertical axis ranging from little or no constraints through to severe constraints or fatal flaws and then to assess the cumulative total of constraints which exist without at this stage weighting one factor as more or less important than another. The results of this simple analysis are illustrated conceptually below.





The graphs illustrate quite effectively that there are a number of areas where a combination of constraints make any thing other than very minor residential development difficult and undesirable. These areas include Aropoanui, Tangoio, Ocean Beach and to some extent Haumoana unless physical constraints can be adequately addressed. In contrast residential demand can be directed towards Waipatiki, Whirinaki, Te Awanga and Waimarama where constraints are moderate and likely to be manageable with careful thought to location and design.

In terms of the proposition that three niche market areas exist, it is apparent that a preferred residential development option exists in each area as follows:

- Northern Residential - Waipatiki
- Plains Residential - Whirinaki (and Bayview) in north  
- Te Awanga in south
- Southern Residential - Waimarama

Residential development beyond these areas could have significant adverse effects, hence it will require a detailed assessment of effects to demonstrate how effects are to be managed to ensure they remain no more than minor. Regard should be had to the strategic policy direction outlined earlier, in particular policy 5 which requires “need” for development to be assessed.

Section 6 of this report uses the demand and constraints analysis to establish basic parameters for a coastal residential development strategy for the next 20 years.

## 6. COASTAL RESIDENTIAL STRATEGY PARAMETERS

Section 3 of this paper highlights the relevant objectives and policies from PAPS for coastal residential development. Section 4.2.7 attempts to develop a model of anticipated coastal demand within the rural housing market over Hastings District over the next 20 to 25 years. With the constraints analysis from Section 5 it is now possible to attempt to broadly match supply and demand factors to determine whether a sustainable coastal residential strategy can be achieved having regard to the stated objective and policies.

### 6.1. DEMAND AND SUPPLY SUMMARY

This paper estimates that based on the existing market and indicators of likely future market conditions, 250 new dwellings will need to be accommodated along the Hastings coast over the next 20 - 25 years. Based on the proportion likely to go to coastal settlements as opposed to the open rural parts of the coastline, it is estimated that approximately 200 new dwellings will need to be accommodated in coastal settlements if demand is to be met. Conservatively assuming that on-site waste water disposal may be necessary, a typical residential site size in the coastal settlements is likely to remain at between 800m<sup>2</sup> and 1200m<sup>2</sup><sup>21</sup>. For 200 dwellings, this equates to a total residential land area requirement of approximately 16 - 25ha over the planning period<sup>22</sup>.

Of course the work to date demonstrates that this land would need to be distributed across the broad niche market areas to satisfy demand.

Based on the constraints analysis, the preferred settlement areas for addressing this demand are as follows:

- Northern Residential - Waipatiki
- Plains Residential - Whirinaki (and Bayview) in north  
- Te Awanga in south
- Southern Residential - Waimarama

If the coastal residential strategy is to be sustainable and consistent with the stated objective and policies, the bulk of projected demand should be accommodated within these preferred areas.

Section 6.2 examines the likely capacity of these areas in more detail.

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<sup>21</sup> Density increases will only be feasible if reticulated services are available.

<sup>22</sup> Of course topographical, landscape or other considerations may dictate a more dispersed settlement pattern in some new settlement areas.

## 6.2. CAPACITY ASSESSMENT FOR PREFERRED GROWTH AREAS

### 6.2.1. NORTHERN RESIDENTIAL (WAIPATIKI)

*There is some limited potential to expand the existing settlement eastwards without traversing land which is steep or too low lying and without compromising natural coastal values or the amenity values of the existing settlement. The preferred growth area is illustrated in Figure 6.1. It has an estimated area of 2-3 ha.*

*Further work will need to be undertaken to determine whether the land is suitable for on-site effluent disposal. Assuming that some form of on-site disposal is possible, a likely section yield if all of this area were eventually developed is approximately 15 - 20 sites. Given concerns about existing septic tanks at Waipatiki there is merit in considering alternative package plant wastewater treatment options. These options should be evaluated as part of a structure plan study for Waipatiki before development of this area proceeds and may have some impact upon density and hence section yield.*

### 6.2.2. PLAINS (COASTAL) RESIDENTIAL ALTERNATIVES

#### *Whirinaki*

*It is estimated that 12 - 15 vacant sites remain within the Whirinaki residential zone. A number of areas behind the coastal strip of houses could be developed in the longer term subject to detailed assessment of constraints such as flood hazard. Of course it is recognised that sites in most demand are likely to remain those with beach frontage and there is little evidence for demand beyond this (in the short to medium term). A structure plan is warranted at Whirinaki to guide any future growth, however it is clear at this stage that further expansion is feasible with a yield of approximately 30 coastal sites (utilising 'gaps' within the existing urban area). If reticulated wastewater was made available at some future date (eg as an extension of a Bayview scheme), further density increases may be possible adding to potential supply through infill development.*

#### *Bayview*

*As part of the Bayview Wastewater Options study, Napier City Council has estimated development potential at Bayview. The Council and community has recently resolved to proceed with investigations and consenting for a community wastewater scheme. This may see density increases within the existing settlement and will allow new areas to be developed. In theory without other constraints (such as social or amenity values) the population at Bayview could increase from around 1800 residents currently to more than 4000. This equates to at least 500 new dwellings. Whilst much of this development will occur away from the beach frontage it will still satisfy a significant proportion of the northern plains (coastal) alternative residential demand.*

*Figure 6.1- See HDC for copy of Plan*

### *Te Awanga*

*HUDS estimated that consolidation and completion within the existing urban area would generate a yield of approximately 20 sites. Since the release of HUDS it is likely that little of this potential has been utilised. In addition HUDS identified two areas considered suitable for limited greenfield development (refer Figure 6.2) totalling 6.5ha with an expected capacity of 30 sites. Since the release of HUDS this area remains undeveloped, hence it is estimated that unserviced<sup>23</sup>, provision for up to 50 sites remains.*

### **6.2.3 SOUTHERN RESIDENTIAL (WAIMARAMA)**

*Waimarama has large areas of flat and gently rolling land in both pakeha and Maori title. For the purposes of estimating capacity it is worthwhile dividing the settlement into its Southern (developed) and Northern (undeveloped) parts. These parts are currently quite different in character and have the potential to address different residential preferences.*

#### *Southern Waimarama*

*Within the existing residential zone it is estimated that capacity remains for approximately 25 dwellings. Beyond existing zone boundaries several areas warrant investigation as possible zone extensions. A possible first stage growth corridor is illustrated in Figure 6.3. Additional areas beyond this may offer potential for rural-residential development.*

*A structure plan study is needed to identify site specific constraints and a logical staged plan for growth. This plan would also identify associated infrastructure requirements including recreation and reserve land. At this stage it is possible to determine with a reasonable degree of confidence that at least 15ha of useable land should be available in Southern Waimarama for expansion. The capacity of these areas can be conservatively estimated to be at least 120 residential sites.*

#### *Northern Waimarama*

*Again ample flat to rolling land is available well beyond the coastal hazard zone and above likely wet or flood prone areas. To maintain and enhance the natural character a different approach to development may well be appropriate in northern Waimarama with a less dense and less formal urban form. A Structure Plan is also needed for northern Waimarama which addresses the significant natural and landscape attributes to be maintained and enhanced and importantly incorporates the aspirations and development plans of Iwi who are a major player here.*

*Given the largely undeveloped state of land in this area at present, it is possible to carefully structure growth to avoid some of the adverse effects created by conventional urban development in the southern area.*

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<sup>23</sup> *Provision of community infrastructure may allow further density increases if these were seen as compatible with other values (eg special character).*

*Figure 6.2 - see HDC for copy of Plan*

*Figure 6.3 - See HDC for copy of Plan*

*In particular coastal ribbon development should be avoided and opportunities exist to encourage cluster housing for example, which can fit more comfortably into the environment than either conventional urban subdivision or dispersed rural-residential subdivision and can also gain efficiencies from communal infrastructure provision for example. Papakainga may form an integral component of the growth strategy for this area.*

*Having regard to the need to carefully investigate site specific constraints and take cognisance of the aspirations of Maori land owners, it is difficult at this stage to provide an accurate estimate of potential yield at northern Waimarama. A conservative estimate based on the extent of useable land and assuming that no more than half is ever made available for development would be at least 80 sites.*

### **6.3. DEVELOPMENT IN OTHER LOCATIONS**

*It is apparent that the preferred settlement areas identified above are likely to have sufficient land to accommodate projected coastal residential demand in the various niche market areas for at least the next 25 years (and probably beyond this) provided various site or area specific constraints such as infrastructure or multiple land ownership can be adequately resolved.*

*These findings lend weight to suggested PAPS Policies 1,2, 4 and in particular 5:*

- “1. To focus residential development to those areas where the landscape and natural character values have already been compromised;*
- 2. To discourage residential development and land use where this may detract from significant natural character or outstanding landscape value;*
- 4. To enable growth and development in areas with suitable infrastructure and resources;*
- 5. To avoid adverse effects and promote resource efficiency by ensuring that any urban expansion beyond existing coastal settlements is justified in terms of demand and supply relative to alternative options and locations.”*

*Notwithstanding this, it is worthwhile noting that areas with significant constraints including Tangoio, Haumoana and Ocean Beach do currently accommodate some coastal residential demand, and in the case of Haumoana this contribution is significant. The constraints analysis outlined above does not identify any fatal flaws to development in these other areas, rather there are other dominant natural, cultural or heritage values which should guide planning. There are also a range of other significant limitations or concerns which make them less desirable as anything more than very minor components of a coastal growth strategy.*

*To maintain the vitality of these existing settlements quite limited housing development could be permitted provided it is consistent with the policy directions above and provided full assessment of environmental effects are prepared for any housing development to ensure that adverse effects remain no more than minor. Appropriate strategic directions for any housing development at these settlements would need firstly to ensure that the dominant or significant values are maintained or enhanced (eg natural character, landscape or heritage); and accordingly would need to incorporate at least the following main elements:*

- *Tangoio*
  - *avoid further ribbon development along the beach shingle ridge.*
  - *protect the outstanding landscape value of Tangoio Headland and the adjacent hills from development.*
  - *recognise the special qualities, heritage and character of the existing baches*
  - *enhance recreational access to the beach or offer other benefits and positive effects.*
  - *promote planned retreat commensurate with the “building life” of the existing bach settlement.*
  
- *Haumoana*
  - *allow development on existing vacant sites (estimated to total approximately 20) provided infrastructural and hazard constraints are adequately addressed.*
  - *prevent further ribbon development along the coast and adopt a planned retreat strategy for existing dwellings along the beach commensurate with their “building life” or by identifying an alternative area for houses to relocate back from the beach.*
  
- *Ocean Beach*
  - *maintain and enhance the natural character, landscape and wilderness values which dominate, particularly north of Waipuka Stream by:*
    - *avoiding coastal ribbon or strip development*
    - *avoiding development within the major visual catchments and development visible from notable viewpoints*
    - *ensuring development is small in scale and clustered well back from the dunes and is screened by existing topographic or natural features (eg in valley systems or beyond the coastal ridge)*
    - *allow the existing bach settlement to expand and be “rounded off” in a consistent style on the flat and gently sloping land adjacent to the existing settlement (estimated capacity 15 - 20 sites) and as a means of promoting planned retreat from the coastal edge in the longer term.*
    - *ensure that any development delivers positive effects such as enhanced recreational access, natural area protection or vegetation enhancement.*

## 7. IMPLEMENTATION AND FUTURE WORK

*The strategy parameters and suggested directions identified in this paper must be combined with findings from the PAPS and other technical papers to formulate an integrated strategy for coastal environmental management, land use planning, asset and infrastructural planning and investment and recreation planning. In addition the following specific actions are recommended:*

- that a monitoring programme be introduced for coastal residential housing (building consents) and subdivisions to gain a more accurate assessment of on-going residential demand and supply. This should incorporate GIS referencing of development sites.*
- that the Housing Market Survey, Consents and Sales Review and Demographic Review be repeated at least every five years to determine if the adopted Coastal Residential Strategy continues to be relevant with respect to demand and supply.*
- that area specific Strategy and Structure Plans be prepared for the preferred growth areas at Waipatiki, Whirinaki, Te Awanga and Waimarama (north and south).*
- that an area specific Strategy and Structure Plan be developed for Ocean Beach having regard to the range of issues currently requiring resolution at this beach. This plan can be utilised as a model for subsequent area specific planning studies.*
- that discussions be held with Napier City Council regarding the Bayview Wastewater Scheme and its potential impact upon development at Bayview and whether it has any potential to service all or parts of the Whirinaki area.*
- that the strategic direction for Haumoana (limited growth) be reviewed if infrastructural constraints can be overcome.*

**APPENDIX 1:**  
**Significant Natural and Historic Sites (not included)**

**APPENDIX 2:**  
**Maori Land Holdings (Not Included)**