

# 1 INTRODUCTION

This Plan applies to the Far North District. It has been prepared under the Resource Management Act 1991 (hereinafter referred to as the Act), and therefore has a different content and approach from preceding Plans (formerly schemes) prepared under previous legislation. One result of the change in legislation is that this Plan incorporates functions that were previously dealt with under separate legislation. For example, this Plan now includes provisions for subdivision of land, financial contributions and esplanade reserve requirements.

In respect of its overall approach, the most basic difference between this Plan and preceding ones is its focus on the sustainable management of the natural and physical resources of the Far North District “in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well being and for their health and safety”. The Act defines natural and physical resources as including “land, water, air, soil, minerals, and energy, all forms of plants and animals (whether native to New Zealand or introduced), and all structures”.

This Plan is prepared in five parts:

**Part 1 - General Provisions**, introduces the Plan and contains general provisions and comments about its structure and the alternative methods available to implement the Plan. It also contains objectives and policies relating to tangata whenua, and procedural matters (including definitions).

**Part 2 - Environment Provisions** contains the objectives, policies and rules which apply to the zones within the urban, rural, recreation/conservation and coastal environments.

**Part 3 - District Wide Provisions** contains the objectives, policies and rules which apply throughout the District in respect of natural and physical resources, subdivision, financial contributions, transportation, signs and lighting, designations and utility services, and special areas.

**Part 4** - contains **Appendices**.

**Part 5** - contains the **District Plan Maps**.

Refer to the **Table of Contents** for greater detail and the location of specific information.

This introduction chapter identifies the significant resource management issues of the District, outlines the Council’s Statements of Principle and strategic direction for the Plan, gives a profile of the District, then sets out the legislative mandate for this Plan and explains how the Plan was developed.

## 1.1 SIGNIFICANT RESOURCE MANAGEMENT ISSUES

The principal purpose of this Plan is to promote the sustainable management of natural and physical resources (s5 of the Act). While the Far North District has a rich natural and cultural heritage that requires protection, it is also an area where economic development is needed in order to improve the well-being of its people. Therefore, it is important to ensure that the Plan avoids unnecessary regulatory intervention while requiring a satisfactory level of environmental protection. In part this can be achieved by targeting the significant resource management issues that have been identified during plan preparation.

The Plan envisages the following outcomes for each of these issues:

### 1.1.1 PARTNERSHIPS WITH TANGATA WHENUA

The Council considers that partnerships with tangata whenua are an important outcome of the planning process in their own right, but it also views these as a means of promoting sustainable management (refer **Chapter 2**). An important outcome of the Plan will be the protection of Sites of Cultural Significance to Maori (refer **Rule 12.5.6.2.2**).

### 1.1.2 URBAN GROWTH MANAGEMENT

Where expansion of urban centres or new urban areas is proposed, the provision of infrastructure is vital if adverse environmental effects are to be avoided e.g. contamination of water bodies by human effluent. Accordingly, where the Plan provides for urban growth, the Council will ensure that infrastructure is constructed in a timely fashion and that the provision of educational, recreational and community facilities is co-ordinated (refer **Chapters 7, 8, 13** and **Section 18.2**).

### 1.1.3 RURAL SUSTAINABILITY

Agriculture, horticulture, forestry and tourism are the major industries of the District and all are reliant upon protecting the life supporting capacity of air, water, soil and ecosystems. By directing urban growth to locations where the cumulative environmental effects of intense development can be managed, and providing for countryside living in suitable areas, a substantial part of the District will remain available to these rural industries. The integrity of the rural environment is maintained through appropriate land use and subdivision provisions. Environmental standards

and thresholds have been set taking into account the provisions of the relevant regional plans thereby minimising regulatory intervention. Consequently, the outcome will be a rural environment where a diverse range of activities occurs which avoids reverse sensitivity (incompatible land uses) conflicts and where landowners are primarily responsible for environmental protection and sustainable management of resources (refer **Chapters 8, 12 and 13**). Reverse sensitivity (incompatible land uses) is defined as the effects of the existence of sensitive activities on other established activities in their vicinity, particularly by leading to constraints in the carrying on of those established activities.

#### **1.1.4 COASTAL PROTECTION**

The preservation of the natural character of the coastal environment and its protection from inappropriate subdivision, use and development is achieved by enabling settlements and low density living in parts of the coast that are suited for this purpose, and by adopting higher environmental standards relative to the Rural Production Zone. The outcome will be the retention and enhancement of the natural character of the coastal environment (refer **Chapters 10, 12, 13 and Section 18.1**).

#### **1.1.5 OUTSTANDING LANDSCAPES**

Outstanding landscapes and natural features are valued by the community whether they are relatively undisturbed natural areas or the result of human modification, e.g. the heritage landscape of Waimate North. However, outstanding landscapes and natural features can be degraded or enhanced through activities such as building, excavation or filling, vegetation clearance and tree planting. In recognition of the value of outstanding landscapes and natural features s6(b) of the Act requires their protection from inappropriate subdivision, use and development. This requirement is implemented in part by the Northland Regional Policy Statement and also by provisions in this Plan (refer to **Section 12.1, Chapter 13 and Section 18.3**). An important outcome of the Plan will be the recognition, retention and enhancement of outstanding landscapes and natural features.

#### **1.1.6 INDIGENOUS FLORA AND FAUNA**

Both regulatory and non-regulatory methods of protection are adopted in the Plan and both are expected to achieve the same environmental outcomes. First, that the District's exceptional biodiversity is maintained and enhanced. Second, that existing areas of significant indigenous vegetation and significant habitats of indigenous fauna do not suffer further degradation and are, where possible, managed to enhance the area, and new and/or alternative areas are developed (refer **Sections 12.2 and 18.3**).

#### **1.1.7 HERITAGE**

Given the rich cultural heritage of the District, an important outcome of the Plan will be the recognition and retention of identified historic sites, buildings and objects, features and notable trees. Archaeological sites will be protected and any unnecessary modification avoided (refer **Sections 12.5 and 18.3**).

#### **1.1.8 RENEWABLE ENERGY AND ENERGY EFFICIENCY**

The use and development of energy in a secure, reliable and sustainable manner is a matter of significance to the Far North. There is the potential for energy efficiency improvements and the development of renewable energy in the District (refer **Section 12.9**).

### **1.2 STATEMENTS OF PRINCIPLE**

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In determining its approach to the preparation of this Plan the Council has adopted the following "Statements of Principle":

- 1.2.1 The objectives and policies for the significant resource management issues of the District have a planning horizon of 25 years but, in accordance with the Act, a full review of the Plan will be commenced no later than 10 years after the Plan becomes operative.
- 1.2.2 While the Plan is designed to provide a degree of certainty for property owners and land users during the life of the Plan, it also addresses the need for change, the areas in which change can or should happen, and how best to manage the effects of change.

- 1.2.3 The Plan addresses the provision of Council services which impact on the natural and physical resources of the District, and the health and safety and the economic, cultural and social well-being of its citizens. It reflects the need to maximise the benefits of such services.
- 1.2.4 The Plan, wherever possible, reflects the desire of the Council to minimise its level of intervention in land use and other resource issues, by encouraging a “stewardship” role or ethic in land management through mechanisms such as incentives, education and other forms of encouragement.
- 1.2.5 The Plan, while recognising the aspirations of the applicant, also considers the rights of affected parties.
- 1.2.6 The Plan sets effects-based parameters which allow people to more freely exercise land use choices and plan for the future with reasonable security.
- 1.2.7 The Plan recognises the special status of the tangata whenua as provided for in the Act, and takes into account the cultural values and customary practices of Maori and the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).
- 1.2.8 The Plan recognises that promotion and encouragement of sustainable management of the natural and physical resources of the District requires an integrated approach. The rules in the Plan are only one of a number of ways of achieving sustainable management.

### **1.3 STRATEGIC DIRECTION**

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In line with the Council’s Statements of Principle, this Plan has a strategic direction that is based on sustainable management. This direction has a number of elements that can be summarised as follows:

- 1.3.1 The major industries of the District economy are agriculture, forestry and tourism. This Plan recognises the importance of development that will improve employment levels.
- 1.3.2 The tourism, agriculture and forestry industries are all reliant on the sustainable use of land. The District has the potential to develop these industries to the benefit of its inhabitants. This is seen as a strategic direction.
- 1.3.3 The history and geography of the District is the major focus of tourism.
- 1.3.4 The District has many important natural and historic heritage areas. This arises from its long history of Maori settlement, its experience as the first area of permanent European settlement in New Zealand, and the places where the Treaty of Waitangi was signed.
- 1.3.5 The high natural fertility and suitable climatic conditions advantage primary production and have ensured an exceptionally high level of indigenous biodiversity. Protecting this high level of biodiversity is one of Council’s strategic goals. The District contains, relative to most other districts, a high proportion of land covered with indigenous vegetation of high national significance. These areas are home to many rare or endangered species of indigenous fauna.
- 1.3.6 Protection and maintenance of the heritage values of the Far North, in a manner that enables sustainable development, is part of the strategic direction of the District.
- 1.3.7 The coastline of the District is diverse and extensive. In particular the east coast is a popular place to live, as well as a tourist destination. The Plan supports the continuation of appropriate development, but is directed towards managing the effects of development so that the outstanding natural character of the coast is not unduly compromised.
- 1.3.8 The Plan recognises and provides for the legitimate development aspirations of Maori while ensuring that the sustainable management of natural and physical resources is not compromised.
- 1.3.9 The well-being of the people of the District is dependent, in large part, on the development and use of the resources of the District. The strategic direction of the Plan is aimed at enabling the development of those resources, while ensuring that adverse effects on the environment are minimised.
- 1.3.10 The District has an extensive transport network that needs to be managed safely and efficiently in order to protect its operation. Any significant adverse effects of that operation also need to be managed sustainably. The Plan recognises the balance required to achieve this continuation of the strategic direction while encouraging the development of the transport network.
- 1.3.11 The District has significant potential for energy efficiency improvements and the greater use and development of renewable energy. These create local, regional and national benefits in regard to two major issues of security of supply and the reduction of greenhouse gas emissions, and are vital to achieving self reliance and sustainability for the Far North District.

## **1.4 PROFILE OF THE FAR NORTH DISTRICT**

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### **1.4.1 THE PEOPLE**

At the 2006 Census, the District had a usually resident population of 55,845. This increase of 2.3% from the 2001 Census is significantly lower than the national average of 5.4% population growth.

Within the total usually resident population, 43.9% of the district's population indicated they belonged to the New Zealand Maori ethnic group. This compares with a national figure of 14.6%.

Amongst the overall district population, 24.4% were under the age of 15 years at the time of the 2006 census. This is higher than the national average of 21.5% of all of New Zealand. In 2006, 13.8% of the district population were aged 65 years or over, compared with 12.3% for all of New Zealand.

The number of usually resident households in the district was 20,475 in 2006.

There were also 4,722 unoccupied dwellings, representing 18.3% of total dwellings in the district, which is significantly higher than the national average of 10.7%. This reflects the high proportion of second homes and holiday homes amongst the overall number of dwellings within the district.

The most popular occupation groups in the district are (a) retail trade; (b) agriculture, forestry and fishing; and (c) health and community services which is a slight change from previous Censuses<sup>1</sup>. In 2006, the median income for people aged 15 years and over in the district was \$19,200. This is lower than other Northland districts, and the National average of \$24,400 for median income. The median income for Maori in the district was \$16,400.

The 2006 Census indicated an unemployment rate in the Far North District of 7.6%. This is significantly down from the 12.2% unemployment recorded in 2001, but higher than the 5.1% national average. According to Statistics New Zealand data, the district unemployment rate of Maori aged 15 years and over is 14.8%, compared with 11% for New Zealand's Maori population.

Compared to New Zealand as a whole, the Far North District is notable for its high proportion of people on low incomes, high unemployment rates, or unemployed, and lower rates of educational achievement. The Maori population has a higher proportion of people aged under 15 years, at 35% of the total district Maori population. This compares with 25% for all ethnic groups in New Zealand. This data points to the need to create economic and educational opportunities for all residents, and especially for young Maori.

Statistics New Zealand population forecasts for the Far North District to the year 2026 range between approximately 55,000 and 70,000. Current growth patterns within the district show a decided bias towards growth in the Eastern and Northern wards.

The Far North is made up of many communities and these are socially and economically diverse.

Details of the urban and rural environments in which the people live are given later in this section (refer **1.4.3.2** and **1.4.3.3**).

### **1.4.2 SERVICES**

#### **Transport Networks:**

There are some 3,000 km of maintained roads in the District with 2,511 km under the control of the Far North District Council and the balance being State Highways or strategic routes under the control of the New Zealand Transport Agency. In addition to public roads, the farming and forestry industries provide private roads for their own use. The national rail link ends at Otiria near Kawakawa and operates freight services only. A small tourist railway operates on a branch line from Kawakawa to Opuia, which in 2009 is still under repair. Airports are located at Kerikeri, Kaitaia and Kaikohe. The airports at Kerikeri and Kaitaia provide a regular link service via Auckland to all major airports in New Zealand. Kaikohe is predominantly used for recreational flying. Car ferries complete links between Rawene and The Narrows (Hokianga Harbour) and between Opuia and Okiato Point (Bay of Islands). Passenger ferries operate between Paihia and Russell.

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<sup>1</sup> *Statistics New Zealand Quarterly Review* March 2008

Numerous wharves and landing places in the District enable the connection between land transport and maritime transport. Many are particularly important to the fishing industry for the landing of catches.

#### **Electricity Networks:**

Transpower currently operates one 110 kV transmission line in the District, running north from the Maungatapere Substation to the Kaitaia Substation. In addition, Transpower operates two single circuit lines (50 kV and 110 kV) from Kaikohe to Kaitaia. Top Energy distributes electricity to consumers in the District by way of 200 km of 400 V line, 239 km of 33 kV line, 2,586 km of 11 kV line and 10 substation facilities.

#### **Telecommunication and Radiocommunication Networks:**

Several utility service providers (Telecom, Vodafone, Two Degrees) provide communication networks in the District. In addition there are two local amateur radio clubs - Bay of Islands and Far North District.

#### **Water Supplies:**

There are 8 public water supply systems serving 14 settlements with the number of connections per scheme ranging from as few as 36, up to 2,050. Water comes from 22 sources with a total supply capacity of 17,000 m<sup>3</sup> a day.

#### **Sewerage:**

Fifteen sewerage schemes currently serve 20 settlements. Where no community sewerage scheme exists, on-site sewage treatment (usually septic tanks) is the norm. The presence or absence of a reticulated sewerage scheme has implications for subdivision, development and use of land.

#### **Waste Management:**

The District is served by a network of 16 transfer stations and/or permanent rubbish skips, which direct the solid waste stream to landfills at Te Hapua, Ahipara, Whangae, and Russell. A site is being sought for a new landfill to replace the facilities at Kaikohe (closed) and Whangae.

### **1.4.3 THE ENVIRONMENT**

#### **1.4.3.1 NATURAL AND PHYSICAL RESOURCES**

The Far North District is the northernmost district in New Zealand with a land area of 6,822 square kilometres and 1,756 km of coastline on the east and west coasts, featuring eight major harbour systems.

#### **Landscape:** (refer also to **Section 12.1**)

The value of a landscape can be considered as a combination of its aesthetic value, its heritage value, and its level of rarity.

The Far North landscape is one of the most complex and varied to be found within any district in New Zealand. The strong influence of the coastline is a major contributing factor and this influence often extends a considerable distance inland.

Terrestrial (inland) landscapes show great diversity, with tracts of native forest, contained valleys, scrub-clad hills, dairy farms, orcharding areas and plantation forests. The landscape also exhibits the result of human occupation, both in terms of changes to the natural vegetation and landforms, and also the development of settlements.

Landscape and natural features may also have a geological value because of the information they can provide about the geological processes that characterise the District. Geological sites are important because of their rarity and scientific value, but at the same time many of the sites are also notable landforms in their own right.

#### **Indigenous Flora and Fauna:** (refer also to **Section 12.2**)

The Far North District contains some of the most distinctive ecological areas in New Zealand, and these have an exceptional biological diversity, offering habitat to a wide range of indigenous fauna.

Historically the region was dominated by forests, with many lakes, swamplands and an extremely long coastline with numerous and extensive estuaries. The District still has a large area of natural cover, and still has many more species than other parts of New Zealand. However, significant natural habitats now occupy only a fraction of the area originally covered. Particularly scarce or threatened habitats include dune lake systems and some coastal habitats, dune systems, scrub and shrublands (including gumlands), coastal forests, swamp forests, fertile swamps and peat bogs.

Allied to the loss of habitat is the loss of species. The District has the distinction of having a higher number of threatened species than any other district in New Zealand, including the North Island brown kiwi, the kukupa (wood pigeon), the kauri snail, the Northland black mudfish, the Northland green gecko, and the large Bartlett's tree rata.

**Soils and Minerals:** (refer also to **Section 12.3**)

The District has a great variety of soil types with widely varying suitability for productive purposes. The Far North District is characterised by soils of low to medium natural fertility which can be enhanced by modern farming practices. A study to assess areas and soils of the District with greatest horticulture potential estimated that no more than 130 square kilometres is highly productive for food production. This constitutes less than 2% of the total land area of the District. The key factors in determining these areas are the soil type, and its drainability. A lack of water resources at present is seen as a key limitation to expansion of horticulture on many of these soils.

The District has a wide variety of minerals. Common minerals are aggregate, clay and limestone with some coal, copper and manganese. Quarries are located in many parts of the District, extracting a range of rock resources predominantly for roading purposes. A major mine for high-quality clay operates near Matauri Bay and the extraction of high quality silica sand is undertaken at Parengarenga Harbour.

**Heritage:** (refer also to **Section 12.5**)

The area which the Far North District covers has a rich and unique history. The District is, historically and archaeologically, one of the most significant in New Zealand. The heritage resources of the District illustrate the continuity of settlement from first Maori occupation until today. Not only does it have a rich history of Maori settlement, but the Bay of Islands is also the "cradle" of permanent European settlement in New Zealand, the place where the Treaty of Waitangi was signed, and the first seat of European government. There are few places in New Zealand which maintain such strong continuous social and cultural links with the past.

The remains of past Maori occupation can be seen in the large number of coastal and inland ridges and volcanic cones which were dramatically modified by earthworks to form terraced fortified pa and living places.

Maori association with the area has continued from the period of first occupation to the present day, creating a deep spiritual bond between Maori and their ancestral sites, and the land and its resources.

A diverse range of European archaeological sites also exist in the District. Early European settlers initially arrived to exploit the rich resources of the area. Following fast on the heels of commercial trading interests came the missionaries. There are many reminders of these activities, both in the archaeological record and in historic buildings and structures which survive today.

**Lakes, Rivers, Wetlands and the Coastline:** (refer also to **Section 12.7**)

The District has a scarcity of high quality water resources, despite its large land area. Most of the District's rivers and streams are relatively short with small catchments. Most rivers and streams flowing through cleared land tend to be slow flowing with a tendency to silt contamination. The rivers with the highest conservation values and water quality are those with the least modified catchments such as the Wairau and Waipoua Rivers flowing through the Waipoua Forest, and the Waipapa River which flows through the Puketū Forest.

Small dune lakes and associated fresh water wetlands are numerous on the coastal sands. Lake Omāpere and Lake Ōwhareiti are inland lakes formed as a result of volcanic action.

There are many inland wetlands linked with the mid-catchments of larger rivers. The original area of wetlands has been greatly reduced due to drainage and conversion for agricultural purposes. Large wetland areas remain at Opahi and Motatau.

The coastal waters of the District, while not lying within the District's legal boundaries, strongly influence many environmental features and social patterns of the District. For example, activities such as boat launching/haul out, moorings, marinas, marine farming, marine servicing, have

effects both on land and in the coastal marine area which need to be co-ordinated. In many cases the physical influence of the coast extends for a considerable distance inland. There are large areas of mangroves of high wildlife value in the harbours.

**Renewable Energy: (refer also to Section 12.9)**

Energy efficiency and renewable energy are key drivers in the New Zealand Government's energy policy. The District has abundant renewable energy resources, including wind, water (including tidal) and solar, which could be harnessed to produce energy for the benefit of the local community. The development of local renewable energy resources coupled with increased energy efficiency promotes the health, wellbeing and sustainability of the local community through a more secure and resilient supply of energy for use in homes, workplaces and to the many diverse and dispersed communities of the District. Renewable energy also contributes to mitigating against climate change by increasing the proportion of electricity that is generated from renewable sources. The Plan aims at enabling the development and use of these resources and recognises the balance required to achieve the overall sustainable management purpose of the Act.

**1.4.3.2 DESCRIPTION OF THE URBAN ENVIRONMENT**

The District has no single dominant urban area. Urban development is spread amongst several towns with populations between 1,000 - 6,000 and numerous smaller settlements.

Coastal settlements, especially on the eastern and north-eastern coasts, are growing at a faster rate than the district average. Most inland settlements, such as Kawakawa, Moerewa and Kaikohe, have a relatively stable population.

The east coast areas, and particularly Paihia, Kerikeri and Mangonui/Taipa, have increased rapidly since 1996. Population increase on the west coast at Opononi/Omapere although significant in percentage terms, in terms of numbers is much less than the east coast settlements.

**Kaitaia:**

Kaitaia was, until 2006, the largest urban area in the District and is the sub-regional centre for a population of approximately 25,000 (north of the Mangamuka range and Kaeo). Growing from 5,150 to 5,200 between 2001 and 2006, population wise it has been overtaken by Kerikeri. The town is generally well served with urban infrastructure and is fully reticulated with sewerage and water. Kaitaia's urban growth is constrained by its location on a flood plain. Although potential for flooding has been reduced by river control works, a flood could cause significant damage to the town. The industrial area to the north of the town also limits expansion in this direction.

**Ahipara:**

Ahipara is a popular place for beach recreation and is becoming a dormitory town for Kaitaia. Due to its location close to Kaitaia, there is likely to be continued pressure to expand the size of Ahipara. If development continues to spread along the coast it may adversely affect the natural character of the coastal environment. The availability of land for new subdivision or development in the southern part of Ahipara is restricted by topography and land ownership.

**Taipa – Mangonui:**

Taipa - Mangonui is the main focal point for coastal settlement in the northern area of the District. A series of settlements along the Doubtless Bay coastline has grown ribbon-fashion along SH10 and now forms an almost continuous strip of residential development for eight kilometres encompassing Taipa, Cable Bay, Coopers Beach and Mangonui. Coopers Beach and Cable Bay generally comprise mostly relatively recent housing and are popular as retirement areas. It is likely that there will be a demand for more commercial services close to Coopers Beach. Mangonui is an old established settlement with a particular character arising from its location at the mouth of the Mangonui Harbour, its many historic buildings, and the fishing industry based at the Mangonui Wharf.

**Kerikeri:**

Kerikeri has overtaken Kaitaia as the largest urban settlement (population wise), growing from 4880 to 5850 between 2001 and 2006. It has mainly developed to the west of the historic Kerikeri Basin area but has outlying suburbs stretched along the Kerikeri River and the north side of the inlet. The area has seen significant growth over the past 15 years. Population projections indicate that growth in the Kerikeri area will continue. Both residential and rural-residential expansion is occurring. The expansion of Kerikeri's urban infrastructure will be essential to cater for expected growth. Horticulture is an important aspect of Kerikeri's identity as well as its economy.

**Paihia:**

Paihia is one of the most tourism-oriented settlements in the District. The wharf area is intensively developed over a small area, and is the focal point for water-related activities. Paihia also has strong links with the historic heritage of the Far North District, including the establishment of the Church Mission Station in the 1820's. Geographically, Paihia has a flattish central area surrounded by steep to rolling hills. Almost all of the land identified as suitable for urban use is already developed. Urban growth is constrained by the status of surrounding land as well as the physical constraints. Almost all of the land to the west of the town is Maori land or Crown/Council reserve, which will preclude expansion of the town in this direction. From the Waitangi Bridge, the presence of the Waitangi National Reserve and golf course will preclude expansion northwards.

**Opuā:**

The Opuā settlement has a distinctive maritime and coastal character, with steep crooked streets, many areas of coastal bush and a coastline of small bays. "Old" Opuā is characterised by small sections and many older houses, while at Broadview/Veronica Point, newer subdivisions provide large sections more suited to the difficult topography. The port is the main activity in the area, attracting both boats and vehicles, and providing for both recreational and commercial uses. There are significant topographical constraints to urban use of much of the land at Opuā.

**Haruru Falls:**

Haruru Falls operates as a satellite suburb to Paihia. The majority of the houses in this settlement are relatively recent. The entire community is serviced by water and sewerage schemes and unlike Paihia and Opuā, the settlement has minimal constraints to urban expansion. It is likely to become a growth area for the greater Paihia area.

**Russell:**

Russell has great significance in the history of New Zealand, and had pre-eminence during the initial phase of European colonisation. As well as the historical aspects, its setting and landscape character give it a particular distinction which is recognised both within New Zealand and internationally.

Russell is nestled between dominant headlands. Russell Township Zone also includes Oneroa Bay (Long Beach), a residential beach settlement, and Matauwhi Bay, a land and marine entrance to the town. Other coastal settlements on the Russell Peninsula are Tapeka and Okiato.

The topography of the area is varied from small areas of flat land adjacent to the beaches rising to steep and rugged slopes beyond the coastline. This topography places physical constraints on developing additional land for urban use.

Water transport is an important part of Russell because of its natural maritime setting.

**Opononi – Omapere:**

Opononi - Omapere is located close to the entrance of the Hokianga Harbour and is a 'ribbon' settlement stretched along either side of SH12, overlooking the harbour entrance and the notable sand dunes on the north head of the harbour. The past 15 years have seen rapid growth of the settlement, although the total numbers of new people and houses are still relatively small. Growth is predicted to continue especially now that SH12 is fully sealed through the Waipoua Forest. Behind the urban area the land rises through rolling to steep hill country to high encircling ridges. Much of the land behind the town has severe or extreme limitations for urban use. A Coastal Hazard study identified hazard areas along most of the foreshore, some parts of which are already developed.

**Kaikohe:**

Kaikohe is the administrative centre of the District. It is mainly flat, rising gently in the western part of town. It is well served with urban infrastructure. The nature of the land means that there are few physical constraints to urban uses.

**Kawakawa:**

Historically, Kawakawa was an important rural service community, particularly in the era of coal mining and railways. However, in more recent times, Kawakawa has experienced slight population decline. The floodplains to the north of the town limit its growth in that direction. The town is distinctive for the railway line running up the main street and (more recently) for the Hundertwasser public toilets.

**Moerewa:**

Moerewa owes its existence primarily to the freezing works and, until 1982, a dairy factory. Its peak population was in 1981, since when the dairy factory has closed and the freezing works has been upgraded, progressively reducing its requirement for labour. The trend of a gradually declining population is unlikely to change unless new industry or other employment generators move into the area. The land in the vicinity of Moerewa is physically suited to most industrial uses, although some areas beyond the town are subject to flooding.

**Smaller Settlements:**

The District is notable for the many small scattered settlements, some of which are relatively recent (typically coastal settlements) and some of which are long established. These settlements often form an important focus for the surrounding area and may contain businesses which serve the rural community as well as tourists. A common characteristic found in these small settlements is the informal mix of commercial and residential activities.

Scattered throughout the District, wherever Maori ancestral land occurs, are a further two levels of close (smaller urban) settlement, which are quite distinct from other smaller urban areas. The focal point for both levels of close settlement is marae, churches and residential activities. Schools are an added focus in the larger settlements. These settlements provide for the cultural, spiritual, religious and educational needs of the community. In most of these communities the Maori language is the first language. Some small commercial and business operations are developing.

The most significant factor is the increasing number of homes being built. Panguru, Te Hapua, Te Kao, Matawaia, Tautoro and Waima are some of the larger village communities. Mitimiti, Pawarenga, Otatau, Rawhiti and Te Tii are some of the smaller settlements, based around papakainga and/or marae.

**1.4.3.3 DESCRIPTION OF THE RURAL ENVIRONMENT**

The majority of the District's land area is within the rural environment which establishes the District's principal character. The main land use is grassland/pastoral farming. Exotic forestry is also a significant and growing rural land use. Horticulture is also a significant component of the District's rural land uses but currently only occupies a very small proportion of the District's land area. Mining and quarrying are also rural-based activities, wholly dependent on the location and availability of the mineral resources.

The rural environment contains many of the District's valued natural resources such as lakes, streams and rivers, areas of significant indigenous vegetation and significant habitats of indigenous fauna, and many outstanding landscapes and natural features.

**1.4.3.4 DESCRIPTION OF THE RECREATION/CONSERVATION ENVIRONMENT**

Both private and publicly owned land is included in this environment. Public lands include existing reserves under the Reserves Act for conservation, scientific, historic, scenic and recreational purposes, esplanade reserves and strips, access strips and public land administered by the Department of Conservation (approximately 112,500 ha). The Council administers some 1,150 ha of reserve land for esplanade, recreation, local or scenic purposes.

Private recreation/conservation lands include some recreational facilities such as sports field and golf courses, conservation reserves and the margins of lakes, rivers and the sea where future esplanades will be required.

**1.4.3.5 DESCRIPTION OF THE COASTAL ENVIRONMENT**

The District's coastal environment is unique and is one of its more distinctive features.

The 1,756 km of coastline is highly varied, with diverse landforms and ecologies. The coastal environment also contains many settlements and provides the basis for the fishing and marine farming industries, and much of the District's tourism, as well as many recreational activities.

The results of an assessment show that there is a distinct difference between the west and east coasts. The west is generally more windswept and rugged, with fewer settlements. Its rugged beauty attracts many tourists, more so in recent years because of the improved roading in the area. The western coastline is broken by the mouths of three harbours - Herekino, Whangape and Hokianga. Many small settlements are located on the harbour edges or up tidal rivers. The harbours contain large areas of mangroves with high wildlife values.

The eastern coastline is more deeply indented, with many bays and islands. Major harbours on the east coast include Parengarenga, Rangaunu, Doubtless Bay/Mangonui, Whangaroa and Bay of Islands. The wind and waves are more forgiving than on the west coast, and the safer, warmer

waters have led to it being a very popular tourist and recreational area, particularly within the Bay of Islands. Scattered settlements and housing are located in the more accessible parts of the east coast, with greatest concentrations in the Bay of Islands and Doubtless Bay areas. Many parts of the east coast have high wildlife values and extensive areas identified as outstanding landscapes.

## 1.5 DEVELOPMENT OF THE PLAN

The Act defines matters of national importance (s6) that must be recognised and provided for in achieving the sustainable management of natural and physical resources (s5). This Plan addresses these matters in its various sections, as indicated in the following table:

**Table 1.5: SECTION 6 MATTERS**

RMA	Section	District Plan
6(a)	Preservation of the natural character of the coastal environment, wetlands and lakes and rivers and their margins.	10 - Coastal Environment 12.1 - Landscape and Natural Features 12.2 - Indigenous Flora and Fauna 12.3 - Soils and Minerals 12.4 - Natural Hazards 12.5 - Heritage 12.7 - Lakes, Rivers, Wetlands and the Coastline 13 - Subdivision 14 - Financial Contributions (esplanade reserves) 18.1 - Moturoa Island Zone
6(b)	Protection of outstanding natural features and landscapes.	12.1 - Landscape and Natural Features 12.3 - Soils and Minerals 12.4 - Natural Hazards 12.7 - Lakes, Rivers, Wetlands and the Coastline 13 - Subdivision 18.3 - Waimate North Zone
6(c)	Protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna.	12.1 - Landscape and Natural Features 12.2 - Indigenous Flora and Fauna 12.4 - Natural Hazards 12.7 - Lakes, Rivers, Wetlands and the Coastline 13 - Subdivision 14 - Financial Contributions (esplanade reserves) 18.3 - Waimate North Zone
6(d)	Maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers.	12.7 - Lakes, Rivers, Wetlands and the Coastline 13 - Subdivision 14 - Financial Contributions (esplanade reserves)
6(e)	The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.	2 - Tangata Whenua 12.1 - Landscape and Natural Features 12.2 - Indigenous Flora and Fauna 12.5 - Heritage 13 - Subdivision
6(f)	The protection of historic heritage from inappropriate subdivision, use and development.	11.21- Russell Township Basin and Gateway Area 12.5 - Heritage 12.5A - Heritage Precincts 13 - Subdivision 18.3 - Waimate North Zone
6(g)	The protection of recognised customary activities.	To be addressed through a separate plan change

## 1.5.1 PLAN STRUCTURE (refer also to *Figure 1* in the *HOW TO USE SECTION*)

The Act directs the Council to manage the effects of the use of the District's natural and physical resources in a sustainable manner. The definition of sustainable management is given in s5 of the Act.

These resources include land, vegetation, wildlife, landscapes, heritage, water, air, soil and minerals. Objectives, policies, methods and rules are provided in the Plan in order to manage the effects of the use of the District's resources.

Many of these same resources, in combination, form different environments. Four distinct environments have been identified for the District: urban, rural, recreation/conservation and coastal. To manage the effects of activities within these environments, objectives and policies have been developed and zones are defined within each environment.

Zoning is used in this Plan as a means of identifying areas where the acceptability threshold of effects of activities is similar. For example residential areas have a different tolerance for noise, traffic and building bulk than industrial or rural areas. Similarly the Act requires, amongst other things, preservation of the natural character of the coastal environment. One of the methods of achieving this is to create zones where rules are designed to prevent development that would adversely affect that natural character.

Zoning is not the only method that can be used as a framework for development controls but it is relatively well established and understood by the public.

The provisions of this Plan are structured in two main tiers: one that addresses the individual natural and physical resources that may be found throughout the District, the other that focuses on the separate environments. Provisions for subdivision, site development, designation and utility services are also included. **Chapter 4** contains standard provisions and definitions.

The environments and their zones are briefly described below.

### 1.5.1.1 URBAN ENVIRONMENT

This environment is dominated by the presence of people and an intensity of human activities and structures; the environment is largely modified from its natural state. The zones in this environment include:

#### **Residential:**

This zone enables the development of residential areas where the effects of activities permitted in the zone are compatible with sustainable development and with the existing character and amenity which is typically medium density residential living.

#### **Commercial:**

This zone enables commercial and other activities to establish in urban areas with the minimum of constraint where:

- (a) the effects of the activities are compatible with sustainable development and appropriate to the commercial character and amenity of the environment in which the zone is established; and
- (b) the effects of particular activities are generally compatible with the effects of other activities in the zone.

#### **Industrial:**

This zone enables industrial and other activities to establish with the minimum of constraint where:

- (a) the effects of the activities are compatible with sustainable development and appropriate to the industrial character and amenity of the environment in which the zone is established; and
- (b) the effects of particular activities are generally compatible with the effects of other activities in the zone.

### 1.5.1.2 RURAL ENVIRONMENT

The rural environment is primarily used for agriculture and forestry. This environment consequently contains human activities that are less intense than in the urban environment, and in a more natural setting. The environment may be modified from its original condition, in that much of it is pasture rather than native vegetation, but the extent of built development is much less than that found in the urban environment. The zones in this environment include:

### **Rural Production:**

This zone applies over the majority of the rural part of the District, other than those areas defined as Coastal, Rural Living or set aside for Recreation, Conservation or Minerals. A wide range of activities are carried out in this zone and these are generally considered appropriate.

The zone rules provide environmental and amenity standards which will enable the continuation of the wide range of existing and future activities, while ensuring that the natural and physical resources of the rural area are managed sustainably. The provisions of the Rural Production Zone are complemented by the subdivision rules and the general rules relating to protection of environmental matters such as landscapes and indigenous flora and fauna.

### **Rural Living:**

The Rural Living Zone is designed to manage the area of transition between town and country. The transition is expressed in terms mainly of residential intensity and lot sizes. The potential for the adverse effects of rural activities to be of concern for residential uses and vice versa, is reduced by the presence of the Rural Living Zone, where both rural and residential activities co-exist and form an area with a distinctive and separate character.

As an area of transition, parts of the zone may from time to time be proposed for rezoning to urban purposes. An intermediate step towards urban zoning can be taken through the preparation of a structure plan, e.g. the Kerikeri Structure Plan. A structure plan would need to be formalised by way of a Plan Change before an urban zoning could be applied.

While Council will be alert to the need for, and may initiate, a structure plan, developers and landowners may also prepare and submit structure plans.

### **Minerals:**

The Minerals Zone provides for existing commercial mines and quarries so as to enable them to continue their operations. These mines and quarries are generally (but not always) registered with the Ministry of Economic Development. The provisions of the zone ensure that any adverse environmental effects of mining or quarrying do not extend beyond the zone. The zone acknowledges the unsustainable nature of mineral extraction while providing for the avoiding, remedying or mitigating of effects from mineral extraction on the wider environment.

Mineral deposits are not restricted to the sites of existing mines and quarries therefore prospecting and exploration will occur throughout the District. These activities are subject to the provisions of **Part 2 – Environment Provisions** and **Part 3 - District Wide Provisions** of this Plan.

## **1.5.1.3 RECREATION/CONSERVATION ENVIRONMENT**

This environment is largely devoid of people, at least on a permanent basis (i.e. residing, working) and may be either moderately modified or essentially unmodified from its natural state. The zones in this environment include:

### **Recreational Activities:**

The Recreational Activities Zone identifies and manages areas of reserve and recreation land administered by the Council or other agencies where the Council considers the retention of such areas is necessary to provide the appropriate mix of recreation choices or to preserve the natural, amenity and heritage values of a community.

The zone may also apply to privately owned land having potential for recreational purposes or which is already developed for recreational purposes.

### **Conservation:**

The Conservation Zone identifies and sets aside “conservation” areas in order to ensure the preservation of natural character, the protection of areas of significant indigenous vegetation and/or habitat, the maintenance of access to lakes, rivers and the coastal marine area and the recognition of the relationship of Maori and their culture with ancestral lands, water, sites and other taonga.

The Conservation Zone is applied to esplanade reserves, public land administered by the Department of Conservation and other existing reserves which exist primarily for a conservation function. It is also applied in some circumstances to public land adjacent to the coastal marine area and rivers where the Council has given a high priority to the protection of the land from inappropriate use and development.

## **1.5.1.4 COASTAL ENVIRONMENT**

This environment contains a variety of coastal areas, ranging from highly natural to those modified by urban growth. Its primary characteristic is its relationship to the coast i.e. it contains

land that is influenced by, or connected to, the coastal marine area. The zones in this environment include:

**General Coastal:**

The General Coastal Zone enables development in the general coastal area while preserving the natural character of the coastal environment from inappropriate use, subdivision and development.

Insofar as this zone is rural in character the rules are similar to those in the Rural Production Zone. However, in keeping with its coastal location, the General Coastal Zone has slightly more stringent controls aimed at preserving the natural character of the coastal environment.

**Coastal Living:**

The Coastal Living Zone has been applied to those areas of the coastal environment which have already been developed but which still maintain a high level of amenity associated with the coast. These areas have been identified as having an ability to absorb further low density, mainly development of lifestyle properties, without detriment to their overall coastal character. The zone therefore allows rural residential development to occur, thereby reducing pressure for development in the General Coastal Zone whilst retaining the character, features and landscapes of this part of the coastal environment.

**Coastal Residential:**

The Coastal Residential Zone enables the management of those areas of the coastal environment where an urban residential style and scale of development exists now, and enables the further development of these areas in a way which retains, as far as possible, the natural character of the coastal environment. The creation of this zone recognises the need and demand which exists for residential development on the coast. It also recognises that development can have adverse effects on the coastal environment. These effects are managed both through the areal extent of the zone and the rules which it contains.

**Russell Township:**

The Russell Township Zone maintains and enhances those characteristics of the natural and physical resources in Russell which contribute to its unique character and amenity values. The effects of activities permitted in the zone should be compatible with sustainable development and with the unique character and amenity values of Russell. These provisions are not related to the conservation values in Russell, which are dealt with by other provisions in the Plan, but rather the environment within which the people of Russell live.

**South Kerikeri Inlet:**

The South Kerikeri Inlet is an area of contrast between the urban limits of Kerikeri and the more open rural/coastal land of the wider Bay of Islands. Its undulating topography means that, whilst inappropriate subdivision and development could result in adverse environmental effects, some parts of the area could accommodate sensitive development. The zone recognises the particular opportunities and constraints that the open spaces and the rural/coastal character of the land provides and acknowledges the importance of the area visually.

Each zone contains its own set of objectives and policies as well as rules.

### 1.5.1.5 NATURAL & PHYSICAL RESOURCES

The Plan contains objectives, policies and rules relating to the management of natural and physical resources. The rules apply wherever the resources occur. The natural and physical resources are discussed mainly in **Chapter 12** under the following headings:

*Landscape and Natural Features*

*Indigenous Flora and Fauna*

*Soils and Minerals*

*Natural Hazards*

*Heritage*

*Air (Deleted)*

*Lakes, Rivers, Wetlands and the Coastline*

*Hazardous Substances*

However, the built environment is also part of the natural and physical resources of the district. Rules relating to the built environment are contained mainly in the zone chapters. The relevant rules of both **Chapter 12 - Natural and Physical Resources** and the zone in which an activity is located, will apply.

### 1.5.1.6 SUBDIVISION AND DEVELOPMENT

Objectives, policies and rules relating to subdivision and development are contained in the following four chapters:

**Chapter 13 Subdivision** - deals with subdivision of land and covers matters such as lot sizes, access, infrastructure provisions, natural and other hazards, easements, soils, and the preservation of vegetation and landscape features.

**Chapter 14 Financial Contributions** - outlines the circumstances under which Council may require contributions.

**Chapter 15 Transportation** - contains traffic, parking and access provisions along with specific provisions pertaining to airports.

**Chapter 16 Signs and Lighting** - contains provisions aimed at controlling/managing the effects from signs and lighting.

### 1.5.1.7 DESIGNATIONS AND UTILITY SERVICES

Provision is made in **Chapter 17** for the designation of land for network utilities. The chapter also contains rules which govern the way in which utility services are provided. The infrastructure provided by utility services is an important physical resource of the district. Appropriate provision is therefore made for network utilities to locate throughout the District provided that adverse effects on the environment can be avoided, remedied or mitigated but it is also important that infrastructure does not compromise natural and physical resources.

### 1.5.1.8 GENERAL PROVISIONS

**Chapter 3** of the Plan contains definitions. Further General Provisions are contained in **Chapter 4**. These include categories of activities; compliance with standards and information requirements for resource consent applications.

### 1.5.1.9 SPECIAL AREAS

**Chapter 18** contains provisions designed specifically for certain discrete areas of the District where there is a need for separate treatment. These include Moturoa Island Zone, Watea Structure Plan Zone, Waimate North Zone, Horticultural Processing Zone, Point Veronica Zone, Carrington Estate Zone, Kauri Cliffs Zone, Orongo Bay Special Purpose Zone and Quail Ridge Country Club..

### 1.5.1.10 EFFECTS BASED APPROACH

Section 31 of the Act establishes the duty of territorial authorities to manage the effects “of the use, development, and protection of land and associated natural and physical resources” and the “control of any actual or potential effects”. It is the effects of an activity rather than the activity itself which are to be managed, and this can be achieved by avoiding, remedying or mitigating any adverse effects.

Accordingly, most of the provisions of this Plan take an effects-based approach through standards. The extent to which a proposed activity complies with these standards will determine its status as a permitted, controlled, restricted discretionary, discretionary, or non-complying activity (refer to **Section 4.2 - Table 5**).

The various standards within each level of activity status (permitted, discretionary etc) relate to the level of adverse effects anticipated from an activity if the standard is exceeded, and therefore determine an appropriate level of process for a resource consent. Thus the level of assessment of environmental effects to be prepared by an applicant, and the amount of public scrutiny and decision-making discretion retained by Council are correlated with the level of adverse effects anticipated.

## 1.5.2 RELATIONSHIP WITH OTHER DOCUMENTS

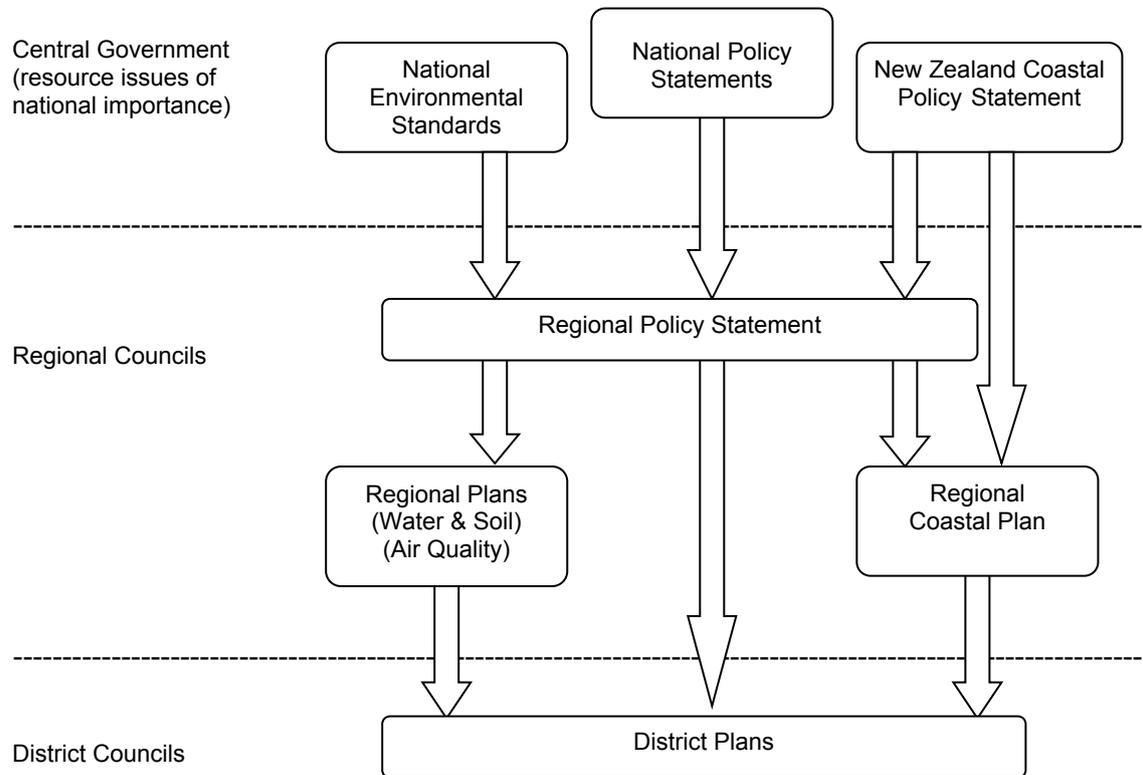
The District Plan is part of a set of interrelated resource management documents required by the Act. The set comprises National Policy Statements, Regional Policy Statements and Plans, and the District Plans.

It is important to note that the Act requires that a district plan must not:

- (a) be inconsistent with any national policy statement or the NZ Coastal Policy statement; or
- (b) be inconsistent with:
  - (i) the Regional Policy Statement; or
  - (ii) any regional plan of its region in regard to any matter of regional significance or for which the regional council has primary responsibility.

This relationship is shown in **Figure 1.5.2a** below

**Figure 1.5.2a: RELATIONSHIP OF PLANNING DOCUMENTS**



In addition to the requirement to be consistent with policy statements and plans at national and regional level, the Council is also required by s74 of the Act to have regard to other relevant documents when preparing its District Plan. These include any:

- (a) management plans and strategies prepared under other Acts e.g. Pest Management Strategy (NRC) or Conservation Management Strategy (DoC);
- (b) relevant planning document recognised by an iwi authority affected by the District Plan e.g. iwi/hapu resource management plans;
- (c) relevant entries in the New Zealand Heritage List, e.g. historic buildings, archaeological sites; and
- (d) regulations relating to ensuring sustainability, or the conservation, management or sustainability of fisheries resource e.g. taiapure plans.

The District Plan also interrelates with other documents within the Council e.g. the Strategic Plan and Annual Plan.

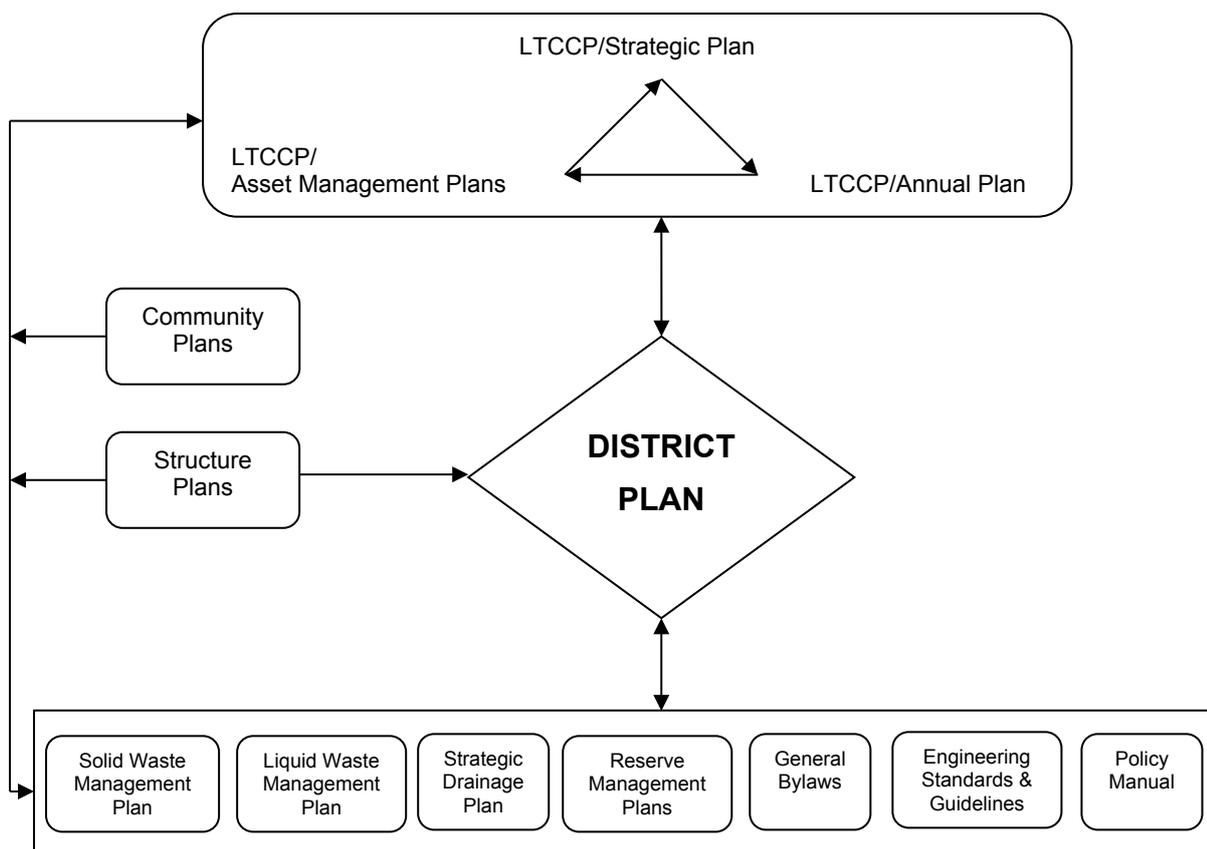
There are a number of other documents which sit along side the District Plan and identify Council's strategic priorities for the District. These are Council's Long Term Community Consultation Plan (LTCCP) and Annual Plan prepared under the Local Government Act 2002, and a number of other strategic plans e.g. Kerikeri-Waipapa Structure Plan adopted 2007.

The LTCCP is a projected 10 year programme of works and financial management for the District. It is reviewed regularly and forms the basis for the preparation of the Annual Plan.

The Council may develop Structure Plans to guide future urban expansion. Structure Plans are a non-statutory tool available to Council to provide guidance on, and to reflect, the community's desires for future development. The weight to be given to a Structure Plan when making decisions on applications will generally depend on whether the Structure Plan has been through a public process and/or whether it has been incorporated into the District Plan. However, decision-makers will decide such weighting as part of their considerations. Council priorities and funding for Structure Plans is decided through the LTCCP and the yearly Annual Plan process. However, in some cases Structure Plans may be prepared and funded privately.

Figure 1.5.2b below shows this relationship.

**Figure 1.5.2b: RELATIONSHIP WITH COUNCIL DOCUMENTS**



### 1.5.3 TIMEFRAME FOR THE DISTRICT PLAN

A full review of the Plan must be commenced no later than 10 years after this Plan becomes operative. Prior to this, changes to the Plan may be initiated by Council or in response to a request by any person. The procedure for Plan Changes and review is contained in the First Schedule to the Act.

### 1.5.4 SECTION 32 ANALYSIS

Section 32 of the Act requires Council, in the preparation of its Plan, to have regard for the alternatives available to it in carrying out its functions under the Act. This includes the need for Council to satisfy itself that the methods it has chosen are the best alternative to achieve the planning objectives.

Council's "Section 32 Analysis Report" on this Plan is available as a separate document. It does not form part of the Plan.

### 1.5.5 ALTERNATIVE METHODS

The Act requires that alternative methods of achieving the purpose of the Act are investigated in the preparation of district plans. The intention is, that while the most appropriate methods are to be chosen these may not, in all cases, be rules in the Plan. Although the preparation of a district

plan is a requirement, the Plan does not have to be the only means by which the Act is implemented.

It follows however, in order that integrated management is achieved, that the Plan needs to specify all of the alternative methods that have been adopted, and how these relate to the rules in the Plan. Consequently, the Plan describes, in each chapter, the various methods that are to be used to implement the objectives and policies.

Several themes arise from the descriptions of the methods. The first is that the Plan relies mainly on rules. Rules initiate the resource consent process that, through consultation with other parties, can be positive and result in "good" development. A rule has the advantage of certainty and also establishes a standard that cannot be exceeded. Given the enabling nature of the Act and this Plan, rules must establish the environmental "bottom lines". Rules themselves cannot generally require "good" development but they can prevent "bad" development. Ideally, rules should be associated with other methods that encourage positive outcomes. For rules to be effective however there is an associated need for monitoring and enforcement action if necessary.

A second theme is that the Plan is written so that, where consistent with the requirements of the Act, its rules do not overlap the jurisdiction of other organisations. Two examples are the Northland Regional Council and the Ministry of Agriculture and Forestry, each of which has its own specific responsibilities for the natural and physical resources of the region. Whanau, hapu or iwi management plans and plans prepared by other organisations may also be pertinent and may need to be taken account of by the Council.

A third theme is that of consultation. In many cases, consultation with the people who are most likely to be affected can resolve differences, address concerns, and inform people of the likely effects of the development. Consultation may not do away with the need for rules or a resource consent, but the progress of an application for consent may be easier if consultation has taken place and this may also improve the quality of the outcome.

A fourth theme centres on voluntary protection of resources that are of value to the community. There is a strongly held view among some groups in the Far North that the protection of natural and physical resources is likely to be much more successful, and to cause much less antagonism, if it is carried out on a voluntary, rather than a mandatory, basis. The alternative point of view is that a voluntary scheme provides no guarantees that the statutory requirements will be met.

The mixture of voluntary and mandatory protection methods in the Plan will enable a comparison, in time, of how effective the different methods are. Hence monitoring is a very important task.

There are many other voluntary methods for protecting land. These range from covenants of various kinds to Nga Whenua Rahui. Funding support for these voluntary initiatives is also available from a variety of sources. The Council is not directly involved in these measures (unless a covenant is registered in its favour) but they can nevertheless be effective in helping to achieve the objectives of the Plan.

A fifth theme relies on priorities by the Council in its strategic and annual plans for capital and other expenditure. As two examples, Council's objectives in relation to preservation of areas of significant indigenous vegetation and reducing dust hazard on roads could be met, in part, by land purchases and road sealing. Thus the strategic and annual plans complement the District Plan. Similarly, financial contributions will in time help to contribute towards the provision of public access via esplanade areas and access strips.

Further comment on alternative methods is contained in the Council's "*Section 32 Analysis Report*".