

**Hastings District Council  
Draft District Plan**

**CAPE KIDNAPPERS – OCEAN BEACH  
PRESERVATION ZONE  
LANDSCAPE REVIEW**



**Prepared for Phil McKay  
Environmental Policy Manager  
FINAL DRAFT – AUGUST 2013**

## TABLE OF CONTENTS

1.0 BACKGROUND .....	3
2.0 PURPOSE .....	3
3.0 METHODOLOGY .....	3
4.0 KEY ISSUES RAISED IN THE SUBMISSIONS .....	4
5.0 DRAFT DISTRICT PLAN (March 2013).....	4
6.0 BACKGROUND REPORTS.....	5
6.1 OCEAN BEACH.....	5
6.1.1 Ocean Beach Variation Process – Landscape and Open Space Technical Report (2001) .....	5
6.1.2 Ocean Beach Planning Assessment - (November 2006) .....	6
6.2 CAPE KIDNAPPERS .....	7
7.0 RECOMMENDATIONS .....	8
7.1 Ocean Beach Camping Node .....	8
7.2 Ocean Beach Building and Infrastructure Node .....	10
7.3 Cape Kidnappers Building and Infrastructure Node.....	10
8.0 CONCLUSION .....	12

## LIST OF ATTACHMENTS

- Attachment A –** Ocean Beach Landscape and Open space Technical Report (2001) – Wider and Inner Catchment Area
- Attachment B -** Ocean Beach Plan Change (2006) Spatial Analysis Plan
- Attachment C –** Ocean Beach Camping Ground, and Building and Infrastructure Nodes
- Attachment D –** Ocean Beach Building and Infrastructure Node
- Attachment E –** Cape Kidnappers Building and Infrastructure Node

## **1.0 BACKGROUND**

The Hastings District Council notified its “draft” District Plan in March 2013.

A number of submissions (16) were received that raised a range of issues in relation to the proposed **Cape Kidnappers – Ocean Beach Preservation Zone**.

The area covered by the proposed zone had previously been included in the Rural Zone. *“The unique circumstances and opportunities of the area however necessitate a special specific zoning which supports the preservation, and conservation initiatives and existing farming and commercial operations of the owners, as well as providing additional eco-tourism and eco-education opportunities that are respectful of the environment.”<sup>1</sup>*

## **2.0 PURPOSE**

The purpose of this review is consider the issues raised in the submissions and review the boundaries of the proposed development nodes –

- Ocean Beach Camping Ground Node
- Ocean Beach Building and Infrastructure Node
- Cape Kidnappers Building and Infrastructure Node

## **3.0 METHODOLOGY**

The writer of this report is familiar with both Ocean Beach and Cape Kidnappers having previously been involved in providing landscape architecture input into proposals in both locations. The sites have not been revisited as part of this review.

Discussion has been held with Phil McKay – Environmental Policy Manager. Submissions, and submission summaries have been reviewed as well as Section 5D of the Draft District Plan.

An overview of the landscape assessment work that has already been undertaken in relation to Ocean Beach and Cape Kidnappers has also been undertaken.

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<sup>1</sup> Page 1 – Hastings District Plan (Draft) Section 5D – Cape Kidnappers – Ocean Beach Preservation Zone

#### **4.0 KEY ISSUES RAISED IN THE SUBMISSIONS**

In reviewing the submissions four key issues were identified.

- General support for the Preservation Zone (one submitter sought an extension to the south)
- Do not support the proposed Preservation Zone – restrictive on land use
- Requests for greater detail (in terms of defining boundaries) and stronger regulation around the development nodes
- Concern regarding potential impacts of allowable development on natural and cultural values

#### **5.0 DRAFT DISTRICT PLAN (March 2013)**

##### **SECTION 5D – Cape Kidnappers – Ocean Beach Preservation Zone**

Section 5D.5 includes a list of rules, activities and status. The following are a list of those related to the “nodes”.

RULE CNP9 Conservation Enhancement Activities within the building development nodes identified in Appendix 5D -1 and Appendix 5D-2. Permitted

RULE CNP11 Camping Grounds within the Camping Ground Node identified within Appendix 5D -1. Controlled

RULE CNP12 Accommodation facilities to support eco-tourism and eco-education activities within the building development nodes identified in Appendix 5D -1 and Appendix 5D-2, including buildings with a maximum of 250m<sup>2</sup> gross floor area. Restricted Discretionary – Non Notified

RULE CNP15 Accommodation and facilities to support eco-tourism and eco-education activities within the building development nodes identified in Appendix 5D -1 and Appendix 5D-2, involving buildings exceeding 250m<sup>2</sup> gross floor area. Discretionary.

It should be noted that the Ocean Beach Camping Node and the Ocean Beach Development and Infrastructure Node are located within a Coastal Landscape Character Area but do not form part of an Outstanding Natural Feature, Outstanding Natural Landscape Area or a Significant Amenity Landscape Area.

The Cape Kidnappers Development and Infrastructure Node does not form part of the Coastal Landscape Character Area, is not an Outstanding Natural Feature, or Outstanding Natural Landscape Area, and is not a Significant Amenity Landscape Area.

All the areas fall within the Cape Kidnappers Ocean Beach Nature Preservation Zone.

## **6.0 BACKGROUND REPORTS**

### **6.1 OCEAN BEACH**

Ocean Beach has been the subject of much discussion over an extended period of time. The following is an attempt to briefly summarise key landscape matters in the area of the proposed –

- Ocean Beach Camping Ground Node
- Ocean Beach Building and Infrastructure Node

#### **6.1.1 Ocean Beach Variation Process – Landscape and Open Space Technical Report (2001)**

In 2001 an Ocean Beach Landscape and Open Space Technical Report was prepared for the Hastings District Council. The purpose of which was to provide an overview and evaluation of the Ocean Beach landscape. The Technical Report essentially divided the Ocean Beach Landscape into the wider and inner catchment.

#### **Refer Attachment A.**

The development node and camping ground node identified in the Draft District Plan 2013 are both located within the inner catchment.

*“The inner catchment is considered to be a modified landscape. It has the ability to absorb a degree of change (VAC) which is enhanced by the scale of the surrounding landforms. Future development within parts of this catchment would be appropriate, if planned and designed sensitively. This catchment is considered to have the greatest capacity to accommodate some form of low intensity development.”<sup>2</sup>*

The Technical Report specifically identified a 1 hectare reserve extension to the north of the existing reserve. The Pukepuke Tangiora land located between the Waipuka Stream and the Hastings District Council Reserve was also noted as an area that could accommodate some form of development in conjunction with the adjacent public reserve.

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<sup>2</sup> Page 28 – Ocean Beach Variation Process, Landscape and Open Space Technical Report (2001)

### 6.1.2 Ocean Beach Planning Assessment - (November 2006)

As part of the process of preparing the Ocean Beach Planning Assessment (2006) a landscape spatial analysis was undertaken. This process initially involved using the landscape units involved in the Structure Plan report prepared by Stephen Brown, Landscape Architecture. In addition these units were considered in conjunction with the classification units identified in the DJ Scott and Associates 2006 Preliminary Landscape Assessment.

The spatial assessment separated the Ocean Beach landscape into 3 broad areas related to the landscape units in **Attachment B**. The middle stretch of Ocean Beach was identified as follows -

2. Ocean Beach – Area to the north of Waipuka Stream to the beginning of the transgressive dune system (including landscape units D(ii) through to I).

The broad area included the area generally referred to as the Haupouri Flats and described them as follows -

H(i) Haupouri Flats

*“This area already contains some clusters of activity (of varying intensity) – the recreational node, and the Haupouri Station farming/equestrian node and some more open pastoral activity. The area is bounded by the dunes and the coastal ridge and slopes – both of which are considered to be key contributors to the Ocean Beach landscape character.*

*The area is generally flat and the scale of the hill backdrop, and existing activity in particular mean that the area has the ability to accommodate a moderate level of change. However, this area is an important part of the foreground view to the northern end of the beach and this needs to be given an appropriate level of consideration.*

#### Key Considerations

- *The part these flats play as the foreground view to the northern end of the beach*
- *Views from the beach towards the coastal slopes and ridgeline*
- *Maintaining the integrity of the dune system and the coastal slopes and ridgeline*
- *Consideration to the existing clustered nature of the intense activity areas”<sup>3</sup>*

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<sup>3</sup> Ocean Beach Plan Change Spatial Analysis – First Draft, Terraforme, November 2006

The Ocean Beach Plan Change – Landscape Reports Peer Review (Nov 2006) notes the following in its conclusion –

*“There is general agreement in all the reports either through text or landscape units that the southern end (just from the north of the woolshed south) of the beach is the most appropriate location for development based on the landscape characteristics however there is very little consistency regarding exactly what type of development scale and intensity is appropriate”.*<sup>4</sup>

## **6.2 CAPE KIDNAPPERS**

Cape Kidnappers and the surrounding area have also been the subject of much discussion in relation to the areas landscape characteristics and the appropriateness of various development proposals.

The golf course and club house was approved in November 2002. The area was zoned rural and the development of the golf course was permitted and the clubhouse was a discretionary activity.

In 2003 there was a development proposal for a central lodge and 24 villas located on the terrace above Black Reef. This was to be located within the area identified as “outstanding” (ONF5) in the District Plan. This proposal was, after much controversy, turned down by the Environment Court in 2004.

Subsequent to this an application was approved for the *“development of a main lodge and four units lying across the contour on the main terrace and two “wings” of individual duplex units extending southeast and west along adjacent ridges and small plateaux landforms; eight valley units (4 duplex buildings) and fourteen ridge units plus the “owners cottage” can be configured to provide a further four units at the end of the ridge.”*<sup>5</sup>

A landscape assessment was undertaken and peer reviewed for this proposal.

The Landscape Assessment (Boffa Miskell – Aug 2005) and the peer review (Terraforme- Dec 2005) both concluded that the type of development being contemplated was appropriate in this location.

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<sup>4</sup> Page 21/22 – Ocean Beach Plan Change – Landscape Reports Peer Review (Final Draft – November 2006)

<sup>5</sup> Cape Kidnappers Proposed Lodge Development Assessment of Landscape and Visual Effects – Boffa Miskell, October 2005

*“The subject site selected for the proposed lodge fits well with these site characteristics (listed in “The Guide” refer to page 4 and 5 of the Assessment of Landscape and Visual Effects). It occupies an elevated terrace with higher land behind and has a good context of regenerating natural gully vegetation, as well as an exotic pine woodlot as a backdrop. The site has other farm and golf course development in the general locality such that development is clustered within the property.”<sup>6</sup>*

*“The natural characteristics of the site and in particular the topography and its location within the wider context are such that the site inherently has the ability to accommodate a reasonable level of change.”<sup>7</sup>*

Within the area proposed in the Draft District Plan as the Cape Kidnappers Building and Infrastructure Node are three clusters of buildings and associated development.

1. The original farm buildings – woolshed, yards etc
2. The golf course and club house
3. The lodge and villas

## **7.0 RECOMMENDATIONS**

### **7.1 Ocean Beach Camping Node**

It is recommended that the Ocean Beach Camping node be amended and extended to include the Pukepuke Tangiora land to the south of the reserve and approximately 1 - 2ha to the north of the reserve and including the reserve. Refer **Attachment C**. The Pukepuke Tangiora land is currently outside of Cape Kidnappers Ocean Beach Nature Preservation Zone but is located within the Coastal Landscape Character Area.

This part of the Ocean Beach landscape is considered to have the ability to accommodate a degree of change without compromising its landscape character. The temporary nature of camping is considered appropriate particularly given the other activities in the location.

Much of this area is already used for temporary activities during the summer months. It is home to the surf club and parking.

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<sup>6</sup> ibid

<sup>7</sup> Page 5 – Cape Kidnappers Station Proposed Lodge Development – Review of Assessment of Landscape and Visual Effects and other Landscape Matters – Terraforme, December 2005



It is understood (from previous reports) that temporary activities such as camping may be able to occur without having adverse effects on the extensive archaeological activity in this area. This will need to be addressed specifically within any application.

In addition it is expected that any application will need to consider landscape effects of the proposal. Specific consideration should be given to siting of permanent activities associated with camping – buildings, parking, access etc. Consideration must also be given to height and the appropriateness of building design in this sensitive location. When considering applications they must be able to demonstrate that they do not adversely affect -

- The part these flats play as the foreground view to the northern end of the beach
- Views from the beach towards the coastal slopes and ridgeline
- Maintaining the integrity of the dune system – particular consideration to access
- Maintain the visual integrity coastal slopes and ridgeline
- Consider the existing clustered nature of the intense activity areas
- Building height to be restricted to 7.5m with the exception of facilities required for surf lifesaving.
- Must ensure that temporary activities do not become permanent creating visual clutter (eg caravans and awnings occupying a campsite on a permanent basis)
- Protection of the dunes – with specific consideration given to access
- Protection of archaeology and cultural aspects (HPT controlled)
- Retain the ecological integrity of the area
- Maintain the integrity of the existing landform

Overall site layout must be considered. This will need to give consideration to wider site issues such as buffers between uses and the integration of the area proposed for camping into the wider landscape.

Given the sensitive nature of this location it is considered that requiring a landscape assessment as part of any proposal is reasonable and appropriate.

### **7.2 Ocean Beach Building and Infrastructure Node**

It is recommended that this area be amended to better reflect the landscape characteristics of the area. It is recommended that the area be bounded to the north by the small stream outlet and to the south on a line drawn from the backshore hills to the south. Refer **Attachment D**.

This area also falls within the area described as the Haupouri Flats and although largely screened from public view by a substantial shelterbelt, it is home to a significant cluster of activity and modification to the landform.

Proposals in this area will also need to be subject to significant landscape scrutiny. Key matters for consideration will need to include

- visibility from the beach and from the lookout
- integration into the wider landscape to ensure an easy visual and landscape transition between activities.
- Overall site development – building and infrastructure location will need to demonstrate that it is not incongruous with the existing characteristics of the area and in particular does not unduly interrupt views to the northern end of the beach.
- Building Height to be restricted to 7.5m
- Protection of the dunes –with specific consideration being given to access
- Protection of archaeology and cultural (HPT controlled)
- Retain the ecological integrity of the area
- Maintain the integrity of the existing landform

### **7.3 Cape Kidnappers Building and Infrastructure Node**

It is recommended that the Cape Kidnappers Building and Infrastructure Node be reduced in size to more accurately reflect the landform and landcover of the area. Refer **Attachment E**.

The proposed Cape Kidnappers Building and Infrastructure Node is more remote from the coastal environment than the Ocean Beach nodes and is therefore not considered to be as sensitive to development from a landscape perspective.

The club house development is smaller and somewhat separated from the other clusters of buildings on the site, it is however still remote from the coastal margin and the area identified as an Outstanding Natural Landscape Area.

It is considered reasonable that any additional building and infrastructural development be allowed to occur around the existing building nodes -

- The Club House
- The farm buildings
- The lodge and villas

It is noted that there is a significant portion of Cape Kidnappers Station that is not subject to any landscape notation. While development clustered around the existing buildings is considered desirable (and within the proposed node), it is also acknowledged given the scale of the site that there may be potential for development in the wider area, set back from the coast, where the environment is not as sensitive to change.

For any future development in the wider rural landscape it would be important to ensure that “The Guide” Good Practice Landscape Guidelines for Subdivision and Development in the Hastings District (Isthmus 2005), is had regard to.

## **8.0 CONCLUSION**

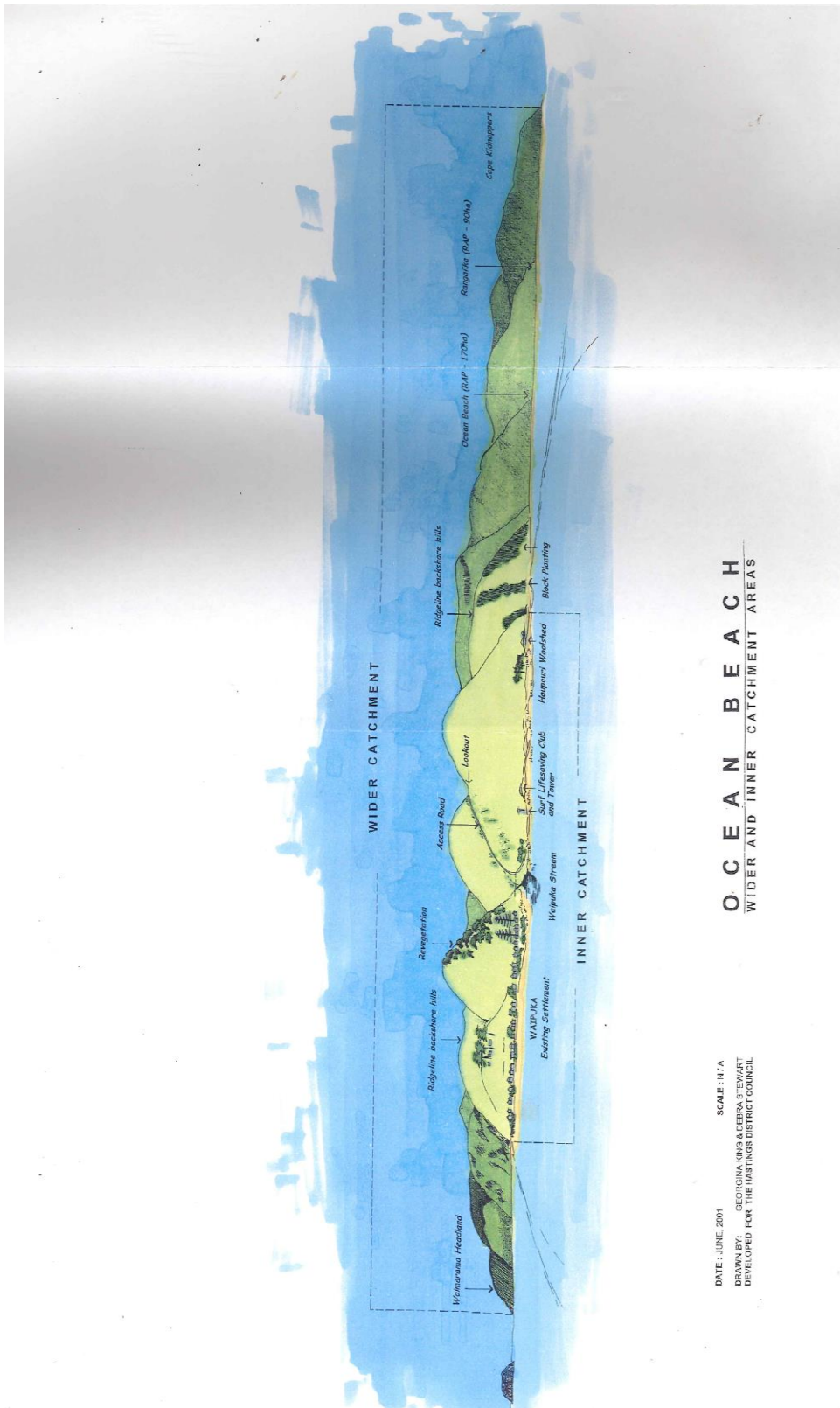
Some refinement of the Ocean Beach Camping Ground Node and the Ocean Beach Building and Infrastructure Node is recommended. The amendments are considered to better reflect the landscape values of the site and are largely based on the significant body of work previously undertaken in relation to the Ocean Beach landscape.

The Cape Kidnappers Building and Infrastructure Node has also been refined primarily to create a more significant buffer between the area more suited to buildings and infrastructure and the sensitive coastal environment.

The Cape Kidnappers proposed nodal area has not been subject to the same level of scrutiny as the Ocean Beach Area. This is considered primarily to be because it is not as sensitive to change. As such it is considered appropriate that a more relaxed approach be taken to assessing development proposals in this area.

There may be other areas on Cape Kidnappers Station outside of those covered by landscape notations and RAP sites, and outside the proposed node which may be appropriate for development. More stringent controls in these areas are suggested such as the requirement for comprehensive landscape assessment.

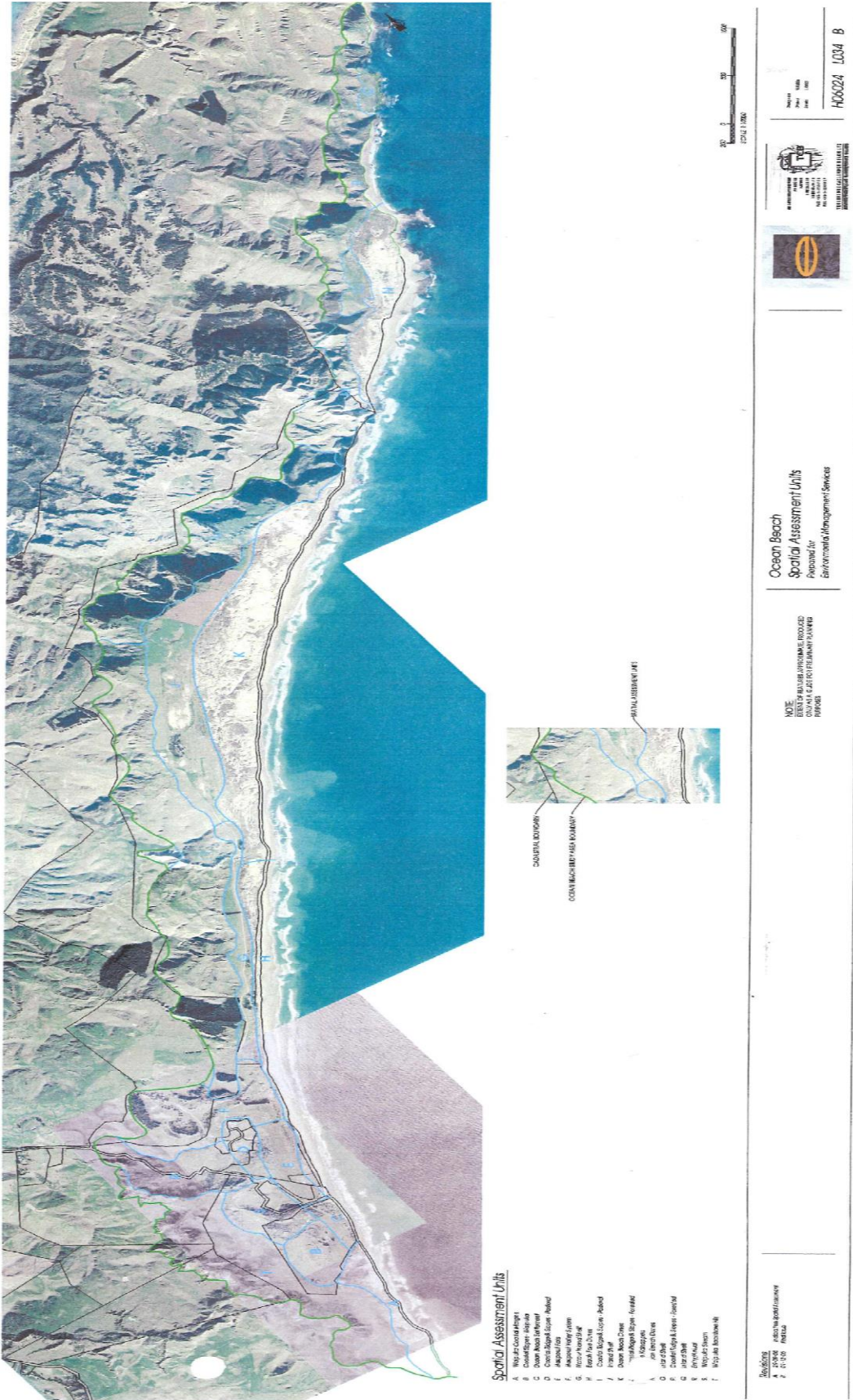
**Attachment A - Ocean Beach Technical Report (2001) – Wider and Inner Catchment**



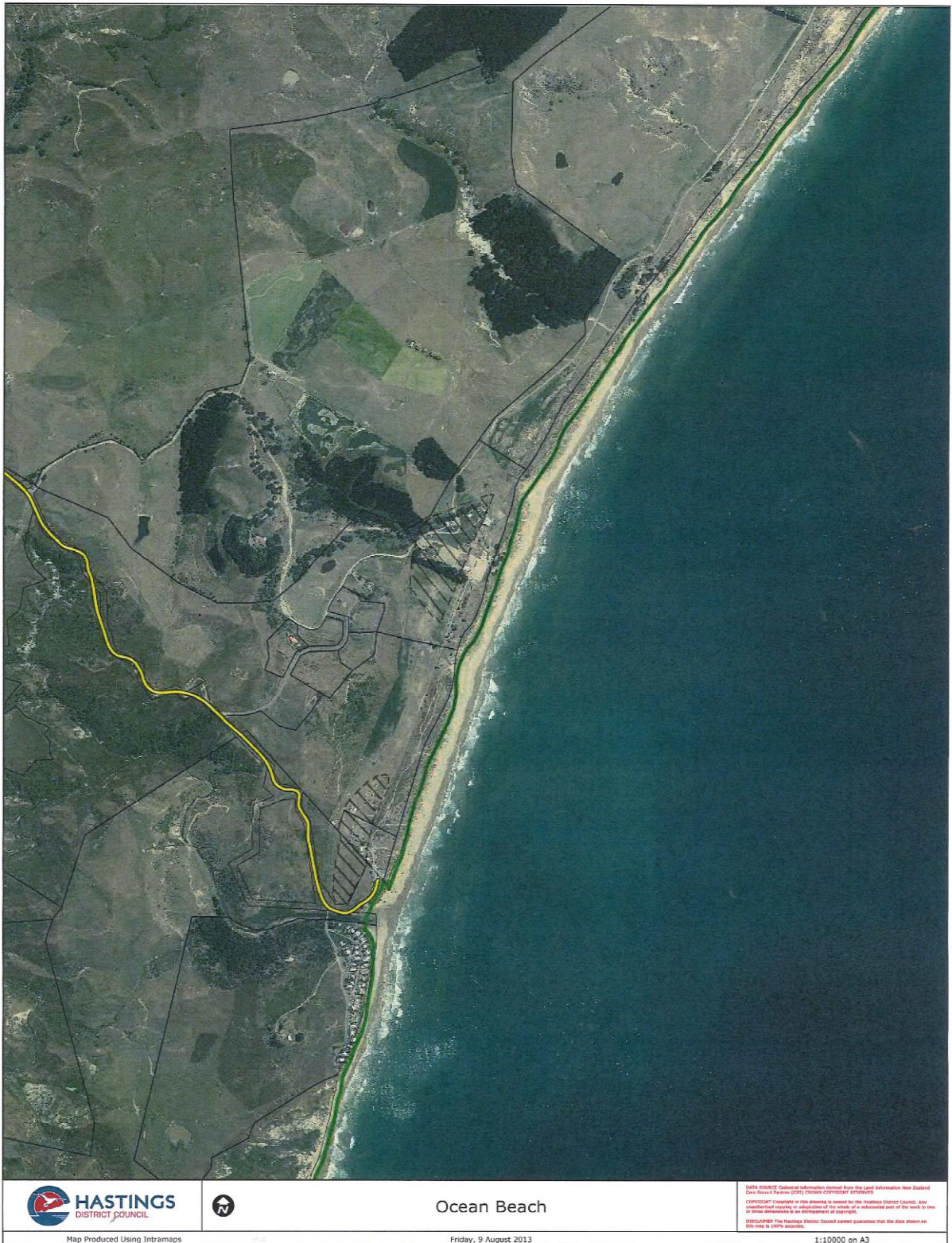
**O C E A N B E A C H**  
WIDER AND INNER CATCHMENT AREAS

DATE: JUNE 2001  
SCALE: 1:1  
DRAWN BY: GREGORIAN KING & DEBRA STEWART  
DEVELOPED FOR THE HASTINGS DISTRICT COUNCIL

# Attachment B – Ocean Beach Plan Change Spatial Analysis Plan



**Attachment C – Ocean Beach Camping Ground, and Building and Infrastructure Nodes**



# Attachment D – Revised Ocean Beach Building and Infrastructure Node





# Attachment E – Revised Cape Kidnappers Building and Infrastructure Node

