

13 SEP 2005

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**REVIEW OF  
LANDSCAPE ISSUES  
TANGOIO BEACH SETTLEMENT AREA**



*View to headland and Flat Rock from beach*

**Plan Change Request – Rural to Coastal Residential**

JW Hayes and Estate RA Hayes  
Beach Road, TANGOIO

**Special Landscape Character Area**  
Tangoio Beach Settlement (SLC10)

**Outstanding Natural Feature**  
Whakaari Headland and Tangoio Bluff (ONF6)

**FINAL – SEPTEMBER 2005**

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## 1.0 EXECUTIVE SUMMARY

### 1.1 General

The purpose of this report is as follows –

- To review the Assessment of Landscape and Visual Effects undertaken by Titchener Monzingo Aitken Ltd and prepared as part of a proposed plan change request for the land owned by JW Hayes and the Estate RA Hayes, Beach Road, Tangoio.
- To review the importance of Tangoio Beach Settlement and Surrounds – Significant Landscape Character Area (SLC10) and Outstanding Landscape Feature (ONF6) in the context of the Plan Change application and other issues.

There is already a significant amount of information available regarding landscape issues in the Tangoio Beach Settlement area. This report reviews the existing information and provides a landscape assessment overview.

The report is being prepared for the Hastings District Council and will be considered as expert evidence in the Planners report in relation to the Plan Change Application.

### 1.2 Landscape Visual Impact Assessment Process

This report is not considered to be a comprehensive landscape and visual assessment. This was not considered necessary given the significant amount of work already undertaken in relation to landscape matters associated with the subject site.

However, the contents of this report are based on the Landscape and Visual Assessment Process outlined in Section 3.0 of this report and includes a landscape description, interpretation and evaluation.

### 1.3 Landscape Visual Impact Assessment Summary

The Tangoio landscape consists of a mix of significant natural landscapes such as the Whakaari Headland, Tangoio Bluffs and Flat Rock, as well as the significant cultural landscape of the Tangoio bach settlement (ONF6 and SLC10).

The landuse patterns surrounding the subject site and the settlement are diverse – including a mix of agricultural and horticultural uses.

The existing bach settlement is located on the shingley foredune immediately adjacent to the coast. It is considered to be a good representation of bach vernacular.

The area proposed to be rezoned is located on a flat, low lying area behind the foredune and the existing bach settlement. It is currently primarily used for cropping.

Both the settlement and the subject site are back dropped by the Whakaari headland which is a significant natural landscape.

The subject site and the bach settlement are visible from several vantage points. The viewing audience from most locations is limited and from many locations only glimpses of the two areas are able to be obtained as you drive through the area on SH2.

From locations with in the settlement area, the subject site and the settlement are very visible.

The proposed rezoning site is considered to have a moderate Visual Absorption Capacity – that is, it has the ability to accommodate some change so long as the change is implemented in a manner which is sympathetic to this unique coastal environment.

#### 1.4 Conclusion

The Tangoio area has unique natural and cultural characteristics including the Whakaari Headland, Tangoio Bluffs and Flat Rock and the existing bach settlement respectively. It is important that the integrity of these special landscapes is maintained.

There are a number of issues which mean that the existing bach settlement cannot remain in its current form.

The recommendations of this report are therefore two fold. They endeavour to acknowledge that the existing bach settlement is unique but it is no longer appropriate for it to remain in its entirety. This report also endeavours to acknowledge that the proposed new development area has characteristics which are different from the existing settlement area and any proposed development needs to have the ability to reflect this but at the same time acknowledging the historical values associated with the Tangoio beach settlement, and the significant natural characteristics in the surrounding area.

The following is therefore recommended –

A representative example of the existing bach settlement remain. The preferred location for the remaining baches northern end of the beach immediately adjacent to the headland, however it is acknowledged that there may be a number of issues which prevent this from being feasible. Alternatively, the best examples of the baches could be relocated to an appropriate location further back from the beach - refer Attachment A. An appropriate management strategy needs to be developed which provides direction regarding the medium and long term future of the baches.

The proposed rezoning is considered appropriate on the basis that controls are established which ensure the integrity of the historical values associated with the Tangoio bach settlement and natural characteristics of the area are maintained.

## 2.0 INTRODUCTION

### 2.1 Scope

The scope of this report is limited to the landscape issues in relation to the following matters -

#### Plan Change Request – Rural to Coastal Residential, Beach Road, Tangoio

A Plan Change request has been lodged in which the applicant – JW Hayes and the Estate of R A Hayes, wishes to alter the zoning of the subject property situated at Beach Road, Tangoio from Rural to Coastal Residential. This application includes an Assessment of Landscape and Visual Effects, of the Tangoio Beach Settlement prepared by Titchener Monzingo Aitken Ltd, Landscape Architects.

#### Significant Landscape Character Area (SLC10) – Tangoio Beach Settlement

The Tangoio Beach Settlement is identified as a Significant Landscape Character area (SLC10) in the Hastings District Council, District Plan. The significance of the area is identified as follows –

*Compact and discrete layout;*

*Unity of scale, style and materials amongst buildings – single storey, small scale, vernacular bach style;*

*Intimate relationship with landform – occupies end of coastal shingle bank where it abuts a prominent hill on the Northern Hills coastline;*

*Casual fishing camp character;*

*Picturesque qualities as a small intimate settlement adjacent to bold hills, at the beginning of an open flat coast to the south, and with views across to Bluff Hill Napier and Cape Kidnappers;*

*Its historical value as an example of period bach architecture*

#### Outstanding Natural Feature (ONF6) – Whakaari Headland – Tangoio Bluff

The Whakaari Headland and Tangoio Bluff are described as an Outstanding Natural Feature in the Hastings District Council, District Plan. The significance of the area is identified as follows –

*Visual integrity of landform in views from Hawke Bay*

*Visual coherence and integrity of cliff faces*

*Visual continuity of skyline ridge*



*Plate 1 – View to Settlement from Beach*

## 2.2 Purpose

The purpose of this report is to review the existing information in relation to landscape matters associated with the Plan Change request and to provide an independent assessment of landscape effects.

This report will also provide some comment on the significance of the Tangoio Beach Settlement, its inclusion in the District Plan as a Significant Landscape Character Area (SLC10), and some suggestions on how the settlement may be handled in the future given the proposed Plan Change request, Councils desire to remove the seaward baches and acknowledge that they are a significant landscape.

This report will also give consideration to the significance of the Whakaari Headland and Tangoio Bluff in relation to the proposal, and their inclusion in the District Plan as an Outstanding Natural Feature (ONF6).

The findings of this report will be considered as part of the Planners report in relation to the Plan Change request.

## 2.3 Background

The Tangoio Beach Settlement has a complex planning history. The following is a bullet point summary of key events and dates -

- Existing 22 baches established 1930s – 1950s (row of 13 on seaward side)



- Subdivision Consent granted 1974 – one condition was that within 10 years all baches on the seaward side of Beach Road be removed and the private land on the same side of the road should be transferred to Council at the end of the 10 year period as public reserve.
- 1982 bach occupiers made a submission to the review of the District Scheme to resolve the above which was declined but an extension to their occupation was granted – a further 11 years expiring May 1995.
- 1995 Outstanding Landscapes report prepared as part of the District Plan Review – identified Whakaari Headland and Tangoio Bluff as an 'outstanding landscape' (ONF6) and the Tangoio Beach Settlement as a 'significant landscape area' (SLC10)
- 1998 current owner made a submission to the Proposed District Plan to rezone the area Coastal Residential. Request was disallowed because the matter would be better addressed within the overall review of the coastal environment.
- 1997 Coastal Environment Strategy (CES) commissioned.
- 2000 CES adopted and identified Tangoio as a moderate priority area with a number of conflicts – residential, development, landscape, recreation, access etc The strategy queried whether the bach settlement warrants protection or recognition.
- February 2004 - Regional Coastal Hazard Assessment. The seaward side baches are partially within the Current Erosion Risk Zone
- July 2004 Council agreed that enforcement of the original conditions of consent requiring removal of the seaward side baches unless a private plan change was lodged by 30 November 2004.
- 26 November 2004 Request Plan Change lodged on behalf of JW Hayes and the estate of R A Hayes which proposed to rezone approximately 3.9 hectares with the capacity to accommodate approximately 30 allotments.

### **3.0 LANDSCAPE AND VISUAL IMPACT ASSESSMENT PROCESS**

The following process has been following assessment process has been followed in order that an appropriate level of review is undertaken.

### Stage 1 - Landscape Description

This describes the natural and cultural elements, patterns and processes of the site. The stage is largely objective.

### Stage 2 - Landscape Interpretation and Evaluation

This stage analyses the inherent characteristics of the site and evaluates the relative importance of particular landscape qualities, features, patterns and processes. This stage is largely subjective.

The Landscape Evaluation has been undertaken using the following criteria:

1. Natural Elements,
2. Landuse Patterns,
3. Visibility and Visual Absorption Capacity (VAC).

The visual absorption capacity (VAC) is determined by combining the findings of both stages to identify the ability of the landscape associated with the proposed plan change area, behind the Tangoio Beach settlement, to accommodate the proposed change without compromising its existing landscape character.

As well as identifying the VAC consideration must also be given to the visibility of the site. A comprehensive vantage point assessment was not undertaken as part of this process.

A series of representative viewpoints of the subject area were undertaken as part of the Assessment of Landscape and Visual Effects prepared by Titchener Monzingo Aitken Ltd. This was done with the purpose of assessing the visual absorption capacity (VAC) of the area involved in the proposed plan change. This report considers several of these vantage points.

## **4.0 LANDSCAPE DESCRIPTION**

### **4.1 Location and Site Description**

Tangoio is a coastal residential settlement located approximately 20 kms from Napier. The settlement is accessed via a short drive off SH2, via Tangoio Road, and is located at the end of Beach Road. The front row of 13 baches are located on the

shingley foreshore dune and a second row of nine baches located behind these. An access road separates the two rows of baches.

The Tangoio settlement is situated against the backdrop of the Whakaari Headland and Tangoio Bluffs which are listed as an Outstanding Natural Feature (ONF6) in the Hastings District Plan.



Plate 2 – View to settlement showing Whakaari headland

Whakaari Headland is one of a number of limestone based promontories which punctuate the Hawke's Bay Coastline (others include Black reef, Napier Hill and Mahia Peninsula).<sup>1</sup>

The site which is the subject of the rezoning request (subject site), sits immediately behind the settlement on an area of low lying plain. This area is also back dropped by the Whakaari Headland. The subject site is adjoined on the northern side by Beach Road. Beach Road runs around the base of the coastal hills and is at a slightly higher level than the subject site (it overlooks the rezoning area). The Tangoio Beach Settlement bounds the subject site on the eastern boundary.

The lower lying plain area continues to the south (where there is an extensive area of Maori land), and west of the subject site.

<sup>1</sup> *Assessment of Landscape and Visual Effects, Tangoio Beach Settlement – TMA November 2004*



**Figure 1 - Location Map**

#### **4.2 Natural Character**

The natural character of the area is described in two parts – the first relates the broader landscape in which the site is located and the second relates to the site itself.

The broader landscape in the Tangoio area is a mix of flat coastal plain which sits behind the shingley dunes, and the prominent Whakaari Headland and Tangoio Bluffs. The Whakaari Headland and Tangoio Bluffs are identified as an Outstanding Natural Feature in the Hastings District Plan (ONF6). The significance of this landscape is identified as follows in the Hastings District Plan.

- Visual integrity of landform in views from Hawke Bay

- Visual coherence and integrity of cliff faces
- Visual continuity of skyline ridge

The Outstanding Landscapes Report prepared by Isthmus Group Ltd – April 1995, as a basis for the District Plan Landscape Areas, identified Tangoio Bluff, Tombolo, Whakaari Headland, Flat Rock as an Outstanding Landscape Feature) of regional significance (ONF6 in the District Plan). And noted the following in relation to this landscape –

*This complex landscape feature is an outstanding landscape feature for the following reasons -*

- *Its location at the point where the central plains coastline meets the northern hills coastline. It is where the grey shingle beaches change to golden sand*
- *The prominence and distinctive shape of the landform as a headland*
- *The geo-scientific significance of the tombolo linking Whakaari Headland to the mainland. It is listed category significance in the Geo- Preservation Inventory.*
- *Historical value as the site of an early Pakeha whaling station*
- *Recreation value as a fishing spot, and a walking destination. It is an access point to the long distance coastal walking track.*

**Criteria**

- *Natural Landform character*
- *Integrity of landform*
- *Openness*

**Threats and opportunities**

- *There is a limestone quarry behind Tangoio Bluff which threatens the integrity of the landform, and reduces its sacred and natural character.*
- *There is a potential threat from rural residential development which would also threaten the visual integrity of the landform, the natural character of the area, and the sense of sacredness of the landmark*
- *Tree planting on the landscape feature itself would subdue the landform shape and outline, mask the surface detail, reduce the ability of light to highlight the landform, and change its characteristic colours.*
- *Plantations on the land above the Tangoio Bluff and behind the beach will potentially detract from the visual landform integrity if planted in patterns discordant with the underlying landform.*

This Outstanding Natural Feature (ONF6) is an important part of the broader landscape and provides a landscape context within which the existing bach settlement and the proposed rezoning are located.

Hawke Bay is a dominant feature associated with this landscape and views to the ocean and beyond are an integral part of the broader landscape.

The diversity of vegetation in the wider landscape is limited and on the coastal hills is predominantly pasture with very few trees other than pine plantations which exist on the hills to the west and south west of the site. There is some remnant native vegetation on the cliff faces and on the headland.

Throughout the coastal plain there is a range of vegetation – along the stream margins (Te Ngaru and Pakuratahi) willows dominate, and there are remnant rural shelter plantings. There are also pockets of amenity species around dwellings.

The subject site and immediately surrounding plain area are used for a mixture of cropping and grazing. At the time of this review the subject site was in pasture.

#### **4.3 Landuse Patterns**

The Tangoio area has a diverse range of landuse patterns. The area is considered to be a modified landscape although it includes some outstanding underlying natural features (see 4.2 above).

The most significant cultural landscape is that of the settlement. This beach settlement is unique in terms of the style of the baches – their materials, scale and construction. The location of the baches on the shingley coastal dune, back dropped by the Whakaari Headland and the Tangoio Bluffs is also unique. They are considered to be a good representative example of bach vernacular. The baches are mix of dilapidated and well maintained buildings.

The Outstanding Landscapes Report, prepared by Isthmus Group Limited, April 1995 noted the following in relation to the settlement area –

*Tangoio Beach bach settlement is significant for the following reasons:*

- *Compact and discrete layout*
- *Unity of scale, style and materials amongst the buildings*
- *Intimate relationship with the landform. It occupies the end of the coastal shingle bank where it abuts a prominent hill at the start of the northern hills coastline*
- *Casual fishing camp character*
- *Picturesque qualities as a small, intimate settlement adjacent to bold hills, at the beginning of an open flat coast to the south, and with views across to Bluff Hill Napier and Cape Kidnappers.*
- *Historic value as an example of period bach architecture*

**Criteria**

- *Extent limited to shingle bank and present confines*
- *Design and appearance of buildings: single storey, floors not more than 300 above ground level, small scale (max lot size =), vernacular bach style, vernacular bach materials (corrugated iron roofs, corrugated iron or timber, or fibrolite walls, recycled timber window frames and doors).*
- *Low key treatment of infrastructure. Gravel tracks. No kerbing.*

**Threats and Opportunities**

- *The main threat is redevelopment or expansion of the settlement in a style different to that existing. Insensitive development could change the unity, scale, style and character of the settlement.*
- *Conversely there is a threat of dilapidation of the baches. Two or three of the present buildings are in a deteriorated condition.*
- *Tree planting on the hills adjacent to the bach settlement and behind the walk to Whakaari headland, will subdue the landform and mask the characteristic outcrops of rock.*
- *Plantations on the hills adjacent will disrupt the visual integrity of the landform if carried out in patterns discordant with the underlying landforms*
- *There is an opportunity to create an eco-tourism facility within the framework of the bach settlement.*

The Tangoio Beach Settlement was subsequently listed in the Hastings District Plan as a Significant Landscape Character Area (SLC10).

The landuse patterns in the broader landscape to the north is typical of large pastoral landscapes of the east coast – the hills are barren and the landform clearly evident. Fencing, tracks and other structures are limited.

To the west and southwest landuse patterns become more intimate and there is patchwork of pine plantations, dwellings, pastoral areas, and more intensive cropping areas in the vicinity of the subject site.

The roading network in the area consists of SH2 and secondary roads – Tangoio Road, Leyland Road and Beach Road. Although this settlement has been identified as being 'remote' it is located within reasonable close proximity to the State Highway.

The intensity of landuse patterns decrease as you move away from the coastal margin to large rural landscapes in the distance.

## 5.0 PROPOSED DEVELOPMENT

It is proposed to rezone approximately 3.9 hectares adjacent to Beach Road, Tangoio and as defined in Attachment A – Proposed Rezoning Area – Tangoio Proposed New Urban Development Area (sourced from Plan Change documents, 26 November 2004). The new zone will have the capacity to accommodate approximately 30 lots.







Plate 3 – Views from Beach Road over proposed rezoning site

The existing Beach Road reserve which runs parallel to the foreshore is indicated on the Structure Plan as road to be stopped. The intention here is that this area, along with adjacent areas to the north as earlier required as reserve, should be set aside as public reserve and will be available for general public use and access to the beach front. Legal frontage to the adjoining private land to the south will be maintained through the establishment of a newly aligned road reserve further inland.<sup>2</sup>

It is proposed to raise the level of the area to be rezoned to mitigate the flood hazard identified in the Preliminary Flood Hazard Assessment, Tangoio Beach Development, MWH, November 2004. This concluded the following –

Conclusions and Recommendations

6. *The results of this study are only preliminary, and should not be used for engineering design. However, the results are conclusive enough to show that development within the PDA is feasible by using in-fill to a depth of between 1.4 and 1.7 metres as a means of flood hazard mitigation.*

<sup>2</sup> Request for Plan Change, Winchell Partnership, 26 November 2004

As part of the rezoning the following new provisions are recommended for inclusion in the District Plan in relation to landscape issues.

Add new provision to Rule 8.8.2 Height (a)

*".... but for all sites within the Coastal Residential Zone at Tangoio the maximum height shall be RL 13metres, except fro any sites which adjoin the beach front reserve wherein the maximum height shall be RL 11.5 metres."*

Add to Rule 15.1.10.2 Specific Assessment Criteria (9)

*", AND INCLUDING SITES WITHIN THE COASTAL RESIDENTIAL ZONE AT TANGOIO."*

and new sub clause as follows:-

*"(viii) where necessary for the avoidance of potential visibleness include controls on the degree of reflectivity of exterior surfaces of buildings likely as a result of subdivision."*

On the basis of the suggested height controls, buildings adjoining the coast shall be no more than 6m high from the new ground level and those in the remainder of the area 7.5m high from the new ground level. This would permit multilevel dwellings within the new zone.

The proposed Tangoio Coastal Residential Zone – Indicative Concept Plan as provided for in the Plan Change assumes the removal of the existing baches. The removal of the baches on the seaward side of the road is consistent with earlier requests from Council but conflicts with the inclusion of the Tangoio Beach Settlement as a Significant Landscape Character area in the District Plan. On the basis of this retention of SLC10 becomes questionable. The Plan Change Application suggests that this issue is probably best addressed as part of a wider review of the landscape area provisions in the District Plan. The purpose of this report is provide some comment on the significance of the Tangoio Bach Settlement, its inclusion in the District Plan as a Significant Landscape Character Area, and some suggestions on how the settlement may be handled in the future given the Plan Change request, and Councils desire to remove the seaward baches and acknowledge that they are a significant landscape.

## 6.0 STATUTORY FRAMEWORK

The statutory framework for this proposal is discussed comprehensively in the Plan Change documentation prepared by Richard Coles, Whinchell Partnership which includes the Assessment of Landscape and Visual Effects prepared by Titchener Monzingo Aitken, discussion on the New Zealand Coastal Policy Statement, Proposed Hawke's Bay Regional Resource Management Plan, and the Resource Management Act.

The following is a summary of the key landscape issues/policies specific to the Hastings District -

### 6.1 Hastings District Council District Plan

Section 12.2 – Landscape Areas Resource Management Unit, Hastings District Plan includes the following relation to Tangoio.

- Tangoio Beach Settlement - Significant Landscape Character Area (SLC10)
- The Whakaari Headland and Tangoio Bluffs are identified as an Outstanding Natural Feature in the Hastings District Plan (ONF6)

### 6.2 Hastings Coastal Environment Strategy (HCES)

The following is an extract from the HCES. Other relevant sections of this strategy are included in Attachment B.

#### Strategy to 2020

Protect the special natural landscape values of Tangoio whilst appreciating the unique vernacular of the ageing baches

#### Area Specific Outcomes

To recognise the transitory value of the existing bach settlement as an example of vernacular coastal development but discourage new or intensified development at Tangoio

Maintain and enhance the wilderness and remoteness values, in recognition of the natural character and recreation values

Protect and enhance those features that contribute to the outstanding landscape values of Tangoio

## 7.0 LANDSCAPE INTERPRETATION AND EVALUATION

It should be noted that if the existing baches are removed, the level of the area proposed to be rezoned raised, and some of the new dwellings more than single storey then it is likely that the visibility of the rezoning area and proposed development would be increased. It may become visible from locations other than those identified in this report.

From the following locations both the settlement and the proposed site are visible –

***Beach Road (transient)***

From locations along Beach Road the low lying open pastoral landscape of the rezoning site is clearly evident and the bach settlement sits at a higher level on the dune area and appears a short strip of development adjacent to large coastal hills on a wide and open coastline and adjacent plain to the south. The viewing audience is limited from this location to those who drive to the settlement area.

***The existing bach settlement (stationary)***

The proposed rezoning site is visible from some locations within the bach settlement particular from and between the second row of baches. The baches on the foredune are orientated towards the coast and views tend to be in this direction. Not all the baches within the settlement have views to the site.

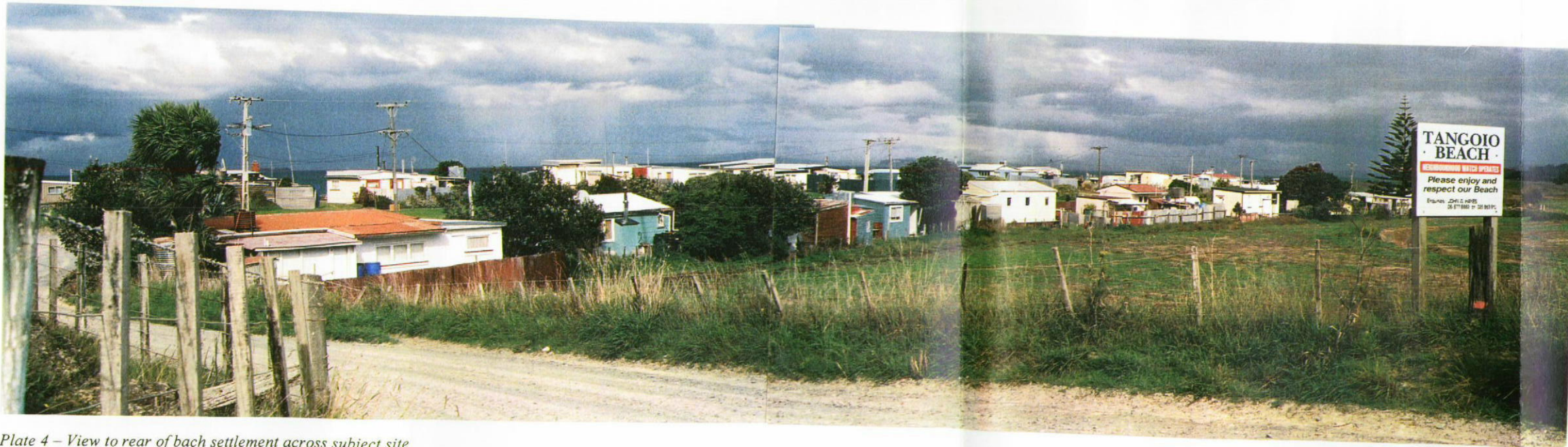


Plate 4 – View to rear of bach settlement across subject site

***SH2 near Pakuratahi Bridge (transient)***

Glimpses of the site and the bach settlement are able to be obtained as you drive along SH2 near Pakuratahi Bridge. However, this view is at some distance and the area is largely obscured by vegetation along the Te Ngaru Stream. The viewing audience is limited from this location.

***Locations along the beach beyond the existing baches (transient)***

The baches are clearly visible from many locations along the beach. The site is able to be seen from locations along the top of the shingle dune. The baches are a prominent part of this landscape from these locations. However, the backdrop of the headland is also an important part of the view from this location and the baches because of their small scale individually and collectively “nestle” comfortably in this location. However they do contrast with the strong natural characteristics of the area.



*Plate 5 – View to subject site from beach*

***Locations within the adjoining headland - privately owned (transient)***

This viewing audience from this location is likely to be limited because it is privately owned land. It has not been assessed as part of this report. However, the TMA Assessment does include discussion on it.

The main viewing audiences and key vantage points associated with the bach settlement only are considered to be:

***Various locations along SH2 - from the north end of Whirinaki Beach to near Pakuratahi Bridge (transient)***

The location of the bach settlement on the shingley foredune, the style, materials and colour mean that it is visible from quite some distance. However, the significance of the surrounding natural features - the Whakaari Headland and Tangoio Bluffs, Flat Rock, Hawke Bay and the shingley foredune— their uniqueness and size mean that it is not a dominant part of these views.



*Plate 6 – View to site from north end of Whirinaki Beach*

***Locations on the coastal track (transient)***

The coastal track which links to Flat Rock is difficult to traverse in some locations and there its use is likely to be somewhat limited. However, from the track there are significant views back to the bach settlement. Some of the baches (at the northern most end of the settlement) sit very comfortably against the Whakaari headland, the

remainder of the settlement which stretches south is backdropped by coastal hills further to the west. Again the scale of the settlement and the buildings within it mean that it feels appropriate in this location.

The subject site is not currently visible from this location, however, if the existing bach settlement were to be removed, and the level of the subject site raised and the more than single storey dwellings erected then they proposed new development may be visible from this location.



*Plate 7 – View to settlement from locations along the coastal track*

## 8.0 VISUAL ABSORPTION CAPACITY

An assessment of visual effects involves two key parts. The first aspect is identifying and assessing the visual impact and visibility of a proposed development on the surrounding 'visual catchment area'. The second part in assessing visual impact is the 'visual absorption capability' (VAC) of the surrounding landscape.

Visual Absorption Capability (VAC) is a more complex concept than visibility. It addresses the capability an area, or landscape, has for absorbing change without significantly modifying its existing positive visual qualities. Low VAC means that it would be difficult to integrate change into that landscape without significant modification of its positive visual qualities. An area of high VAC means that it has a high capacity for absorbing change. Most new development introduces artificial patterns, lines, textures, colours and forms into the landscape. These are likely to contrast with soft organic natural patterns. Consequently a highly modified landscape will usually have a higher capacity for visually absorbing further development than a natural landscape.<sup>3</sup>

The proposed development site is considered to have a moderate visual absorption capacity. This means the natural character (landform, vegetation etc) combined with the landuse patterns (buildings, structures, etc) of the site and surrounding area results in the site having the ability to accommodate a reasonable level of change without having a detrimental effect on the existing landscape character. However, any change must be managed in conjunction with strict planning and design guidelines particularly in sensitive coastal environments to ensure developments are appropriately integrated into the landscape.

These findings are consistent with the findings of the TMA Assessment prepared as part of the Plan Change documentation.

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<sup>3</sup> *"Tongariro Power Development Scheme Landscape Investigations" prepared by Boffa Miskell Limited, Feb 1999, Ref c7197*

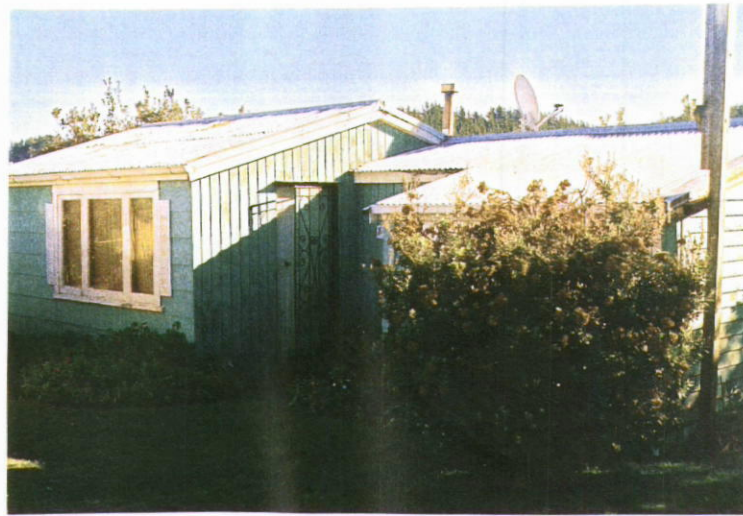


## 9.0 BACH ASSESSMENT

As part of the process of preparing this report a detailed assessment of the baches was undertaken in conjunction with Hastings District Council Planning and Building Officers.

The purpose of this assessment was to determine which of the baches best represented the “bach vernacular” described in the District Plan, and which were the most structurally sound (that is able to be relocated).

This assessment identified five baches which were considered meet the landscape and building criteria. These are identified on Attachment A and in the photos below.



Bach A:



Bach B:



**Bach C:**



**Bach D:**



**Bach E:**

*Plate 8 – Baches which meet landscape and building criteria*

## 10.0 SUMMARY OF KEY ISSUES

This report has identified a number of key issues which should be considered when assessing the appropriateness of the proposed Plan Change and the future of the bach settlement. These are listed below -

- The natural character of the proposed rezoning area is significantly different to the natural character of the existing bach settlement. The proposed rezoning area is low lying, flat, not visibly shingley, and not immediately adjoining the beach.
- The Tangoio Bluff, Tombolo, Whakaari Headland, Flat Rock along with Hawke Bay dominate the surrounding landscape (the subject site and the existing bach settlement), and are outstanding natural features (ONF6 and SLC10).
- The existing bach settlement is unique – its style, scale, materials and location represent a unique beach vernacular. It has picturesque qualities has significant landscape character.
- The history of the existing bach settlement is such that it cannot remain in its current form.
- The existing bach settlement is able to viewed from several locations along the coast and adjoining area. From many of these locations the settlement is a considerable distance and it is not a dominant aspect of these views.
- The subject site is able to be viewed from several locations along the coast and adjoining area.
- The “remoteness” of the Tangoio area is such that the viewing audience is limited.
- The landuse patterns in the area surrounding the settlement and the subject site are diverse and represent a range of activities.
- There is a desire expressed through Councils current planning documents, in particular the Coastal Environment Strategy, to protect the unique characteristics of the bach settlement without compromising the natural characteristics of the area.
- The proposed Plan Change documentation acknowledges that the existing settlement is unique, however, it assumes that it will be removed based on the current recommendations from Council.

- The proposed Plan Change documentation acknowledges the importance of the natural character of the area and proposes controls on building height and the degree of reflectivity of exterior surfaces to control visibility.

## 11.0 RECOMMENDATIONS

The following recommendations have been developed as a means to establish a proposal which is sympathetic to the significant natural characteristics of the area whilst acknowledging the special character and uniqueness of the bach settlement.

- Retain a representative example of the existing baches at the northern end of the beach which sit immediately adjacent to the headland. It is acknowledged that there may be a number of issues which prevent this from being feasible. Alternatively, the best examples of the baches could be relocated to an appropriate location further back from the beach.
- Develop a management strategy for these baches which acknowledges their unique vernacular and the complex planning issues which surround them. In the strategy give consideration to occupation, maintenance, ownership, information on historical significance, and the long term future of the baches.
- Remove the remainder of the baches
- Develop an appropriate recreation reserve which caters for recreational fishing needs and other recreational uses.
- Consider rezoning the requested area on the basis that it is -
  - a. Sympathetic to the significant natural characteristics of the surrounding landscape – in particular the Whakaari Headland, Tangoio Bluffs, and Flat Rock in particular those aspects identified in 3.2 of this report.
  - b. Reflects the characteristics of the existing bach settlement as identified in 3.3 of this report.

This is considered to be particularly important in locations at the front of the proposed rezoning area and in the area which adjoins beach Road where scale, materials, and style of development will be most visible for those using the public areas associated with Tangoio Beach and the development is likely to have the most impact on the significant natural character areas. This may

be best dealt with through Consent Notices in relations to matters such as vegetation, colours, buildings materials and design, location of services, etc

The following are suggestions for controls/conditions in relation to these matters -

- Locating the house sites to maintain viewshafts and a sense of openness and in particular when looking towards the coast as you drive along Beach Road. The location of building platforms to be shown on subdivision application and sites to be confirmed prior to issue of building consent.
  - The design and pitch of the proposed building's rooflines, in conjunction with wall and roof claddings, should be carefully selected so as to blend with the existing colours and lines of the wider landscape. This includes deep recesses around the windows and wide eaves.
  - That the exterior colours for the structures be carefully selected to integrate with the landscape. It is recommended that advancing, high impact and high visibility colours such as reds, oranges, yellows, pinks, creams, whites, bright blues, and unpainted aluminium be avoided. That is any colours with a high reflective indices.
  - Neutral tones (sandstone, warm greys, etc) and natural materials (timber, stone, etc) are recommended for the exterior of the houses.
  - Vegetation around the dwellings, ancillary buildings and along roadways is to be in keeping with the existing 'coastal' character of the area. This means focussing on native coastal grasses shrubs and trees to reduce the linearity of the houses, provide scale and anchor the houses into the landscape and locating trees to maintain viewshafts
  - Landscape work to be done collectively (ie in association with the entire development) to ensure view shafts are maintained and the existing characteristics of the site are maintained and enhanced when the site is viewed from the surrounding properties, the beach and Beach Road.
  - Services should be located and designed sensitively so as to minimise their impact.
- Ensure that any proposed subdivision layout is sensitive to this unique coastal environment and gives particular consideration to roading layout and design, and section sizes for example –
    - The roadway should be designed and located to reflect the coastal character ie considering alternatives to curb and channel to soften edges, and using materials that are typical in the coastal environment and using roading patterns and maintain and enhance viewshafts and public access to the beach

- Sections sizes may be variable to allow for smaller buildings and more intensive development consistent with the character of the existing settlement near the front of the site and larger sections towards the rear of the site
- The number of dwellings provided for in the concept plan included in the documentation provided by the applicant is considered appropriate so long as the development is undertaken in accordance with the other recommendations of this report
- It is recommended that height controls be established to ensure that the development sits comfortably with in the coastal environment and is sensitive in particular to ONF6 (Whakaari Headland and Tangoio Bluff) and the historic significance of the area. In addition to height controls it is recommended that consideration be given to controls on section sizes to compliment what is intended to be achieved through the height controls. Attachment A - identifies areas where different height controls should apply –

**Area A - Area adjacent to the shingley foredune**

Dwellings in this area should not be visible from the beach and they should not unduly interrupt views to the coast from Beach Road. Therefore single level dwellings are recommended.

The shingle ridgeline is 16.55RL. The highest existing bach on the ridgeline is approximately 2.5m. This gives a total RL of 19.05.

If development in the Proposed Development Area (PDA) was to match the existing building height on the shingle ridge taking into account the proposed raised ground level of 15.5RL this would allow actual building heights of 3.55m. This could be raised to 4.0 (19.5mRL) to allow for single storey dwellings and acknowledge the fact that these buildings will be set back further from the dune and beach and therefore will not be as visible from this location.

Smaller sections (400 m<sup>2</sup> approx) consistent with the existing coastal character are considered appropriate in this area.

**Area B - Area Adjacent to Beach Road**

Dwellings adjacent to Beach Road should not dominate views as you drive towards the coast along Beach Road. It is therefore recommended that single level dwellings which are located away from the road are most appropriate in this location.

19.5RL would enable this to be achieved.

Medium size (600m<sup>2</sup> approx) sections are preferred in this area so that a transition is made between this area and areas A and C and to maintain a sense of openness as you view towards the coast.

**Area C - Area towards the rear of the proposed rezoning area**

Buildings in this area are less likely to be visible from key locations or have a significant effect on the key landscape characteristics of the area. On the basis of this two storeys are considered appropriate. 23 RL as a maximum height for any buildings would enable this to be achieved.

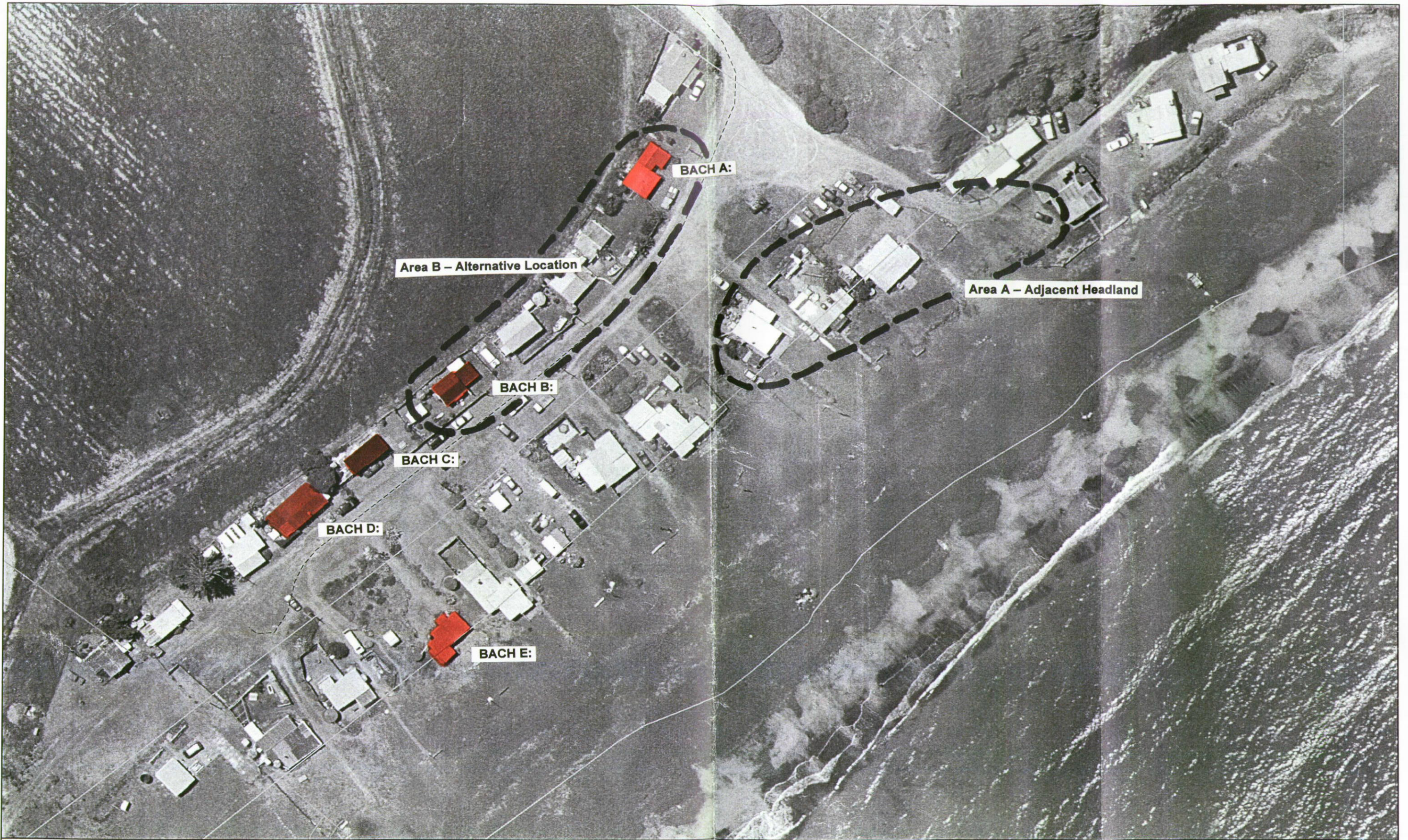

Larger sections (1000 m<sup>2</sup> approx) are preferred in this area in order that an appropriate transition can be made between the development and the adjoining landscape.

It is recommended that an independent landscape review of any proposed subdivision application be undertaken to assess the appropriateness in particular of building heights and locations, but also the other design issues identified above.


## ATTACHMENTS



**Attachment A** - Aerial Photograph showing preferred location of baches to remain and height control locations, and baches which building and landscape criteria

**HASTINGS  
DISTRICT  
COUNCIL**

GIS Powered by 

Grid: New Zealand Map Grid  
 Height Datum: Mean Sea Level  
 Coordinates in Metres  
 Geodetic Datum 1949

PHOTOGRAMMETRIC DATA  
 Department of Survey and Land Information  
 Photogrammetric Unit.

Date : Mon Jun 27 2005



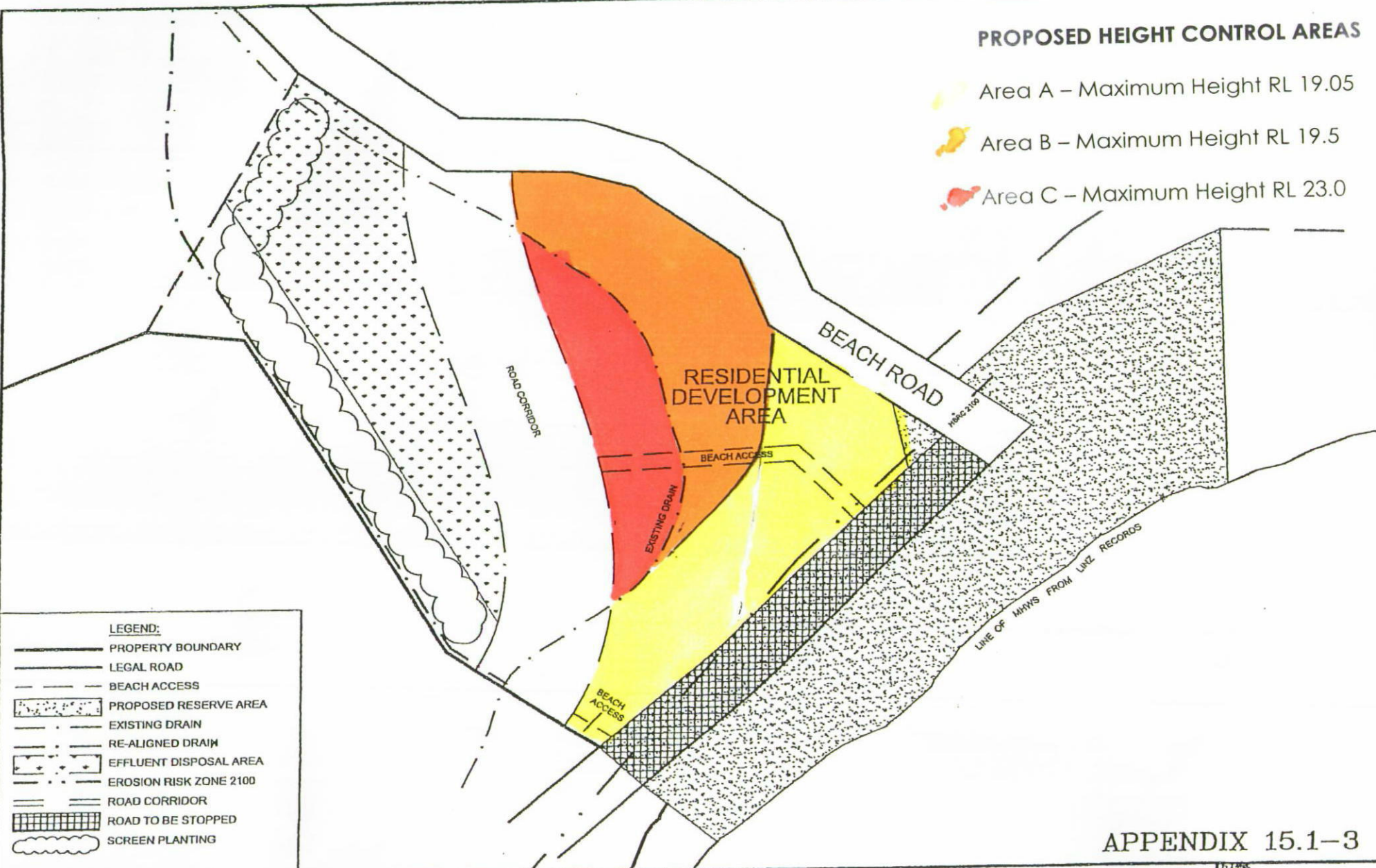
**DATA SOURCE**  
 Cadastral information derived from the  
 Land Information New Zealand's  
 Digital Cadastral Database (DCDB).  
 CROWN COPYRIGHT RESERVED

**COPYRIGHT**  
 Copyright in this drawing is owned by the Hastings District  
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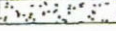







**DISCLAIMER**  
 The Hastings District Council cannot guarantee that  
 the data shown on this map is 100% accurate.

**PROPOSED HEIGHT CONTROL AREAS**

-  Area A – Maximum Height RL 19.05
-  Area B – Maximum Height RL 19.5
-  Area C – Maximum Height RL 23.0



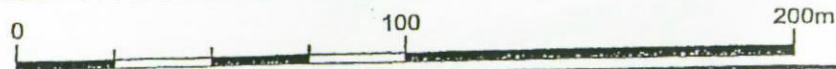
**LEGEND:**

	PROPERTY BOUNDARY
	LEGAL ROAD
	BEACH ACCESS
	PROPOSED RESERVE AREA
	EXISTING DRAIN
	RE-ALIGNED DRAIN
	EFFLUENT DISPOSAL AREA
	EROSION RISK ZONE 2100
	ROAD CORRIDOR
	ROAD TO BE STOPPED
	SCREEN PLANTING

**APPENDIX 15.1-3**

**THE ENGINEERING COMPANY**  
 115 AVENUE ROAD EAST, HASTINGS, NEW ZEALAND.  
 Pk 08 878 8349, FAX: 08 878 6989.

**STRUCTURE PLAN  
 COASTAL RESIDENTIAL ZONE – TANGOIO**

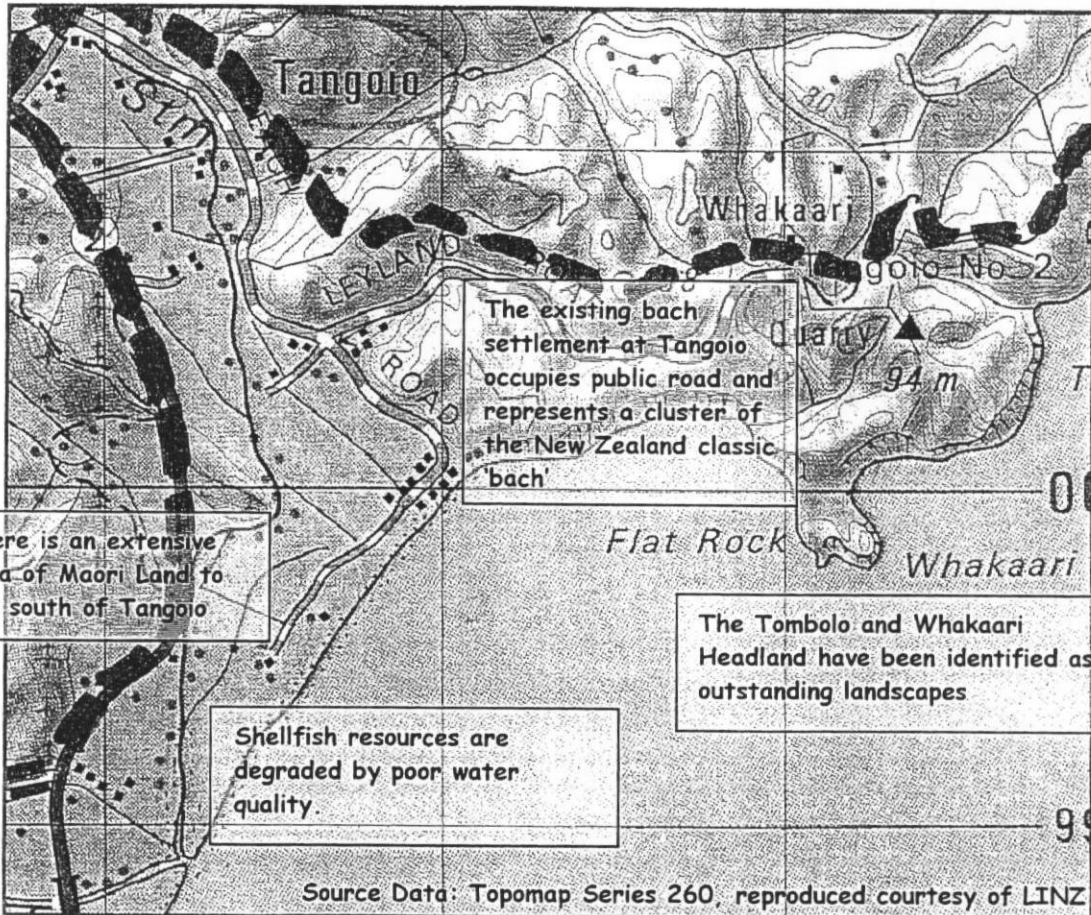


DATE:	NOV 2004
SCALE:	1: 2000
DRAWING NO.:	186184/3F

**Attachment B –** Relevant Sections of the Hastings Coastal Environment  
Strategy

2.4.3. TANGOIO

Located some 20km north of Napier City, from Tangoio Beach Road, Tangoio Beach is the northern extent of the expansive shingle beach extending from Westshore to Tangoio Bluff. To the north of the beach, the Tangoio Headland and Whakaari Bluff have been identified as significant, both in terms of their landscape value and in terms of the geo-scientifically important tombolo feature between these landforms.



**ENVIRONMENTAL PROFILE AND KEY ISSUES FOR INTEGRATED MANAGEMENT**

Natural character value is derived from the sense of wild and undeveloped coastline. As noted above, the tombolo between the Tangoio Bluff and Whakaari Headland has geo-scientific significance.

Tangoio Headland has been identified as a landscape of Outstanding significance. Values attributed to the landscape include the natural landform character, integrity of land form and the open space characteristics of the area.

**Those features which contribute to the Outstanding Landscape of Tangoio warrant protection.**

Tangoio is subject to erosion, with the HBRC monitoring recording erosion rates as high as 0.39m/yr. Flooding also occurs on the coastal and inland flats.

There is a significant area of land currently held in Maori Land Title at the southern end of Tangoio Beach, with access from Tangoio Beach Road and SH2. The coastal area adjacent to this property has been identified as a significant source of kaimoana (mussels).

**Degraded water quality is adversely effecting shellfish and kaimoana resources.**



**Existing Baches**

Tangoio is considered to have significant historic and cultural value, both for the Whaling Station at Whakaari and the bach settlement. The Tangoio bach settlement has been identified as having important aesthetic and cultural values as a traditional 'fishing' settlement and a representation of period bach architecture. Notwithstanding this, the baches are currently on road reserve and are considered by other members of the community to have a detrimental effect on amenity values of the coast.

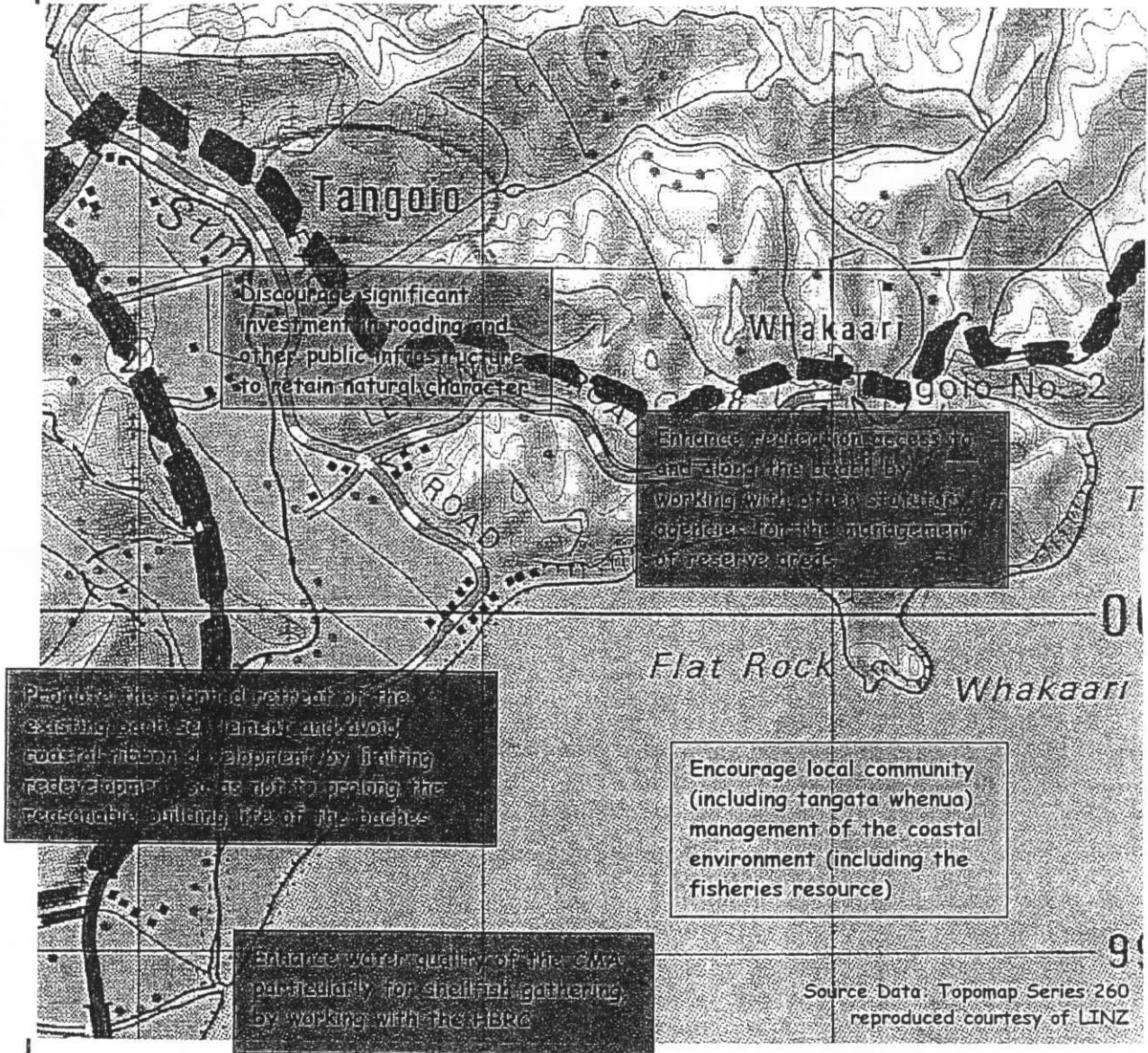
**Does the bach settlement warrant protection or recognition?**

Recreation use of Tangoio beach is considered moderate, popular for fishing, relaxing, swimming and to the north snorkeling and diving. There is an existing recreation reserve at Tangoio, though access to the reserve is through an easement across private property.

**Public access to and along the coastal marine area is constrained by private interests.**

**Degraded water quality is adversely impacting on recreation activity (shellfish and bathing).**

POLICIES AND OUTCOMES



IMPLEMENTATION RECOMMENDATIONS

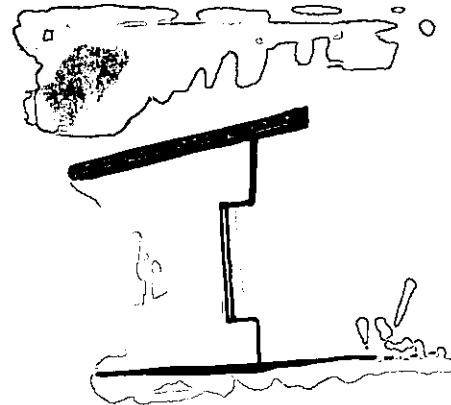
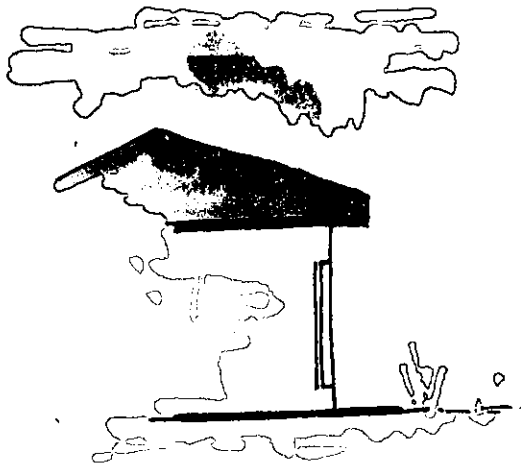
**Water Quality:** Methods could include monitoring of rural catchment use of pesticides and fertilisers, improved soil conservation and riparian zone management practices, education programmes, and enforcement.

**Enhanced Recreation Access:** Methods include formalisation of public access to reserve, vesting of paper roads as reserve, signage, and provision of limited parking areas.

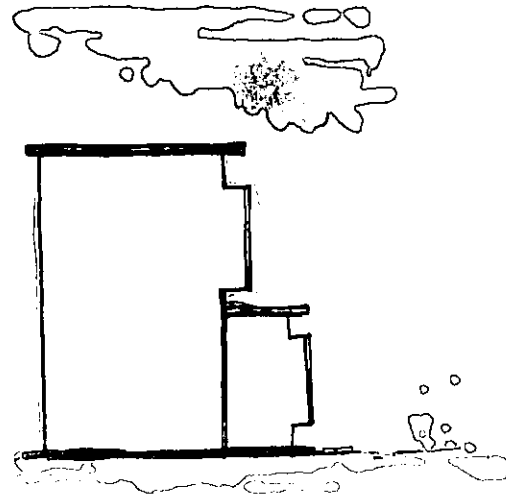
## REVIEW OF LANDSCAPE ISSUES TANGOIO BEACH SETTLEMENT AREA

### DIAGRAM SHOWING PREFERED BUILDING ROOFLINES, WINDOW AND EAVES

The design and pitch of the proposed building's rooflines, in conjunction with wall and roof claddings, should be carefully selected so as to blend with the existing colours and lines of the wider landscape. This includes deep recesses around the windows and wide eaves.



✓ DO



X DON'T