

Tauranga City Council:

Mount Maunganui Beachside Holiday Park: Addition of Portable Accommodation Units and an Extension to the Ocean Amenity Building.

Assessment of Landscape and Visual Effects

Prepared for Tiaki Engineering Consultants Limited 17 July 2020



Footage taken by DroneCam.co.nz for Tauranga City Council on 30 May 2015.

Plate 1: Mount Maunganui Beachside Holiday Park on the Mount Maunganui Main Beach

Document Quality Assurance

Report prepared by [REDACTED] s 7(2)(a) - Privacy for Tiaki Engineering
Consultants Ltd, Tauranga.



Plate 2: 'Happy Summer Holidays' Motor Camp, Mount Maunganui, 1968

The above image is from Archives New Zealand's National Publicity Studios collection it is a motor camp in Mount Maunganui, Tauranga taken November 1968 by Mr. R. Anderson <https://www.flickr.com/photos/archivesnz/15837378468/in/photostream/>

CONTENTS	PAGE
1.0 Introduction	4
2.0 Proposal	5
3.0 Statutory Context	6
3.1 Regional Policy Framework	6
3.2 Operative Bay of Plenty Regional Coastal Environmental Plan	7
3.3 Tauranga City Plan (September 2013)	10
3.4 TCC Reserves Management Plan	14
4.0 Landscape Context	20
4.1 The Setting	20
5.0 Assessment of Landscape Effects	23
5.1 Assessment Method	23
5.2 Landscape Effects	24
5.3 Visual Effects	26
6.0 Conclusion	40

1.0 Introduction

This landscape and visual assessment has been prepared as part of the resource consent application for the addition of twelve Portable Accommodation Units (PAUs) (five of these will be 9M long and the other three will be 7m in length) and an extension to the Ocean Amenity Building (OAB) at the Mount Maunganui Beachside Holiday Park.

The site is located in Mount Maunganui, Tauranga (see Plate 3) and the PAU additions will be placed in three different locations at the Mount Maunganui Beachside Holiday Park (see Plate 4).

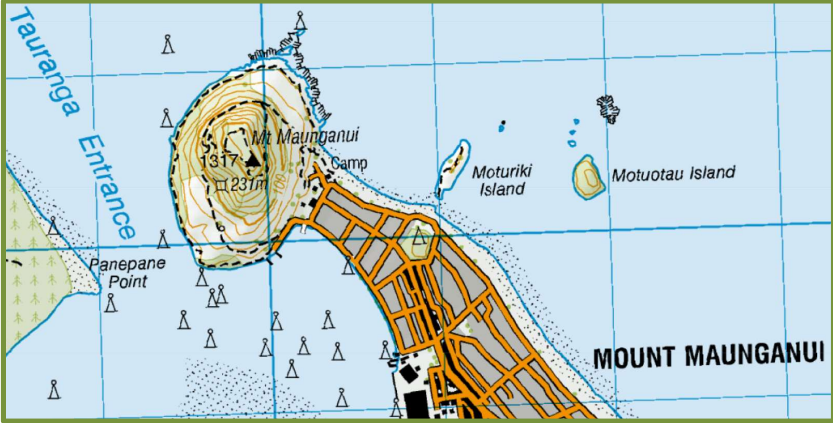


Plate 3: The area map for the proposed addition of eight PAUs and OAB extension.



Plate 4: The location map for the proposed addition of eight PAUs and OAB extension.

The site lies adjacent to the maunga, known as Mauao.

A site visit was undertaken on 11 May 2020, where the visual catchment and potentially affected residential and transient viewers were identified. The visual assessment considers these viewers and has represented these from multiple locations. It also considers any adverse effects upon the landscape character of the surrounding environment as a result of the proposal.

2.0 Proposal

Tauranga City Council is seeking a proposed addition of eight PAUs and an OAB extension. The layout of the proposed addition of ten PAUs has been designed by Tiaki Engineering Consultants Limited and the OAB extension has been designed by Cullenkeiser Architecture.

The site has been a holiday camp for many decades. Archives from the Bay of Plenty Times show that camping was taking place on this site in the 1930s (see Plate 5).

However, it is likely to have been occurring even earlier than that given that the purchase of additional land was being recommended for by the Mount Maunganui Domain Board in 1933 (see Plate 6)



Plate 5: Casual summertime camping on this site in 1931

Reference: Taken by J.F. Loudon. Is from the supplement to the Auckland Weekly News 7 January 1931 p041 Auckland Libraries Heritage Collections AWNS-19310107-41-1



Plate 6: A proposal for additional land to be added to an existing campground on this site in 1933.

Reference:

https://paperspast.natlib.govt.nz/newspapers/BOPT19330714.2.16?items_per_page=10&query=maunganui+camp+site&snippet=true

The Mount Maunganui Beachside Holiday Park is an important feature of Tauranga City and attracts a large number of holidaymakers each year. It sits adjacent to the Outstanding Natural Feature and Landscape, Mauao and Mount Main Beach, which has, for a number of years, been considered one of the most attractive beaches Australasia (see Plate 7). After consideration of a range of options, the addition of eight PAUs and an extension to the OAB at the Mount Maunganui Beachside Holiday Park have been identified as the preferred options and are the subject of the application.

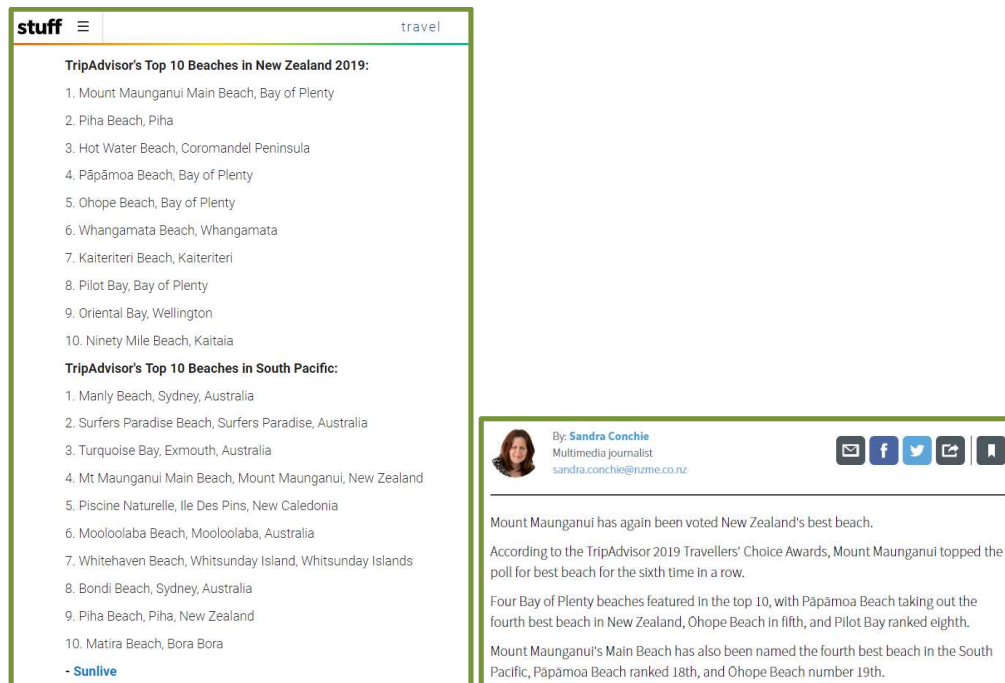


Plate 7: An article in Stuff news noting the popularity of the beach at Mount Maunganui.

Reference: <https://www.stuff.co.nz/travel/themes/beaches/111047888/new-zealands-best-beach-mount-maunganui-wins-for-sixth-year-in-a-row> and https://www.nzherald.co.nz/nz/news/article.cfm?c_id=1&objectid=12209389

3.0 Statutory Context

The Regional Policy Framework.

The Operative Bay of Plenty Regional Coastal Environmental Plan identifies the land adjacent to the Mount Maunganui Beachside Holiday Park i.e. Mauao as being an **Outstanding Natural Feature and Landscape** (see Plates 8 and 9).

The Bay of Plenty Regional Policy Statement, the Operative Bay of Plenty Coastal Environmental Plan.

The Operative Tauranga City Plan.

3.1 Regional Policy Framework

The Bay of Plenty Operative Regional Policy Statement (RPS) sets the direction for the future management of the Bay of Plenty Region's significant resource management issues. All regional and district plans must be consistent with Regional Policy Statements. The RPS is relevant to the Resource Consent Application for this site.

RPS: 2.3 Energy and Infrastructure

Objective 7: Provide for the appropriate management of:
a) any adverse environmental effects (including effects on existing lawfully established land uses) created by the development and use of infrastructure and associated resources;

RPS: 2.5 Integrated Resource Management

Objective 10: Cumulative effects of existing and new activities are appropriately managed

Policy IR 1B: Applying a precautionary approach to managing natural and physical resources

RPS: 2.7 Matters Of National Importance

Objective 18: The protection of historic heritage and outstanding natural features and landscapes from inappropriate subdivision, use and development.

3.2 Operative Bay of Plenty Regional Coastal Environmental Plan

The Operative Bay of Plenty Regional Coastal Environmental Plan describes the following attributes of Mauao and the coastal environment (with elements that enhance and diminish natural character).

Mauao remains a highly natural feature of the Tauranga landscape. The native vegetation cover, rocky shoreline and steep escarpments provide a sense of naturalness within a highly urbanised environment.

The coastal environment makes a major contribution to the regional community for general enjoyment, amenity and recreation. Access to the coast and the associated unique values of the coastal environment contribute to its attractiveness as a place to live and work and locate certain activities.

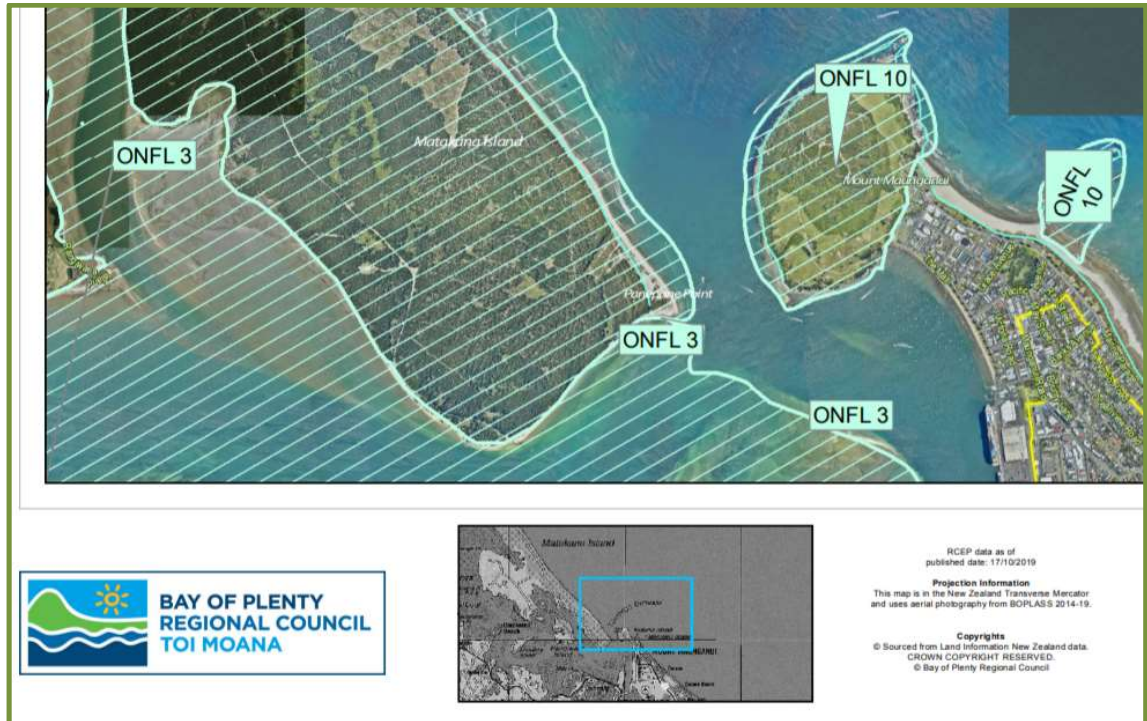


Plate 8: The map of Tauranga Harbour showing that Mauao (ONFL) is classified as an Outstanding Natural Feature and Landscape from the Operative Bay of Plenty Regional Coastal Environmental Plan.

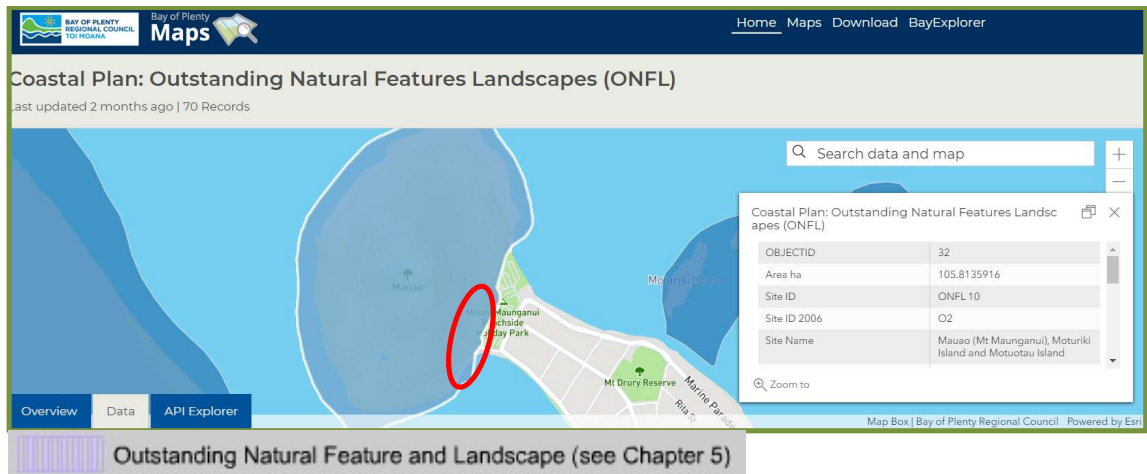


Plate 9: The map of Tauranga Harbour showing that Mount Maunganui Beachside Holiday Park (circled in red) lies on the edge of the Outstanding Natural Feature and Landscape from the Operative Bay of Plenty Regional Coastal Environmental Plan.

Natural character and the assessment of coastal outstanding natural features and landscapes are found within policies 13, 14 and 15 of the New Zealand Coastal Policy Statement. Factors and values have been identified for inclusion in assessment of natural character and outstanding natural features and landscapes.

The New Zealand Coastal Policy Statement 2010 contains the following objectives that are relevant to the landscape assessment of the site:

Objective 1:

To safeguard the integrity, form, functioning and resilience of the coastal environment and sustain its ecosystems, including marine and intertidal areas, estuaries, dunes and land,

- maintaining or enhancing natural biological and physical processes in the coastal environment and recognising their dynamic, complex and interdependent nature;

Objective 2:

To preserve the natural character of the coastal environment and protect natural features,

- recognising the characteristics and qualities that contribute to natural character, natural features and landscape values and their location and distribution.

Objective 5:

To ensure that coastal hazard risks taking account of climate change,

- protecting or restoring natural defences to coastal hazards.

Objective 6:

To enable people and communities to provide for their social, economic, and cultural wellbeing and their health and safety, through subdivision, use, and development, and landscape values,

- the protection of the values of the coastal environment does not preclude use and development in appropriate places and forms, and within appropriate limits.

The Operative Bay of Plenty Regional Coastal Environmental Plan provides a strategy for coastal and harbour management including discussion of the following relevant objectives:

2.2 Natural Heritage

Objective 2:

Protect the attributes and values of:

- (a) Outstanding natural features and landscapes of the coastal environment; and

PROPOSED Bay of Plenty Regional Coastal Environment Plan 19

- (b) Areas of high, very high and outstanding natural character in the coastal environment; from inappropriate subdivision, use, and development, and restore or rehabilitate the natural character of the coastal environment where appropriate.

3.3 Tauranga City Plan (September 2013)

The Tauranga City Plan was made operative on 9th September 2013 after an extensive process of community consultation.

The purpose of the plan is to enable the Tauranga City Council to carry out its functions of promoting the sustainable management of natural and physical resources under the Resource Management Act 1991 (RMA). The plan meets Council's functions of Section 31 of the RMA.

Chapter 13, Section 13A.4.2 addresses the development of Open Space is in accordance with approved Reserve Management Plans by ensuring that objectives, polices, actions and relevant development/landscape concept plans of an approved Reserve Management Plan are recognised and provided for through open space management and development. Appendix 13E indicates the permitted location of the OAB (see Plate 10 – Legend Number 1)

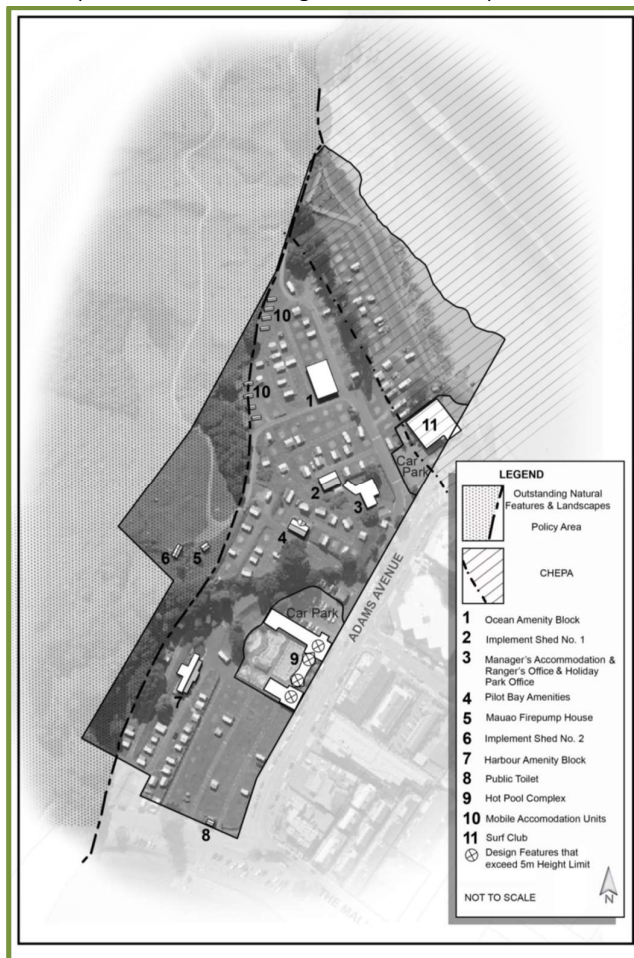


Plate 10: Appendix 13E: Mauao Recreation Reserve Scheduled Site – Outline Development Plan

13A.4.3 Objective – Bulk and Scale of Buildings and Structures

Buildings and structures are of a bulk and scale that is compatible with the surrounding *environment*.

13A.4.3.1 Policy - Bulk and Scale of Buildings and Structures

By ensuring that the bulk and scale of *buildings and structures* in the *Open Space Zones*:

- a. Is restricted to a bulk and scale that:
 - i. Avoids the impacts of *building* bulk and overshadowing on surrounding *independent dwelling units*, or *activities* including their outdoor living areas;
 - ii. Ensures an adequate supply of daylight to adjacent *sites* to minimise overshadowing;
 - iii. Provides a level of amenity consistent with the surrounding *landscape character*.
- b. Provides for larger *buildings and structures* on land zoned Active Open Space and Active Open Space (Major).

13A.4.4 Objective – Site Layout and Building Design

Development within *Open Space Zones* provides for an amenity consistent with the *landscape character* of the surrounding area.

13A.4.4.1 Policy - Site Layout and Building Design

By ensuring the layout and design of development in the *Open Space Zones*:

- b) Retains the majority of the *site* as Open Space;

13A.4.5 Objective – Open Space Character

The open space character of *the City's reserves* is maintained and enhanced.

13A.4.5.1 Policy - Open Space Character

By ensuring that the development in an *Open Space Zone* is assessed against:

- a. The Reserves Act purpose of the *reserve* and its role and function within the open space network;
- b. The location of the proposed development within the open space in relation to surrounding uses;
- c. The existing landform or topography (and the extent of *earthworks*); The size or proportion of the open space and its ability to absorb new *buildings or structures and activities*;

- d. Any positive or negative effects on access and connectivity to other open space, or areas of community *activity*;
 - e. The ability of new *buildings, structures* or *activities* to enhance or detract from the existing visibility of the open space;
 - f. The effects on *indigenous* flora and fauna, with an overall goal to retain existing *indigenous* vegetation and/or large specimen trees.
-

13A.4.6 Objective – Adverse Effects on the Surrounding Environment

Buildings, structures and *activities* on land zoned Open Space does not adversely affect the surrounding *environment's* amenity, *landscape character, streetscape* and/or heritage or cultural values.

13A.4.6.1 Policy - Adverse Effects on the Surrounding Environment

By ensuring that *buildings, structures* and *activities* on land zoned Open Space are designed, sited, operated and maintained to address the potential adverse effects:

- a. Of noise and light emissions;
 - b. On the amenity values of the surrounding *environment*, including its *landscape character* and *streetscape*;
 - c. On the amenity values of *sites, buildings*, places or areas of:
 - i. *Indigenous* flora and fauna
 - ii. Heritage, cultural or archaeological value.
-

13A.6.1 Objective – Recreation and Leisure Scheduled Sites

The maintenance, enhancement and development of Recreation and Leisure Scheduled Sites is provided for.

13A.6.1.1 Policy – Recreation and Leisure Scheduled Sites

By ensuring that identified Recreation and Leisure Scheduled Sites at Mount Maunganui Golf Course, Papamoa Top 10 Holiday Resort, Mayfair Holiday Park, Tauranga Bridge Marina, Tauranga Marina, Tauranga Race Course and Tauranga Golf Course, **Mauao Recreation Reserve**, the Papamoa Domain, Elizabeth Street and 10 Salisbury Avenue are developed in a comprehensive manner in accordance with the Scheduled Sites *Outline Development Plan* (where applicable) while ensuring that all developments are sited and designed so that the adverse effects on the amenity values of the surrounding *environment* are avoided or mitigated, including:

- b. Land scheduled as the Mauao Recreation Reserve has regard to:
 - i. The retention of open space as a recreation and leisure resource;
 - ii. The provision for commercial, non-commercial, recreation and leisure opportunities directly associated with the Mount Beachside Holiday Park and Mount Hot Pools Complex;

- iii. The provision for a range of *visitor accommodation* opportunities including non-powered/powering camping sites and holiday units to meet the demands of visitor and holiday trends within the Mount Beachside Holiday Park;
- iv. The provision for *community facilities*, entertainment, private recreation, leisure or similar purposes to meet the recreation and leisure demands of *the City*;
- v. The protection of conservation, ecological, *natural character*, cultural and *landscape character* values;
- vi. Integration with the surrounding *environment*, including the relationship of *building* bulk and scale to that of adjacent conservation zoned land and *Outstanding Natural Features and Landscapes Plan Area*;
- vii. Landscape planting to ensure the mitigation of visual effects of built development.

13A.9.11 Mauao Recreation Reserve Scheduled Site - Permitted Activities

Within Appendix 13E: Mauao Recreation Reserve Scheduled Site – Outline Development Plan (see Plate 10):

- a. Camping grounds;
- b. Community facilities and associated activities and allied business activity directly associated with the use of the holiday park which provides a service to holiday park guests;

13A.9.12 Mauao Recreation Reserve Scheduled Site - Permitted Activity Rules

13A.9.12.3 Building Scale

Mount Beachside Holiday Park:

- b. *Principal buildings*:
 - i. Ocean amenity block: 380m²;

Note: Any activity that does not comply with Permitted Activity Rule 13A.9.12.3 - Building Scale shall be considered a Restricted Discretionary Activity.

13A.11.1 Restricted Discretionary Activities – Standards and Terms

Note: Any activity that does not comply with Rule 13A.11.1 – Restricted Discretionary Activities – Standards and Terms shall be considered a Discretionary Activity.

Restricted Discretionary Activities that do not comply with Rule 13A.8.4 - Setbacks shall comply with the following standards and terms:

- a. A qualified landscape architect shall prepare a landscape and visual assessment for any application for resource consent;
- b. The assessment shall have particular regard to the open space character and factors, values and associations that contribute to the areas *landscape character* and *natural character*, including its interface with the *Coastal Marine Area, permanently flowing river or stream or wetland*.

13A.11.2 Restricted Discretionary Activities - Matters of Discretion and Conditions

13A.11.2.1 Building Scale

In considering *activities* that do not comply with Rule 13A.8.2 – Building Scale or Scheduled Site *activities* that do not comply with a *building* scale rule, the *Council* restricts the exercise of its discretion to:

- a. The extent to which the size or proportion of the open space area and its ability to absorb new *buildings* or *structures* and *activities*, is compromised;
- b. *Building* design and appearance, including site design and *building* layout;
- c. The extent to which the *building* or *structure* visually dominates its *site* or surrounding *sites*;
- d. The nature, location and extent of any proposed *earthworks*;
- e. The use of materials on the exterior of any *building* or *structure*, including the use of colour;
- f. The extent to which the bulk and scale of the *building* or *structure* is compatible with the surrounding *landscape character*;
- g. The extent of any landscape planting to mitigate against the effects of increased *building* scale.

13A.11.2.5 Establishment, Maintenance or Demolition of a Building or Structure

In considering *activities* that do not comply with Rule 13A.8.6 - Establishment, Maintenance or Demolition of a Building or Structure, the *Council* restricts the exercise of its discretion to:

- a. The extent to which the proposal addresses the potential impacts through restoration of the site through earthworks and landscape planting.

3.4 TCC Reserves Management Plan

Overarching Management Objectives

Council's objectives for the management of the reserves network are:

1. Manage reserves according to the role the reserve plays within the wider reserve network

2. Appropriately balance the potentially competing values of reserves, depending on the specific context of each reserve and their proposed activity or use if applicable
3. Allow for appropriate development of reserves, where this is consistent with the purpose and values of a reserve
4. Preserve, protect, enhance, or restore where appropriate, the values for which each reserve has been established
5. Recognise the intrinsic ecological value of the reserves
6. Enable all people to use, access and appropriately enjoy our reserves network
7. Enhance public understanding and appreciation of ecological, archaeological, historical and cultural sites and values.
8. Enable reflection and celebration of Māori and non-Māori culture and the shared values embodied in the history and traditions of the reserves
9. Recognise, develop and enhance recreational opportunities in a way which is consistent with the purpose and values of each reserve
10. Facilitate a wide range of experiences and activities to happen in our reserves
11. Promote the use and enjoyment of Tauranga's reserves
12. Provide spaces where the community can come together for community activities, events and celebrations
13. Enable reserves to continue to support the local economy by attracting visitors and promoting events, tourism, and supporting one-off or regular activities that enhance recreational experience
14. Recognise the contribution reserves make to the health and wellbeing of our community and create opportunities for reserves to promote and protect the health and wellbeing of our community.
15. Recognise that some reserves contain existing public and private infrastructure and that these need to be protected from inappropriate development for health and safety purposes.

3.145. Mauao Recreation Reserve

Address / Location 1 Adams Avenue, Mt Maunganui, 3116

Reserve Category Coastal (refer to Part A for details)

Size 51,812m² (approx.)

Legal Description Reserves Act 1977 Classification and Gazette Reference (if applicable)

Section 19 Block VI

Tauranga SD Recreation Reserve NZGZ 1981 p 3065

History/General Information

1951 – Domain Board requested permission from the Director General of Lands to establish a motor camping area.

2019 Tauranga Reserves Management Plan

Reserve Specific Management Statements:

Refer to Part B for general management statements that apply to all reserves and management statements that apply to reserves with this reserve category.

1. *The Mount Maunganui Beach Holiday Park, located at Mauao Recreation Reserve, is permitted to continue to operate and develop in a manner that enables a range of accommodation options to be maintained while being sensitive to the reserve and Mauao.*

Mauao Historic Reserve Management Plan

5.3.12. Camping

a) Camping is not permitted in the Mauao Historic Reserve and a *public campground is provided adjacent to the reserve for those who wish to camp in the area.*

Camping And Other Personal Accommodation

2.5.1. Explanation

Section 44 of the Reserves Act defines unauthorised uses of reserves in relation to temporary or permanent accommodation. Authority is needed from Council for such personal accommodation. Due to the location, natural beauty, physical environment, provision of facilities and perceived availability of reserve land, there is demand for informal camping within the reserve network. Benefits from informal camping include the recreational enjoyment of camping, flow-on economic benefits for the city, and informal monitoring of the reserve.

However, informal camping can negatively affect reserve values and impact the health and safety of other reserve users, such as through increased litter and waste, restricting access to the area, physically damaging the area, obstructing views or the visual dominance of camping vehicles/campsites, increased noise, and concerns regarding the perceived or real use of public land for extended residential activity.

Because of this, the Council limits personal accommodation in reserves.

2.5.2. Management Statements:

b) Overnight accommodation (excluding freedom camping) is permitted in designated areas at McLaren Falls Park, Pāpāmoa Domain, Mayfair Street Reserve and *Mount Maunganui Beachside Holiday Park.*

4 Natural values

4.1 Explanation

As an authority exercising powers under the Resource Management Act, Council has a statutory obligation to give effect to the New Zealand Coastal Policy Statement in the City Plan, which means it must ensure the preservation of natural values by protecting coastal reserves from inappropriate subdivision, use and development and ensuring that any new uses or further development is located in areas that are already highly modified. A proliferation of buildings and additional facilities within the coastal reserves can adversely affect the natural character and landscape values of the coastline. However, it is recognised that improved buildings and facilities also contribute to the recreational use and enjoyment of the coastal reserves. By concentrating development and activities in specific areas that are already highly modified, the effects of such activities are better able to be accommodated and mitigated.

9.3 Design

9.3.1. Explanation

Design techniques can promote inclusion in public spaces, and can contribute to making newcomers feel welcome in, and comfortable using, public spaces. Reserve design processes can be used to engage with the community and create a sense of ownership and pride. Council will continue to work with the Tangata Whenua Collective in developing and understanding the Tauranga Moana Design Principles

(based on the Te Aranga Design Principles). Design can influence the attractiveness, appeal and activation of reserves, contributing to different usage levels.

Design techniques, including CPTED can be used to improve safety and feelings of personal security. For example, where reserves border private property, ensuring that the design of the reserve encourages views into and out of the reserve encourages passive surveillance of the public open space, and sharing of the open space by the private property. This improves safety within reserves and creates a feeling of more open space.

It is important to ensure reserves are developed in the best possible way, recognising the value of open green space.

9.3.2. Management Statements

- a) Utilise the design process to involve the community. Refer also to Section 6.
- b) Design decisions should be inclusive, culturally appropriate and reflect the diversity of the community.
- c) When undertaking reserve development and design, consider the accessible journey/route between destinations.
- d) Implement CPTED principles when designing and maintaining all reserves.
- e) Use urban design techniques to design and develop reserves, including the location of buildings and other structures, in a way that:
 - e.1. maximises the green space available
 - e.2. encourages the integration of neighbourhood reserves with the surrounding neighbourhood
 - e.3. provides views into reserves from adjacent properties, to increase the amenity value and safety of the reserves and the neighbourhood.
- f) Ensure facilities on reserves are designed, built and painted to blend into or complement the surrounding environment as much as possible. The design of a building or facility, the materials used to build it, and the colours used to paint it can make a significant difference to the perceived effect it has on a reserve. Council will determine what the most appropriate standard designs, materials and colours are to use for buildings and facilities on reserves, to ensure they fit well with the landscape and reserve around them, on a case-by-case basis.

9 Buildings And Structures

9.4.1. Explanation

There are a number of types of buildings/structures on reserve land xi:
2019 Tauranga Reserves Management Plan Part B: Management Statements 68

- Council-owned and not leased (e.g. public toilets, floodlights, and community halls which are rented out from time to time)
- Council-owned and leased to a reserve occupier/lessee
- Owned and managed by council controlled organisation Bay Venues Limited
- Privately-owned by the reserve occupier/lessee.

Community and sporting groups often request that new (or extended) buildings or structures be located on reserves.

The classification of a reserve affects the types of building/structure that may be considered. For example:

- Buildings on recreation reserves are generally limited to uses associated with sporting and outdoor recreational activities. However, local authorities are provided with the discretion to erect “buildings and structures for public recreation and enjoyment not directly associated with outdoor recreation”, such as public halls.
- Buildings on historic reserves are generally limited to those associated with residences for officers of the administering body, other buildings necessary for the management, protection, and maintenance of the reserve, and for the provision on displays and information for visitors to the reserve.
- Local purpose reserves generally have greater scope for building development than other reserves. Buildings may include those required for community purposes, Plunket rooms, or other like purposes.

The Building Act 2004, Local Government Act 2002, Resource Management Act 1991, Heritage New Zealand Pouhere Taonga Act 2014, the City Plan, regional council policies, and relevant bylaws also influence the construction of buildings on reserves. The management statements in this section do not apply to decisions related to the granting of other statutory approvals. Authorisation under this Plan for a building or structure on a reserve does not guarantee that any of the other necessary consents or approvals will be granted.

9.4.2. Management Statements

- a) All proposals (both from within and outside Council) to develop new permanent buildings and structures, or to redevelop or extend existing buildings or structures (except where the proposal is provided for under a specific Scheduled Site within the City Plan) will be considered on a case-by-case basis, taking into consideration:
- a.1. The compatibility of the proposed use and development with:
 - a.1.1. The reserves classification (under the Reserves Act)
 - a.1.2. The reserve category (refer Part A)
 - a.1.3. Reserve specific information and management statements (refer Part C)
 - a.1.4. The effects on historical, cultural and archaeological values (refer Section 3)
 - a.1.5. The impact on natural values (refer Section 4).
 - a.2. The uses the building or structure will be put to, and the need for the facility to be located on the reserve, including consideration of alternatives.
 - a.3. Consistency with the provisions of the City Plan and/or any subsequent proposed City Plans, or resource consent being secured.
 - a.4. Potential effect on the use of the reserve now and in the future, including alternative uses of the site including casual recreation and amenity open space.

2019 Tauranga Reserves Management Plan
Part B: Management Statements 69

- a.5. The outcome of community consultation appropriate to the scale of the proposal.
- a.6. The extent to which the building is likely to stimulate any further development which could have a significant effect on the reserve and the surrounding environment.
- a.7. The Club/Organisation Project Assessment Criteria (refer to Appendix 3) or equivalent (if applicable.)

- a.8. Bay of Plenty Spaces and Places Strategy (Decision Criteria and Facility Investment Decision Making Process).
- a.9. Any other relevant Council policy.

- b) Location and design of new buildings/structures should:
 - b.1. Recognise the urban design principles set out in Section 9.3.2.
 - b.2. Facilitate easy maintenance;
 - b.3. Minimise the potential for deterioration and vandalism, through design, materials and location;
 - b.4. Avoid being located in a stormwater overland flowpath, flood hazard area, or where they would be likely to adversely affect existing utilities.
 - b.5. Maximise public use and accessibility, by incorporating the principles of universal design and being multi-use facilities, where practicable.

Coastal Reserves

- d) The durability of structures and facilities can be significantly reduced in the coastal environment. When replacing or developing new assets, consideration will be given to the quality and durability of the materials.
- e) When assessing any proposal to develop new or existing buildings and structures on coastal reserves, the potential adverse effect on natural dune functioning and coastal processes shall also be assessed and the potential effect of coastal processes on the buildings and structures.

4.0 Landscape Context

This section describes the landscape setting and the subject site; considering the landscape values, character and quality of the landscape, reflecting both the biophysical environment and the human perception of that environment.

4.1 The Setting (see Plate 11)

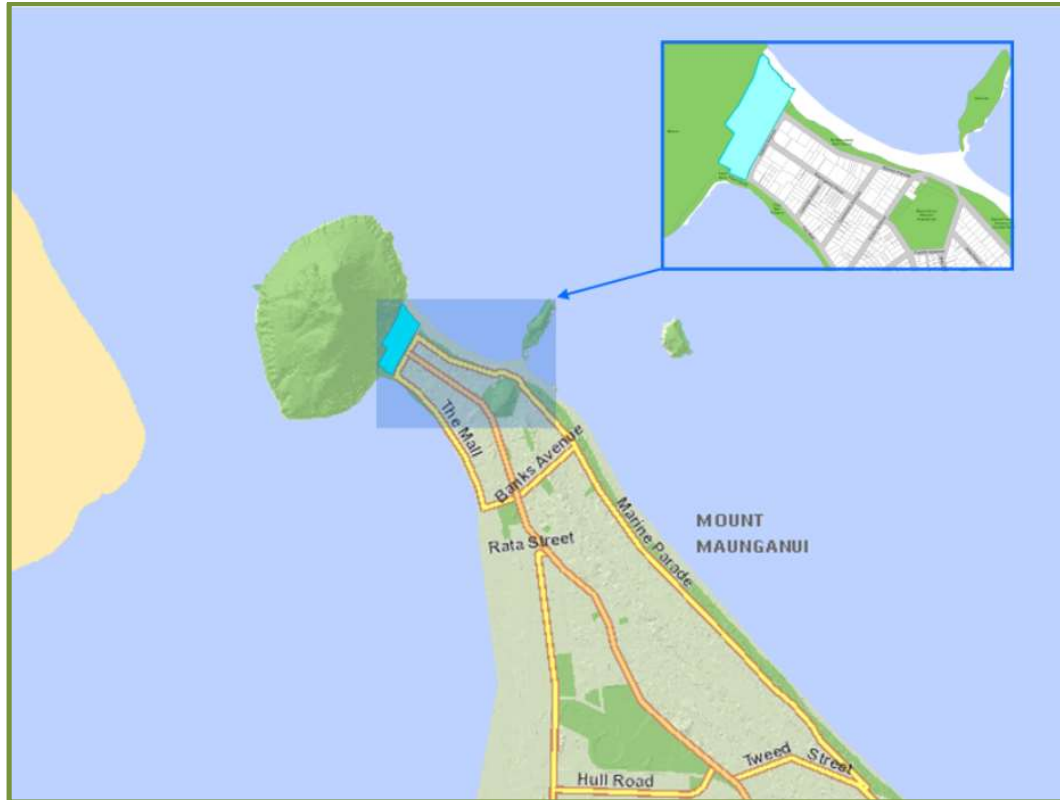


Plate 11: The Mount Maunganui Beachside Holiday Park, Tauranga location map.

The Mount Maunganui peninsula is located at the eastern edge of Tauranga Harbour. The peninsula extends in a northerly direction from Matapihi and Arataki. It is bounded by the Tauranga Harbour to the west and the Pacific Ocean to the east. Much of the peninsula is a modified sand dune system exposed to ocean waves to the east and harbour tidal variation to the west. The 232m high peak known as Mauao/Mount Maunganui lies on the northern tip of the peninsula.

The Mount Maunganui Beachside Holiday Park is located at the north-western end of the Mount Maunganui peninsula.

The surrounding environment consists of Mauao with its a mix of farmland and bush accessed by gravelled walking tracks to the west, while the eastern boundary has urban high rise buildings consisting ground level retail with apartments above all accessed by asphalted roads and footpaths.

The broader environment is dominated by the Pacific Ocean to the north east and the Tauranga Harbour to the south-west.

The site also possesses an open and enclosed character, similar to the lower slopes of Mauao, particularly in the off-season when there are fewer visitors. However, when it is full of visitors with their mix of tents, trailers, cabins, caravans and campervans the character of the site relates closely to the residential area and beachfronts.

Mauao possesses a cloak of natural and replanted native vegetation with some grassed farmland on the lower slopes. Some of the native vegetation e.g. pohutukawa borders and extends into the Mount Maunganui Beachside Holiday Park where it mixes with some exotic species such as the Norfolk Island pines that extend along the edge of the Mount Maunganui main beach and beyond. The adjacent residential high-rise buildings and streets have limited plantings of both native and exotic plants.

Consequently, the Mount Maunganui Beachside Holiday Park is a landscape that appears as a transition between the high-rise environment and the open natural landscape of Mauao.

This location has been occupied by tents, trailers, cabins, caravans and campervans and the associated towing vehicles for over 80 years (see Plate 6) with widespread use since the 1970s (see Plates 12-15).



Plate 12: The northern part of Mount Maunganui Beachside Holiday Camp in 1977 and 1997



Plate 13: The northern part of Mount Maunganui Beachside Holiday Camp in 2007 and 2019



Plate 14: The southern part of Mount Maunganui Beachside Holiday Camp in 1977 and 1997

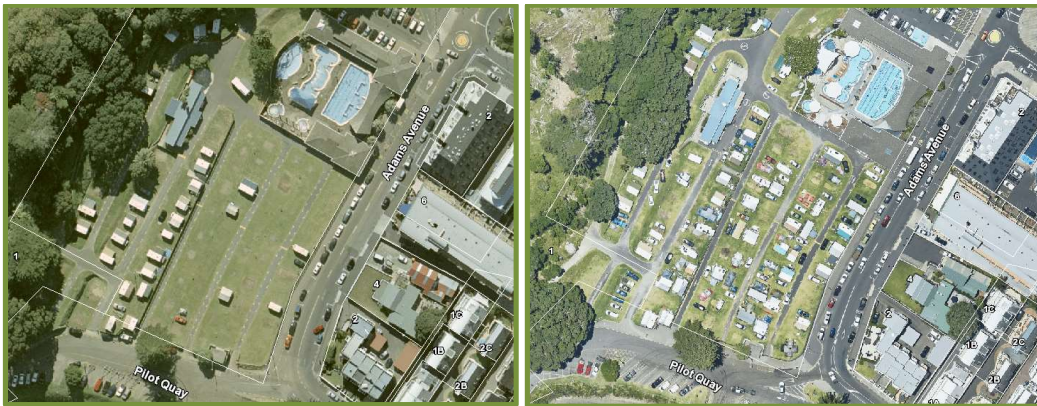


Plate 15: The southern part of Mount Maunganui Beachside Holiday Camp in 2007 and 2019

Views of the *Outstanding Natural Landscape or Feature*, Mauao and the Pacific Ocean are a feature of the residential properties along Adams Avenue. These views include the Mount Maunganui Beachside Holiday Camp.

Because of the transient nature of holidaymakers visiting the Mount Maunganui Beachside Holiday Camp, the arrangement of tents, trailers, cabins, caravans and campervans and the associated towing vehicles is changing regularly with little expectation that the campsite will look the same over a period of a year. This variation can include a wide range of sizes and colours mixed together.

Plate 16 shows the sites in the Mount Maunganui Beachside Holiday Camp that are being altered to accommodate the proposed PAUs and OAB extension.

The proposed OAB extension will be located within the central open area of the northern site surrounded by temporary camping sites, some longer-term cabins and caravans, internal roads and some gardens and trees.

The five 9-metre long, en suite PAUs will be located adjacent to the Mount Surf Club in sites 56A, 58, 59, 60 and 61. These will replace five caravans that were for short-term stays.

One 7-metre long PAU will be located on site 12 on the upper platform overlooking the campground and the Pacific Ocean.

Two 7-metre long PAUs will be located on sites 72 and 73, facing southeast looking towards Pilot Bay.

Mount Maunganui Beachside Holiday Park proposes to build PAUs to replace existing long term caravan sites. Sites 56A, 58, 59, 60 and 61 currently contain large 4-berth caravans that fulfil a similar function to the proposed PAUs.

Site 12 is a popular site to park caravans, campervan or pitch a tent, due to its expansive view of the ocean, and is often in use for that purpose. The proposed PAU will bring a more consistent look to the site.

Sites 72 and 73 currently contain large 4-berth caravans that fulfil a similar function to the proposed PAUs.



Plate 16: The Mount Maunganui Beachside Holiday Park sites where the proposed PAUs and OAB extension are to be located.

5.0 Assessment of Landscape Effects

5.1 Assessment Method

The RMA outlines in the Fourth Schedule-Assessment of Effects on the Environment, Part 2: Matters that should be considered when preparing an assessment of effects on the environment

b) Any physical effect on the locality including landscape and visual effects.

Consideration is given to whether the proposed change is consistent with the characteristics of the landscape and what the potential landscape and visual effects might be using the recognised NZILA seven point scale assessment of effect rating:

Extreme/Very High/High/Moderate/Low/Very Low/Negligible

If the effects are Moderate or greater then the effects would be considered more than minor. Low would be minor and Very Low or Negligible would be less than minor.

5.2 Landscape Effects

Landscape character results from a combination of physical elements together with aesthetic and perceptual aspects that combine to make an area distinct.

Natural character describes the expression of natural elements, patterns and processes in a landscape (or the 'naturalness').

The degree of 'naturalness' depends on

- The extent to which natural elements, patterns and processes occur.
- The nature and extent of modifications to the landscape, seascape and ecosystems.

The highest degree of natural character (greatest naturalness) occurs where there is least modification.

The most important aspects of the Mount Maunganui Beachside Holiday Camp's current reflection of natural character is:

- i. the row of pohutukawa trees along the road frontage of the site,
- ii. the backdrop of trees (mainly pohutukawa) that partially border the boundary with the Mauao Reserve,
- iii. the Norfolk Island pines along the beachfront.
- iv. the open grassed campsites (which have been levelled for ease of access)
- v. a number of small gardens and individual shrubs, some of which are to stabilise hillsides, others to 'beautify' the area.

The context of the surrounding landscape and harbour edge is of importance when considering natural character. The landform of the site and surrounding properties has been extensively modified due to landform modification (residential land levelling at Adams Avenue, farm and ancient human occupation on Mauao) and the addition of structures such as fences and steps on to the terraced campsites.

5.2.1 The size and scale of the proposed PAUs and OAB extension at the Mount Maunganui Beachside Holiday Camp is minimal in the greater Mount Maunganui peninsula which means that they do not make a significant alteration to the landscape character of the area. Within the existing landscape, the proposed PAUs and OAB extension, will not appear significantly different when viewed from the surrounding roads and residences. Only the PAUs at sites 72 and 73 will be completely visible from the surrounding roads. PAUs at sites 56A to 63 will only be partially visible from footpath at Adams Avenue as there is a 1.8M solid board fence on the road side of the PAU (see Plate 17).



Plate 17: The view of the sites for the five 9 metre PAUs and OAB extension from Adams Avenue footpath.

5.2.2 The Mount Maunganui Beachside Holiday Camp coastal edge has been modified over time with the original natural vegetation removed and replaced by open grass with or without gardens. The row of Norfolk Island pines reflects the planting of these trees along Marine Parade and Pilot Bay. They were a popular tree to plant along the coastal edge in many towns and cities in New Zealand in the earlier part of the 20th Century and usually have grass planted underneath them so that the local population can picnic at the seashore.

Gardens are only planted where they would not impede the view of the Pacific Ocean from the camp sites. These are mainly on banks to prevent erosion or around buildings. No natural pohutukawa have been retained on site along this part of the coastal edge, but a few are further back in the site.

5.2.3 The proposed PAUs will not have any associated plantings but there is an opportunity to create additional gardens around the OAB.

5.2.4 Consequently, it is the proposed earthworks that have the greatest potential to produce adverse effects. However, the volume of earthworks is not substantial and will not significantly alter the overall character of the landform within the local coastal edge. The earthworks will only be temporary and not alter the landform. Once the surface has been re-established with grass there will be no permanent effects.

5.2.5 A range of accommodation options are expected in a modern holiday park with visitors expecting to see and utilise tents, trailers, cabins, caravans and campervans and the associated towing vehicles. PAUs such as those proposed have been in existence in the Mount Maunganui Beachside Holiday Camp for a number of years now.

5.3 Visual Effects

5.3.1 The assessment of visual effects analyses the perceptual (visual) response to any identified changes to the landscape, including effects relating to views and visual amenity. Visual sensitivity is influenced by a number of factors including the:

- visibility of the proposal.
- nature and extent of the viewing audience.
- visual qualities of the proposal.
- ability to integrate changes into the landscape setting.

The nature and extent of the visual effects are determined by:

- identification of the physical area or catchment from which the proposal would be visible.
- identification of the various viewing audiences that could be affected by the proposal and an allocation of viewpoints to positions that capture those audience's perspectives.
- evaluation of the effects taking into account the preceding analysis.

5.3.2 Neighbouring residences and passers-by.

Due to the size and nature of landform surrounding the Mount Maunganui Beachside Holiday Park, the location of pedestrian walkways and residential units and the amount of vegetation surrounding the site, the visual catchment area relating to this proposal is relatively small (see viewing positions A-F on Plate 18) and consists of:



Plate 18: Viewing locations for the proposed PAU and OAB at the Mount Maunganui Beachside Holiday Park

- (A) people who have climbed to the summit of Mauao (see Plate 19).



Plate 19: The Mount Maunganui Beachside Holiday Camp viewed from the summit of Mauao

- (B) people walking on Mauao tracks above the Holiday Park (at the top of the historic stone steps) (see Plate 20).



Plate 20: The Mount Maunganui Beachside Holiday Camp viewed from the top of the stone steps on Mauao

- (C) people walking on Mauao tracks above the Holiday Park (along the eastern side of Mauao) (see Plate 21).



Plate 21: The Mount Maunganui Beachside Holiday Camp viewed from the track above it on the eastern side of Mauao

- (D) people walking along the main beach boardwalk (see Plate 22).



Plate 22: The Mount Maunganui Beachside Holiday Camp viewed from the boardwalk on the main beach side

- (E) residential dwellings in the Twin Towers on the eastern side of Adams Avenue (see Plate 23).



Plate 23: The Mount Maunganui Beachside Holiday Camp viewed from a drone photo

Reference: https://www.tripadvisor.co.nz/Hotel_Review-g1760740-d1861349-Reviews-Mount_Maunganui_Beachside_Holiday_Park-Mount_Maunganui_Tauranga_Bay_of_Plenty_Region_.html#/media/1861349/223090116:p/?albumid=101&type=0&category=101

- (F) residents and pedestrians/cyclists/motorists on the adjacent street, Adams Avenue (see plate 24).



Plate 24: The Mount Maunganui Beachside Holiday Camp viewed from the residences on the other side of Adams Avenue

Based on the visual catchment described above, the main viewing audiences would comprise of:

- casual walkers using the boardwalk and tracks accessing and/or climbing Mauao.
- pedestrians/cyclists/motorists passing the site on the footpaths of Adams Avenue.
- local residents viewing the site from the eastern side of Adams Avenue

Photo-simulations

A series of photo-simulations (see **Plates 25-**) have been prepared viewers perspectives to demonstrate the nature and extent of visual change that will occur when proposed are PAUs and OAB are installed to assist in the assessment process.

The photo-simulations have been prepared to represent typical views of the casual walkers, on road pedestrians/cyclists/motorists and local residents walking, cycling or driving past the site or looking at it from their residences (a drone photo has been used to simulate the view from the Twin Towers as access is private) (see Plate 23).



Plate 25: The existing permanent caravans on sites 56A to 61 viewed from the boardwalk on the Mount beachfront.



Plate 26: The proposed PAUs on sites 56A to 61 viewed from the boardwalk on the Mount beachfront.



Plate 27: The existing caravan on site 12 on the ridge viewed from the road to the OAB.



Plate 28: The proposed PAU on site 12 on the ridge viewed from the road to the OAB.



Plate 29: The existing caravan site 12 viewed from the ridge looking toward Mauao.



Plate 30: The proposed PAU on site 12 viewed from the ridge looking toward Mauao.



Plate 31: The existing caravans on sites 72 and 73 viewed from Adams Avenue.



Plate 32: The proposed PAUs on sites 72 and 73 viewed from Adams Avenue.

The views of the proposed OAB and PAUs show the following visual characteristics, being:

- a typical mix of tents, trailers, cabins, caravans and campervans and the associated towing vehicles expected when one is viewing a popular and busy holiday park.
- A surrounding Outstanding Natural Feature and Landscape (Mauao) that attracts the eye up to the skyline due to its size and stature.
- a rainbow assortment of colours from the materials used on the tents, trailers, cabins, caravans and campervans and the associated towing vehicles.
- plantings of indigenous and exotic coastal species amongst and surrounding the mix of tents, trailers, cabins, caravans and campervans and the associated towing vehicles.
- a number of people and vehicles moving within and without the holiday park.

5.3.3 The nearest dwellings that can view the proposed changes to the Mount Maunganui Beachside Holiday Park from the eastern side are at least 80 metres from the proposed structures. There are dwellings at locations marked E and F on Plate 18.

Residents who view the OAB and PAUs from their dwellings are most likely to be sensitive to the visual changes proposed. However, the view of tents, trailers, cabins, caravans and campervans and the associated towing vehicles is one that the neighbouring properties would expect from a long established holiday park.

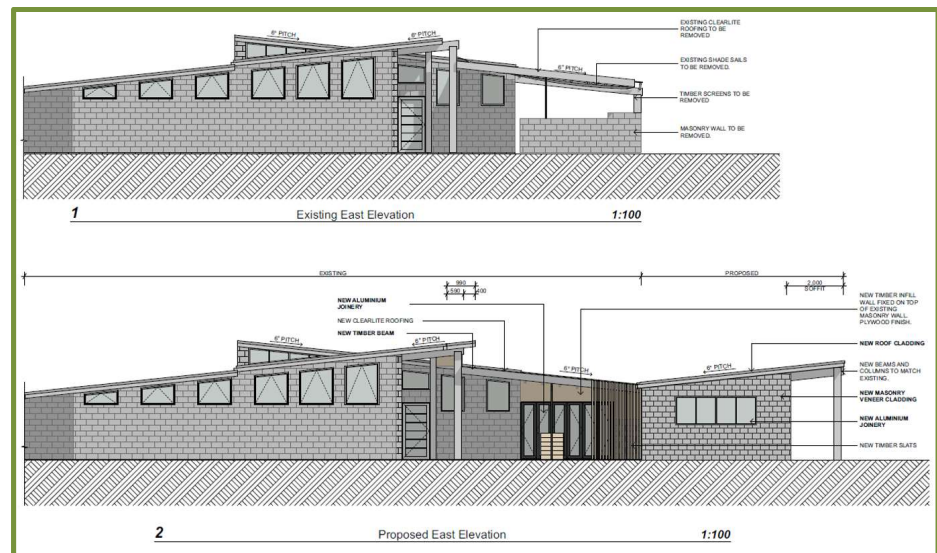


Plate 33 : The architect's plan for the OAB showing an increased length of 28%.

The proposed addition to the OAB represents an additional 28% increase in length (see Plate 33) but no increase in width to the building footprint. The extension is to be added to the western side of the existing building which is not visible from Adams Avenue or the neighbouring residences at ground level so the impact of this addition will be negligible from the eastern side of the Mount Maunganui Beachside Holiday Park.



Plate 34 : The view of the Mount Maunganui Beachside Holiday Park from the summit of Mauao



Plate 35 : The view of the proposed changes to the Mount Maunganui Beachside Holiday Park from the summit of Mauao

From the west, it will only be occasionally visible from the summit and walking tracks on Mauao and the visual impact will be minimal as there are already caravans occupying the site that the building will extend into (see Plates 34 and 35).

It is not possible to see all the changes to the OAB and PUA from the viewing points A to D and F. Residents at viewpoint E in the Twin Towers are likely to be able to see all the proposed changes. It was not possible to enter these properties so the drone photo (see Plates 36 and 37) has been used to show the northern part of the holiday park and the effect of the changes proposed.



Plate 36 : The drone photo of the northern part of the Mount Maunganui Beachside Holiday Park
Reference: https://www.tripadvisor.co.nz/Hotel_Review-g1760740-d1861349-Reviews-Mount_Maunganui_Beachside_Holiday_Park-Mount_Maunganui_Tauranga_Bay_of_Plenty_Region_.html#/media/1861349/223090116.p?albumid=101&type=0&category=101



Plate 37 : The visual effect of the proposed PAUs and OAB extension on the northern part of the Mount Maunganui Beachside Holiday Park

5.3.4 The development of the proposed OAB and PAU will, initially, during the construction phase, bring some significant adverse effects, as the existing grassed areas are disturbed and modified by the earthworks proposed. The visual changes during this temporary period will include:

- Removal or temporary displacement of the existing ground material from the site.
- the modification of the landform during the digging of the trench to hold the underground foundations (OAB) or services (PAU sites 56A to 61).
- exposing of the concrete floor and framing material on the OAB during construction.
- the re-establishment of the grass upon completion of any earthworks and construction.

5.3.5 These changes will introduce an minor element of structured variation to the Mount Maunganui Beachside Holiday Park environment. It has to be noted that the holiday park is already a highly modified landscape with a long established mix of tents, trailers, cabins, caravans and campervans and the associated towing vehicles. The PAU modification proposed is similar to some existing PAU that are already part of the visual character of the holiday park (see Plate ??). The addition to the OAB is a combination of a variation to the existing building and an extension that is only 22% of the total proposed building.

While the building footprint will increase to 530m² the extension will be on the western end of the building, taking in a site previously occupied by a caravan, campervan or tent. This means that the building will be no more visually dominant than the existing building when the adjacent site is occupied.

The colours chosen for the OAB extension will match those on the existing building. The PAUs will be constructed using similar materials and colour palette to those existing on the site at present. These are neutral colours that are not visually dominant within the greater landscape and do not compromise the existing character of the site.

This new development will have only minor implications on the overall general character of the landscape with some modification to the turfed area and structural elements. The landform will not be altered as a result of the proposed development. All of these proposed additions are to be expected to facilitate better use of the existing holiday park with only minor variation to the landscape.

The existing character and open space of the site will not be significantly altered by these proposed developments.

Connectivity to and from Mauao both visually and physically will not be affected by these proposed changes.

The existing flora and fauna will not be affected by these new PAUs and OAB extension.

- 5.3.6 Based on this analysis, I consider that once the development of the proposed changes to the sites carrying the OAB extension and PAU are complete and the turf re-established, the overall visual effects of the proposal to the residents and harbour users and viewers will be low.

6 Conclusion

Much of the Mount Maunganui Beachside Holiday Park and its surrounding environment has been heavily modified over the years.

The proposed OAB extension and PAU installation will result in a slight visual change within the Mount Maunganui Beachside Holiday Park when viewed from the Adams Avenue, nearby residences or the surrounding walking tracks. This change will not be visually detrimental to residents or users as the changes are well within those expected in the context of a constantly changing holiday park.

I, therefore, conclude that the magnitude of the landscape and visual effects of the proposed OAB extension and PAU installation within the Mount Maunganui Beachside Holiday Park are to be considered very low and will be appropriate for this recreational environment. My determination of the magnitude has considered the broader developmental and landscape patterns including landform, existing vegetation, land use, distance separation, as well as perceptions of the area.