Moorings and Marinas Strategy for Northland

July 2014

Putting Northland first

NORTHLAND REGIONAL COUNCIL

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1 Objective

The objective of this strategy is:

To provide an environmentally sustainable range of boat storage areas, supported by the necessary land based facilities, to satisfy the reasonably foreseeable demand in Northland for the next 20 years."

2 Executive summary

As the population increases, demand for mooring and marina space in Northland is expected to increase into the future. However, our coastal waters have many uses and values beyond simply storing boats – so how do we deal with growing demand in a way that's consistent, sustainable and fair?

This strategy has been prepared to inform Northland Regional Council's decision making about the way in which moorings and marinas are provided for in Northland over the next 20 years.

In particular, the strategy provides:

- A set of universal principles to ensure a regionally consistent approach to marine space use;
- A 'decision making guide' to apply to determine the best way to manage future growth in discrete areas like the Bay of Islands.
- A policy to ensure fair allocation of marine space – including compensation – where intensification (for instance a new marina) is proposed in an existing mooring area; and
- A proposal to increase council-ownership of moorings to enable more effective management of Northland's moorings;
- Where and how moorings and marinas will be provided for in the Bay of Islands, where regional demand for mooring space is currently highest;
- A policy aimed at increasing the occupancy of moorings.

3 Introduction

Northland is home to around 158,000 people, most of whom are generally concentrated along the region's east coast, especially in Whangarei and Bay of Islands. The population, particularly on the east coast, is growing as a result of a steady stream of new residents drawn by the area's scenic beauty, hospitable climate and the coastal recreational opportunities.

Northland is only a few hours drive from Auckland, New Zealand's largest city. The coast provides a playground for increasing numbers of holidaymakers from Auckland and further afield. Nearly one million visitors come to Northland each year, mainly during the summer, to enjoy the attractions of the coastline.

A key to people using and enjoying the coast is access to affordable moorings and marina berths. Some parts of Northland are already experiencing high demand for moorings and marina berths. Demand for space in these areas and other areas is expected to increase into the future as the population of Northland grows to around 173, 000 people and Auckland grows to almost 2 million people by 2031[1]. These pressures are likely to result in a decline in the availability and affordability of moorings and marina berths over time.

However, it doesn't necessarily mean we should always be aiming to meet the demand. Moorings and marinas can have significant negative impacts, such as taking away areas that could be used for anchorage and impacting on natural values.

The Northland Regional Council manages the use of coastal water space, and has the job of balancing the need to provide a variety of often- competing uses with the preservation of natural values.

This strategy has been prepared to inform council's decision making when allocating coastal water space. It focuses on the provision of moorings and marinas, setting out the way in which moorings and marinas are provided for in Northland, in light of forecast population growth and boat storage[2] (including moorings and marinas) demand over the next 20 years.

What is a Mooring? - For the purpose of this strategy a mooring is any weight, pile or article placed in, or on the foreshore or the bed of a waterway for the purpose of permanently securing a vessel, raft, aircraft, or floating structure, including swing, pile and trot moorings. It does not include marinas.

3.1 Strategy structure

This strategy has two main parts. The first part looks at region-wide issues; the second looks at particular locations. For this first iteration of the strategy, the Bay of Islands is the only location addressed. It was chosen because it is projected to have the highest demand for moorings and marinas in Northland. It's expected other locations will be added to the strategy as and when necessary.

[1] Statistics NZ

[2] Boat storage means storing boats on the water including moorings and marinas

The strategy has been split into six sections;

- Part A – Identifies and addresses key issues for the provision or management of moorings and marinas across the whole of Northland.
- Part B - Identifies the issues, actions and timeframes for specific areas e.g. the Bay of Islands.
- Appendix 1 - The decision making guide used to identify the management approaches specified in Part B.
- Appendix 2 – Analysis of the issues and options for intensifying mooring areas and an evaluation of the policy options to resolve those issues.
- Appendix 3 – Analysis of the options for compensation where swing moorings will be displaced by more intensive boat storage.
- Appendix 4 - The decision making guide applied to the Bay of Islands, including discussion on the values, pressures and issues for the area and an evaluation of the policy options to resolve those issues.

3.2 Principles

Principles are a guiding set of 'rules'. The following set of principles have been used to guide the development of this strategy:

- Protection of values – the strategy protects the important values of Northland's coast.
- Affordability – the strategy minimises the economic cost of providing and purchasing a range of boat storage options.
- Equity – the strategy fairly addresses the competing needs of the boating and wider Northland communities.
- Adaptability – the strategy recognises different coastal environments and enables a range of flexible responses.
- Certainty – the strategy provides certainty on the process and how conflicts will be balanced and resolved.

3.3 Scope of the strategy

The purpose of the strategy is to address the provision for moorings and marinas over the next 20 years;

The strategy sets out the:

- Range of options to meet this purpose.
- Preferred policy response(s).
- Priorities and actions to achieve the objective.
- Trade-offs resulting from a proposed response(s).
- Monitoring targets and actions to achieve the objective.

- Methods for equitable treatment of existing mooring holders if intensification occurs.

The strategy does not address:

- How land based facility requirements for existing mooring areas should be provided.
- Servicing requirements of mooring tackle.
- Safe boating (e.g. location of jet ski areas, life jacket requirements, location of navigation aids).
- Identifying and managing boating amenity (e.g. protected anchorages).
- Environmental effects of boating generally (e.g. discharge of sewage at sea, marine pests).
- The development of the marine services industry.

4 About moorings and marinas

4.1 Moorings

Background

Prior to the introduction of the Resource Management Act 1991 (RMA), moorings within most of Northland's harbours were managed by the Northland Harbour Board under the provisions of the Harbours Act 1950. The Harbour Board managed moorings within harbour limits, creating mooring areas and issuing annual mooring licenses.

Northland Regional Council assumed responsibility for managing the environmental effects of all moorings around the Northland coast with the introduction of the RMA in 1991. At the time about 90% of the approximately 2900 moorings now present in Northland already existed.

Since the mid 1990's moorings have been managed by council through the Regional Coastal Plan for Northland (RCP). The RCP encourages moorings to be located within mooring zones (MM4 Zones). A recent change to the Regional Coastal Plan (RCP) means existing moorings in mooring management areas are now 'permitted activities' (but the placement of new moorings still requires resource consent).

In addition, the council has some control over moorings under its Navigation Safety Bylaw.[3]

Types of moorings

The majority of Northland's moorings are swing moorings. There are also several other types of mooring that may be suitable for use in Northland.

Swing moorings

Swing moorings are the simplest and most common kind of mooring. A swing mooring consists of a single anchor on the seafloor with a rope, cable, or chain running to a float on the surface. The float allows a vessel to find the rope and connect to the anchor. A vessel attached to this kind of mooring swings in a circle when the direction of wind or tide changes.

There are several swing mooring configurations that could provide reduced swing areas (allowing more vessels to fit in a mooring area) including the use of elastic mooring systems or larger buoys to enable shorten head ropes.

Pile moorings

Pile moorings are a method of mooring a vessel fore and aftto piles driven vertically into the seabed.

Pile moorings are a space efficient way to store vessels, with vessels effectively only taking up the space between the piles, allowing more vessels to be stored in the same amount of space.

Pile moorings are particularly suited to river and estuary areas where they can be configured alongside the main channels without interfering with free passage. They are not suited to

[3] Navigation Safety Bylaws are prepared in accordance with Section 33M of the Maritime Transport Act 1994, and prior to October 2013, Section 684B of the Local Government Act 1974.

exposed areas experiencing wind and tide from different directions or locations that are sensitive to visual impact of the piles.

Trot moorings

A trot mooring consists of a long and heavy ground chain anchored at each end, with risers at intervals; the boats are tethered fore and aft, so that a single assembly serves to moor a number of vessels. Trot moorings use about the same space and require similar conditions (i.e. shelter and current) as pile moorings but have less visual impact.

Economic impacts of moorings

The ability for people to store boats in our coastal waters has some positive economic benefits for the surrounding communities. These primarily come from the servicing of vessels, the purchasing of fuel, groceries and other supplies as well as servicing the mooring itself.

Determining the exact financial contribution from moorings is difficult because information on spending is not readily available. However it is fair to say that value is added to the regional economy from the use and maintenance of moorings, particularly where moorings are owned by people outside the region.

Environmental impacts of moorings

The presence of moorings in the Coastal Marine Area can cause adverse environmental effects including:

- Visual impacts.
- Restriction of public access and recreation.
- Modification of natural water movement patterns.
- The effects of anti-fouling leachate.
- Effects on water quality as a result of sewage discharges.
- Effects on use of adjacent land, particularly in relation to parking and waste disposal requirements.
- Introduction and spread of marine pests.

In considering adverse effects, it is important to make a distinction between swing moorings and pile, trot, and jetty moorings. Swing moorings are a relatively simple means of providing a mooring. They are physically and visually low-lying and more easily moved should the need arise. In contrast, other mooring types are more solid structures which are much more visible and less easily moved. Visual impacts of these moorings can be exacerbated by the linear fashion in which they are usually arranged. If not properly aligned, this linear arrangement can also cause more pronounced changes in water movement patterns than a comparable number of swing moorings.

4.2 Marinas

There are currently six purpose-built marinas in Northland ranging in size from 25 to 300 berths:

- The Tutukaka Marina at the head of Tutukaka Harbour.
- The Orams Marina in the Hatea River, upper Whangarei Harbour.
- The Doves Bay marina in the lower Kerikeri Inlet.
- The marina in Whangaroa Harbour.
- Ōpua marina.
- Marsden Cove marina.

There are also several high-density pile and/or jetty mooring areas which are generally referred to and managed as marinas:

- Kissing Point and the Town Basin in the Whangarei Harbour
- Tinopai in the Kaipara Harbour.

Marinas are promoted as a means of rationalising coastal space by concentrating moorings into a smaller space. While marinas require a smaller area to moor a boat than other types of moorings, additional coastal marine area is often taken up with reclamations for parking and other associated facilities. Areas sought for marinas are generally those used for moorings due to the level of natural shelter needed.

With their rigid floating mooring structures, marinas can accommodate more craft per unit area than other types of moorings. Marinas can also provide increased security and a range of support facilities for sewage and rubbish disposal, freshwater and fuel supplies.

Marinas can provide significant economic benefits during their construction and through their ongoing operation by attracting boaties from outside the region (see 4.2.2 for more details).

Serviced and un-serviced marinas

Serviced marinas

The majority of marinas in Northland provide fully serviced berths. Walk-on access is provided via rigid finger pontoons and the vessels can plug into mains power and water.

In addition to the on water facilities, marinas generally provide toilet, shower and laundry services. All the marinas in Northland provide sewerage pump out facilities.

Ease of access and the facilities provided make marina berths an attractive boat storage option for many people.

Un-serviced marinas

As the name suggests, un-serviced marinas are the same as a typical marina but without the services (e.g. water and electricity). Consequently they are more affordable than a typical marina.

There are currently no un-serviced marinas in Northland.

Economic effects of marinas

Marinas have positive economic impacts. The following is a summary of the contribution an additional four 250 berth marinas would make to Northland's economy through construction

and on-going operation. Refer to the report *Economic effects of further marina development in the Bay of Islands*[4] for further details.

One off impacts during construction of each 250 berth marina

- The direct employment of 53 full time equivalent (FTE) persons;
- Increase Northland's gross domestic product (GDP) by $4.3 million and household income by $3.4 million;
- Including the flow-on effects (indirect and induced) increases the GDP impact to $9.7 million and creates 115 full time equivalent (FTE) jobs.

On-going impacts of 1000 additional marina berths

On-going economic impacts arise from increased expenditure by owners of marina berths on boat maintenance and boat use.

- An annual expenditure per berth of $12,600;
- Contributing an estimated $6 million to the Northland economy each year from outside the region;
- Flow-on effects lead to a total annual GDP impact of $4.8 million, a lift in household income of $3.2 million per annum and the creation of 71 additional FTE jobs.

Environmental impacts of marinas

While marinas have their benefits, they are also one of the most concentrated forms of development in the Coastal Marine Area and consequently tend to significantly modify the natural environment within their footprint. Marinas have many of the same effects as mooring areas (the environmental impacts of moorings are described in 4.1.3). However the levels of effects tend to be different due to the concentration of vessels and the provision of land based services. For instance the effects from antifoul leachate and the modification of natural water flow patterns tend to be greater and the effects on land based facilities and the effect of sewerage discharges tend to be less.

The construction of a marina can involve a number of activities, which have actual and potential adverse and/or positive effects on the environment. Such activities include:

- Dredging and dredging spoil disposal.
- Reclamation.
- The emplacement of breakwaters, finger jetties and other structures.
- The provision of facilities for sewage and rubbish disposal, refuelling, boat maintenance and water supply.
- Wastewater discharges to coastal waters from land-based facilities.
- The construction of stormwater management systems
- Marina developments may require the development of car parking, office buildings, toilet facilities, signage and security infrastructure on land adjoining the Coastal Marine Area.

[4] Northland Regional Council, 2012

The individual and cumulative effects of these activities largely depend on the marina location and design. Factors to be considered include:

- The size of the marina.
- The type of breakwater used (floating or solid).
- The flushing characteristics of the marina basin.
- The natural water quality.
- The presence of shellfish beds or fishing grounds in the vicinity.
- The presence of other recreational uses of adjacent waters.
- The presence of sensitive, ecologically important species, habitats or communities in the vicinity.
- The natural character and landscape values of the surrounding area.

4.3 Boat storage on land

As demand for waterspace increases, it will become harder to secure space for boat storage in prime locations like Ōpua. One alternative that may be attractive to the owners of smaller vessels (up to 10m), particularly boaties who do not live locally, is onland secure storage.

Onland boat storage could be an effective way to provide storage for small vessels, freeing up water space for larger vessels. Onland storage could be provided in a couple of ways:

Trailer boat storage yard

Secure storage for trailer boats is available at many locations throughout the country. This type of facility tends to be a fenced and gated, open air compound on relatively flat land. A facility like this has the potential to appeal to trailer boat owners who do not have space or a suitable location to store their boat at home, boaties that live outside the region and don't want to tow their boat long distances or those that just want a secure place to keep their boat close to where they go boating. A facility like this would be fairly inexpensive to construct but would require a lot of space and may not be appropriate where space is at a premium.

Dry stack storage

Vessels are stored in a secure covered facility on multi-tiered racks. The vessels are hoisted to and from the water as required and are stored out of the elements. These faciliites generally provide for vessels under 10m.

This type of facility is a very space efficent way to store vessels although relatively more expensive to construct.

5 Why do we need a strategy?

While the objective of the strategy is to provide a range of boat storage areas, to provide for demand over the next 20 years, there are some key issues that are critical to achieving the objective:

1. The establishment of new mooring and marina zones and the intensification of existing mooring areas will have environmental impacts. It is important that the risks of environmental impacts are clearly identified to inform decision making.

2. Swing moorings often occupy prime water space that could be used for more intensive mooring types or marinas. One of the significant constraints to changing the use of a mooring area from swing moorings to more intensive boat storage is dealing with the existing swing mooring holders, who often do not want to 'give up' their swing mooring. Historically the approach for marina developers has been to buy-out moorings within the footprint of the proposed marina. However, it will likely become increasingly difficult to buy-out moorings as the value of moorings rises and new mooring space to shift moorings into becomes more scarce.

3. A reasonably large proportion of moorings in Northland are unused for long periods throughout the year and some are not used at all. This trend is in part due to the seasonal nature of boating e.g. some boaties moor their boats over the summer close to a bach or favourite boating location and move them closer to home over winter. Other factors include people holding onto moorings, even when they don't own a boat, because it is associated with a house and is potentially a good selling point. In other cases, the mooring has been in the family for a number of years, has sentimental value and could be passed onto the next generation.

4. Historically, the provision of land based services for mooring areas (e.g. parking) has not been a major consideration when establishing new mooring areas. This has led to problems. The provision of these services is important and can be a significant factor limiting the creation of new mooring areas.

   While this strategy does not provide the answer to how these services should be provided and how they should be paid for, it does recognise that there is a need to have car parks, dinghy storage, waste water disposal facilities and rubbish bins on land to service moorings. It must be proven that these services can be provided before new mooring areas are established.

5. Using mooring space efficiently is a key driver for creating the strategy. There are a number of measures that can be taken to increase the number of vessels that can moor within our existing mooring areas. There are however some barriers that need to be overcome;
   - Difficulty moving moorings to create a more efficient layout or manage incompatible swing patterns.
   - Resistance to the uptake of shared tackle i.e. trot type mooring systems.
   - Resistance to the uptake of new/space- saving mooring technology.

6. Lack of moorings for visiting vessels has been identified as one reason international cruising yachts do not get serviced in Northland. It is estimated that there is potential to increase the number of international yachts being serviced in Northland by 144 per annum. Survey data indicates that almost $40,000 is spent by each visiting international yacht in Northland, taking into account expenditure on maintenance, living expenses, and money spent by friends and relatives coming to visit while in port. These assumptions suggest a further $6 million could flow into the Northland economy each year from international yachts. Flow-on effects suggest this expenditure will have a total

annual GDP impact of $5 million, lift household income by $3.2 million and create 88 additional FTE jobs.[5]

7. The high costs and risks of the RMA process. The cost of applying for a resource consent to construct a new marina and the low certainty of it being granted have been highlighted as significant barriers to the development of marinas by marina developers. The Regional Coastal Plan encourages intensification of mooring areas and recognises the efficient use of space and economic benefits that marina developments can provide. However the lack of RMA certainty and high costs remain as significant deterrents to marina development.

8. The quality of our natural environment and the ability to store boats in our mooring areas and marinas attracts people from all around the country, particularly boaties from the Auckland region. The development of mooring areas and marinas should recognise these competing values.

9. The marine servicing industry is a significant contributor to the regional economy and is an area which has the potential to grow. The development of moorings and marinas has the potential to support and encourage this growth as well as providing a boost to the economy through their construction.

[5] International yachting survey

Part A – Northland-wide issues and policy direction

6 Issue – mooring and marina management

With demand for coastal space increasing, the need for improved management of our mooring and marina areas is clear. The real challenge is how to create a regionally-consistent approach that also recognises local values and pressures.

6.1 Decision making guide

A decision making guide has been developed to address these issues and guide decision-making for Northland's different mooring and marina areas. Below is a summary of the decision making guide – details are set out in Appendix 1.

Understanding local values and pressures

Understanding the values that people place on an area and the pressures it is subjected to helps us to understand the key issues facing that area. Identifying the key issues is important as it helps determine what the best response option is for that area.

What are the response options?

There are four main options available to council in responding to the key issues identified in an area:

- No change – maintain the current approach
- Do less – reduce planning restrictions and let the market decide
- Strategic response – council actively plans for mooring and marinas. The sub-options for this approach are (not necessarily mutually exclusive):
    - Desired outcome – a non-prescriptive approach. Desired outcomes are identified and standards must be complied with, but specific areas aren't identified.
    - Intensification within existing moorings or marina areas.
    - Identifying specific locations for future mooring or marina use.
    - Identifying areas that should be protected from expansion or intensification.
- Direct involvement – in addition to a strategic response, council gets directly involved in the physical delivery of moorings and marinas (it funds them or partners with another organisation to fund them).

Selecting a response option

Assessing the four response options requires a process that is simple and transparent. It also needs to consider the principles set out in section 3.2 (protection of values, affordability, equity, adaptability and certainty) and how each response meets these principles while at the same time addressing the key issues.

This strategy uses an evaluation matrix that assesses potential response options against the principles – refer to Appendix 1 for details.

Develop monitoring targets and action plan

Once a response option is identified, an action plan and monitoring targets are developed to set out how it will be achieved and enable us to gauge progress.

7 Issue: intensification

The previous section outlines the options available for council to manage mooring areas into the future. One of those options is to intensify existing mooring areas. Any intensification to improve space efficiency within a mooring area will impact on existing moorings. This section summarises the issues and sets out the council's proposal for dealing with them including pre-determined compensation for affected mooring holders. More detail can be found in Appendix 2 and 3.

7.1 The issue

Most mooring areas in Northland are occupied by swing moorings. Of all the boat storage methods, they are the most inefficient use of space. One swing mooring and vessel takes up about the same amount of space as eight marina berths[6] or pile moorings. While in many areas, swing moorings are the only option (other boat storage methods generally require sheltered conditions); in more sheltered mooring areas, intensive boat storage is a realistic option.

One of the significant constraints to changing the use of a mooring area from swing moorings to more intensive boat storage methods is dealing with the existing swing mooring holders, who often do not want to 'give up' their swing mooring.

7.2 Preferred approach

There are three approaches that the council evaluated for dealing with existing moorings in areas of proposed intensification (see Appendix 2 for detailed evaluation).

1. Let developers and existing swing mooring holders come to an arrangement themselves.
2. Affected moorings given predetermined compensation.
3. Affected moorings have to be removed with no compensation.

Our analysis of these options concludes that, council's preferred approach is option 2 – affected mooring holders receive predetermined compensation. Details of how this will work, are set out in 8.1 below.

Council believes this option strikes a suitable balance between competing issues. It will provide certainty over the approach to be taken (for all parties) and allow for more efficient use of space, while at the same time ensuring affected mooring holders are fairly compensated.

[6] Issues and Needs - Boat Accommodation in Picton, Waikawa & Surrounding Areas, 2007

8 Compensation

The previous section concludes that pre-determined compensation should be given to mooring holders whose moorings are displaced by an intensification proposal. This section is about the form that compensation will take. Full details of how compensation might work can be found in Appendix 3. However, in summary;

- Preference will be given to intensive boat storage with a current resource consent over existing swing moorings.
- In this circumstance, affected mooring holders will be provided with another mooring location within the same general area.
- If there are no mooring locations available in the general area, the mooring holder will be compensated the market value of the affected mooring(s).
- The cost of compensating affected mooring holders should fall solely on the developer (council does not believe ratepayers should subsidise these development costs).

8.1 How it will work

The need to implement this approach could be triggered by a range of intensification proposals including trot moorings, pontoon moorings, pile moorings or marina berths.

A marina developer, for example, will apply for a resource consent for their marina over the same space occupied by existing swing moorings. The mooring holders will have the right to make submissions and argue their concerns. A decision will then be made about whether the marina is appropriate and a 'better' use of the water space than the swing moorings. If a resource consent is granted for the marina, the affected moorings will then have to make way for the marina once the moorings have been relocated at the developers expense or if a new location is not available in the general area, financial compensation has been paid.

There is an incentive for the marina developer to negotiate a resolution with the mooring owner prior to the marina resource consent being considered. Existing mooring holders in the footprint of the proposed marina are obviously potential submitters and appellants. Reducing the number of submitters and appellants reduces the cost and time costs to the developer. Only those mooring holders resistant to the intensification proposal and moving their mooring would need to utilise the compensation approach.

The compensation amount will be the market value for the mooring. This will be determined by an independent valuer chosen by the council and paid for by the developer. The result of the valuation would be final i.e. no right to challenge.

9 Issue: council-owned moorings

A significant issue affecting council's ability to effectively manage moorings in Northland is that moorings are generally privately owned. This section sets out a proposal for council to increase its ownership of moorings.

9.1 The issue

There is a range of issues that have frustrated the management of moorings in the past, often related to private ownership of moorings including:

- Difficulty moving moorings to create a more efficient layout or manage incompatible swing patterns.
- Council has limited capability to temporarily accommodate abandoned, derelict or confiscated vessels or to provide emergency moorings.
- Difficulty for the public to obtain mooring space in some areas (even when moorings are unused for long periods of time or not used at all).
- Resistance to the uptake of shared tackle i.e. trot type mooring systems.
- Resistance to the uptake of new/space-saving mooring technology.

9.2 Preferred approach

Council ownership of some moorings would allow for better management of mooring areas by providing for:

- Space to trial new mooring technology.
- Alternative moorings for vessels in inappropriate locations i.e. where moorings are too close to one another or the swing patterns are incompatible.
- Installation of shared tackle (owned and managed by council).
- Reallocation of mooring space where the space is unused or moorings are unlicensed or in breach of licence conditions.
- A range of moorings for short term use.

While there are still some details to iron out (particularly around the costs of owning moorings) we believe that as a general policy, increasing council ownership of moorings will assist in being able to deal with the issues raised above.

9.3 Acquiring moorings

This section of the strategy sets out how council might acquire moorings and how the moorings or mooring space will be used.

Abandoned, unlicenced and poorly maintained moorings

On occasion there are moorings in the region that are not licenced (under the Navigation Safety Bylaw), are not maintained to the required standard, are un-used / don't have any mooring tackle or a combination of these. While we work with the mooring holders concerned to resolve these issues, in some instances, it reaches a point where a mooring owner is not willing or able to bring their mooring up to standard. This ultimately results in an unlicensed 'space' in the mooring area.

When a mooring owner is not willing or unable to comply with their mooring licence conditions or if the space has not been allocated i.e. no licence has been issued, the ownership of these moorings may be transferred to council. In instances where mooring tackle is in place, the mooring owner may remove the tackle at their cost or transfer ownership to council at no cost.

This space will then be used to help resolve the issues identified in 9.1, above. If council ownership of the mooring space will not help resolve an identified issue, the space may be rented out or the position will be made available to the public. In some cases, simply removing the mooring resolves a number of issues.

Moorings will not be transferred to council ownership in every situation. Transfers will take place at the council's discretion and to resolve issues or where council ownership provides a greater benefit to the public than private ownership.

Purchase on open market

In some instances, council may consider it necessary to purchase moorings. This will be done as and when they come up for sale and will be done where the purchase of a mooring or moorings will resolve an identified issue e.g. where the removal of one mooring could improve safety by to stopping vessels colliding.

10 Increasing the use of moorings

10.1 Issue

As discussed above a reasonably large proportion of moorings in Northland are unused for long periods throughout the year. Given there is strong demand in some places for moorings and demand is anticipated to increase over time, council would like to see the use of moorings increase to fulfil some of the demand.

10.2 Preferred approach

Council considered four approaches to promote the occupancy of unused moorings.

1. Introduce colour coded tags attached to mooring buoys indicating moorings available for rent and information to contact the owner/rental agent.
2. Allow moorings to be used short- term when not being used by the mooring holder.

3. Make mooring licences conditional on use e.g. if unused for 6 months a licence can be cancelled.

4. Continue to encourage the renting of unused moorings.

Overall council considers the risks associated with options one and two outweigh the benefits. Of particular concern is the risk of damage to tackle and increased mooring piracy. Option three was considered during the 2012 Navigation Safety Bylaw review and discounted on the basis that, for all intents and purposes, it was un-enforceable.

The preferred approach is to utilise and build on mooring rental utilising existing resources. There are a number of organisations throughout the region that provide moorings for rent.

Three avenues are apparent to implement this approach;

1. Continue to provide the council- run moorings for sale and rent webpage; and

2. Encourage mooring holders who are known to have unoccupied moorings to rent them out utilising council's website and rental services e.g. the service provided by Russell Radio; and

3. Investigate the opportunities to work with boating clubs and similar organisations to act as rental agents / points of contact in their areas.

Part B - Area specific provisions

11 Bay of Islands – detailed proposal

11.1 Introduction

Demand for mooring space in parts of the Bay of Islands is greater than any other part of Northland. This pressure is only expected to increase over the next 20 years, with significant future population growth predicted both locally and in the Auckland area. Many of these people will own boats and easily accessible locations like Ōpua and Kerikeri are expected to experience most – but not all – of the demand for associated mooring space.

This section identifies the key issues for the management of moorings and marinas in the Bay of Islands and sets out how they will be addressed, including a map of the proposed changes (section 10.4)

Further information on how the issues and outcomes were identified is set out in Appendix 4.

11.2 Key Issues

The following key issues have been identified for the Bay of Islands:

1. Demand for moorings and marina berths within the Bay of Islands is high (exceeding the available supply in some places) and leading to inflated prices for both moorings and marina berths in some locations.
2. Predicted population growth, including an ageing population with high boat ownership levels, is likely to increase demand for moorings and marina berths.
3. The presence of the existing marina and moorings potentially accelerating sediment accumulation in the Opua basin and lower Kawakawa river.
4. Predicted growth needs to be managed in a way that maintains the Bay of Islands' special attributes.
5. The potential for discharges of sewage and antifoul from vessels antifoul and sewerage can to degrade water quality Sedimentation of the upper Kerikeri Inlet potentially resulting in the loss of existing mooring areas.
6. There are a number of moorings that are outside mooring areas that are likely to relocate into mooring areas (in line with Regional Coastal Plan Policy). This may create additional demand for zoned mooring space.
7. Lost opportunities for servicing visiting international yachts due to a lack of available space for them to moor/berth.

11.3 What we are going to do?

There are five mooring/marina areas within the Bay of Islands; Ōpua, Paihia and Waitangi, Russell, Eastern BOI and Kerikeri. Each area has distinct boat ownership characteristics, types of boat storage and land-based facilities. Having assessed the potential options using the decision making guide (refer Appendix 4) The following approaches will be taken:

Ōpua

Ōpua sits at the junction of the Veronica Channel, the Waikare Inlet and Kawakawa River and is the marine hub of the Bay of Islands. The area is home to both a 240 berth marina and about 520 swing moorings. The proposed approach is to focus most of the mooring and marina growth for the Bay of Islands in the Ōpua area, to build on the existing infrastructure and to minimise sprawl into other areas. We estimate at least another 90 mooring spaces will be needed in the Ōpua area within the next 20 years to cater for increased demand, but this does not include 'spill over' demand that may come from other areas.

Ōpua has a full range of marine facilities and ancillary services on land. Northlanders own roughly two-thirds of its marina berths (with the balance held by those living outside the region). Northlanders own almost all (84%) of the area's moorings with more than half of all moorings (54%) owned by locals in the Ōpua area.

During the development of this strategy, it became apparent that there are some significant concerns for tangata whenua and some members of the local community about the impacts of the existing moorings and marinas in the Opua area, and that these impacts would be exacerbated by further development. The key concerns are:

- Changes to water flow, sedimentation and erosion processes.
- Potential for illegal sewage discharges
- The safety of vessels navigating in the Opua Basin.

Long-term vision

Opua will continue to be the maritime hub of the Bay of Islands. Mooring and marina development in this area will focus on efficient use of existing mooring areas with new mooring areas being developed if required. Development in the coastal marine area will be complemented with clearly identified navigation channels and land based facilities without significantly affecting recreational opportunities or environmental values.

Short to medium term actions

The proposed response would see a number of changes in the Opua area. Firstly, existing mooring zones would be re-organised where possible to gain a more efficient layout. A mooring zone at the head of the Kawakawa River should also be established as a matter of priority.

Secondly If demand warrants it, new mooring areas should be created. Mooring areas in the Kawakawa River should be provided for in the first instance.

Fairways for navigation should be formalised and kept clear of moorings, to provide for efficient access to existing and new mooring areas.

One of the biggest constraints to increasing the capacity for moorings in Ōpua basin is the provision of land-based services. Before extension or intensification proposals are implemented, it is essential that we confirm that these services can be provided and ways to fund them have been identified.

These proposals will not proceed if land based services can not be provided .Assuming the land based issues can be addressed, the intensification proposals are:

Phase 1 (1-4 Years)

- Create a marina zone around the current marina and proposed marina extension (if resource consent is granted) Re-orientate moorings to maximise swing patterns, where possible
- Consider the effectiveness and efficiency of increasing monitoring and enforcement of illegal sewage discharges from vessels in the Opua Basin.
- Create fairways for navigation.

Phase 2 (5 -10 Years)

- Progressively introduce new mooring technology (if trials prove it is viable)
- Extend the existing mooring management areas.

Phase 2 (10 -20 Years)

- Create new mooring areas in the Waikare Inlet (if land-based facilities can be provided).

Prior to creating any new mooring or marina zones, there will need to be a detailed analysis of the environmental effects. Any new zone would be implemented through the Regional Coastal Plan. The Resource Management Act 1991 (RMA) sets out the process for how any zones would be put into the Regional Coastal Plan, and requires that the costs (including environmental) and benefits be analysed.

Council will encourage ongoing use and enhancement of existing facilities and believes the area should be maintained as the Bay's marine hub. It also wants to see emphasis on building Ōpua's attraction as the closest access point to the Bay of Islands for non-local boat owners.

Paihia and Waitangi

Council is not proposing any changes for the Paihia and Waitangi mooring areas. Paihia is the tourist heart of the Bay of Islands. Its township is focused around Paihia Wharf which serves as the departure point for several large tourism operations and some smaller charter fishing/diving operations.

South-west of Paihia wharf are two groups of swing moorings. Despite their prominent location, these mooring areas still have some capacity. Both mooring areas are exposed to wind and swell during north and north-easterly storms, meaning many boats need to be moved to more sheltered locations from time to time.

Long term vision

Paihia -A range of mooring options are provided to enhance and leverage off Paihia's position as the gateway to the Bay of Islands which complement the character of Paihia.

Waitangi - Waitangi will continue provide a mix of accessible and affordable moorings.

Short to medium term actions

This strategy does not recommend increasing the density within these mooring areas or suggest any new mooring areas in the short to medium term. Reasons include the importance of Paihia's waterfront to its role as a tourism centre, its aesthetic value, the importance of safe navigation around the wharf and the exposed nature of its existing mooring areas. However if these constraints can be addressed, then there is obvious potential to develop mooring and marina facilities to complement Paihia as a tourism hub.

The Waitangi mooring area – at the mouth of the Waitangi River – provides berths for up to 54 vessels via two groups of pile moorings both up and downstream of the Waitangi Bridge. Moorings in this area are not currently experiencing demand and consequently, there are no proposed changes to the Waitangi mooring area.

Russell

The Russell area includes swing moorings in Kororareka and Matauwhi Bays directly off Russell as well as two small mooring areas around Te Wahapu. Mooring ownership is approximately 40% local and 60% non-local. Mooring use in Russell is highly seasonal, with high occupancy over the summer and low occupancy during the rest of the year. Many of the moorings here are associated with holiday homes. Over the next 20 years it is expected an additional 50 moorings will be required.

Long-term vision

Development of mooring areas in Russell will meet the needs of the community and visitors in a way that is considerate to the areas historic character.

Short to medium term actions

Kororareka Bay mooring area adjoins Russell township, which is an important historic area and a significant tourist drawcard. Encouraging intensification using structures (i.e. pile moorings) is likely to be inappropriate. Instead, the strategy encourages the use of new swing mooring technologies and the reorientation of moorings to reduce swing areas as ways to meet anticipated mooring demand.

Council will encourageshort and longterm rental of moorings when they are not being used.Both Te Wahapu mooring areas should retain their existing size and location but re-orientating moorings could lead to a more efficient layout and the area may also be suitable for alternative swing mooring technologies to reduce swing areas.

Matauwhi Bay is the gateway to Russell with relatively low density development on land and a number of historic sites, both on land and in the coastal marine area. The level of development in the bay should reflect that character. This mooring area may benefit from re-organisation and the use of alternative swing mooring technologies. Once the existing mooring area is as efficient as practicable and demand warrants it , the mooring area should be extended outside the bay.

Phase 1 (1-4 Years)

- Re-orientate swing moorings to provide a more efficient layout

Phase 2 (4 years +)

- Progressively introduce new mooring technology (if trials prove it is viable)

Phase 3 (10 years +)

Extend Matauwhi Bay mooring area when demand is sufficient.

Eastern Bay of Islands

This area comprises three discrete swing mooring areas – one in Jacks Bay and two in Parekura Bay. The ownership structure is currently 20% local and 80% non-local, reflecting the remoteness of the location and dominance of holiday homes. There are currently 122 moorings with anticipated demand for an extra 20 over the next 20 years.

Long-term vision

Mooring or marina development will be limited to areas that already have developed mooring zones to protect the areas naturalness and numerous sheltered anchorages.

Short to medium term actions

The first step proposed is to intensify all existing mooring areas by encourage the use of new swing mooring technology to reduce swing areas (provided trials of the technology prove it is a viable option). Following that, the mooring area at Te Uenga Bay can be extended seaward if/when demand pressure becomes significant. This would cater for extra vessels, while preserving nearby recreational boating areas.

Phase 1 (4 Years +)

- Progressively introduce new mooring technology (if trials prove it is viable)

Phase 2 (10 – 20 Years)

- Extend the mooring area at Te Uenga Bay
- Investigate the potential demand for marina berths in Waipiro Bay to inform a Coastal Plan review in the late 2030s

Kerikeri

Kerikeri is different from other parts of the Bay of Islands in that its mooring areas mainly service the local population. Future demand for additional moorings is also expected to be strong relative to other areas, with an extra 230 estimated to be needed over the next 20 years.[7]

Current Kerikeri mooring areas include swing mooring areas in Appletree Bay, Opito Bay, Windsor Landing and a series of pile and swing moorings at Skudders Beach, Waipapa Landing and Kerikeri Basin. The ownership structure is 70% local and 30% non-local. The Kerikeri Marina at Doves Bay provides 193 berths of which 89% are locally owned.

[7] NRC, 2012

Long-term vision

The marine environment develops to serve the needs of the wider Kerikeri area, providing a variety of boat storage options in accessible locations without compromising the needs of the non-boating public and the natural environment.

Short to medium term actions

The recommended approach for Kerikeri is to incorporate a mix of intensification and protection measures, to allow for future development close to Kerikeri while protecting the Black Rocks area from marina development.

The first priority is ensure that the existing mooring areas are used as efficiently as possible by re-orienting moorings to get a more efficient lay out and to encourage the use of new swing mooring technology to reduce swing areas (provided trials of the technology prove it is a viable option). Opito Bay is the one exception – see discussion below.

The mooring zone at Windsor Landing should be extended, provided the necessary facilities for parking, dinghy storage and rubbish collection can be provided. This will provide for existing demand for moorings as well as providing moorings for vessels displaced by any future marina expansion at Doves Bay or as moorings further upstream silt up and become unusable.

If demand is sufficient, additional marina berths could be provided by marina extensions or new marinas. Strategically, this would be best located at Doves Bay to enable utilisation of existing facilities. Any future marina development in this area should consider providing serviced and un-serviced marina berths to provide a greater variety of berthing options.

Optio Bay is to be retained as a mooring area with the new mooring area at Opito Bay should not be extended or intensified so the bay can be preserved for other recreational activities like swimming, boat launching and fishing.

Strong population growth and limited places to accommodate new moorings / marina berths within Kerikeri Inlet is an issue for mooring management in the Kerikeri area. The supply of moorings in this area may be restrained further by sedimentation in the upper Kerikeri Inlet (upstream of Skudders Beach), reducing water depth in mooring areas and access channels. Sedimentation is likely to be an ongoing issue in this area, which raises questions over the long term viability of moorings in the upper Kerikeri Inlet. A dredging programme is one possible solution; another is providing space in areas less prone to sedimentation (for instance Windsor Landing or Appletree Bay).

If the above actions are carried out and there is still significant demand, it may be necessary to consider new mooring or marina facilities in Te Puna Inlet or Blacksmiths Bay. Several potential locations have been identified around Crowles Bay, on the southern side of Te Puna Inlet, including some previously investigated for potential marina developments.

Similarly, investigations undertaken by the Northland Harbour Board indicate that Blacksmiths Bay may be suitable for marina development. It would require reclamation, dredging and a breakwater. While there are significant constraints (e.g. access), it should be identified as a potential site. .

Several other sites were also considered for either mooring or marina development in the Kerikeri area but were discounted due to their difficult or limited access, unsuitable water depth, lack of shelter or ongoing dredging requirements.

Phase 1 (1-4 Years)

- Initiate a change to the Regional Coastal Plan introducing a Marina Zone to Doves Bay

- Improve the mooring layout at Doves, Appletree and Opito Bays (no technology change)
- Work with Far North District Council to provide land-based facilities at Windsor Landing
- Initiate a plan change to the Regional Coastal Plan extending the mooring area at Windsor Landing

Phase 2 (5-15 Years)

- Progressively introduce new mooring technology (if trials prove it is viable)

Phase 3 (15 – 20 years)

- Investigate the feasibility of introducing new moorings or a marina areas to Te Puna Inlet and Blacksmiths Bay
- Initiate a change to the Regional Coastal Plan implementing recommendations of the Te Puna Inlet and Blacksmiths Bay investigations.

Other areas

The areas identified for development in this strategy have been selected because their characteristics lend themselves to being suitable to for boat storage. There are many other areas in the Bay of Islands that might be suitable for development but have not been identified in this strategy. This section of the strategy is about how development for boat storage should be managed outside the identified areas.

Moorings

The Regional Coastal Plan discourages moorings outside of mooring areas. This is primarily to protect the natural values of the Bay of Islands and to provide water space for other uses. Concentration of moorings into mooring areas allows councils to plan for and provide land based services to minimise the land based effects of moorings. The Regional Coastal Plan sets out some exceptions where moorings may be appropriate outside of mooring areas, where they are:

- Associated with a property which is only legally accessible by water; or
- Associated with a maritime related commercial enterprise that could not otherwise be located within a mooring area; or
- For public benefit to enhance public access and minimise environmental effects of repetitive anchorage.
- Located in an area listed in the Regional Coastal Plan and the standards can be met.

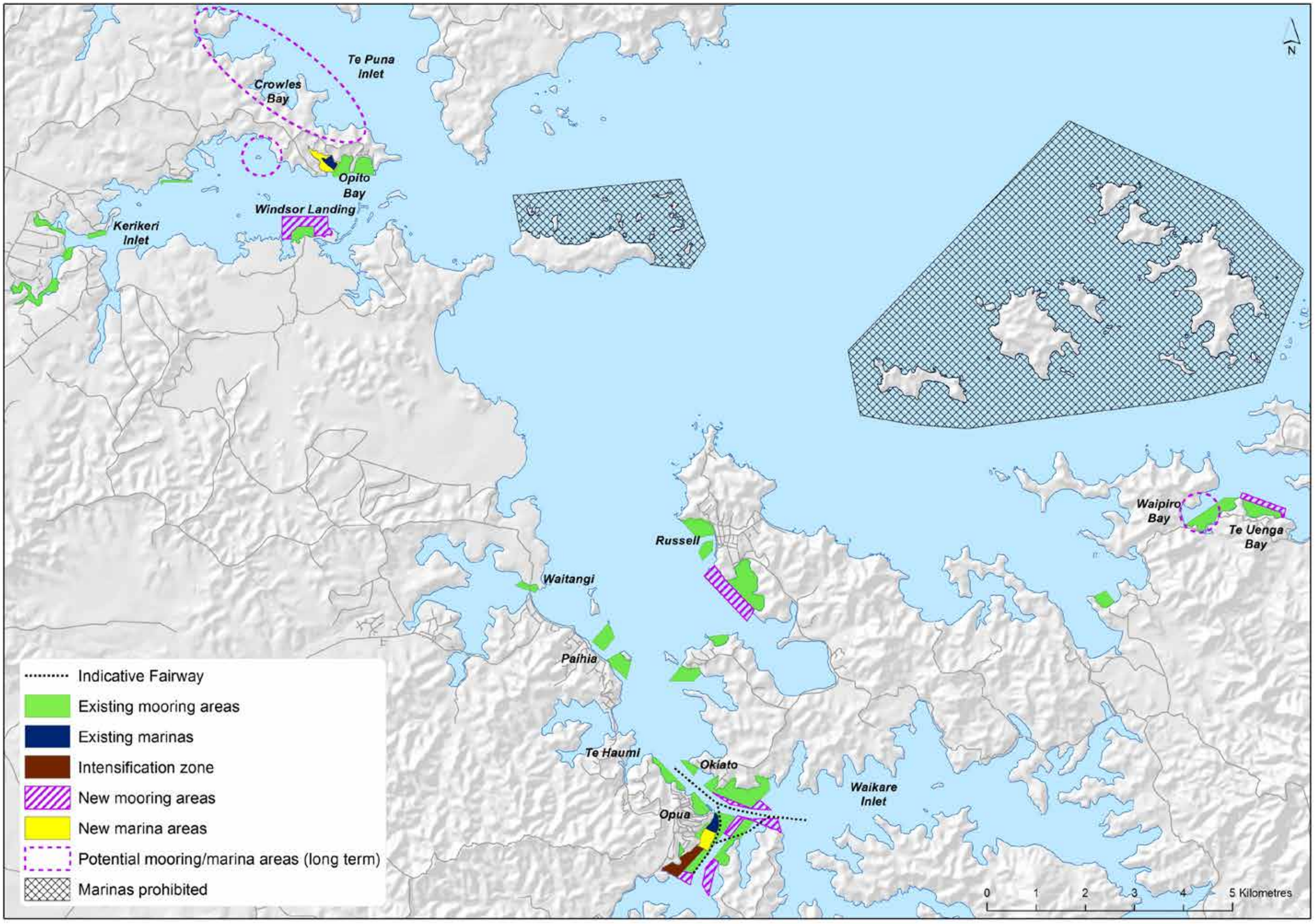
There are approximately 370 existing moorings outside of mooring areas in the Bay of Islands. The implementation of policy discouraging moorings outside of mooring areas means people with moorings outside designated areas may ultimately need to relocate their mooring if they wish to continue having one. This is likely add to demand for space in mooring areas, although it is difficult to quantify exactly how much additional demand will result.

Marinas

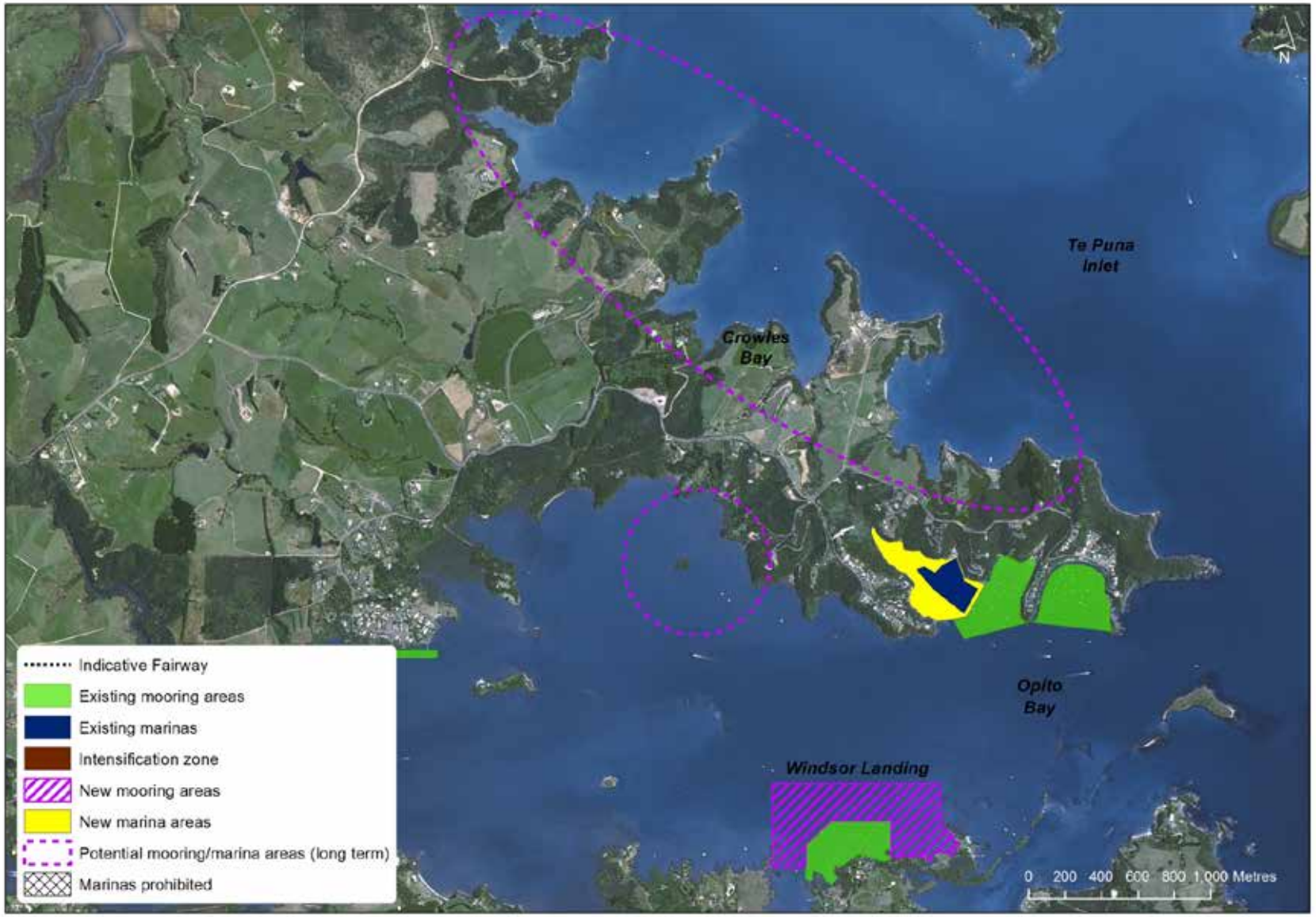
The Bay of Islands has a number of areas that are highly regarded for their natural values. Marinas should not be developed in high value areas to preserve their natural character and provide for recreation. Outside the identified marina areas and the high value parts of the Bay of Islands there should be an opportunity for marinas to be developed.

Any proposal to develop a marina inside a marina zone or out of zone will have to meet the requirements of District and Regional Plans.

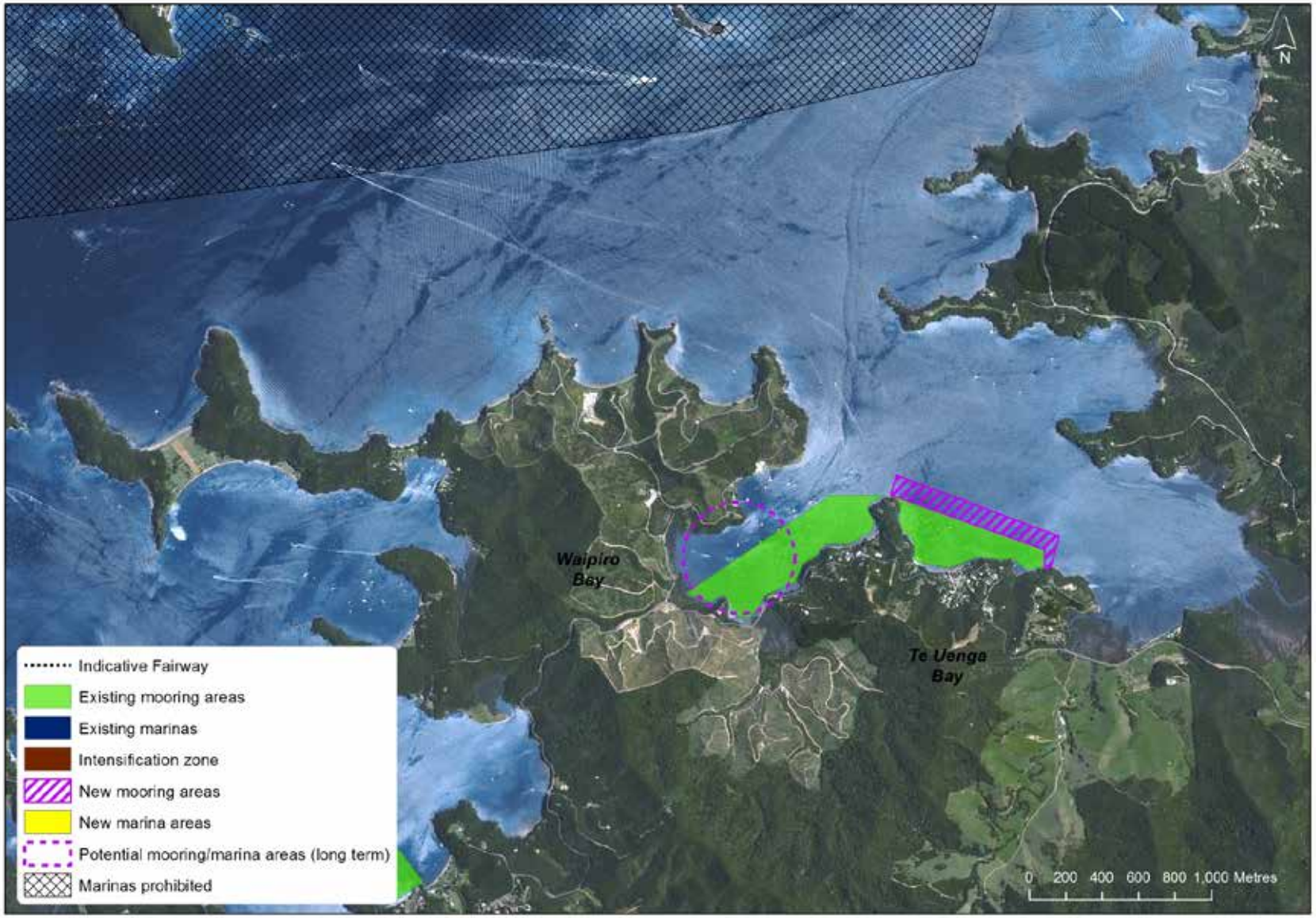
11.4 Maps - changes for mooring and marina management in the Bay of Islands 2014-2034



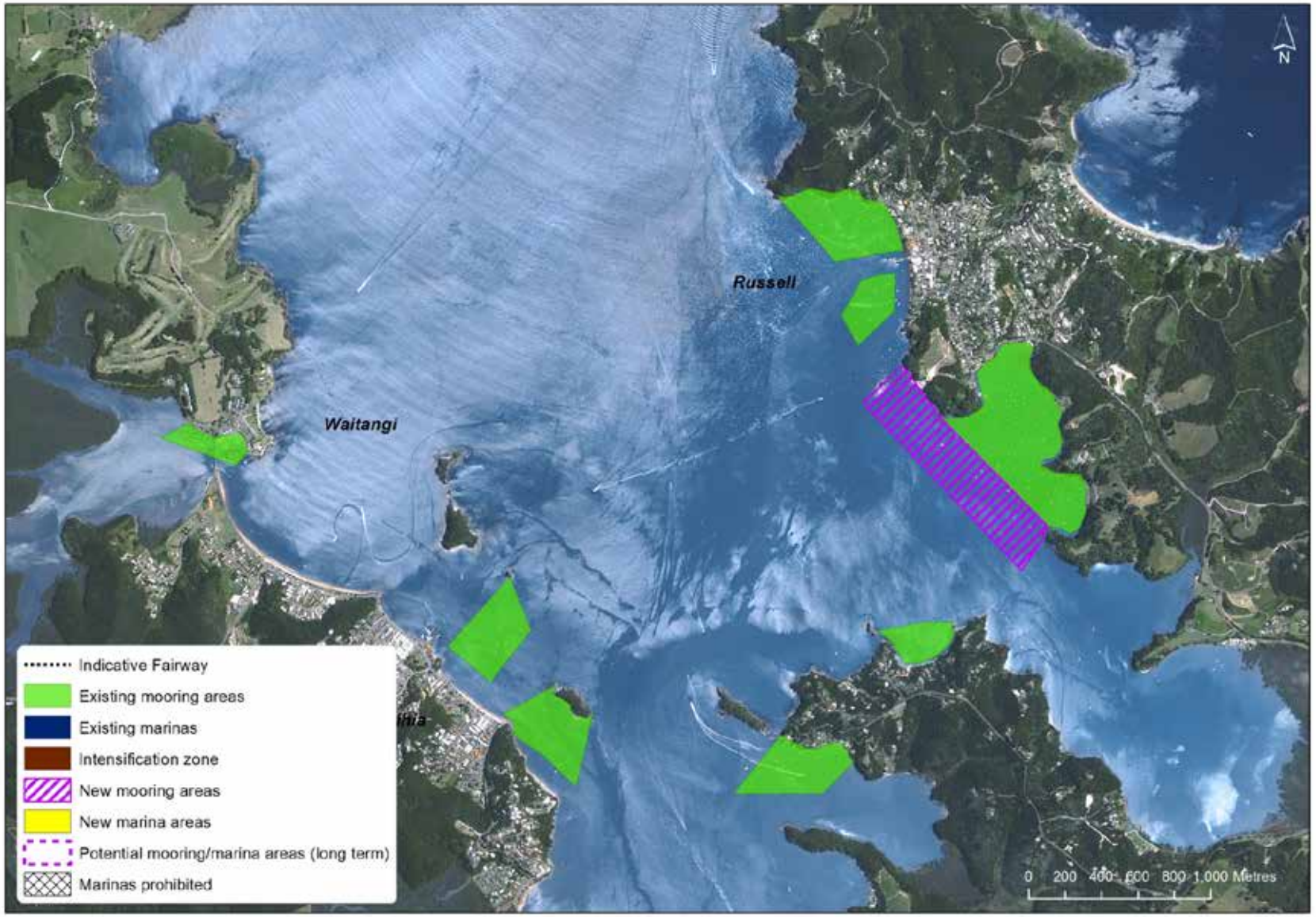
Proposed development of Kerikeri 2014-2034



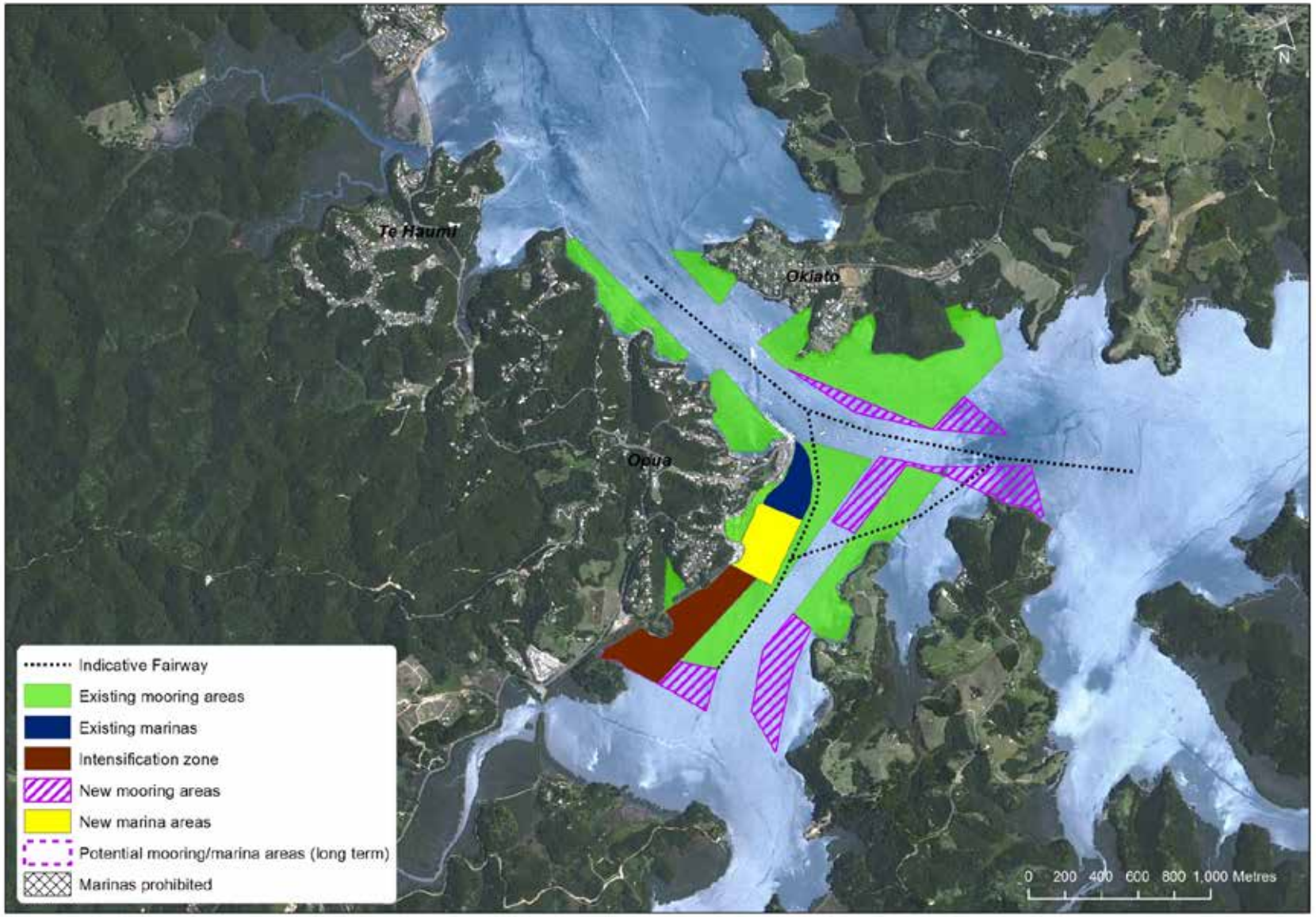
Proposed development of the Eastern Bay of Islands 2014-2034



Proposed development of Russell, Paihia and Waitangi 2014-2034



Proposed development of Opua 2014-2034



12 Actions and Priorities

12.1 Priorities

Several priorities have been identified from the various actions outlined in section 10:

Provide for new marinas and marina extensions

The main priority is to provide for a transition from low density boat storage to high density boat storage in certain locations. Council can help provide for this through the creation of Marina Zones/Marina Management Areas and implementing policies and rules to enable the most intensive use of coastal areas (this requires a plan change to the Regional Coastal Plan). Ōpua and Kerikeri Inlet are the two locations where demand is expected to be highest, and marina provision there will help meet it.

While the creation of Marina Management Areas is expected to encourage the development of marinas within these zones, it does not preclude marinas being established at other locations.

Enforce Navigation Safety Bylaw

Anecdotal public feedback suggests up to 10% of existing moorings aren't used. One way to address this is to audit mooring licence records and revoke mooring licences if fees are unpaid and / or the mooring is uncertified. This would ease short term growth pressure on moorings and allow time for more berths/moorings to become available.

Expand Windsor Landing mooring area

It is proposed that the Windsor Landing mooring area be expanded as a priority to help counter a combination of factors expected to place significant pressure on existing moorings in the Kerikeri Inlet. These include forecast demand in Kerikeri, issues of affordability and sedimentation of upstream moorings.

New mooring techniques

There are potentially a range of different mooring arrangements that could reduce vessels' swing areas and allow more boats in the same mooring area. Such an approach would enable intensification without increasing overall size of mooring areas or incurring the costs of formal structures like marinas. However, more work is required to see how these could apply in the Bay of Islands and their benefits compared to costs to mooring holders of installing them. Potential options include bungy type mooring ropes or requiring larger buoys to enable shortend headropes.

Monitoring and enforcement of illegal sewage discharges

The risk of sewage discharges from vessels is a significant concern to tangata whenua and the local community, particularly in the Ōpua area. One way that the risk of illegal sewage discharges can be lessened is by increasing the council's monitoring and enforcement of the rules for vessel sewage management. This will come at a cost and therefore council should consider the effectiveness and efficiency of this before committing to it. A key question will be how the increased monitoring and enforcement will be funded. Given they are the source of the risk, it is likely that the preference would be to charge mooring and marina owners rather than funding it from the general rate.

12.2 Table of actions

Analysis of the values, pressures, issues and options for boat storage in the Bay of Islands identified that a 'strategic response' should be taken. This type of response takes a proactive approach toward directing how and where future demand will be managed.

The actions below have been identified to put the strategic response in place. They can be split between Resource Management Act 1991 (RMA) related actions and Non-RMA actions.

Table 1 - Non-RMA related Actions

Action	Explanation
Mooring Technologies	Investigate the feasibility and cost of introducing new technologies to mooring areas to reduce swing areas and enable a tighter configuration of moorings. This will expand the capacity of existing mooring areas to meet forecast demand. Technologies include screw moorings, bungy type mooring ropes, requiring larger bouys to enable shorter headropes, etc.
Mooring licence regime	Enforce the Navigation Safety Bylaw and remove vessels from moorings and revoke mooring licences if a mooring owner does not comply with the requirements of the Navigation Safety Bylaw or Mooring Licence conditions.Including but not limited to a mooring having a current inspection certificate.
Encourage mooring rental	Encourage the rental of moorings that are not regularly used, providing for short and long term moorings.
Re-align and re-organise mooring areas	There are some mooring areas that could be better utilised if moorings were aligned in a different way. It is suggested that council identifies the areas where re-organisation is appropriate and implements a plan to gradually re-organise them.
NRC ownership of moorings	Pass a council resolution directing that where a mooring holder does not meet the mooring license conditions or if a mooring space does not have a current mooring license, the license can be issued or transferred (or a new license issued) to council for the purpose's specified in section 9.
Compensation for displaced moorings	Put the compensation regime descibed in sections 7 and 8 in place following an assessment to determine the best method of implemenntation (Regional Coastal Plan, Navigation Safety Bylaw or Mooring License conditions)
Education	Continue developing and distributing educational material on the rights, responsibilities and privileges of mooring holders to ensure mooring holders clearly understand the management framework.
Navigation Fairway	Designate fairways in Opua to be keep clear of moorings for navigation purposes.
Land based vessel storage	Work with Far North Holdings limited and Far North District Council to investigate the feasibility of providing a land based boat storage facility at Ōpua. This will provide for vessels up to10m in length with shallow draughts and may be particularly attractive to the large proportion of non-local mooring holders who may only utilise vessels for short periods of the year.

Table 2 - RMA related Actions

Action	Explanation
Expand Mooring Management Areas (MM4)	Prepare a Plan Change for expanding Mooring Areas where there is suitable shelter, water depth, access, room for land based facilities and proximity to communities. Suitable areas may include: · Ōpua (Kawakawa River; · Kerikeri Inlet (Windsor Landing). Windsor Landing may require more formal provision of parking and dinghy racks which would need feasibility investigations and work with Far North District Council to utilise an area of Road Reserve. Funding of such facilities also needs investigation. Similar investigations need to be undertaken for Ōpua Basin before intensification and extention proposals are actioned.
Prohibit Marinas in coastal protection areas (MM1)	Maintain the restrictions on marinas within coastal protection areas. These areas align with many of the popular anchorages of recreational boaties in the Bay of Islands and are adjacent to many of the natural features people value. This balances the provision of marinas and moorings to meet forecast demand with the need to preserve the values of the Bay of Islands that could be jeopardised by this pressure.
Introduce Marina Zones/Marina Management areas	Prepare a Plan Change to insert a policy framework for Marina Management Areas as a separate zone from Mooring Areas(MM4 areas). It would not preclude marina development in other areas but will be more enabling for marina provision to occur to meet forecast demand. This plan change would need to consider: · Locations for this zone (Ōpua and Kerikeri) The activity status of new or expanded Marinas (ie a permitted, controlled or restricted discretionary activity etc.); · The assessment criteria that would be applied (carparking, facilities, dredging, wastewater disposal etc.); · provisions to enable marina developments to take precedent over less intensive mooring styles. The operative Auckland Regional Plan: Coastal (2004) provides a useful example of specific marina management provisions and assessment criteria.
Introduce new Mooring areas (MM4)	New Mooring areas have been proposed for Waikare Inlet in the Opua area. These mooring areas should be created after all reasobale attempts have been made to make existing mooring areas as efficent as possible and mooring area extentions have been implemented.
Investigate and provide for New Mooring (MM4) or Marina Zones	New mooring areas or marina zones in Te Puna Inlet and Blacksmiths Bay would be longer term solutions particularly if the upper Kerikeri moorings silt up over time. Similarly extentions to mooring zones for Matauwhi Bay and Te Uenga Baymay be options to provide for demand in the long term. Investigation into the feasibility (including public consulation) of and need for these areas will be undertaken prior to their creation.
Enforcement of rules	Continue to enforce rules set out in the Regional Coastal Plan for Northland, particularly rules relating to sewerage discharges.
Investigate council‘s ability to	Investigate the ability of council staff to board vessels within Northland‘s Coastal Marine Area for the purposes of checking compliance with rules in the Regional

board vessels to inspect waste water holding tanks	Coastal Plan – in particular rules relating to avoiding sewage discharges in mooring zones.

12.3 Action plan and monitoring targets

The following table provides a plan with monitoring targets to implement the actions and priorities identified.

Action	Responsibility	Timeframe
a) Prepare and distribute educational material on the rights, responsibilities and privileges of mooring holders	NRC	Immediately and ongoing
b) Enforce the Navigation Safety Bylaw/Council resolution regarding revocation of unpaid licences	NRC	Immediately and ongoing
c) Enforce Regional Coastal Plan rules	NRC	Immediately and ongoing
d) Investigate the legality of staff boarding vessels to check compliance with Coastal Plan rules.		Year 1
Seek a council resolution endorsing the position that staff should board vesseles to check compliance with Coastal Plan rules.	NRC	Following d)
e) If feasible, implement changes to mooring technologies progressively	NRC (Harbourmaster)	Years 2 + ongoing
f) Investigate and implement (if feasibile) re-organisation of mooring areas	NRC (Harbourmaster)	Immediate start with gradual implementation
g) Create navigation fairways in Ōpua	Designate fairways in Ōpua to be keep clear of moorings for navigation purposes.	1-3 years
h) Initiate a Marina Management Area Plan Change to: Create a marina zone in Ōpua and Kerikeri; Set assessment criteria and activity status;	NRC	Years 2
i) Work with FNDC to provide parking and other land based facilities on Road Reserves at Windsor Landing and to serve the proposed Kawakawa River mooring areas	NRC / FNDC/ FNHL	Years 1- 3
j) If land based facilities can be provided, initiate a plan change to extend the mooring areas (MM4) at Windsor Landing and in the Kawakawa River	NRC / FNDC	Years 1-4 or following action h)

k)	Determine how any new/expanded mooring area will provide/fund land based facilities	NRC / FNDC	Years 1-7
l)	Review the demand for moorings at Ōpua, Matauwhi Bay and Te Uenga Bay,. If demand warrants it initiate a plan change to extend Mooring Management Areas	NRC	Years 8+ Or following action d) .
m)	If demand warrants it initiate a plan change to · extend Mooring Management Areas at Ōpua, Matauwhi Bay and Te Uenga Bay · create an intensification zone at Opua	NRC	Years 10 Or following action k)
n)	Investigate feasibility, costs and benefits of dredging mooring areas in the upper Kerikeri inlet	NRC (Harbourmaster)	If there is strong community demand.
o)	Investigate options and feasibility of land based storage at Ōpua (drystacks)	NRC / FNDC / FNHL	5-10+years
p)	Investigate the feasiblity of future mooring areas or marina management areas in Te Puna Inlet and Blacksmiths Bay	NRC / FNDC	15-20 years or when the surrounding mooring areas are at capacity

Appendix 1: Detail of decision making guide

This Appendix provides details on the decision making guide used to identify the values, key issues and action in Part B and Appendix 4.

Values and Pressures

Values

Values that are relevant to an area are those that draw people to use an area or that are held by people due to the area's characteristics. The values may reflect economic, social, cultural and or environmental values of an area.

The importance of understanding the values is to appreciate the drivers or reasons for people to use an area and the elements of that area that are important to retain so that people continue to enjoy an area in the future. For example, access to bays for anchoring, which are free from moorings provides for public access.

Pressures

Pressures arise over time from a change in the intensity or nature of use of an area. In relation to boat storage, the main pressure is from population growth and changes in boat ownership. There may also be other pressures in certain areas from competing uses of coastal space, for example aquaculture proposals.

The importance of understanding the pressures is so the rate of change from these pressures and effect on the values from the types of pressures is understood to inform the policy / strategic response.

Key Issues

Once the values of an area and pressures on the area are understood the key issues facing an area can be identified and drawn out e.g. Issue = Values x Pressures

Identifying the key issues is important to inform the following process of considering the policy response option. The policy response option needs to be selected to address the key issues that are resulting from pressures on the values.

Response options

Introduction

Provision of boat moorings and marinas has traditionally been undertaken on a market based demand and supply basis. Historically, moorings have been located in sheltered bays and harbours that offer a protective environment from adverse wave and wind conditions.

The establishment and continued use of moorings has been governed under the Harbours Act (1950) and more recently the Resource Management Act (1991). Existing Mooring and Marina areas have been zoned within Coastal Plans and explicitly provided through a policy framework of objectives, policies and rules.

The establishment of new moorings has occurred either by intensifying within an existing mooring area or through resource consents or sometimes unlawful establishment of moorings outside these mooring areas.

The establishment of new marinas has generally occurred via a resource consent process; e.g. to enable an intensification of use of a mooring area from swing/pile moorings to marina berths.

Options

There are four main options available to Council in responding to the key issues identified in an area:

No Change Response

Marinas and moorings are currently provided for under the Regional Coastal Plan, both through a policy framework and by identified areas shown in planning maps (MM4 areas). Choosing this option would result in council maintaining the current approach and dealing with future pressure for moorings and marinas on that basis.

To some degree, this response allows council to manage a proliferation of moorings and marinas. The response outcome provides some direction to intensify. It may cause mooring prices to inflate due to a constraint of the supply of berthing choices. It may also result in pressure through resource consents and/or illegal moorings to accommodate forecast demand.

This is the least effort option and in comparison to other responses is ad hoc. While the current framework is successfully addressing boat storage, future predicted growth may result in council responding through the resource consent process or political pressure rather than strategically.

This approach is most suitable in areas where there is little pressure on values.

Do Less Response

This option would involve removal of current planning restrictions on the management of moorings and marinas and letting the market completely determine where and how to provide for additional demand for mooring and marina space.

This response may reduce cost to mooring holders as supply can be increased. However it may not recognise the wider public rights to enjoy coastal space. It may also dilute the potential for marina provision and associated concentrating and economic benefits because more cost effective options are available. It would require a change to the Regional Coastal Plan.

This response is suitable in areas where there is very limited pressure on values and council wishes to encourage boat storage provision.

Strategic Response

While marinas and moorings are currently provided for, future expected demand may warrant council taking a proactive approach toward directing how and where future demand will be managed. This option would have sub-option approaches being:

- Desired outcome (a non-prescriptive approach). Desired outcomes are identified and standards must be complied with, but specific areas aren't identified.
- Intensification within existing mooring or marina areas.

- Identifying specific locations for future mooring or marina use.
- Identifying areas that should be protected from expansion or intensification.

These options are not necessarily mutually exclusive and are now discussed in more detail:

‘Desired outcome’ approach;

An outcome statement is prepared to describe what is to be achieved and the standards to be complied with. However no specific locations for boat storage expansion or intensification are identified.

This approach is more likely to gain public approval and provides flexibility and allows innovation. It does not provide the level of certainty that mapping specific storage areas does, therefore risking loss of suitable sites for future expansion to other marine space users (e.g. aquaculture).

Setting a desired outcome approach for the provision of additional boat storage areas where there is known demand has the benefits of:

- Best utilising the market to determine the most cost effective location;
- Locating storage in locations close to where people live; and
- Increasing the storage space to address mooring and berth price pressure.

Intensification within existing moorings or marina areas

Specific locations where expansion or intensification of existing boat storage areas could occur are identified on maps.

This approach provides high certainty and decreases future RMA risk, however it is more difficult to get through a public process and provides less flexibility and innovation/adaptability.

Intensification can occur in three general ways as follows:

- Relocating moorings to gain efficiencies in swing areas;
- Introducing new technologies to reduce swing areas; and
- Installing structures to increase storage capacity (e.g. pile moorings or marinas).

The approach of intensifying existing boat storage areas where there is known demand has the benefits of:

- Maximising the use of existing sheltered areas;
- Locating storage close to where people live;
- Providing critical mass to support the provision of boat servicing industries;
- Increasing the storage space to address mooring and berth price pressure;
- Providing for intensification areas to improve certainty to boat storage users and providers; and
- Maintaining other areas free of structures and boats to preserves values.

Identifying future mooring or marina areas;

Specific locations where expansion of existing or provision of new boat storage areas could occur are identified on maps.

This approach provides high certainty and decreases future RMA risk, however it is more difficult to get through a public process and provides less flexibility and innovation/adaptability.

Indicating areas where future provision of storage might be appropriately located has the benefit of:

- providing flexibility and adaptability of market based provision of boat storage;
- indicating areas that may be suitable for moorings/marinas to protect these from other uses;
- providing some certainty and signal to the market and marine users.

Identifying areas that should be protected from moorings and marinas.

Specific locations where expansion and/or intensification is not appropriate are identified on maps. This would likely be driven by understanding of which areas contain high or exceptional values (for example, outstanding natural character/outstanding natural landscapes or significant ecological features) and directing development away from these areas (for example, existing MM1 areas).

This option provides certainty and protection to sensitive areas; however it is less flexible toward design solutions and limits innovation and adaptability within these sensitive areas.

Indicating areas where future mooring and marina provision is not considered appropriate has the benefit of protecting the values of the geographic area for the range of other users of marine space.

This response is suitable in areas where there is strong pressure on values.

Direct Involvement Response

In addition to the Strategic Response option, council may determine it appropriate to directly involve itself in the physical delivery of moorings and marinas. This involvement could take a number of forms:

- Direct Provision – where council plans for, funds and delivers new moorings and/or marinas;
- Partnering – where council partners with the private sector/another delivery agency.

This approach is similar to the role other regional councils have taken regarding regional ports where a regional council may own a port in the region.

This response is suitable in areas where there is strong pressure on values and council wishes to direct boat storage in a particular location or way.

Selecting the preferred response

Assessing the four response options requires a process that is simple and transparent. The assessment also needs to consider the principles of the strategy identified in section 3.2 and how each response meets these principles while at the same time addressing the key issues.

This can be done using an evaluation matrix and a 'traffic light' coding system. The matrix below shows the response option in the side column and the principles of the strategy along the top.

Colour coding each cell indicates whether a response meets, is neutral, or does not meet each strategy principle.

	Response does not meet the principle
	Response is neutral toward the principle
	Response meets the principle

Example Evaluation Matrix

	Sustain Values	**Affordable**	**Equitable**	**Adaptable**	**Certainty**
1. No Change					
2. Do Less					
3. Strategic Response					
4. Direct Involvement					
Option that best meets Principle	**4**	**1 / 2**	**3**	**3**	**3**
Preferred response	**3. Strategic Intervention**				

The above numbering of the 'best' option in the bottom row is not a score. The number reflects the number of the options in the left column. Selecting the 'best' option is done by a comparative evaluation, comparing the option and scoring the 'best' option using the traffic light coding system.

Commentary can also be placed in the matrix cells to show the thought process of how the traffic light coding of that cell was arrived at. Once all cells are coded the overall matrix can be analysed and the response(s) that best meets the strategic principles identified.

If ‘no change’ is the resulting preferred response then no further action is required. If one or more of the other responses are preferred, the following process is triggered.

Priorities and strategic Interventions

Strategically managing provision of moorings and marinas can be achieved through demand and/or supply influences.

Demand Management

As described in the pressures section above, the demand influences are from growth of an ageing populating with increased discretionary income and leisure time. The ability of Northland Regional council to influence domestic and international population migration and the levels of personal income is very limited.

Supply Management

Council is the primary regulator (through bylaws and the Regional Coastal Plan) of allocation of coastal water space for moorings and marinas. For this reason, council has a very real ability to manage and influence where, how and when moorings and marinas are supplied.

For this reason it is proposed that council focus on supply management responses to address identified key issues.

Priorities

Once the preferred response has been selected, there are likely to be a number of actions that council can undertake to implement the preferred response.

It is also likely that some but not all of the actions are critical to the overall success of the response. These actions will be the identified priorities. These priorities will be the main focus of council efforts.

Strategic Interventions

Some of the actions and possibly also some of the priorities may require council to make strategic interventions.

Where the strategic response option and any of the sub-options are selected they would be expected to result in the following types of recommendations:

- Investigating and introducing new mooring technologies;
- Adapting the mooring licence regime;
- Providing for land based vessel storage;
- Providing education to boat storage holders;
- Expanding existing or creating new Mooring Management areas;
- Introducing specific Marina Management areas;

- Continuing to restrict marinas in certain areas.

These would generally be implemented through council policy documents like the Regional Coastal Plan, the preparation of a council policy approach or resolution, changes to by-laws or licencing arrangements, or changes to the Long Term Plan, for example.

Monitoring targets

To enable council to measure progress toward implementing the preferred response option monitoring targets and key performance indicators can be set. These can include timeframes for completing or achieving a priority, strategic intervention or action.

The monitoring can be used to assess whether more resourcing is required to achieve targets, or a different approach is required.

Action plan

To manage delivery of the preferred response option, an action plan can be developed to guide council actions and resources. The action plan would be staged across a time period, (for example 1-3 years),and identify the priorities and strategic interventions and actions required to achieve these. Importantly it will identify who is responsible for the actions.

Appendix 2: Intensification – policy direction

Any intensification to improve space efficiency within a mooring area could impact on existing moorings. This section looks at the issues and proposes the council's policy for dealing with them.

Introduction

Most mooring areas in Northland are occupied by swing moorings. Of all the boat storage methods, they are the most inefficient use of space. One swing mooring and vessel can occupy space equivalent to 8 marina berths[8] or a similar number of pile moorings. While in many areas, swing moorings are the only option (other boat storage methods generally require sheltered conditions), in more sheltered mooring areas, intensive boat storage is a realistic option.

One of the significant constraints to changing the use of a mooring area from swing moorings to more intensive boat storage is dealing with the existing swing mooring holders, who often do not want to 'give up' their swing mooring. This section identifies and assesses the options for dealing with this issue.

The law and current policy

Under the Marine and Coastal Area (Moana Takutai) Act (2010) all coastal space between the Mean High Water mark and 12 nautical miles offshore is given "special status" whereby no one can own or hold title[9]. There is also a strong presumption toward free public access to coastal space.

Section 20 of the Marine and Coastal Area (Moana Takutai) Act (2010) upholds existing resource consents and permitted activities under Regional Coastal Plans. Regional Coastal Plans respond to regional council functions in section 30 of the Resource Management Act (1991) and provide a framework to sustainably manage construction, occupation and use of the Coastal Marine Area in accordance with sections 12(1), (2) and (3).

Northland's Regional Coastal Plan aims to manage the coastal environment as public space and "where rights are granted for private occupation of space within the coastal marine area, it is considered that these rights should generally either facilitate public access to and along the coastal marine area, or provide some other compensating environmental, social, or economic benefit for the public.[10]"

Policy 6.4(4) of the Regional Coastal Plan for Northland identifies and discusses the purpose of Marine 4 (Mooring) Management Areas. Section 6.6 states that the establishment of Marine 4 (Mooring) Management Areas enables measurement of future expansion of these activities.

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[8] [8] Issues and Needs - Boat Accommodation in Picton, Waikawa & Surrounding Areas, 2007

[9] Unless there is an existing private title or a customary title is subsequently established

[10] Regional Coastal Plan for Northland, Section 5.1

Chapter 28 of the Regional Coastal Plan for Northland sets out the framework for management of Marine 4 (moorings) Management Areas. The general theme of this chapter is the presumption of avoiding a 'sprawl' of mooring areas toward concentrating moorings in specified locations and efficiently managing moorings within those locations.

This approach reflects the intent of the Marine and Coastal Area (Moana Takutai) Act, the sustainable management approach of the Resource Management Act and the policy direction of the New Zealand Coastal Policy Statement.

Users of coastal space

There are three relevant groups when considering allocation of coastal space for boat storage;

a) Existing mooring holders;

b) Intensification proponents/supporters (marina developer and berth purchasers); and

c) Other users of the public coastal space.

Generally, moorings and marinas directly compete with other users of coastal space. All users ideally seek a sheltered bay – to moor, to anchor, to launch, to land fish, to swim or to sit on a beach. A good example is Opito Bay at the mouth of the Kerikeri Inlet. It is one of the closest accessible beaches to Kerikeri, has an all tide boat ramp, a well-used headland for fishing and is home to many moored vessels and dinghy racks. The Regional Coastal plan allocates coastal space to different uses. It is considered to be fairly effective at balancing the provision of space for various uses e.g. aquaculture, recreation and moorings while providing for the retention of natural values. The Coastal Plan provides for Moorings and Marinas through Mooring Management 4 (MM4) Areas.

When considering fair ways to allocate this space (MM4 areas) between moorings and marinas, it is important to recognise other users who use and enjoy the same public coastal space. It is also important to consider how different options impact on the values of the place.

While this strategy primarily deals with the competition between different boat storage options rather than competition between boat storage and other uses, other users of coastal space have been considered where extensions to existing mooring areas or new mooring areas are proposed.

Objectives

In areas where intensification has been determined as the most appropriate use of the water space, the following objectives cover how the affected existing moorings are dealt with.

a) Constraints to intensification proceeding are minimised;

b) Mooring holders and intensification proponents have certainty of process; and

c) There is equity in the process for all parties.

Approaches

Let developers and existing swing mooring holders work it out for themselves

Any developer (private or council) would need to negotiate and come to agreement with every affected mooring owner. Only once all affected mooring holders agree to their moorings being removed / relocated could the development proceed.

Affected moorings given predetermined compensation

A predetermined compensation would be set (see section 8.1 for information on how compensation could be set). The developer would go through the RMA process (resource consent or plan change) where all parties could argue their case. Assuming the decision is in favour of intensification, the affected moorings would have to be removed or relocated upon payment of the market value compensation by the intensification proponent.

Council as the issuer of annual licences for moorings would need to pass a resolution or endorse a policy position that licences would not be renewed in areas where intensification resource consent has been granted.

Affected moorings have to be removed with no compensation'

The developer would go through the RMA process where all parties could argue their case. Assuming the decision is in favour of intensification, the moorings would have to be removed or relocated without compensation.

Council as the issuer of annual licences for moorings would need to pass a resolution or endorse a policy position that licences would not be renewed in areas where resource consent has been granted for more intensive boat storage.

Approach evaluation

Evaluation of these approaches can be undertaken using the objectives set above and assessing these against the three approaches in an evaluation matrix with a colour coding traffic light system to indicate which approach best meets each objective, and overal,l which approach is preferred.

	Constraints minimised	**Certainty provided**	**Equitable outcome**
i). Work it out themselves	Due to the uncertainty to developers of being able to negotiate successful compensation of mooring holders this option is comparatively more constraining to a marina development	In the absence of any process or timeframes for resolution this approach gives neither developers nor mooring holders certainty over process	Unlikely to result in an equitable outcome for any party. Negotiations will be individually based so different compensation will be offered to different mooring holders and will depend on the stage of the process and other market pressures
ii). Market value Compensation	Providing a method for removing affected moorings on granting of a resource consent for a marina is comparatively less constraining	As the process for compensation and the rights of both developers and affected mooring holders is known from the outset then this option provides certainty	Most likely to result in an equitable outcome as set compensation is known and this is applied consistently across all parties
iii). No compensation	Providing a method for removing affected moorings on granting of a resource consent for a marina is comparatively less constraining	As the process for compensation and the rights of both developers and affected mooring holders is known from the outset then this option provides certainty	Not an equitable outcome for mooring holders who have invested in existing moorings
Best Approach	**ii / iii**	**ii / iii**	**ii**
Preferred Approach	**ii). Predetermined Compensation**		

Preferred approach

It is proposed that council adopt approach ii – Affected moorings given market value compensation. Details of how this would work are set out in section 8.1.

In terms of meeting the above objectives this option provides an appropriate balance between providing certainty and minimising constraints to intensification, while providing a regime to fairly compensating mooring holders who are affected by an intensification proposal.

The 'compensation' would only be actioned upon the resource consent being granted. There is an incentive for the marina developer to negotiate a resolution with the mooring owner prior to the marina resource consent being considered. Existing mooring holders in the footprint of the proposed marina are obviously potential submitters and appellants. Reducing the number of submitters and appellants reduces the cost and time costs to the developer. Only those mooring holders resistant to the intensification proposal and moving mooring would need to utilise the compensation approach. This approach can be achieved through a change to; the Regional Coastal Plan, the Navigation Safety Bylaw or Mooring License conditions.

Appendix 3: Intensification – compensation

As explained in Appendix 2, council's preferred approach where intensification is to occur is that affected mooring holders will be given pre-determined compensation. This section sets out proposed details of how this would occur.

Setting the compensation

Generally moorings and marinas directly compete with other users of coastal space. Many users ideally seek a sheltered bay – to moor, to anchor, to launch, to fish, to swim or to sit on a beach. In recognition of this competition for space we have identified areas where moorings and marinas are appropriate and discourage them outside these areas to allow for the retention of natural values and to provide coastal space for other activities. Where possible intensification of mooring areas is encouraged to allow as many people as possible to benefit from moorings or marina berths.

As the previous sectioned identified, a significant constraint to changing the use of a mooring area from swing moorings to more intensive boat storage is dealing with the existing swing mooring holders, who often do not want to 'give up' their swing mooring. The way the rules are currently written means that even if, for example, a marina obtains a resource consent and is determined to be a 'better' use of the water space, the swing mooring holders still do not have to give up the space. Council does not condider this is reasonable or in the best interests of the general public. In these situations, the swing moorings should have to make way for more intensive boat accommodation.

Any changes made to resolve this situation will need to determine the most appropriate form of compensation. Two options are apparent:

1. Compensation is based on a market valuation
2. Replacement value for the physical mooring tackle.

Setting a market valuation may be difficult as many moorings may be affected by the marina proposal causing depreciation of these moorings and appreciation of unaffected moorings. Public works valuations operate on the basis as if a project was not occurringand this approach could be applied here. Sale prices for other affected moorings that have been acquired by a marina developer on a willing seller – willing buyer basis could also be used to determine the market valuation.

Alternatively the compensation could be based on the asset value of the physical mooring tackle (not including the value of the right to occupy water space). This will be a lesser value (than the market value) and may be considered less equitable by affected mooring holders; however if the financial compensation is for a value greater than the replacement cost, this could reinforce the perception of mooring holders that mooring licences bestow a perpetual rather than annual 'right' to the occupied space.

Determining market valuation is also likely to have greater administration costs (i.e. more 'work' to determine the market valuation) than replacement value.

Mooring owners have invested, in some cases, considerable sums of money in their moorings. Also some people have owned their moorings for a long time. Strictly speaking, there is no certainty for mooring owners (mooring licences are only issued for one year). However there is a historic 'expectation' that council would continue to allow moorings to continue – in many cases the moorings have been in existence for 20 – 30+ years. We

believe these factors should be recognised, and therefore on balance believe a market valuation approach is the most equitable solution.

We want to ensure that the process for determing the market value is effective, efficient and independent. The market value will be determined by an independent valuer (chosen by the council) at the developers' cost. This valuation will be final i.e. there is no ability to challenge it.

The last issue is who pays. There are two realistic options: firstly the proponent of the new intensive boat storage proposal pays or secondly the regional council pays. The proponents will be obtaining a benefit (generally financial) from their proposal. Therefore we believe that the proponent should pay compensation to mooring holders displaced by their proposal. It is not appropriate for ratepayers to subsidise the proponent's development costs.

The preferred approach

The preferred approach is as follows:

Preference will be given to intensive boat storage with a current resource consent over existing moorings.

In this circumstance affected moorings will be provided with another mooring location within the same general area.

If there are no mooring locations available in the mooring area, the mooring holder will be compensated the market value of the affected mooring(s).

In terms of meeting the above objectives, this approach provides the best balance between providing certainty and minimising constraints to intensification, while fairly compensating mooring holders who are affected by an intensification proposal. Refer to Appendix 2 above for the detailed analysis supporting why this approach was preferred over other options.

Appendix 4 - Applying the decision making guide to the Bay of Islands

Values and Pressures

Values

The Bay of Islands is described by tourism websites as the jewel in Northland's marine crown. It is promoted as a popular visitor destination. While there are many spectacular coastal locations throughout the Northland region, there is little disputing that the natural feature of the Bay of Islands is a key reason so many people choose to live in and visit the area.

Destination Northland's website describes the Bay of Islands as an aquatic playground with *"Golden beaches fringed by pohutukawa trees, secluded coves and turquoise water. This is where visitors and locals alike enjoy their favourite pastimes of boating, sailing, surfing, fishing or just lazing around in the warm sunshine*.[11]"

This description conveys the range of values that people hold of the Bay of Islands and demonstrates why it is such a popular place to live and visit.

These values can be summarised as:

- Naturalness
- Pleasant climate
- Coastal accessibility
- Sense of isolation/wilderness
- Safe boating/anchorages
- Marine life and fishing
- Historic and heritage
- Cultural values

Values of the Bay of Islands are expressed in other sources including Council's Use and Values Maps for an aquaculture plan change and the Northland Regional Policy Statement maps. Both these maps show human focussed activities in and around Paihia, Russell, Ōpua and Kerikeri and a high degree of naturalness and human use for recreation and tourism in the outer and eastern Bay of Islands.

Pressures

The values that draw people to the Bay of Islands also create pressures on the area. Pressures relevant to this strategy result from population, boat ownership and storage, mooring displacement and visiting international yachts.

[11] Destination Northland

Population

Northland's annual population growth rate is currently estimated at less than half a percent[12] and this growth rate over the next 20 years is projected to range from 0-1%. The neighbouring Auckland region is projected to grow between 1-2% over the same period from 1.5 million to between 1.8 and 2.1 million people. [13]

The Far North District population growth rate ranges from 0.3-0.6% over the next 20 years and the median age is projected to increase from 33 years to 45 years by 2031. [14]

Despite slow district population growth, the 2007 Far North District Council Kerikeri-Waipapa Structure Plan predicts a doubling[15] of both the Kerikeri population and number of households between 2001 and 2026.

From the 2006 census data, 20% of Northland dwellings were unoccupied compared to the national average of 10.5% and Auckland at 7.5%[16].

This data shows three trends. Firstly, despite sluggish regional and district population growth, the Bay of Islands is expected to experience significant growth and associated pressures of more people living close to the coast.

Secondly, the average age of people living in the Northland region and the Far North District is expected to increase significantly. This is a combination of older people moving to Northland from other regions and lower retention/replacement of younger people.

Thirdly, Northland has double the number of absentee property owners compared to the national average. Some of these represent 'coastal holiday homes' which cause a swelling of population over the summer months as owners from around and outside the region use coastal properties and boats, including boats that require storage on the water.

Boat Ownership and Storage

Data from national boat ownership surveys conducted in the 1971 and 1981 census showed that ownership levels more than doubled from 75,000 to 171,690. Boat ownership by Bay of Islands households was 22% in 1971 and 39% in 1981. More recent surveys estimated national ownership levels at 241,100 in 1999 and 472,000 in 2010[17].

Auckland, Northland, Waikato and Bay of Plenty contain 60% of registered boat trailers and 72% of the country's marina berths. Northland is home to 10% of these and Auckland contains 49% of marina berths[18]. The relevance of Auckland's boat numbers to Northland is that the values and pressures on the Hauraki Gulf and the Bay of Islands are similar and the

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[12] Statistics NZ

[13] Statistics NZ

[14] Statistics NZ

[15] Far North District Council, 2007

[16] Statistics NZ

[17] Beca, 2012

[18] Beca, 2012

vessels located in Auckland moorings and marinas are capable of navigating between regions e.g. Auckland to the Bay of Islands.

Bay of Islands had in 1976, Bay of Islands had 465 moorings; in 1989, 1325 moorings and in 2012, 1383 moorings. There are two marinas established in 2000 (Ōpua) and 2003 (Kerikeri) totalling 433 berths. This plateauing of moorings numbers and corresponding growth in marina berths is a similar trend to Auckland where in the last 10-15 years moorings numbers have changed little while marina berth numbers have grown.

Northland Regional Council's analysis has shown that boat owners in Northland are generally within the age bracket of 40-69 years[19] having the disposable income and leisure time to enable ownership and use of a boat.

Analysis of registered addresses of mooring holders shows that 72% of Kerikeri moorings are locally owned, only 55% of Ōpua moorings are locally owned and of the Eastern Bay of Islands moorings only 16% are locally owned. For the Kerikeri marina 89% of berths are owned by Northlanders while only 50% of Ōpua marina berths are owned by Northlanders and 25 % are owned by Aucklanders.

Growth in Auckland cruising vessels (those that require a marina or mooring berth) is predicted at 0.45% per year[20]. Predictions of mooring demand increases in the Bay of Islands over the next 20 years show a pressure for a 33% rise in Kerikeri, a 16% rise in the eastern Bay of Islands, a 13% rise in Russell and a 17 % rise in Ōpua. These predicted increases are shown in table 1 below.

Table 1 – Forecast demand for moorings in the Bay of Islands (20 years)

Area	Extra No.	Comments
Kerikeri	230	Accounts for predicted population growth and possible displaced pile moorings (126) due to sedimentation , displacement of moorings as a result of marina expansion and increasing supply to increase affordability.
Eastern BOI	20	Accounts for predicted population growth.
Russell	50	Accounts for predicted population growth.
Ōpua	90	Accounts for predicted population, increased international visitor numbers and displacement of moorings as a result of marina expansion
Total	**390**	

Kerikeri is a local service area with strong anticipated population growth. Ōpua is the gateway to the bay, especially from Auckland and for international vessels, while Russell and the Eastern Bay of Islands appear to service a high concentration of holiday homes.

With the median age of Northlanders predicted to increase to 45 years by 2031 and the knowledge that the majority of mooring and marina berth owners in the Bay of Islands are between 40 and 65 years of age it is reasonable to expect there will be continued growth of

[19] Northland Regional Council, 2012

[20] Beca, 2012

boat ownership and demand for boat storage in the Bay of Islands located close to areas where people live.

Mooring displacement

It is expected that existing moorings in the Bay of Islands will be displaced in three ways:through sedimentation, replacement by marinas and through implementation of existing policy[21] directing the concentration of moorings into mooring areas.

Some of the moorings in the Bay of Islands are at the head of tidal inlets. In particular the Kerikeri mooring areas at Skudders Beach, Waipapa Landing and up around the Kerikeri Basin, and the Ōpua moorings areas in the Kawakawa River are currently experiencing sedimentation. The resulting reduction in water depth may render these areas unusable for boat storage over the next 20 years.

The most probable locations for additional marinas in the Bay of Islands are in the sheltered bays that are currently occupied by moorings. While some of these mooring holders may relocate onto new marina berths (should they be available) some may not. For reasons of preference or affordability, some may still demand moorings which will place pressure on the remaining mooring stock.

If these two processes occur (as anecdotal evidence suggests will happen), then removing these moorings from the overall pool of moorings in the Bay of Islands would likely to place pressure and extra demand on the remaining mooring areas over time.

Another potential source of demand is likely to arise from the implementation of policy in the Regional Coastal Plan that discourages moorings outside of mooring areas. There are approximately 370 existing moorings outside of mooring areas in the Bay of Islands. The implementation of this policy means people with moorings outside designated areas may ultimately need to relocate their mooring if they wish to continue having one. It's difficult to estimate what this demand may be, given these moorings need to go through a resource consent process and we cannot foresee with any certainty what the result will be. Also a mooring owner whose mooring is removed may not necessarily want to relocate to a mooring area. For example someone who currently has a mooring outside their property, but is no longer allowed the mooring, may not be interested in a mooring in a mooring area some distance away.

International visiting yachts

On average 530 international yachts arrive in New Zealand each year and approximately 80% of these (430) clear New Zealand Customs at Ōpua. It is estimated that around 150 of these yachts do not stay to be serviced at Ōpua or Whāngārei. One reason why these yachts are currently not serviced in Ōpua is because of the limited capacity in the marina and surrounding mooring area to accommodate them.

As these yachts are mobile and can move to other areas for servicing they are not a direct pressure on boat accommodation. However it is anticipated that should facilities be provided then more may choose to remain for servicing. This is a significant lost opportunity cost as

[21] Regional Coastal Plan

each international yacht serviced in Ōpua is estimated to spend $21,000 on maintenance and $16,000 on living expenses while staying in Northland.[22]

The yachts also attract international visitors who spend on average $9,000 per boat. Domestic visitors come to see people on board 15% of the international yachts and spend on average $2,500 per boat. Assuming that 50% of this expenditure occurs in Northland, each international yacht is associated with almost $40,000 in additional direct expenditure into the Northland economy[23].

Key Issues

In considering the values and pressures above, the following key issues can be identified:

- Demand for moorings and marinas within the Bay of Islands is at or (in some locations) over the existing supply, leading to inflated prices for moorings and berths.
- Predicted population growth characterised by an ageing population leading to predicted boat ownership growth.
- The need to direct this future growth in a way that maintains the values of the Bay of Islands.

Policy options

There are four broad policy options available to address the key issues:

- No Change;
- Do Less;
- Strategic Response;
- Direct Intervention.

The following matrix provides a comparative evaluation of the options for the Bay of Islands.

[22] International Visiting Yachties Survey

[23] International Visiting Yachties Survey

	Sustains Values	Affordable	Equitable	Adaptable	Certainty
1. No Change	The current approach is sustaining the values however may not in the future given the increased demand for boat storage over the next 20 years.	Boat storage areas are at or near capacity and predicted demand will likely cause price pressure on moorings and marina berths.	Provides good level of equity between competing users of marine space, but may not manage future demand pressure on values.	Current focuses storage provision in select areas restricting adaptability. Little anticipated effect on marina provision.	Provides some certainty under the current framework but does not strategically address the growth pressures causing future uncertainty.
2. Do Less	Given the predicted demand increases, removing restrictions, particularly on mooring locations, is unlikely to sustain values.	Likely to address mooring affordability as will enable moorings to be provided as and where demand dictates. Little anticipated effect on marina provision.	Unlikely to preserve values of the area for non-boating public and other resource users.	Very adaptable by providing a less restrictive framework to provide for market demand and flexibility.	Unlikely to provide improved certainty to process by reducing or removing the current framework.
3. Strategic Response	Enables the existing approach to be adapted to manage predicted demand pressure on values in the next 20 years.	Likely to address affordability by providing for increased supply of storage areas.	Provides the approach most likely to balance competing interests between boat users and other marine space users.	Likely to improve adaptability and flexibility but within a somewhat restrictive framework.	Ability to improve certainty through a strategic response that sets future storage provision areas and identifies how interests of new and existing users of space are managed.
4. Direct Involvement	This could be successful however needs to be done following a strategic approach to where that provision needs to occur.	Likely to increase supply and council is capable of subsidising the cost of berths to improve affordability.	This could be successful but also needs a strategic approach to ensure council can equitably balance competing interests.	Comparatively unlikely to be adaptable due to less flexibility in political processes.	This option is likely to be successful however needs to be done following a strategic approach to where that provision needs to occur.
Best Option	**3**	**2/3/4**	**3**	**2**	**3**
Preferred	**3. Strategic Response**				

Preferred approach

The evaluation matrix on the previous page concludes that for the Bay of Islands the preferred approach is a ‘Strategic Response’.

This option has four sub-option approaches being:

- Desired outcome – a non-prescriptive approach desired outcomes are identified and standards must be complied with, but specific areas aren’t identified.
- Intensification within existing moorings or marina areas.
- Identifying specific locations for future mooring or marina use.
- Identifying areas that should be protected from expansion or intensification.

In this instance using a mix of the approaches is appropriate to address the key issues identified. The approaches proposed are intensification, identifying future mooring and marina areas and protecting some areas from new or expanded boat storage areas.

This overall approach is shown on the map in section 10.4. An explanation of how this strategic response could be applied across the range of boat storage areas within the Bay of Islands is available in section 10.3.

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